

## Report



68246



National Center for State Courts

NCJRS

JUN 9 1980

ACQUISITIONS

HENNEPIN COUNTY COURTS SPACE MANAGEMENT STUDY

FINAL REPORT

APRIL, 1979

Prepared by:

NATIONAL CENTER FOR STATE COURTS  
and ELLERBE ASSOCIATES, INC.

SPACE MANAGEMENT CONSULTANTS, INC.,  
Special Project Consultant

# National Center for State Courts

NORTH CENTRAL REGIONAL OFFICE  
Suite 2208

American National Bank Building  
5th & Minnesota Streets  
St. Paul, Minnesota 55101  
(612) 222-6331

Edward B. McConnell  
Director

Arne L. Schoeller  
Deputy Director

## BOARD OF DIRECTORS

### President

Chief Justice Edward E. Pringle  
Supreme Court of Colorado

### Vice President

Chief Justice C. William O'Neill  
Supreme Court of Ohio

Judge Mercedes F. Deiz  
Circuit Court of Oregon

Judge Roland J. Faricy  
Municipal Court of Ramsey County

Justice Robert H. Hall  
Supreme Court of Georgia

Chief Justice Lawrence W. L'Anson  
Supreme Court of Virginia

Justice E. Leo Milonas  
Supreme Court of New York

Chief Judge Theodore R. Newman, Jr.  
District of Columbia Court of Appeals

Judge Wilfred W. Nuemberger  
Separate Juvenile Court of  
Lancaster County, Nebraska

Chief Justice William S. Richardson  
Supreme Court of Hawaii

Judge Kaliste J. Saloom, Jr.  
City Court of Lafayette, Louisiana

Judge Robert A. Wenke  
Superior Court of Los Angeles

## COUNCIL OF STATE COURT REPRESENTATIVES

### Chairman

Chief Justice John B. McManus, Jr.  
Supreme Court of New Mexico

Vice Chairman, Judge Loren D. Hicks  
State Court Administrator  
Supreme Court of Oregon

## WASHINGTON LIAISON OFFICE

Hall of the States, Suite 330  
444 North Capitol Street  
Washington, D. C. 20001  
(202) 624-5875

## REGIONAL OFFICES

### MID-ATLANTIC

300 Newport Avenue  
Williamsburg, Virginia 23185  
(804) 253-2000

### NORTHEASTERN

Osgood Hill  
723 Osgood Street  
North Andover, Massachusetts 01845  
(617) 687-0111

### SOUTHERN

1600 Tullie Circle, N.E., Suite 119  
Atlanta, Georgia 30329  
(404) 634-3366

### NORTH CENTRAL

Suite 2208  
American National Bank Building  
5th & Minnesota Streets  
St. Paul, Minnesota 55101  
(612) 222-6331

### WESTERN

235 Montgomery Street, Suite 1550  
San Francisco, California 94104  
(415) 557-1515

April 2, 1979

Francis L. Bremson  
Regional Director

Ms. Sue Markham  
Property Management  
2208 Administrative Tower  
Hennepin County Government Center  
Minneapolis, Minnesota 55487

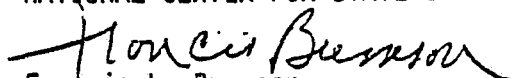
Dear Ms. Markham:

The National Center for State Courts and Ellerbe, Inc. are pleased to transmit herewith the final report of the Hennepin County Courts Space Management Study prepared on behalf of the Hennepin County Board of Commissioners. This document includes the findings of our six month examination of court and court-related space problems and needs, and presents recommendations for immediate, near term and long range action for their resolution. Moreover, this report is intended to provide Hennepin County with a basic framework for the future development of a facilities master plan which will insure both the continuing adequacy of court facilities in the future and optimal use of scarce space within the Government Center.

We would like to express our appreciation for the invaluable assistance and cooperation we received during our work from you, the members of the Advisory Committee, Chief Judge Minenko, Mr. Provo, and the staff of the many Hennepin County agencies which participated in this study.

Sincerely,

NATIONAL CENTER FOR STATE COURTS

  
Francis L. Bremson  
Regional Director

FLB:ps  
Enclosure

HENNEPIN COUNTY COURTS SPACE MANAGEMENT STUDY

FINAL REPORT

TABLE OF CONTENTS

	<u>Page</u>
SECTION I. INTRODUCTION . . . . .	1
SECTION II. SUMMARY OF RECOMMENDATIONS .	4
SECTION III. METHODOLOGY . . . . .	14
SECTION IV. OVERVIEW OF EXISTING COURT FACILITIES . . . . .	20
SECTION V. HENNEPIN COUNTY COURTS SPACE PROGRAM CONSIDERATIONS . . . .	40
SECTION VI. PROPOSED COURTS SPACE STANDARDS . . . . .	62
SECTION VII. ADEQUACY OF EXISTING FACILITIES . . . . .	65
SECTION VIII. ANALYSIS OF FUTURE COURT AND COURT-RELATED SPACE NEEDS .	120
SECTION IX. FACILITY REMODELING RECOMMENDATIONS . . . . .	146
SECTION X. ESTIMATED COSTS . . . . .	170



<u>FIGURES:</u>	<u>Page</u>
FIGURE 1 : Location of Court and Court-Related Agencies . . . . .	21
FIGURE 2 : Typical District Court Judicial Floor Plan . . . . .	24
FIGURE 3 : C-13 (District Court). . . . .	26
FIGURE 4 : C-5 (Family Court) . . . . .	27
FIGURE 5 : Typical Municipal Court Judicial Floor Plan . . . . .	30
FIGURE 6 : C-3 (Municipal Court) . . . . .	31
FIGURE 7 : C-4 (Probate Court). . . . .	34
FIGURE 8 : Operating Relationships of Hennepin County Court System Components . . . . .	42
FIGURE 9 : Interdepartmental Relationships Matrix . . . . .	44
FIGURE 10: Elevator Response Time . . . . .	48
FIGURE 11: District Courtroom Utilization .	75
FIGURE 12: District Court Jury Deliberation Room Usage . . . . .	82
FIGURE 13: Municipal Courtroom Utilization.	94
FIGURE 14: Municipal Court Jury Deliberation Room Usage . . . . .	98
FIGURE 15: Probate Court Courtroom/Hearing room utilization . . . . .	105
FIGURE 16: C-3 Probate Court Floor Plan . .	109
FIGURE 17: C-19 Floor Plan . . . . .	142
FIGURE 18: Jury Assembly Room Floor Plan .	148
FIGURE 19: C-3 Floor Plan . . . . .	151
FIGURE 20: C-4 Floor Plan . . . . .	152
FIGURE 21: C-21 Floor Plan . . . . .	154

FIGURE 22: A-20 Floor Plan . . . . .	155
FIGURE 23: C-20 Floor Plan . . . . .	156
FIGURE 24: C-10 Floor Plan . . . . .	159
FIGURE 25: C-11 Floor Plan . . . . .	160
FIGURE 26: C-8 Floor Plan . . . . .	161
FIGURE 27: C-14 through C-18 Floor Plan . . . . .	164

TABLES:

TABLE 1: Space Assignments for Court Functions . . . . .	38
TABLE 2: Summary of Numbers, Locations and Space Assignments of Judicial Function Areas . . . . .	39
TABLE 3: Public Frequency Patterns . . . . .	49
TABLE 4: Space Standards . . . . .	64
TABLE 5: District Courtroom and Hearing Room Utilization . . . . .	71
TABLE 6: Jury Assembly Room Usage . . . . .	92
TABLE 7: Summary Analysis of Current and Near-term Court and Court-Related Space Requirements . . . . .	118
TABLE 8: Hennepin County Court System Caseload Projections . . . . .	122
TABLE 9: Department of Court Services Workload Analysis . . . . .	129
TABLE 10: County Attorney Workload Summary . . . . .	130
TABLE 11: Public Defender Workload Summary . . . . .	132
TABLE 12: Current Support Personnel and Space Requirements Per Courtroom Type . . . . .	136
TABLE 13: Court System Space Requirements With Increase in Number of Courtrooms . . . . .	138

TABLE 14:	Proposed Judicial Floor Space Program . . . . .	141
TABLE 15:	Cumulative Summary of Current and Projected Numbers of Courtrooms Courtrooms, Hearing Rooms and Chamber Areas . . . . .	145
TABLE 16:	Cost Estimate Summary . . . . .	171

APPENDICES:

APPENDIX A:	Existing Court and Court-Related Space Assignments
APPENDIX B:	Courts Tower Floor Plan
APPENDIX C:	Proposed Space Program--Probate Court
APPENDIX D:	Proposed Space Program--County Attorney

## SECTION I. INTRODUCTION

Since 1975, most court and court-related functions have been housed in the Government Center. The Hennepin County municipal, district, and probate courts occupy 15 floors of the Government Center's Courts Tower. The Office of the County Attorney has been assigned one floor in each of the Administration and Court Towers and has additional sub-units housed in four other locations within the building. The Office of the Public Defender occupies space on two floors of the Courts Tower. Court Services is located in two floors of the Administration Tower. Additionally, other court support functions are located on both the A and B levels of the Government Center. Nevertheless, the amount and utilization of space provided to these courts and court-related agencies has changed significantly over the last several years with the growth in volume of court activity, the complexity of legal requirements, and the number of judicial and support staff.

Despite the recent completion of the Hennepin County Government Center and the relocation of district, municipal and probate courts in the Courts Tower, it has become increasingly apparent that court space-problems continue to exist. Over the last three years, the Hennepin County Courts have experienced increases in caseload and jury demand activity, use of visiting and retired judges, and cross-assignment

of municipal court judges. In some areas judicial resources have become strained, likely necessitating increases in staffing levels in the near future: the probate court is currently seeking authorization for an additional judge to assist in processing civil commitments; the family court is requesting additional judicial resources for contested divorce actions; and it is possible that future legislative action will require the replacement of at least some referees by judges, requiring the provision of associated judicial spaces.

Court-related agencies such as the County Attorney, Public Defender, and Court Services have experienced increases in workload directly related to the 28% increase in the number of criminal cases filed in district court, and the 16% increase in the number of defendants arraigned in municipal court during the first three years following occupancy of the Government Center (1975-1977).

In response to the increasing demands for more adequate facilities and to competing demands among court and county agencies for available space in the Government Center, the Hennepin County Board of Commissioners authorized the National Center for State Courts/Ellerbe, Inc. to conduct a comprehensive space management study of all Hennepin County Courts and court support services in order to accomplish the following objectives:

- To assess the adequacy of existing district, municipal and probate court facilities in the light of current space demands.
- To analyze and identify in detail, space problems and resultant space requirements.
- To assess and document future space needs of the Hennepin County courts.
- To establish space standards for Hennepin County courts.

This document represents the findings of the study team relative to the project objectives set forth above. It also serves as a companion document to the Hennepin County Juvenile Justice Facilities report previously completed by National Center/ Ellerbe, Inc. For that reason, consideration of juvenile system facilities problems and needs largely has been excluded in this document.

## SECTION II. SUMMARY OF RECOMMENDATIONS

This study concludes that the present court and court-related facilities are dysfunctional in five specific areas. Remodeling plans are incorporated in Section IX to correct these problems within the constraints of existing conditions and cost-effectiveness.

This section is divided into the five subject areas, which have been identified as current, near term or anticipated long term space problems, and contains a summary and evaluation of recommended solutions.

### A. Jury Assembly Room

The jury assembly room on the A-level of the Government Center is properly located, but over-sized.

The A-level location allows easy access by newly called jurors and reasonable access to courtrooms via the freight elevator. In addition, the present location does not take valuable space in the Courts Tower from other functions that have a greater need for that location.

The jury assembly room can be reduced in area, however, with the excess made available for non-court related functions. The present jury assembly area is 5,720 square feet. Three hundred square feet of that amount is dedicated to an associated administrative office area.

Currently 95 jurors are called at the beginning of each weekly jury term. A study of the actual use of this area indicates that the number of persons occupying the jury assembly area drops drastically after the first hour on Monday morning, and remains well below the 95 jurors originally called for the remainder of the week. Since the number of jurors called weekly is not expected to increase beyond 120 within the foreseeable future, an allowance of 26 square feet per person for the peak utilization period yields a need for a lounge area of 3,200 square feet. After the first jurors are called and others dismissed, the proposed assembly area space assignment will be amply sized for longer occupancy by fewer persons, permitting more freedom of activity and association. Thus, the excess area of 2,220 square feet can be divided as indicated in Section IX and given over to some other use.

B. Probate Court

A discussion of space-related problems of the probate court appears in Section VII. In summary, there are shortages of hearing rooms, reporter's offices, and a jury deliberation room; inappropriately sized referee chambers; and several improperly located functions. The solution mandated expansion to the third floor and remodeling of some existing municipal court facilities on that level for probate court use.

To accomplish this, four separate schemes were developed and reviewed with probate court representatives. The scheme recommended by the study team and approved by probate court



is presented in Section IX of this report.<sup>1</sup> This scheme envisions only limited additional staff: one secretary and two court reporters. More importantly, it adds a required jury deliberation room, attorney/witness conference room and two appropriately sized hearing rooms. Finally, it provides an additional space allocation to accommodate future reassignment of three to four county attorney staff members performing traditional court work should reorganization occur in the near future, as is recommended by the study team. These improvements will meet both current and near-term probate court needs absent major changes in commitment procedure and judicial staff.

It is expected that the fourth hearing room which is proposed for location on C-3 will be dedicated primarily to hearing commitment matters by the two referees relocated to that floor. This location is well suited to the related functions served by the adjacent location of the county attorney's mental health section. Moreover, location on C-3 will provide the necessary expansion potential to accommodate the substantial growth in commitment workload which is projected in the future. All estate, guardianship and conservatorship matters will be heard on the fourth floor. Thus, the proposed solution provides the required realignment

---

<sup>1</sup>The recommended scheme presented in Section IX should be subject to revision in light of changes in probate court judicial staff or procedures which may occur as a result of the 1979 legislative session or recommendations of the Supreme Court Study Commission on the Mentally Disabled and the Courts.

and addition of essential judicial spaces through physical separation along clear functional lines.

The recommended scheme further proposes that the mental health unit of the county attorney's office remain in its present third floor location; however, its internal layout is improved by plan revision. In addition, a philosophical issue is resolved by locating its entrance off the public corridor. The present entrance off the private corridor and through the area occupied by the commitment section of the probate court does not appear conducive to the distinct difference in function between the county attorney's mental health section and the probate court.<sup>2</sup> Separate entrances to each would help to clarify this difference.

#### C. County Attorney

The recommended resolution for county attorney space problems and needs respond to internal organizational issues, current and projected expansion needs, and some existing dysfunctionally planned facilities.

After careful examination of current levels of utilization of judicial areas, existing and projected court system workloads and the potential for internal expansion should the four courtroom configuration to be built on C-19 proves

---

<sup>2</sup>The Supreme Court Study Commission on the Mentally Disabled and the Courts is currently considering the possibility of mandated physical separation of the court, county attorney and welfare components of the commitment process.

workable,<sup>3</sup> it is the study team's judgment that all increased space needs for courts in the foreseeable future can be accommodated within levels C-3 to C-19.

Based on the study team's conclusion that C-21 would not be necessary for court expansion in the foreseeable future, that floor was used to expand and re-plan three county attorney functions requiring co-location which could not be accomplished on existing occupied county attorney floors. The proposed solution envisions the relocation of the criminal division from A-20 to C-21 which parallels the functional relationship of the criminal division with court system components located in the Courts Tower. The easy accessibility of the criminal division from the C-21 location to the county law library allows virtual elimination of space dedicated for a separate library within the criminal division. In addition, the use of this space allows co-location of the high public contact sexual assault and victim/witness units (formerly located on C-20 and A-20, respectively) with the criminal division which supervises the activities of these units.

Finally, this plan allows the civil division to remain on A-20 which is particularly appropriate to its strong

---

<sup>3</sup>See discussion contained in Section VIII of this report regarding the marginal acceptability of the two 1,200 square foot courtroom areas included in the C-19 design.

functional relationship with county administration agencies. Moreover, the area vacated by the criminal division on A-20 will free additional space for other purposes in the Administration Tower.

Floor plans of A-20, C-20 and C-21 are included in Section IX. The proposed scheme improves interdepartmental operating relationships and increases the efficiency of space utilization. Moreover, the plans identify areas of future internal expansion which provide for foreseeable growth without the disruption of further remodeling or relocation.

#### D. Court Administration

This recommendation resolves the fundamental courts space issue identified by the study team concerning the increasing integration of the municipal and district court benches and the consolidation of their administrative departments. The Court Reorganization Act of 1977, which administratively unified all trial courts, was enacted primarily to increase efficiency and balance judicial workloads. While the four floor separation of district and municipal court administration was appropriate at the time of relocation from City Hall to the Government Center in 1975, continued physical separation is at variance with the increasing movement toward the integration of the trial benches and will become an increasing impediment to the realization of administrative efficiencies which the 1977 Act made possible. On-site observation of court operations during the course of this study revealed

a heavy flow of documents, personnel and public between the administration departments on C-8 and C-12. Greater operational efficiency, including the potential for increased staff productivity, can result from colocation. In addition, public confusion and unnecessary traffic in the Courts Tower resulting from fine jurisdictional distinctions (which are increasingly becoming less important) can be reduced by physical consolidation of those administrative functions serving public needs.

The recommended solution involves the relocation of the eleventh floor arraignment courts to the vacant tenth floor, allowing movement of municipal court administration from its current location on C-8 to C-11. Thus, court administration would be co-located on the adjacent floors of C-11 and C-12. The existence of three internal staircases between these floors will provide maximum physical flexibility for reorganization of the court administrative function in response to the recent administrative restructuring of the trial courts of Minnesota.

The actual details of internal reorganization of the court administration function are beyond the scope of this study, and should be carefully developed over a longer period of time. However, some of the possibilities to be explored include reorganization along functional lines

(criminal, civil, etc.) rather than the current jurisdictional organization (district, municipal, probate) and high public contact/low public contact locational distinctions.

In summary, the study team strongly urges County consideration of court administration colocation within the next two-five years for two major reasons. First, colocation would provide numerous administrative options for realizing increased cost effectiveness of court operations as made possible by the 1977 Court Reorganization Act. Second, public accessibility to the court will be substantially improved by colocation of its administrative functions. Court administration serves as the information clearinghouse for all Hennepin County trial courts. A centralized location will make the increasingly integrated court system more accessible and understandable to the public.

#### E. Judicial Facilities

The final recommendation resolves the anticipated long term space implications of the deficiencies which the study team identified in the current judicial floor design including:

1. Shortage of chambers space in relationship to courtroom availability (courtroom utilization studies revealed the existence of six unused courtrooms in the Courts Tower each day);
2. Inappropriate jury deliberation room to courtroom ratio in district court (Currently 1:1; jury room utilization study indicated that a ratio of one jury room/two courtrooms satisfied the requirements for this function more than 98% of the time surveyed);

3. Oversized center district courtrooms;
4. Inadequate jury deliberation room size;
5. Oversized judicial chambers; and
6. Inadequate provision for law clerk space.

Based on the above information, the study team developed a proposed judicial floor space program which adds a fourth courtroom (by eliminating the jury and conference rooms adjacent to the large center courtroom and creating two smaller courtrooms out of that space) and two chambers to the standard 3 courtroom/3 chambers district court judicial floor; reduces the number of jury rooms from three to two; improves the work space of court reporter offices; and provides for two law clerk offices. This program was approved for implementation on C-19 by a full bench meeting of district, municipal and probate judges.

It is the study team's recommendation that this space program be used as a design guideline to be applied to existing district court judicial floors as increases in judicial space needs occur in the future. It should be noted, however, that the design of the two center courtrooms is only marginally acceptable. Although the space assignment to each compares favorably with generally recognized courtroom standards, existing building constraints result in width dimensions which are less than ideal. Consequently, these

courtrooms will be of inadequate size for hearing some types of proceedings such as multi-party civil jury trials and criminal trials involving multiple defendants. Nevertheless, it is the judgment of the project team that appropriate courtroom scheduling can substantially avoid operational disruption due to this design limitation.

By implementing the proposed design immediately on C-19 and eventually on floors C-14 to C-18 and the existing vacant Courts Tower floor (now C-10), a net increase of 13 courtrooms and 21 chambers can be realized. If the proposed design proves workable on C-19, this potential for additional courtrooms and chambers should be adequate to meet all foreseeable future court space needs.



### SECTION III. METHODOLOGY

The Hennepin County Court Space Management Project was defined as primarily a research and planning study, requiring not only the examination of physical facilities, but the analysis of court space needs in light of underlying administrative and management considerations as well. To achieve these objectives, a project team was assembled with appropriate inter-disciplinary backgrounds including court management, space planning, and architectural design. Consideration was given to each of these facets of Government Center court space problems at every stage of the study.

#### Study Initiation

The first phase of the project involved the careful examination and subsequent revision of the scope and timing of this project. This initial evaluation of project objectives resulted in an increased allocation of project resources to the juvenile justice facilities companion study and an associated decreased emphasis on the development of a court space planning model. During this period, the study team also reviewed and evaluated all available court system information, including previous management and space-related studies.

### Documentation of Existing Operations and Facilities

This phase of the study was devoted to the thorough documentation of the existing operations and present utilization of physical facilities in order to establish a comprehensive base line of information for later stages of the study. During this period, the study team members conducted over 90 individual interviews with representatives of each of court and court-related components and met with judicial officers and department heads on successive occasions to determine the function and inter-relationship of all units comprising the total court system. Organizational charts and workflow diagrams were developed based on this information.

In addition, the study team documented existing facilities by conducting a room-by-room inventory of spaces, including the identification of the number and types of occupants, the functions accommodated, the special features or equipment required. Floor plans were drawn or revised to graphically display this information.

### Functional Relationship Documentation

An inter-departmental functional relationship questionnaire was developed and administered to the 65 court and court-related components located in the Government Center which were identified during the preceding phase of the study as being significant elements of the overall court system. The

purpose of this questionnaire was to elicit court and court-related staff perceptions of their operational relationships with each other. The responses were correlated by computer program. Follow-up interviews were then conducted with representatives of most of the 65 components regarding the space implications of their responses. The space planning indicators which emerged from this study were verified by the study team's independent examination of court system operations and by Advisory Committee review. This process provided the first empirical information documenting existing space problems and indicating possible means of resolution.

#### Development of Workload Projections

To provide a reasonable basis for projecting future court system space needs, the study team collected and evaluated all available historical workload data on court and court-related agency operations. Although the available information was inadequate for purposes of reliable forecasting, the importance of growth projections to a space planning project of this magnitude demanded that significant effort be directed at developing the best estimates possible given the obvious limitations of the data. To accomplish this, preliminary statistical projections of system workloads for a 20-year period were developed by the project team based on available historical workload data, population growth estimates, economic projections and national trends relating to various case types.

### Analysis of Changes Anticipated in the Judicial System

As a further step in the analytical process it was recognized that facility standards and space planning of judicial facilities had to be developed with sufficient flexibility not only to suit existing court operations, but also to accommodate the anticipated future changes within the judicial system. Thus, to refine the preliminary statistical projections initially based solely on raw historical workload data, the project team developed a list of assumptions concerning possible future changes in the court system which could have a significant impact on court workload, and in turn, on space needs projections. This examination included an analysis of the probable effect of proposed legal and procedural changes as well as space implications for increased use in the future of sophisticated management techniques and greater application of modern business technology to the court environment.

The anticipated changes in the judicial system and their likely affect on facility needs were analyzed and evaluated at length by the project team.

### Development of Space Standards

Space standards for individual work stations, group areas, special function rooms and service areas were developed as a result of the analysis of operational procedures, functions performed, national standards, and local policies. The project team compared existing space allocations by function and personnel type to space standards and guidelines developed by

national organizations and other comparable jurisdictions. Local deviations from those standards were examined including architectural design constraints and formal or informal policies and practices which influence current space assignments. Based on this analysis, a space standard schedule for all identifiable space areas was developed.

#### Analysis of Courts Tower Space Utilization

To supplement the project team's initial understanding of current space problems and future space needs and inter-relationships of the various court system components, the project staff initiated five discrete space utilization studies. These studies included a public frequency survey to identify the volume of public contact with the four court administrative locations in the Government Center during the peak hours of the day; an elevator response time survey to determine whether problems currently exist in the vertical circulation of the building; a courtroom and hearing room utilization survey to determine the adequacy of these spaces for current workload; a jury deliberation room utilization survey to identify the required ratio of jury deliberation rooms to courtrooms; and a jury assembly area utilization study to determine space requirements for that function. The empirical data derived as a result of these surveys provided the primary basis for the study team's determination of current space problems and for its recommended short and long-range facilities solutions.

### Development of Short and Long-Range Facility Solution

Based on the analysis of compiled information on court and court-related agency operations, personnel and facilities, existing space utilization, and facilities standards and design guidelines, the project team developed preliminary alternative solutions to current and anticipated court space problems. These alternatives were tested with key representatives of county and court agencies for feasibility and desirability. The findings of the study team from this evaluation, including cost estimates are presented later in this report.

## SECTION IV. OVERVIEW OF EXISTING COURT FACILITIES

### INTRODUCTION

Existing court and court-related functions occupy 264,209 assignable square feet<sup>1</sup> of the Government Center on 21 floors of the Courts Tower, 6 floors of the Administration Tower, and a portion of A level, as shown in Figure 1 on the following page. The study team visited the facilities assigned to each of these functions to verify the amount and nature of actual space use. The following is an overview of current court and court-related space assignments which will provide base-line information for later consideration in this report of current adequacy, potential future courts space problems and short and long-range facilities solutions.

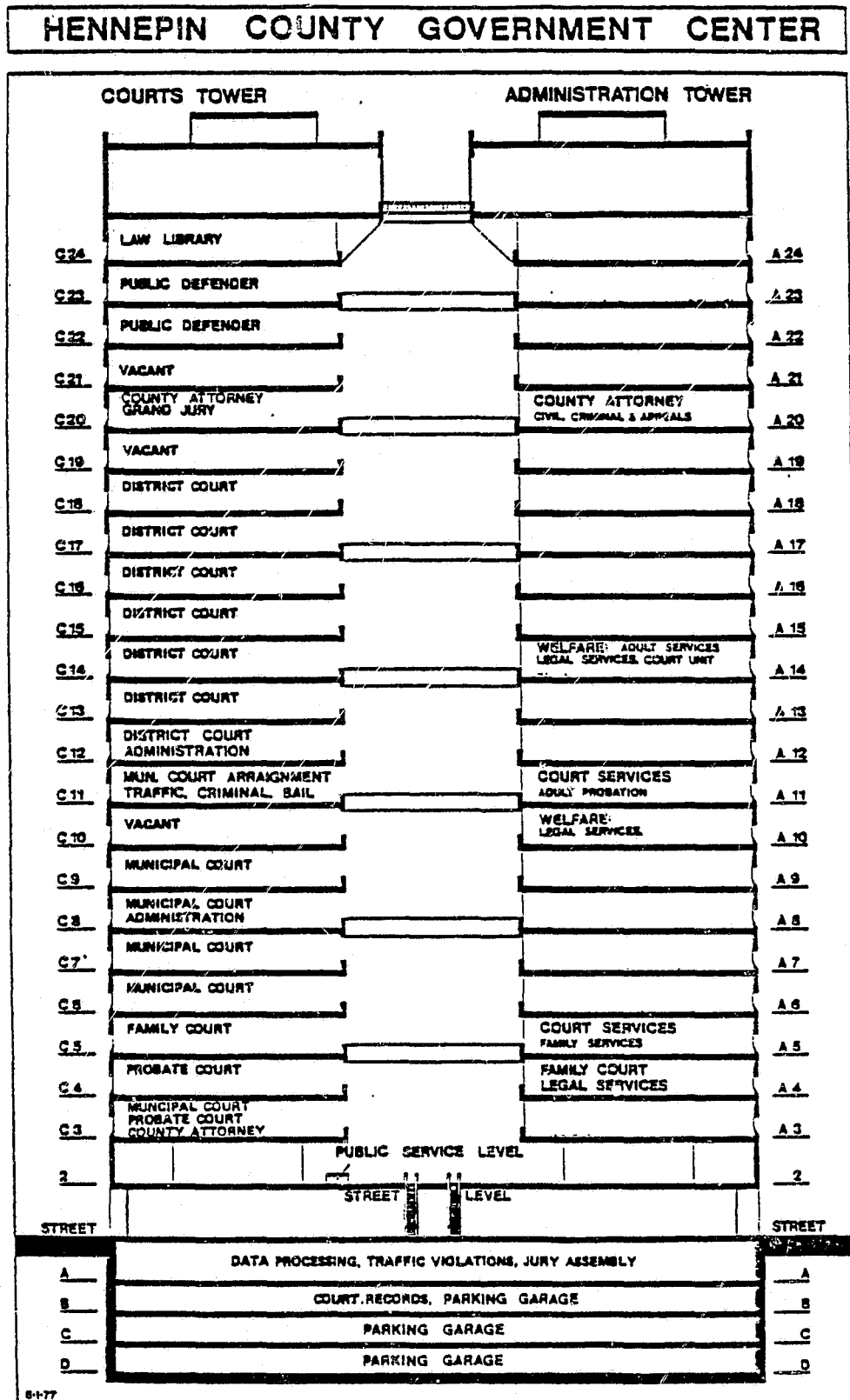
#### A. District Court

The district court occupies approximately 93,000 square feet of the Government Center and is located primarily on eight floors of the Courts Tower (C-5 and C-12 to C-18). The jury assembly function, however, is located on the A level of the building. An additional 11,000 square feet will be

---

<sup>1</sup>Assignable Square Feet is defined as including internal halls, work stations, and departmental storage, but not public corridors, elevators, public toilets, mechanical shafts, or equipment rooms.

FIGURE 1  
LOCATION OF COURT AND COURT-RELATED AGENCIES





assigned to district court upon the completion of the construction of four courtrooms and ancillary facilities later this year on C-19.

For purposes of analysis, district court space may be divided into three major categories of types of use:

(1) judicial, (2) administration and (3) jury assembly.

1. Judicial

Of the total space allocated to district court, approximately 82% (76,156 square feet) is assigned to the judicial function. This space currently encompasses seven floors of the Courts Tower (C-5 and C-13 to C-18) and houses 19 judges, 5 referees, and 53 judicial support staff such as court reporters, law clerks and courtroom clerks.

Presently there are 21 courtrooms and four hearing rooms located within the space assigned to the district court. One courtroom is assigned to each of the 18 district judges located in the Courts Tower. The three remaining courtrooms are used by the special term referee, by a municipal court judge assigned to hear family court matters, and by a visiting or retired judge hearing district court cases. The four hearing rooms are located on C-5 and are used by family division referees.

Typically, district court floors assigned to the judicial function contain three courtrooms and three judicial chambers with ancillary spaces. The courtrooms on the north and south ends of the building are approximately 1,400 square feet in size. The remaining courtroom which is located in the middle

of the floor is larger in size, 1,700 square feet. Each of the three courtrooms has an adjoining attorney/witness conference room and a jury deliberation room. Located between the center courtroom and the north courtroom is a security elevator and holding area which provides direct and secure access to each of these courtrooms for the transfer of in-custody defendants to court appearances.

The typical layout of the district court judicial floors is presented on the following page. It should be noted, however, that variations in this design exist on three floors where some or all of the space designated as vacant currently is being used for a conference room, tax court hearing room and chambers, or bailiffs room. Additional law clerk offices have been built in this space as well.

Two of the district court judicial floors vary more considerably in their basic design. On C-13, a fourth courtroom was constructed by eliminating the attorney/conference room and jury deliberation room adjoining the large center courtroom and dividing that entire space in half to provide two smaller courtrooms of approximately 1,200 square feet each. A fourth chambers was added to provide the required office space associated with the fourth courtroom. This construction was undertaken after the passage of the 1977 Court Reorganization Act which permitted the Chief Judge to assign any judge within the district to hear any court matter. Pursuant to this statute, a municipal court judge was assigned to the family

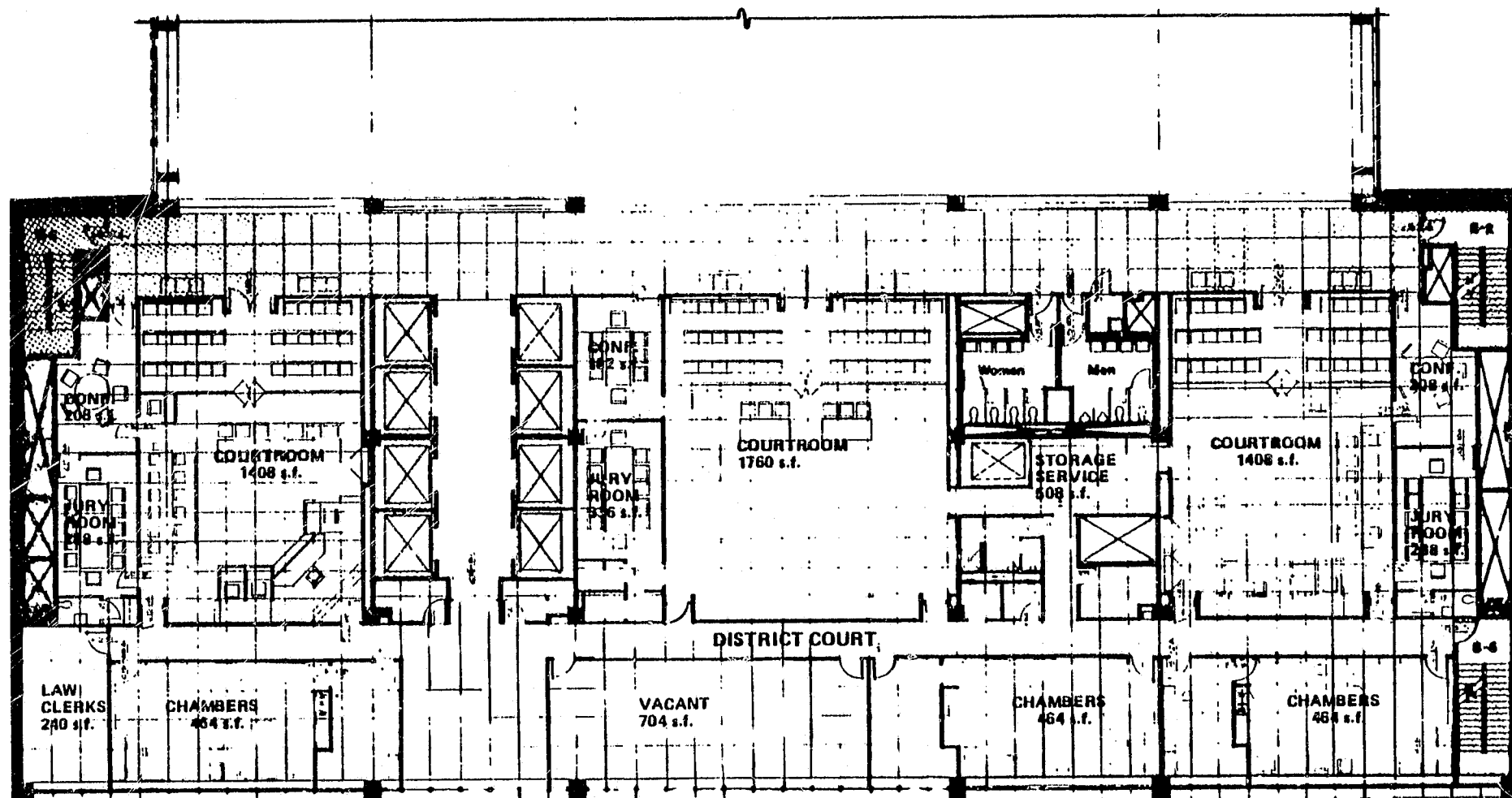


FIGURE 2

TYPICAL DISTRICT JUDICIAL FLOOR, C14-18

division of district court for a two-year term. This effectively added an additional judge to the district court and necessitated the provision of one additional courtroom. The C-13 floor plan is presented as Figure 3 on the following page.

The second district court judicial floor which deviates considerably from the typical design is C-5, which was constructed for the unique needs of the family division of district court. The family division consists of one judge and four full-time referees. Additionally, its heavy caseload has required the use of visiting or retired judges. To accommodate the special needs of the family division, the design of this floor consists of two courtrooms and four hearing rooms with six associated chambers and ancillary spaces. The floor plan for C-5 is presented as Figure 4 on page 27.

## 2. Administration

Approximately 11,000 square feet or 12% of the total space allocated to the district court is assigned to administration. The district court administrative function is located on C-12. This floor houses 55 employees and a 2,700 square foot records storage and research area.

## 3. Jury Assembly

The remaining 5,700 square feet allocated to the district court is assigned to the jury assembly area which is located on the A level of the Government Center. This space includes two offices of 150 square feet each, with the remaining

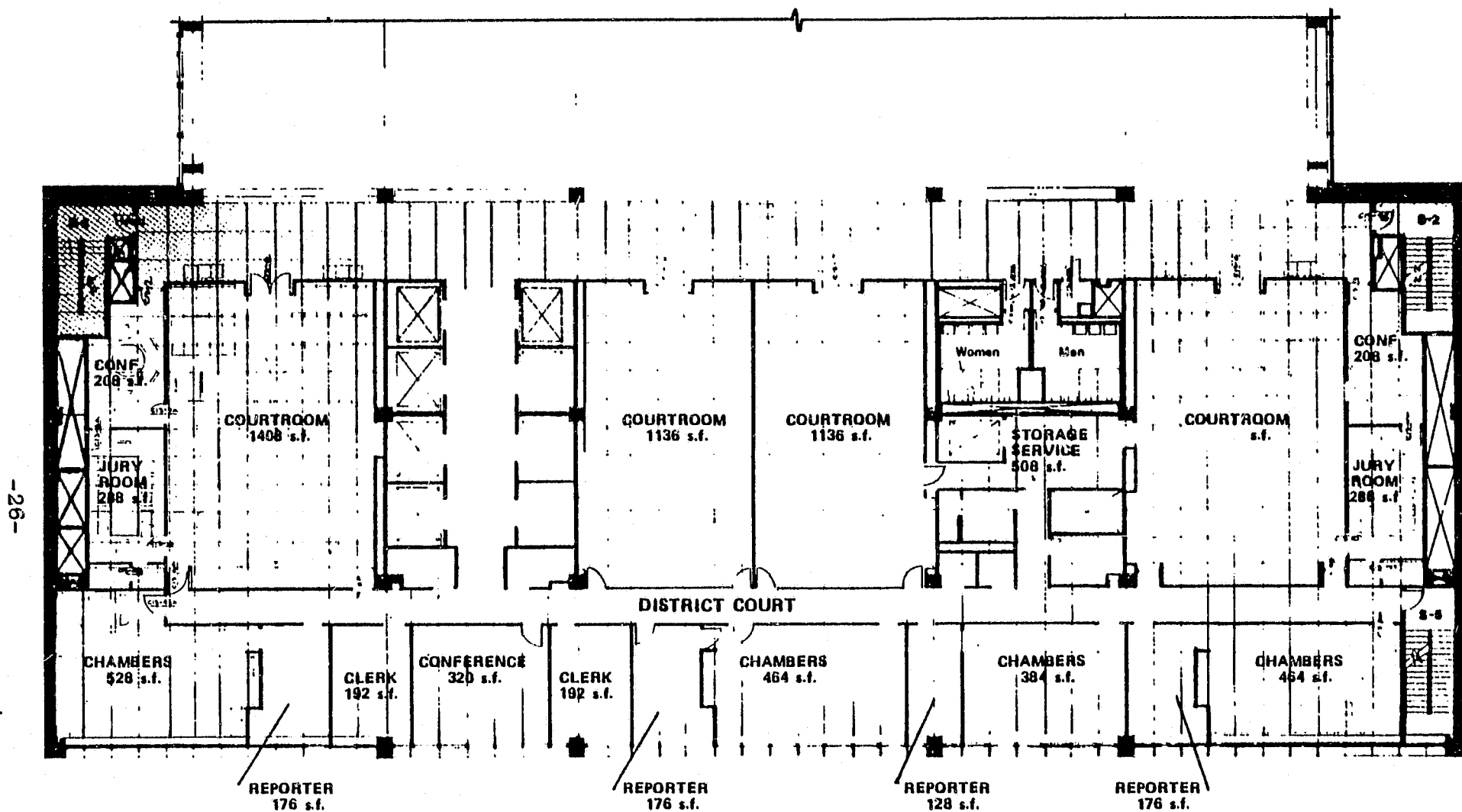


FIGURE 3

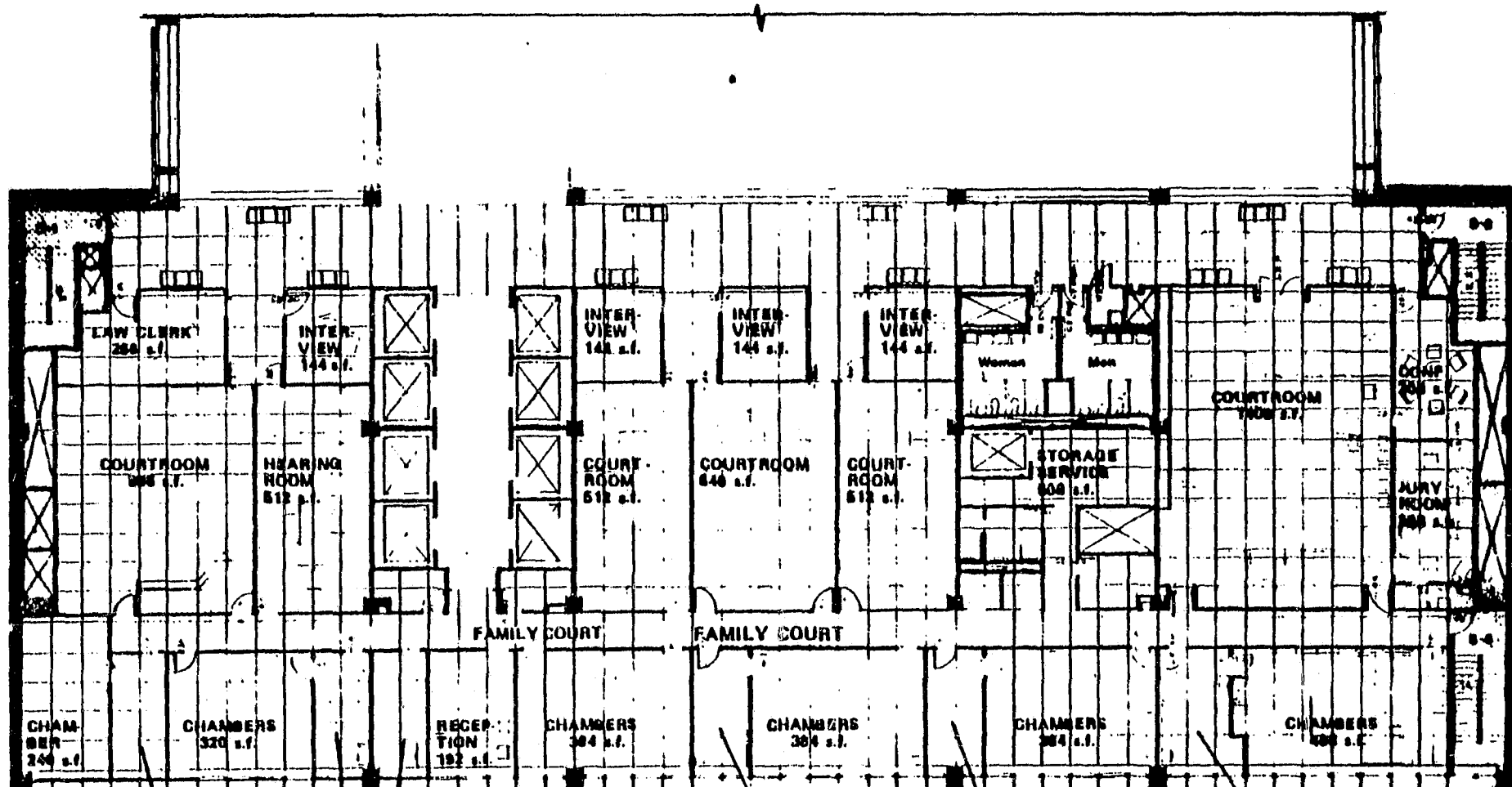


FIGURE 4

allocated to serve as a lounge area for jurors during waiting periods.

## B. Municipal Court

The municipal court occupies approximately 65,400 assignable square feet of the Government Center and is located primarily on six floors of the Courts Tower (C-3, C-6 to C-9 and C-11). However, the Violations Bureau is located on the A level of the Government Center where it occupies 3,400 square feet.

The following discussion represents an analysis of the space assignment to the judicial and administrative functions of the municipal court. It should be noted that the district court jury operation discussed above also supports the municipal court jury needs.

### 1. Judicial

The judicial function of the municipal court comprises approximately 46,600 square feet or 71% of the total space allocated to the municipal court. The judicial function is located on C-3, C-6 to C-9 and C-11, and houses 17 judges, one referee and 17 court reporters on a full-time basis. Additionally, visiting judges and courtroom clerks occupy space on a temporary basis.

There are 17 courtrooms assigned to the municipal court. Two courtrooms are located on C-3, four courtrooms on each of the levels C-6, C-7 and C-9, one courtroom on C-8, and two large criminal and traffic arraignment courtrooms on C-11.

The basic municipal court floor plan includes four courtrooms, two jury deliberation rooms, two attorney/witness conference rooms, six judicial chambers, and six court reporter offices. Because of the difference in the nature of work performed in the municipal court as compared to the district court (including temporary assignment to suburban court locations), these floors were designed to accommodate shared usage of the four courtrooms by the five active municipal court judges located on each floor. (The sixth chamber located on C-6, C-7 and C-9 is used by retired judges.) The typical municipal court floor plan is presented on the following page.

The location of two municipal courtrooms on C-3, separated from the rest of the municipal court by probate court on C-4 and family court on C-5, is the result of a space assignment oversight which occurred in connection with the relocation of the court from City Hall to the Government Center. Although approximately two-thirds of the floor is assigned for municipal court use, over 1,000 square feet of that space is currently vacant. The remainder of the floor is occupied by the mental health division of the county attorney's office and the commitment section of the probate court. The floor plan for C-3 is presented as Figure 6 on page 31.

Although C-8 is primarily assigned for municipal court administration functions, one courtroom and an adjoining small chambers area is located on that floor. This courtroom is used exclusively for conciliation matters which are heard by court-appointed referees.



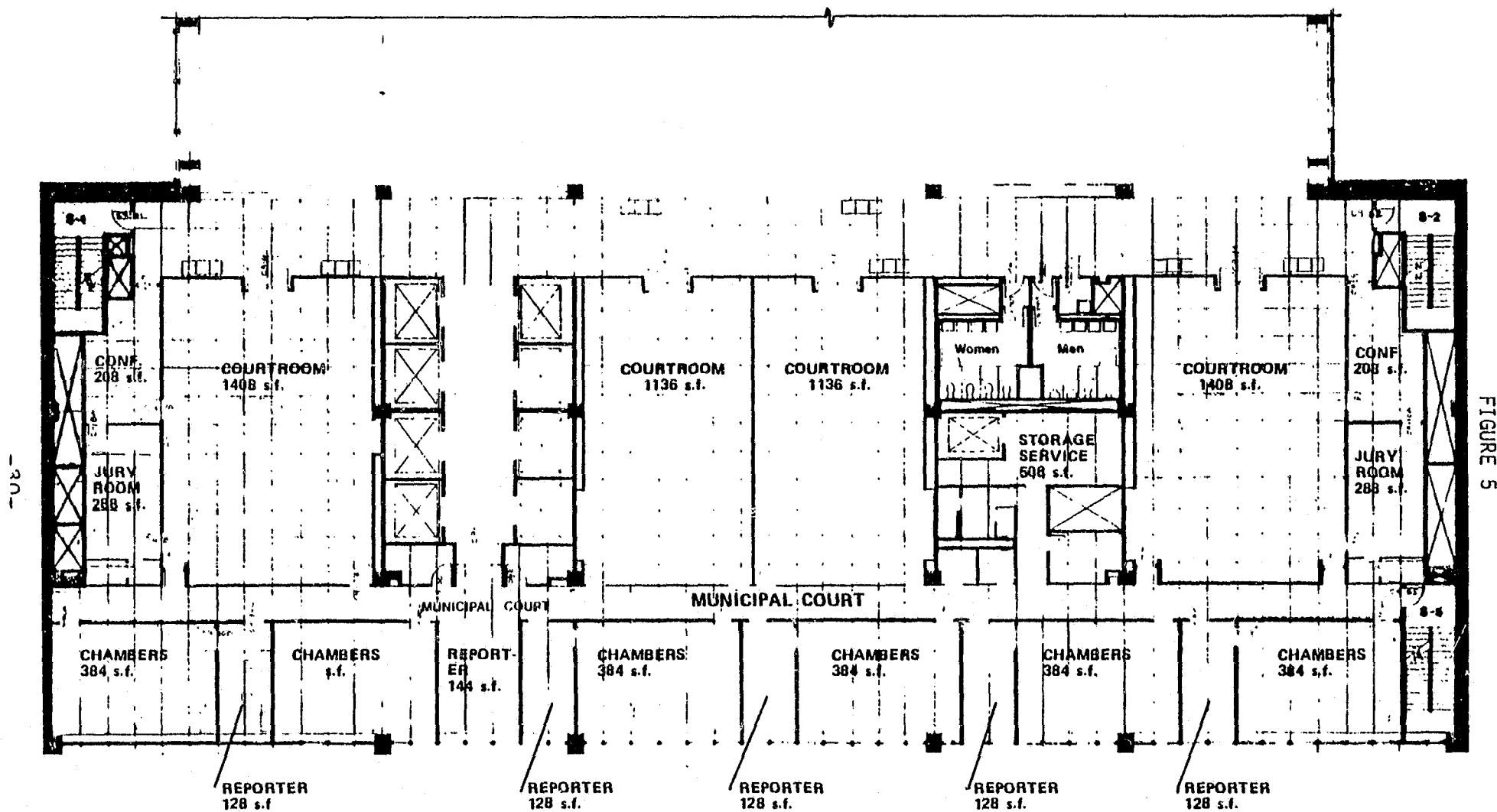


FIGURE 5

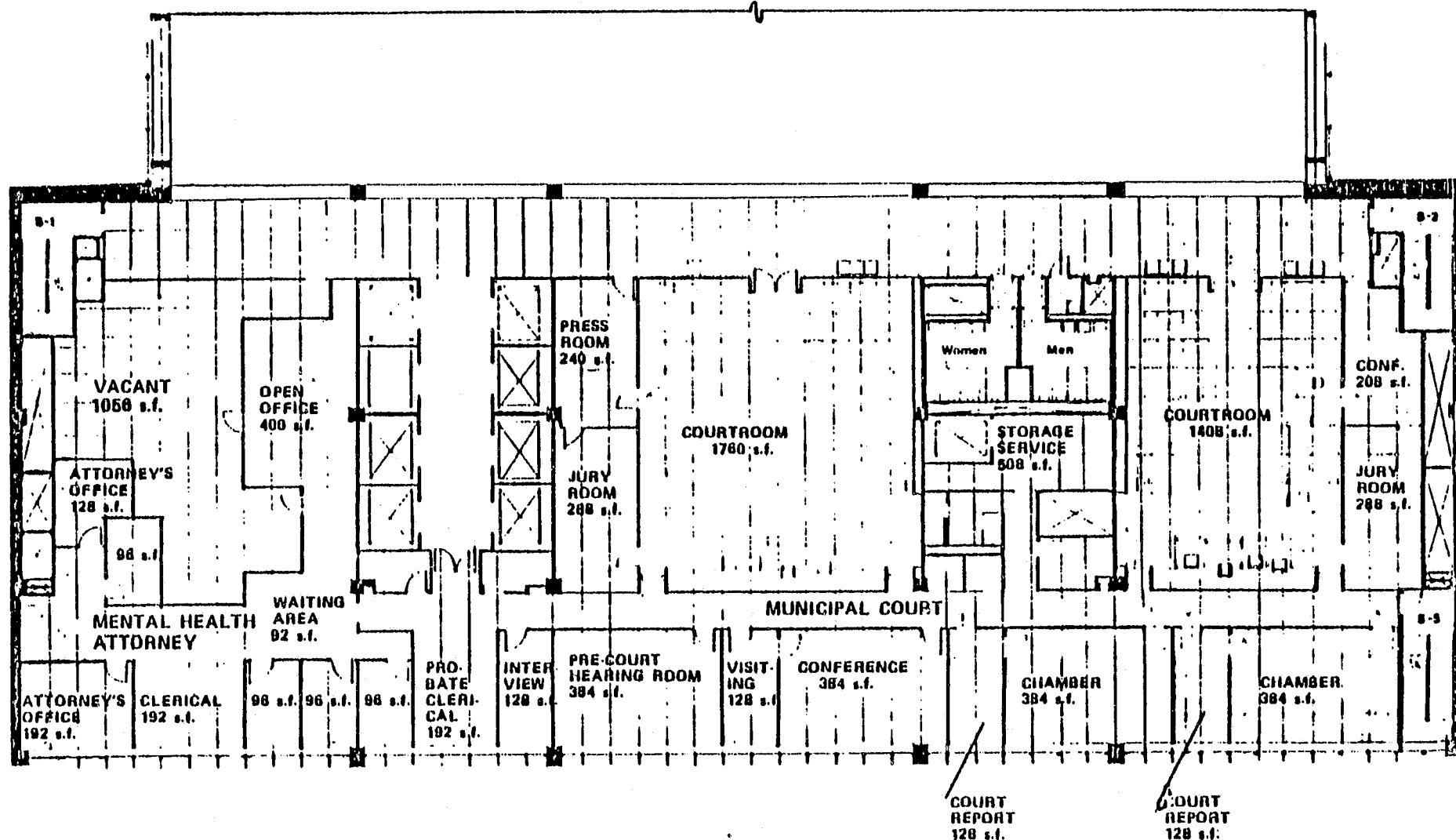


FIGURE 6

The remaining judicial area occupied within the municipal court is located on C-11. Approximately two-thirds of that floor is dedicated to the special purpose judicial function of criminal and traffic arraignments. The traffic arraignment courtroom is 2,288 square feet in size and has a seating capacity of 123. The adjoining criminal arraignment courtroom is 1,840 square feet, approximately 30% larger than the standard municipal and district courtrooms, and has a seating capacity of 93.

## 2. Administration

Approximately 29% (18,755 assignable square feet) of the space allocated to the municipal court is assigned to its administrative function which is located on three levels of the Government Center. The bulk of municipal court administration occupies 85% of C-8 and houses 46 administrative employees. However, the criminal and traffic administrative division is located adjacent to the large criminal and traffic arraignment courts on C-11 and occupies 6,136 assignable square feet on that floor. Twenty-two employees are assigned to that administrative division. In addition, the violations bureau of the municipal court, which is charged with the administrative processing of traffic and other ordinance violations, is located on the A Level of the Government Center. This division is staffed by 23 employees and occupies 3,463 assignable square feet on that level. The remaining 26 administrative employees of the municipal court are located off-premises at suburban court locations.

### C. Probate Court

The probate court occupies 10,840 square feet on Level C-4 and an additional 192 square feet on C-3. This space houses a total of 37 probate court personnel including one judge, four referees, three court reporters and 29 court support personnel.

The original layout of probate court space was designed under conditions which have changed in recent years as a result of the implementation of the Uniform Probate Code in 1976, particularly its provisions for informal administration and jury trials in probate matters. As is indicated in the floor plan of C-4, which is presented on the following page, the space assigned to the probate court currently includes two courtrooms to serve the one probate judge and four referees. However, the library has been temporarily converted to provide additional hearing room space because of increased volume of work.

### D. Law Library

The law library currently occupies the entire 11,900 square feet of the 24th floor of the Courts Tower. In addition, some records storage on B-level is used for library purposes. The law library currently has a seating capacity of 100 and contains 17,730 linear feet of shelving space.

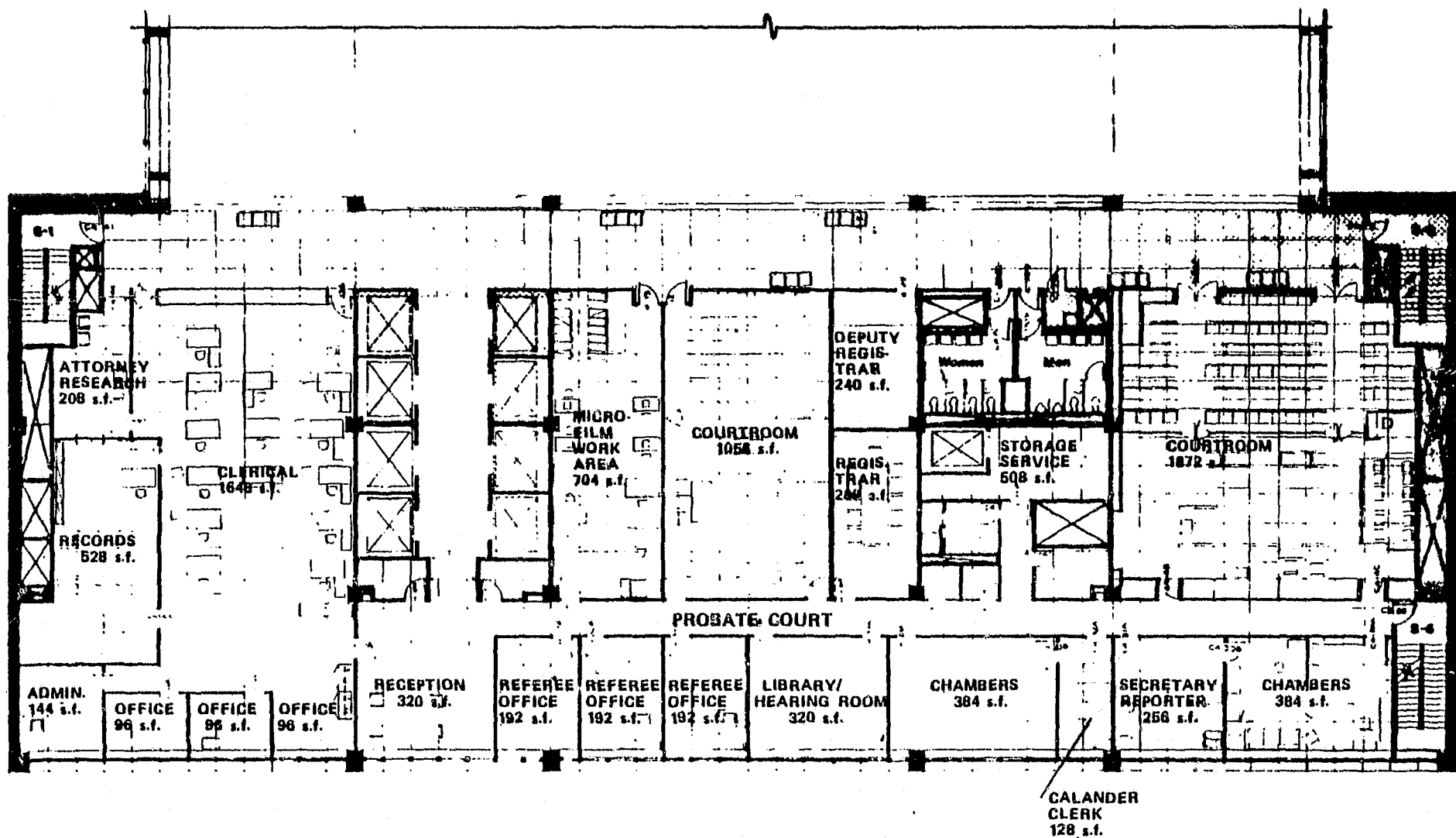


FIGURE 7

E. County Attorney

The county attorney occupies a total of 28,796 square feet at six locations within the Government Center which include: (1) C-20 at 10,634 sq. ft. (including Grand Jury Courtroom); (2) A-20 at 13,370 sq. ft.; (3) A-4 at 350 sq. ft. (Human Services), A-4 at 650 sq. ft. (Economic Assistance), and A-4 at 1,440 sq. ft. (Child Support); (4) C-3 at 1,584 sq. ft.; (5) A-10 at 96 sq. ft.; and (6) A-14 at 672 sq. ft.

The C-20 level accommodates the grand jury courtroom (1,872 sq. ft.) and forty-six staff members including evidence/storage, reception, and a large staff conference room; while A-20 houses seventy staff members including a records area, library, and a reception area. There are fifteen county attorneys and six clerical staff assigned to the human services division which has units located on A-4, A-10, and A-14. The mental health section, which includes eleven staff members, is located on C-3 adjacent to probate court.<sup>2</sup>

F. Public Defender

The public defender occupies 17,192 square feet of space on the 22nd and 23rd floors of the Courts Tower. The entire

---

<sup>2</sup>Also located in this area and attached to the county attorney's mental health section are four welfare department mental health pre-screeners.

22nd level is assigned to this office and is presently occupied by fifty-eight staff members. In addition, the public defender presently occupies about sixty percent of the 23rd floor of the Courts Tower. 1,568 square feet of that area was assigned to the public defender in November of 1968. Currently, there are thirty-six staff members assigned to this floor.

#### G. Court Services

The Department of Court Services occupies 26,150 square feet of the Government Center and is located on two floors of the Administration Tower (A-5 and A-11). Court Services Administration (4,908 square feet), Psychological Services (1,552 square feet), and Domestic Court Services (6,360 square feet) are all located on A-5. The administration area, which is located on north A-5, houses twenty employees. Eight employees are located within the Psychological Services area in the northwest corner of that floor which also includes two sizeable observation rooms. Domestic Court Services occupies the south half of the fifth floor level of the Administration Tower. This area accommodates twenty-eight full-time staff, four interns, seven part-time researchers and several volunteer workers.

Both district and municipal court probation divisions are located on A-11. District court services is located on the north half of the 11th floor and accommodates a staff of forty-six full-time workers, six students, and several volunteers.

The remaining space on that floor is assigned to the municipal court probation division. Twenty-five court services employees are assigned to this area.

#### SUMMARY

Table 1 below sets forth a summary of current location and square footage assignments to all court and court-related functions housed in the Government Center. Table 2 on page 39 provides a summary of numbers, locations, and space assignments of various judicial function areas.



Table 1  
SPACE ASSIGNMENTS FOR COURT FUNCTIONS<sup>1</sup>  
HENNEPIN COUNTY GOVERNMENT CENTER

Floor Courts Tower	Floor Admin. Tower	Other Building Location	Court or Court-Related Function	Assignable <sup>2</sup> Square Feet	Total
C - 3			Mental Health Unit	1,584 <sup>3</sup>	
C - 3			Probate Court	192	
C - 3			Municipal Court	7,612	
C - 4			Probate Court	10,840	
C - 5			Family Court	10,756	
C - 6			Municipal Court	10,900	
C - 7			Municipal Court	10,900	
C - 8			Municipal Court	10,756	
C - 9			Municipal Court	10,900	
C -10			Vacant	-	
C -11			Municipal Court	10,840	
C -12			District Court Administration	10,992	
C -13			District Court	10,900	
C -14			District Court	10,900	
C -15			District Court	10,900	
C -16			District Court	10,900	
C -17			District Court	10,900	
C -18			District Court	10,900	
C -19			District Court <sup>4</sup>	10,900	
C -20			County Attorney	10,634	
C -21			Vacant	-	
C -22			Public Defender	10,664	
C -23			Public Defender	6,528	
C -24			Law Library	<u>11,900</u>	
					212,298
	A - 4		Child Support--Legal	1,790 <sup>3</sup>	
	A - 4		Economic Assistance--Legal	650 <sup>3</sup>	
	A - 5		District Court Services	6,460	
	A - 5		Domestic Court Services	6,360	
	A -11		District Court Services	7,080	
	A -11		Municipal Court Services	6,250	
	A -10		Community Services--Legal	96 <sup>3</sup>	
	A -14		Community Services--Legal	672 <sup>3</sup>	
	A -20		County Attorney	<u>13,370</u>	
					42,728
		A Level	Jury Assembly Area		5,720
		A Level	Violations Bureau		<u>3,463</u>
			TOTAL SPACE		264,209

<sup>1</sup>The documentation of the space data was made in early November, 1978.

<sup>2</sup>Assignable square feet is defined as including internal halls, work stations, and departmental storage, but not public corridors, elevators, public toilets, mechanical shafts, or equipment rooms.

<sup>3</sup>This total does not include related Social Workers in Economic Assistance on A-4 at 7,278 square feet; Adult Protection Unit on A-14 at 728 square feet; Community Service staff on A-14 at 848 square feet; and Mental Health Personnel on C-3 at 384.

<sup>4</sup>As of the time of this report, the assignment of C-19 to district court had been approved and construction of four courtrooms and ancillary spaces was in progress.

TABLE 2  
SUMMARY OF NUMBERS, LOCATIONS AND SPACE ASSIGNMENTS OF JUDICIAL FUNCTION AREAS

Floor Level	Court	Type of Space					Chambers <sup>1</sup>
		Courtroom	Hearing	Jury	Conference		
C-3	Municipal	2		2	2		2
C-4	Probate	2	1				1
C-5	Family	2	4	1	5		2
C-6	Municipal	4		2	2		6
C-7	"	4		2	2		6
C-8	"	1		1	1		
C-9	"	4		2	2		6
C-11	"	2					
C-13	District	4		2	2		4
C-14	"	3		3	3		3
C-15	"	3		3	3		3
C-16	"	3		3	3		3
C-17	"	3		3	3		3
C-18	"	3		3	3		3
TOTAL		40	5	27	31		42

SPACE ASSIGNMENT SUMMARY

<u>Courtrooms</u>		<u>Hearing Rooms</u>	
21 @ 1,408 S.F.		4 @ 512 S.F.	
8 @ 1,136 S.F.		1 @ 320 S.F.	
6 @ 1,760 S.F.		TOTAL 5	
2 @ 1,872 S.F.		<u>Jury Deliberation Rooms</u>	
1 @ 1,288 S.F.		22 @ 288 S.F.	
1 @ 1,056 S.F.		5 @ 336 S.F.	
1 @ 896 S.F.		TOTAL 27	
TOTAL 40		<u>Attorney Conference Rooms</u>	
<u>Chambers</u>		27 @ 208 S.F.	
1 @ 528 S.F.		4 @ 144 S.F.	
17 @ 464 S.F.		TOTAL 31	
1 @ 448 S.F.			
22 @ 384 S.F.			
1 @ 240 S.F.			
TOTAL 42			

<sup>1</sup>Excludes family and probate court referee offices and 192 square foot space on C-14 temporarily designated for retired judge use.

<sup>2</sup>Traffic arraignment courtroom.

## SECTION V.

### HENNEPIN COUNTY COURTS SPACE PROGRAM CONSIDERATIONS

#### Introduction

The establishment of court facility standards and design guidelines cannot be based solely on existing court operations. Changes in basic structure and organization, increases and decreases in varying types of workload, and responses to new technological developments must be considered in evaluating current space problems and needs and in planning for short and long-range solutions. Thus, to evaluate the adequacy of existing court and court-related facilities and to establish standards and guidelines for long range space planning, it was essential to gain a thorough understanding of the operating needs and relationships of the component agencies housed within the Government Center under existing as well as anticipated future conditions.

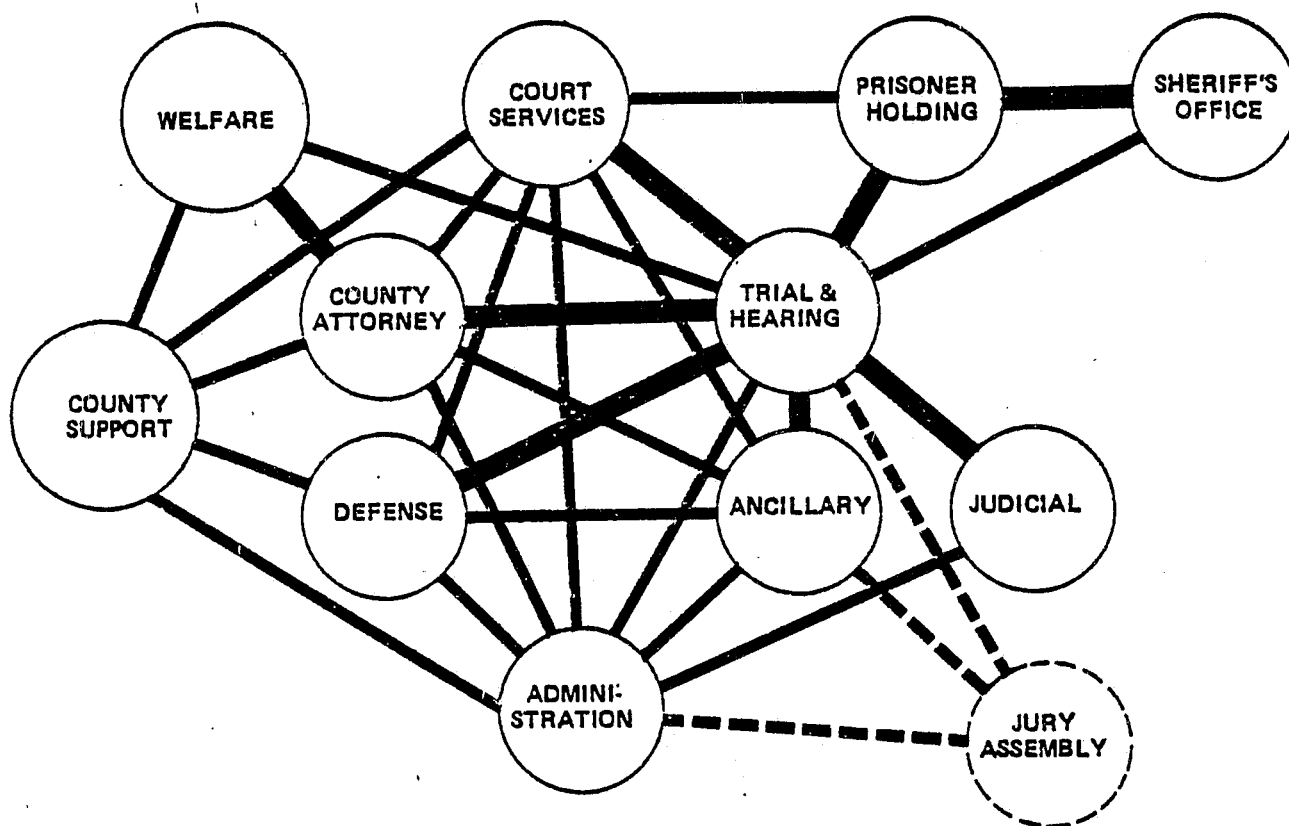
To accomplish this objective, the study team considered three discrete elements: (1) operational relationship needs, (2) building circulation patterns, and (3) anticipated future changes in the court system. Each of these elements was an essential factor to the study team's work in identifying current space problems and needs and in preparing recommendations for short and long range facilities solutions.

### Operational Relationship Needs

The first step in this process involved the study of intra- and inter-departmental operating relationships of the component agencies located in the Government Center. To examine this aspect of the system, the study team conducted a thorough and independent documentation of all court system operations and inter-relationships by means of personal interview and direct observation during the first two months of the study. These activities resulted in the documentation of work performed by each unit or position, the identification of the relationship of such positions or units to other components of the justice system and the preliminary assessment of current space problems and needs both in terms of allocated square footage and adjacency considerations. Organizational charts were drawn or updated for each department. Workflow diagrams were then developed to document system inter-action. Figure 8 on the following page graphically displays a system overview of the operating relationships of the court and court-related component functions.

To gather additional information for further measuring and quantifying function and spatial relationships, the study team developed a functional relationship questionnaire for completion by 65 court and court-related components of the justice system operating within the building. Representatives of these units were asked to indicate their functional relationship to all other system components. A special computer program was designed to correlate their responses.

OPERATING RELATIONSHIPS OF HENNEPIN COUNTY  
COURT SYSTEM COMPONENTS <sup>1</sup>



<sup>1</sup>Significance and frequency of movement and document transfer are represented by thickness of line and distance.

The initial computer correlation of justice system responses to the functional relationship questionnaire identified numerous conflicts in the perception of agency functional relationships to each other. Individual interviews were conducted with each of the respondents in order to resolve these conflicts. Thereafter, a second computer run graphically displayed the functional relationships on a system inter-relationship cluster matrix. Those agencies which were grouped most tightly in the matrix demonstrated the closest functional relationship and implied the need for operational proximity.

As is shown in Figure 9 on the following page, three major units of inter-related operations emerged from this functional analysis: (1) the family court unit including its constituent agencies of the family division of district court, the domestic relations division of court services, the child support enforcement and support and collections unit of the welfare department, and the human services division of the county attorney's office; (2) the probate court unit including the county attorney's mental health section and the mental health prescreener unit of welfare; and (3) district and municipal court administrative operations. All other operating units of the system including the jury division, bailiff's unit, other sections of the county attorney's office and the office of the public defender fell out along the axis as units without significant operational dependence on other components of the system.

FIGURE 9

## INTERDEPARTMENTAL RELATIONSHIPS MATRIX

LEGEND L = + M = 0 H = 8

10100010011112221221212002033333342344334444244555666665555555				NAME			
44157628903653247568091129332186007931742585648979460342157508123							
14	+	+	+	+	+	ADULT PROT SERV	
4	+	+	+	+	+	DOMESTIC DIV	
11	+	+	+	+	+	CHILD PROT SERV	
5	+	+	+	+	+	FAMILY COURT DIV	FAMILY COURT COUNTY ATTORNEY HUMAN SERVICES DIVISION WELFARE. COURT SERVICES
7	+	+	+	+	+	CHILD SUPP SECT	
6	+	+	+	+	+	SUPP/COLL SECTION	
12	+	+	+	+	+	CLIENT RES SECT.	
8	+	+	+	+	+	ECONOMIC ASSIST	
9	+	+	+	+	+	HUMAN SERV DIV	
10	+	+	+	+	+	COMMUNITY SERV	
13	+	+	+	+	+	MEN HLTH PRE SCRNM	COUNTY ATTORNEY MENTAL HEALTH SECTION
16	+	+	+	+	+	MENT HLTH/CHM DEP	
15	+	+	+	+	+	MENTAL HLTH SECT	
23	+	+	+	+	+	COUNTY CLERK	PROBATE COURT
22	+	+	+	+	+	PROBATE REGISTRAR	
24	+	+	+	+	+	EX PARTE DECREE	
17	+	+	+	+	+	DOCUMENTS SECTION	
25	+	+	+	+	+	CLAIMS SECTION	
26	+	+	+	+	+	PROBATE ADMIN	
18	+	+	+	+	+	PROBATE JUDGE/REF	
20	+	+	+	+	+	CALENDAR CLERK	
19	+	+	+	+	+	COURT/HEARG ROOMS	
21	+	+	+	+	+	LAW CLERKS	
1	+	+	+	+	+	CO DATA PROC CENT	
2	+	+	+	+	+	DETENTION CENTER	
29	+	+	+	+	+	JURY SERVICES	
3	+	+	+	+	+	SERVICE DIVISION	
33	+	+	+	+	+	CIVIL JUDGEMENTS	DISTRICT COURT
32	+	+	+	+	+	CIVIL FILING	
31	+	+	+	+	+	RECORD CENTER	
38	+	+	+	+	+	FAMILY CT ASSIGN	
36	+	+	+	+	+	CIVIL ASSIGNMENT	
30	+	+	+	+	+	ACCOUNTING DIV	
40	+	+	+	+	+	DIST COURT ADMIN	
27	+	+	+	+	+	CHIEF JUDGE	
39	+	+	+	+	+	CRIMINAL ASSIGNMT	
43	+	+	+	+	+	CRIM FILG/JUDGNT	
41	+	+	+	+	+	ADMIN/MGMT ANALY	
37	+	+	+	+	+	ASSIGNMENT OFFICE	MUNICIPAL COURT
34	+	+	+	+	+	ACTG/CIV FIL/JGNT	
42	+	+	+	+	+	CIVIL SECTION	
35	+	+	+	+	+	COUNCIL COURT	
48	+	+	+	+	+	COURTROOMS	
45	+	+	+	+	+	MUNICIPAL CT PROB	
46	+	+	+	+	+	TRAFFIC COURT	
44	+	+	+	+	+	CRIMINAL SECTION	
28	+	+	+	+	+	COURTROOMS	
49	+	+	+	+	+	LAW CLERKS	
47	+	+	+	+	+	VIAL, BUK./HKG OFC	
59	+	+	+	+	+	PUB DEF ADMIN	
54	+	+	+	+	+	CO LAW LIBRARY	
56	+	+	+	+	+	MISDEMEANOR DIV	
60	+	+	+	+	+	APPELLATE DIV	
63	+	+	+	+	+	CIVIL DIVISION	
64	+	+	+	+	+	ECON CRIME DIV	
62	+	+	+	+	+	CO. ATTY ADMIN	
61	+	+	+	+	+	CRIMINAL DIVISION	
65	+	+	+	+	+	SPECIAL PROGRAMS	
57	+	+	+	+	+	INVESTIGATORS	
55	+	+	+	+	+	FELONY DIVISION	
50	+	+	+	+	+	DIST CT PROBATION	
58	+	+	+	+	+	DISPOSITIONAL ADV	
51	+	+	+	+	+	CLINICAL SERVICES	
52	+	+	+	+	+	CT SERV ADMIN	
53	+	+	+	+	+	SUPPORT SERVICES	

101000100111122212212120020333333423443344442445556666665555555  
 44157628903653247568091129332186007931742585648979460342157508123

The conclusions which emerged from the analysis of the cluster matrix provided the first empirical information indicating the existence of possible space problems.

Having identified the three major inter-related units noted above, the study team carefully examined the frequency and significance of volume of movement of persons and documents between their component units in terms of their current location. This evaluation resulted in the study team's determination that the current location of the various components of the family court unit on C-5, A-5 and A-4 provides the necessary accessibility for the efficient operation of this unit. Similarly, the adjacency of probate court units on C-4 and C-3 is well suited to current operations.<sup>1</sup>

However, the study team's evaluation indicates that the integrated operating relationship of the district and municipal court administration units is at variance with its current location within the building on levels C-12 (district administration) and C-11 and C-8 (municipal administration). Study team observation of district and municipal court administrative operations and discussions with representatives of these departments reveal a heavy flow of documents, personnel, and public between the three current locations of court

---

<sup>1</sup> See discussion of the relationship of the county attorney's mental health section to the probate court commitment section in Section VII of this report.



administration. The separation of administrative departments by as much as four levels fails to adequately support the operating interrelationship needs of this important court function.

Therefore, the conclusion reached by the study team from an analysis of the functional relationships of the justice system components operating within the Government Center is that the existing location of all components appears to meet the minimum functional requirements for efficient operations with the exception of the current distant location of district and municipal court administration departments.

#### Building Circulation Patterns

A second element in developing an understanding of current space utilization within the Government Center entailed the examination of building circulation patterns. The study team conducted two surveys to determine building efficiency in accommodating vertical movement and public accessibility.

During a two week period from October 16-27, 1978, the study team conducted a test of elevator response times during peak hours on levels having the greatest frequency of traffic (public service, C-8, C-11, and C-12). The purpose of this examination was to identify any unacceptable congestion and delay in current vertical circulation which might indicate improper location of high volume public access floors.

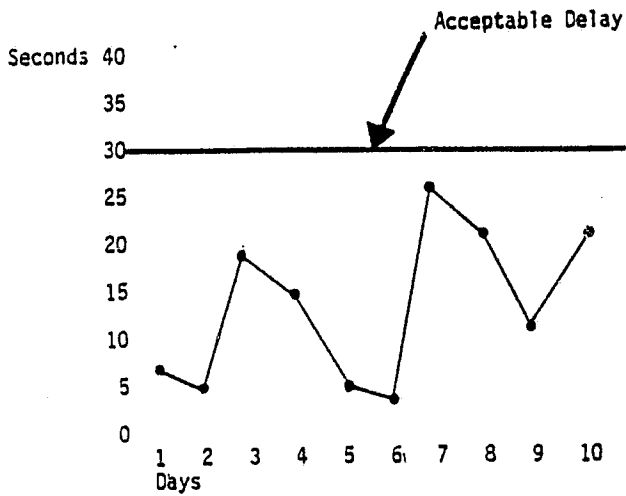
To accomplish this, the study team compared the average actual elevator response times documented during the two week

survey with the generally recognized acceptable delay of 30 seconds. As indicated in Figure 10 on the following page, the actual average response time exceeded the acceptable level on five occasions, four of which occurred on C-11. However, the overall two week average response time for each of the high volume floors surveyed was less than the acceptable delay standard. Thus, although the three most heavily trafficked floors are located a substantial distance from the street level, the building's vertical circulation system appears adequate to meet current traffic demands.

Documentation of public frequency patterns over the same two-week period was undertaken as a further test of possible building circulation problems. This survey entailed an actual head count of public traffic on the court administrative floors during peak hours of the day. The greatest public frequency occurred on C-8 which averaged 76 persons per hour during the peak periods. Although some congestion was observed, particularly on C-8, it is the study team's judgment that such congestion did not exceed tolerable levels. The results of the public frequency survey are shown in Table 3 on page 49.

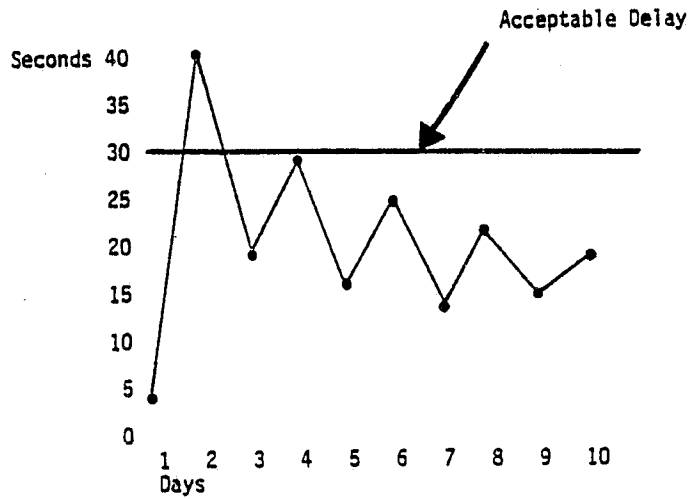
It should be noted, however, that during this on-site survey, the study team observed a significant extent of public movement between the three administration floors. It was apparent that much of this movement was due to public

FIGURE 10  
ELEVATOR RESPONSE TIME



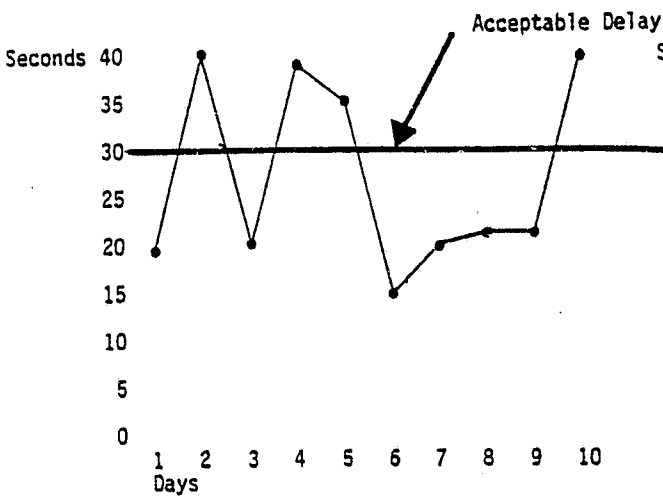
PUBLIC SERVICE

Overall two-week average response: 13 seconds



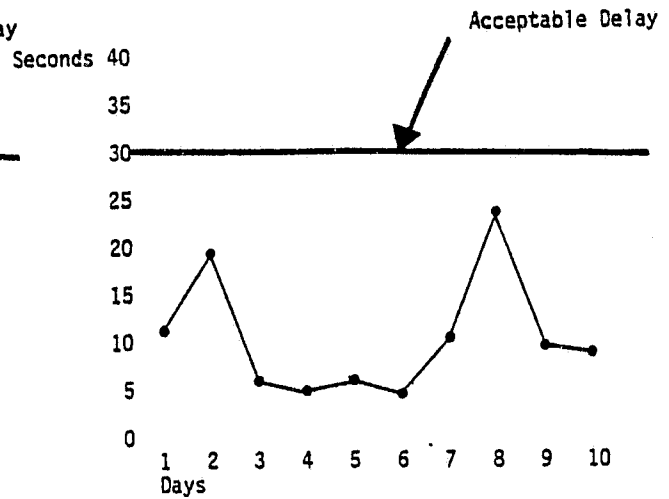
C-8

Overall two-week average response: 20 seconds



C-11

Overall two week average response: 29 seconds



C-12

Overall two-week average response: 10 seconds

# PUBLIC FREQUENCY PATTERNS

	<u>Municipal Court Filings/Assignment</u> <sup>1</sup>	<u>Traffic/Criminal Clerks' Counter</u> <sup>2</sup>	<u>District Court Filings/Assignment</u> <sup>3</sup>	<u>Probate Court Filings/Registrar</u> <sup>4</sup>
October 16th	--	116	12	140
17th	55	101	18	169
18th	95	114	11	169
19th	79	99	24	161
20th	92	67	30	180
23rd	68	143	14	151
24th	118	95	27	146
25th	79	108	12	153
26th	105	105	9	139
27th	44	78	19	176
Average:	76/60 Minutes	103/105 Minutes	18/30 Minutes	158/All Day
Arithmetic Average:	8th Floor = 76/60 minutes 11th Floor = 59/60 minutes 12th Floor = 36/60 minutes			

TABLE 3

<sup>1</sup>Public surveyed from 9:00-10:00 a.m. (8th floor).

<sup>2</sup>Public surveyed from 8:45-10:30 a.m. (11th floor).

<sup>3</sup>Public surveyed from 8:30-9:00 a.m. (12th floor).

<sup>4</sup>Public surveyed all day.

confusion with respect to jurisdictional distinctions between district and municipal court. Thus, for example, an individual may report to the 12th floor district court assignment office only to discover that his or her case is a municipal court matter. The individual is then directed to the 8th floor municipal court administration assignment office. Upon reporting to the 8th floor and upon court staff review of the case in question, the individual may then be referred again to the 11th floor traffic arraignment courtroom. This situation occurred with sufficient frequency during the test period to raise the current location of court administration departments as a space problem warranting examination. Moreover, this observation further verified the findings of the functional relationship study which indicated a need to co-locate district and municipal court administration departments.

#### Anticipated Future Changes in the Hennepin County Court System

A third essential element to the study team's understanding of courts space needs entailed the consideration of possible future organizational, legal, and procedural changes which may impact future space requirements. In that regard, the following areas were identified by the study team for analysis and review with representatives of the component justice system agencies:

1. Trial court unification.
2. Legislation limiting the use of referees.
3. Implementation of the Determinant Sentencing Act.
4. Anticipated passage of legislation which would increase the complexity and length of commitment proceedings.
5. Assumption of misdemeanor prosecution by the county attorney.
6. Administrative adjudication of minor traffic offenses.
7. Increased application of modern technology to the document processing and recordkeeping functions of justice agencies.
8. Limitations on local government funding levels.

#### Trial Court Unification

Of the areas considered, it is the study team's judgment that trial court unification must be a primary factor in the development of all current and long-term space plans. The 1977 Court Reorganization Act created a new comprehensive administrative structure for the state court system. Pursuant to that Act, the previous administratively independent county/ municipal and district courts in each judicial district were replaced by a consolidated administrative structure. A single chief judge for all courts within the judicial district was created and given broad new administrative powers and responsibilities. Among these powers, the Act authorized the cross-assignment of district and municipal court judges to areas of greatest need at the direction of the chief judge.

In Hennepin County, this flexibility has resulted in the permanent assignment of one municipal court judge to serve in the family division of the district court. In addition, municipal judges are frequently assigned to juvenile and probate matters as well as to general assignment district court cases. During the last quarter of 1977, 14½% of municipal judge time was dedicated to district court cases. That percentage has continued to increase in recent months. Although less frequent, district court judges recently have begun to hear some municipal court matters.

Under the leadership of the district administrator, the administrative departments of the district, municipal and probate courts are being consolidated to provide the necessary administrative support to the increasing integration of the trial court benches. Reorganization of these departments into a single coordinated administrative support component is a major undertaking which is still in process. Plans for complete reorganization include a phased approach beginning with full coordination of policy making, personnel decisions and financial management systems. It is envisioned that this first phase likely will be followed by a restructuring of the court administrative components along functional lines (criminal, civil, etc.) rather than its current jurisdictional basis (district, municipal, probate).

A similar transition has been occurring throughout the state. Because of the efficiencies which are being realized

as a result of the new flexibility in judge assignment and the consolidation of district and county court administration departments, it has been suggested by some judges and court administrators throughout the state that a single unified trial court may become a reality in the foreseeable future. In this regard, it should be noted that the concept of the unified trial court has been gaining acceptance throughout the country. In our immediate area, North Dakota, South Dakota, Iowa, and Wisconsin all have a single unified trial court system.

The Minnesota Legislature already has taken a significant step in that direction in eliminating salary differences for district and county judges. Moreover, a bill to create a unified trial court in Minnesota is expected to be introduced in the current legislative session.

The prospects for the creation of the unified trial court system, or at a minimum the continuation of the current trend in cross-court assignment and complete consolidation of trial court administration, is sufficiently important to play a key role in shaping current and future court space planning. As will be noted later in this report, this condition was a major consideration in identifying current space inadequacies and developing optional strategies for meeting existing and anticipated future court facility needs.



### Referee Legislation

During the 1977 legislative session, a law abolishing referees in juvenile and family court was enacted to become effective June, 1978. In the following year, the implementation of that act was stayed pending a study of the referee issue by a Supreme Court appointed commission which was charged to report its findings to the Legislature by October, 1980. Although the probable findings of the Commission are as yet unknown, it was necessary to review the possible facilities impact on Hennepin County should such a law be implemented as originally drawn.

Since juvenile division operations currently are located in the City Hall and are expected to be relocated to a new or renovated juvenile complex outside the Government Center, the impact of replacing juvenile referees with district court judges would not affect space considerations in the Government Center. In addition, the pending legislation does not include probate court referees. Thus, no space implications for the existing four referees working in probate court are anticipated as a result of this legislation. However, the implementation of the pending act would eliminate the four family division referees and likely the additional general division referee position which has been delegated the responsibility for hearing uncontested dissolution cases not involving children.

Although such an act could result in the creation of as many as five additional district court judgeship positions, it is the study team's assessment that current space allocations to existing referee positions would be sufficient to accommodate this contingency. Review of the current facilities reveals that both courtroom and/or hearing room space, as well as associated chambers areas are suitable for the function to be performed and would be comparable to space assigned to other judges in the building.

#### Determinant Sentencing Act

The passage of the Determinant Sentencing Act was a third area of change considered by the project team. This act is expected to substantially reduce judicial discretion in sentencing and replace it with a schedule of fixed terms likely to be significantly less than current maximum sentences.

Experts disagree as to the probable administrative consequences of the implementation of this act. Some indicate the belief that current sentence bargaining will largely be replaced with charge bargaining under the new statute, resulting in little change in current workload levels. Others believe that charge bargaining cannot replace sentence bargaining in most cases. Thus, the elimination of flexibility in sentencing would result in a decreased incidence of plea bargaining and in a consequent increase in the number of criminal cases going to trial. In turn, any substantial increase in

the number of trials would create a burden on current levels of judicial, prosecution and defense resources which could require both increases in staff and space. In addition, many believe that local justice system involvement in parole hearings will increase under the new act.

Thus, under any view, the implementation of the Determinant Sentencing Act is expected to have at least some impact on existing workload and perhaps on personnel and space requirements as well. Although the extent of the impact cannot be predicted with reasonable accuracy, it is the study team's conclusion that current and future space plans must include the flexibility to respond to increased space demands which may result from the new law.

#### Civil Commitment Legislation and Procedure

For several years, the legislature has considered bills which would provide greater due process protections for persons against whom commitment proceedings are initiated. The thrust of these bills is to increase the complexity and length of commitment proceedings now conducted by the probate court. Moreover, although the vast majority of commitment hearings currently are held off-premises at 18 hospital locations throughout the county, there has been an increasing concern over the lack of formality and judicial atmosphere which exists in those settings. Consequently, it is expected that a greater number of commitment hearings will be held

in the Government Center. Such changes in either commitment legislation or procedure likely will increase the space requirements of the probate court in the foreseeable future.

#### County Assumption of Misdemeanor Prosecution

The fourth area considered in developing the court space program and the short and long range solutions, which are presented later in this report, is the possibility of the county-wide assumption of misdemeanor prosecution by the county attorney. Existing law provides that any municipality may waive its right to prosecute misdemeanors and ordinance violations occurring within its jurisdiction and transfer that function to the county attorney. Although the City of Minneapolis and most suburban municipalities retain their own city attorneys, the county attorney currently is providing prosecution services to several municipalities within the county. It is possible that as the cost of local government increases, more cities will transfer the responsibility for prosecution to the county attorney. Although no reliable prediction concerning the extent of such transferred responsibility can be made, flexibility in space planning must be built in to respond to this possibility.

#### Administrative Adjudication of Minor Traffic Offenses

An increasing trend throughout the country in recent years has been to reduce the workload of the court by diverting

high volume traffic caseload to administrative agencies. While no significant movement toward administrative adjudication of minor traffic offenses has yet occurred in Minnesota, diversion of some portion of the traffic caseload in the foreseeable future is not unlikely. It has been estimated that the administrative adjudication of merely the parking offenses would reduce the current traffic calendar by as much as 40%. Future changes in the procedures for traffic adjudication would be expected to relieve some space requirements.

#### Application of Modern Business Technology

A further area considered by the project team in evaluating current and future space needs relates to the possible increased use of modern technology to improve efficiency of document creation, processing, and storage. At the present time, there is a limited use of automated data processing in the Hennepin County court environment. In district court, computerization is limited to the creation of criminal calendars and case histories. Data processing is more extensive in municipal court, however. At present, the accounting function for traffic court is performed by automating processing and there are computerized case indexes and histories in place in the criminal and traffic divisions as well. Probate court and county attorney operations are entirely manual at the present time. The public defender, however, has a limited case information system.

In addition, several improvements to the current system are in the development stage. The County is now developing a consolidated criminal justice information system (Subject-in-Process) which will track defendants from arrest to ultimate disposition and provide expanded management information capabilities for user agencies. The first computerized case tracking and scheduling system for civil cases is scheduled for implementation next month in the conciliation division of municipal court. A fully automated indexing system also is being planned for implementation in all divisions of district, municipal and probate court. Moreover, work has begun on determining the feasibility of implementing an automated records creation and storage system which would eliminate hard copy records through immediate on-line input with print-out capability. The technology for this system exists and has been implemented in at least one court in this country. While it is doubtful that a totally automated system could be developed in the near future for Hennepin County, it clearly is possible within the next 20 years.

The consequences of increased application of modern technology to the court environment are significant for space planning. Increased efficiency in the allocation of resources which should result through the provision of greater management information can be expected to limit to some extent the increases in personnel which might otherwise be required in the future. Moreover,

as steps are taken to limit hard copy storage of court records, a concomitant reduction in space requirements for that function should be realized.

#### Limitations on Local Government Spending Levels

Finally, the study team reviewed with court system representatives the future space implications of the trend toward limiting local government spending levels. From these discussions, a consensus seemed to emerge that the sizable increases in local criminal justice system services and personnel which have occurred in recent years will not continue in the future.<sup>2</sup> Since the workload of the court system depends in great part on the resources allocated to law enforcement and prosecution, any real dollar reduction in annual percentage expenditure increases for these agencies can be expected to limit future court personnel and space needs as well.

#### SUMMARY

As a result of this overview examination of the physical and administrative context in which the Hennepin County court system operates, the study team identified the following areas for particular study in evaluating the adequacy of

---

<sup>2</sup>For example, since 1975, the county attorney's budget has been increased by 145%; the public defender by 178% and the courts by 56%.

current court space assignments and in identifying potential court space problems and solutions:

1. Dysfunctional separation of district and municipal court administration departments.
2. Space implications of increasing cross-court judge assignments and potential implementation of a single, unified trial court bench.
3. Future events expected to increase current workload:
  - Implementation of Determinant Sentencing Act.
  - Changes in civil commitment procedures.
  - Increased county attorney responsibility for misdemeanor prosecution.
4. Future events expected to reduce current workloads or limit the extent of future increases:
  - Administrative adjudication of minor traffic offenses.
  - Increased application of modern business technology.
  - Limitations on local government funding levels.



## SECTION VI. PROPOSED COURTS SPACE STANDARDS

The final element of information required for evaluating the adequacy of existing court facilities and preparing a recommended space program for accommodating future court space needs was the development of space standards for individual work stations, group areas and special function rooms. To accomplish this, the functions of the representative work stations and special purpose spaces were analyzed. Existing space assignments then were compared to space standards used by the County and to generally recognized standards used in industry. Where applicable, national literature and recommended standards were used as guides in ascertaining space allocation requirements for such areas as courtroom hearing rooms, chambers and holding rooms. In addition, a questionnaire was distributed to all district court judges eliciting their responses regarding courtroom and ancillary space requirements.

Based on these sources of information, preliminary space standards were developed and reviewed with court system representatives. A revised space standards schedule was produced as a result of those discussions.

The space standards schedule, which is set forth on page 64, provides a comparison of the courts space standards

generally recognized throughout the country with those proposed for the Government Center. The proposed standards developed by the study team were tailored to the design constraints of the Government Center (e.g., 4 x 4 modules) and to the unique operations of the Hennepin County courts.

Table 4  
SPACE STANDARDS

WORK STATIONS	SQUARE FEET <sup>1</sup>	
	GENERAL	PROPOSED GOV'T CENTER
Chambers (Judge)	350	384
Chambers (Referee)	300	320
Major Department Head	250	256
Supervising Attorney	170	192
Department Head	170	192
Attorney	140	144
Department Administrator	140	144
Court Reporter	120	160
Executive Secretary/Waiting	100	112
Supervisor	70	96
Senior Staff	70	96
Counter Clerk/including aisle	70	96
Court related staff/clerks	55	64
Secretary	55	64
Law Clerk	55	64

• LARGE AREAS

Grand Jury	1500-1600	1872
Traffic Arraignment Courtroom	1700	1840
Criminal Arraignment Courtroom	1400	1408
Courtroom	1200	1200/1408 <sup>2</sup>
Jury Room/toilets	430	500
Attorney/Witness Conference	120	130
Conference Room (medium)	240	256
Hearing Room	500	512

<sup>1</sup>Square footage calculations include an internal circulation factor of 1.23 of the net area which is equivalent to 18% gross.

<sup>2</sup>Design constraints of the building dictate two courtroom standards.

## SECTION VII. ADEQUACY OF EXISTING FACILITIES

### Introduction

It should be noted that the study team's charge was limited to evaluating the adequacy of current district, municipal and probate court facilities. However, because of the highly inter-dependent nature of the justice system in which the inadequacy of resources of any one component can have a significant impact on the functioning of the entire system, it was deemed essential to review space problems and needs of the court-related agencies to the extent possible within the time and financial constraints of the project. To accomplish this, a three phase process was used by the study team.

The first phase in determining the adequacy of existing facilities involved the documentation of current space utilization within the Government Center. As described earlier in this report, initially a room-by-room inventory of all spaces including the number and type of occupants, the function accommodated, and the use of special features or equipment was completed for each of the court and court-related agencies located in the building. (See Appendix A.) Floor plans showing the location, number, and type of work station or office were prepared for each agency to assist in later evaluation. (See Appendix B.)

In the second phase, the study team conducted a thorough examination of all court operations including the functions and procedures of each department. Interviews were conducted with virtually every representative type of position assigned to the district, municipal and probate courts. The organizational structure, lines of responsibility, and numbers of persons employed by each department were identified. In light of the functions performed and organizational structure, supervisors of each of the departments were consulted regarding their perceptions of current space problems and needs. A similar, though less intensive, examination of the operations of other court-related agencies housed in the Government Center was conducted during this phase as well.

In addition to gathering information by means of interview and direct observation of operations, the study team initiated a number of space utilization surveys designed to gather objective information on the current volume and/or frequency of use of particular types of spaces: courtrooms, hearing rooms, jury deliberation rooms, jury assembly area, and court administration departments.

The final step in assessing the adequacy of existing facilities involved the analysis of the compiled information gathered by interview, direct observation, and empirical survey in terms of the following factors:

- Frequency of use
- Level of utilization when in use
- Suitability for assigned functions
- Adequacy of space for assigned use.

The frequency of use factor was used to determine whether increased numbers of particular types of spaces were required and, in some cases, whether changes in methods of scheduling the use of such space might offer opportunities for reducing space assignments for particular types of functions.

The level of utilization factor was employed to measure the amount of space required for a specific type of use. The suitability of spaces was evaluated on the basis of location to other operationally related functions and need for public accessibility. Finally, the evaluation of the adequacy of the amount of space for assigned uses involved the comparison of existing space allocations by function and personnel type with the space standards developed by the study team and presented in Section VI of this report. Significant deviations from those standards were investigated in order to ascertain the existence of special conditions including unique functions performed, architectural design constraints of the existing facility, and formal or informal policies and practices impacting current space assignments.

The following discussion provides an analysis of the adequacy of current space assignments to all court and court support agencies located in the Government Center.

A. District Court

1. Judicial Space

Having documented the existing space allocations on the judicial floors of the district court, the study team proceeded to evaluate the adequacy of those facilities in light of current procedures and caseload levels, within the context of the space program considerations presented in Section V of this report. Judges, court administrators, law clerks and bailiffs were interviewed to gather information about the functions performed on the judicial floors, their inter-relationship with each other, the adequacy of the types of judicial facilities, total space assigned to each function, and associated design features. A general consensus emerged from those discussions regarding the following areas:

- With the construction of C-19, total space allocation to the district court judicial function is adequate to accommodate current and near-term workloads.
- The center courtroom (1,700 square feet) is larger than required for the standard district court judicial function.
- The existing ratio of one jury deliberation room per district courtroom likely is higher than necessary to accommodate the current volume of jury trials.

- Sound transmission problems exist as to jury rooms such that it is virtually impossible to have a jury deliberating at the same time that a proceeding is held in the adjoining courtroom. Sound transmission problems also exist in the south courtrooms caused by the adjacent public elevators and between offices in the chambers area as well.
- The size of jury deliberation rooms is inadequate.
- The current size of district court judicial chambers could be reduced.
- The lack of law clerk office space causes inefficiency and possible security problems. The only available work space for most law clerks is the courtroom itself. Since attorneys, litigants, and the public often are present in the courtroom for considerable periods before and after court hearings, their extraneous conversations, questions, and use of the law clerk's telephone significantly interfere with the productivity of this position. Moreover, the law clerk's function necessitates the presence of court files and documents at their desk in the courtroom which presents distinct possibilities for unauthorized viewing or loss when the law clerk is absent from his or her work station.

The project team's observation of judicial function operations and facilities preliminarily verified the conclusions set forth above.

During the second phase of the facilities evaluation process, the study team initiated two surveys designed to verify by means of objective information the perceptions of court system representatives regarding current court space utilization. These surveys tested the frequency of courtroom and jury room use on an hourly basis during a four-week period in October-November, 1978. This time period was selected to avoid seasonal variations.



The information for both studies was provided by court personnel. Law clerks or courtroom clerks completed daily time sheets, indicating the hours of each day during which the courtroom was in use for judicial proceedings and the types of cases heard. Information on jury use and frequency of jury deliberation activity was obtained through data submitted on an on-going basis by the same personnel to the jury office for juror payment and statistical purposes.

Analysis of the data gathered in connection with the four week courtroom utilization survey indicates a consistent, heavy use of courtrooms and hearing rooms assigned to the district court. Excluding temporary judicial absence due to vacation, illness, and off-premises meetings, during 70% of the survey period at least 24 of the 25 available courtrooms and hearing rooms were in use during part or all of the day. At no time during the survey period were more than four courtrooms unused during the day. As is shown in the table below, daily courtroom utilization ranged from 86% to 100%, and averaged 96% over the survey period.

TABLE 5  
DISTRICT COURTROOM AND HEARING ROOM UTILIZATION  
 October - November, 1978

<u>Number of Courtrooms Unused During the Day</u>	<u>Frequency of Occurrence</u>	<u>Percentage of Study Period</u>	<u>Daily Courtroom Utilization</u>
0	7 days	35%	100%
1	7 days	35%	96%
2	3 days	15%	90%
3	2 days	10%	88%
4	1 day	5%	86%
	<u>20 days</u>	<u>100%</u>	

Essential to the proper evaluation of courtroom utilization data is an understanding of the type of work performed by the district court and the complexities involved in the scheduling of its disposition. Court scheduling is prospective in nature and must be performed in anticipation of a number of changes and developments. A typical proceeding requires the presence of the judge, attorneys, litigants, and witnesses. The unavailability of any of these actors due to illness or good cause absence (such as preemptive scheduling of an attorney in federal court) may result in a last minute cancellation of the proceeding. More important to the uncertainty of court scheduling, however, is the tendency for guilty pleas, settlements, and dismissals to be entered on the day when a hearing is scheduled. Since some of the events during a given time period will be eliminated before they are dealt with, inevitable gaps in the schedule and, thus, in the use of courtrooms occurs.

Because calendar breakdowns due to last minute settlements or continuances result in costly gaps in the schedule, the Hennepin County district court has focused considerable attention over many years on developing improved methods for reducing the periods of unscheduled courtroom time and idle judge time. Currently, historical experience is used to predict the proportion of cases which will cancel on or before the scheduled day of hearing. The calendar then is overset by the estimated percentage of cancellations in an attempt to insure that a day's work is scheduled.

However, no court can completely eliminate the uncertainty in court scheduling. For example, in Hennepin County twelve cases are being assigned for trial daily to the five judge district court criminal panel. This number is based on the prediction that pleas will be entered or continuances granted in at least seven of those cases on or before the day set for trial. However, if more than seven cases plead out or are continued, judge time will be wasted unless another case can be quickly assigned to the panel that day. This often is not possible due to the problems in notifying and having available all necessary parties to such a proceeding. On the other hand, if more than five cases have not cancelled as of the day of the hearing and are ready for trial, one or more of those cases must be carried over to the next day or completely rescheduled at a later time.

Similar dynamics are involved in scheduling civil cases. However, the scheduling of courtroom use is perhaps even more unpredictable in these matters. Typically, judges in civil cases actively attempt to effect a settlement of the case, if possible, to avoid a time-consuming trial. On the day set for trial, the judge generally will initiate discussions with counsel in chambers regarding the possibility of settlement before trial. These discussions may last for a number of hours and involve counsel contacting third parties, such as insurance company representatives, for approval of the settlement terms. Valuable judge time is gained if a settlement ultimately is achieved which eliminates the need for a multi-day trial.

Although these conferences result in unused courtrooms during the period in which they are taking place, the immediate availability of a courtroom is essential to the settlement process and to the efficient use of judge time. As was stated by a well known author in the field of court administration, Judge Ruggero J. Aldisert of the Allegany County Court of Common Pleas (Pittsburg):

"The threat of immediate trial is the greatest sanction possessed by the calendar control judges. It has been our experience that where trial rooms are not available because of combination of lengthy trials or unavailability of judges, the settlement rate of judges decreases geometrically".<sup>1</sup>

---

<sup>1</sup>A Metropolitan Court Conquers its Backlog, 51 Judicature 247, 249, 1968.

His conclusion is echoed through the literature on court scheduling.<sup>2</sup>

Consequently, although the findings of the courtroom utilization study, which are presented in Figure 11 on the following page, indicate hours during the day in which courtrooms are not in use, typically these periods are dedicated to settlement conferences in chambers. The immediate availability of a free courtroom is essential to the dynamics of that process, to the efficient use of judge time, and to the orderly and economical disposition of court business. For these reasons, it is the project team's conclusion that the existing assignment of courtrooms to the district court judicial function is necessary to meet current workloads.

Although one courtroom is assigned to each active judge, space pressures continue to exist. Currently, there are an additional three to four visiting or retired judges working in district court each day. The lack of designated space for these additional judges presents difficulties in optimizing the use of all judicial resources. For example, the Chief Judge is currently operating without a courtroom as it has been assigned permanently to a retired judge. Scheduling problems frequently arise in moving other retired and visiting judges to courtrooms as they become available due to temporary

---

<sup>2</sup>See, for example, Guide to Court Scheduling, Institute for Law and Social Research, p. 22, 1976. ("A court with open time available will dispose of more cases than will a court which is continually in trial" and "Immediacy of trial disposes of cases" are two of the six axioms of calendar management policy governing the scheduling operations of the Dallas Criminal Court).

**CONTINUED**

**1 OF 3**

FIGURE 11

DISTRICT COURTROOM UTILIZATION: OCTOBER - NOVEMBER 1978

Room	Day	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	Hour
Courtroom 1																						8
																						9
																						10
																						11
																						12
																						1
Courtroom 2																						2
																						3
																						4
																						5
																						6
																						8
Courtroom 3																						9
																						10
																						11
																						12
																						1
																						2
Courtroom 4																						3
																						4
																						5
																						6
																						8
																						9
Courtroom 5																						10
																						11
																						12
																						1
																						2
																						3
Courtroom 6																						4
																						5
																						6
																						8
																						9
																						10

KEY

S - Sick  
V - Vacation  
M - Meeting

# DISTRICT COURTROOM UTILIZATION: OCTOBER - NOVEMBER 1978

Room	Day	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Courtroom 7																					
Courtroom 8																					
Courtroom 9																					
Courtroom 10																					
Courtroom 11																					
Courtroom 12																					

## KEY

S - Sick  
V - Vacation  
M - Meeting



# DISTRICT COURTROOM UTILIZATION: OCTOBER - NOVEMBER 1979

Room	Day	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	Hour
Courtroom 13																						8
																						9
																						10
																						11
																						12
																						1
Courtroom 14																						2
																						3
																						4
																						5
																						6
																						8
Courtroom 15																						9
																						10
																						11
																						12
																						1
																						2
Courtroom 16																						3
																						4
																						5
																						6
																						8
																						9
Courtroom 17																						10
																						11
																						12
																						1
																						2
																						3
Courtroom 18																						4
																						5
																						6
																						8
																						9
																						10

## KEY

S - Sick  
 V - Vacation  
 M - Meeting

# DISTRICT COURTROOM UTILIZATION: OCTOBER - NOVEMBER 1978

Room	Day	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Courtroom 19				V	V			V		V					M	M					M
Courtroom 20				M	M																
Courtroom 21																					
Courtroom 22															M						
Courtroom 23																					
Courtroom 24										V	V	V	V	V	V	V				M	

## KEY

S - Sick  
 V - Vacation  
 M - Meeting

# DISTRICT COURTROOM UTILIZATION: OCTOBER - NOVEMBER 1978

Room	Day	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	Hour
Courtroom 25					S		S						S	S	S	S						8
																						9
																						10
																						11
																						12
																						1
																						2
																						3
																						4
																						5
																						6
Absence:																						
Vacation	1	1	1	1	1	2	2	2	2	1	1	2	1	1	1	1	1	1	1	1	1	
Sick Leave					1		2							1	1	1	1	1	1	2		
Meetings	1			1	1			1	1	1				1	1	1	1	1	1	1	1	
Total Active Judges Absent	2	1	1	2	3	2	4	3	3	2	1	2	3	3	3	3	3	3	3	4	2	
Visiting/Retired Judges Used	4	4	4	3	3	3	3	3	3	3	3	3	3	2	4	4	4	4	4	4	3	
Total Judge Deficiency/Added	+2	+3	+3	+1	0	+1	-1	0	0	+1	+2	+1	0	-1	+1	+1	+1	+1	+1	0	+1	
Total No. CRTMS Free All Day	2	0	0	0	0	2	1	0	3	1	1	1	1	0	0	1	1	3	2	4		

## KEY

S - Sick  
V - Vacation  
M - Meeting

absences of, or non-need by, active judges. Similar problems also exist in providing appropriate chambers and court reporter space for these judges. However, based on the findings of the utilization survey, discussions with district court judges and administrators, and review of current workloads,<sup>3</sup> it is the project team's conclusion that the current space allocated to the district court judicial function, with the addition of the four courtrooms and ancillary spaces to be constructed on C-19, will be adequate to meet these additional space needs and will accommodate near term (2 to 5 years) expansion needs as well.

In connection with the study team's evaluation of district courtroom needs, a review of the level of use of the recently built tax court and chambers also was initiated. The tax court area, which is located off the private corridor on C-15, consists of a 512 square foot hearing room and an adjacent chambers area of 192 square feet. Analysis of tax court use from completion of construction in June, 1978 to February, 1979 indicates that on the average this space in use only 5 days per month, constituting a 25% level of utilization. The maximum use of this space during the nine month period was 11 days per month or a 55% level of utilization. Thus, in addition to the existing 25 district courtrooms and

---

<sup>3</sup>See Section VIII for discussion of current and projected court workload.

hearing rooms, the tax court (which is equivalent to the standard hearing room in size) should be considered as an additional hearing room available an average of 15 days per month for district court visiting or retired judge use.

In addition to determining the courtroom needs for district court, the study team conducted a survey of jury deliberation room usage to test district court requirements for these spaces. Currently, there are 17 jury rooms to serve the 18 district court jury courtrooms.<sup>4</sup> Typically, there are three jury rooms located on each judicial floor. These spaces are used for jury deliberation at the conclusion of the case and for interim court recesses.

As indicated in Figure 12 on the following pages, only on one occasion during the four week survey were two juries deliberating simultaneously on the same floor. Moreover, the data reveal that only on two occasions for a total 13½ hours were juries serving simultaneously in all three courtrooms on the same floor. Thus, two jury rooms per floor were sufficient to accommodate both deliberation and recess needs 98% of the time surveyed.



---

<sup>4</sup>Of the 21 courtrooms assigned to district court, three operate exclusively as non-jury courtrooms: two courtrooms assigned to the family division and one courtroom assigned to the general division referee.

FIGURE 12  
DISTRICT COURT

JURY DELIBERATION ROOM USAGE: OCTOBER - NOVEMBER 1978

Room		Day	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	H	
FLOOR 1	Courtroom 1																							10
																								11
																								12
																								3
	Courtroom 2																							4
																								9
																								10
																								1
	Courtroom 3																							2
																								6
																								8
																								12
Courtroom 4																							1	
																							5	
																							10	
																							11	
FLOOR 2	Courtroom 5																							2
																							3	
																							4	
																							5	
	Courtroom 6																							6
																								8
																								9
																								10
	Courtroom 6																							11
																								12
																								1
																								2

 In Courtroom  
 Deliberating on a Case

# DISTRICT COURT

## JURY DELIBERATION ROOM USAGE: OCTOBER - NOVEMBER 1978

Room		Day																				Hour		
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20			
FLOOR 2	Courtroom 7																						8	
																							9	
																							10	
																							11	
																							12	
																							1	
																						2		
																						3		
																							4	
																							5	
																							6	
FLOOR 3	Courtroom 8																						8	
																							9	
																							10	
																							11	
																							12	
																							1	
	Courtroom 9																							2
																								3
																								4
																								5
																								6
																								8
Courtroom 10																							9	
																							10	
																							11	
																							12	
																							1	
																							2	
FLOOR 4	Courtroom 11																							3
																								4
																								5
																								6
																								8
																								9
	Courtroom 12																							10
																								11
																								12
																								1
																								2
																								3
																						4		
																						5		
																						6		



In Courtroom



Deliberating on a Case

# DISTRICT COURT

## JURY DELIBERATION ROOM USAGE: OCTOBER - NOVEMBER 1978

Room		Day	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	Ho
FLOOR 4	Courtroom 13																						
FLOOR 5	Courtroom 14																						
FLOOR 5	Courtroom 15																						
FLOOR 6	Courtroom 16																						
FLOOR 6	Courtroom 17																						
FLOOR 6	Courtroom 18																						

 In Courtroom  
 Deliberating on a Case



# DISTRICT COURT

## JURY DELIBERATION ROOM USAGE: OCTOBER -- NOVEMBER 1978

Room \ Day		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	Hour		
FLOOR 6	Courtroom 19																						8	
																							9	
																							10	
																							11	
																							12	
																							1	
																							2	
																							3	
																							4	
																							5	
																							6	
																							8	
FLOOR 7	Courtroom 20																						9	
																							10	
																							11	
																							12	
																							1	
																							2	
	Courtroom 21																							3
																								4
																								5
																								6
																								8
																								9
																						10		
																						11		
																						12		
																						1		
																						2		
																						3		
																						4		
																						5		
																						6		



In Courtroom



Deliberating on a Case

Based on this empirical data, it is the judgment of the project team that the current ratio of almost one jury room per district courtroom exceeds actual requirements. It should be noted that this conclusion was verified by responses of the district court judges to a questionnaire eliciting their opinions regarding courtroom facilities. Of those judges responding, 75% indicated that two jury rooms per floor would be sufficient. The remaining 25% felt that one large jury room would be adequate.

Comparison of existing judicial area space allocations to the space standards developed by the project team and presented in Section V of this report reveals a number of variances from those recommended norms. The size of judicial chambers and law clerk offices, where they exist, exceed proposed standards. The space assignment to the center courtrooms is larger than the proposed standard, while jury rooms, in most cases, are approximately 50% smaller than required.

## 2. District Court Administration Space

As indicated in Section V, a multi-year program for the administrative consolidation of the district, municipal and probate courts is now in progress. The first phase of this program, currently being implemented, involves the restructuring of the administrative functions of each court, accompanied by immediate cross-court coordination of major policy, personnel, and budgeting decisions. Internal

space realignments in support of this first phase for district court administration are planned for immediate implementation on C-12. Upon completion of this project, an internal expansion area of approximately 6% will remain on that floor.

Discussions with the district administrator, examination of current operations, analysis of current and projected caseload levels, and review of planned improvements in organizational structure and operational technology indicate that both the staff size and current allocation of space to the administrative function are adequate to accommodate both current and near term needs.

While total space assigned is sufficient for near-term needs, it is the view of court administrators and the judgment of the project team that the current physical separation of district and municipal court administrative departments is operationally dysfunctional. In 1975, when the courts moved to the Government Center from City Hall, these departments existed in support of distinct and administratively unrelated judicial bodies. Consequently, the location of district and municipal administration departments on C-12 and C-8, respectively, was an appropriate physical manifestation of the independent status of these judicial entities. However, with the passage of the Court Reorganization Act in 1977, it has become apparent that continued separation

will prove to be an increasing impediment in the future to the realization of the efficiencies which that act sought to effect.

The 1977 Court Reorganization Act contained four provisions which can be expected to fundamentally alter the administrative structure and operations of Minnesota's trial courts: 1) a single chief judge position in each judicial district was created and charged with responsibility for the administrative supervision of all courts within the district; 2) at the direction of the Chief Judge, judges within the district may be assigned to hear cases in any court within the district; 3) the salaries of all judges were equalized; and 4) beginning in 1981, county/municipal judges will be eligible for election as chief judges of the districts. The effect of these provisions is the creation of the administrative flexibility necessary for the assignment of judges to areas of greatest need without regard to jurisdictional distinctions. In response to this legislation, extensive cross-assignment of judges currently is occurring in Hennepin County. Moreover, as indicated in Section V of this report, the 1977 Court Reorganization Act is believed by many to be a first step toward the ultimate legislative creation of a single unified trial court.

Given this context, the continued physical separation of the Hennepin County trial court administrative departments can be expected to become an increasing obstacle to the full realization of efficiencies to be gained with increased integration of courts. For example, although by statute there has been created essentially

a single pool of judicial resources for the disposition of all court business in Hennepin County, there currently exists six separate administrative assignment operations in four different locations. The coordination of information and the decision-making process concerning the allocation of judicial resources is made more difficult by physical separation. In addition, the ability to restructure all court administrative operations along functional rather than jurisdictional lines and/or high and low public contact functions is severely impeded by the current location of the various administrative components. Moreover, public confusion which has always existed concerning fine jurisdictional distinctions between the courts, has been enhanced by the recent volume of cross-judge assignment activity (e.g., district court cases assigned out of the municipal court administrative department). As indicated in Section V, this has caused persons to travel to two and three floors to accomplish one piece of judicial business.

In reviewing current space assignments and the increasingly interrelated operational relationships of the various components of district and municipal court administration functions, it appears highly unlikely that administrative reorganization within a court consolidation framework could be accomplished effectively along the lines suggested above given the current distant location of the major administrative departments. Based on the examination of current operations

and given the prospect of the creation of a single unified trial court system in the near future, it is the study team's recommendation that Hennepin County consider the colocation of at least the district and municipal administrative departments within the next 2-5 years.<sup>5</sup> It should be noted, however, that physical relocation of these departments should be preceded by an intensive planning effort to include the implementation of standardized records, data processing, personnel and financial systems as well as necessary staffing pattern realignments.

### 3. Jury Assembly Area

To assess the adequacy of the space assigned to the jury assembly function, the project team conducted a four-week analysis of jury assembly room usage from October 10, 1978 through November 3, 1978. This study entailed a continuous inventory of the numbers of jurors occupying the jury assembly area on a daily basis during the study period. Analysis of the data gathered indicates that the current space assignment to the jury assembly function is in excess of that actually required to adequately meet the needs of that operation.

---

<sup>5</sup> Probate court administration has not been included in this recommendation for colocation because of the distinctly different nature of its operations from that of district and municipal court. However, court administrators may wish to consider the inclusion of some or all of the probate court scheduling functions within a centralized assignment system in the future.

The Hennepin County jury system has a one week term of service. Approximately 95 jurors are called each Monday morning. These jurors report to the assembly area between 8:00 and 8:30 a.m. and spend approximately one hour in orientation, most of which time is spent in an auditorium adjacent to the assembly area. The first panel is selected from the 95 prospective jurors between 9:30 and 10:00 a.m.

The data gathered during the study period indicate that the number of jurors using the assembly room drops drastically after the first hour on Monday morning and remains consistently well below the original number of 95 throughout the remainder of the week. As is indicated in Table 6 below, during the study period, the average number of jurors remaining in the assembly area at 10:00 a.m. was 32. The average maximum number of jurors remaining in the pool in the afternoon was 39.

The assessment of these data and analysis of potential future growth indicate that the space program requirements for the jury assembly area should be adequate to accommodate a maximum capacity of 100-120 jurors and provide for a comfortable lounge capacity of 60-70 jurors. Based on generally recognized space standards for this function, the jury assembly area should be assigned 3,500 square feet or a net reduction of 2,200 square feet over that currently allocated.

TABLE 6  
JURY ASSEMBLY ROOM USAGE  
OCTOBER 10 - NOVEMBER 6, 1978

Day	Number in Jury Pool	10:00 a.m.	Afternoon Maximum
1		41	38
2		42	20
3		39	30
4		26	15
5		78	68
6		15	32
7		20	42
8		11	48
9		19	45
10		31	50
11		18	52
12		33	48
13		22	39
14		13	29
15		83	64
16		31	30
17		7	51
18		39	30
19		25	19
20		43	35
Range		7 to 83	15 to 68
Mean		32	39
Median		26	39



## B. Municipal Court

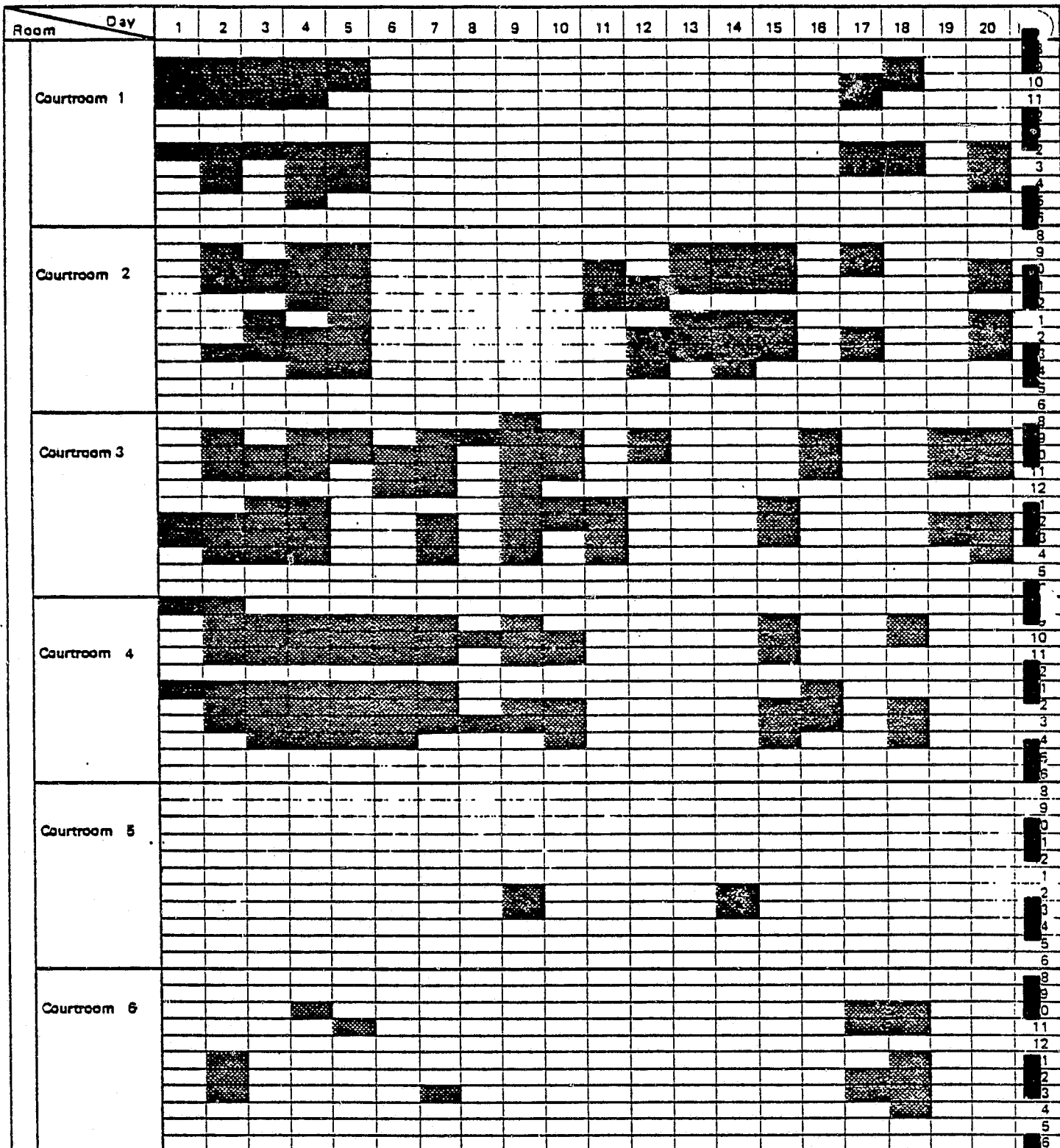
### 1. Judicial Space

The project team's assessment of the adequacy of space assigned to the municipal court judicial function was based primarily upon a study of courtroom utilization conducted during a four-week period during October and November, 1978. With the exception of one day of the 20-day study period, there were a minimum of six municipal courtrooms unused each day. This low level of utilization is due, in part, to the absence of four to five municipal court judges who are off-premises each day while on assignment at suburban court locations. Moreover, one municipal court judge has been permanently assigned to the family division of the district court. Typically during the study period at least one additional municipal court judge also was assigned either to the juvenile division of the district court or to probate court. At the same time, however, a minimum of three retired or visiting judges were employed daily by the municipal court to supplement its judicial resources, which partially served to offset the absence of active municipal judges. The findings of the courtroom utilization study for the municipal court are presented on the following pages.

The information gathered as a result of the courtroom utilization study was reviewed with municipal court judges and administrators. Based on this evaluation, and in light of current municipal court workload and backlog, it seems clear that the courtroom facilities assigned to the municipal court exceed current requirements and will accommodate

FIGURE 13

MUNICIPAL COURTROOM UTILIZATION: OCTOBER - NOVEMBER 1978



# MUNICIPAL COURTROOM UTILIZATION: OCTOBER - NOVEMBER 1978

Room	Day	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	Hour
Courtroom 7																						8
																						9
																						10
																						11
																						12
																						1
																						2
																						3
																						4
																						5
																						6
Courtroom 8																						8
																						9
																						10
																						11
																						12
																						1
																						2
																						3
																						4
																						5
																						6
Courtroom 9																						8
																						9
																						10
																						11
																						12
																						1
																						2
																						3
																						4
																						5
																						6
Courtroom 10																						8
																						9
																						10
																						11
																						12
																						1
																						2
																						3
																						4
																						5
																						6
Courtroom 11																						8
																						9
																						10
																						11
																						12
																						1
																						2
																						3
																						4
																						5
																						6
Courtroom 12																						8
																						9
																						10
																						11
																						12
																						1
																						2
																						3
																						4
																						5
																						6

# MUNICIPAL COURTROOM UTILIZATION: OCTOBER - NOVEMBER 1978

Room	Day	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	Hour
Courtroom 13																						8
																						9
																						10
																						11
																						12
																						1
																						2
																						3
																						4
																						5
																						6
Courtroom 14																						8
																						9
																						10
																						11
																						12
																						1
																						2
																						3
																						4
																						5
																						6
Courtroom 15																						8
																						9
																						10
																						11
																						12
																						1
																						2
																						3
																						4
																						5
																						6
Courtroom 16																						8
																						9
																						10
																						11
																						12
																						1
																						2
																						3
																						4
																						5
																						6
Courtroom 17																						8
																						9
																						10
																						11
																						12
																						1
																						2
																						3
																						4
																						5
																						6
Absence:																						
	Total Active Judges	5	2	2	3	5	7	7	7	7	7	4	3	2	2	3	4	2	4	3	3	
	Total Active Judges Absent	3	3	3	3	3	3	3	3	3	3	2	2	2	2	2	2	2	2	2	3	
	Visiting/Retired Judges Used	2	+1	+1	0	2	4	4	4	4	4	2	1	0	0	1	2	0	2	1	0	
	Total Judge Deficiency/Added	9	6	6	3	6	7	8	8	9	7	7	9	9	7	8	9	6	7	7	10	
Total Number Courtrooms Free All Day																						

any foreseeable future increases in municipal court judicial resources.

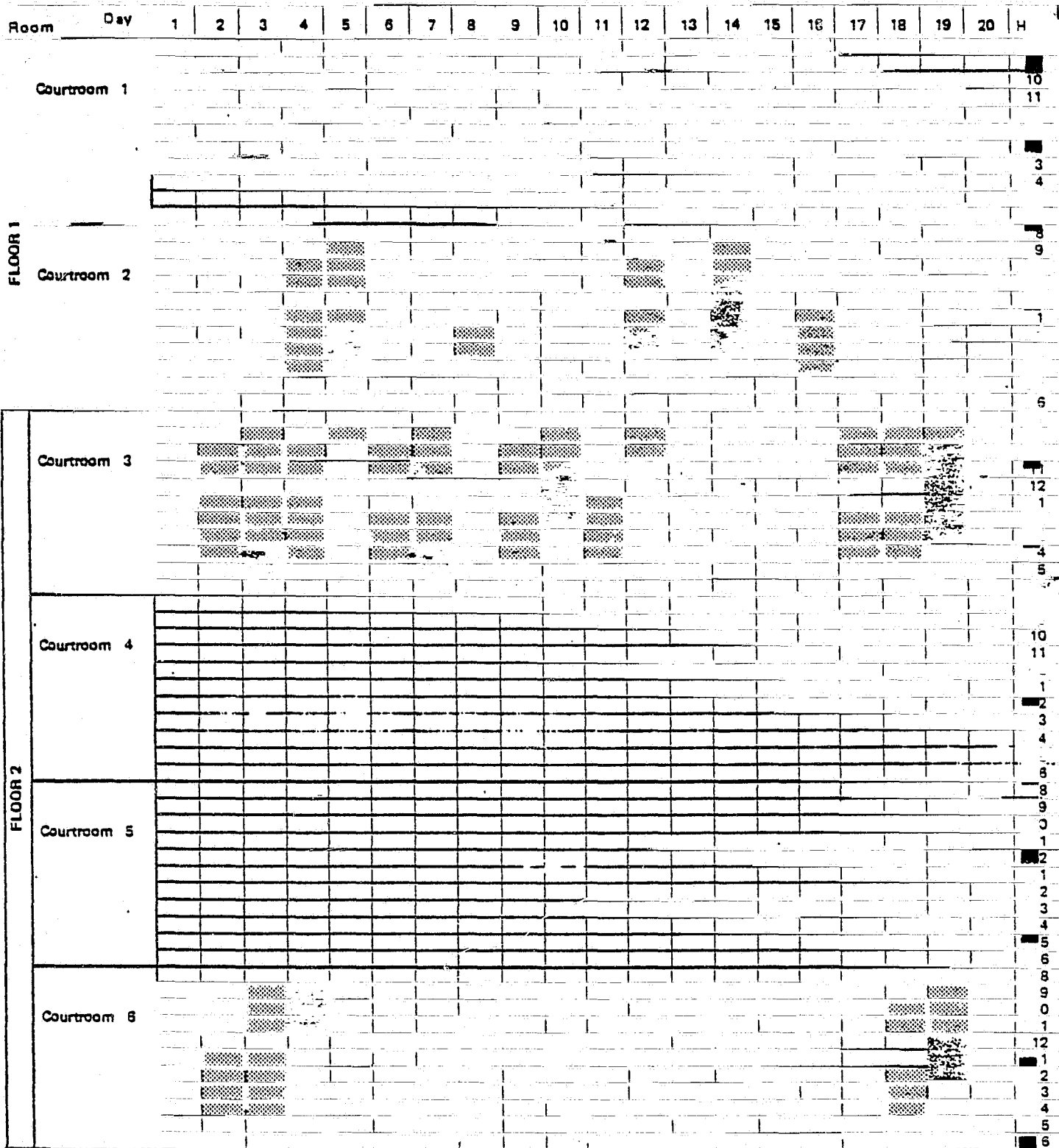
In contrast, however, there currently exists a shortage of judicial chambers. Space assigned to municipal court includes 17 active judge chambers and chambers space for 3 full time retired judges. Yet, the results of the courtroom utilization study indicate that even with a daily complement of 20 active and retired judges working in municipal court, typically at least six courtrooms are unused each day. These data clearly demonstrate that future court space problems will involve the need for additional chambers space rather than additional courtrooms.

The study team also examined the adequacy of the current ratio of two jury rooms per judicial floor by means of a four week utilization survey. As indicated by the results of this survey which, are presented in Figure 14 on the following pages, the current ratio exceeds actual operating requirements for the jury room function. However, as the incidence of municipal judge assignment to district court cases increases in the future, a concomitant increase in the level of jury room use is expected.

The study team also focused particular attention on the current level and frequency of utilization of the traffic and criminal arraignment courtrooms located on C-11 because of their relatively large size. The traffic arraignment courtroom is 2,288 square feet in size and has a public seating capacity of 123. The adjacent criminal arraignment courtroom occupies 1,840 square feet and currently seats 93 persons.

FIGURE 14

MUNICIPAL COURT  
JURY DELIBERATION ROOM USAGE: OCTOBER - NOVEMBER 1978



# MUNICIPAL COURT

## JURY DELIBERATION ROOM USAGE: OCTOBER - NOVEMBER 1978

Room		Day																				Hour		
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20			
FLOOR 3	Courtroom 7																						8	
																							9	
																							10	
																							11	
																							12	
																							1	
	Courtroom 8																							2
																								3
																								4
																								5
																								6
																								8
Courtroom 9																							9	
																							10	
																							11	
																							12	
																							1	
																							2	
Courtroom 10																							3	
																							4	
																							5	
																							6	
																							8	
																							9	
FLOOR 4	Courtroom 11																							10
																							11	
																							12	
																							1	
																							2	
																							3	
FLOOR 5	Courtroom 12																							4
																							5	
																							6	
																							8	
																							9	
																							10	



In Courtroom





Deliberating on a Case

# MUNICIPAL COURT

## JURY DELIBERATION ROOM USAGE: OCTOBER - NOVEMBER 1978

Room		Day	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	Hour		
FLOOR 5	Courtroom 13																							9	
																								10	
																									11
																									12
																									1
																									2
																									3
																									4
																									5
																									6
																									7
																									8
	Courtroom 14																								9
																									10
																									11
																									12
																									1
																									2
																									3
																									4
																									5
																									6
																									7
																									8
Courtroom 15																								9	
																								10	
																								11	
																								12	
																								1	
																								2	
																								3	
																								4	
																								5	
																								6	
																								7	
																								8	

 In Courtroom  
 Deliberating on a Case



To evaluate the adequacy of current space assignments to these special purpose courtrooms, the study team conducted two utilization surveys of two weeks each during October, 1978 and March, 1979. On-site observation of the level of utilization of these courtrooms during peak hours of the week indicate that current space assignments to these courtrooms exceed functional requirements.

Peak usage of these courtrooms occurs at 9:00 a.m. and 2:00 p.m. each day. However, usage is greatest on Monday and Tuesday mornings. During the period of observation, maximum public attendance in the traffic and criminal arraignment courtrooms was 47 and 40 respectively. The average level of utilization at 9:00 a.m. was 35 in the traffic courtroom and 27 in the criminal courtroom. Maximum public attendance in the afternoons were 16 and 13.

It was reported by courtroom personnel that the only occasions on which attendance reaches seating capacity in these courtrooms occur where school tours visit the court. Moreover, it should be noted that the peak periods of utilization rarely last longer than one hour daily, typically from 9:00 a.m. to 10:00 a.m.

Based on this information, and the review of current and projected workload for these functions, it is the study team's judgment that the current space assignments to the traffic and criminal arraignment courtrooms exceed actual requirements by at least 20% and 23% respectively. In

that regard, it should be noted that recently the criminal arraignment courtroom has been used for hearing criminal non-jury trials. However, the extensive size of the room makes it an undesirable space for trial purposes because of the poor acoustics. Thus, reduction in the size of that courtroom would result not only in increased efficiency of space use, but also in greater flexibility for scheduling purposes.

Two final judicial space problems were identified by the study team in its evaluation of existing facilities. First, as noted in the 1978 adjudication Task Force Report, there exists a need to upgrade the current six-person jury boxes in municipal court to twelve-person boxes. As municipal judges increasingly are assigned to hear district court matters, the ready availability of standard jury courtrooms will be essential. In addition, as was noted in connection with district court judicial floors, unacceptable levels of sound transmission exist between jury deliberation rooms and courtrooms and between the office spaces as well.

## 2. Municipal Court Administration Space

The study team conducted an extensive examination of municipal court administrative operations and met with division chiefs and court administrators to evaluate the adequacy of current space assignments.<sup>6</sup> Review of current space assignments to municipal court administration indicates

---

<sup>6</sup>See Section VIII of this report for discussion of projected municipal court workloads.

the existence of 1,712 square feet (9%) of internal expansion space within the areas currently occupied by this function. Moreover, a comparison of municipal court workloads in recent years reveals a generally stable volume of case filings with the exception of unlawful detainer and conciliation actions. Current staffing levels in these sections are inadequate to process the volume of cases filed within acceptable time limits. Consequently, backlogs and dispositional delays are beginning to occur. However, an automated indexing and case tracking system for conciliation cases is programmed for immediate implementation and is scheduled for implementation in the near future for unlawful detainer cases as well. This system is expected to relieve workload pressures substantially and eliminate the immediate need for additional personnel.

Based on this information, it is the study team's judgment that the facilities currently assigned to the municipal court administration function are adequate to meet present and near term needs. However, as indicated above, colocation with district court administration will become a significant operational priority within the next 2-5 years.

### C. Probate Court Facilities

To assess the adequacy of the current space assigned to the probate court, the study team conducted a court and hearing room utilization survey over a four-week period, performed on-site observation surveys of the level of utilization of those

spaces when in use, conducted a detailed examination of probate court operations, and interviewed the probate court judge, referees and administrators on successive occasions with respect to the findings of the foregoing studies. As a result of these procedures, the following conclusions were reached by the study team.

The results of the courtroom utilization survey, which are presented in Figure 15 on the following page, reveal heavy and consistent utilization of three hearing room areas with overflow requirements for a fourth. Since space assigned to the probate court currently includes only two courtrooms, it is the study team's recommendation that two additional hearing rooms be constructed to provide for immediate and near-term probate court needs.

On-site observation of the level of utilization of the two probate courtrooms indicates the likelihood that the size of the north courtroom (1,904 square feet), which has a seating capacity of 67 and is 35% larger than the standard district courtroom, exceeds the space requirements for the function performed. Peak usage of this courtroom occurs during the daily calendar call which is set at 10:00 a.m. and typically requires no more than 15 minutes to complete. At no time during the study period were more than 40 persons observed in attendance for the calendar call. Upon completion of the calendar call, the number of persons remaining in the large courtroom drops by approximately 50% and continues at that level or below for the balance

FIGURE 15

PROBATE COURT COURTROOM/HEARING ROOM UTILIZATION: SEPTEMBER 1978

Room	Day	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	Hour
Large Courtroom																						8
																						9
																						10
																						11
																						12
																						1
																						2
																						3
Small Courtroom																						4
																						5
																						6
																						8
																						9
																						10
																						11
																						12
Library (Hearing Room Use)																						1
																						2
																						3
																						4
																						5
																						6
																						8
																						9
Chambers (Hearing Room Use)																						10
																						11
																						12
																						1
																						2
																						3
																						4
																						5

of the day. Based on this information, it would appear that the north courtroom exceeds actual requirements by 20%.

The enactment of the Uniform Probate Code providing for jury trials in probate court matters now necessitates the addition of a jury deliberation room and an attorney/witness conference room for the probate court. Moreover, the increased volume of types of hearing requiring official recording has necessitated the addition of two court reporters (one on a part-time contractual basis) to the court support staff. Currently, no space exists for these purposes within the probate court facility. Therefore, it is recommended that a jury room, an attorney/witness conference room, and two court reporter offices be constructed. Additionally, the office space assigned to the four probate court referees varies from inadequate to excessive for the functions performed by this position. It is recommended that immediate reconfiguration of these offices be undertaken.

The current allocation of space to the estate, guardianship, and conservatorship sections of probate administration located on C-4 is adequate to meet current and near term needs. Caseloads in these areas have decreased over the last five years, although the staffing level has increased slightly. Thus, it is expected that any workload increase which might occur in the near term can be absorbed by existing or slightly increased staff within the space currently assigned to these administrative sections.

The project team's examination of the commitment operations of the probate court and its relationship to the mental health section of the county attorney's office, however, indicates a need to reorganize functions between these agencies. At the current time, the county attorney's mental health section includes three to four clerical employees performing traditional court functions including the preparation of court calendars; scheduling of hearing facilities; coordinating the appearance of the members of the Board of Examiners, patients, referees, and court appointed attorneys; and maintaining caseload statistics. Moreover, to comply with statutory recordkeeping requirements, probate court employees are forced to duplicate many records kept by these county attorney employees. Should reorganization of these functions occur in order to bring such employees under the umbrella of the probate court, an assignment of additional space to the probate court on C-3 would be necessary.

Associated with the need to reorganize functions between the county attorney's mental health section and the probate court is the need to create a definite physical separation between what is essentially the prosecutorial function in commitment proceedings and the neutral judicial function of the probate court. As is indicated in the C-3 floor plan,

which is presented on the following page, the public entrance to the county attorney's mental health section is through the probate court commitment section space. While these agencies have a close operating relationship (in great part due to the court functions performed by the county attorney's section), it is suggested that the appearance of the prosecutorial and judicial functions literally working side by side may be inappropriate. Therefore, it is the study team's judgment that the space assignments to the county attorney's office and the probate court on C-3 be realigned to provide greater physical separation.

The proposed space program to accommodate current and near term probate court space needs is included in Appendix C of this report.

#### D. Law Library

Although outside the scope of this study, the project team conducted a cursory review of the adequacy of space assigned to the county law library to determine whether its current or near term space needs would impact existing or proposed future space assignments to other agencies in the Courts Tower. From discussions with the law librarian, it was learned that the county law library has a reading capacity of 100 which is more than adequate to accommodate the average of 50-60 persons using the facility during its peak hours from 10:00 a.m. to 12:00 noon each day. Moreover,



-109-

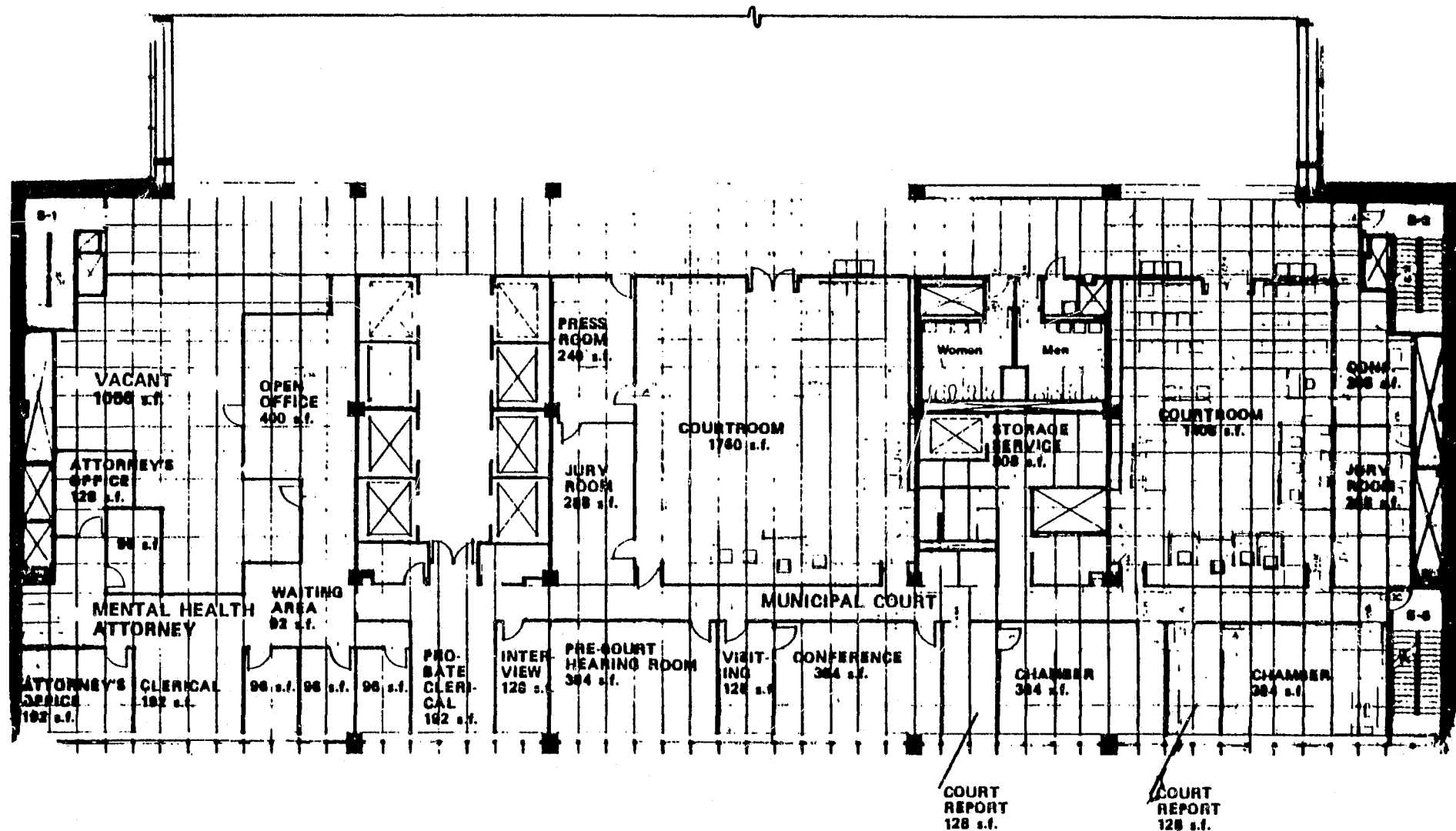


FIGURE 16

its currently unused shelving space (3,546 linear feet) will be sufficient to accommodate annual acquisitions for an estimated period of 6.7 years. Based on this information, it is the study team's conclusion that the current space allocated to the county law library will adequately serve the near terms needs of this function.

E. County Attorney

Study team evaluation of existing space occupied by the county attorney on C-20 and A-20 revealed a number of deficiencies in current space assignments and floor plan arrangements. It was the study team's judgment that while none of the individual problems identified was serious in itself, the combined effect has resulted in poor space utilization and reduced operational efficiency.

The single most important cause of the existing dysfunctional space arrangements on these floors is the 75% increase in county attorney staff since occupancy of the building in 1975. The lack of available internal expansion space for work units which experienced particularly rapid increases in growth in recent years (e.g., economic crime) has resulted in the intermingling of unrelated functions, poor internal circulation patterns, inadequate access, and, especially on C-20, cramped quarters.

County attorney administration, economic crime division, fraud investigation unit and special programs sections are assigned to C-20. Also located on this level is the grand jury courtroom which occupies (1,872 square feet) on the north end of the floor. The work stations on C-20 utilize about 5,100 square feet at an average allocation of approximately 110 square feet each, while another 3,650 square feet is assigned for support functions and halls.

The 20th floor level of the Administrative Tower houses the criminal and civil divisions of the office. The work stations on this floor occupy about 9,000 square feet and accommodate 70 staff members at an average allocation of approximately 130 square feet each. Another 4,370 square feet is utilized for support functions and halls.

Study team review of these areas, which involved the examination of current operations, administration of an interdepartmental functional relationship questionnaire and numerous interviews with division supervisors and administrative representatives, identified the following deficiencies:

1. Current average square footage per C-20 work station is less than the generally recognized minimum acceptable standard of 130 square feet for the professional/clerical ratio which exists on C-20.<sup>7</sup>

---

<sup>7</sup>Compare with average square footage allocations of Public Defender of 144 square feet on C-22 and 142 square feet on C-23.

2. The secure holding area on C-20, typically used for storage on other non-judicial Courts Tower floors, houses five law clerks who are displaced one day per week when the grand jury is in session.
3. Economic crime functions inefficiently arranged in four separate locations on C-20.
4. Public access requirements of sexual assault and victim/witness sections poorly served by present locations.
5. Inadequate space to accommodate the required colocation of the functionally related sexual assault (A-20) and victim/witness (C-20) sections with the criminal division.
6. Library on A-20 exceeds program requirements by 40%.
7. Present locations of secretarial support provide poor working relationship to attorneys.
8. Poorly planned internal circulation results in inefficient access and maze-like environment on C-20. (See Appendix B for C-20 floor plan.)
9. Intermingling of criminal and civil division staffs on A-20.
10. Inappropriate commingling of victim/witness, investigator and administration public traffic.
11. Mixture of unrelated functions and improperly planned circulation makes impossible the separation of the non-secure county administration section from other units requiring secured access.
12. Undesirable Administration Tower location of the criminal division which operationally relates solely to Courts Tower agencies.
13. Lack of internal expansion space to accommodate future growth.

Based on the examination of 1) historical growth rates in workload and staffing; 2) programmatic changes since Government Center occupancy; 3) current organizational structure, and interdepartmental functional relationships; and 4) projected future workload levels,<sup>8</sup> the study team developed a proposed space program to resolve the problems identified above. This program envisions only a slight increase in additional space requirements: 1,000 square feet to meet current increased space needs to raise C-20 work stations to acceptable space standards; and a further 1,000 square feet to provide appropriate internal expansion for each of the major operating units.<sup>9</sup> As is noted in Section IX of this report, the major recommendations for change primarily relate to reorganization of existing spaces to improve efficiency of space use by consolidating operating units and provide a better functional arrangement of existing spaces.

Review of the decentralized county attorney sections was also undertaken. The human services division of the county attorney's office is located on A-4, A-10 and A-14. The child support and economic assistance units occupy about 2,100 square feet of space (A-4) with 16

---

<sup>8</sup>See Section VIII of this report for a discussion of county attorney workload projections.

<sup>9</sup>See Appendix D for detail of proposed county attorney space program.

staff members for an average work station allocation of 131 square feet. The community services is located on A-14 (one office on A-10 at 96 square feet) staffed with four attorneys each in a 144 square feet office. The immediate work areas of the attorneys are generally satisfactory. No increased space requirements are anticipated in the near term. However, discussions with the county attorney indicate that colocation of at least some of these functions with other county attorney units on the 20th floors may be desirable in the future. The design solution plans presented in Section IX allow the flexibility for accomplishing this.

F. Public Defender

The public defender is assigned all of the 22nd floor and about 60 percent of the 23rd floor for a total area of 17,192 square feet. The work stations on C-22 occupy about 8,400 square feet with an average allocation per staff of 144 square feet including the reception area, the records area, a copy room and storage. The space layout of this floor appears to be very efficient with a series of short corridors extending from the main hall out to the public corridor. The lobby area by the security elevator has been remodeled to serve as an open work space for the dispositional advisors. There is no expansion space available on this floor.

The public defender also occupies 6,528 square feet on the 23rd floor of the Courts Tower. 1,568 square feet of that area was assigned in November, 1978 representing a 10% increase in total space assignment to this office. There are 36 staff members assigned to this level which has 5,142 square feet of work station space at an average allocation of 142 square feet (including two conference rooms, and the reception area). The space is efficiently used including the remodeling of the security elevator holding area to provide an attorney's office. The ten law clerks are assigned to an open area with an average space allocation of forty square feet per carrel.

Based on the recent 10% increase in space assignment and review of future workload estimates, no increases in space requirements are projected for this office in the near term.

#### G. Court Services

Court services personnel are located on A-5 and A-11 and occupy a total area of 26,150 square feet. The administrative staff and the psychological unit are assigned the north half of A-5, while domestic court services occupies the south part of this floor. Municipal court probation is located on the south part of A-11 and district court probation occupies the north part of this floor.

The administrative facilities are very adequate for present staffing and with reassignment of the large conference room (large training room likely could be scheduled for large group meetings) and a reduction of the records area, 4 to 5 additional staff could be accommodated. The psychological services unit in the northwest corner of the 5th floor of the Administration Tower contains seven offices, two work/observation rooms, two testing rooms and a small reception waiting area. The physical space is utilized at a very high level and could not accommodate more staff without an expansion.

The area assigned to domestic court services is fully utilized and is arranged to provide a large reception room with play area, four conference rooms, a large training room, as well as the several offices. The space assigned appears to be satisfactory.

The district court probation division, which is located on A-11, has a high density of personnel on this floor with forty-two 64 square foot work stations and ten larger offices for the supervisory staff. The average work station allocation is 87 square feet (including conference rooms, and record storage areas). This portion of the eleventh floor is very efficiently used, and any increase in staff will require the allocation of additional floor space. However, this division is presently utilizing four offices in municipal probation. If the municipal court caseload



continues to shift to the suburbs, further reassignment of space from that division may be possible to provide expansion potential.

The municipal court probation division is assigned the south half of A-11, and has a total staff of 25 people. Most of the offices contain 64 square feet with two large offices, and five offices with an area of 96 square feet each. This division has a large reception room, two conference rooms, and a large record storage area. One small office is used as a terminal room and another serves as a storage room. In addition, three offices are used by the volunteers. This division does have room to accommodate a minor growth of four to five additional positions.

In summary, the existing space allocated to the Department of Court Services adequately meets its current needs. If criminal caseloads remain relatively stable over the next several years, as is projected, no additional space will be required for the near term.

#### SUMMARY

Table 7 on the following page represents a summary analysis of the study team's findings concerning the current and near term court and court-related space requirements.

TABLE 7  
SUMMARY ANALYSIS OF CURRENT AND NEAR-TERM  
COURT AND COURT-RELATED SPACE REQUIREMENTS

FUNCTION	EXISTING OCCUPIED SPACE	POTENTIAL INTERNAL EXPANSION SPACE <sup>1</sup>	SPACE ALLOCATION AND/OR DESIGN DEFICIENCIES	IMMEDIATE INCREASED SPACE REQUIREMENTS	NEAR TERM (2-5 YEARS) INCREASED SPACE REQUIREMENTS
<u>District Court</u>					
Judicial	87,056 <sup>2</sup>	2,600 (C-18) 2,600 (C-17) 2,600 (C-16) 2,600 (C-15) <sup>3</sup> 2,600 (C-14) <sup>4</sup> 512 (C-13)	Center courtrooms exceed program requirements by 300 square feet. Jury room ratio to courtrooms exceeds program requirements (current ratio - 1:1; required ratio - 2:1). Jury room size is inadequate (current size - 288 square feet; Required - 500 square feet). Sound transmission between courtrooms, jury rooms, and office spaces. Chambers size exceeds program requirements (Current size - 404 square feet; required size - 384 square feet). Inadequate provision for law clerk office space.	-0-	-0-
Administration	10,992	640 (C-12)	Colocation with municipal administration required.	-0-	-0-
Jury Assembly Area	5,720	-0-	Current space assignment exceeds program requirements by 2,200 square feet.		
<u>Municipal Court</u>					
Judicial	46,618	2,152 (C-3)	Shortage of judicial chambers. Six person jury boxes inadequate to meet program requirements; upgrading to 12 person required. Sound transmission between courtrooms, jury rooms, and office spaces. Traffic arraignment courtroom exceeds program requirements by 450 square feet. Criminal arraignment courtroom exceeds program requirements by 430 square feet.	-0-	-0-
Administration	18,755	432 (C-11) 1,280 (C-8)	Colocation with district administration required.	-0-	-0-
<u>Probate Court</u>	11,032	388 (C-4) 500 (C-3)	Current hearing room space inadequate to meet program requirements. Two additional hearing rooms required. North courtroom exceeds program requirements by 400 square feet. Jury deliberation room required. Attorney/witness conference room required. Reconfiguration of referee office space required to meet program needs. Space assignment to commitment section inadequate Greater physical separation of commitment section from county attorney mental health section needed	2,637	1,920 <sup>5</sup>
COURT TOTAL	180,170	17,912		2,637	1,920 <sup>5</sup>

FUNCTION	EXISTING OCCUPIED SPACE	INTERNAL EXPANSION SPACE <sup>1</sup>	SPACE ALLOCATION AND/OR DESIGN DEFICIENCIES	IMMEDIATE INCREASED SPACE REQUIREMENTS	NEAR TERM (2-5 YEARS) INCREASED SPACE REQUIREMENTS
<u>County Law Library</u>	11,800	1,300	Distance to B-level storage area creates significant operational inefficiencies. Distance from public service level necessitates weekend closing.	-0-	-0-
<u>County Attorney</u>	28,796	1,761 <sup>6</sup>	Library (A-20) exceeds program requirements (40%) Public access requirements of sexual assault and victim/witness sections poorly served by present locations. Colocation of sexual assault, victim/witness and felony division is required. Office and clerical spaces are inefficiently arranged due to rapid increase in staff (75% growth since 1975). Average space assignment per person on C-20 (110 S.F.) less than minimum acceptable standards (130 S.F.)	1,380	-0-
<u>Public Defender</u>	17,192	-0-	--	-0-	-0-
<u>Court Services</u>	26,150	650 -0-	--	-0-	-0-
<u>COURT-RELATED TOTAL</u>	84,038	2,411 <sup>7</sup>		1,380	-0-
<u>Unoccupied</u>	--	4,117 (C-21) <sup>8</sup> 10,000 (C-10)		--	--
<u>TOTAL ALL SPACE</u>	<u>264,209</u>	<u>34,440<sup>9</sup></u>		<u>4,017</u>	<u>1,920</u>

<sup>1</sup>Unused or underutilized areas within currently assigned space. Assumes C-19 design will prove workable.

<sup>2</sup>This figure includes the 10,900 square feet on C-19 which has been assigned to the district court upon completion of construction of four courtrooms and ancillary spaces.

<sup>3</sup>The 704 square feet assigned to the tax court on C-15 is considered as internal expansion space because of its current low level of utilization (25% average utilization).

<sup>4</sup>512 square feet on C-14 currently serves as the judges' conference room. This area is frequently used and should be converted to chambers/office space only under conditions of extreme space shortage.

<sup>5</sup>It is recommended that this space be reassigned from municipal court to probate court on C-3. Space for the municipal judge displaced by this reassignment should be found on other municipal court judicial floors or space made available as a result of the 19-C construction project.

<sup>6</sup>This figure is based on internal expansion remaining after replanning county attorney space on C-3, C-20, C-21 and A-20. See Section IX.

<sup>7</sup>Excludes internal expansion space of county law library.

<sup>8</sup>This figure is based on effective expansion space available on A-20 after replanning county attorney space as noted above.

<sup>9</sup>Excludes internal expansion space of county law library.

## SECTION VIII.

### ANALYSIS OF FUTURE COURT AND COURT-RELATED SPACE NEEDS

#### Introduction

To accomplish the final objective of this project, a long range planning study for the district, municipal and probate courts was initiated in an attempt to estimate future court space requirements. Although beyond the scope of this project, a similar, though much less intensive, review of public defender, county attorney and court services projected space needs also was undertaken.

The study team's work in this area resulted in the development of three court space planning products: 1) court system workload projections which indicate probable areas of significant future growth, 2) a court space planning model which identifies system-wide facilities impacts of increased judicial resources, and 3) court space design guidelines which provide recommended standards for the type, number, size and relationship of courtroom and ancillary areas as additional judicial space is required in the future. Each of these planning elements is discussed below.

#### Workload Projections

As a first element in this long-range space planning effort, it was necessary to develop estimates of probable

future court system workloads. The study team gathered and analyzed all available historical workload data on court system operations. Estimates of workload for a 20-year period were calculated primarily through the correlation of historical caseload data, Hennepin County population projections, and discernible national trends. Preliminary projections were reviewed with court system representatives and revised several times as a result of these discussions and as 1978 workload information became available. The revised estimates are presented in Table 8 on the following page.

It should be noted that the insufficiency of historical data renders it impossible to estimate a degree of confidence in the accuracy of these projections. In many instances, only five or six years of historical workload statistics were available. As a general rule, one year of historical data is necessary for each year to be projected. Moreover, there have been many changes in the method of reporting workload over the the years which make meaningful and accurate comparisons extremely difficult.

Nevertheless, with this caveat, the importance of projected workload levels to long-range space planning demanded that an effort be made at least to predict the areas of expected major growth in the future and, where possible, to estimate the extent of the anticipated increase.

TABLE 8

**HENNEPIN COUNTY COURT SYSTEM CASELOAD PROJECTIONS  
1978-1998**

	1964	65	66	67	68	69	70	71	72	73	74	75	76	77	78	83	88	98	Percent Change 1978-1998
<b><u>DISTRICT COURT</u><sup>1</sup></b>																			
Criminal Filings	622	627	677	731	879	1084	1424	1725	1771	2268	1927 <sup>2</sup>	2150	2369	2751	2626	2899	3077	3717	42%
Criminal Dispositions	574	572	572	672	885	1059	1408	1717	1789	2211	1919 <sup>2</sup>	2067	2280	2746	2554	2685	2945	3630	39%
<b><u>FAMILY COURT</u></b>																			
Number of Contested Cases										836	724	873	912	872	824	972	1035	1162	41%
<b><u>PROBATE COURT</u><sup>1</sup></b>																			
Commitment Petitions Filed							661	702	807	790	789	970	1110	1319	1344	1701	2125	2975	121%
Number of Commitment Hearings									753	775	750	882	1007	1212	1195	1577	1969	2757	131%
Number of Commitment Rehearings											127	131	184	202	235	310	387	532	126%
District Court Orders for Competency Determinations											10	39	50	55		60	60	60	3%
<b><u>MUNICIPAL COURT</u><sup>1</sup></b>																			
Preliminary Hearings									2184	2377	2200	1199	85	93	54	35	0	0	-
Criminal Court Trials									849	925	629	307	305	207	90	105	175	175	22%
Criminal Jury Demands									107	345	290	1202	2207	2565	2470	2532	2595	3109	33%
Criminal Jury Trials									11	4	9	13	71	67	80	92	112	137	71%
Traffic Court Trials									1338	987	511	591	693	630	588	600	600	600	2%
Traffic Jury Demands									1528	2258	2640	2551	2659	2635	2406	2690	2700	2700	12%
Traffic Jury Trials									98	39	12	29	26	24	35	40	40	40	14%
Unlawful Detainers									2775	3548	5203	6044	7188	8658	9969	12723	16084	19606	97%

<sup>1</sup>Other case type historical data proved too erratic for projection purposes.

<sup>2</sup>Decrease in this year believed to be caused by a change in the method of statistical reporting.

### 1. Courts

The court system projections presented above show only two areas of major increase expected over the next 20-year period. These include probate court commitment cases (121%) and unlawful detainer actions in municipal court (97%).

Should the number of commitment proceedings in probate court increase as projected and occur in conjunction with changes in law and procedure requiring more lengthy and complex proceedings, it is estimated that an additional space for two probate judges/referees and seven support staff would be required to process the increased workload over the projected period.<sup>1</sup>

Although the increase in unlawful detainer cases is projected to be substantial, the nature of the type of case is such as to require a relatively small expenditure of judicial time for each disposition. The current caseload is handled by one judge on a 40% full-time equivalent basis. Thus, even the projected substantial increase in this case type should result in a negligible impact on judicial space requirements. Moreover, while it is estimated that space for some additional support personnel will be required to handle the expected increased workload, planned improvements in

---

<sup>1</sup>The estimate of support staff presumes probate court assumption of the scheduling function now performed by county attorney staff. This figure includes two court reporters and five deputy clerks (in addition to existing county attorney staff performing probate court work).

computerized case processing methods should tend to minimize those additional space needs.

In contrast, workload projections for criminal cases in both district and municipal court show only a gradual increase over the 20-year period. These projections were based primarily on the correlation between criminal caseload and both juvenile and overall population projections.

It is generally recognized that a majority of criminal offenses are committed by individuals between the ages of 15 and 24. Since 1975, this age group has been declining as a percentage of the total population of Hennepin County, and is projected to continue to decline relative to the total population through the year 2000. In 1975, the 15 to 24 year old age group constituted 19% of the total population of the county. By 1990, it is projected that the same age group will represent only 14.1% of the total population, and will rise to a high of 14.9% by the year 2000, still well below the 1975 percentage. The total county population is expected to increase less than 2% in the next 20 years. Thus, in actual numbers, it is estimated that there will be 30,000 fewer persons in the 15 to 24 year old age group in the year 2000 than there are today.

The prediction that the rapidly rising criminal caseloads witnessed over the last decade will begin to level off appears to be supported both by local experience and national trends. During the 13-year period from 1964 to 1977, Hennepin County



experienced substantial annual increases in criminal caseloads. In 1978, for the first time since court workload statistics have been kept, decreases in the number of criminal filings in both district and municipal court were experienced. Although the decrease of approximately 5% was not substantial, it appears to coincide with the reduced 15 to 24 year old population. This projection is further supported by the 3% reduction in the nation-wide crime rate in 1977 which also has been attributed to the general decline in the juvenile population.<sup>2</sup>

As indicated in Table 8, however, a slight annual increase is projected over the next 20-year period to account for legislative creation of new crimes and for improvements in law enforcement crime detection which are anticipated in the future. In addition, although the implementation of the Determinant Sentencing Act will not affect the number of case filings, it is expected to result in at least some increase in the number of cases going to trial and in the number of pre-trial and post-adjudication hearings per case.

In recent years, there has been a leveling off, and in some cases a general decline, in civil caseloads. The district court civil caseload has decreased approximately 10% over the last four years due in part to the enactment of no fault insurance. The number of probate court formal estate

---

<sup>2</sup> Although nationwide crime rates increased by 1% in 1978, a 1% decline was reported for north central states. In addition, no change in the crime rate was reported for cities with populations over 50,000.

filings has declined by 28% since 1972, with a significant drop occurring subsequent to the 1976 implementation of the Uniform Probate Code. Guardianship filings also are down by 6% from the peak year in 1972. In municipal court, general civil division caseloads have remained constant in recent years. However, in 1978 both the number of civil filings and civil court trials decreased by 9%. A 15% decrease in civil jury trials was experienced and a reduction in court jury trial backlog occurred last year as well.

In contrast, municipal court conciliation filings have increased gradually in recent years, but experienced an 8.8% increase in 1978. The number of conciliation filings primarily is a function of general economic conditions which are impossible to predict. However, it is expected that staffing reallocation and improvements in computerized case processing methods likely can absorb at least some increases should they occur in the future.

Finally, the projections shown in Table 8 indicate a gradual annual increase in family division caseloads over the next 20 year period. Although family court experienced a 5½% decrease in the number of contested cases filed last year, the volume of case filings has remained relatively constant over the last six years. Since Hennepin County population projections estimate only a 2% increase over the next 20 year period, family court caseloads should be expected to remain stable in the future. However, a 41% increase is projected to account

for 1) the expected increase in custody contests as changes occur in attitudes towards fathers as custodial parents and 2) the possible extension of family law to encompass rights and obligations arising out of non-married and same sex relationships.

In conclusion, absent major changes in law or economic conditions, the project team's best estimate is that overall court workload should experience only gradual increases in the future. Although significant growth is expected at least in commitment and unlawful detainer areas, and perhaps in conciliation cases as well, this increase should partially be offset by apparent decreases in other case type areas. Additional space will be required for support staff in these areas. However, total space requirements for the district, municipal and probate courts should not increase substantially over their present allocation.<sup>3</sup>

## 2. Court Services

Since the workload of the Department of Court Services is directly dependent upon court criminal and family division caseloads, only gradual future increases are estimated.

---

<sup>3</sup>Present allocation includes the approved assignment of C-19 to district court and all currently occupied floors. This projection also presumes full utilization of areas assigned to courts which are currently unused or underutilized. See discussion of long-range space solutions contained in Section IX of this report.

As is shown in Table 9 on the following page, past increases in district court services workload have virtually paralleled increases in district court filings. Thus, in accordance with district criminal caseload projections, it is expected that only moderate additional space needs will be required by this unit in the future.

The overall workload of municipal court services has remained fairly constant over the last four years. However, as the general population has migrated from Minneapolis to the suburbs, so has the misdemeanor and traffic caseload. As a result of this shift in caseload, some municipal court services personnel have been assigned from the Government Center to suburban court locations. No change in this trend is anticipated in the future, and no significant additional space needs should be required in the Government Center absent new programs or changes in law or procedures.

The workload of the domestic division of court services parallels the family court caseload. Consequently, only gradual increases over the next 20-year period are expected in the workload of the domestic division and in associated space needs.

#### County Attorney

As is noted in Table 10 on page 130, with the exception of the mental commitment and economic crime sections, the workload of the county attorney's office has remained fairly constant in recent years. Court system projections

TABLE 9

DEPARTMENT OF COURT SERVICES  
WORKLOAD ANALYSIS

YEAR	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978 <sup>1</sup>	Last 4-year % Inc/ (Dec.)
<b>District Court</b>												
Caseload	725	925	1210	1711	1807	1779	1913	1857	1938	2104	2400	29%
Number of investigations	724	760	810	885	920	1042	1293	1238	1328	1498	1611	30%
<b>Municipal Court</b>												
Downtown Traffic								2732	2595	2494	2192	(20%)
Suburban Traffic								3046	4046 <sup>2</sup>	3371	3491	15%
Downtown Criminal								2079	1926 <sup>2</sup>	1745	1801	(13%)
Suburban Criminal								1663	1928 <sup>2</sup>	1773	1908	15%
<b>Domestic Division (Families Served)</b>												
Custody Mediation/Studies and other family eval- uations			252	252	313	286	331	333	375	360	433	30%
Visitation Services			311	469	573	657	795	866	905	969	978	13%
Counseling			705	750	775	717	633	621	630	577	509	(18%)
Court Referred Chemical Dependency Evaluations								77	45	17	*	(78%)
Financial Investigations			202	261	334	312	211	82	60	32	*	(61%)
Probation			543	339	302	292	117	46	26	27	*	(41%)
Divorce Experience Program (estimated attendance)								500	800	800	800	60%

\*\*Statistics not available.

<sup>1</sup>Increase due in part to legislation mandating pre-sentence investigations in all cases.<sup>2</sup>High caseload volume in this year caused by the existence of the federally funded Alcohol Safety Action Program (ASAP) which is no longer in operation.

TABLE 10  
COUNTY ATTORNEY  
WORKLOAD SUMMARY

TYPE OF WORK \ YEAR	1971	1972	1973	1974	1975	1976	1977	1978
<u>PROSECUTION-FELONY</u>								
<u>Criminal</u>								
Cases Issued	3,403	3,800	2,830	2,882	2,614	2,831	3,023	
Municipal Court Appearances	2,289	2,300	3,000	*	2,586	235	221	*
District Court Appearances	247	300	2,116	17,292	15,845	17,225	18,790	
Trials						131	150	
<u>Appellate</u>								
Number pending (appeals)	227	300	125	126	166	175	207	
Briefs, memos, petitions, writs, motions and research			91	95	103	115	128	*
Oral arguments			23	15	17	7	23	
Consultations (hours)			244	312	445	*	946	
<u>Economic Crime</u>								
Consumer complaints				1,385	3,214	6,098	6,742	
Crim. complaint issues				*	*	87	99	*
Invest. files opened				*	*	275	241	
<u>CHILD SUPPORT ENFORCEMENT</u>								
Family Court Appearances			5,100	12,288	6,843	6,119	6,133	
Uniform Receip. Support				1,127	1,533	*	1,369	*
Divorce contempt				1,043	972	*	1,342	
Welfare contempt				907	667	*	955	
<u>LEGAL COUNSEL</u>						5,386	4,536	4,471
<u>PATIENT EVALUATION/COMMITMENT</u>								
Petitions filed	702	807	790	786	970	1,110	1,319	1,344
Committed	422	531	475	522	609	669	823	717
Continued	204	148	227	227	393	461	583	*
Dismissed	76	128	67	37	47	37	36	51
Hearings				887	1,013	1,155	1,403	1,353

\* Statistics not available.

which were presented earlier in this section, indicate that felony and gross misdemeanor prosecution should increase only gradually in the future. However, the implementation of the Determinate Sentencing Act and possible increased assumption of misdemeanor prosecution in the future could result in a greater impact on county attorney workload than is currently predicted.

In contrast, the court system projections indicate a substantial increase in mental commitment activity and associated increases in personnel and space requirements should be anticipated. In addition, recent increases in the workload levels of the economic crime division have been substantial. Thus, it is the study team's judgment that additional space requirements for these sections may be needed in the future. Consequently, long range space planning should provide flexibility for responding to these anticipated additional needs.

#### Public Defender

The felony caseload of the office of the public defender appears to have remained relatively stable over the past seven years, as shown in Table 11 on the following page. It is expected that future public defender workload levels will essentially parallel those described above in connection with the district court criminal caseload and the felony division workload of the county attorney's office. Consequently,

TABLE 11  
PUBLIC DEFENDER  
WORKLOAD SUMMARY

TYPE OF WORK \ YEAR	1971	1972	1973	1974	1975	1976	1977	1978
<u>FELONY</u>								
Cases Opened (Defendants accepted)	1,938	1,259	*	1,166	1,078	1,581	1,734	*
Trials	*	26	*	*	*	*	65	49
<u>MISDEMEANOR</u>								
Defendants Interviewed (cases)	3,001	4,847	4,968	*	6,827	6,992	7,606	*
Accepted	2,300	3,852	*	*	6,083	6,435	7,235	*
Rejected	701	995	*	*	744	557	371	*
Trials Demanded	*	*	702	*	2,704	2,713	2,368	*
Trials	966	713	432	*	164	95	79	*

\*Statistics not available.



gradual increases (with the possible exception of workload impact as a result of the Determinant Sentencing Act) should be expected. In contrast, the misdemeanor workload of the public defender's office has increased significantly in recent years. However, as noted above, the misdemeanor caseload can be expected to shift to suburban locations, thus minimizing the space impacts in the Government Center.

#### Space Planning Model

The areas of anticipated increase, the extent of workload growth, and the resulting expected increase in personnel and space requirements, where identified above, must be considered as "ball park" estimates at best. The available historical data are an insufficient and, in some cases, an unreliable basis for developing long-range workload projections. Moreover, the timing and space impact of the anticipated future system changes discussed in Section V are virtually impossible to predict at the present time. Consequently, it was the study team's judgment that the County's planning efforts would best be served by the development of a second space planning component which would focus on the facilities impact of increasing the level of judicial resources, once that decision has been made, rather than focusing on unreliable predictions of workload growth.

To accomplish this, a space planning model was developed which keyed future space requirements to the increase in the number of courtrooms. Thus, as court system workload justifies increased courtrooms, associated space requirements for the support functions of court administration, court services, county attorney, public defender and welfare can be identified and included in a deliberate plan for the allocation of required space within the Government Center. Moreover, this model should assist county and court system planners to predict in advance the point at which the building will reach its capacity to house additional court and court-related functions, to prioritize the continued location of agencies in the Government Center on the basis of operational relationship needs and, as building capacity is reached, to take steps to provide alternative office space for those operations not deemed to be critically dependent on one or more integral components of the court system.

As a first step in developing the court space planning model, the study team identified current staffing levels and existing space allocations of all court support functions located in the Government Center.<sup>4</sup> As is indicated in

---

<sup>4</sup>As noted in Section VII earlier in this report, current space assignments compared favorably with proposed court space standards for virtually all court support agencies. For ease of computation, existing space allocations presented in this table were based on the proposed space standard for varying personnel categories.

Table 12 on the following page, both the staffing ratios and current space allocations in support of existing courtrooms vary widely based on case type. For example, currently there are 24 support personnel (court administration, county attorney, public defender and court services), occupying 3,791 square feet in the Government Center, for every district courtroom dedicated to processing criminal cases. In contrast, each district civil courtroom is supported by an average of only four county employees occupying 368 square feet. Thus, for space planning purposes, the impact of adding additional courtrooms as a result of increases in the criminal caseload will be significantly greater than the addition of a district courtroom to accommodate increases in civil filings.

This analysis however, has two serious drawbacks:

- 1) it assumes that current court and court-related support staff are operating at maximum levels of productivity and
- 2) it assumes that a district correlation between the increased need for courtrooms and increased workload in other support functions exist.

Productivity measurement of the 65 justice system components and the over 700 judicial and court-support personnel was well beyond the scope of this project. Thus, although informal discussions with various court system representatives revealed a perception that at least some court support components have the capacity to absorb an increased workload of 10-15% within existing levels of

TABLE 12  
CURRENT SUPPORT PERSONNEL AND SPACE REQUIREMENTS PER COURTROOM TYPE

DISTRICT COURT

COURTROOM TYPE	NUMBER COURTROOMS <sup>1</sup>	NUMBER STAFF <sup>2</sup>	RATIO/STAFF COURTROOM	SPACE/ADDITIONAL COURTROOM <sup>3</sup>
CRIMINAL	6	142	24:1	3,791
CIVIL	14	55	4:1	368
FAMILY	5	120	24:1	2,762
TOTAL	25	317	---	---

MUNICIPAL COURT

COURTROOM TYPE	NUMBER COURTROOMS <sup>1</sup>	NUMBER STAFF <sup>2</sup>	RATIO/STAFF COURTROOM	SPACE/ADDITIONAL COURTROOM <sup>3</sup>
CRIMINAL & TRAFFIC	8	113	14:1	1,836
CIVIL	6	37	6:1	544
CONCILIATION	3	10	4:1	134
TOTAL	17	160	---	---

PROBATE COURT

COURTROOM TYPE	NUMBER COURTROOMS <sup>1</sup>	NUMBER STAFF <sup>2</sup>	RATIO/STAFF COURTROOM	SPACE/ADDITIONAL COURTROOM <sup>3</sup>
ESTATE/GUARDIANSHIP	3	29	10:1	724
COMMITMENT	1	30	30:1	3,524

<sup>1</sup>Number of existing courtrooms dedicated to case types was based on data obtained during the four week courtroom utilization survey (October-November, 1978).

<sup>2</sup>Excludes judges, referees, administrators and all court system personnel located outside the Government Center.

<sup>3</sup>This figure excludes space requirements for courtroom and ancillary spaces (i.e., judge's and/or referee's chambers, attorney/witness conference room and jury room).

staff, the study team was unable to verify these estimates.

In addition, it is clear that the need for additional courtrooms is neither the cause nor an advance predictor of increased workloads in many of the court support units. Rather, increased courtroom requirements are the effect of increased workloads in other parts of the system. For example, in the criminal area, which has the greatest impact on Government Center space requirements, court caseloads are a function in the first instance of police activity and secondly of the level of county attorney resources to screen and prosecute those charges. Nevertheless, front end increases in police and prosecutorial activity can be expected to reach the court within a sufficiently short time period (3-6 months) to use increased courtroom requirements as an indicator of space impacts throughout the system.

Despite the conceptual deficiencies described above, the court space planning model, which is presented on the following page and is predicated on existing staff to courtroom ratios, should serve as a useful tool in evaluating court facility needs in terms of system requirements rather than as individual, unrelated agency requests for additional space. This planning model, however, should be considered only as a guide requiring refinement as data are gathered in the future which will enable court and county planners to establish more precise standards for staffing patterns as a function of workload levels and types.

## COURT SYSTEM SPACE REQUIREMENTS WITH INCREASE IN NUMBER OF COURTROOMS

TABLE 13

COURT TYPE		No. Existing Courtrooms	CUMULATIVE SPACE REQUIREMENTS WITH INCREASE IN NUMBER OF COURTROOMS <sup>2</sup>															
		6	7	8	9	10	11	12										
<u>DISTRICT-CRIMINAL</u>																		
Court			1200	2400	3600	4800	6000	7200										
Courtroom			384	768	1152	1536	1920	2304										
Chambers			160	320	480	640	800	960										
Court Reporter			48	96	144	192	240	288										
Law Clerk			--	500	500	1000	1000	1500										
Jury Room			130	260	390	520	650	780										
Attorney Conf. Room			115	230	345	460	575	690										
Administration			1405	2810	4215	5620	7025	8430										
County Attorney			660	1320	1980	2640	3300	3960										
Public Defender			1165	2330	3495	4660	5825	6990										
Court Services			5267	11007	16301	22068	27335	33102										
TOTAL																		
<u>DISTRICT-CIVIL</u>		14	15	16	17	18	19	20	21	22	23	24	25	26	27	28		
Court			1200	2400	3600	4800	6000	7200	8400	9600	10800	12000	13200	14400	15600	16800		
Courtroom			384	768	1152	1536	1920	2304	2688	3072	3456	3840	4224	4608	4992	5376		
Chambers			160	320	480	640	800	960	1120	1280	1440	1600	1760	1920	2080	2240		
Court Reporter			48	96	144	192	240	288	336	384	432	480	528	576	624	672		
Law Clerk			--	500	500	1000	1000	1500	1500	2000	2000	2500	2500	3000	3000	3500		
Jury Room			130	260	345	520	650	780	910	1040	1170	1300	1430	1560	1690	1820		
Attorney Conf. Room			165	330	495	660	825	990	1155	1320	1485	1650	1815	1980	2145	2310		
Administration			2087	4674	8716	9348	11435	14022	16109	18696	20783	23370	25457	28044	30131	32718		
TOTAL																		
<u>DISTRICT-FAMILY</u>		5	6	7	8	9	10	11	12	13	14	15						
Court			1200	2400	3600	4800	6000	7200	8400	9600	10800	12000						
Courtroom			384	768	1152	1536	1920	2304	2688	3072	3456	3840						
Chambers			160	320	480	640	800	960	1120	1280	1440	1600						
Court Reporter			48	96	144	192	240	288	336	384	432	480						
Law Clerk			130	260	390	520	650	780	910	1040	1170	1300						
Attorney Conf. Room			215	430	645	860	1075	1290	1505	1720	1935	2150						
Administration			250	500	750	1000	1250	1500	1750	2000	2250	2500						
County Attorney			725	1450	2175	2900	3625	4350	5075	5800	6525	7250						
Court Services			1455	2910	4365	5820	7275	8730	10185	11640	13095	14550						
Human Services			3367	6734	10101	13468	16835	20202	23569	26936	30303	33670						
TOTAL																		
<u>MUNICIPAL-CRIMINAL/TRAFFIC</u>		8	9	10	11	12	13	14	15	16	17							
Court			1200	2400	3600	4800	6000	7200	8400	9600	10800							
Courtroom			384	768	1152	1536	1920	2304	2688	3072	3456							
Chambers			160	320	480	640	800	960	1120	1280	1440							
Court Reporter			--	500	500	1000	1000	1500	1500	2000	2000							
Jury Room			130	260	390	520	650	780	910	1040	1170							
Attorney Conf. Room			265	530	795	1060	1325	1590	1855	2120	2385							
Administration			160	320	480	640	800	960	1120	1280	1440							
City Attorney			560	1120	1680	2240	2800	3360	3920	4480	5040							
Public Defender			670	1340	2010	2680	3350	4020	4690	5360	6030							
Court Services			3529	7558	10787	15116	18645	22674	26203	30232	33761							
TOTAL																		
<u>MUNICIPAL-CIVIL</u>		9	10	11	12	13	14	15	16	17	18	19	20	21	22			
Court			1200	2400	3600	4800	6000	7200	8400	9600	10800	12000	13200	14400	15600			
Courtroom			384	768	1152	1536	1920	2304	2688	3072	3456	3840	4224	4608	4992			
Chambers			160	320	480	640	800	960	1120	1280	1440	1600	1760	1920	2080			
Court Reporter			--	500	500	1000	1000	1500	1500	2000	2000	2500	2500	3000	3000			
Jury Room			130	260	390	520	650	780	910	1040	1170	1300	1430	1560	1690			
Attorney Conf. Room			452	904	1356	1808	2260	2712	3164	3616	4068	4520	4972	5424	5876			
Administration			2352	5152	7478	10304	12630	15456	17782	20608	22934	25760	28086	30912	33241			
TOTAL																		
<u>PROBATE-ESTATE/GUARD</u>		3	4	5	6	7	8	9	10	11	12	13	14	15	16			
Court			1200	2400	3600	4800	6000	7200	8400	9600	10800	12000	13200	14400	15600			
Courtroom			384	768	1152	1536	1920	2304	2688	3072	3456	3840	4224	4608	4992			
Chambers			160	320	480	640	800	960	1120	1280	1440	1600	1760	1920	2080			
Court Reporter			500	500	500	500	1000	1000	1000	1000	1500	1500	1500	1500	2000			
Jury Room			130	130	130	130	260	260	260	260	390	390	390	390	520			
Attorney Conf. Room			615	1230	1845	2460	3075	3690	4305	4920	5535	6150	6765	7380	7995			
Administration			2989	5348	7707	10066	13055	15414	17773	20132	23121	25480	27839	30198	33187			
TOTAL																		
<u>PROBATE-COMMITMENT</u>		0	1	2	3	4	5	6										
Court			1200	2400	3600	4800	6000	7200										
Courtroom			384	768	1152	1536	1920	2304										
Chambers			160	320	480	640	800	960										
Court Reporter			130	130	130	130	260	260										
Attorney Conf. Room			240	480	720	960	1200	1440										
Administration			1204	2408	3612	4816	6020	7224										
County Attorney			2160	4320	6480	8640	10800	12960										
Human Services			5478	10826	16174	21522	27000	32348										
TOTAL																		

Indicates Building Capacity Reached

<sup>1</sup>These figures do not include the tax courtroom (located on C-15) which presently is not being used by district, municipal or probate courts.

<sup>2</sup>34,400 square feet currently available in the Government Center for court and court-related agency expansion. This figure includes current internal expansion space (unused or underutilized) and unoccupied Courts Tower floors.

### Court Space Design Guidelines

To further assist court and county officials in their efforts to insure continuing adequacy of court facilities through optimal efficiency in the use of scarce space within the Government Center, the project team developed a set of design guidelines as a final court space planning product. Although space standards for individual work stations and special function areas were developed early in the project,<sup>5</sup> it was the study team's judgment that more specific space planning treatment of the numbers, types, sizes and relationships of courtroom and ancillary spaces was necessary. This conclusion was based on the finding that 77% (138,000 square feet) of the total space assigned to Hennepin County courts is dedicated to the judicial function and that 87% of the total internal expansion space identified in Section VII for courts is located on judicial floors.

The proposed design guidelines represent the culmination of the project team's understanding of 1) the functions, frequency and level of use, and operational relationships of the several component spaces necessary for judicial operations and 2) the anticipated areas of future courts space shortage in the Government Center. The design guidelines were based primarily on empirical data gathered on the current level of

---

<sup>5</sup>See Section VI of this report.

courtroom and jury room use throughout the Government Center, but also on responses of district court judges to questionnaires concerning judicial function space needs; informal discussions with judges, administrators, and personnel of all courts; and the study team's observation and independent evaluation of court operations. These guidelines resolve the major deficiencies in judicial space design identified earlier in this report including:

1. Shortage of chambers space in relationship to courtroom availability;
2. Inappropriate jury deliberation room to courtroom ratio in district court (currently 1:1);
3. Oversized center district courtrooms;
4. Inadequate jury deliberation room size;
5. Oversized judicial chambers; and
6. Inadequate provision for law clerk space.

Based on the above information, the study team worked with Mr. Loren Hoseck,<sup>6</sup> architect for the C-19 construction project which is now in progress, to develop a proposed space program for the optimal use of judicial space within the existing design constraints of the building. The space program produced as a result of these efforts is set forth below:

---

<sup>6</sup>Mr. Hoseck is President of Planning and Design, Inc.



TABLE 14  
PROPOSED JUDICIAL FLOOR SPACE PROGRAM

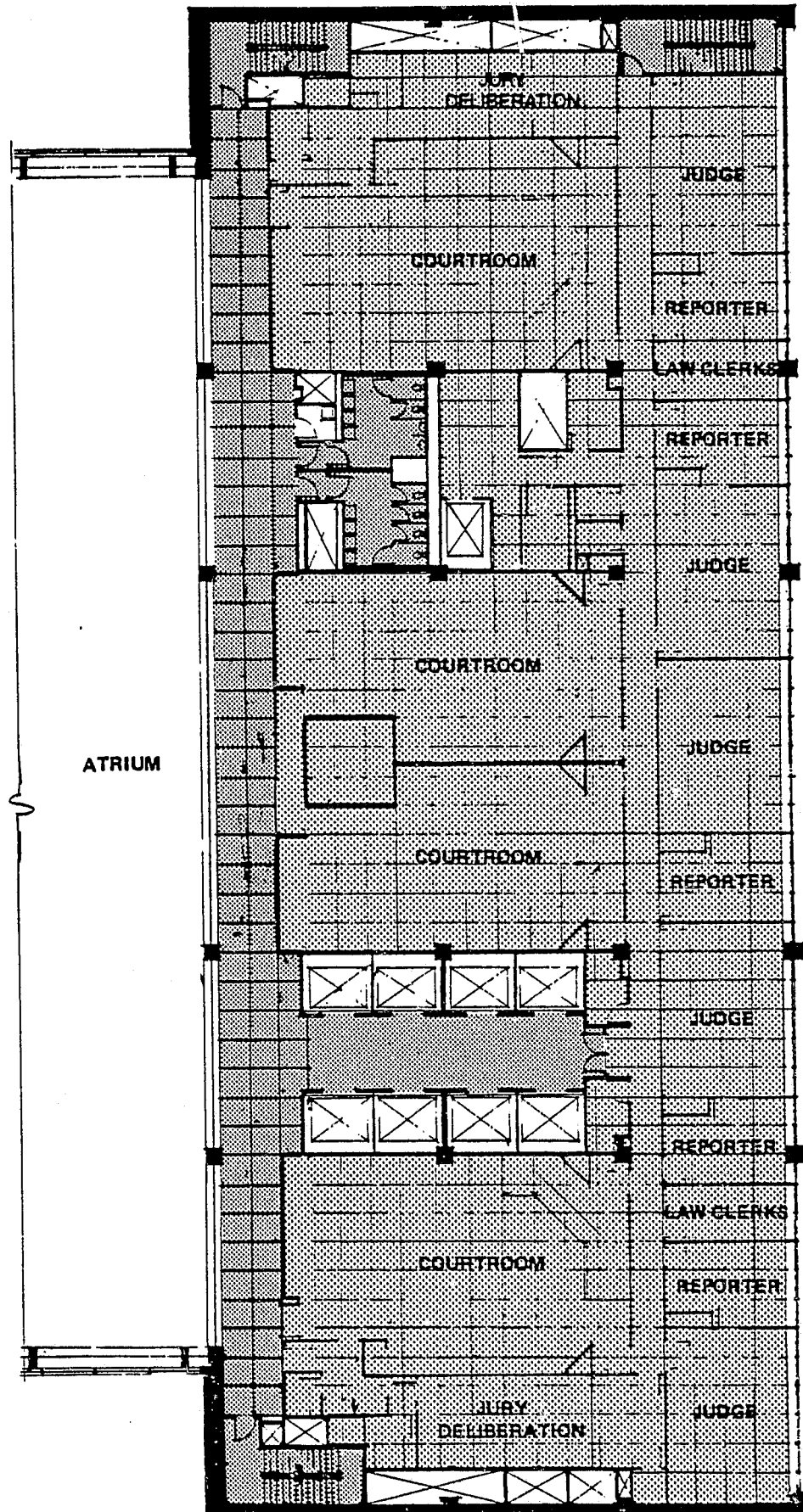
2 Courtroom @ 1400	2800
2 Courtroom @ 1180	2360
1 Jury Deliberation @ 560	560
1 Jury Deliberation @ 470	470
2 Atty./Witness Conf. @ 130	260
1 Atty./Witness Conf. @ 90	90
5 Chambers @ 395	1975
2 Law Clerk @ 96	800
- Storage and Services	192
- Circulation	508
	<u>980</u>
	10,995

Following review by the district court judges' facilities committee, this space program was translated into a detailed design solution for construction of courtrooms and ancillary spaces on C-19. The proposed layout, which is presented on the following page, was approved by a full bench meeting of district, municipal and probate judges.

It is the study team's recommendation that this space program be used as a design guideline to be applied to existing district court judicial floors as increases in judicial space needs occur in the future. It should be noted, however, that the design of the two center courtrooms is only marginally acceptable. Although the space assignment to each compares favorably with generally recognized courtroom standards, existing building constraints dictate width dimensions which are less than ideal. Consequently, these courtrooms will be of inadequate size for hearing some types of proceedings such as multi-party civil jury trials

FIGURE 17

C 19



and criminal trials involving multiple defendants. Nevertheless, it is the judgment of the project team that appropriate courtroom scheduling can substantially avoid operational disruption due to this design limitation.

The prospects for future creation of a single unified trial court bench lend further support to this conclusion.

Under a system which would eliminate jurisdictional distinctions among judges, there will exist total flexibility to assign the more complex proceedings (which now occur in district court and which cannot be accommodated by the proposed smaller center courtrooms) to any of the existing eight municipal courtrooms which are of sufficient size to accommodate multi-party trials. In that regard, the eventual application of the proposed four courtroom design to district court judicial floors not only would optimize the use of available space, but also would tend to standardize judicial floor space assignments and design throughout the Courts Tower.<sup>7</sup> Should a single trial court concept be adopted in Minnesota in the future, a standardized design for all Government Center judicial facilities would help to ease the problems of transition.

---

<sup>7</sup>The four courtroom/two jury room configuration of existing municipal court judicial floors closely conforms to the judicial floor design guidelines proposed above by the study team.

As indicated in Table 15 on the following page, by implementing the proposed design immediately on C-19 and eventually on floors C-14 to C-18 and the existing vacant Courts Tower floor (Now C-10), a net increase of 13 courtrooms and 21 chambers can be realized. If the proposed design proves workable on C-19, this potential for additional courtrooms and chambers should be adequate to meet all foreseeable future court space needs.

TABLE 15  
CUMULATIVE SUMMARY OF CURRENT AND PROJECTED NUMBERS  
OF COURTROOMS, HEARING ROOMS AND CHAMBER AREAS

AREA	CURRENT	PROJECTED				NET GAIN
		C-19	C-3/C-4	C-14 to C-18	Capacity	
Courtrooms	40 <sup>1</sup>	44	-	49	53 <sup>2</sup>	13
Chambers <sup>3</sup>	42	47	-	57	63 <sup>4</sup>	21
Hearing Rooms	5	-	7	-	10 <sup>5</sup>	5

<sup>1</sup>Four week courtroom utilization survey indicates that of the 40 existing courtrooms at least six municipal courtrooms currently are unused each day.

<sup>2</sup>Presumes ultimate use of one unoccupied Courts Tower floor (now C-10) for courtrooms and ancillary spaces and continued location of two courtrooms on C-3.

<sup>3</sup>Referee offices are not included in these figures. Currently there are eight referee offices; four each on C-4 and C-5.

<sup>4</sup>This figure includes a fifth chambers which could be created by remodeling existing office space on C-13.

<sup>5</sup>Presumes the eventual co-location of the county attorney mental health section from C-3 to A-20. This vacated space in combination with 1400 square feet located in the center section of C-3 (which will remain upon completion of the proposed probate court remodeling project) are sufficient to accomodate one small courtroom, three additional hearing rooms, and necessary administrative space.

## SECTION IX. FACILITY REMODELING RECOMMENDATIONS

This section presents schematic floor plans of the areas recommended to be remodeled. Each area is discussed generally in Section II and in detail in Section VII.

Cost estimates to implement the changes recommended below are included in Section X.

The five areas covered are:

- |                        |                     |
|------------------------|---------------------|
| 1. Jury Assembly       | Level A             |
| 2. Probate Court       | C-3 and C-4         |
| 3. County Attorney     | C-21, C-20 and A-20 |
| 4. Administration      | C-11, C-10, and C-8 |
| 5. Judicial Facilities | C-14 through C-18   |

In addition a general discussion of several possible long range expansion options outside the Government Center which were considered by the study team has been included for future space planning purposes.

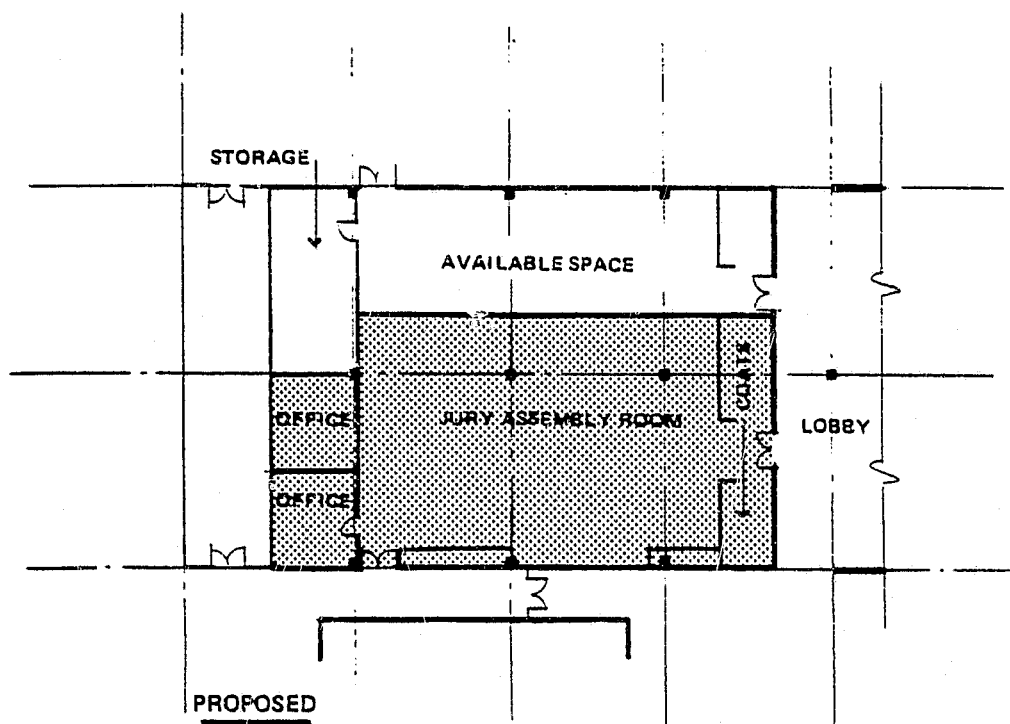
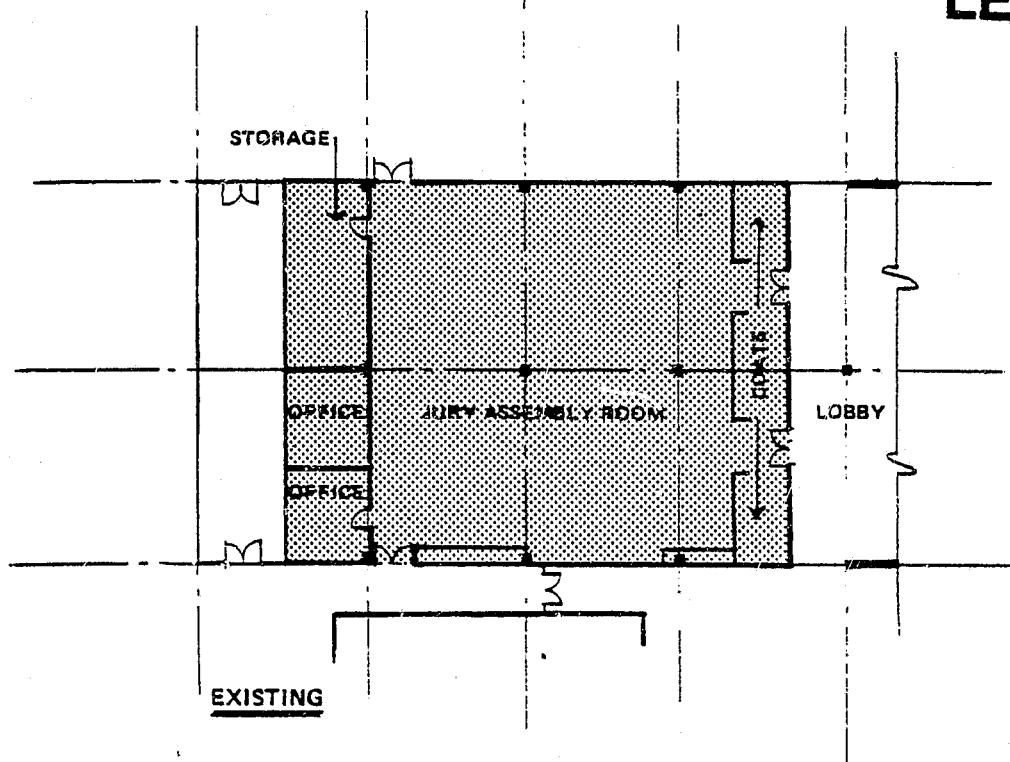
## GOVERNMENT CENTER RECOMMENDATIONS

### 1. Jury Assembly Room

The plan for this room is simply to reduce the area by separating the west portion as shown on the following page. The remaining space will function exactly as it does now, but with only one entrance from the public area. It is recommended that the area which is now used as a large storage/game room and located at the south end would be given over to non-court use along with the west area of the jury assembly room. Temperature control and lighting would be separated to serve the two areas independently. The lounge area would be 3,200 square feet, which is adequate for the maximum juror call now or in the future. The 300 square feet allocated to associated office space also would remain.

FIGURE 18

# LEVEL A





## 2. Probate Court

Probate court remodeling will take place on floors C-3 and C-4. The major effort will be on C-3, where the center courtroom will be remodeled initially to provide one hearing room similar to those located on C-5 and, in the future, two additional hearing rooms or one courtroom. The study team feels that the area identified on the proposed plan as "future expansion" should not be put to use immediately. It is anticipated that commitment law and procedure will experience substantial change in the near future which could have significant implications for probate court space needs. Consequently, because the nature of the needed space(s) is uncertain, this plan allows the needed flexibility to respond appropriately in support of future legislative or judicial action in this area.

Across the east side of C-3 are two referee chambers, one reporter's office, and a clerical office for probate court commitment workers. This design centralizes all probate court commitment functions on one floor, adjacent to the related mental health unit of the county attorney. The county attorney's area will be remodeled, using the demountable partition system now in place, to improve its current layout without adding area and to create a separate entrance from the public corridor rather than from the private court corridor as now exists. Finally, as the plan shows, the

probate court's microfilm function will occupy an area of 500 square feet near the stairs; a location which supports its close operating relationship with the C-4 probate court administration and records functions.

On C-4, the present microfilm work area will be remodeled into a hearing room and conference room. Additional remodeling across the east side will provide for better working relationships between the Judge, calendar clerk, secretary and reporter; and proper sized offices for the referee, reporter and deputy registrar functions. Spaces for the assignment of conference, jury deliberation, library and law clerk needs as shown on the plan currently exist.

No remodeling is needed in the administration area or the north courtroom. The feasibility of dividing the large courtroom to provide conference and jury deliberation rooms was explored and found to be not cost-effective because it would force nearly wholesale rebuilding of the courtroom.

The total square increase for probate court as a result of this proposal is 2,228 square feet to meet immediate increased space requirements. An additional 1,920 square feet on C-3 is identified for near term (2-5 year) expansion needs.

Plans for the proposed remodeling of C-3 and C-4 are presented as Figures 19 and 20 on the following pages.

FIGURE 10

C 3

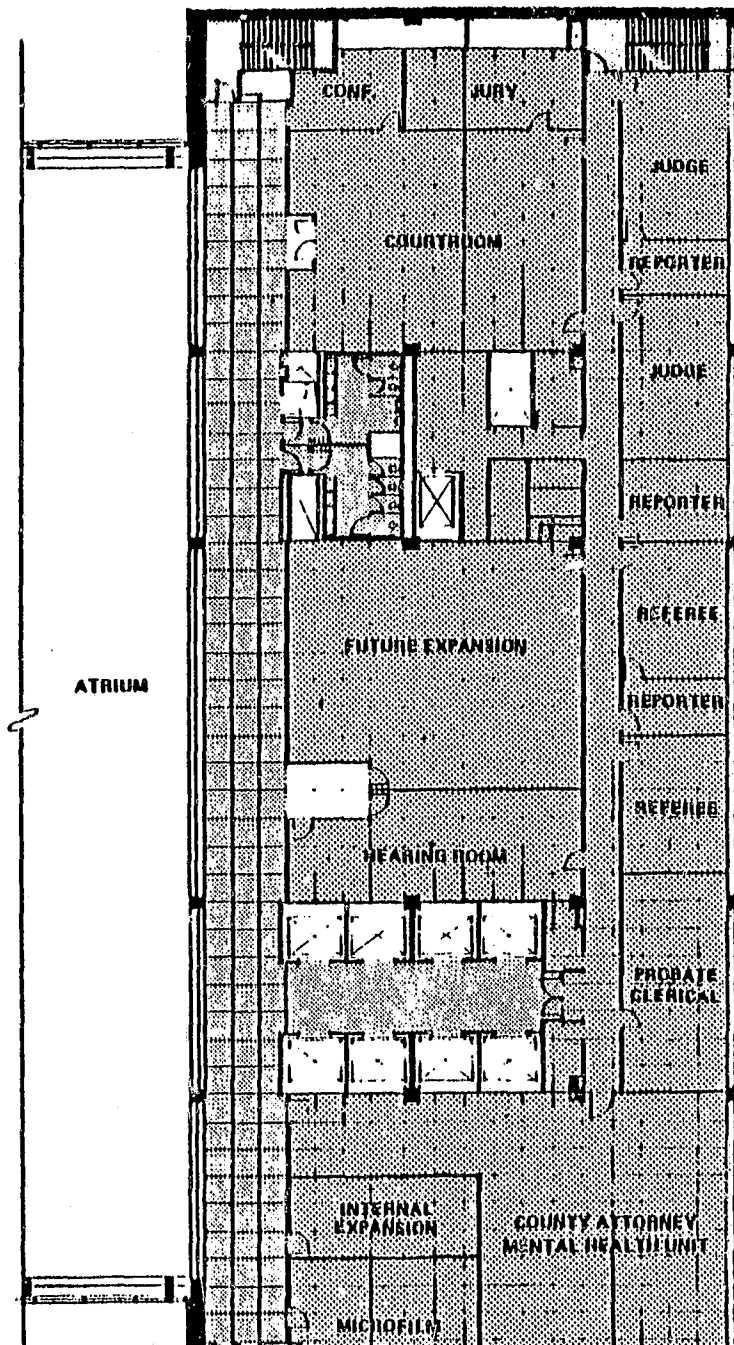
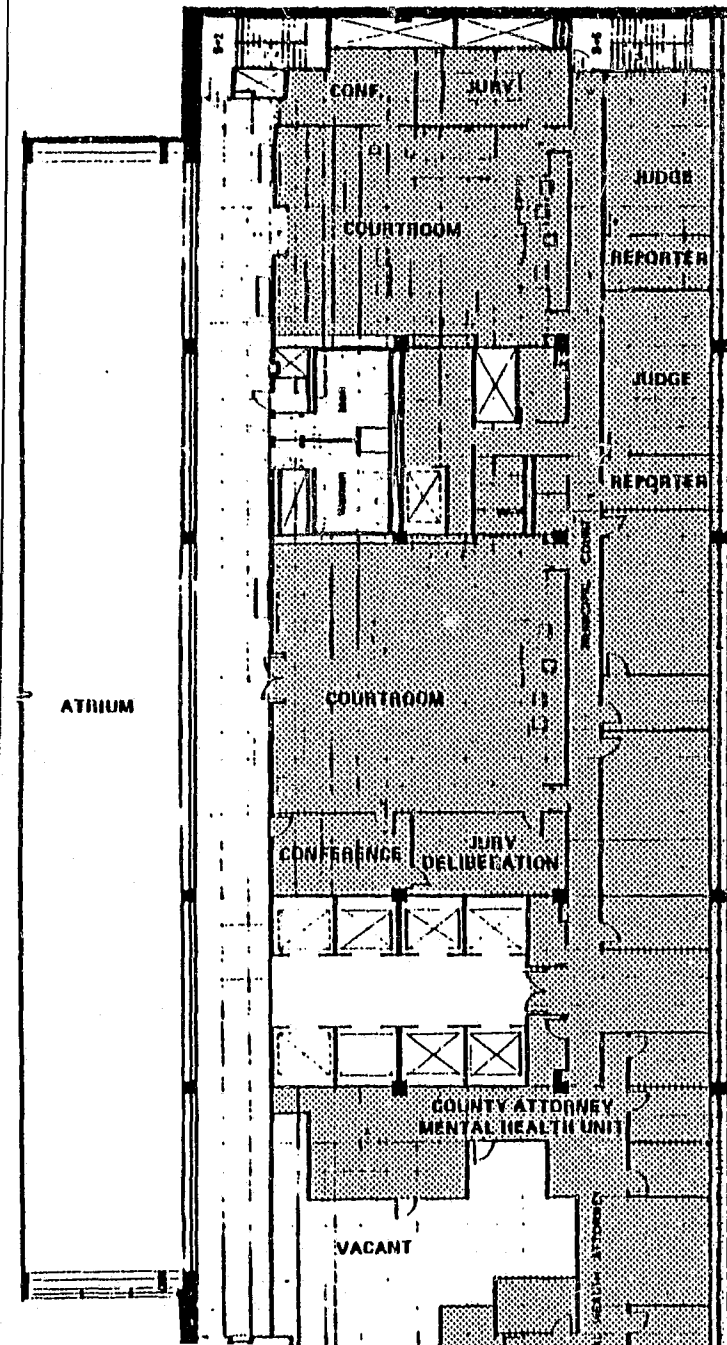
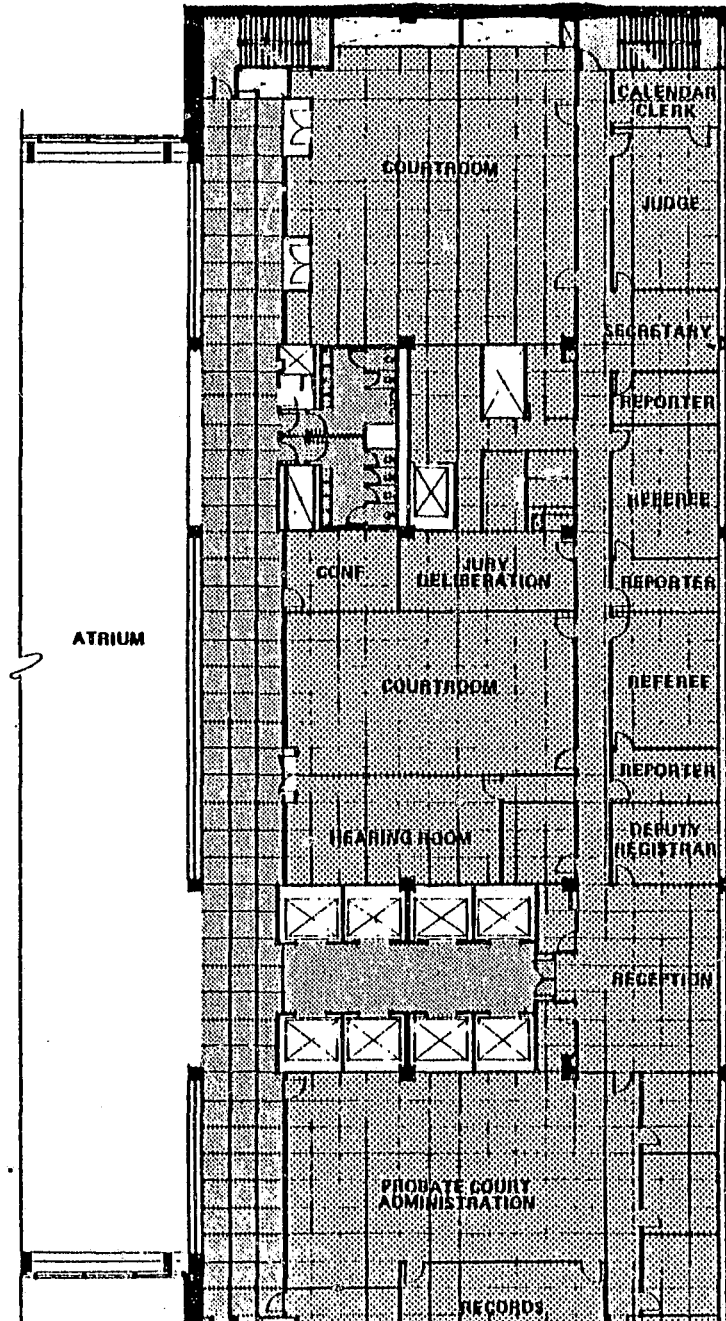
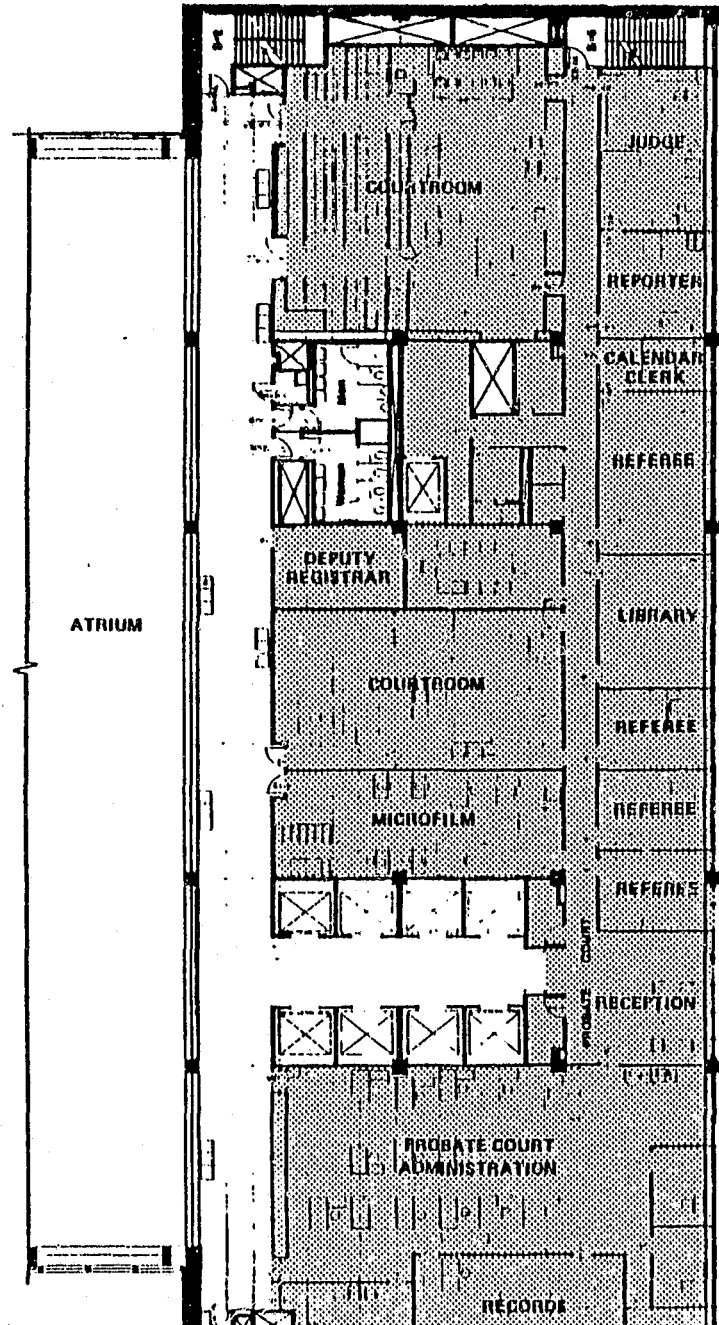


FIGURE 20

C



### 3. County Attorney

The county attorney remodeling proposal achieves three desirable results:

1. Expansion--an immediate need for 1,000 additional square feet plus some internal expansion space to allow incremental growth in the future without causing disruption.
2. Resolution of numerous dysfunctional floor layouts--these are discussed more fully in Section VII.
3. Better use of available space in the building and better relationships between county attorney units and other functions.

The net area increase is 2,010 square feet, and comes from the use of floor C-21 (+10,900 square feet) and the vacation of 8,890 square feet in the Administration Tower.

The floor plans which follow show that the criminal division is relocated to C-21 from A-20. The sexual assault and victim/witness programs will be colocated on C-21 with the criminal division. This rearrangement locates the criminal division in the same tower as the court and county law library.

On A-20, the civil division occupies the north portion of the floor, where the reduced library will provide its future expansion space. Since the civil division relates chiefly to county administration its continued occupancy of the Administration Tower is desirable. The vacated center area of A-20 provides space for the potential colocation of human services functions of the county attorney now

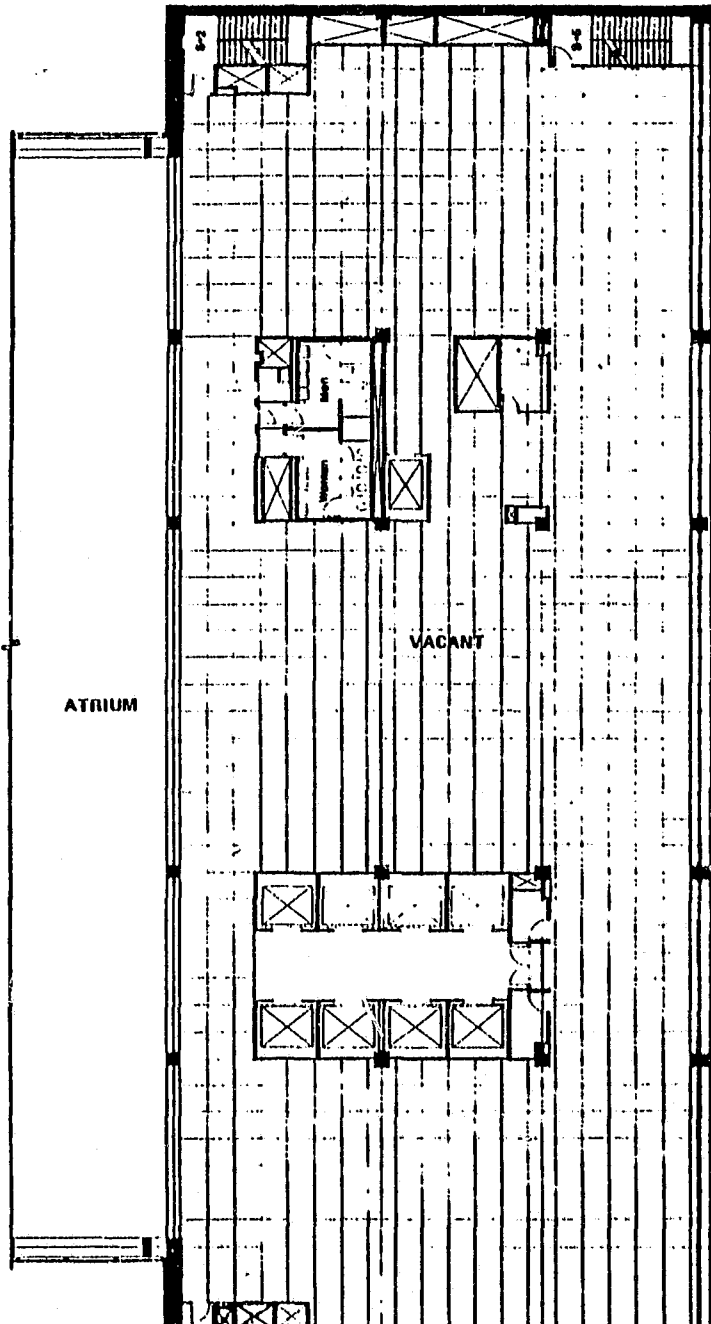
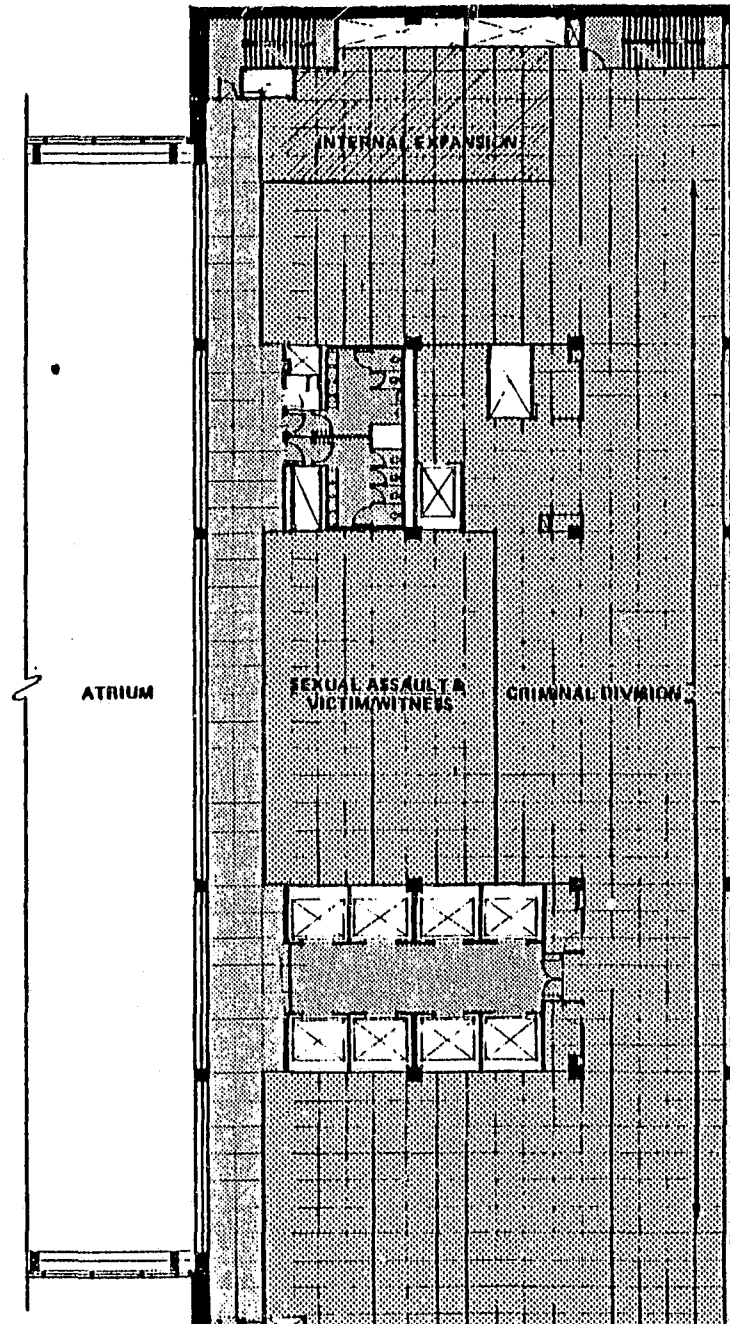


FIGURE 21

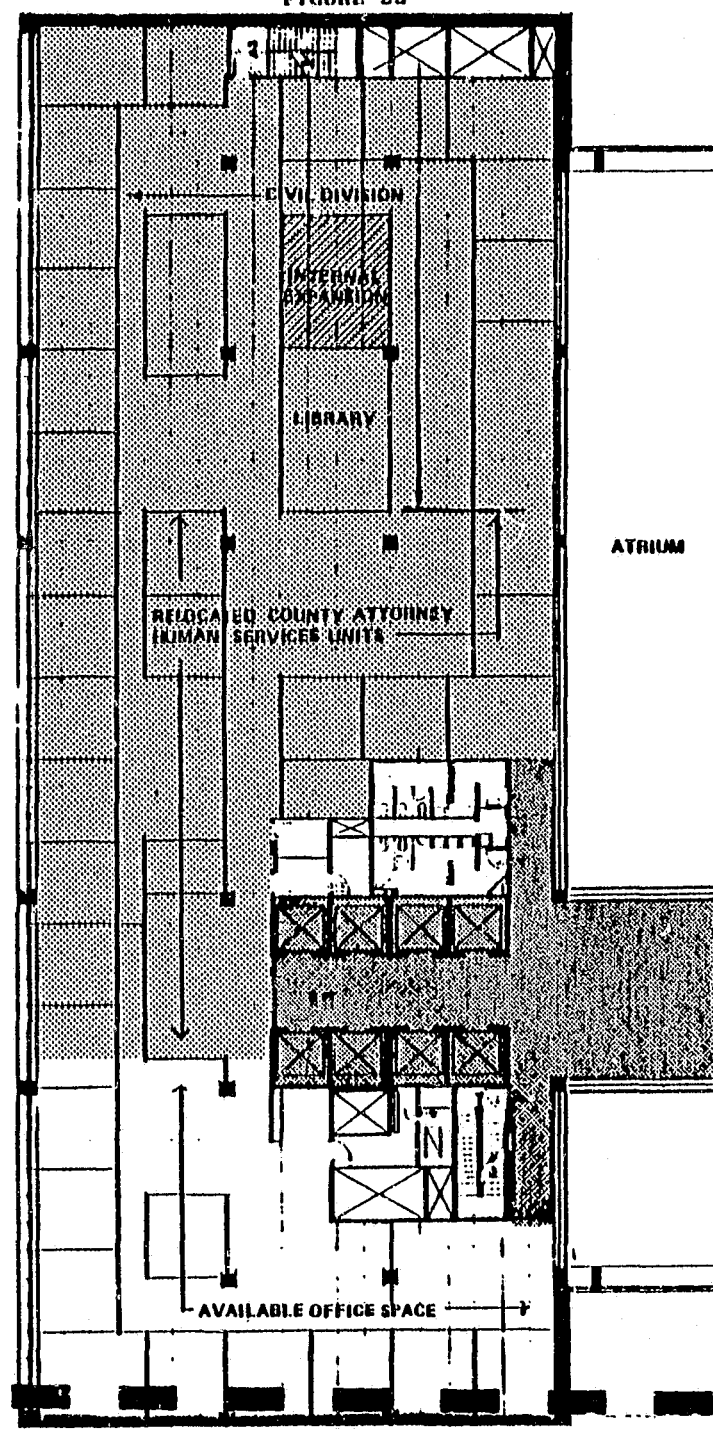
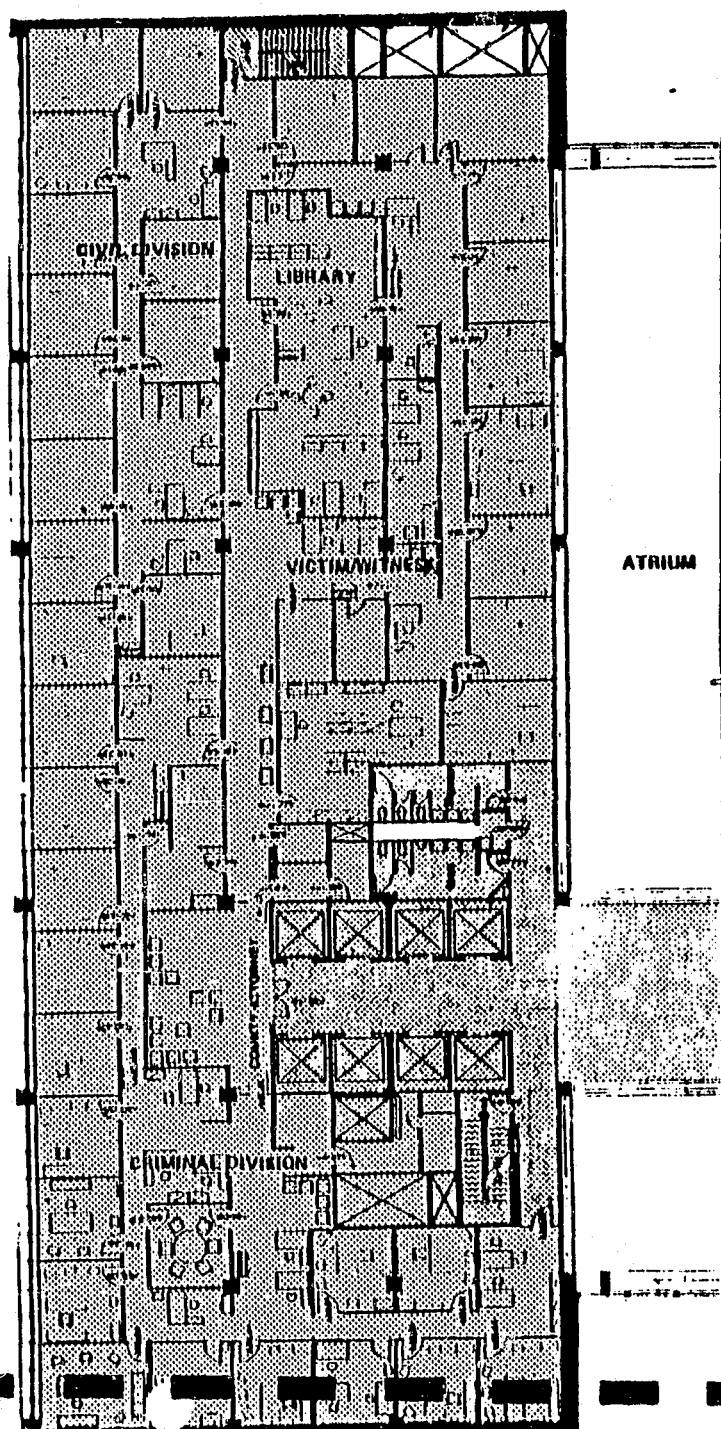
C 21



**CONTINUED**

**2 OF 3**

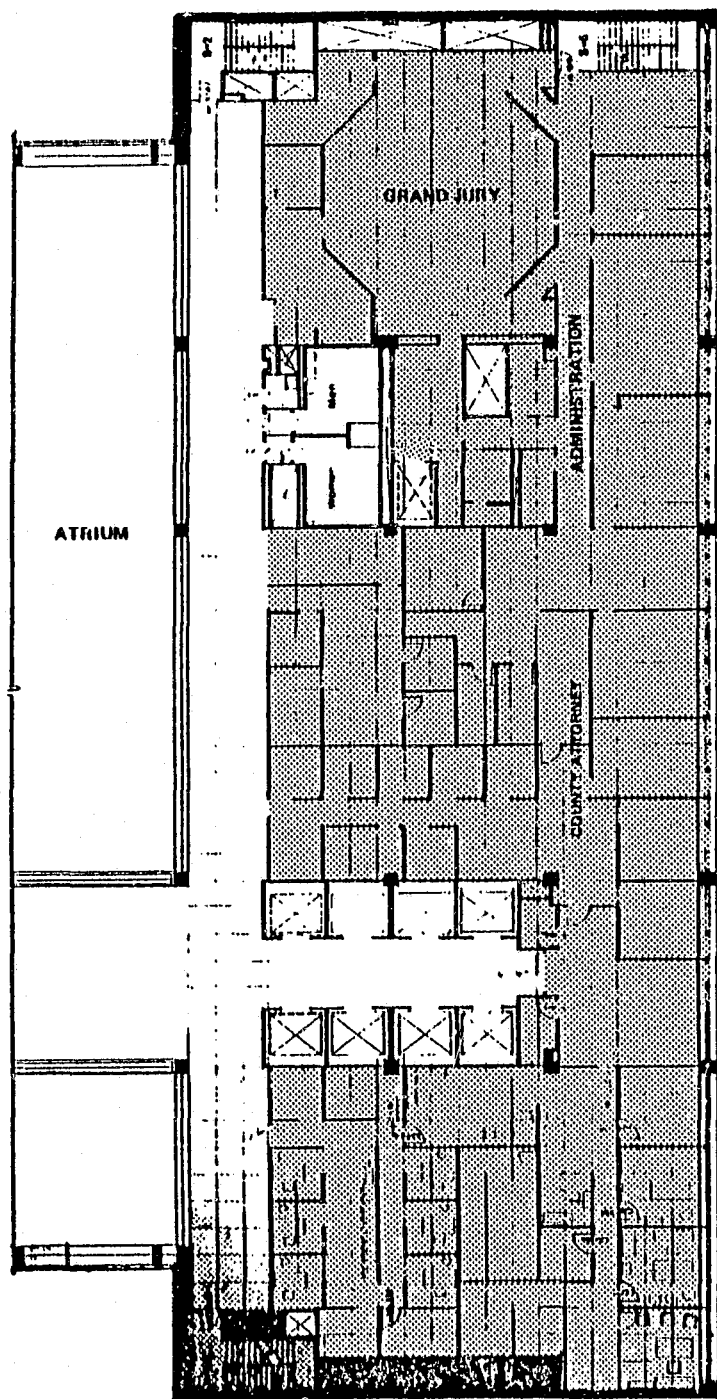
FIGURE 22



EXISTING

AVAILABLE OFFICE SPACE

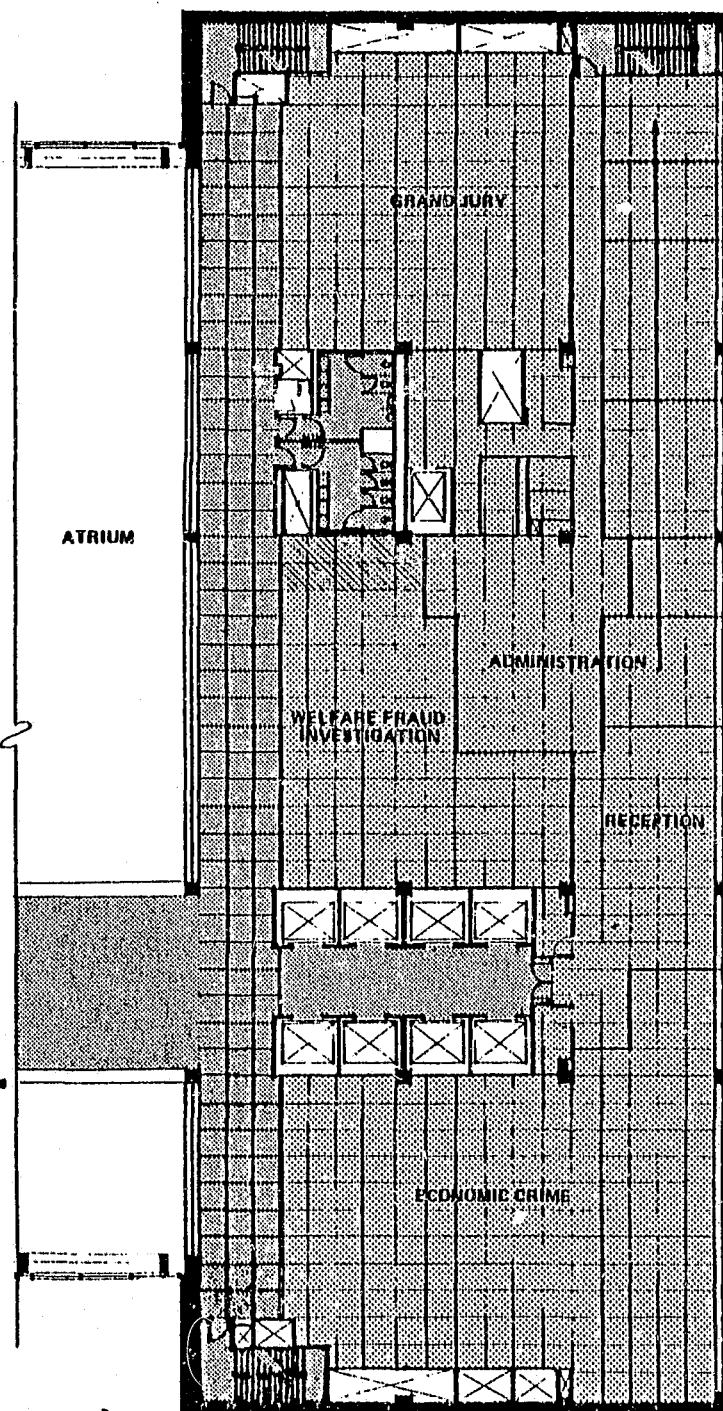




EXISTING

FIGURE 23

C 20



PROPOSED

located on A-4, A-10 and A-14. This relocation can be accomplished on an equal-area basis. The remaining space on the south end will be available for non-court related occupancy.

The remodeling proposed for C-20 is necessary to resolve a number of functional conflicts discussed in Section VII. The grand jury and administrative areas are unchanged. The work stations of the economic crime division are centralized in one area immediately below the proposed C-21 location of the criminal division with which that unit has a strong operating relationship. Access to the administrative area in the proposed plan is direct from the reception/waiting room rather than through other functional areas as is now the case.

#### 4. Court Administration

It is the study team's judgment that the goal of providing combined facilities for court administration can best be reached under the proposal shown on the following pages. The study team examined other floors and combinations of floors to achieve colocation, but all were more expensive and/or less desirable.

The proposal consists, basically, of relocating municipal arraignment from C-11 to the vacant C-10, and moving municipal court administration from C-8 to C-11 so that it can be combined functionally with district court administration on C-12.<sup>1</sup> C-8 would then have 8,500 square feet of finished office space for occupancy by some other function until additional courtroom expansion is needed.<sup>2</sup>

The plan for C-11 indicates that most of the floor area will be prepared for flexible office occupancy--the actual

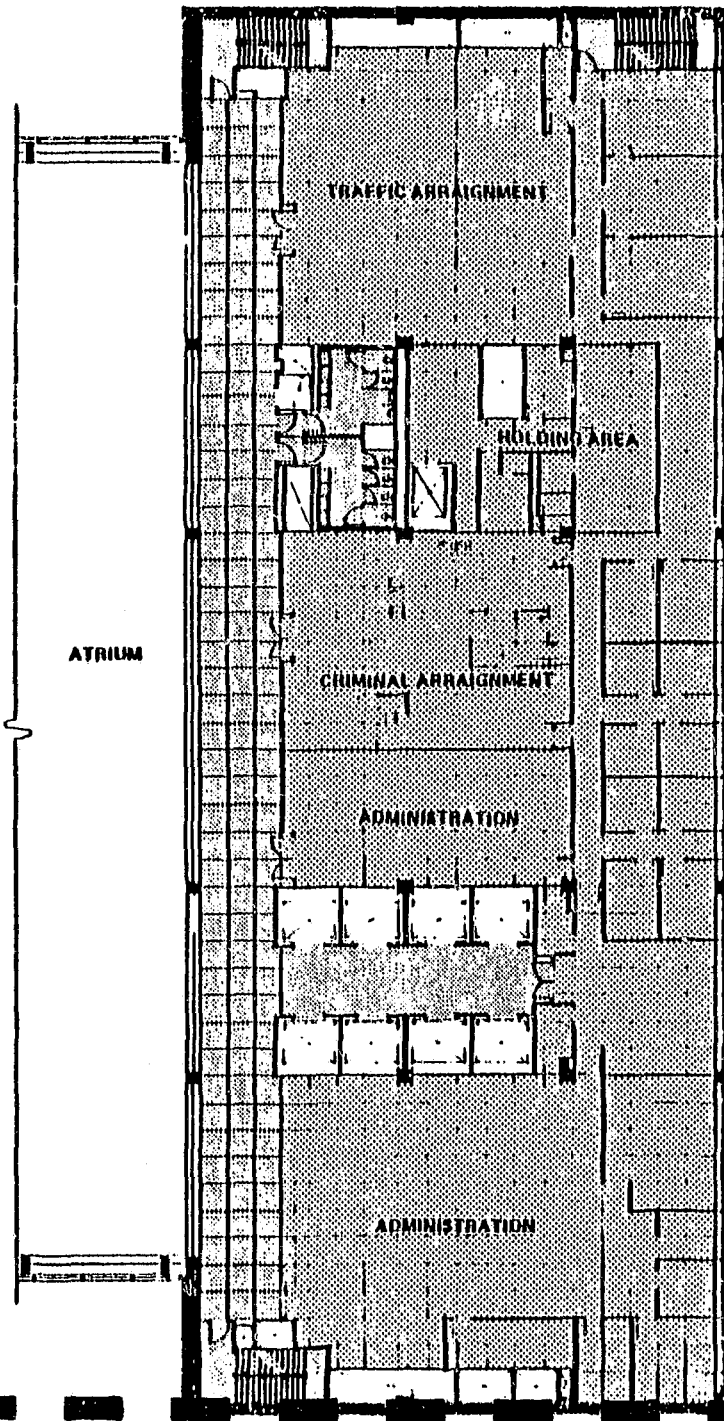
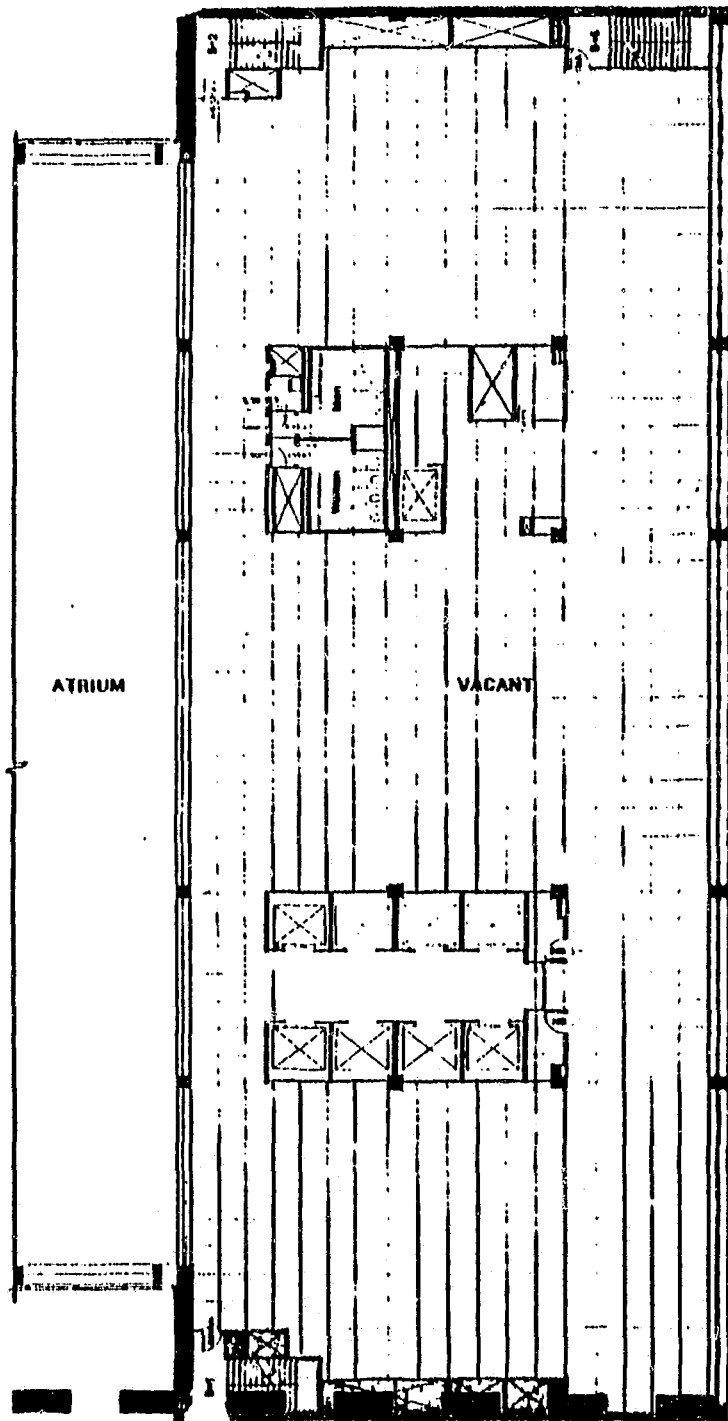
---

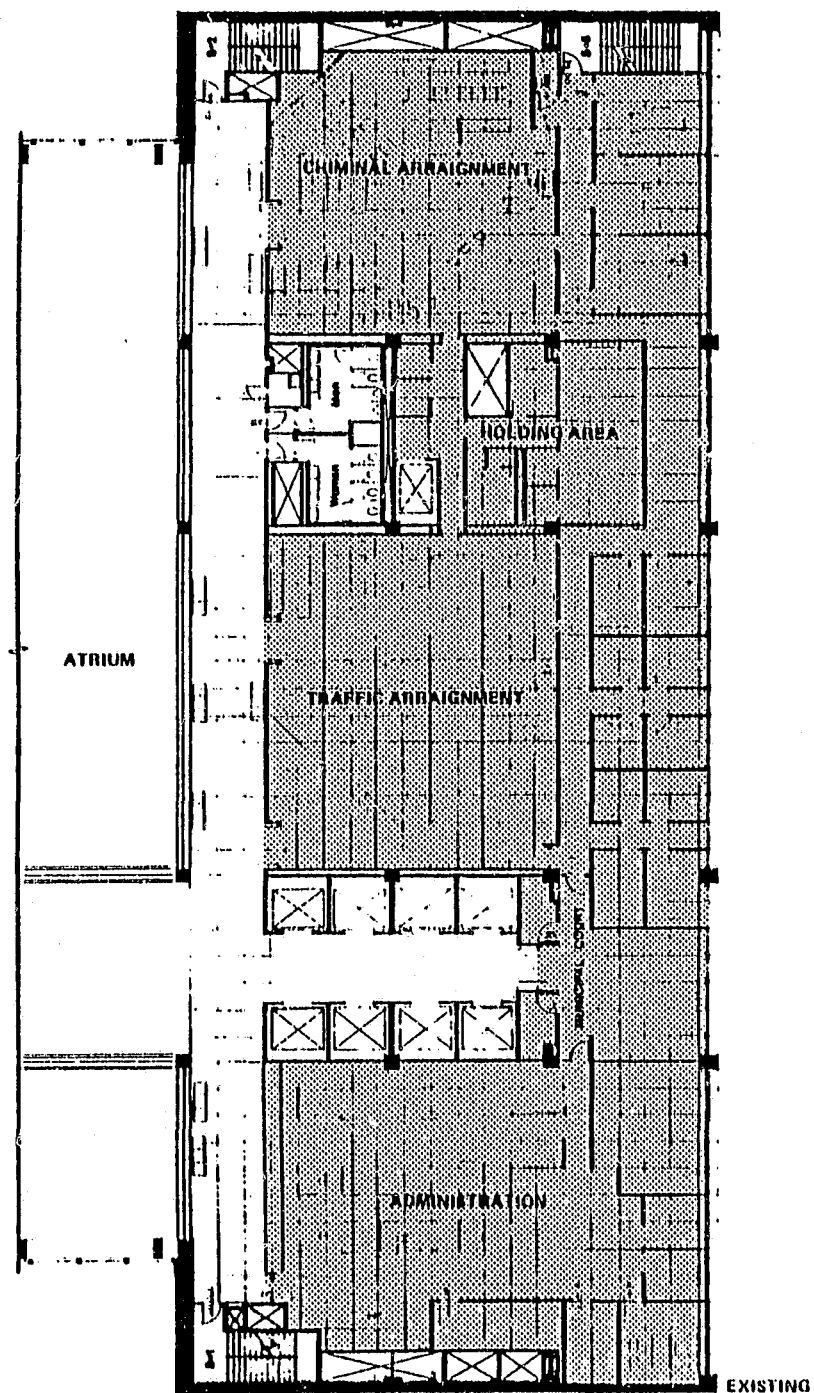
<sup>1</sup>Location of municipal court services on A-11 with bridge access to municipal court traffic and criminal arraignment sections on C-11 has provided good access for probation workers to the court. Although this plan envisions moving the arraignment court function, examination of the working relationship of these two units indicates little disruption of operations as a result of such a move. Bridge traffic rarely involves public travel between these functions. Travel primarily involves eight probation officers assigned daily to arraignments and travel by a probation secretary to carry files between the two floors. Moreover, the plan would increase the distance between these floors only by the length of an internal staircase to C-10.

<sup>2</sup>Courtroom expansion beyond C-19 and existing occupied judicial floors is not expected to be required for at least five years. See Section VIII discussion.

FIGURE 24

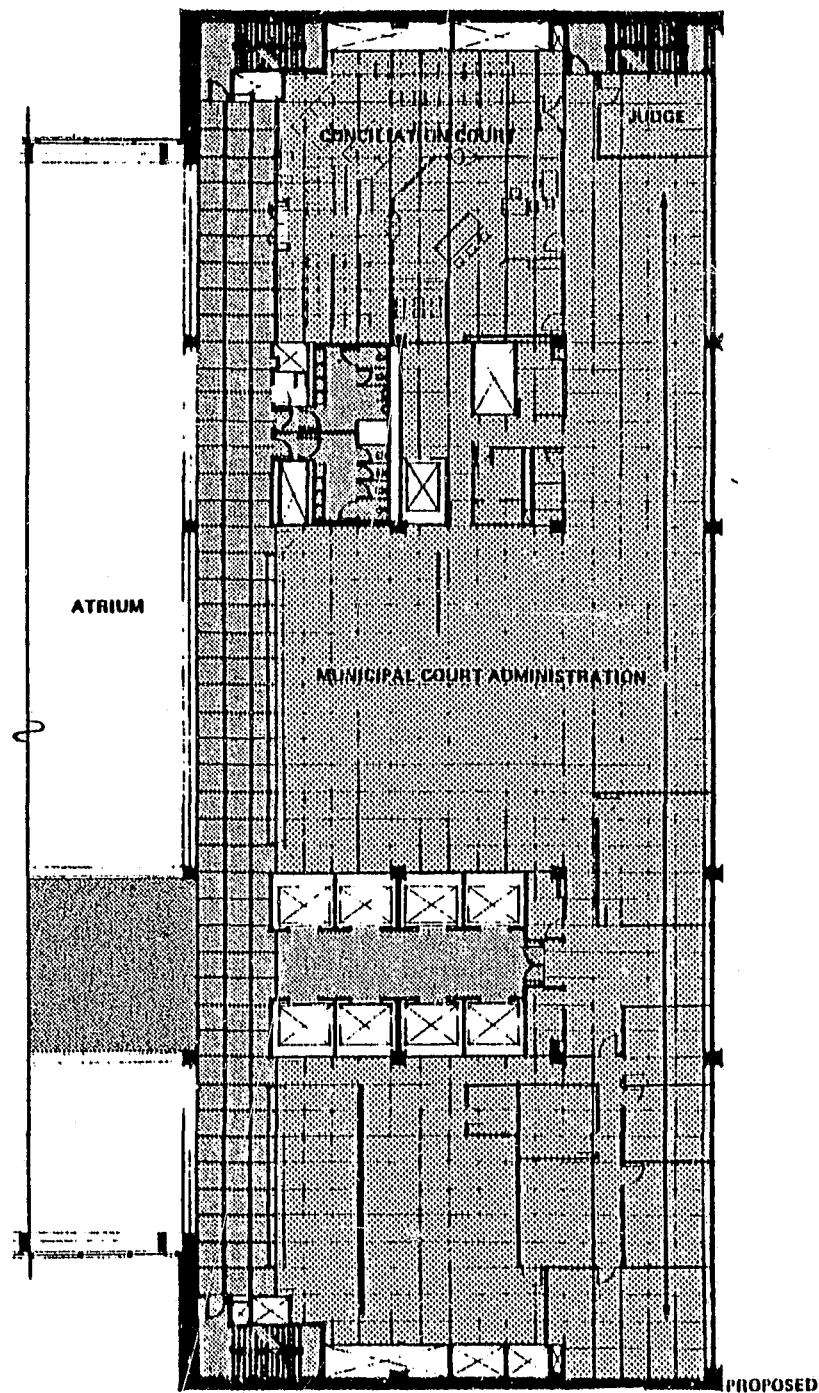
C 10





EXISTING

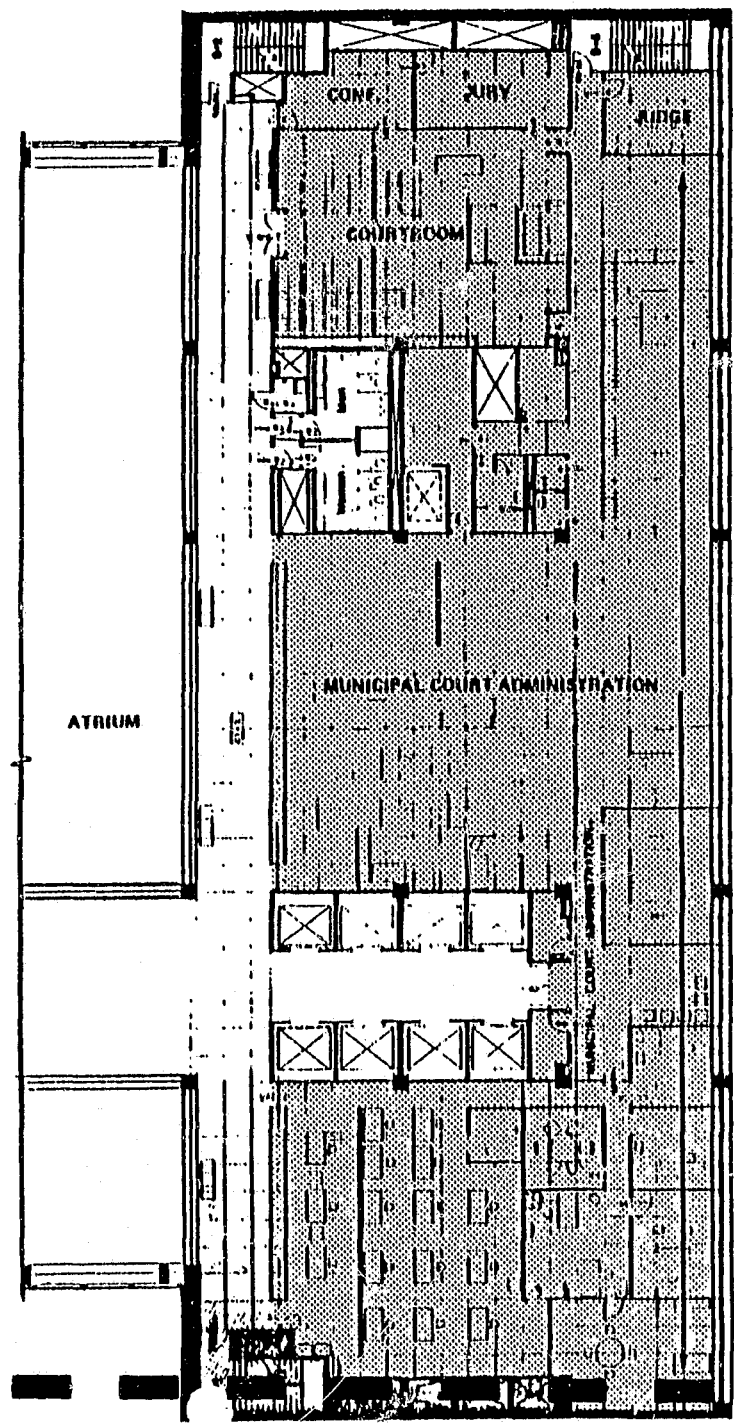
FIGURE 25



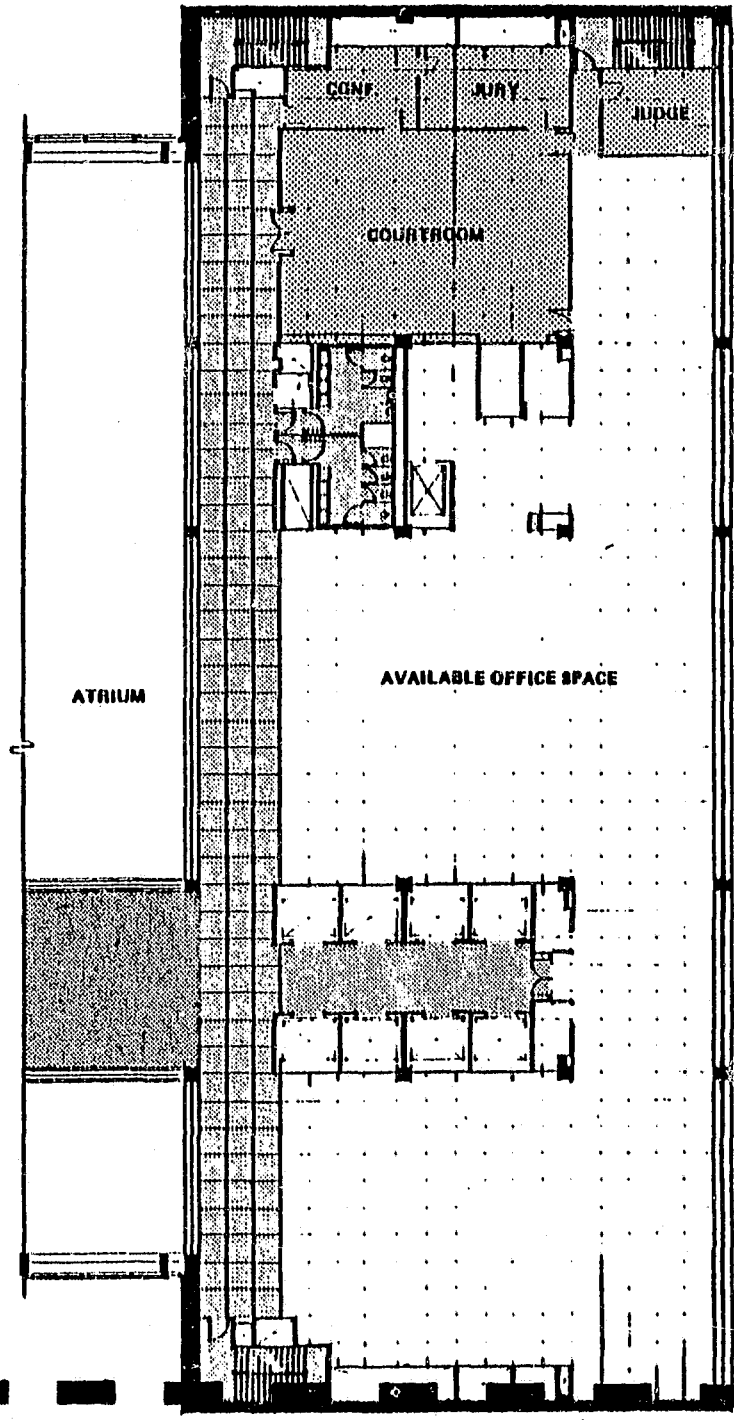
PROPOSED

FIGURE 26

C 8



EXISTING



layout of which requires detailed study at the time of implementation. However, about 9% of internal expansion space does exist on C-8 and, therefore, the same amount of area on C-11 will suffice. The present criminal arraignment courtroom would be used for conciliation court purposes. The three internal staircases will effectively link this floor with C-12 to provide maximum organizational flexibility and operational efficiency.

C-10 will differ from the present C-11 plan in that the north courtroom is proposed for traffic arraignment functions and the very large center courtroom now serving that function on C-11 will be reduced to 1,400 square feet on C-10 and be used for criminal arraignment. By reducing the size of both arraignment courts, administrative space is obtained. This additional space will be available either for colocation of the district court criminal assignment function from C-12 and/or future expansion space. Internal staircases also will provide good linkage with C-11 and C-12 administrative functions.

## 5. Judicial Facilities

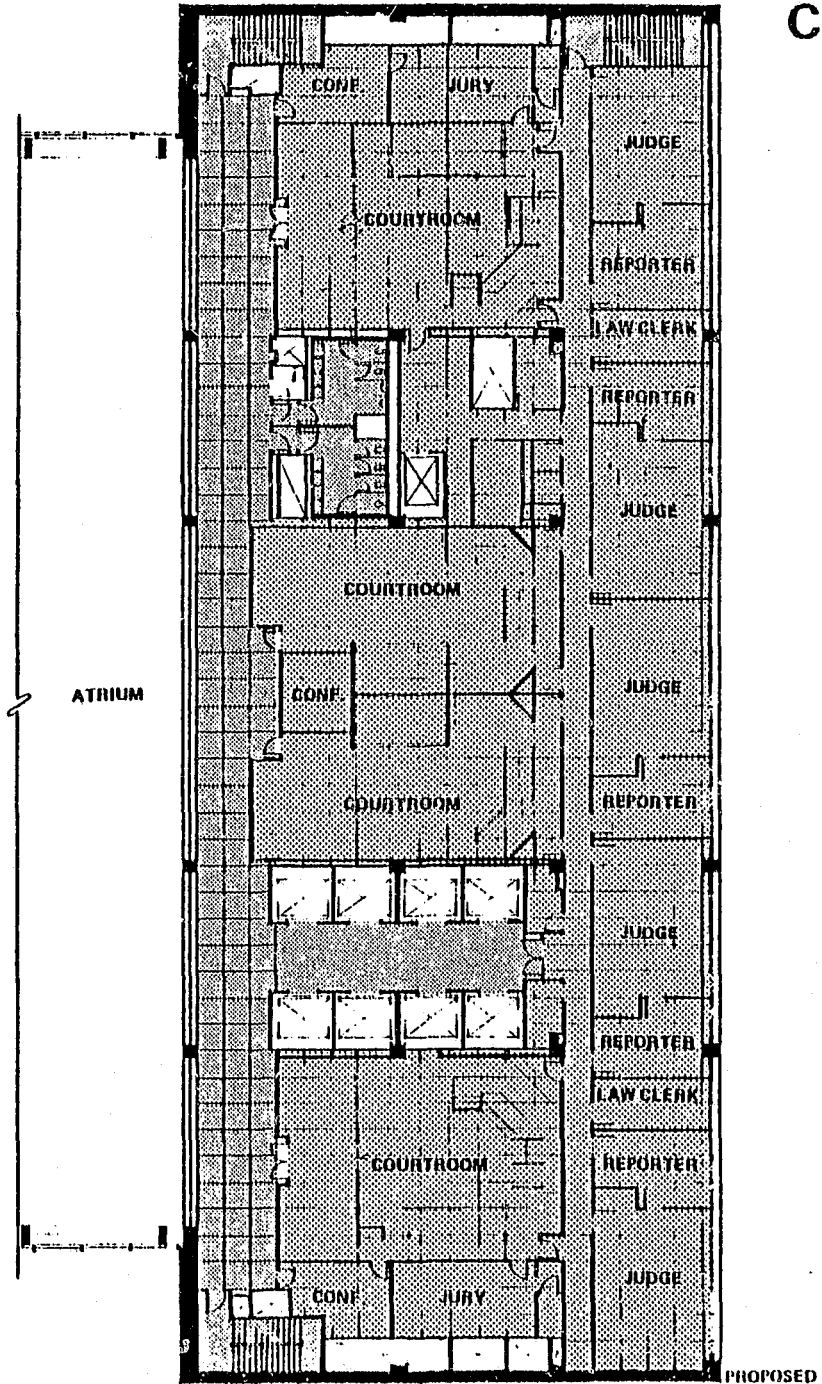
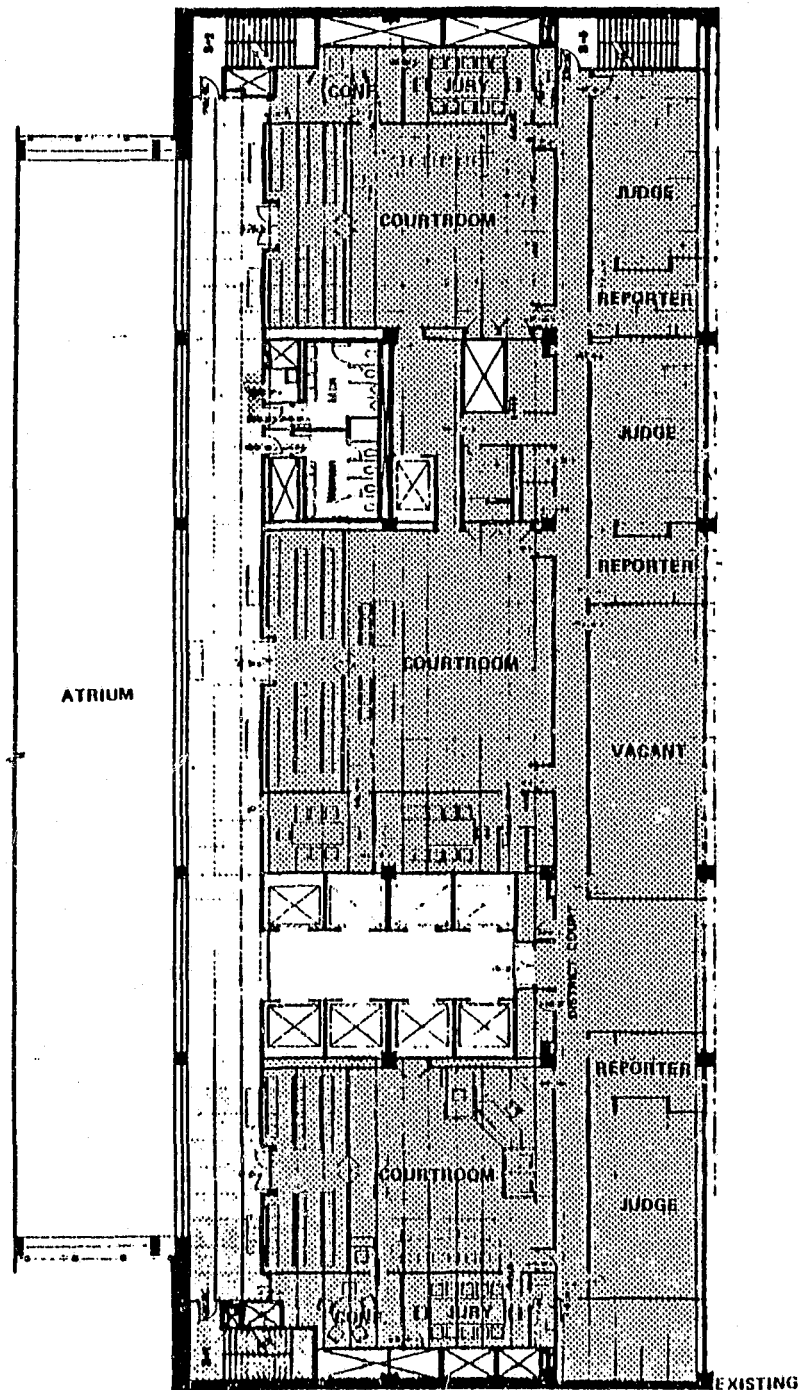
This proposal is a long range (over five years) plan to add courtrooms and judicial chambers. The design would generally follow the plan for C-19, which will not be ready for occupancy until late in 1979. If upon actual use<sup>2</sup> it is found to be a workable plan, the design should be repeated on floors C-14 through C-18 as further judicial space is needed in the future. This would net an additional five courtrooms and ten chambers. The proposed plan should also be applied to the existing unoccupied Courts Tower floor (now C-10) should further judicial space be required beyond the nine courtrooms and 15 chambers which would be added by constructing C-19 and remodeling existing district court judicial floors.

The floor plan that follows shows that the center courtroom, conference room, and jury deliberation room could be remodeled to form two courtrooms. The east side offices could be remodeled to bring the number of judge's chambers from three to five on each existing floor.



FIGURE 27

C 14-18



## CONSIDERATIONS OF LONG-RANGE EXPANSION OPTIONS

### 1. Suburban Courts

Hennepin County is currently in the process of constructing regional facilities to provide decentralized county government services in suburban locations. It is expected that the existing four suburban court operations will be consolidated into three branch courts located in these regional county facilities.

The study team reviewed the branch court concept as a potential expansion option for future courts space needs. As currently planned, it is the study team's judgment that suburban court space would not be a desirable alternative for relieving space pressures in the Government Center.

Although suburban court locations are required by law and make court services more accessible to the public, they are administratively inefficient operations. As discussed in Section VII, the inherent uncertainties of court scheduling require the availability and flexibility of a pool of judges and a variety of case types to maximize the productivity of judge time. With only two judges at each suburban court and a limited range of case types to be heard, there exists insufficient flexibility for dealing with undersetting (gaps in court schedules due to continuances, pleas, and settlements) and oversetting (more cases ready to be heard than expected) problems which are inevitable in court scheduling.

At a minimum, five judges would have to be located in each facility with a full range of services, including adequate juror waiting areas, to begin to realize some efficiency in judicial time. Current and projected suburban court workloads will not support this increase in judicial resources.

Consequently, the only feasible option for relieving Government Center space pressures identified by the study team is the potential for more permanent assignment of judges to suburban courts. Currently judges are assigned on a one month basis and thus retain permanent chambers in the Courts Tower which are not available for other use during that period of off-premises assignment.<sup>3</sup> By increasing the duration of suburban court assignments it would be possible to free six chambers in the Government Center to accommodate additional judgeships or use of visiting or retired judges. However, the limited range of case types handled in the suburban locations and the inherent inefficiency in their operation, likely makes a long-term assignment<sup>4</sup> to these courts an impractical solution.<sup>5</sup> For these reasons, the use of suburban courts as a long range expansion option is not recommended.

---

<sup>3</sup>Judges on suburban court assignment often return to the Government Center when not needed because of calendar breakdowns in the suburbs to take new cases or to complete other pending work.

<sup>4</sup>At least one year terms would be required to justify the disruption involved in moving files, books and personal effects to new chambers.

<sup>5</sup>Permanent assignment to suburban courts would preclude use of available judge time at the Government Center which occurs due to gaps in suburban court schedules.

## 2. Juvenile Justice Complex

As noted in the companion Juvenile Justice Facilities Report, it is the recommendation of the study team that the juvenile section of the county attorney's office be located in the proposed new or remodeled juvenile complex. Because of the current administrative organization and case assignment practices of the public defender's office in which attorneys simultaneously are assigned to a variety of case types, and because of its less significant operating interrelationships with other justice system components, inclusion of permanent space for the public defender's office in the juvenile complex was not recommended. However, should space become a premium in the Government Center, the County may wish to consider relocating a public defender juvenile division to this facility, particularly if the juvenile complex ultimately is located outside of the downtown area. However, implementation of this plan would require reorganization of the public defender's office to create a discrete juvenile division.

Juvenile justice observers disagree about the advisability of public defender colocation. Most jurisdictions have not colocated the public defender function with other juvenile components. However, the Cook County juvenile facility houses all system components including public defense. Supporters of colocation contend that colocation increases

communication within the system and results in more time spent by public defenders with their clients and greater familiarity with the cases assigned. Opponents of colocation contend that a single facility location of court, prosecution and defense functions tends to dilute the adversarial atmosphere to the childrens' detriment because of the special relationships which are created over time.

For these reasons, no recommendation is made concerning public defender colocation; however it is an appropriate area warranting county consideration as space pressures in the Government Center occur in the future.

### 3. Family Court

The final long range option which the County may wish to consider is the potential for vertical expansion of the proposed juvenile complex to house family court operations. The feasibility of an integrated family/juvenile court has been discussed in Minnesota for a number of years. A 1975 study of the Hennepin County courts found the concept feasible but recommended against its implementation at that time. Currently, the subject is being considered at the state level by a supreme court study commission.

However, even in the absence of an integrated juvenile/family court, separation of family court operations from the Government Center would seem possible. With the exception of the current practice of assigning family division cases

to general division district court judges to fill scheduling gaps, a cursory review of family court operations shows little inter-relatedness with other court operations. However, in addition to the family court division which currently occupies 10,756 square feet in the Courts Tower, some, if not all, of the supporting functions (including court services, county attorney, and welfare units) would require relocation as well. Currently, family court support functions occupy 15,728 square feet in the Administration Tower.

Only a detailed examination of the family court system can confirm the feasibility of this option. However, based on initial observations, it would seem an appropriate subject for inquiry as space shortages occur in the future.

## SECTION X. ESTIMATED COSTS

Cost estimates were prepared for the recommended remodeling projects by developing a series of square foot costs for various types of construction: new courtrooms; offices using demountable partitions; offices using fixed partitions; and space to be reoccupied with only minimal change. These cost assignments were based on known costs of other remodeling work in the Government Center as well as costs of similar projects in other facilities.

The design standards provided for in the estimated costs are largely those established in the building at present. For example, new judicial chambers will have fixed partitions with superior sound-deadening properties while most other offices will be provided with demountable partitions interchangeable with those now in use throughout the building. Estimates for new courtrooms include costs for finishing these areas consistent with established building standards to provide a uniform appearance throughout the building.

Each project estimate was adjusted to account for special conditions such as required demolition work, possible salvage and reuse of materials, and reusable portions of areas (i.e., ceilings, electrical outlets, etc.).

The cost estimates which are presented in Table 16, are based on current cost indexes. Inflation rates have been unpredictable and therefore inflation allowances will have to be made when the various projects are budgeted.

TABLE 16  
COST ESTIMATE SUMMARY

AREA	LEVEL	COST	COMMENTS
Jury Assembly	A	\$12,000	Provide dividing wall.
Probate Court	C-3	109,000	County Attorney area revised using demountable partitions. Add new hearing room similar to family court (C-5).
	C-4	73,500	Add new hearing room similar to family court (C-5). Rework of chambers area. No change to administrative area.
County Attorney	C-21	210,000	Use existing ceiling and lighting. Complete floor using standard demountable partitions.
	A-20	15,000	Little change.
	C-20	35,000	Relocate existing partitions; add required components.
Administration	C-10	367,600	Some reuse of C-11 materials in courtroom. Provide secure holding areas.
	C-11	228,900	Includes demolition; provide new ceiling and lighting; north courtroom to remain.
	C-8	10,000	Allowance for clean-up.
Judicial Facilities	C-14 thru C-18	250,000 each floor	Add one courtroom and two chambers within existing occupied space to each floor. Sound-deadening partitions for chambers; courtroom quality similar to existing.



# EXISTING COURT AND COURT-RELATED SPACE ASSIGNMENTS

FLOOR A-4

Occupant: Human Services Division

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Supervising Attorney	1	192	192
Secretary	1	96	96
Circulation (Hall)	-	-	62
Total			350

FLOOR A-4

Occupant: Child Support Enforcement

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Supervisor's Office	1	192	192
Attorney's Office	4	144	576
Secretarial Area	4	96	384
Records Area	1	96	96
Circulation (Hall)	-	-	192
Total			1,440

FLOOR A-4

Occupant: Economic Assistance-Legal

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Supervising Attorney	1	144	144
Attorneys	2	144	288
Attorneys	1	96	96
Staff Offices	1	144	144
Staff Offices	7	96	672
Staff Offices	17	64	1,088
Two-Person Staff Office	5	128	640
Two-Person Staff Office	1	96	96
Open Staff Work Stations	19	64	1,216
Conference Room	1	240	240
Secretarial	12	48	576
Receptionist	1	192	192
Record Areas	4	32	128
Record Areas	1	64	64
Record Areas	1	96	96
Service/Storage Area	1	128	128
Circulation (Hall)	-	-	2,120
Total			7,928

# SPACE ANALYSIS

FLOOR A-5

Occupant: Domestic Court Services

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Supervisor Offices	2	144	288
Staff Offices	5	96	480
Staff Offices	23	64	1,472
Training Room	1	448	448
Conference Room	2	144	288
Conference Room	2	192	384
Secretarial/Files	6	104	624
Reception	1	384	384
Play Area	1	192	192
Record Area	1	72	72
Storage Area	1	160	160
Mail Room	1	128	128
Circulation (Halls)	-	1,440	1,440
Total			6,360

# SPACE ANALYSIS

FLOOR A-5

Occupant: Court Services

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Administration:			
Director	1	192	192
Assistant Director	1	144	144
Staff Offices	4	144	576
Staff Office	1	96	96
Staff Office	1	128	128
Student Stations	3	64	192
Volunteer Program	1	240	240
Secretarial	1	96	96
Secretarial	5	64	320
Data Entry	1	288	288
Records Area	1	480	480
Conference Room	1	200	200
Conference Room	1	450	450
Storage	1	50	50
Copy Room	1	80	80
Circulation (Halls)	-	1,376	1,376
Psychological Services:			
Director	1	144	144
Staff Offices	6	96	576
Conference/Observation Room	1	288	288
Testing Room	1	56	56
Interview Room	1	56	56
Reception	1	144	144
Circulation (Hall)	1	288	288
Total			6,460

# SPACE ANALYSIS

FLOOR A-11

Occupant: District Court-Probation

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Supervisor's Office	2	144	288
Staff Offices	8	96	768
Two Person Staff Offices	2	128	256
Staff Office	42	64	2,688
Secretarial	2	64	128
Secretarial	5	48	240
Secretarial	4	36	144
Conference Room	2	192	384
Records	-	108	108
Circulation (Hall)	-	2,076	2,076
Total			7,080

FLOOR A-11

Occupant: Municipal Court Services

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Supervisor's Office	2	144	288
Staff Offices	5	96	480
Staff Offices	21	64	1,344
Secretarial Area/Records	6	992	992
Secretarial	3	48	144
Reception Area	1	528	528
Conference Rooms	2	192	384
Conference Room	-	128	128
Service/Storage Area	1	128	128
Storage	1	120	120
Mail Room	1	128	128
Circulation (Halls)	-	1,586	1,586
Total			6,250

# SPACE ANALYSIS

FLOOR A-14

Occupant: Community Services  
Legal Section

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Supervising Attorney	1	144	144
Attorney's Office	3	144	432
Secretarial	2	48	96
Senior Social Worker	6	64	384
Senior Social Worker	2	48	96
Circulation (Aisles)	-	-	<u>368</u>
Total			1,520

FLOOR A-14

Occupant: Adult Protection Unit

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Supervisor's Office	1	96	96
Social Workers	7	64	448
Secretarial	1	64	64
Circulation (Aisles)	-	-	<u>120</u>
Total			728

# SPACE ANALYSIS

FLOOR A-20

Occupant: County Attorney

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Supervisor's Offices	4	192	768
Attorney Offices	33	144	4,752
Staff Offices	2	96	192
Investigators	4	60	240
Law Library/Clerk Work Stations	7	1,056	1,056
Law Clerk	1	96	96
Law Clerk-Open Station	1	80	80
Law Clerk-Open Station	1	64	64
Conference Room	1	192	192
Conference Room	1	144	144
Victim Witness Area	1	176	176
Secretarial	1	100	100
Secretarial	7	80	560
Secretarial	8	64	512
Waiting Areas	3	50	150
Reception	1	484	484
Records Room	1	360	360
Records Room	1	96	96
Storage/Service Area	1	128	128
Mail Room	1	128	128
Circulation (Halls)	-	3,092	3,092
Total			13,370

# SPACE ANALYSIS

FLOOR C-3

Occupant: Mental Health

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Attorney's Office	1	192	192
Attorney's Office	1	128	128
Offices	4	96	384
Clerical Area	1	384	384
Waiting Area	1	192	192
Open Work Area	1	400	400
Circulation (Hall)	1	480	480
Total			2,160

FLOOR C-3

Occupant: Municipal Court

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Courtroom (356)	1	1,760	1,760
Courtroom (359)	1	1,408	1,408
Jury Room	2	288	576
Press Room	1	240	240
Conference	1	208	208
Interview Room	1	128	128
Chambers	2	384	768
Reporter	2	128	256
Visiting Referee	1	128	128
Hearing Room	1	384	384
Conference/Hearing	1	384	384
Storage/Service Area	1	508	508
Circulation (Halls)	-	-	864
Total			7,612

# SPACE ANALYSIS

FLOOR C-4

Occupant: Probate Court

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Courtroom (456)	1	1,056	1,056
Courtroom (459)	1	1,904	1,904
Library/Hearing	1	320	320
Chambers	2	384	768
Secretary/Reporter	1	256	256
Referee's Offices	3	192	576
Administration Office	1	144	144
Registrar's Office	1	288	288
Deputy Registrar	1	240	240
Offices	3	96	288
Reception Area	1	320	320
Attorney Research	1	208	208
County/Clerk Area	1	1,648	1,648
Record Room	1	528	528
Microfilm Room	1	704	704
Calendar Clerk	1	128	128
Reporters	1	96	96
Storage/Service	1	412	412
Circulation (Hall)	1	956	956
Total			10,840



# SPACE ANALYSIS

FLOOR C-5

Occupant: Family Court

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Courtroom (559)	1	1,288	1,288
Courtroom (553)	1	896	896
Hearing Rooms (552, 555, 557)	3	512	1,536
Hearing Room (556)	1	640	640
Jury Room	1	288	288
Conference Room	1	208	208
Chamber	1	448	448
Chambers	3	384	1,152
Chamber	1	320	320
Chamber	1	240	240
Reporter's Office	1	176	176
Reporter's Office	5	128	640
Reception	1	192	192
Law Clerk Library	1	256	256
Interview Rooms	4	144	576
Storage/Service	1	508	508
Corridors (Halls)	-	-	<u>1,392</u>
Total			10,756

# SPACE ANALYSIS

FLOOR C-6

Occupant: Municipal Court

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Courtrooms (653, 659)	2	1,408	2,816
Jury Room	2	288	576
Conference Rooms	2	208	416
Courtrooms (655, 657)	2	1,136	2,272
Chambers	6	384	2,304
Reporter's Offices	5	128	640
Reporter's Office	1	144	144
Storage/Service	1	-	508
Circulation (Hall)	-	-	<u>1,224</u>
Total			10,900

FLOOR C-7

Occupant: Municipal Court

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Courtrooms (753, 759)	2	1,408	2,816
Jury Rooms	2	288	576
Conference Rooms	2	208	416
Courtrooms (755, 757)	2	1,136	2,272
Chambers	6	384	2,304
Reporter's Office	5	128	640
Reporter's Office	1	144	144
Storage/Service Area	1	508	508
Circulation (Hall)	1	1,176	<u>1,224</u>
Total			10,900

# SPACE ANALYSIS

FLOOR C-8

Occupant: Municipal Court Administration

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Courtroom (859)	1	1,408	1,408
Referee Office	1	192	192
Assignment Office	1	496	496
Courtroom Clerks (Civil)	1	1,056	1,056
Judgment and Accounting	1	1,248	1,248
Conciliation Clerks	1	1,040	1,040
Administrator's Office	1	256	256
Administration Offices	2	192	384
Administration Offices	3	144	432
Payroll Office	1	144	144
Office	1	96	96
Law Clerk Work Area	1	384	384
Secretarial Area	1	256	256
Reception Area	1	144	144
Conference Room	1	256	256
Records Area	1	576	576
Coffee Room	1	320	320
Copy Room	1	96	96
Storage/Service Area	-	508	508
Storage Room	-	288	288
Storage Room	-	208	208
Circulation (Hall)	-	968	968
Total			10,756

# SPACE ANALYSIS

FLOOR C-9

Occupant: Municipal Court

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Courtrooms (953,959)	2	1,408	2,816
Courtrooms (955,957)	2	1,136	2,272
Jury Rooms	2	288	576
Conference Rooms	2	208	416
Chambers	6	384	2,304
Reporters' Offices	5	128	640
Reporter's Office	1	144	144
Storage/Service Area	1	508	508
Circulation (Hall)	1	1,176	1,224
Total			10,900

FLOOR C-11

Occupant: Municipal Court

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Courtroom (1156)	1	2,288	2,288
Courtroom (1159)	1	1,840	1,840
Chambers	3	192	576
Criminal/Traffic Division	1	1,792	1,792
Administrative Office	1	144	144
Supervisors' Offices	2	64	128
Reception	1	320	320
Lounge	1	304	304
Offices	4	96	384
Offices	6	64	384
Work Carrels	2	36	72
Male Holding	1	400	400
Female Holding	1	96	96
Supply Room	1	160	160
Exhibit Storage	1	96	96
Bailiff Area	1	96	96
Circulation (Halls)	-	1,760	1,760
			10,840

# SPACE ANALYSIS

FLOOR C-12

Occupant: District Court Administration

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Criminal Assignment	1	368	368
Court Assignment	1	1,152	1,152
Civil Filing	1	2,288	2,288
Court Records Room	1	1,552	1,552
Records Research Area	1	928	928
Court Administrator	1	240	240
Assistant Administrator	1	192	192
Waiting Area	1	128	128
Secretarial Area	1	192	192
Conference Room	1	224	224
Reception Area	1	368	368
Staff Offices	3	192	576
Staff Offices	2	144	288
Staff Office	1	128	128
Staff Office	1	96	96
Accounting Office	1	448	448
Lounge	1	384	384
Criminal Exhibit Storage	1	320	320
Storage and Service	1	432	432
Circulation (Halls)	-	688	688
Total			10,992

# SPACE ANALYSIS

FLOOR C-13

Occupant: District Court

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Courtrooms (1353, 1359)	2	1,408	2,816
Jury Rooms	2	288	576
Conference Rooms	2	208	416
Courtrooms (1355, 1357)	2	1,135	2,272
Chamber	1	528	528
Chambers	2	464	928
Chamber	1	384	384
Reporters	3	176	528
Reporter	1	128	128
Clerks' Offices	2	192	384
Conference Room	1	320	320
Storage and Service	1	508	508
Circulation (Hall)	-	1,112	<u>1,112</u>
Total			10,900

FLOOR C-14

Occupant: District Court

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Courtrooms (1453, 1459)	2	1,408	2,816
Jury Rooms	2	288	576
Conference Rooms	2	208	416
Courtroom	1	1,760	1,760
Jury Room	1	336	336
Conference Room	1	192	192
Chambers	3	464	1,392
Reporters	3	176	528
Chamber	1	240	240
Clerks	2	192	384
Clerk	1	128	128
Conference Room	1	512	512
Storage and Service	1	508	508
Circulation (Hall)	-	1,112	<u>1,112</u>
Total			10,900

# SPACE ANALYSIS

FLOOR C-15

Occupant: District Court

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Courtrooms (1553, 1559)	2	1,408	2,816
Jury Rooms	2	288	576
Conference Rooms	2	208	416
Courtroom (1556)	1	1,760	1,760
Jury Room	1	336	336
Conference Room	1	192	192
Chambers	3	464	1,392
Reporters	3	176	528
Reporter	1	128	128
Tax Court Hearing Room	1	512	512
Chamber	1	240	240
Chamber	1	192	192
Clerks	1	192	192
Storage and Service	1	508	508
Circulation (Hall)	-	1,112	<u>1,112</u>
Total			10,900

FLOOR C-16

Occupant: District Court

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Courtroom (1653, 1659)	2	1,409	2,816
Jury Rooms	2	288	576
Conference Rooms	2	208	416
Courtroom (1656)	1	1,760	1,760
Jury Room	1	336	336
Conference Room	1	192	192
Chambers	3	464	1,392
Reporters	3	176	528
Law Clerks	1	240	240
Law Clerks	1	192	192
Law Clerks	1	256	256
Bailiffs' Room	1	256	256
Vacant Area	1	508	508
Circulation (Hall)	-	-	<u>1,112</u>
Total			10,900

# SPACE ANALYSIS

FLOOR C-17

Occupant: District Court

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Courtrooms (1753, 1759)	2	1,408	2,816
Jury Rooms	2	288	576
Conference Rooms	2	208	416
Courtroom (1756)	1	1,760	1,760
Jury Room	1	336	336
Conference Room	1	192	192
Chambers	3	464	1,392
Reporters	3	176	528
Law Clerks	1	240	240
Vacant Area	-	320	320
Vacant Area	-	704	704
Storage/Service Area	1	508	508
Circulation (Hall)	-	1,112	1,112
Total			10,900

FLOOR C-18

Occupant: District Court

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Courtrooms (1853, 1859)	2	1,408	2,816
Jury Rooms	2	288	576
Conference Rooms	2	208	416
Courtroom (1856)	1	1,760	1,760
Jury Room	1	336	336
Conference Room	1	192	192
Chambers	3	464	1,392
Reporters	3	176	528
Law Clerks	1	240	240
Vacant Area	-	320	320
Vacant Area	-	704	704
Storage/Service Area	1	508	508
Circulation (Hall)	-	1,112	1,112
Total			10,900



# SPACE ANALYSIS

FLOOR C-20

Occupant: County Attorney

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Grand Jury Room	1	1,872	1,872
Administration:			
County Attorney	1	320	320
Assistant County Attorney	1	256	256
Director of Administration	1	144	144
Executive Secretary	1	192	192
Management Analysis	2	72	144
Conference Room	1	384	384
Attorneys' Offices:			
Office	1	192	192
Offices	6	144	864
Investigators and Special Programs:			
Offices	2	96	192
Offices	2	64	576
Law Clerks:			
Offices	4	96	384
Offices	11	64	704
Reception	1	192	192
Executive Waiting	1	80	80
Secretarial Stations	8	64	512
Intern Carrels	5	50	250
Lounge	1	200	200
Records/Evidence	1	240	240
Supply Storage	2	80/160	240
Toilet	2	72	144
Circulation (Halls)	-	2,552	2,552
Total			10,634

# SPACE ANALYSIS

FLOOR C-22

Occupant: Public Defender

Space Type	No. Spaces	Sq. Ft. Per Space	Total
Attorney's Offices:			
Supervision Attorney	1	256	256
Supervision Attorney	2	192	384
Attorneys' Offices	40	144	5,760
Dispositional Advisors:			
Supervisors	1	144	144
Dispositional Advisor's Office	1	96	96
Dispositional Advisor's Work Station	5	96	480
Law Clerks	2	64	128
Conference Room	1	208	208
Secretarial Stations	4	64	256
Secretary	1	88	88
Reception Area	1	240	240
Records Area	1	160	160
Copy Room	1	96	96
Storage	1	80	80
Circulation (Halls)	-	2,288	<u>2,288</u>
Total			10,664

# SPACE ANALYSIS

FLOOR C-23

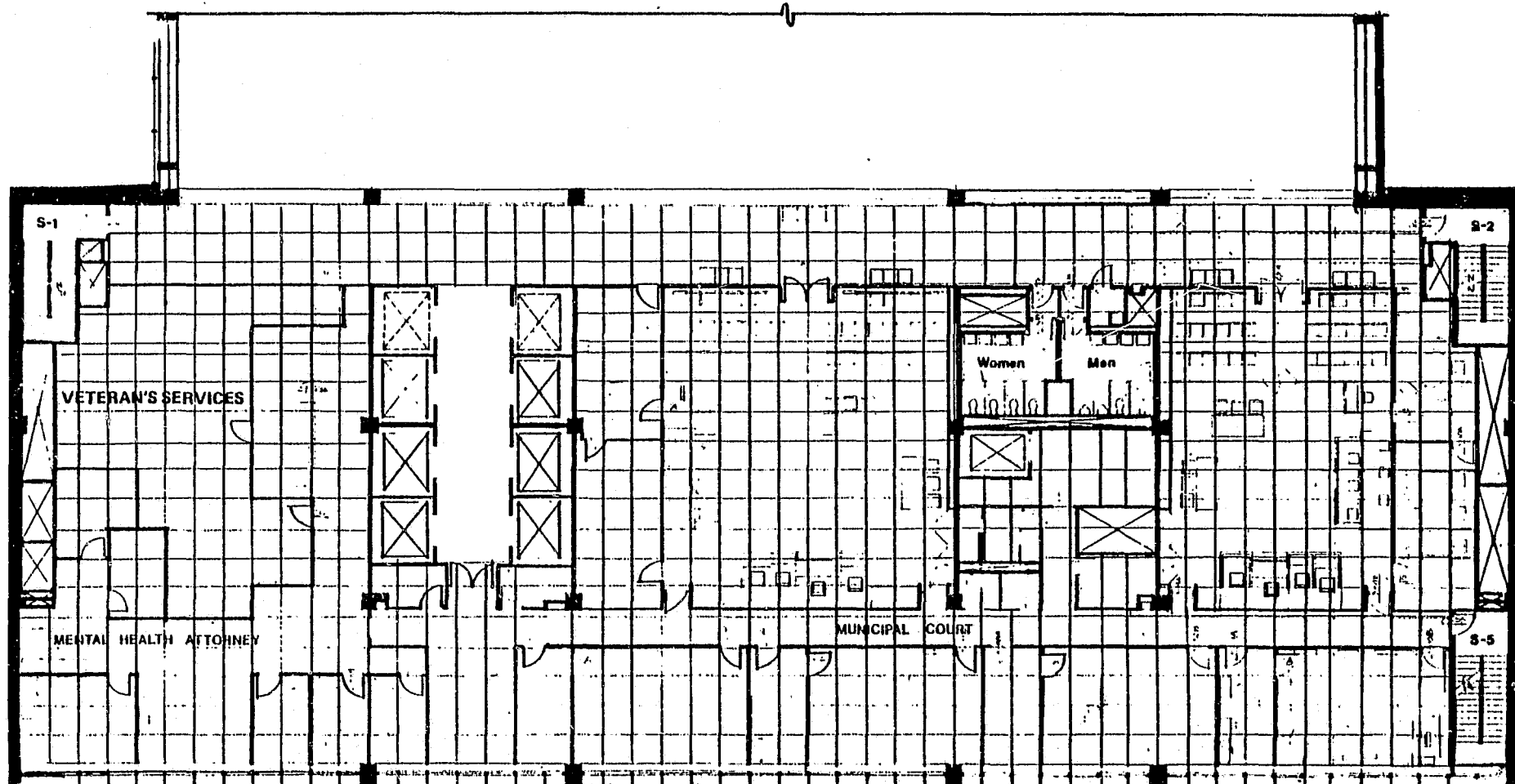
Occupant: Public Defender

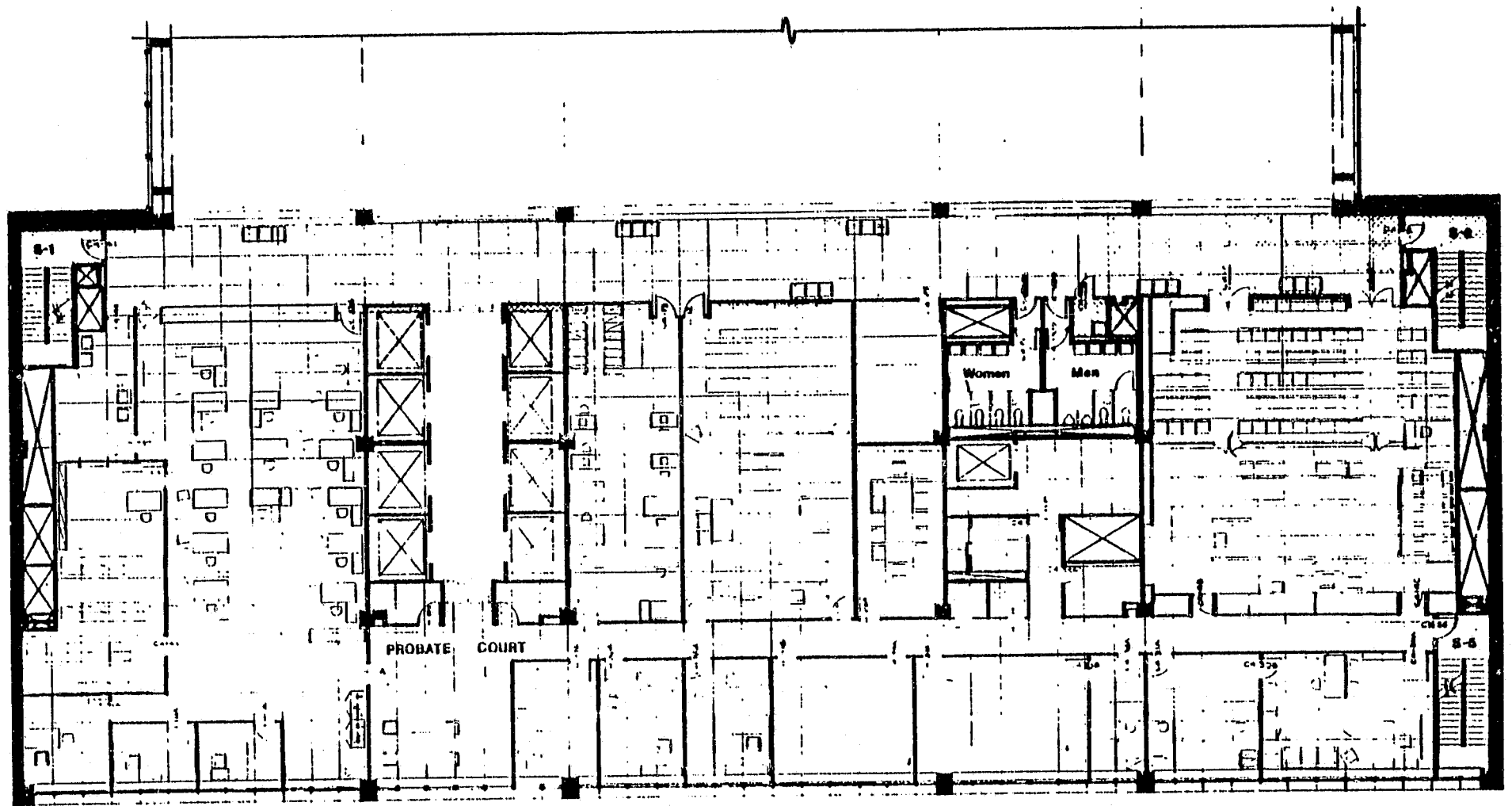
Space Type	No. Spaces	Sq. Ft. Per Space	Total
Public Defender	1	256	256
Administrator	1	144	144
Supervisor Attorney	2	192	384
Attorney's Office	1	192	192
Attorneys' Offices	9	144	1,296
Investigators:			
Supervisor	1	144	144
Investigators' Offices	7	96	672
Law Clerk	1	96	96
Clerk Carrels	10	40	400
Reception	1	256	256
Conference Room	1	336	336
Conference Room	1	192	192
Secretarial Stations	2	80	160
Secretarial Stations	2	96	192
Coffee Room	1	64	64
Storage	1	80	80
Circulation (Hall)	-	1,664	<u>1,664</u>
Total			6,528

FLOOR C-24

Occupant: Law Library

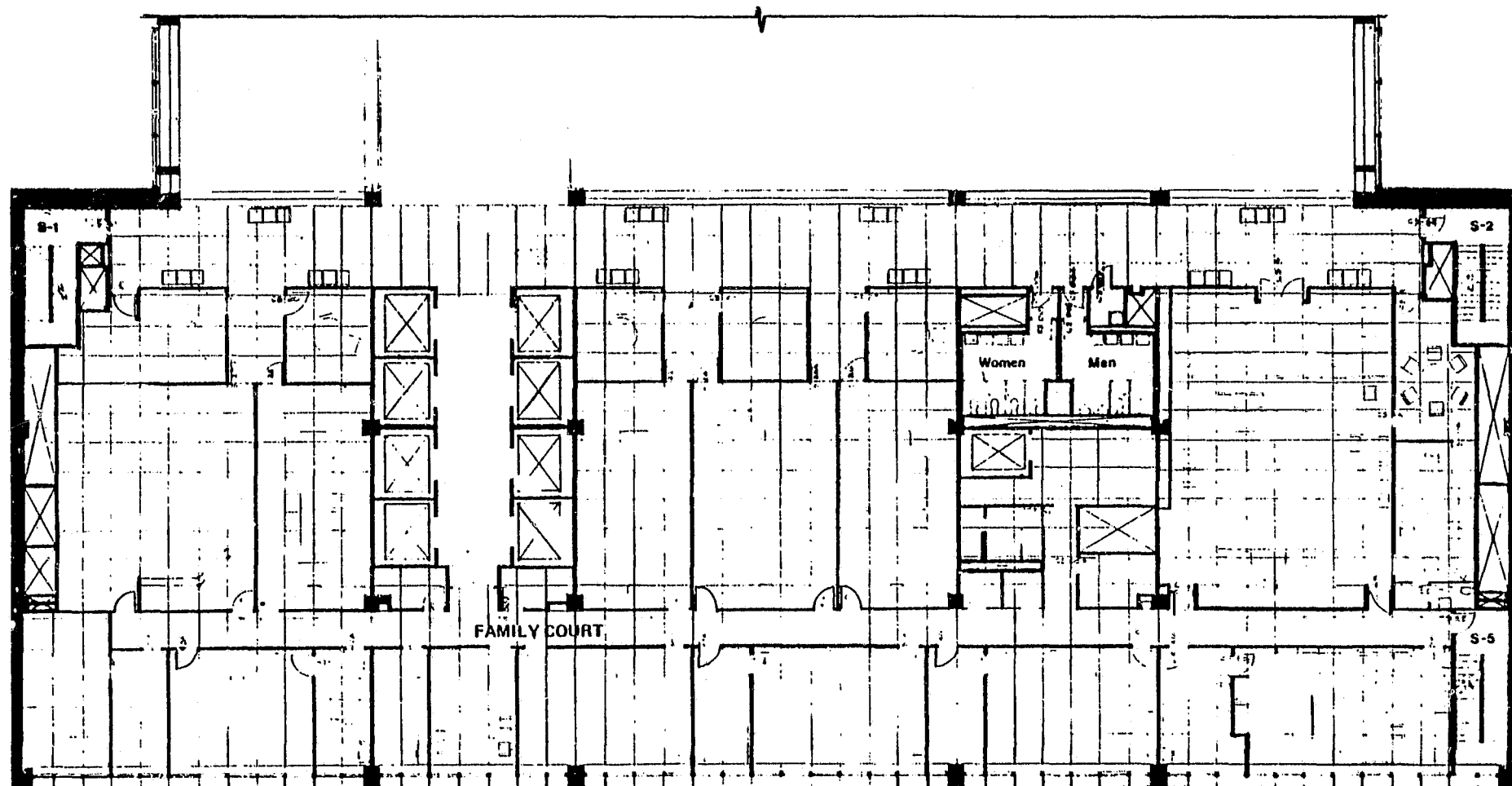
Space Type	No. Spaces	Sq. Ft. Per Space	Total
Stack and Reading Area	-	9,100	9,100
Enclosed Carrels	8	32	250
Circulation Desk	-	400	400
Conference Room	1	80	80
Conference Room	1	90	90
Conference Room	1	250	250
Conference Rooms	2	140	280
Administration Work Area	-	1,450	<u>1,450</u>
Total			11,900

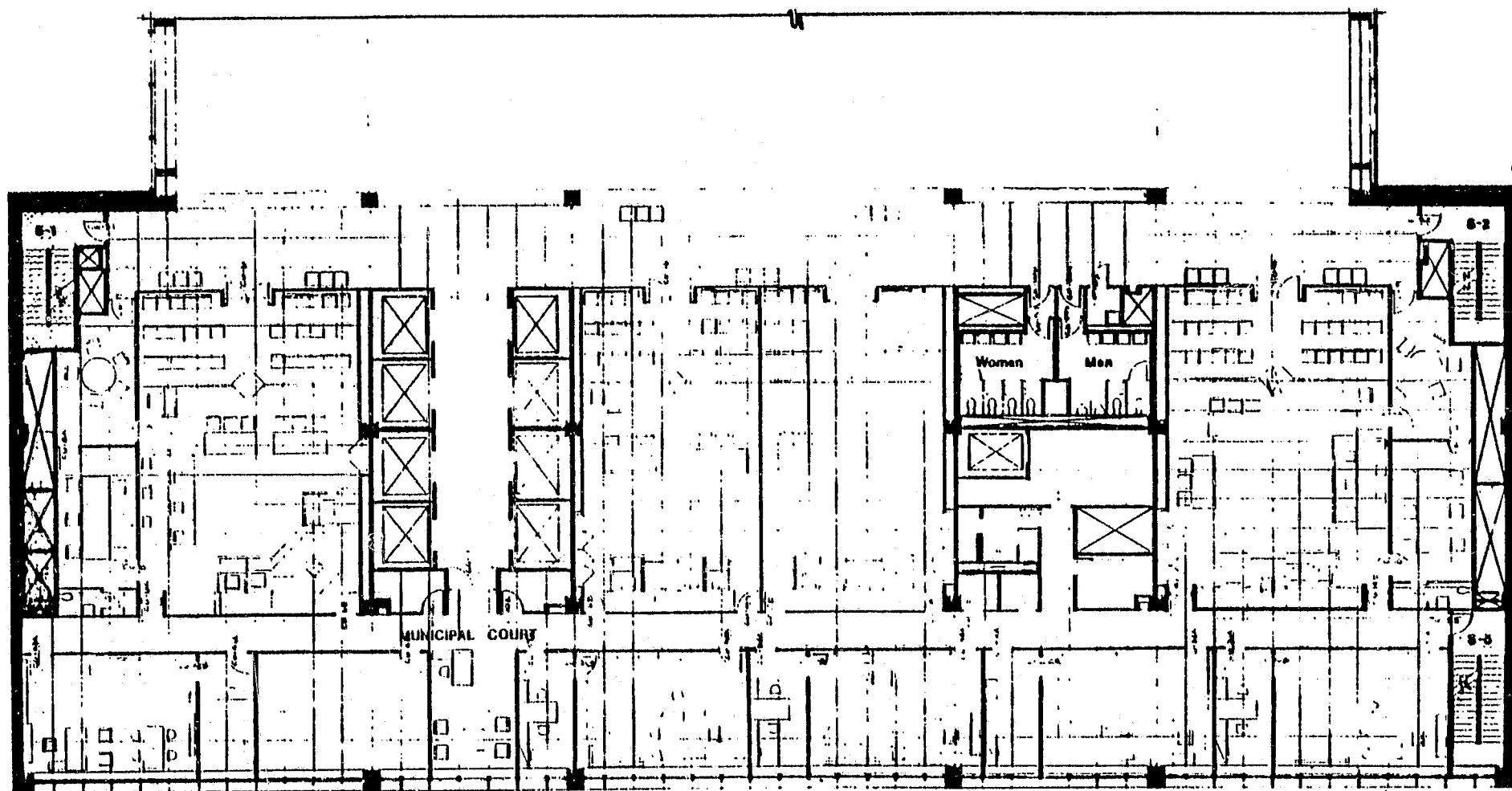




HENNEPIN COUNTY GOVERNMENT CENTER

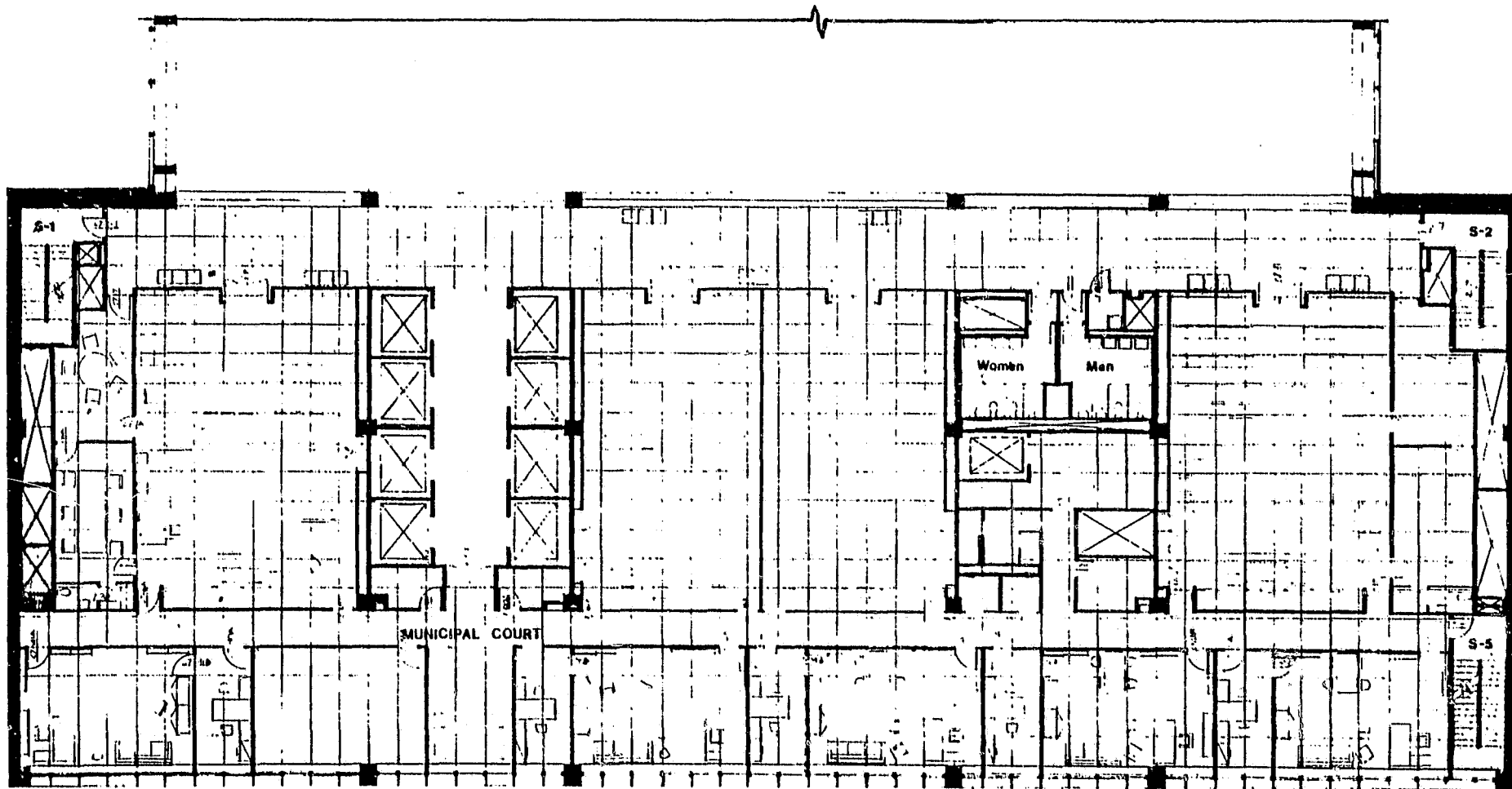
EXISTING SPACE UTILIZATION 8/79



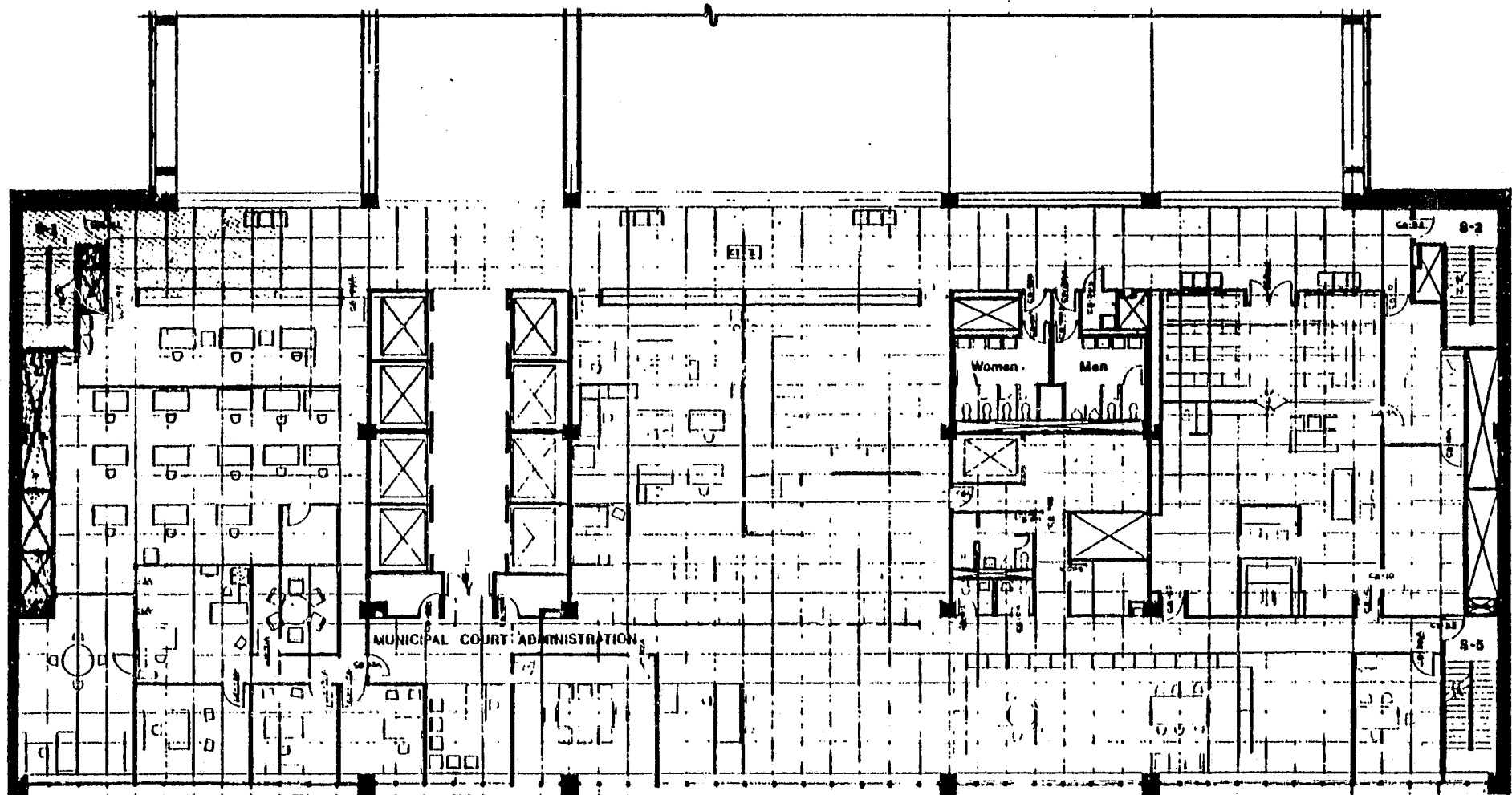


HENNEPIN COUNTY GOVERNMENT CENTER

EXISTING SPACE UTILIZATION 8

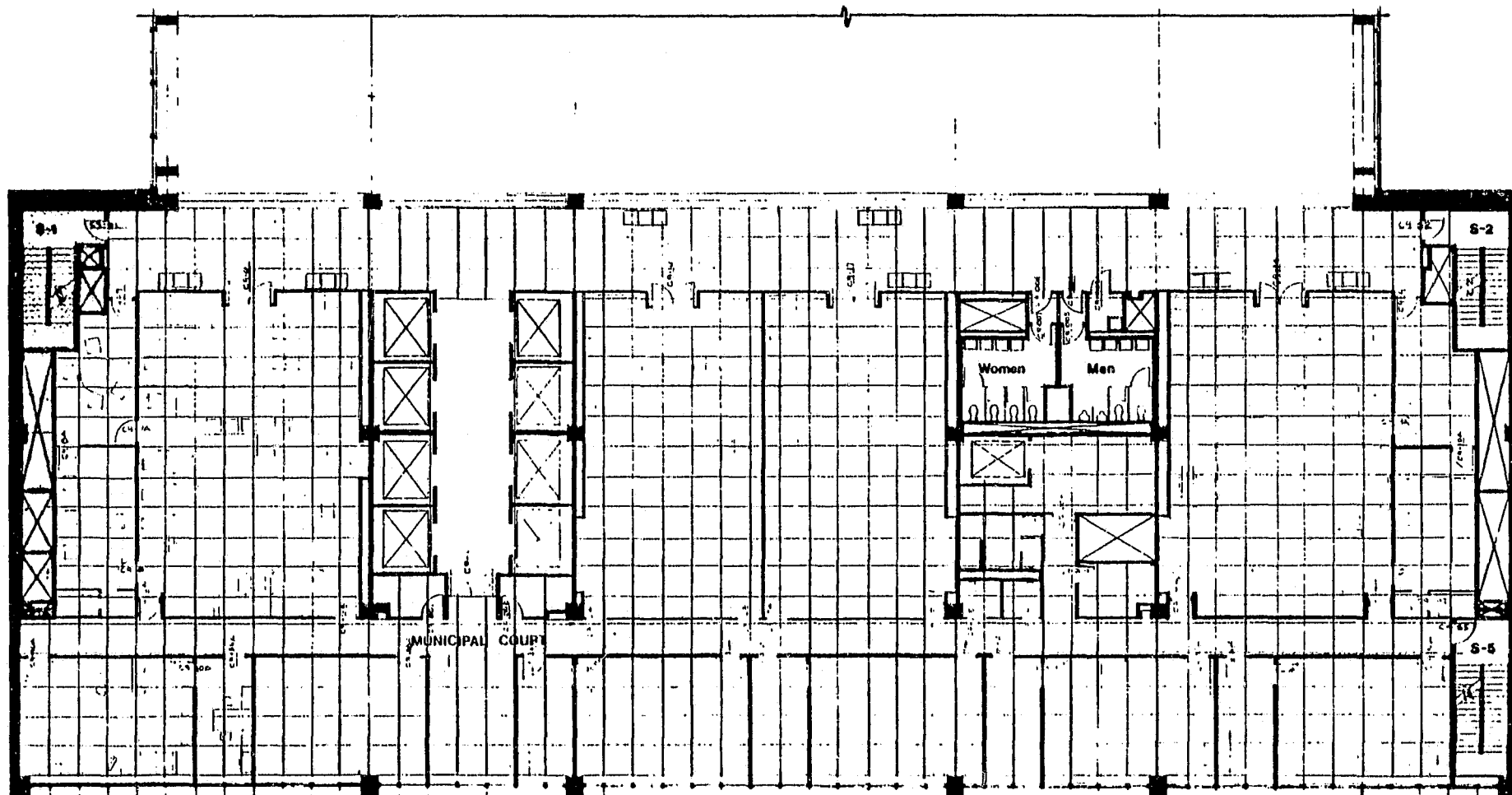


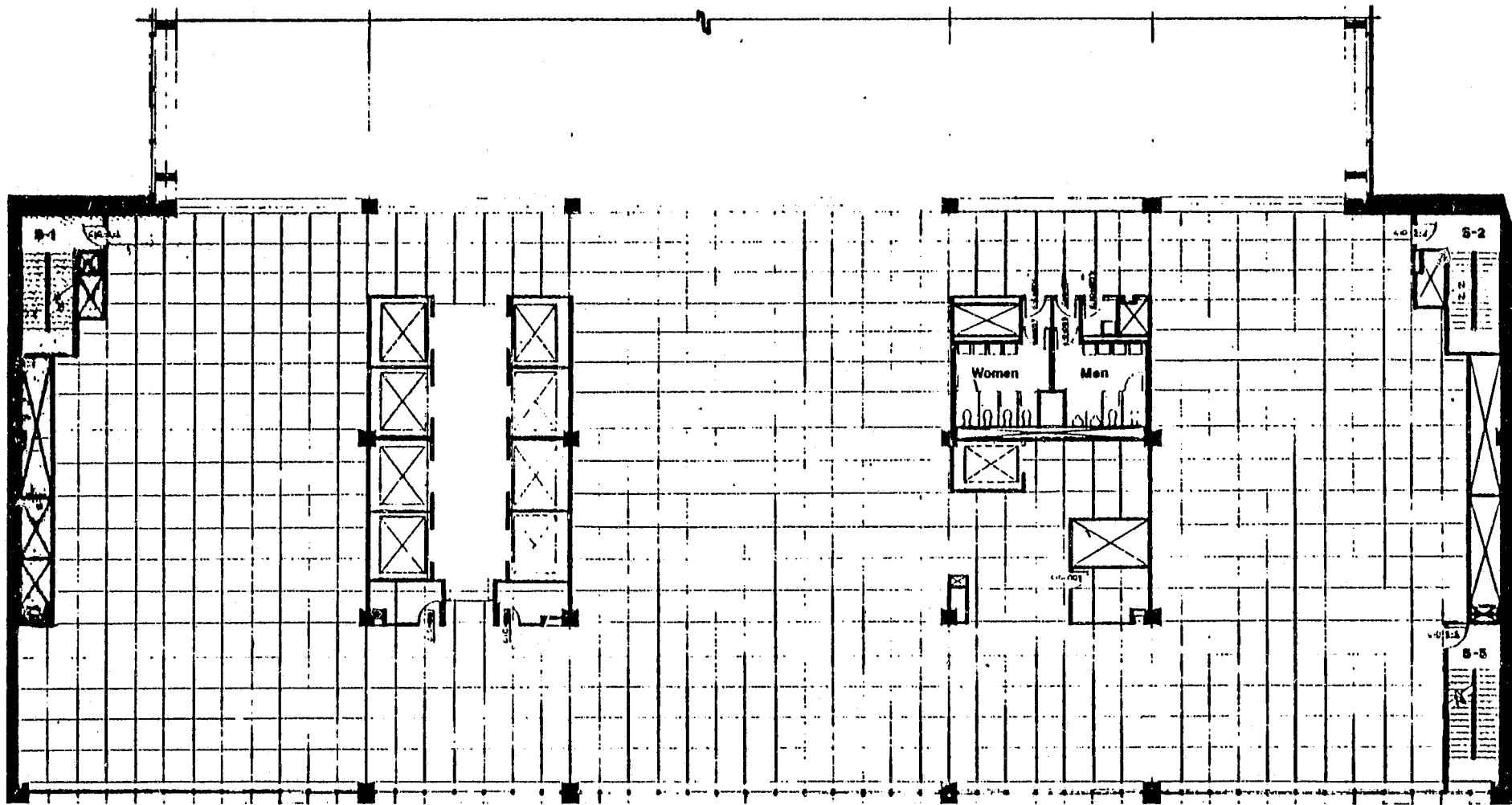




HENNEPIN COUNTY GOVERNMENT CENTER

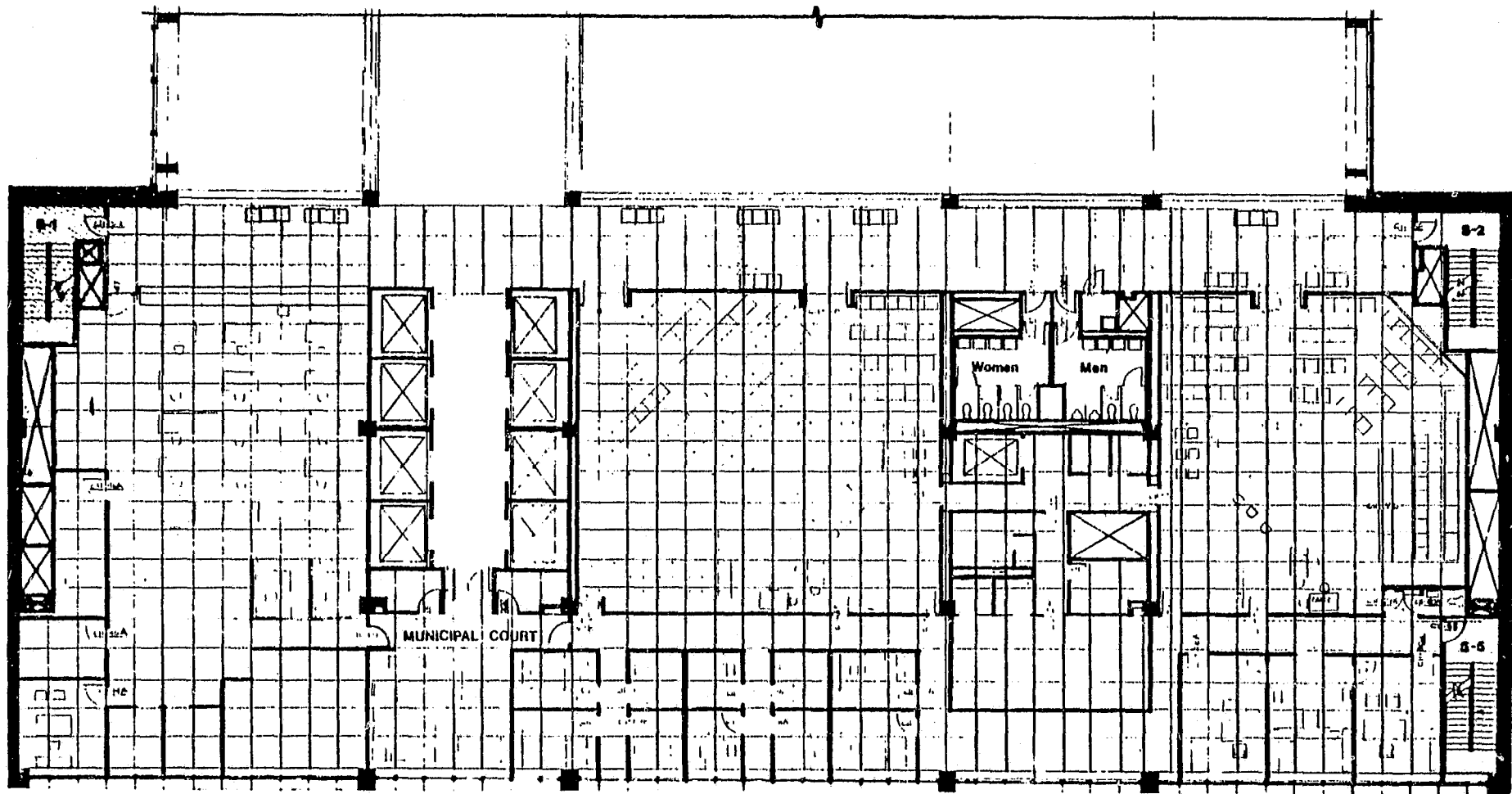
EXISTING SPACE UTILIZATION 8

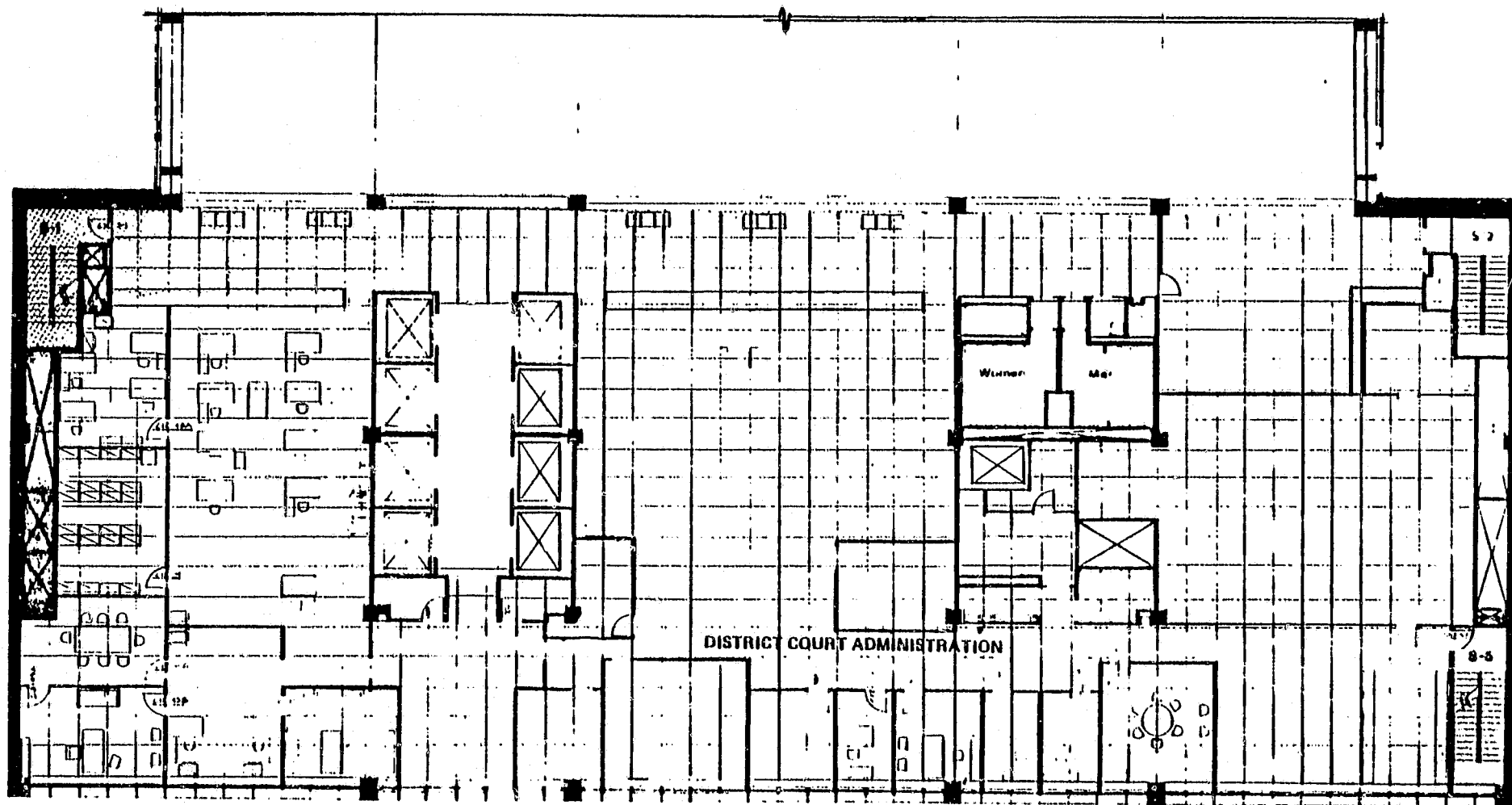




HENNEPIN COUNTY GOVERNMENT CENTER

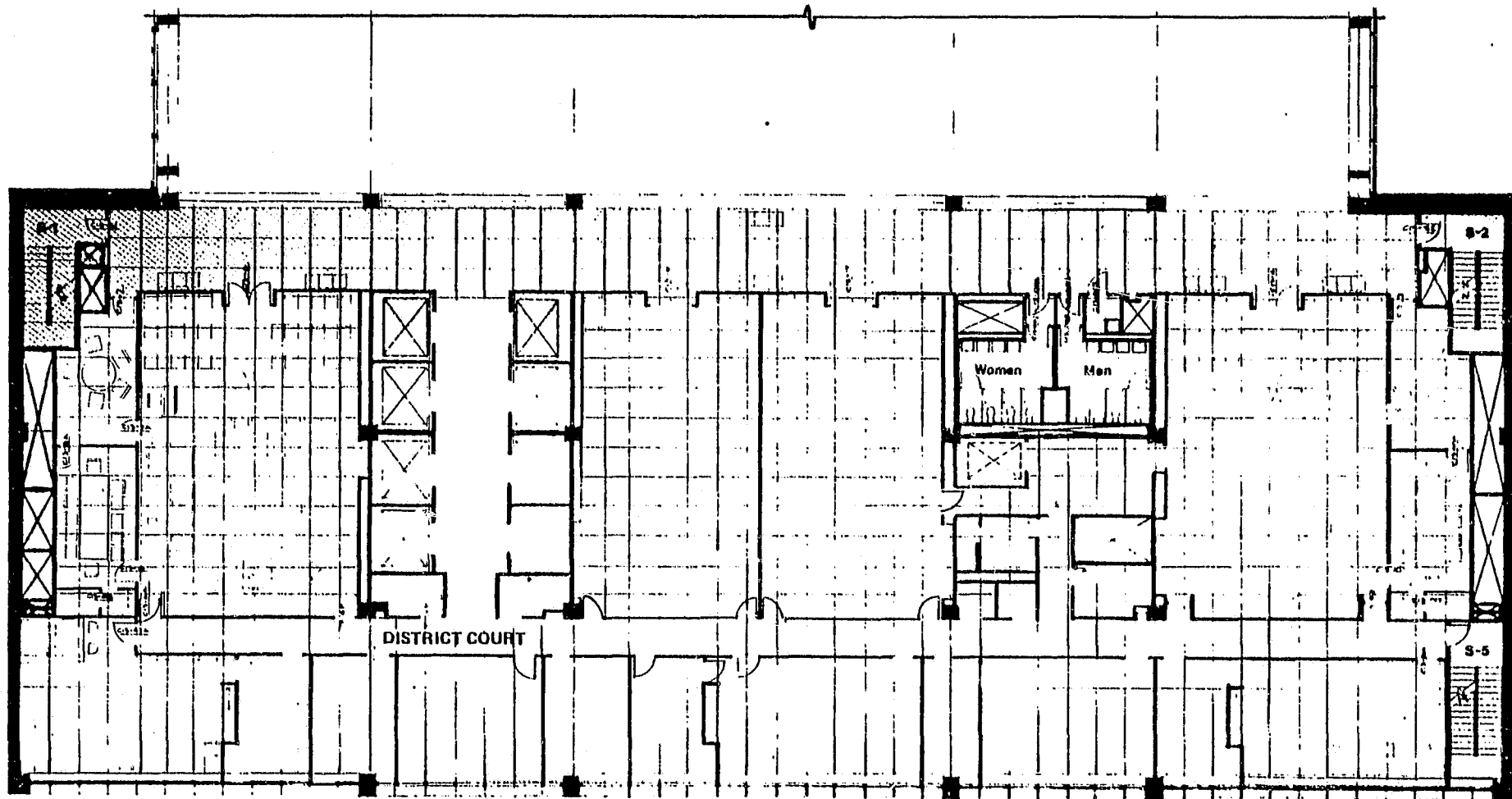
EXISTING SPACE UTILIZATION 8-10-73

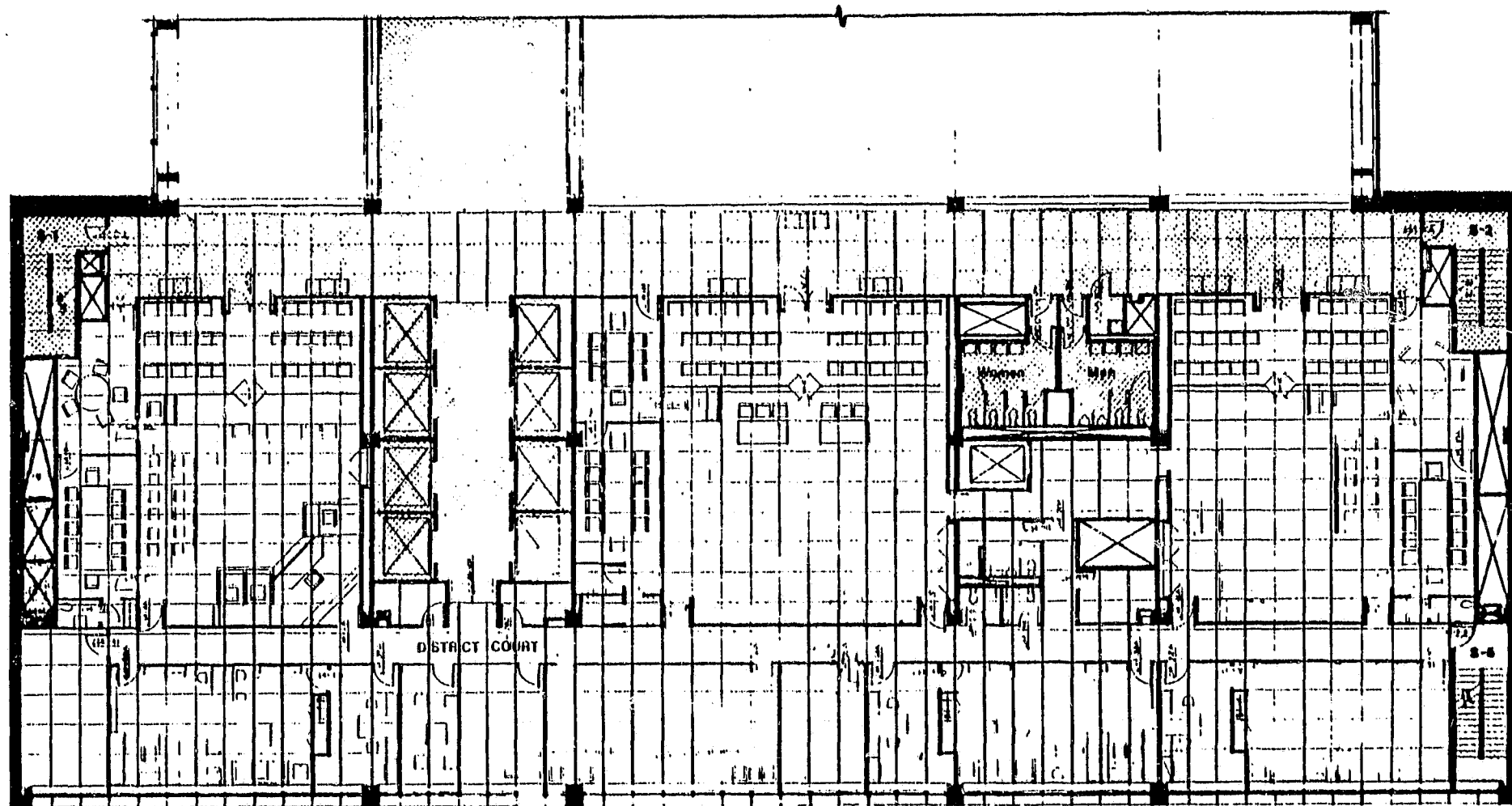


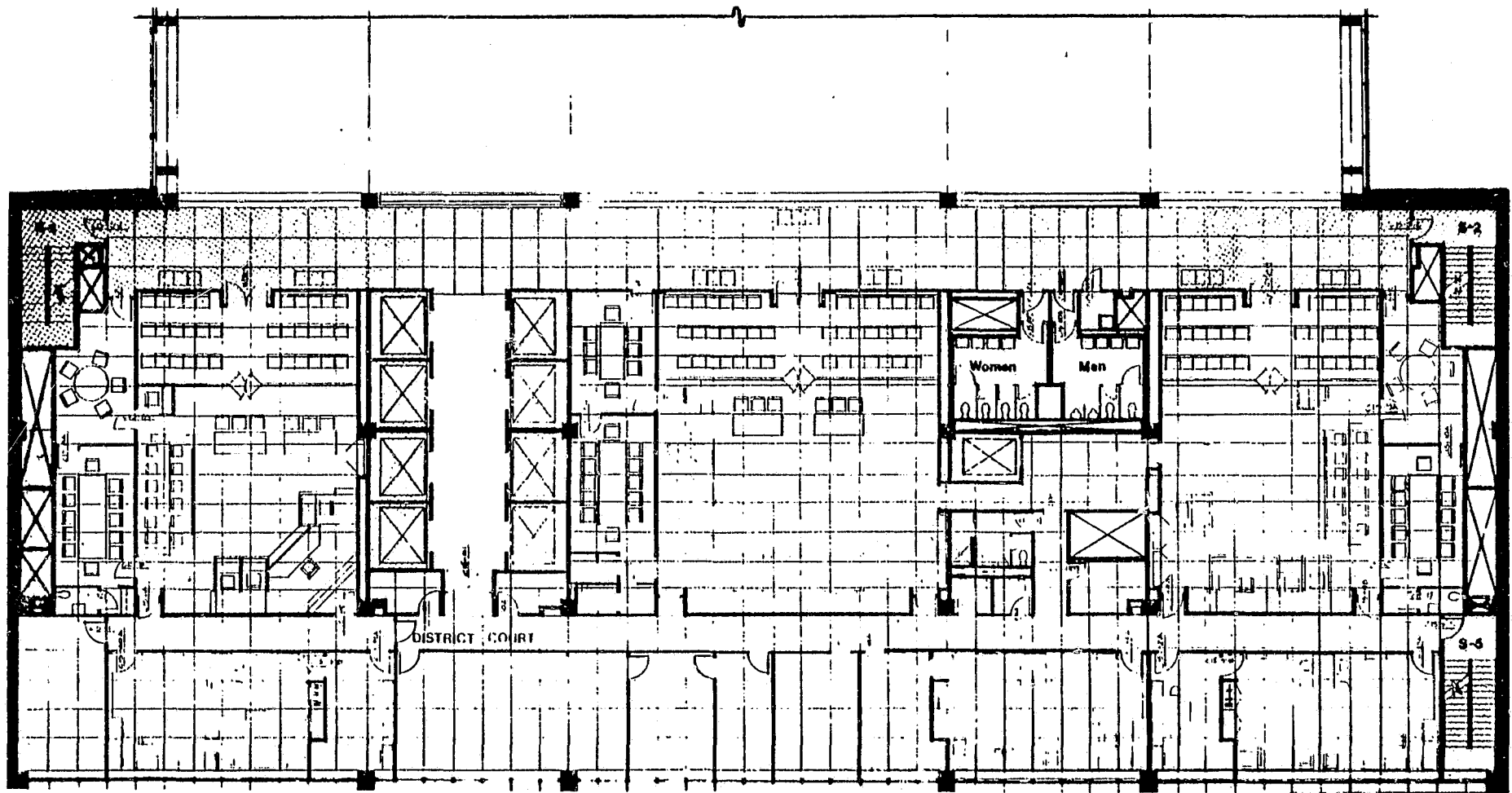


HENNEPIN COUNTY GOVERNMENT CENTER

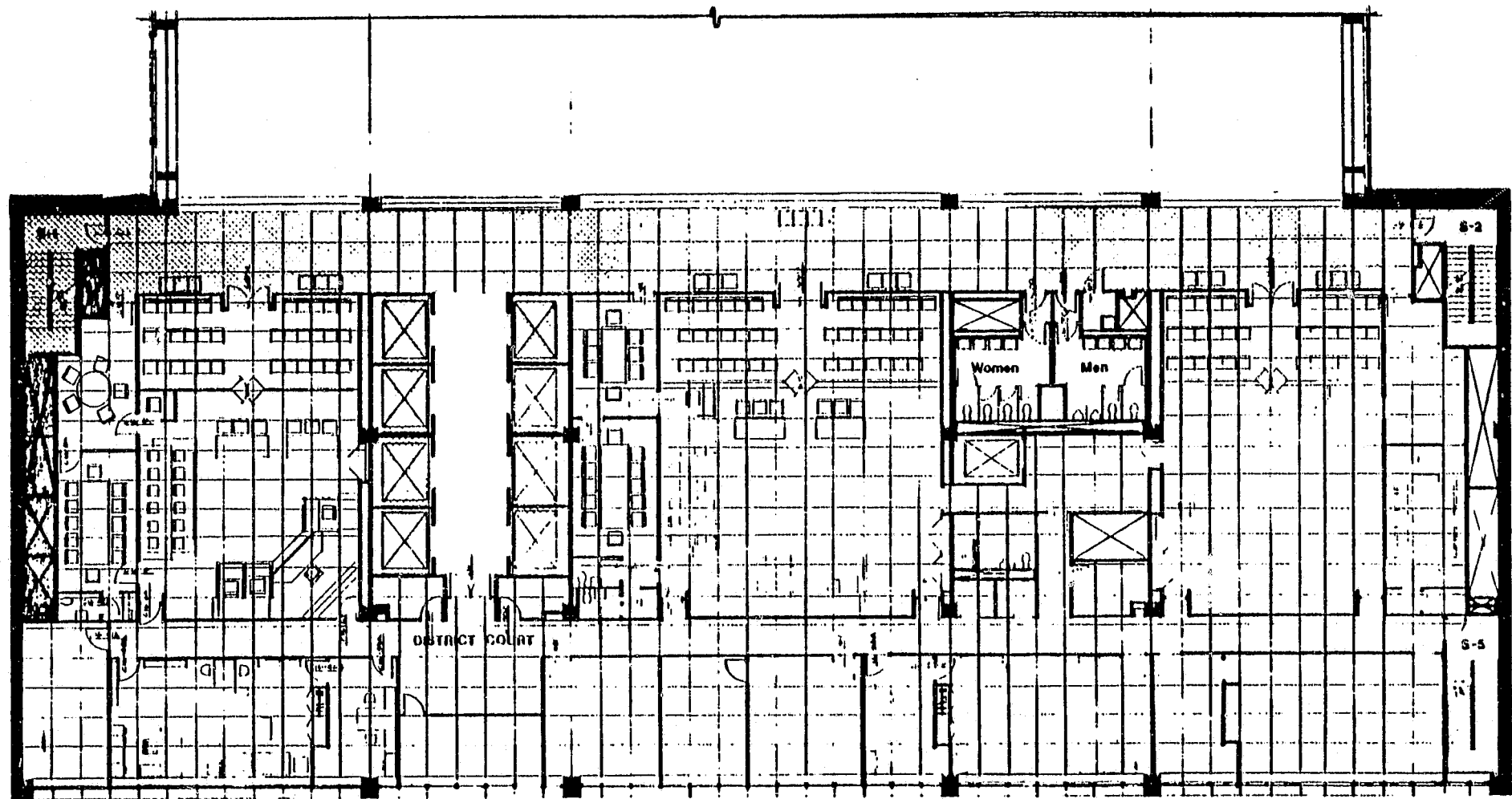
EXISTING SPACE UTILIZATION 8/1/77





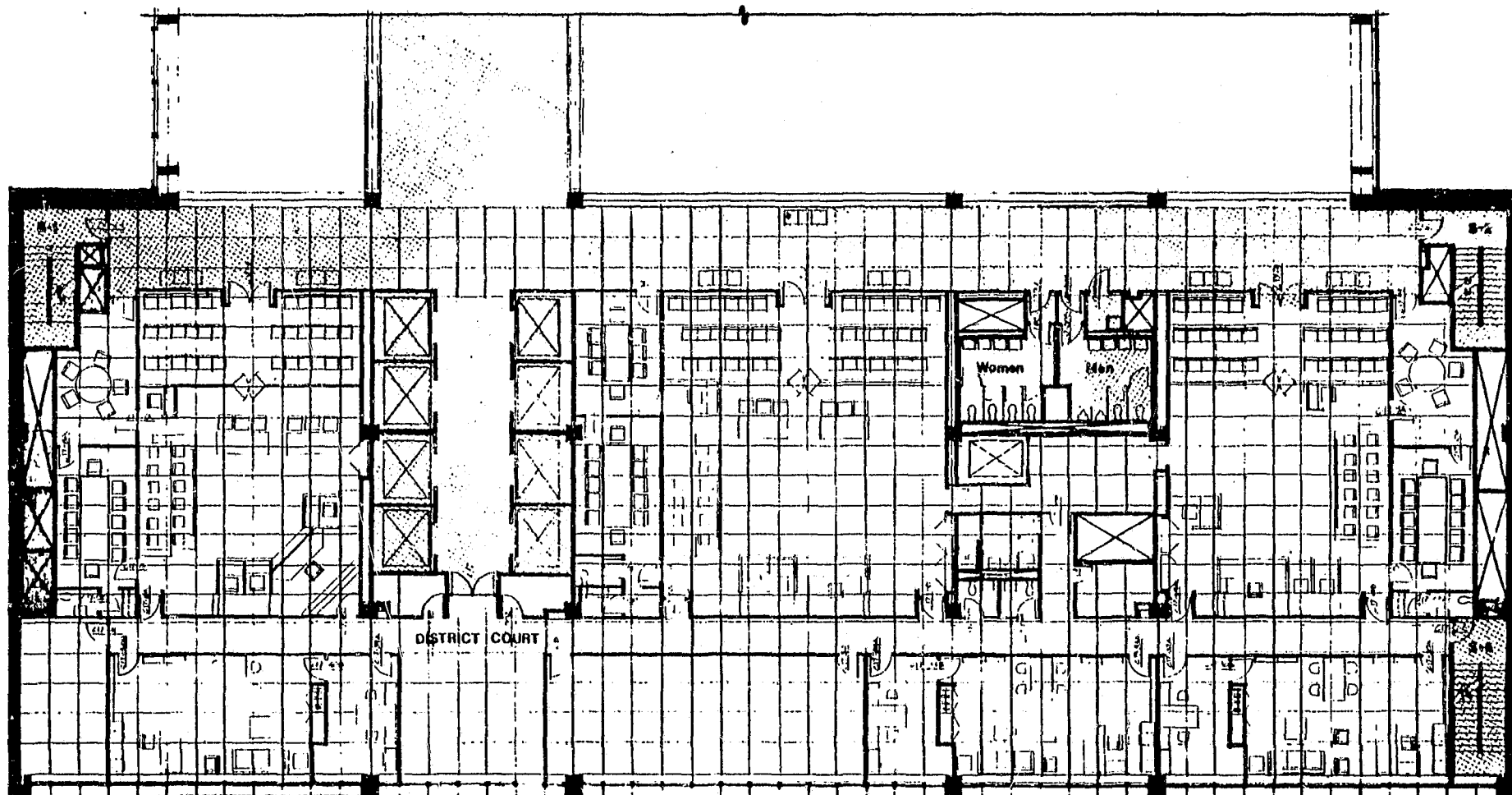


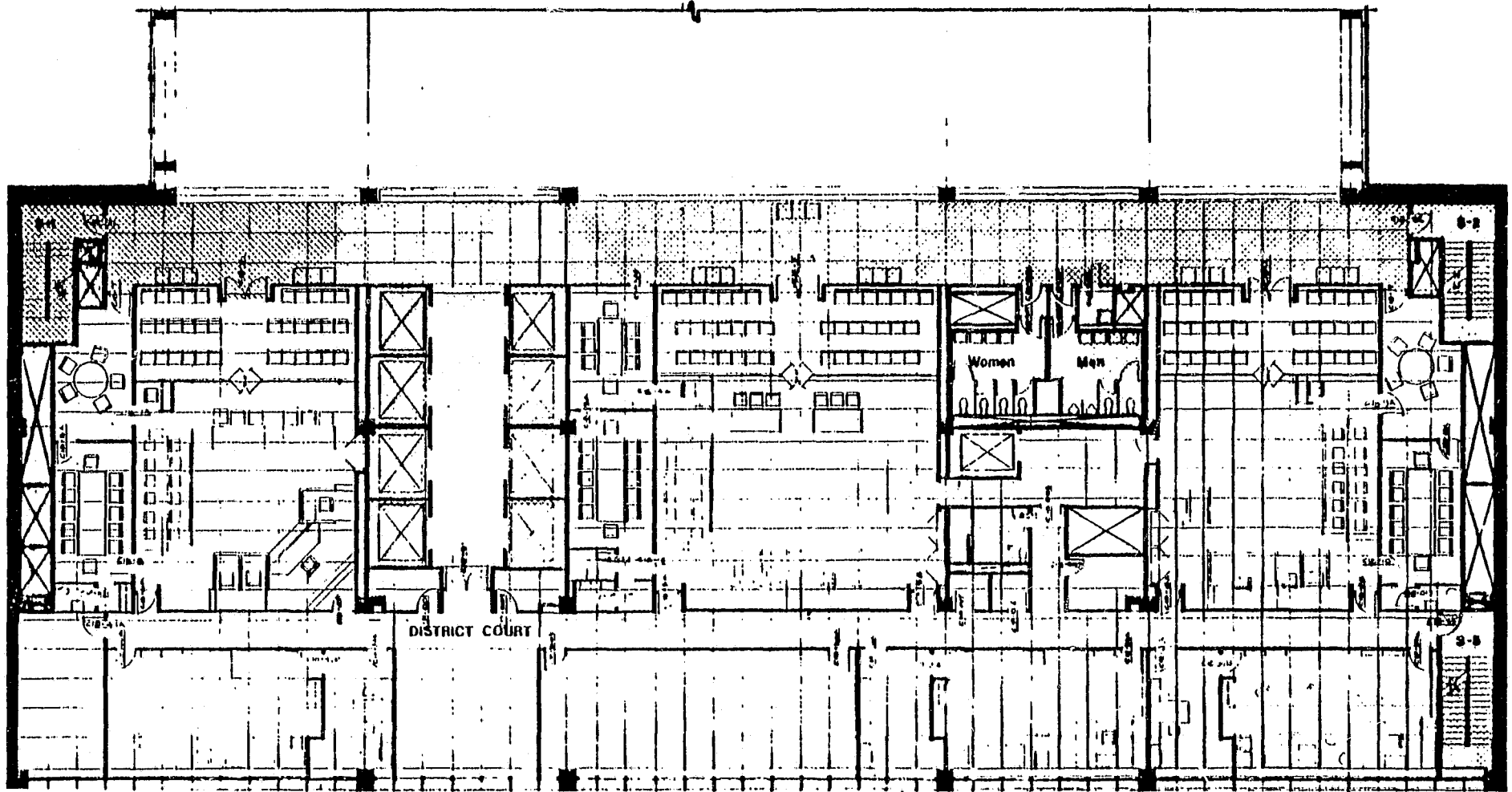




# HENNEPIN COUNTY GOVERNMENT CENTER

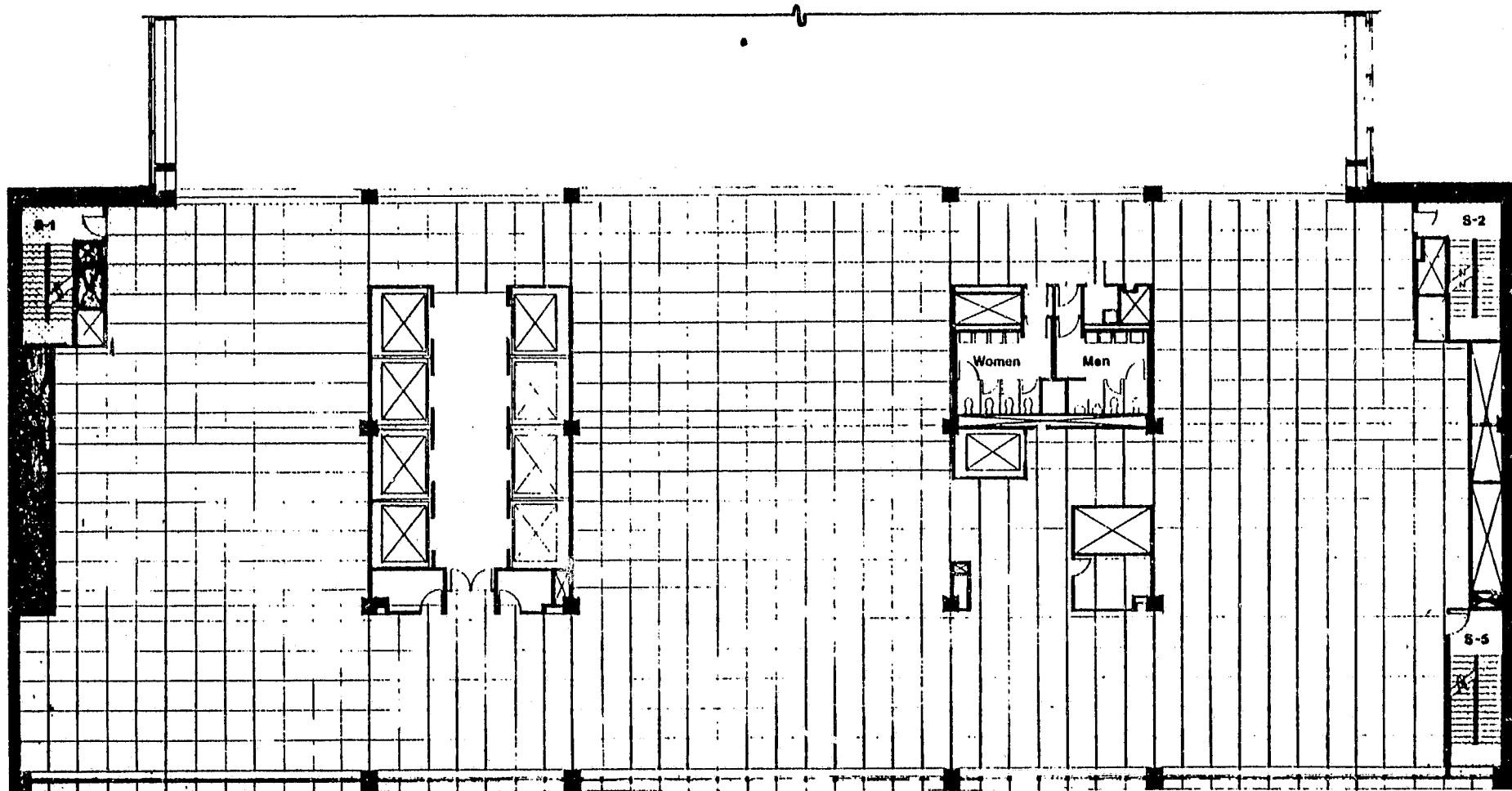
EXISTING SPACE UTILIZATION 8

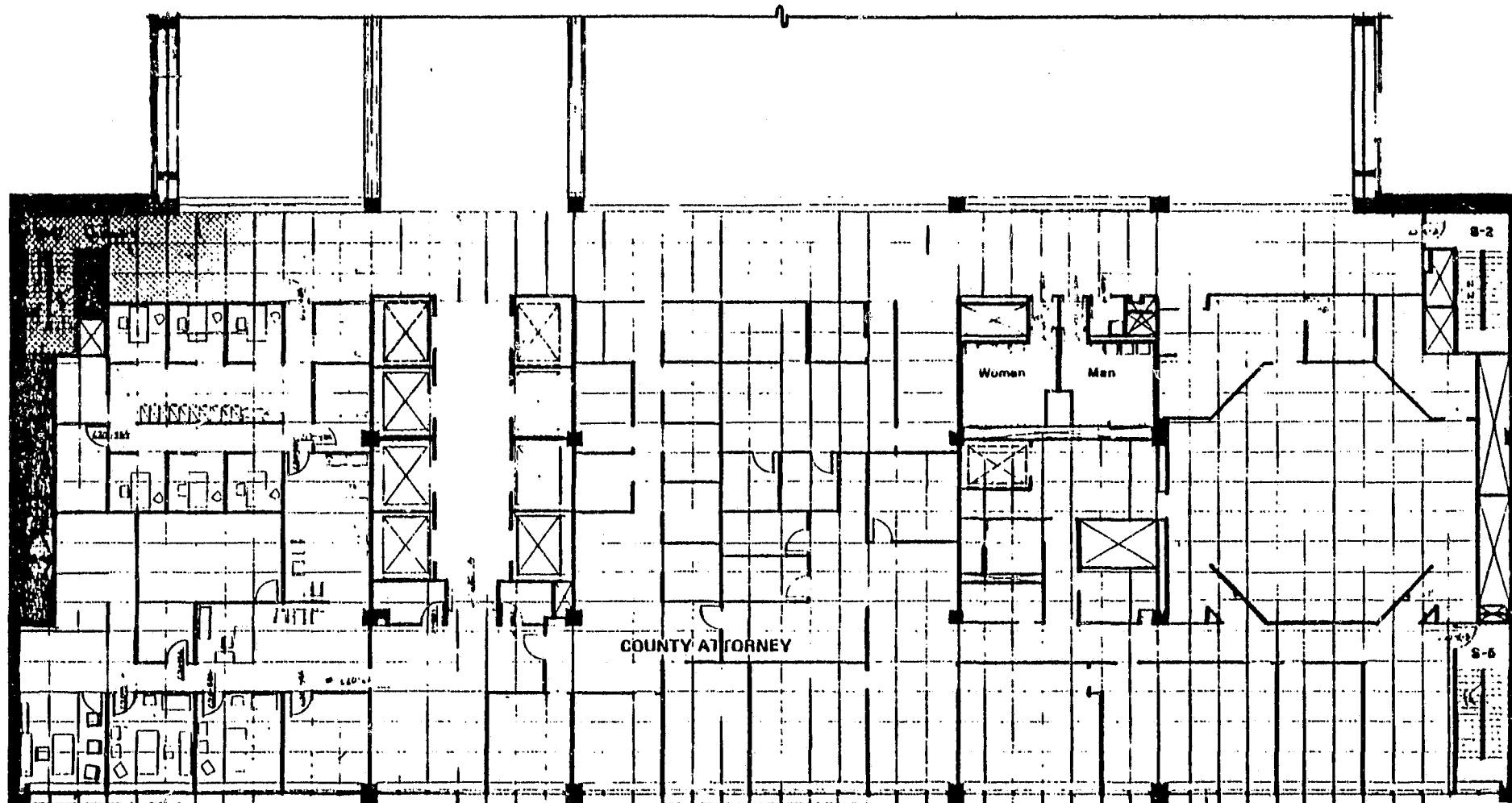


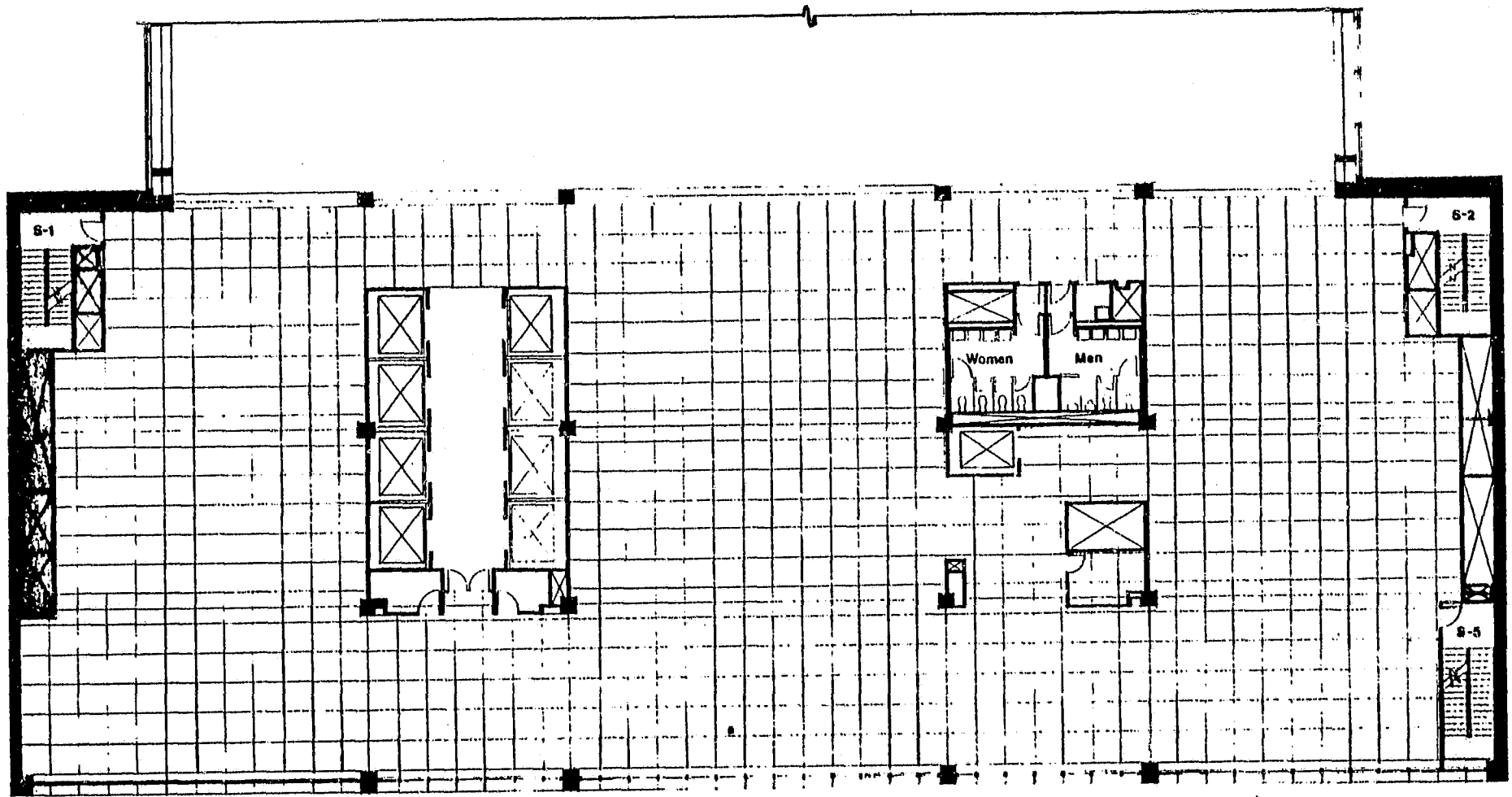


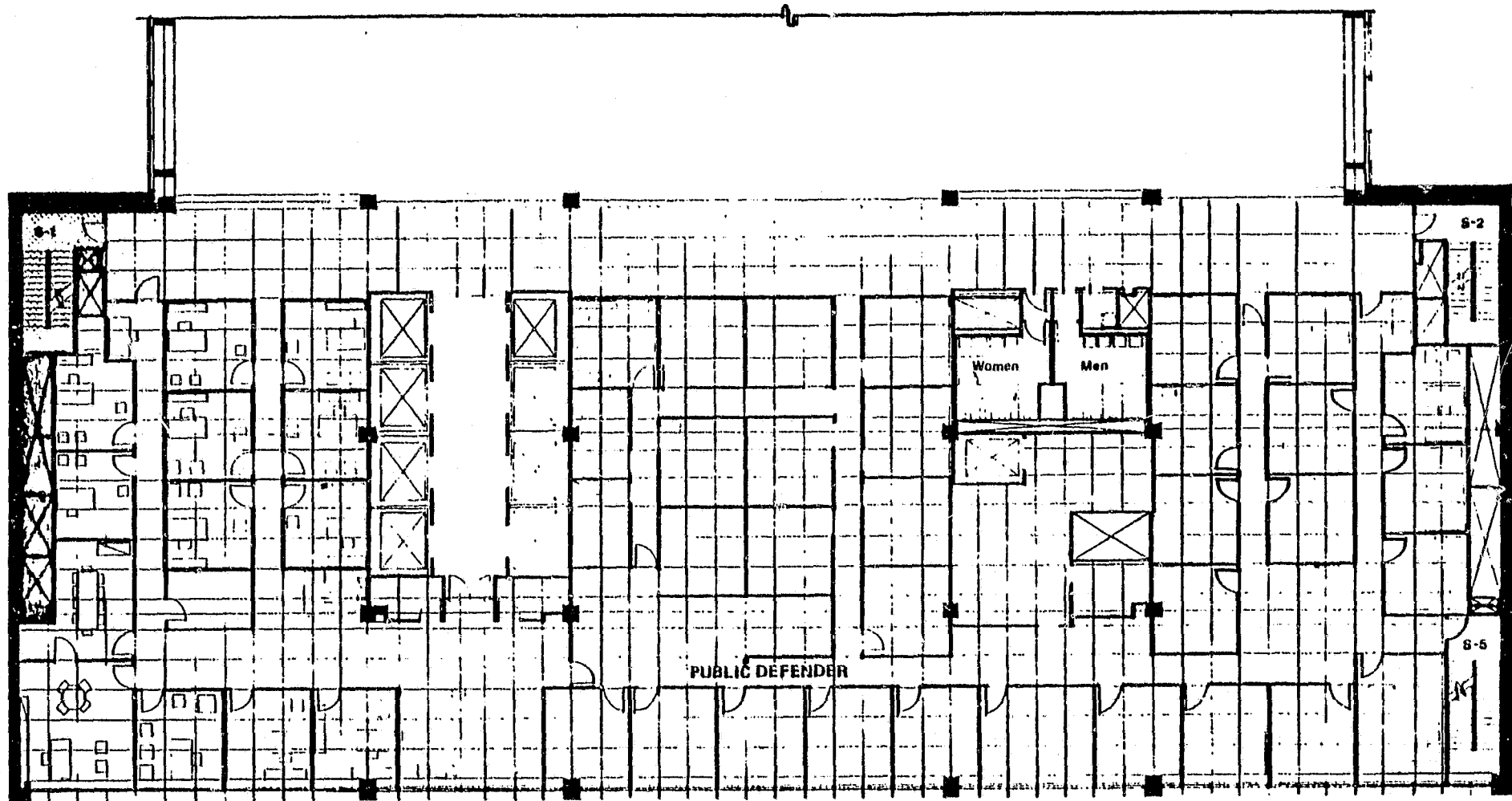
HENNEPIN COUNTY GOVERNMENT CENTER

EXISTING SPACE UTILIZATION 8/1/80



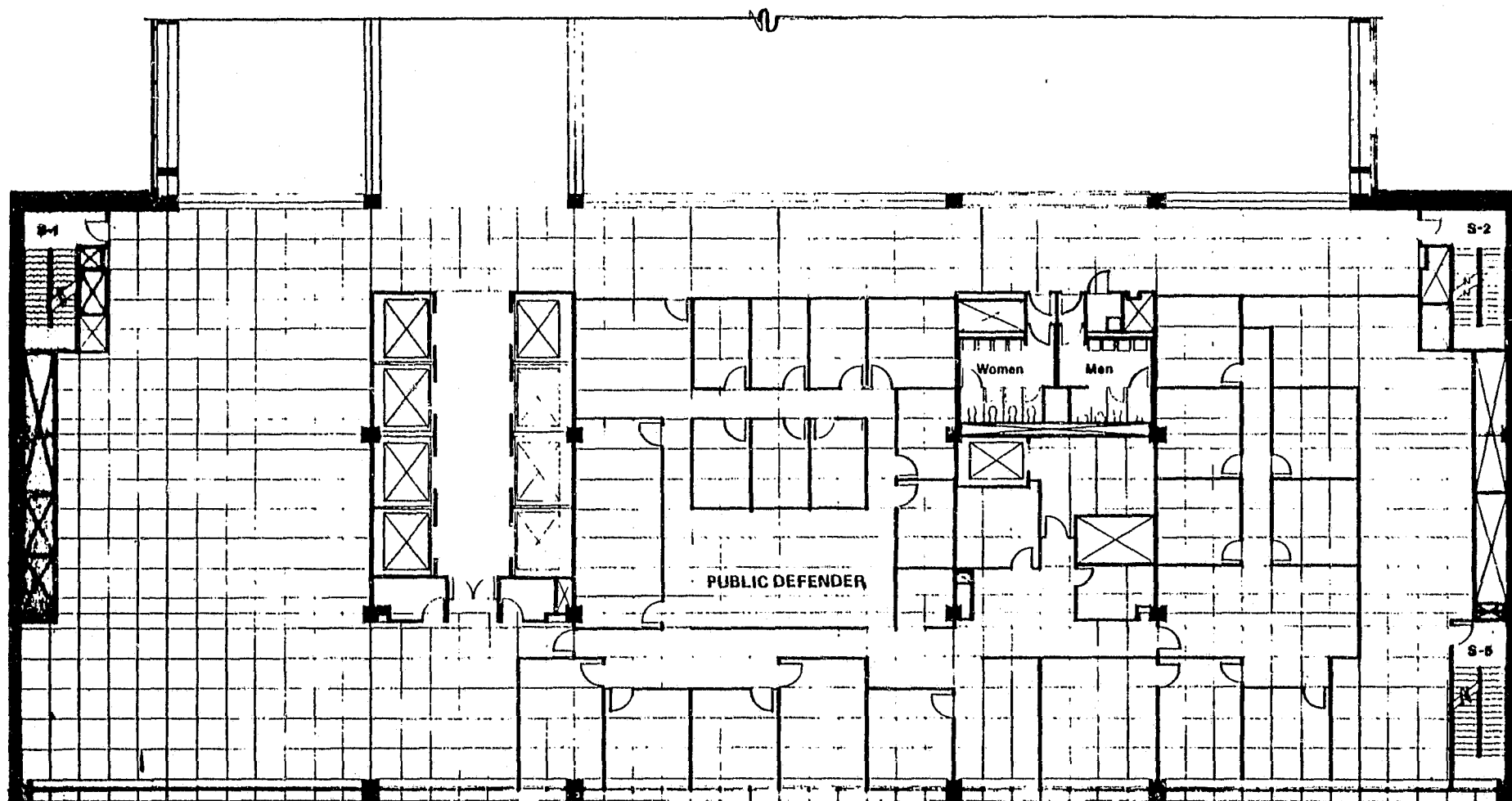




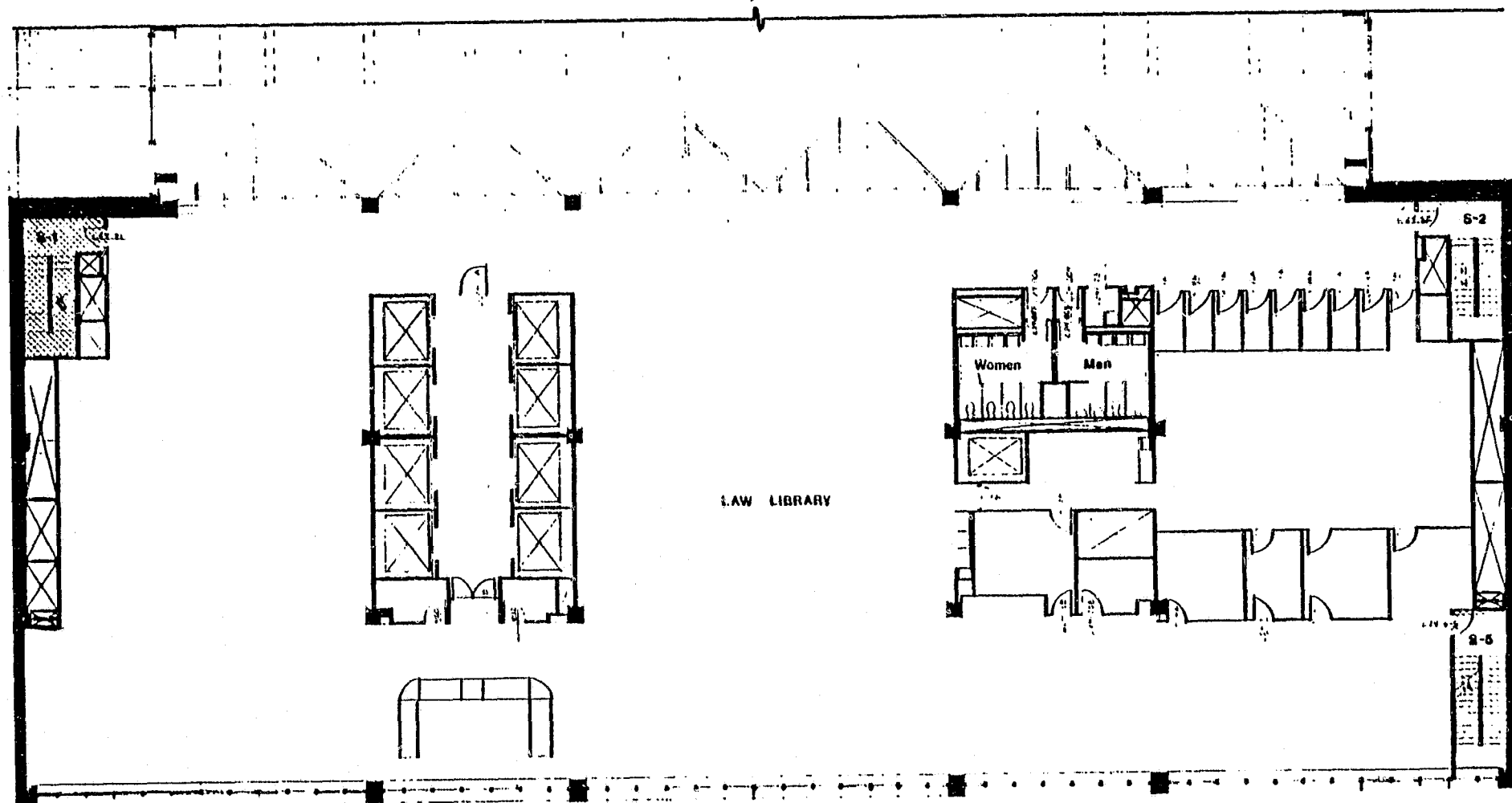


HENNEPIN COUNTY GOVERNMENT CENTER

EXISTING SPACE UTILIZATION 8

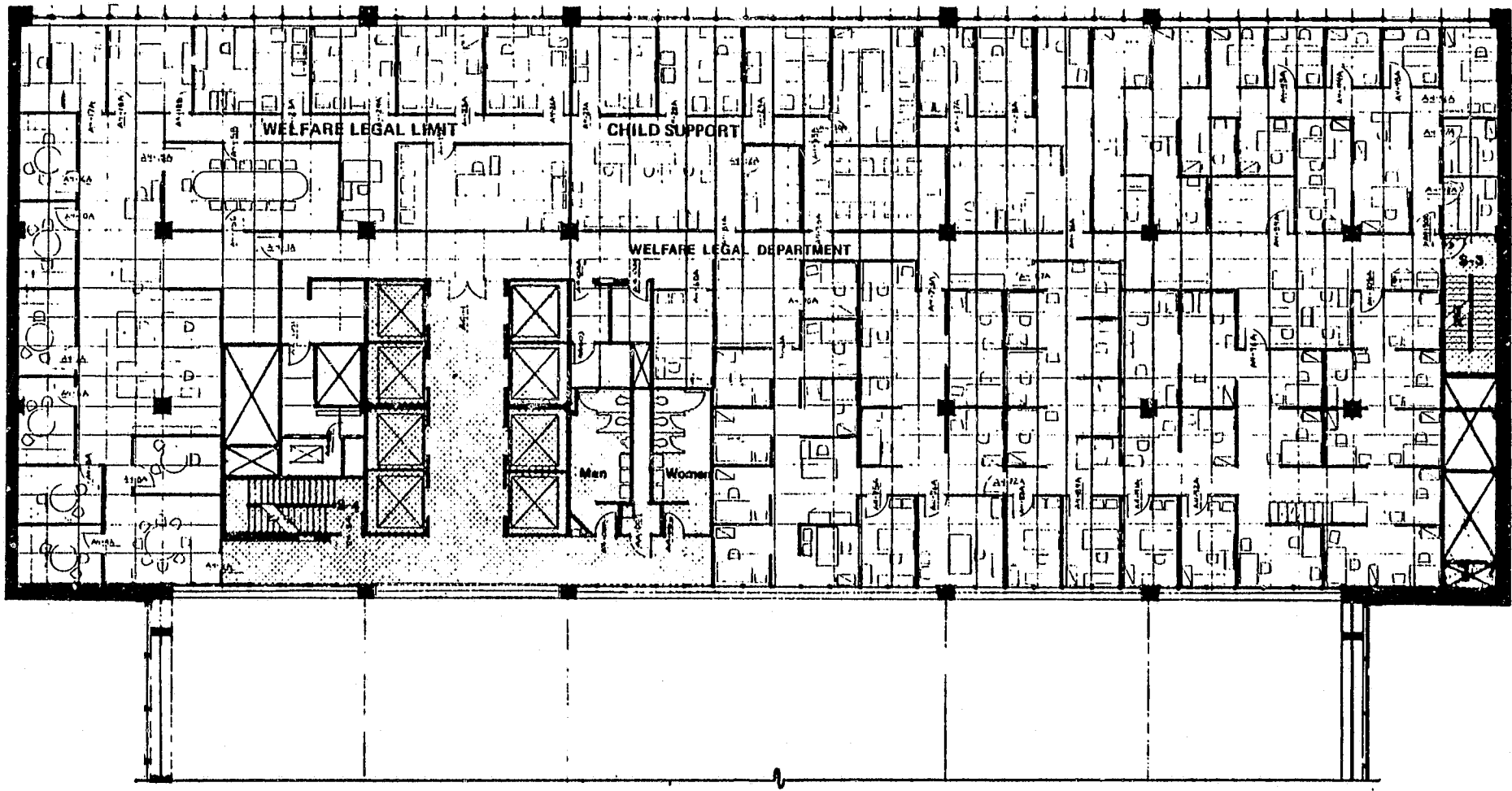






HENNEPIN COUNTY GOVERNMENT CENTER

EXISTING SPACE UTILIZATION 8/22



PROBATE COURT  
SPACE PROGRAM

Activity/Space	Sq. Ft.	Total Sq. Ft.
<u>Large Spaces</u>		9,134
Courtroom	1,200	
Courtroom	1,000	
Hearing Rooms (2 @ 512)	1,024	
Attorney/Witness Conference (2 @ 128)	256	
Jury Deliberation	400	
Counter/Clerical Area	1,650	
Records Room	600	
Attorney Research	320	
Microfilm Room	500	
Reception	320	
Library	256	
Storage/Service	508	
Circulation	1,100	
<u>Staff Areas</u>		4,487
Chambers	384	
Referees (4 @ 320)	1,280	
Administrator	192	
Deputy Registrar	192	
Supervisors (3 @ 96)	288	
Reporters (3 @ 128)	512	
Judge's Secretary	120	
Calendar Clerk	128	
Secretarial (6 @ 64) <sup>1</sup>	384	
Supervisor <sup>1</sup>	96	
Law Clerk	64	
Circulation	895	
Total Space Program Requirements		<u>13,669</u>
Existing Space Assignment		<u>11,032</u>
Total Additional Space Required		2,637

<sup>1</sup>Presumes reorganization of commitment section resulting in the transfer of 3 clerical personnel and 1 supervisory position from the county attorney mental health section to probate court.

# COUNTY ATTORNEY

## SPACE PROGRAM

Activity/Space	Square Feet	Total Square Feet
<u>ADMINISTRATION</u>		2,800
County Attorney	320	
Deputy County Attorney	256	
Director of Administration	144	
Executive Secretary	192	
Administrative Assistant (2 @ 96)	192	
Secretarial Stations (3 @ 64)	192	
Executive Waiting	80	
Reception	192	
Intern Carrels (5 @ 50)	250	
Conference Room	384	
Toilets (2 @ 40)	80	
Circulation (Internal, 18%)	518	
<u>CITIZEN PROTECTION/ECONOMIC CRIME DIVISION</u>		1,550
Supervising Attorney	192	
Attorneys' Offices (5 @ 144)	720	
Secretarial Stations (3 @ 64)	192	
Conference Room	144	
Circulation (Internal, 18%)	302	
<u>CIVIL DIVISION</u>		3,200
Supervising Attorney	192	
Attorneys' Offices (13 @ 144)	1,872	
Secretarial Stations (4 @ 64)	256	
Conference Room	192	
Waiting Area	80	
Circulation (Internal, 18%)	608	
<u>CRIMINAL DIVISION</u>		11,220
<u>Administration</u>		1,275
Supervising Attorney	192	
Reception Area	384	
Conference Room	192	
Supply Room	128	
Mail Room	128	
Circulation (Internal, 18%)	251	
<u>Appellate Section</u>		500
Senior Attorney	192	
Attorney's Office	144	
Secretarial	64	
Circulation (Internal, 18%)	100	

COUNTY ATTORNEY SPACE PROGRAM-contd.

Activity/Space	Square Feet	Total Square Feet
<u>Juvenile Section</u>		2,750
Senior Attorney	192	
Attorneys' Offices (8 @ 144)	1,152	
Secretarial (2 @ 64)	128	
Waiting Area	80	
Conference Room	192	
Files and Records Storage	200	
Library Area	200	
Student Program (2 @ 50)	100	
Circulation (Internal, 18%)	506	
<u>Grand Jury &amp; Charging Section</u>		235
Senior Attorney	192	
Circulation (Internal, 18%)	43	
<u>Training and Research Section</u>		235
Senior Attorney	192	
Circulation (Internal, 18%)	43	
<u>Trial Section</u>		5,250
Senior Attorney	192	
Attorneys' Offices (13 @ 144)	1,872	
Secretarial (8 @ 64)	512	
Conference Room	192	
Files and Records	500	
Law Library	1,000	
Circulation (Internal, 18%)	982	
<u>Major Offender Unit</u>		975
Senior Attorney	192	
Attorneys' Offices (3 @ 144)	432	
Management Analyst	96	
Secretarial	64	
Circulation (Internal, 18%)	191	
<u>HUMAN SERVICES DIVISION</u>		5,075
<u>Administration</u>		550
Supervising Attorney	192	
Conference Room	256	
Circulation (Internal, 18%)	102	
<u>Child Support Section</u>		1,250
Senior Attorney	192	
Attorneys' Offices (4 @ 144)	576	
Secretarial (4 @ 64)	256	
Circulation (Internal, 18%)	226	
<u>Mental Health Section</u>		1,925
Senior Attorney	192	
Attorneys' Offices (2 @ 144)	288	
Court Deputy (2 @ 96)	192	
Secretarial (6 @ 64)	384	
Waiting Area	120	
Senior Social Workers (4 @ 96)	384	
Circulation (Internal, 18%)	365	

COUNTY ATTORNEY SPACE PROGRAM--contd.

Activity/Space	Square Feet	Total Square Feet
<u>Economic Assistance</u>		925
Senior Attorney	192	
Attorneys' Offices (3 @ 144)	432	
Secretarial (2 @ 64)	128	
Circulation (Internal, 18%)	173	
<u>Community Services</u>		950
Senior Attorney	192	
Attorneys' Offices (4 @ 144)	576	
Circulation (Internal, 18%)	182	
 <u>WELFARE FRAUD INVESTIGATION UNIT</u>		1,000
Chief Investigator	120	
Investigators (6 @ 96)	576	
Secretarial (2 @ 64)	128	
Circulation (Internal, 18%)	176	
 <u>LAW CLERKS</u>		1,025
Law Clerks (13 @ 64)	832	
Circulation (Internal, 18%)	193	
 <u>INVESTIGATORS</u>		1,575
Chief Investigator	120	
Investigators (12 @ 96)	1,152	
Circulation (Internal, 18%)	303	
 <u>SENIOR CITIZEN PROGRAM</u>		150
Program Director	120	
Circulation (Internal, 18%)	30	
 <u>SEXUAL ASSAULT SERVICES PROGRAM</u>		350
Program Director	120	
Project Coordinator	96	
Secretarial	64	
Circulation (Internal, 18%)	70	
 <u>VICTIM/WITNESS PROGRAM</u>		575
Program Director	120	
Victim Advocate (3 @ 96)	288	
Secretarial	64	
Circulation (Internal, 18%)	103	
 <u>SUPPORT AREAS</u>		1,656
Evidence Storage	240	
General Storage		
and Service	1,016	
Library	400	
 <u>TOTAL COUNTY ATTORNEY SPACE PROGRAM</u>		30,176