

# MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017





# TABLE OF CONTENTS

## VOLUME 1: COURTS CAPITAL MASTER PLAN

## VOLUME 2: FACILITY ASSESSMENT REPORT

### Acknowledgments

(See separate volume)

### Forward

### Executive Summary

## 1 Overview

- 1.A Introduction & Background
- 1.B Current Conditions
- 1.C Best Practices (National)
- 1.D Team and Process Overview
- 1.E Guiding Principles

## 2 Analysis and Findings

- 2.A Approach
- 2.B Facility Analysis
- 2.C Court Operations and Efficiency
- 2.D Financial Context

## 3 Plan Development

- 3.A Introduction
- 3.B Prioritization
- 3.C Space Adequacy and Benchmarking
- 3.D Courthouse Consolidations Opportunities
- 3.E Budgeting Methodology

## 4 Capital Plan

- 4.A Introduction
- 4.B Capital Plan Goals
- 4.C Planning Considerations
- 4.D Key Features of the Capital Plan
- 4.E Consolidation
- 4.F Courtroom Utilization
- 4.G Plan Summary
- 4.H Benefits of the Plan

### Appendix: Capital Plan Analytics

- A.A Priority Area Access Analysis
- A.B Financial Analysis and Modeling
- A.C Courtroom Utilization
- A.D Existing Courthouse Proximity Distribution
- A.E Plan Detail
- A.F Visioning Session





## **Massachusetts Executive Office of the Trial Court**

Paula Carey, Chief Justice of the Trial Court  
Harry Spence, Trial Court Administrator

## **Massachusetts Trial Court**

Judith Fabricant, Chief Justice SC  
Elaina Quinn, DCA SC  
Paul Dawley, Chief Justice DC  
Ellen Shapiro, DCA DC  
Phillip McCue, DCA DC  
Robert Ronquillo, CJ BMC  
Cheryl Sibley, DCA BMC  
Angela Ordonez, CJ PFC  
Linda Medonis, DCA PFC  
Amy Nechtem, CJ JC  
James Morton, DCA JC  
Timothy Sullivan, CJ HC  
Paul Burke, DCA HC  
Judith Cutler, CJ LC  
Jill Ziter, DCA LC

## **Office of Court Management**

Paul Antoniewicz, Facilities Management  
John Bello, Director, Facilities Management  
Craig Burlingame, Director of IT  
David Cole, Deputy Director, CCP  
Anthony Duros, Deputy Director Fac. Mgmt  
Maria Fournier, Director of Support Services  
Anthony Granger, Facilities  
Jim Harding, Chief of Construction Services  
Tom Haskins, Telecomm. Manager  
Michael Jordan, Director, CCP  
Richard L'heureux, Manager of Programming, CCP  
John MacMillan, Project Manager, CCP  
Erika Marshall, Deputy CIO  
Jeff Morrow, Director of Security  
Louise Outler, Project Manager, CCP  
Mark Prior, Deputy CIO  
Darrel Richardson, Manager of Security Operations  
Stephen Rogan, CAD Operator, CCP  
Ann Schiro, Program Manager, Facilities Management

***Special thanks to all the Facility Managers, Security, and court personnel who provided tours, data, and insight into operations at the Trial Court***

## **Division of Capital Asset Management and Maintenance**

Carol Gladstone, Commissioner  
Elizabeth Minnis, Deputy Commissioner, OPDC  
Shirin Karanfiloglu, Director Programming, OPDC  
Elayne Campos, Deputy Director, OPDC  
Robin Luna, Acting Deputy Director, OPDC  
Amy Finlayson, Project Manager, OPDC  
Polly Welch, Project Manager, Accessibility Group  
Emmanuel Andrade, Project Manager, Accessibility Group

## **CGL Ricci Greene (Prime Consultant)**

*Master Planning and Architecture*  
Rob Fisch, Principal  
Ryan Critchfield, Project Manager  
Brett Firfer  
Kelli Hawkins  
Jeffrey Hyman  
Jessica Raimondo  
Lauren McDowell

## **The Ripples Group**

*Court Data Analysis*  
Atilla Habip  
Jesse Horan

## **Cecil Group**

*Facility Inventory*  
Ken Buckland  
Josh Fiala  
Joseph Miele (Consultant)

## **Green International**

*Civil, Structural*  
Giancarlo Botazzi  
Adel Shahin

## **Garcia, Galuska & DeSousa, Inc**

*Mechanical, Electrical, Plumbing and Fire Protection*  
Chris Garcia  
Jessica Fortin Munroe  
David Pereira  
Dom Puniello

## **Shen Milson Wilke**

*Security, Audio/Visual, Communications*  
David Goetz  
Robert Klotzbach  
Robert Haddad  
Doug Smith

## **Accentech**

*Acoustical*  
Jonah Sacks



*FORWARD TO THE DRAFT MASTER CAPITAL PLAN**APRIL 2017*

While the Trial Court rapidly modernizes its operations to meet 21st century standards of efficiency and service to the Commonwealth, many of the state's 100 courthouses continue to deteriorate and decay. We must ensure that the delivery of justice is not threatened with disruption and failure, as outmoded building systems fail in the very structures where justice is delivered to the public.

To restore the infrastructure for the delivery of justice and to remedy the varying levels of deterioration across the Commonwealth's court facilities, the Trial Court, in partnership with the Division of Capital Asset Management and Maintenance (DCAMM), has developed this draft master capital plan.

This draft plan is first and foremost a statement of need to address the wide disparity of courthouse conditions across the Commonwealth. The implementation framework is a long-term roadmap phased over 20-plus years but includes a near-term request proposing \$500 million of investment within the next five years (Phase 1A) in locations with documented critical need. Elements of the plan beyond Phase 1A will be revisited and reevaluated, given the pace of change in court operations due to technology and other enhancements.

The plan currently proposes phased consolidation of outdated or lower volume courthouses into Regional Justice Centers. Fortunately, most of the state's outmoded courthouses can be updated or replaced through consolidation within the same community, ensuring continued ease of access for litigants, lawyers, jurors, staff and the public. The role of the courthouse as an important anchor for civic and economic life in a community will not only be preserved, but enhanced. Justice will be woven into the fabric of community.

Development of this approach required extensive research and analysis. In the preparation of the plan, the majority of buildings in the court system were evaluated, whether owned by the Commonwealth or by one of the counties. Detailed cost estimates for the necessary repairs were prepared, and the impact of any closings on the travel required of court users was calculated. Alternative plans were considered, where appropriate.

We worked jointly with DCAMM to prepare an approach to the first years of the proposed plan (Phase 1A). Through extensive discussions, we have arrived at a request for the next five years, based on the capital funds available at this time to the Commonwealth.

The full plan represents a recommendation at a given point in time for the Judiciary and it certainly will need to evolve as the Trial Court continues to implement dynamic technological change and new initiatives for serving the Commonwealth. We look forward to receiving reactions and comments and expect to make appropriate changes as a result of the commentary in order to issue a final plan later this year.

We are grateful to our partner, the Division of Capital Asset Management and Maintenance, for their diligent and thoughtful work in the preparation of this plan. We also extend our thanks to court staff and users who assisted in the assessments of the conditions of our court buildings. We hope that this plan, when finalized, will mark a turning point in the Commonwealth's stewardship of the infrastructure that supports the rule of law.



Chief Justice of the Trial Court



Trial Court Administrator





# EXECUTIVE SUMMARY OF DRAFT REPORT



## INTRODUCTION

Started in the summer of 2014, the Courts Capital Master Plan (CCMP) is the result of a focused planning effort by the Massachusetts Trial Court, assisted by the Division of Capital Asset Management and Maintenance (DCAMM) and consultants with national expertise in courthouse planning, design and operations. It was developed through a comprehensive planning process involving: consensus planning considerations, facility condition assessments, and regular stakeholder workshops. Data collection regarding staffing, courtroom utilization, court user geographic data, caseload, and financial analysis provided key information for establishing priorities.

The CCMP builds upon and complements the Trial Court's Strategic Plan 1.0 issued in 2013. It seeks to remedy the varying levels of deterioration and risk found across the State's 97\* court facilities, and to align these buildings with the operational goals and priorities of the Strategic Plan. Together, these two plans provide a comprehensive approach for a more sustainable and efficient Trial Court system for the future of the Commonwealth.

***Over the past five years, the Trial Court has been actively implementing initiatives through technology to greatly improve operational efficiency while expanding judicial services to the public, including:***

- video conference hearings and bail reviews
- state of the art digital court recording
- phased implementation of e-filing
- The establishment of six court service centers to assist pro se litigants
- archive and records digitization
- expansion of Specialty Courts as an alternative to incarceration
- updating the statewide database of facility statistics
- increasing utilization of existing Regional Justice Centers

***The cumulative effect of these initiatives is a court system that is more responsive to both public users and partner agencies. They allow the Trial Court to be more flexible in terms of capital investment alternatives and more agile in its responsiveness. In the fall of 2016, the Trial Court completed the Strategic Plan 2.0 which continues to raise the performance bar for the Judiciary.***

## BACKGROUND

The majority of the courthouses in Massachusetts are in a state of disrepair due to inadequate major repairs and capital investment over the past few decades. While attentive management has improved the maintenance of the courthouses in the past three years, this alone is proving insufficient to eliminate the backlog of facility issues. Public court users and staff regularly conduct the business of the Massachusetts Judiciary in circumstances that prompt significant liability risk and contradict the assertion that we are a Commonwealth honoring the rule of law and access to justice. Leaking building envelopes, water damage, failing building systems, unsafe operating conditions, inadequate fire safety, prisoner holding and circulation: these are the issues which impede judicial processes statewide and need capital investment.

AGE OF MASSACHUSETTS COURTHOUSES

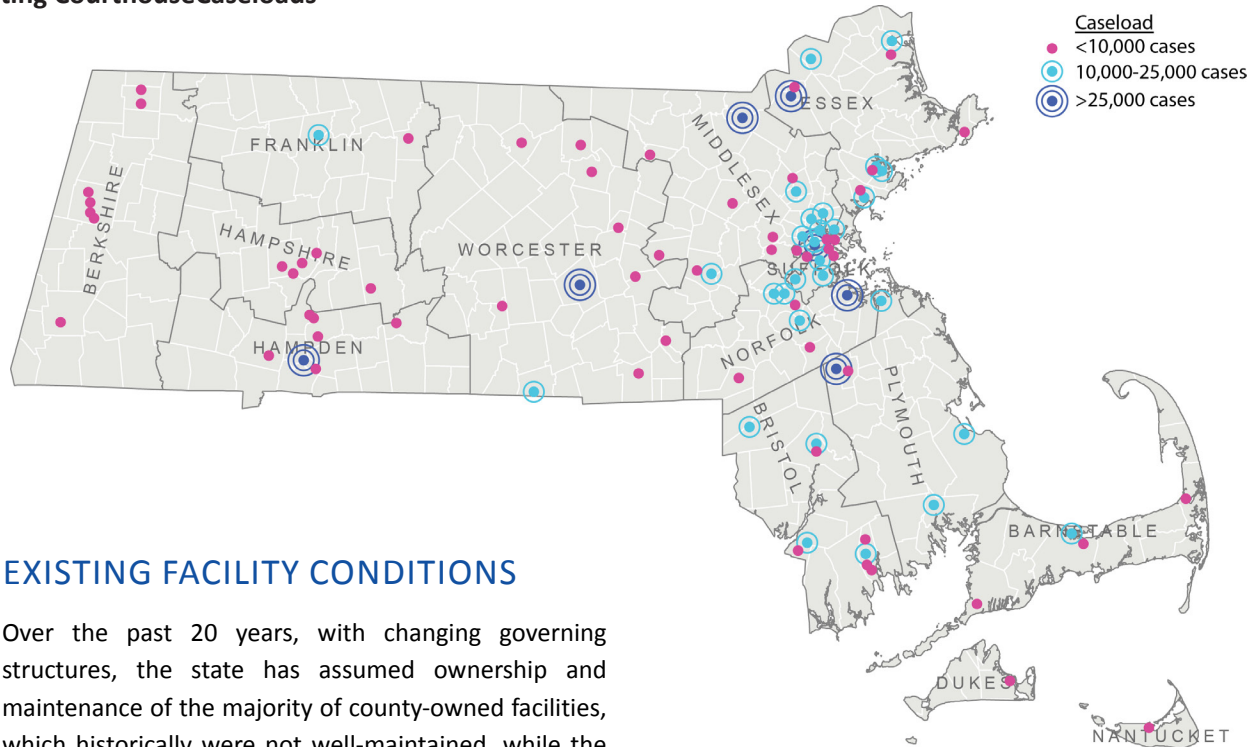
Year Built	1805 -1900	1901 - 1950	1951 - 1979	1980 - 1999	2000 - 2017
# Court Houses	17	22	28	10	5
# Courtrooms	50	96	101	73	63
% Courthouses	21%	27%	34%	12%	6%

65% of courthouses in MA are older than 50 years

*\*1 Currently, there are 100 courthouses. With the completion of Greenfield and Lowell projects, there will be 97 courthouses.*



## Existing Courthouse Caseloads



## EXISTING FACILITY CONDITIONS

Over the past 20 years, with changing governing structures, the state has assumed ownership and maintenance of the majority of county-owned facilities, which historically were not well-maintained, while the volume and nature of court business has expanded greatly throughout the state. Due to the comprehensive nature of problems in many of these buildings, a variety of state and federal code thresholds are triggered, thus mandating significant capital investment as part of any repair or renovation. In many cases, even with comprehensive renovations, the facilities will likely still be unable to meet modern court security and safety standards due to layouts from a historic judicial era.

As part of the CCMP, Facility Assessments were developed to provide a planning-level evaluation of overall condition, building systems, space adequacy, security, code compliance, barrier-free accessibility, and life safety. These assessments were used to prioritize the urgency of the repairs, determine which require major repair, modernization or replacement, and identify critical issues that could pose a life safety risk or result in emergency building closure.

Rather than investing in these outdated facilities that may or may not have workable solutions, the planning group focused on replacing aging facility clusters with modern Regional Justice Centers (RJC). RJC's are a national design standard for justice systems that result in multiple court departments consolidating into one building, thus providing more efficiency for staffing and security, while bringing public access to government services up to modern trial court standards for safety, technology and access. It also streamlines the system into fewer buildings, which improves facility operations. While these RJC's have greatly improved the statewide infrastructure in strategic locations, the lack of investment in the remaining courthouses has left the system with serious infrastructure needs.

Of the 97 facilities statewide, 65% are over 50 years old and at the juncture of needing substantial repairs and modernization. These older facilities provide significant challenges to court operations due to intractable layouts, high costs to renovate, lack of secure circulation, lack of accessibility, inadequate space, poor adjacency of functions, and confusing wayfinding. Investing piecemeal capital into buildings that may still not lend themselves to modern justice standards results in ongoing inefficiencies which drive up staffing and operating costs, create security risks, and frustrate the public users who are already appearing at the courthouse under stress.

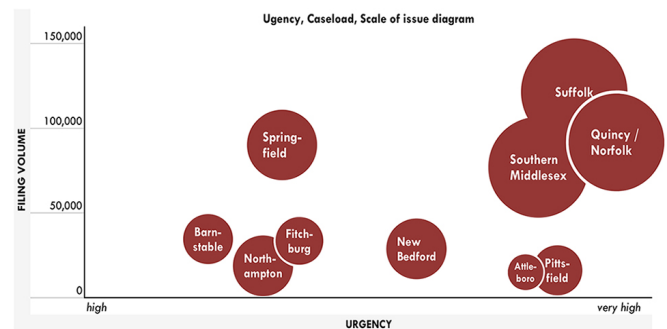
## PLANNING CONSIDERATIONS

While Facility Condition Assessments provide a foundation for establishing investment priorities, the following items are integral to the mission of the Trial Court and were considered in the development of the CCMP design and construction solutions:

**Access to Justice** – the planning process ensured court users will not be adversely affected by any court location changes, and in fact access will improve for the system as a whole. Particular consideration was given to courthouses and vulnerable populations in Gateway Cities and those repairing public transportation access.

**Regional Equity** – the nature and volume of court business is directly proportional to population demographics; the highest caseloads tend to be in population centers. However, investments have been phased such that they are spread across the state, without one particular region benefiting disproportionately per capita.

**Justice Trends** – Evolution of court practices and laws have facility impacts. These include increasing case complexity, growth of Specialty Courts, victim

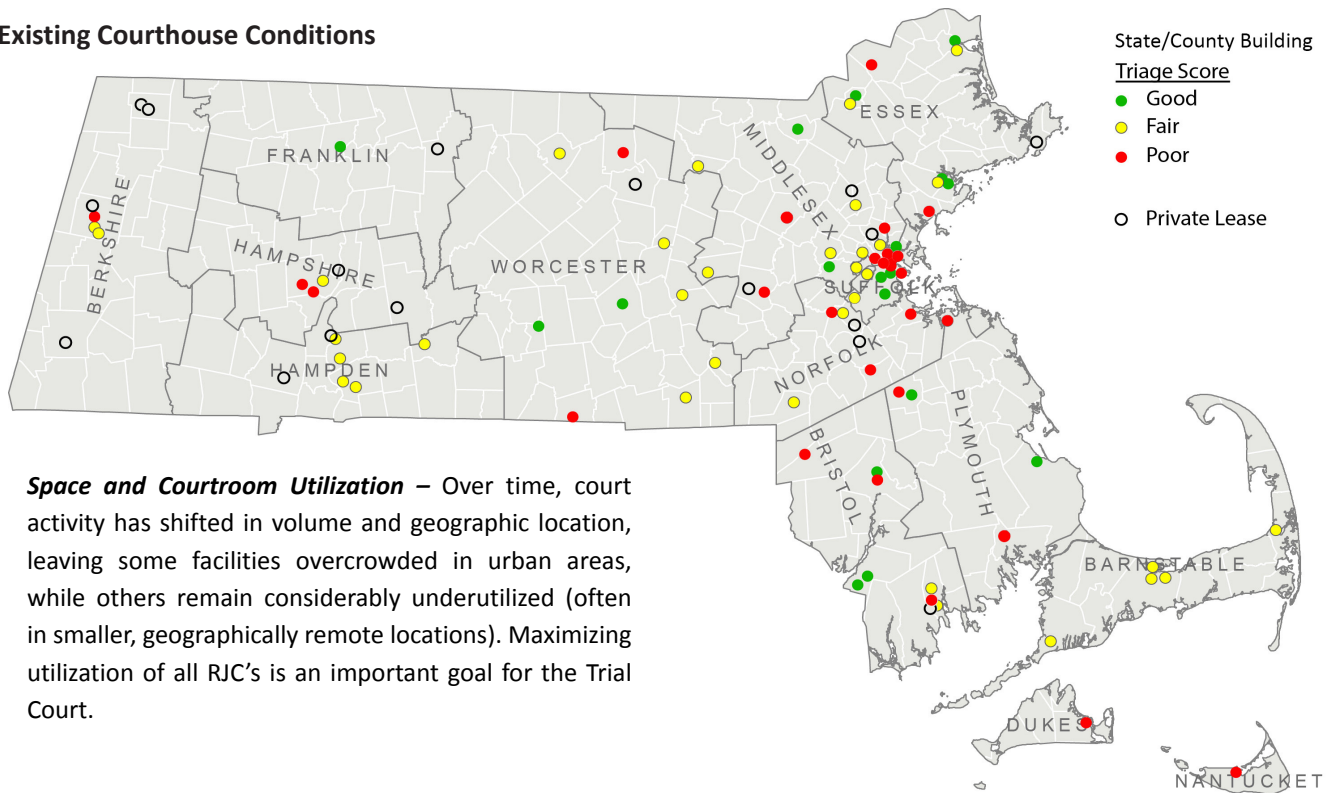


and juvenile rights mandated by federal statutes, and significant growth in the number of pro se (self-represented) litigants who need assistance, among others. New and modernized facilities have very flexible layouts that lend themselves to adaptation as judicial services continue to evolve.

**Historic Properties** – A number of courthouses represent centuries of presence in their communities and occupy architecturally significant buildings. However, the challenges to renovating these intractable structures to modern standards within reasonable budgets must be considered. Where feasible, monumental historic structures have been maintained in the system with planning for non-criminal business.

CCMP				Totals	
	Phase 1	Phase 2	Phase 3	#Projects	2015 Cost (TPC)
Replaced	2 \$486M	4 \$565M	3 \$304M	9	\$1.36B
Modernized	4 \$250M	6 \$242M	2 \$84M	12	\$576M
Repaired	62 \$266M	6 \$243M	27 \$529M	72	\$1.04B
Temporary Leases & Land	\$56M	\$98M	\$32M	\$186M	
Total Project Cost	\$1.06B	\$1.15B	\$949M	\$3.16B	
Total Courthouses	91	82	75		

### Existing Courthouse Conditions



**Space and Courtroom Utilization** – Over time, court activity has shifted in volume and geographic location, leaving some facilities overcrowded in urban areas, while others remain considerably underutilized (often in smaller, geographically remote locations). Maximizing utilization of all RJC's is an important goal for the Trial Court.

**Technological Transformations** – Technology advances continue to have a big impact on court operations and space needs. While forecasting the nature of technology over twenty years is not possible, extrapolating the current trends for likely outcomes is one method to integrate technological transformations in the judiciary. The capacity for existing buildings to adapt to new developments in technology, including electronic filing and case processing, video conferencing and arraignments, digital record storage, digital presentation of evidence in courtrooms, real-time language translation, online jury call, and other transformative changes varies significantly across the court system.

**Occupied Buildings** – Renovating occupied courthouses poses significant added costs in the form of limited work days, extended schedules, limited bid competition, overtime costs for court security/ facility personnel, and difficult site staging. To avoid interruption of judicial proceedings, repair and renovation projects often result in relocating courts to costly temporary leases. To avoid added costs, the Trial Court has worked to relocate court business within existing jurisdictions, however, this is not

feasible at all locations or where the existing caseload volume is high. Where replacement vs. renovation costs were similar, replacement and consolidating is favored in the CCMP due to simplified logistics and schedules, as well as providing operational efficiency.

**Consolidations and Co-locations** - Two types of consolidations: Several smaller facilities in the same city/ town consolidated into one larger facility in the same city/town ("colocated"), or, a small facility consolidated and relocated into a larger facility in a nearby city/town. Consolidation from 97 facilities to approximately 75, as outlined in the CCMP solution framework, provides much greater operational efficiency and allows the Trial Court to more effectively manage state assets. With fewer, larger facilities, each location can offer more robust and complete services to court users, efficient staffing, and greater utilization.

**Total System Cost** – detailed financial analyses were performed to evaluate multiple options for capital investment and included operating budget impacts to ensure the development of a long-term, financially sustainable system.

### THE COURTS CAPITAL MASTER PLAN

The CCMP is first and foremost a statement of need and urgency for the judiciary. It provides a framework for the repair, modernization, and replacement of state assets system-wide to bring the court infrastructure into the 21st century. The framework presents one approach, based on extensive stakeholder input and financial analysis, to address security, life-safety, work environment, and modern court operational standards. The approach outlines phased colocation and consolidation into Regional Justice Centers over twenty years; thus maximizing existing state assets and replacing those that are obsolete, low volume, in need of major capital investment, or where repair alone cannot correct risk, security and liability. The primary purpose of the plan is to clearly outline the statement of need for Trial Court facilities; the proposed solutions contained in the framework are flexible with alternative approaches integrated (e.g. renovate a facility in lieu of replacement) based on available capital, legislative and executive considerations, and competing capital interests statewide.

#### Key Features

Full implementation of the CCMP would:

- Significantly reduce or eliminate liabilities (including life safety and security risks) and address physical needs at all deficient facilities, including universal design.
- Prioritize and phase capital investment based on investment urgency, public users and business volume.
- Consolidate the court system from 97 to 75 facilities, locating courthouses where the caseloads

are being generated. Potential consolidations that would have significant negative access implications to the public were rejected. Facility closures are under the direct control of the Legislature and the CCMP remains flexible to adapt to these decisions.

- Provide a mix of new, modernized, and repaired courthouses, facilitating increased consolidation/replacement of deficient buildings.
- Retain the most significant historic buildings, but consider their limitations for criminal business, particularly regarding security and circulation.
- Spread investment over three phases stretching twenty years, balancing the scope and cost for each phase with planned investment. The most urgent projects are also the largest; the planning group did a focused analysis to phase large projects over the three phases to stabilize spending.
- Improve the overall dignity of court facilities
- Provide flexibility in the solution framework and cost analysis to adapt to changes in funding and capital planning priorities, demographics, technology and populations that shift over time.
- Update the Court's Design Guidelines using national "benchmarks" for best practices & provide consistency throughout the system.

#### Cost & Phasing

All construction costs contained in the CCMP were professionally estimated to anticipate funding requirements. At the commencement of a Project Study, the scope and budget will need to be detailed, validated and updated, and utilization analyses performed to establish final space and staffing needs. The complete implementation of the CCMP as outlined in the proposed solution framework would require approximately \$3.16 Billion Total Project Cost (TPC).

**PHASE 1:** The first phase (\$1.06 B) prioritizes building two new high-urgency courthouses in Quincy and Boston; provides for the modernization of approximately 5 locations; and stabilizes the rest of the system with renovations, critical repairs, life-safety and accessibility improvements. The major projects in Phase 1 are prioritized because they address the most deficient and overcrowded buildings in the system.

**PHASE 2:** This phase (\$1.15 B) outlines investment to address the next layer of critical facility improvements. A new facility in Southern Middlesex County would permit consolidation of several facilities in the immediate vicinity, while addressing critical infrastructure improvements. A new medium-sized courthouse in Springfield would address operational issues between the Springfield Hall of Justice and the historic Springfield courthouse.

**PHASE 3:** Projects planned in this phase (\$949M) complete construction of the long-range needs. Solutions in Fitchburg, New Bedford and Barnstable stabilize state assets that maintain steady caseload volumes in substandard facilities. The listed renovation and modernization projects address overcrowding issues, while the repairs anticipate completing maintenance for newer courthouses and large justice centers built after 1988, which will be over 40 years old in this later phase.

## PHASE 1A DETAIL

Should the spending capacity of the Commonwealth not accommodate the full cost of Phase 1, the Trial Court has worked diligently with DCAMM to sub-phase the scope. Therefore, this "Phase 1A" prioritizes the most critical sites but also allows for forward planning at other strategic locations.

Completion of the CCMP as outlined in the solution framework would result in safe, accessible, and dignified facilities across the Commonwealth. The primary goal for the Massachusetts Trial Court is a long-term, operationally sustainable court system with fewer, more efficient and flexible buildings. Where costs for new/replacement facilities and modernization in the CCMP were similar, the group analyzed the return on both capital and operating investments and selected 'replacement' as the solution to enable the continued use of existing facilities during construction, and to consolidate failing buildings into fewer modern justice centers. Alternative construction solutions can be assessed in the Building Study phase with input and direction from the Legislature and Executive Administration.

The Trial Court recognizes the current competing interests and capital spending constraints across the Commonwealth and has spent the past year reviewing the plan, assessing alternative solutions, implementing operational shifts, and updating statewide judicial data in order to verify investment priorities.

The major projects included in the CCMP Phase 1A, totaling \$500M, are necessary to address critical issues in the highest volume state assets, and these sites remain priorities for the Trial Court. While the specific construction solution and scale of investment are flexible based on available capital, the assessed need, risk and vulnerability are not.

The goals for the Trial Court investment strategy are:

- data-driven ranking of capital investment priorities for effective management of state assets
- address public safety and security in high volume locations for both public and staff
- improve government services and performance
- continue to foster collaboration with partner agencies

## EXECUTIVE SUMMARY OF DRAFT REPORT

Using data-driven rankings of critical issues in the system allows the Trial Court and DCAMM to efficiently define those larger projects with feasible solutions and the scope for further building study. In support of this effort, the Trial Court operational database was updated from FY12 to FY16 data so that usage statistics, populations, and caseloads are up to date and reflect current justice trends.

Phase 1A: FY18-22				
replaced or expanded facility		facility repairs - (3) levels		
Replacement	Modernization	Renovation 1 (est. \$10-\$15M ea)	Renovation 2 ( est. \$2-\$10M ea)	Deferred Maintenance (under \$2M)
<u>Building</u> Quincy/Norfolk  <u>Feasibility Study</u> Suffolk Hi Rise S. Middlesex Charlestown	Malden DC Brockton SC Lynn DC Attleboro DC Northampton	Fitchburg DC Framingham DC East Boston Pittsfield DC Hingham DC	Concord DC Cambridge Third West Roxbury South Boston Woburn DC Wareham DC Dudley DC	<u>Envelope</u> (7) projects <u>Life Safety Sys</u> (2) projects <u>HVAC Systems</u> (2) projects <u>Holding/Security</u> (6) projects <u>Cross Circulation</u> M, R1, R2 <u>Egress</u> M, R1, R2
\$155 M	\$150 M	\$75M	\$60M	\$60M

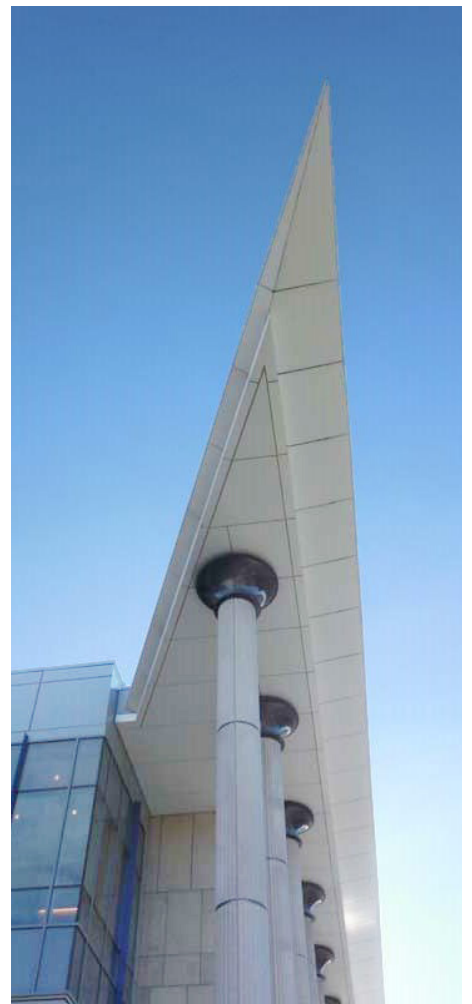




# 1

## OVERVIEW

1.A Introduction & Background	1.3
1.B Current Conditions	1.5
1.C Best Practices (National)	1.6
1.D Team and Process Overview	1.7
1.E Vision and Guiding Principles	1.8





## PROJECT PURPOSE

Courthouses are the physical manifestation of a democracy's justice system. The buildings contain the judiciary and their support functions, as well as ancillary justice agencies and community services that support access to and the administration of justice. The buildings should be spatially adequate, functionally efficient, safe and secure. They should also reflect the seriousness of the matters that occur within, and convey the authority of the courts. In keeping with American tradition and the role of the courts in society, courthouses should be visibly prominent within the city or town in which they are located, easily identifiable as important civic buildings. Within, courthouses should be finished with materials that are of high quality to impart dignity to the proceedings and the public in which they serve, and to be durable, as these are hardworking buildings that should serve their purpose for 50 to 100 years and beyond.

Statewide courthouse infrastructure in the Commonwealth is deteriorating and in need of modernization and capital investment. Of the current 100 facilities statewide, a majority are over 65 years old, no longer able to keep pace with evolving and progressive justice system, falling further behind with each passing year. Without an orderly and fairly executed Capital Plan to resolve the immediate and long term needs of the system, the delivery of justice with dignity and speed throughout the state may be impacted in a negative and unpredictable way, including security breaches and emergency closures of buildings in the near future.

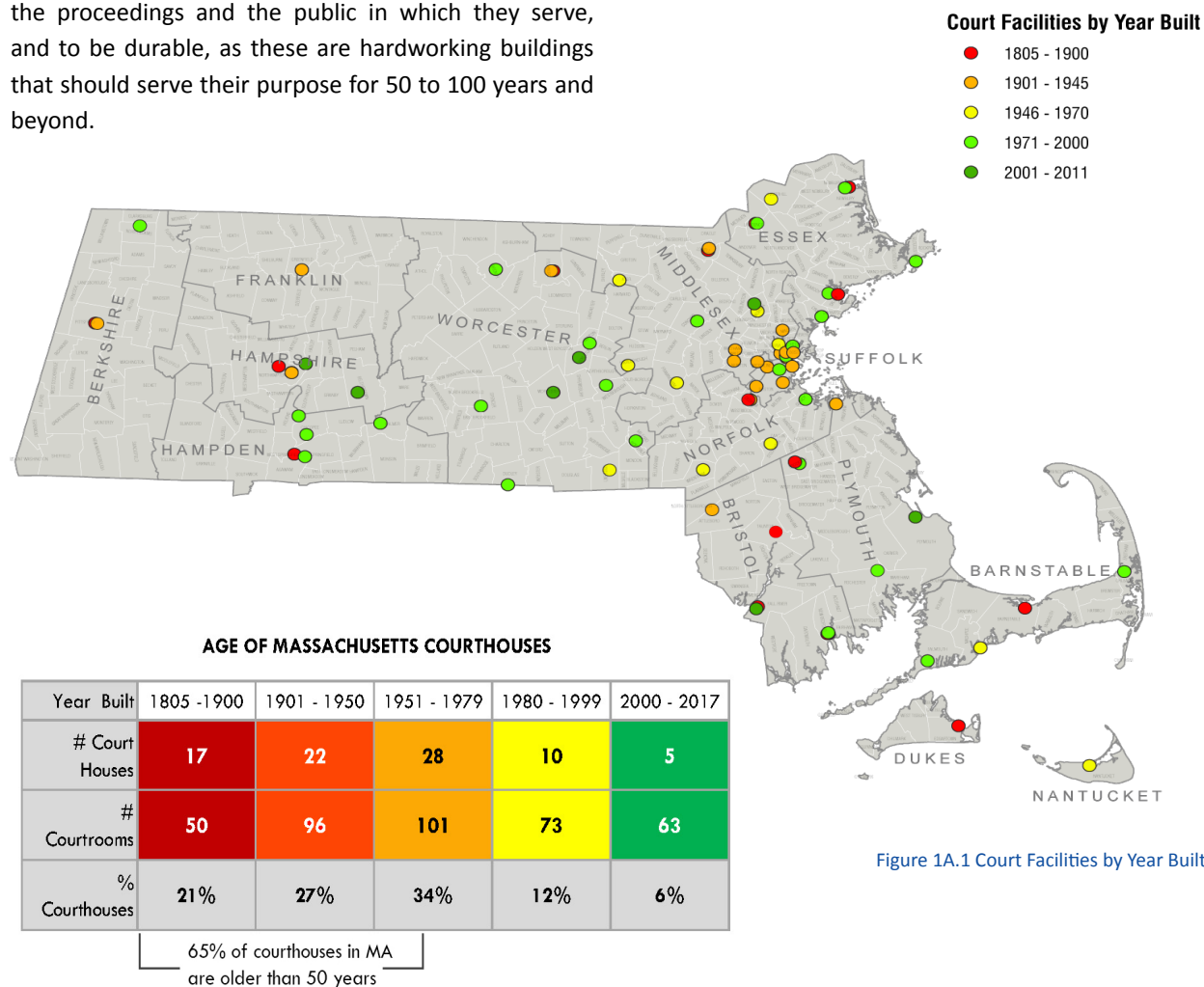


Figure 1A.1 Court Facilities by Year Built

## OVERVIEW

### 1.A BACKGROUND

#### PREVIOUS STUDIES

Following the completion of the *1999 Trial Court Master Plan*, several new regional justice centers were built to replace critical facilities; in some cases, multiple court departments were efficiently co-located. This prior investment, however, responded to dire needs at specific facilities and projects were not implemented within a strategic operational framework. In 2003, the Visiting Committee on Management in the Courts made major recommendations for the improvement of the management of the Judiciary (Monan Report), which led to major improvements in the court system. In 2013, the Trial Court completed the *Massachusetts Trial Court Strategic Plan (Strategic Plan)* with The Ripples Group that became the reform agenda for the subsequent holistic transformation in the court system, still underway. One of the key recommendations of the 2013 Strategic Plan was to initiate development of a *Courts Capital Master Plan (Capital Plan)* to address the shortcomings of its facilities and a long term sustainable plan.

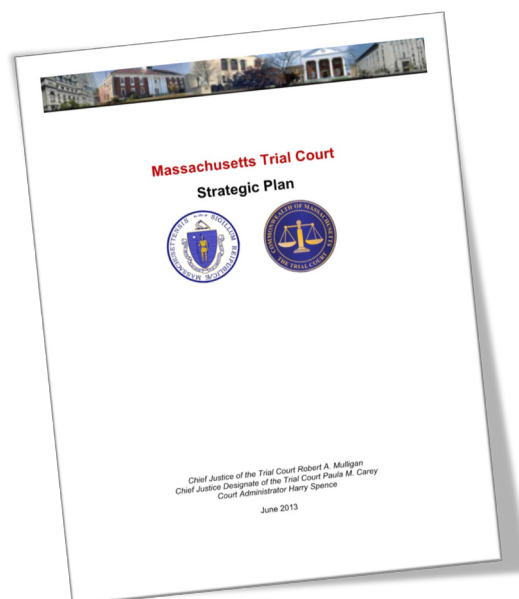
##### Strategic Plan **Launch Tactics**:

- Initiate development of Capital Plan
- Examine courtroom scheduling and utilization practices
- Institute clear signage policy and improve signage

- Establish standards and plan for facility cleanliness and building maintenance
- Establish standards for courthouse security
- Complete designation of separate and secure waiting areas
- Identify and develop space within TC facilities suitable for education enhancement, inter-department meetings, and conferences.

##### Strategic Plan **Accelerate Tactics**:

- Seek capital funds and execute Capital Plan
- Install and utilize electronic signage at major courthouses
- Further integrate operations at previously consolidated courthouses
- Implement courthouse consolidation as appropriate
- Dedicate facility space for Regional Training Centers



## 1.B CURRENT CONDITIONS

*THE COURTS CAPITAL MASTER PLAN (CCMP)*

In 2014, the Trial Court and DCAMM contracted with CGL RicciGreene, supported by The Cecil Group and The Ripples Group, to begin the process for an ambitious plan to overhaul the existing 100 courthouse portfolio in the Commonwealth. Building on the 1999 Master Plan, the vision and objectives of the 2013 Strategic Plan, and priorities of Court leadership, this Capital Plan defines and prioritizes system-wide needs for the next 20 years to create a sustainable court facility system.

The Capital Plan:

- Is based on data-driven decision making with significant stakeholder engagement.
- Prioritizes and phases capital investments depending on urgency and need.
- Takes into account likely future developments including new technologies and operational trends.
- Plans for orderly consolidations based on cost avoidance and opportunities for operational improvement.
- Provides tools for scenario analysis and assessment of financial impact of decisions.

## CURRENT CONDITIONS

Assessing the current statewide system consisted of analyzing not only a facility's physical condition and attributes, but also its utilization rate and conformance to the Trial Court's policy and procedures and the building's ability to enable safe & efficient Trial Court operations. Information about the 100 existing locations was gathered and facilities were triaged in order to develop a representative list for site visits. 64 courthouses were visited across the Commonwealth by the Planning Team, each having a high level Facility Evaluation Summary completed summarizing general building information, building use, and major issues. 6 key categories (functional, physical condition, security,

life-safety, public transportation, accessibility) with 14 sub-criteria, were rated good / fair / poor to assess the visited facilities.

Private and municipal lease facilities were not visited nor assessed as the Commonwealth is not responsible for upkeep and improvements; however inventory of space was utilized in determining magnitude of need. Recent facilities were also generally excluded from the site visits, which focused on infrastructure deficiencies, but were fully included in the needs analysis and the overall 20-year plan.

*INVENTORY BY THE NUMBERS*

- 5.6 million gross square feet
- 100 facilities currently occupied and utilized for courts (will be 97 once several facilities are consolidated into the Greenfield and Lowell courthouses currently under planning and construction)
- 60 State-owned (average courthouse age is 70.4 years)
- 19 County owned (average courthouse age is 88.7 years)
- 4 Municipal lease
- 17 Private lease
- 436 rooms identified as courtrooms (compared to 384 judges by statute), a ratio of 1.15 courtrooms per judge.



#### TRENDS

In accordance with the best practices model, the Courts Master Plan took into consideration national courthouse trends. As seen in other Court projects and through court and caseload analysis, the following trends depict Judicial patterns that could directly impact caseload, space needs, and courthouse design for the Commonwealth:

- Fluctuating caseloads
- Cases are increasingly complicated and require more time and attention
- The transition from paper filing to E-Filing
- Increasing self-represented clients, therefore the requirement of Pro-se Centers to assist those unfamiliar with Judicial processes and forms.
- Greater use of technology in court proceedings, including remote testimony, simultaneous language translation, electronic evidence presentation, remote case file access, court audio and video recording.
- Continually evolving staffing needs to reflect changes in case processing
- Greater use of mediators, particularly for Family

#### FEATURES OF MODERN COURTHOUSES

Since the majority of the courthouses in the commonwealth are over 50 years old, they lack many of the features of modern courthouses. As court trends change over time, court processes and needs must evolve and respond. In today's society, modern courthouses have different features and design implications that should be flexible, sustainable, and efficient to accommodate the varying populations and caseloads. The following are features of modern courthouses:

- Conveying dignity and authority
- Having a visible presence in the community
- Structurally should be planned for over 50-100 years of use and sustainability
- Having a positive environment for users and employees
- Safe environment for all users
- Modern security needs
- Separate and secure paths of circulation for public users, employees, and detainees
- Clear sight lines
- Secure parking for judges
- One main entrance
- Good way finding
- Convenient public access to information and transaction counters, courtrooms, and interview rooms
- Accommodation for victims
- Accommodate electronic environment such as recording, filing, and presentation capabilities

## 1.D TEAM AND PROCESS OVERVIEW

## COMMITTEES

A **Working Group** consisting of Trial Court and DCAMM staff met frequently to gather relevant information, create decision making tools, and develop and evaluate options in order to arrive at a thorough and holistic set of recommendations. At key decision making points, a Steering Committee, with high level stakeholders from the Judiciary (Trial Court and Supreme Judicial Court) and the Executive Office of Administration and Finance met to discuss direction and refine the plan. Department Briefings for Chief Justices and Deputy Court Administrators were also held at strategic points in the process to solicit feedback. As a result of this process, the 20-year Capital Plan presented here is the embodiment of a consensus based collaborative vision for the Judiciary of the Future for the Commonwealth of Massachusetts.

## FACILITY FIELD WORK

The process of collecting and disseminating information for the Capital Master Plan consisted of site visits, workshops, data collection regarding space and courtroom utilization, court user geographic data, existing condition assessments, and caseload and financial analyses. Interviews and consultations with judges, clerks, trial court managers, department heads, Jury Commissioner, and Probation Commissioner allowed the Steering Committee to have a robust understanding of the current conditions and operations of the existing courthouses, and what the future need would be to efficiently operate and consolidate the 97 buildings into fewer, more sustainable courthouses.

## PRIORITIZATION

With a Large court system occupying a significant inventory of buildings across the Commonwealth, the planning process included prioritization based on where the most pressing court needs are, and where the current infrastructure is most deficient. Informed by the existing facilities survey, caseload and utilization data, and other physical and operational considerations,

priorities were developed through a collaboration of the Trial Courts and DCAMM. These priorities informed the development of the Capital Plan and ultimately factored heavily into the phasing and spending plan that emerged from the process.

## PLAN DEVELOPMENT

The Capital Plan evolved over a year and a half, requiring many workshops with the Working Group and the Steering Committee. The process started with a Visioning Session, held in June 2014, where a diverse group of over 50 stakeholders including judicial leaders, Office of Court Management, Administration and Finance, and DCAMM collectively established the Guiding Principles for the Plan. These Guiding Principles were used throughout the planning process to ensure that decisions align with the strategic goals of the court system.

Over the course of months, scenarios were developed by the committee. The physical conditions were cross referenced with caseload and courtroom utilization data at each location. Opportunities for consolidations were proposed based on courts operating with low caseloads (i.e. expensive to operate on a cost per case basis) and where there were multiple court buildings in a single community, a result of piecemeal responses to growth over the decades and even centuries. A consensus emerged that the Capital Plan needed to document both the present and long-term physical and operational needs, and that there should be a unified Capital Plan. The “options” live in the implementation of the Plan – phasing and spending can be prioritized and re-sequenced.

## OVERVIEW

### 1.E GUIDING PRINCIPLES

- ✦ Determine a sustainable number of courthouses, based on operational needs and capital funding, consistent with goals of the Trial Court Strategic Plan.
- ✦ Provide for efficiency and flexibility through the use of shared and multi-purpose spaces and staffing resources.
- ✦ Maximize accessibility in all forms: Barrier Free access and “Access to Justice”.
- ✦ Locate new facilities or expand existing facilities near public transportation where feasible.
- ✦ Accommodate greater use of technology, e.g. remote access for filings and video appearances, language translation services, legal information and resources.
- ✦ Develop a Capital Improvements Plan that commits to long term maintenance and security requirements.
- ✦ “Right-size” space and provide high performance work environments throughout the system.
- ✦ Provide building infrastructure and physical conditions improvements that embody the dignity of the courts.

*For the full visioning report, refer to the Appendix.*

### MASSACHUSETTS EXISTING COURTHOUSES MAP

The following map illustrates the location of existing courts in every city throughout the Commonwealth of Massachusetts as of March 17, 2017.









2

ANALYSIS AND FINDINGS

TOPIC	PAGE
2.A Approach	2.3
2.B Facility Analysis	2.4
2.C Court Operations and Efficiency	2.10
2.D Financial Context	2.17







## APPROACH

The analysis that forms the foundation of the Capital Plan occurred in three major areas:

- Facility Assessment
- Court Operations and Efficiency
- Financial Context

The existing infrastructure was investigated, and a high level assessment framework was developed so that the project team could better understand the various conditions and building types used by the Trial Court, as well as where the critical and long term design and maintenance issues live. The Judiciary utilizes three types of spaces for court functions: State-owned, County or City owned courthouses that the Trial court leases, and private leases. This is the result of historic justice trends (e.g. creation of Juvenile and Housing courts), changing from county to state oversight of the Judiciary, and the need for space when capital budgets can not fund new courthouses. This assessment forms the baseline on which the space and operational needs are measured to inform the planning and development process. The facility survey was led by the Cecil Group.

Court efficiency analysis was conducted by the Ripples Group, and focused on courthouse utilization relating to court activity that impacts courtroom utilization, session scheduling, geographic service areas and zones, and cost per case for all courthouses within the Commonwealth. This data informed the discussions regarding future courthouse size / capacity requirements, as well as consolidation strategies and locations.



Fitchburg DC JC

The operations and services analysis addresses the Strategic Plan's goals for future operations, with particular attention to public accessibility and services, transaction counters, departmental relationships / adjacencies, and technology.

## METHODOLOGY AND ANALYSIS

The Planning Team visited 64 state and county owned courthouses across the Commonwealth to conduct a high level Facility Assessment on each courthouse. The site visits were conducted over a 3-month period and were planning assessments, not detailed Chapter 34 code reviews or detailed inventories of conditions. The Facility Assessments documented general building information, building use, and major issues. 6 key categories (functional, physical condition, security, life-safety, public transportation, and accessibility) with 14 sub-criteria were rated good / fair / poor to assess the visited facilities. In addition to touring the facilities and documenting the existing conditions, the Planning Team also reviewed floor plans and drawings of the aforementioned buildings to get a better idea of the layout and configurations of each building. Private and municipal lease facilities were not visited nor assessed as the Commonwealth is not responsible for upkeep and improvements; however inventory of space was utilized in determining need. Recent facilities were also generally excluded from the site visits, which focused on infrastructure deficiencies, but were fully included in the needs analysis and the overall 20-year plan.

For a detailed report of the Facility Assessment, refer to Volume 2: Facility Assessment Report.



New Bedford PFC

## ANALYSIS AND FINDINGS

### 2.B FACILITY ANALYSIS

#### SUMMARY OF KEY FINDINGS

Recent construction of several new Regional Justice Centers in Plymouth, Worcester, Fall River, Taunton, and Salem has greatly improved the courts infrastructure; however, these represent but a few of the 100\* existing facilities across the state. The majority of buildings have not been modernized or improved since they were built in the 1950's, 1960's and 1970's, and in older deteriorating historic buildings, adequate modernization is cost prohibitive.

As a result, many courthouses in the statewide system are aged and / or have urgent liability issues including life-safety, security breaches, and lack of access. This Capital Plan addresses the needs of the entire system, including scheduled maintenance for brand new buildings that will be 20-30 years old at the completion of the master plan.

#### SAMPLE COURT FACILITY EVALUATION SUMMARY

REGION	COUNTY
Region V	Barnstable
<b>BARNSTABLE PROBATE AND FAMILY COURT</b>	
STREET ADDRESS	CITY (GATEWAY)
3195 Main Street	Barnstable (GC)



BUILDING INFORMATION		SUMMARY RATINGS		
BUILDING STRUCTURE		ELEMENT	RATING*	ACTION^
YEAR CONSTRUCTED	1956	FUNCTIONAL EVALUATION		
YEAR(S) RENOVATED	1980's	PUBLIC ACCOMM.	<div></div>	
CAMIS ID#	N/A	STAFF/SUPPORT ACCOMM.	<div></div>	
OWNER	Barnstable County	COURTROOMS	<div></div>	
HISTORIC DESIGNATION	No	PHYSICAL EVALUATION		
SITE ACREAGE	N/A	SITE	<div></div>	
BUILDING STRUCTURE TYPE	Steel frame / reinforced masonry	BUILDING ENVELOPE	<div></div>	
		BUILDING INTERIOR	<div></div>	
BUILDING AREA	28,820	BUILDING SYSTEMS	<div></div>	
# FLOORS (INCLD. BASEMENT)	3	SECURITY		
BUILDING USE		CIRCULATION	<div></div>	
# FILINGS (FY 2013)	7,638	DETAINEE AREAS	N/A	
# SESSIONS/MONTH	40	SYSTEMS	<div></div>	
DEPTS (SC DC BMC PFC JC LC HC)	PFC	LIFE SAFETY		
SPECIALTY COURT		EGRESS / CONFIGURATION	<div></div>	
# COURTROOMS (# HEARING RMS)	2	LIFE SAFETY SYSTEMS	<div></div>	
# JURY POOLS (# SEATING)	N/A	PUBLIC TRANSPORTATION	<div></div>	
# JURY DELIBERATION ROOMS	N/A	ACCESSIBILITY	<div></div>	
# HOLDING CELLS (DETAINEE DOCK)	0	* RATINGS: Green (1): Present or good. Yellow (2): Partially or somewhat adequate. Red (3): Not present or poor. Grey (0): N/A, not applicable. ^ ACTION: I=Immediate, R=Repair/Replace		
OTHER (LAW LIB., REGIS. OF DEEDS)	Registry Of Deeds			
	County Offices			
MAJOR ISSUES				
IMMEDIATE NEEDS		REPAIR / REPLACE		
SSWA. Accessibility. Egress issues.		Structural review and repairs of building envelope. Reported need for a third Judge and Courtroom.		

Figure 2B.1 Court Facility Evaluation Summary

*\*With the completion of the Greenfield and Lowell Regional Justice Centers, and subsequent consolidation of existing court locations into these, the total number of court locations will be reduced to 97.*

## 2.B FACILITY ANALYSIS

**1. POOR CONDITIONS IN OLDER COURTHOUSES DUE TO AGED INFRASTRUCTURE AND LIMITED CAPITAL INVESTMENT**

Most government buildings are designed for 50 years of useful life. In Massachusetts, the average age of state-owned courthouses is over 70 years; the average age of county-owned courthouses is almost 90 years. Because of this longevity of the buildings, a significant number of courthouses have:

- Substantial deferred building systems repair needs that affect operations
- Poor physical conditions, some seriously dilapidated or in advanced state of disrepair
- Original building systems well beyond useful life
- Major water infiltrations due to failing envelopes

Recent DCAMM capital projects have demonstrated that when individual system targeted repairs are planned, their initiation often trigger code required comprehensive building renovations, escalating the scope of work, cost, construction schedule, and disruption to building occupants. In some cases, the scope of work can also require the need to vacate the courthouse to perform the work, adding expensive temporary leases to the project budget.

**2. CONDITIONS IMPEDE THE SAFETY OF USERS AND THE DELIVERY OF JUSTICE WITH DIGNITY AND SPEED**

Facility Assessments revealed that there are liability risks, regulatory violations, and inconsistent compliance with standards that are not easily corrected within existing

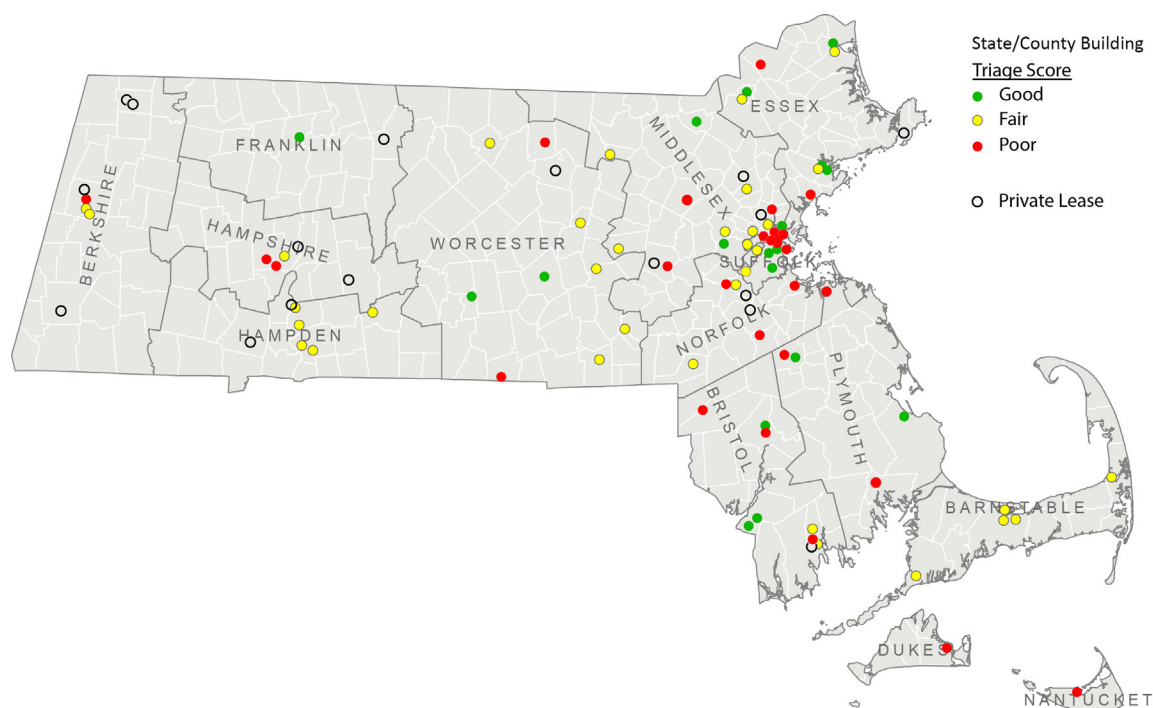


Figure 2B.2 Court Facilities by Year Built

## ANALYSIS AND FINDINGS

### 2.B FACILITY ANALYSIS

structures. Many buildings pose risks for occupants and liabilities for the Commonwealth. Full renovations and / or expansions would be necessary to eliminate these deficiencies.

- Life-safety issues and lack of compliant means of egress
- Security breaches including lack of separate and secure circulation for public / staff / detainees / jury; secure vehicular sallyports and parking; sufficient holding areas; suicide resistant cells; duress alarms, cameras and monitoring stations throughout courthouses
- Lack of permanent juvenile / female / adult detainee sight and sound separation
- Overcrowding

### 3. UNIVERSAL ACCESS IS LACKING ACROSS THE STATE

Courthouse Accessibility Reports (Kessler McGuiness and Associates) were performed between 2006-2010 to determine if a courthouse was accessible, substantially accessible, or not accessible. The reports both identified the physical barriers and the estimated mitigation cost to achieve Program Access and Full Access. Program Access is the standard set by the US Department of Justice in Title II of the Americans with Disabilities Act (ADA) to ensure that people with disabilities can access all public programs, activities, and services of the courts in a time frame and setting equivalent to people without disabilities. Full Access is the standard that brings the courthouse into full compliance with Civil Rights laws that have been in place since 1991. The KMA report found that most of the courthouses across the state lack the required accessibility components to meet Full Access. Program Access implementation is carried in all facilities in the Capital Plan's initial phase. Title II prohibits discrimination by all public entities at the local level, e.g. school district, municipal, city, or county, and at the state level. Public entities must comply with Title II.

New and renovated courthouses with work completed after 1991 will have had funding provided for Full Access. Federal Americans with Disabilities Act of 1990 is a Civil Rights law that is intended to protect against discrimination based on disability. With the exception of our new courthouses, most every courthouse in our systems fails to meet the requirements of the ADA. This includes not only members of the public coming to courthouses for judicial services, but those called for Jury Duty but also detainees and prisoners being held in the custody of the court. ADA disabilities include both mental and physical medical conditions. As courthouses are the public gateway to exercising legally protected rights, it is paramount these facilities be accessible to all members of the public. A condition does not need to be severe or permanent to be a disability. Equal Employment Opportunity Commission regulations provide a list of conditions that should easily be concluded to be disabilities.

### 4. HISTORIC STRUCTURES CANNOT BE FULLY RETROFITTED TO MEET MODERN STANDARDS

There are 39 registered Historic courthouses throughout the State that present the court and the State with a challenge. These facilities were designed for court operations for another purpose entirely, and cannot be readily retrofitted to meet modern courthouse standards for security and operations. Substantial renovation of these facilities and maintaining historic preservation standards will require disproportionate funding relative to efficient operations, modern courtroom standards, and the improvement of security and operations, and may irreparably alter the historic quality of the design. Some historic courthouses contain abandoned ancillary spaces that served public functions (ball rooms, theaters, county offices) for the original building use; these spaces are not adaptable to modern court functions without excessive capital investment.

The Capital Plan recommends relocating court operations (at least criminal court operations) out of many historic structures where feasible, as safe and secure holding areas are most difficult to incorporate into older structures. Other potential solutions include return of these structures to the county and town of origin for public use in another capacity (non-court functions). Where the State owns the building, expansion on the same site is preferred, space permitting, to co-locate modern court operations, while maintaining the historic portion of the facility (in whole or in part) for ceremonial or civil court functions. Examples of this include the Dorchester Courthouse and the new Greenfield courthouse.

#### ***5. NOT ALL COURTHOUSES ARE STATE-OWNED***

60 courthouses are state-owned, 19 are county-owned, 4 are in municipal lease, and 17 are in private leases. While State-owned buildings have been well maintained, there are challenges ensuring facilities not owned and maintained by the State meet the same security, operational and maintenance standards. Because the Commonwealth is unable to invest in non-state facilities without legislative approvals, where significant investment is recommended for a county property, the Commonwealth should pursue acquiring the asset. Where private leases exist, they will be considered for consolidation, unless they are financially advantageous to maintain and upgrade.

## 2.B FACILITY ANALYSIS

Summary of Court Facility Existing Conditions										
Key Features					Facility Evaluation					
Building	Year Built	Ownership	Size (SF)	# of Courtrooms	Functionality	Physical	Security	Life Safety	Public Transportation	Accessibility
BARNSTABLE COUNTY										
Barnstable Probate/Family Court	1956	County	28,820	2	●	●	●	●	●	●
Barnstable Superior Court	1832	County	32,034	3	●	●	●	●	●	●
Barnstable District Juvenile Court	1970	County	45,530	4	●	●	●	●	●	●
Falmouth District/Juvenile Court	1995	State	12,000	2	●	●	●	●	●	●
Orleans District and Juvenile Court	1971	County	21,024	3	●	●	●	●	●	●
BERKSHIRE COUNTY										
Pittsfield District Court	1927	State	20,523	3	●	●	●	●	●	●
Pittsfield Superior Court	1871	State	24,619	2	●	●	●	●	●	●
Pittsfield Probate and Family Court	1876	State	25,228	2	●	●	●	●	●	●
BRISTOL COUNTY										
Attleboro District/Juvenile Court	1910	County	21,880	4	●	●	●	●	●	●
Fall River (Durfee) PFC/JC/HC Court	1886	State	80,122	5	●	●	●	●	●	●
New Bedford Probate Court	1909	State	16,186	2	●	●	●	●	●	●
New Bedford Superior Court	1830	County	21,725	2	●	●	●	●	●	●
New Bedford District and Juvenile Court	1984	County	47,250	6	●	●	●	●	●	●
Taunton Trial Court Complex	2011	State	147,114	8	●	●	●	●	N/A	●
Taunton Superior Court	1980	County	39,000	1	●	●	●	●	●	●
ESSEX COUNTY										
Lawrence Superior Court	1859	State	30,374	4	●	●	●	●	●	●
Lawrence Fenton DC PFC JC HC	1998	State	156,181	10	●	●	●	●	●	●
Lynn District Court	1972	State	21,018	6	●	●	●	●	●	●
Newbury Superior Court	1805	State	8,617	1	●	●	●	●	●	●
Newbury District Court	1991	State	56,437	4	●	●	●	●	●	●
Peabody District Court	1978	State	40,247	3	●	●	●	●	●	●
Salem (Ruane) Judicial Center	2011	State	201,000	11	●	●	●	●	●	●
HAMPDEN COUNTY										
Chicopee District Court	1985	State	20,250	2	●	●	●	●	●	●
Holyoke District Court	1980	State	31,924	2	●	●	●	●	●	●
Palmer District and Juvenile Court	1991	State	21,200	2	●	●	●	●	●	●
Springfield Housing and Juvenile Court	1874	State	47,821	5	●	●	●	●	●	●
Springfield Hall of Justice	1976	State	226,863	21	●	●	●	●	●	●
HAMPSHIRE COUNTY										
Northampton Probate and Family Court	1974	State	20,029	2	●	●	●	●	●	●
Northampton Superior and District Court	1886	State	57,643	3	●	●	●	●	●	●

Figure 2B.3 Summary of Court Facility Existing Conditions



# ANALYSIS AND FINDINGS

## 2.B FACILITY ANALYSIS

Summary of Court Facility Existing Conditions										
Key Features					Facility Evaluation					
Building	Year Built	Ownership	Size (SF)	# of Courtrooms	Functionality	Physical	Security	Life Safety	Public Transportation	Accessibility
MIDDLESEX COUNTY										
Ayer District Court	1970	State	32,085	2	●	●	●	●	●	●
East Cambridge Trial Court	1933	State	27,773	5	●	●	●	●	●	●
Concord District Court	1972	State	27,837	3	●	●	●	●	●	●
Framingham District Court	1952	State	27,641	3	●	●	●	●	●	●
Malden District Court	1922	State	26,469	3	●	●	●	●	●	●
Marlborough District Court	1969	State	29,917	4	●	●	●	●	●	●
Somerville District Court	1968	State	31,060	3	●	●	●	●	●	●
Woburn District Court	1967	State	24,020	3	●	●	●	●	●	●
NORFOLK COUNTY										
Dedham District Court	1938	County	25,857	5	●	●	●	●	N/A	●
Dedham Superior Court	1831	County	35,185	6	●	●	●	●	●	●
Quincy District Juvenile Court	1972	County	36,204	7	●	●	●	●	●	●
Stroughton District Court	1962	County	16,542	3	●	●	●	●	●	●
Wrentham District Court	1955	County	19,405	2	●	●	●	●	●	●
PLYMOUTH COUNTY										
Brockton Superior Court	1891	County	41,440	5	●	●	●	●	●	●
Brockton Trial Court	1999	State	175,000	14	●	●	●	●	●	●
Hingham District and Juvenile	1930	County	29,450	3	●	●	●	●	●	●
Wareham District/Juvenile Court	1975	County	25,006	3	●	●	●	●	●	●
SUFFOLK COUNTY										
Suffolk County Ch-Highrise	1937	State	429,366	26	●	●	●	●	●	●
Brighton Municipal Court	1925	State	23,675	2	●	●	●	●	●	●
Charlestown Municipal Court	1915	State	24,691	1	●	●	●	●	●	●
Chelsea DC/JC	1999	State	79,500	5	●	●	●	●	●	●
Dorchester Municipal Court	1925	State	77,000	6	●	●	●	●	●	●
BMC East Boston Municipal Court	1931	State	21,497	2	●	●	●	●	●	●
Roxbury Municipal Court	1971	State	70,658	6	●	●	●	●	●	●
South Boston Municipal Courthouse	1912	State	25,035	1	●	●	●	●	●	●
West Roxbury Juvenile Municipal Court	1925	State	54,124	4	●	●	●	●	●	●
WORCESTER COUNTY										
Clinton District Court	1972	State	18,466	2	●	●	●	●	●	●
Dudley District Court	1972	State	16,775	2	●	●	●	●	●	●
East Brookfield District Court	1995	State	44,225	2	●	●	●	●	●	●
Fitchburg District Court	1902	State	32,183	4	●	●	●	●	●	●
Milford District Court	1975	State	16,259	2	●	●	●	●	●	●

Figure 2B.3 Summary of Court Facility Existing Conditions (Continued)

Note: Cambridge PFC was not assessed.



**2.C COURT OPERATIONS AND EFFICIENCY****METHODOLOGY AND ANALYSIS**

Operational issues that impede the delivery of justice in many cases are a result of poor facility conditions, inefficiencies within the system, or circumstances that are beyond the control of the courts, such as non-court users and access to public transportation. Operational inefficiencies not only increase the cost of doing court business, but also add to public frustration and distrust in the judicial system. The environment inside a busy courthouse can be stressful for a user; day-to-day operations for courthouses need to be consistent and clear in order to diffuse that tension.

There are many issues that impact court efficiency, not the least being the physical space and layout of courtrooms and departments. General themes regarding deficiencies in these areas are summarized on the following pages, reflecting what was observed during site visits and what we know about the age and layout of the remaining buildings. In addition to qualitative analysis of functional deficiencies, a quantitative analysis was undertaken to determine relative courtroom utilization, which established which courthouses were over or under utilized. Across the state there are 384 judges and 436 courtrooms identifying where the inefficiencies lie can help to strategically plan for future consolidation, or reduction in capital need by staggering schedules or sharing resources (courtrooms). Optimization of the courthouse utilization rates can reduce the need for a new building.

In the initial courtroom utilization analysis, existing data was used to calculate those courts that are most over and under-utilized. Four primary metrics were used, each given an equal weight:

1. Judges per Courtroom
2. Workload (as measured by a weighted case volume)per Courtroom
3. Security Screenings per GSF
4. Sessions per Courtroom

Using the aforementioned metrics, ratings were assigned to each courthouse based upon the frequency with which they appeared more than one standard deviation above or below the Massachusetts Trial Court mean. The top 15 over utilized and bottom 14 underutilized court facilities, in relation to GSF and number of courtrooms, were identified. However, through coordinated data collection efforts, The Ripples Group was able to gather additional data to measure courtroom utilization.

By examining judicial calendars, it was possible to estimate the typical usage of Trial Court courtrooms. This data indicated on which days and times, judicial sessions were held, including relevant travel schedules for judges. This data indicated on which days and with what frequency were courtrooms vacant. It is possible, with this data, to determine how coordinated judicial schedules can lead to even higher courtroom utilization.

An example of this analysis is detailed on the following page.

2.C COURT OPERATIONS AND EFFICIENCY

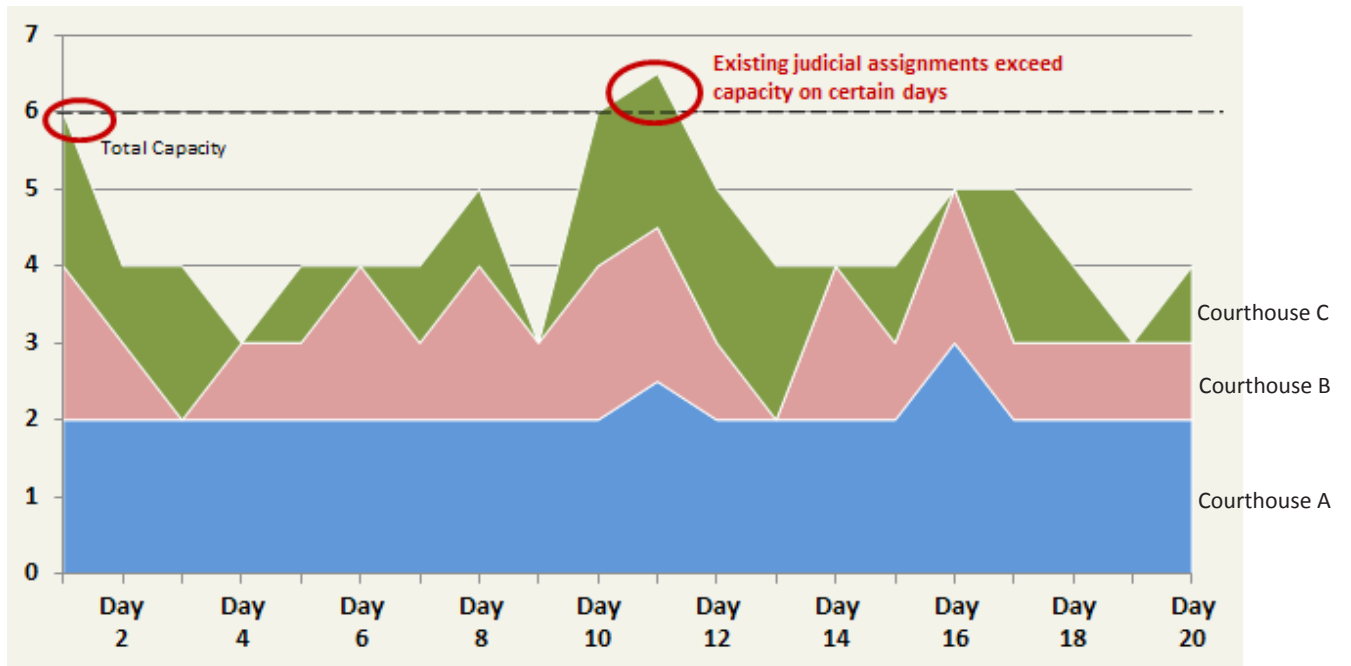


Figure 2C.1 Judicial Assignments

### 2.C COURT OPERATIONS AND EFFICIENCY

#### SUMMARY OF KEY DEFICIENCIES

##### *1. FACILITY DEFICIENCIES IMPEDE THE DELIVERY OF HIGH-QUALITY JUSTICE AND OPERATIONAL EFFICIENCIES*

As noted in the Strategic Plan, the courts infrastructure often has poor quality of the physical spaces, below what one would expect from a dignified statewide operation. Observed conditions include: lack of accessibility; adversarial parties waiting in the same spaces; inadequate, dirty, small bathrooms; and courtrooms not properly heated / cooled. Staff surveys revealed that a substantial portion of court personnel do not believe the courthouse where they work looks and feels dignified. This assessment was reinforced in the site visits conducted by the Planning Team who also observed crowded public entries, corridors and courtrooms; inefficient way finding and signage; and inconsistent access to technology.

##### *2. FACILITY CHALLENGES INCREASE STAFFING NEEDS*

The deficient facility conditions present daily challenges that increase staffing needs and inhibit efficient court operations and the delivery of Justice with Dignity and Speed.

- Older buildings not designed for modern security and detainee movement procedures present added safety and security challenges that require an increase in Court Officer staff to manage movement, and maintain safety of the public, staff and judges circulating in public corridors.
- Historic buildings with central hall circulation and masonry load - bearing interior partitions divide staff areas into inefficient, inflexible spaces that cannot adapt to changing staff needs and modern technology, and are costly and difficult to retrofit. Dignified courthouse spaces often result in calmer, more respectful users. Inversely, dilapidated facilities add to the tension and stress of all users.

##### *3. MULTIPLE SMALLER COURTHOUSES IN SAME CITY / TOWN ARE INEFFICIENT, CONFUSING TO THE PUBLIC, AND COSTLY*

In response to an expanding Justice system over the last 50+ years, smaller more specialized courthouses were constructed in towns that had outgrown their historic courthouse. These separate, smaller facilities are less efficient, and offer consolidation opportunities that would have little to no negative impact on Access to Justice.

- Multiple courthouses in same city / town are inefficient and costly (There are currently 18 courthouses located within the same city / town and 15 courthouses located less than 5 miles apart. Barnstable and Pittsfield have 3 courthouses / city; New Bedford has 4)
- Many smaller courthouses accommodate only one court department, which results in duplications of services and staffing required to maintain and operate the facility. Co locating smaller departments into one larger Regional Justice Center reduces staffing and maintenance costs, while increasing user access to a wider range of services in one location. This plan intends to consolidate into large, multipurpose, and flexible courthouses that can be adopted over time as justice trends emerge.

##### *4. NON-COURT FUNCTIONS OCCUPY PRIME COURTHOUSE SPACE*

Agencies not funded by the Judiciary are accommodated inside courthouses. Examples include: Registry of Deeds, District Attorneys and Bar Association. These agencies provide important resources for the public and private professionals, however, they compete for valuable space within the courthouse often prime space located on the first floor. Where this occurs, it requires high volumes of courthouse users to travel to upper floors to busy arraignment courtrooms and transaction counters, which creates way finding issues, increases wait time at

## 2.C COURT OPERATIONS AND EFFICIENCY

elevators, and adds to public frustration. This can add significant pressure on users that are already stressed and anxious.

#### 5. OVERCROWDING IN HIGH VOLUME COURTHOUSES; UNDERUTILIZATION IN LOW VOLUME COURTHOUSES

The Strategic Plan's database of courthouse statistics allowed the planning team to use a data driven approach to identify facilities that are inefficient, underutilized, over - utilized and overcrowded in order to map resources and needs across the system and assess consolidation and / or expansion opportunities. Volume of Filings and Courtroom Utilization metrics were used to establish baseline efficiencies, and were also used for decision making, prioritization and phasing. The Capital Plan seeks to re balance facility resources by prioritizing

repairs and expansion to existing facilities where the greatest number of users are impacted, and significant improvement of the facilities can be attained.

- **Volume of Filings:** Overcrowding is present in high volume courthouses (with greater than 15,000 filings). 50% of all filings go through the largest 15 courthouses in the state; Underutilization occurs in low volume courthouses (with fewer than 10,000 filings per year). The smallest 15 courthouses only carry 3% of filings.
- **Courtroom Utilization:** One key to improving efficiency in the court system is balancing the number of judges to the number of courtrooms, while still accounting for circuit judges who travel to multiple courthouses. The proposed Capital Plan replaces the current number of courtrooms on a

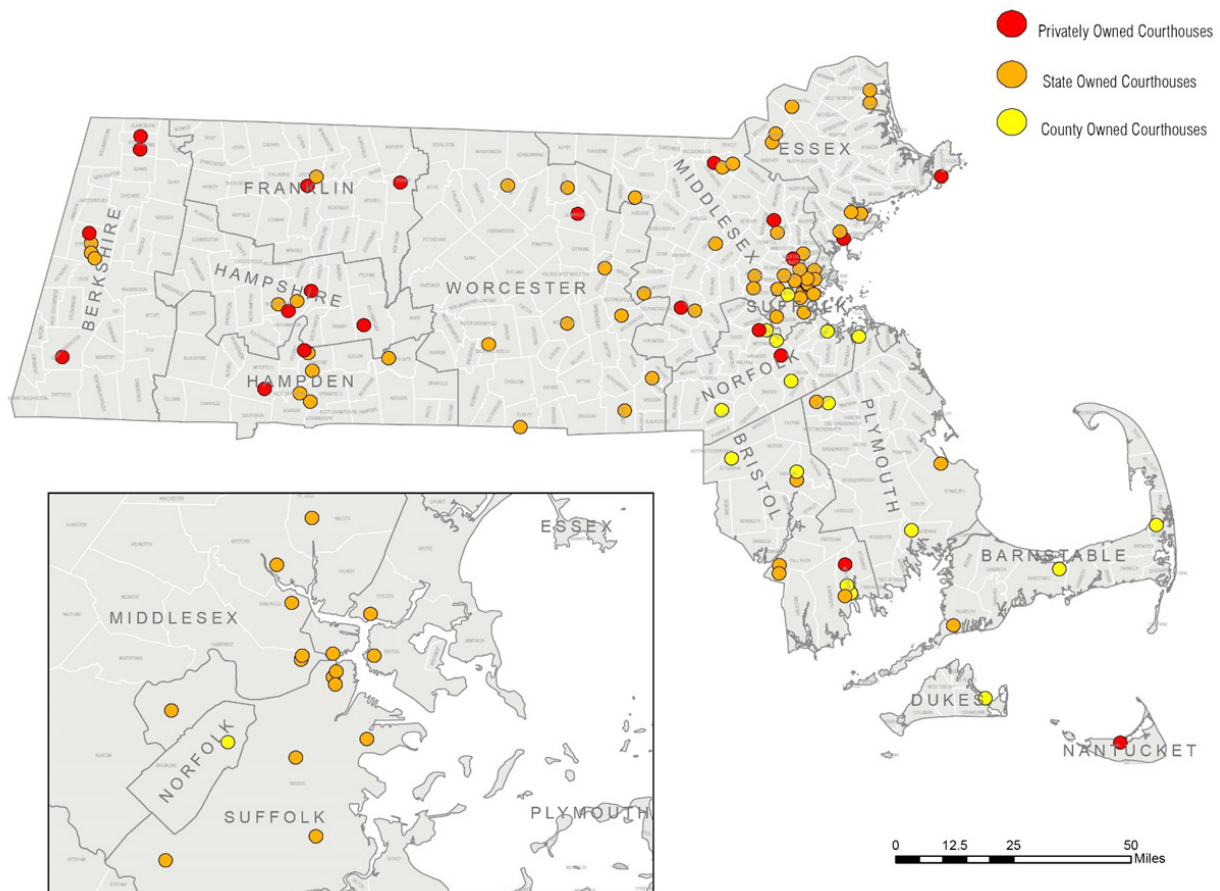


Figure 2C.2 Courthouse Ownership

## ANALYSIS AND FINDINGS

### 2.C COURT OPERATIONS AND EFFICIENCY

1:1 basis, but looking at the system on a statewide basis, there is opportunity to reduce the number of courtrooms and still ensure a courtroom is always available when needed through more efficient scheduling of court sessions. More efficient use of courtrooms can significantly reduce the overall capital cost of replacement or renovation outlined in this report. Current utilization indicates that there are 384 judges and 436 courtrooms, a ratio of 2.11 courtrooms per judge. The national standard for efficient new courthouse construction is 0.7 courtrooms per judge.

For detailed findings of Courtroom Utilization, refer to Appendix C.

In addition to justice and crime trends in MA (currently decreasing), a Courtroom utilization analysis should be completed as part of each future facility planning project to identify opportunities for increased utilization of courtrooms. Utilization metrics can be used to determine optimal size of consolidated courthouses by indicating which courtrooms are not being used every day, and might be scheduled for use by other court departments if co-located.

#### 6. PRO-SE LITIGANTS AND COMPLEXITY OF CASES ARE INCREASING

Assuming projected population growth is level, caseloads are expected to decrease in some departments, and increase in other departments. Recent data indicates that the case complexity is increasing, and the number of Pro-se (self-represented) litigants is also increasing. These trends in the judicial system will significantly impact operations. As an example, MA piloting "Court Service Centers" assists pro-se litigants.

#### 7. ACCESS TO JUSTICE CAN BE IMPROVED

Access to Justice involves not just physical proximity to the courthouse, but ease of access including public transportation, availability of a wide range of public services at a single location, remote access to services via the internet, and efficient and easy to navigate buildings. A Guiding Principle for the MTC and key factor in determining locating new and prioritizing improvements for existing facilities is Access to Justice.

- Analysis shows that 90% of users in the state are within an hour of their district courthouse (driving / public transportation. Most are significantly closer.
- Access was rated on existing facilities based on location relative to existing public transportation to serve users who do not have personal transportation.
- Regional Justice Centers provide a "one-stop shopping" experience for users who may be seeking multiple services from the court.
- Modern, well designed courthouses provide a more consistent and easier to navigate experience for users.
- Older facilities lack infrastructure and thus inconsistent access to technology, which limits remote access to services provided by the courthouse. Improved technology will increase access to Justice across the state.
- Larger Regional Justice Centers allow for more flexible spaces that can adapt to future changes in staffing and operations.

While lower volume courthouses may be more expensive on cost-per-case basis, exceptions to consolidation are needed to provide access to remote areas and lower income areas with reduced access to public transportation.

## 2.C COURT OPERATIONS AND EFFICIENCY

When considering consolidations for the Capital Plan, it was crucially important to consider the impacts on court users' access to the Trial Court. In all situations where a court closure was considered, it was necessary to measure the corresponding impact to user travel to the court. In order to do this, the identified Trial Court user zip code data was collected for each courthouse within the Commonwealth. This data showed the location of origin for each filing party and approximated the number of users accessing the courthouse, and the distance travelled. Analyses were then conducted to determine impacts on travel to court if business was held at another location. The following graphic (figure 2C.3) summarizes this analysis by showing concentrations of users in the State (in the maps), as well as impacts to their travel (in the histogram).

Using this data, it was possible to understand how many users would be impacted by the change in court business as well as the incremental difference in travel to the courthouse. Public transportation availability and median household income (as a proxy for driving accessibility) were also considered in these analyses.

- Regional Training Centers are required to serve court staff as part of the Strategic Plan.
- Trend of increase in self-represented litigants (Pro se) requires access to services not offered in older smaller courthouses, including court service centers, and access to law libraries.
- Juvenile Courts currently occupy the majority of the private lease spaces because mandate for separation of juvenile and adult detainees could not be accommodated by many of the older courts throughout the state. The New and Expanded facilities in the CCMP would get Juvenile courts out of leases and into Justice Centers with the mandated safe and secure separation of juveniles.
- Design Guidelines are being updated to factor in lessons learned from recently built facilities, judicial trends nationally, operational changes, and increased space efficiencies.
- Technological transformations now underway including: digital document access and preservation; electronic filing and jury management; and on line fee payments will reduce space demands on future courthouses, while increasing public access to service.

### 8. OPERATIONAL TRENDS THAT IMPACT FACILITY NEEDS

The delivery of court services continues to evolve with improved ways of serving the public and adaptation of new technologies. Some recent and anticipated future changes that will impact facility design and configuration include:

- Housing Court Expansion, along with other planned specialty courts (Drug, Mental Health, Hope, Veterans, and Prostitution) require more flexible space for a variety of proceedings and staff that travel from location to location on a daily basis. Courtrooms need to accommodate cross agency staffing (e.g. Mental Health) to assist with cases.

## ANALYSIS AND FINDINGS

### 2.C COURT OPERATIONS AND EFFICIENCY

- Virtual events such as video conferencing and remote hearings; remote interpretation; digital court recording; and digital Law Libraries and Court Service Centers will protect vulnerable witnesses; reduce DOC / Sheriff transportation costs, courthouse traffic, carbon footprint, and holding space needs; improve access, convenience and self-service; and increase staff efficiencies.
- Data-driven decision making and the pervasive use of risk assessment tools; continuous data feedback to judges; evidence-based practices; and process improvement / continuous improvement will reduce recidivism; provide standardization, consistency, and improved case flow.

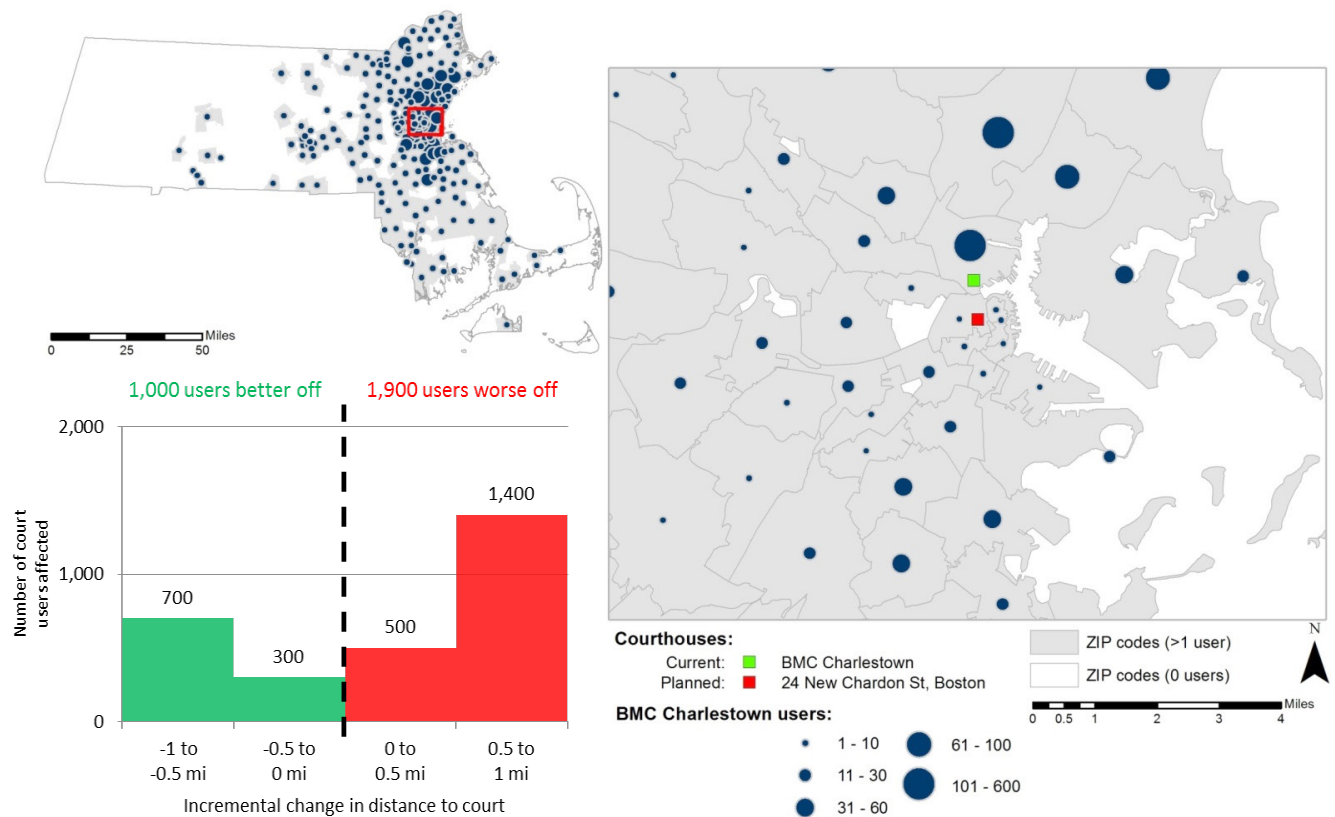


Figure 2C.3 Number of Users Served at Charlestown BMC



## ANALYSIS AND FINDINGS

### 2.D FINANCIAL CONTEXT

#### FINANCIAL CONTEXT

From a financial and operational standpoint, courts look at a “cost per case” basis to measure cost efficiency in the court system. Several factors can create variance in these costs across the Commonwealth, including building configuration, staffing variance, and scale of operations (i.e. number of judges and courtrooms in a particular courthouse). This section reviews the historic investment that has been made by The Commonwealth in court facilities as a context for considering the impact of proposed expenditures of the Capital Plan, as indicated in Chapter 4. Considerations on courthouse efficiency, as measured by the cost per case, were taken into account. The cost per case analysis, which was developed by The Ripples Group as part of the Trial Court Strategic Plan, measures each courthouse’s and court department’s efficiency in processing cases. This data aggregates relevant courthouse costs (staffing, facilities, security, office expenses, etc.) and applies this cost to courthouse case volume.

#### METHODOLOGY AND ANALYSIS

While these measures are not comparable across court departments (due to the high variability between department case types), they are adequate measures of efficiency within court departments. An analysis of facility cost per case filings shows that a courthouse processing about 10,000 cases overall per year are the most efficient. A courthouse with fewer case filings typically requires a significantly higher rate of staff and core personnel (judge, security, clerk, probation, etc.) per case. This is illustrated in Figure 2D.1 below, which plots all BMC, District, Housing, Land, and Probate Court divisions by cost per filing and total filings. (The same trends appear in the Juvenile and Superior Court departments, but are excluded from the graphic due to scale of the chart.) Note that it is recommended that a deeper courtroom utilization analysis be performed on any proposed capital project to determine a more accurate understanding of caseload and courtroom needs.

Cost per Filing

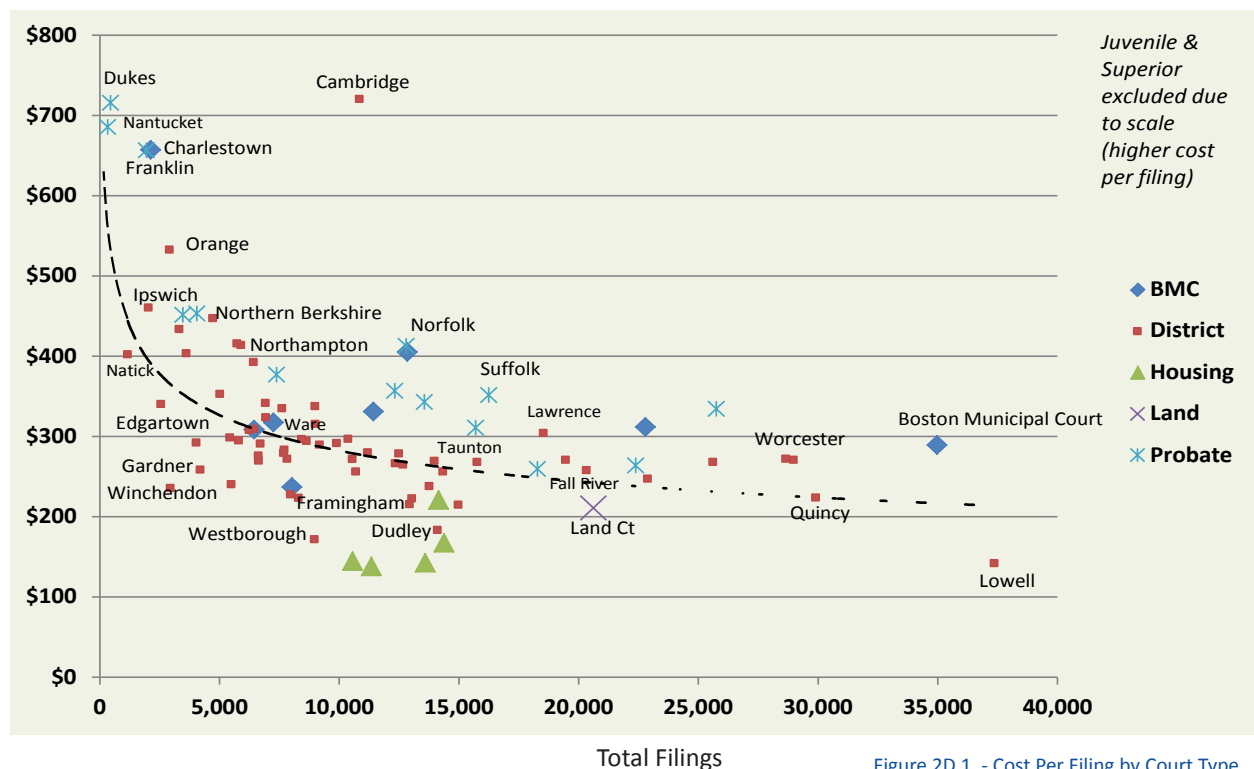


Figure 2D.1 - Cost Per Filing by Court Type

**2.D FINANCIAL CONTEXT****SUMMARY OF KEY DEFICIENCIES****1. SMALL, LOW-VOLUME COURTHOUSES HAVE A HIGH COST PER CASE**

Based on operational cost analyses, facilities with higher filings are more efficient in general. Facilities that serve fewer than 10,000 cases per year are at a significant cost-per-case disadvantage. District Courts range from \$140/case to as high as \$720/case, with an average of \$275/case. Reduction in the number of locations with higher costs will improve overall operational expenses throughout the state.

When considering consolidations, the challenge will be to maintain the high level of service, and improve access without building smaller, single department, expensive to operate, courthouses. A balance of consolidations of inefficient, expensive-to-maintain courthouses into newer, more efficient regional justice centers, while maintaining physical presence in key Gateway Cities or isolated jurisdictions will reduce operating costs, while improving overall access to justice throughout the state.

**2. LIMITED CAPITAL INVESTMENT HAS BEEN MADE IN MAJORITY OF COURTHOUSES**

Since the 1999 Master Plan, 7 new courthouses have been constructed. While this has met an important need for the Trial Court, 11 of the 17 critical facilities in the 1999 plan remain unresolved and unrepaired.

75% of all courthouses in the past 10 years have received limited repairs totaling \$16.7 million/year, or \$3.79/SF (half of industry standard).

Deferring long term maintenance and only addressing pressing immediate needs is not sustainable, and increases risk for emergency closures, litigations, or safety of the public.

**3. MANY COURTHOUSES LACK ENERGY EFFICIENCY, WASTING RESOURCES**

The utilities cost per square foot of older, inefficient courthouses ranges from \$2.25/SF to \$5.71/SF while newer more efficient courthouses are \$1.68/SF. The recently built Regional Justice Centers are amongst the largest courthouses in the state, yet they have a lower

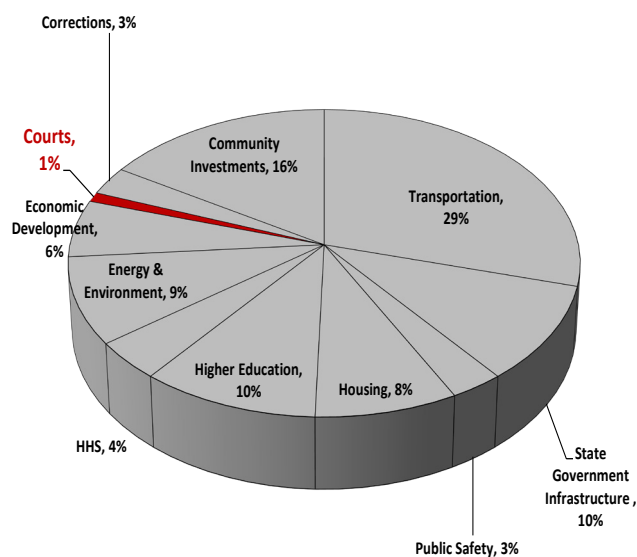


Figure 2D.2 - MA Capital Investment Plan FY 14

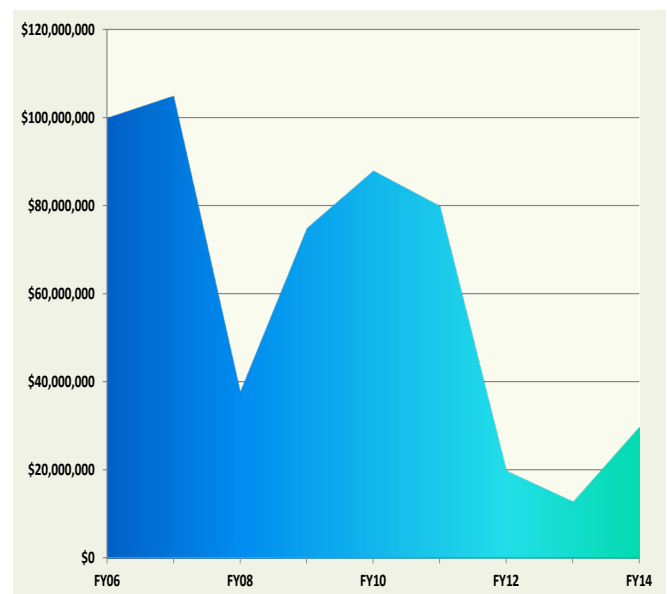


Figure 2D.3 Historical Capital Spend on Judiciary

## ANALYSIS AND FINDINGS

### 2.D FINANCIAL CONTEXT

#### Recent and Proposed Capital Investment

##### New Courthouse since 2000 \$710 M

2011	Salem, Taunton
2010	Fall River
2007	Worcester

##### Major Projects Underway \$125 M

2017	Greenfield, Salem PFC
2018	Lowell

##### Remainder of Court \$16.7 M/year average

Maintenance, repairs	\$3.80/SF
----------------------	-----------

cost per square foot to operate and have a smaller carbon footprint due to State energy standards (LEED Silver and above).

#### 4. SAVINGS CAN BE ACHIEVED THRU CONSOLIDATION

- Annual operational savings are expected from filing efficiencies, digitization, lease savings, and facility

operating cost reductions

- One-time revenue from dispositions of potentially eliminated court facilities with high property values
- Refinement of space needs and courtroom utilization will reduce capital need

Even without the consolidation and construction of new regional justice centers to replace aging, smaller courthouses, significant capital costs will be required to repair and maintain current systems for the next 20 years. Major renovations to address deferred maintenance repairs without modernization of the facility would cost \$2 billion and would not correct ADA issues or cross-circulation issues, and would lack in operational improvements, and space needs would not be addressed. The replacement of outdated courthouses (older than 1980), in the same locations, would cost approximately \$3.6 billion. The replacements in the same locations would warrant less opportunity for optimized

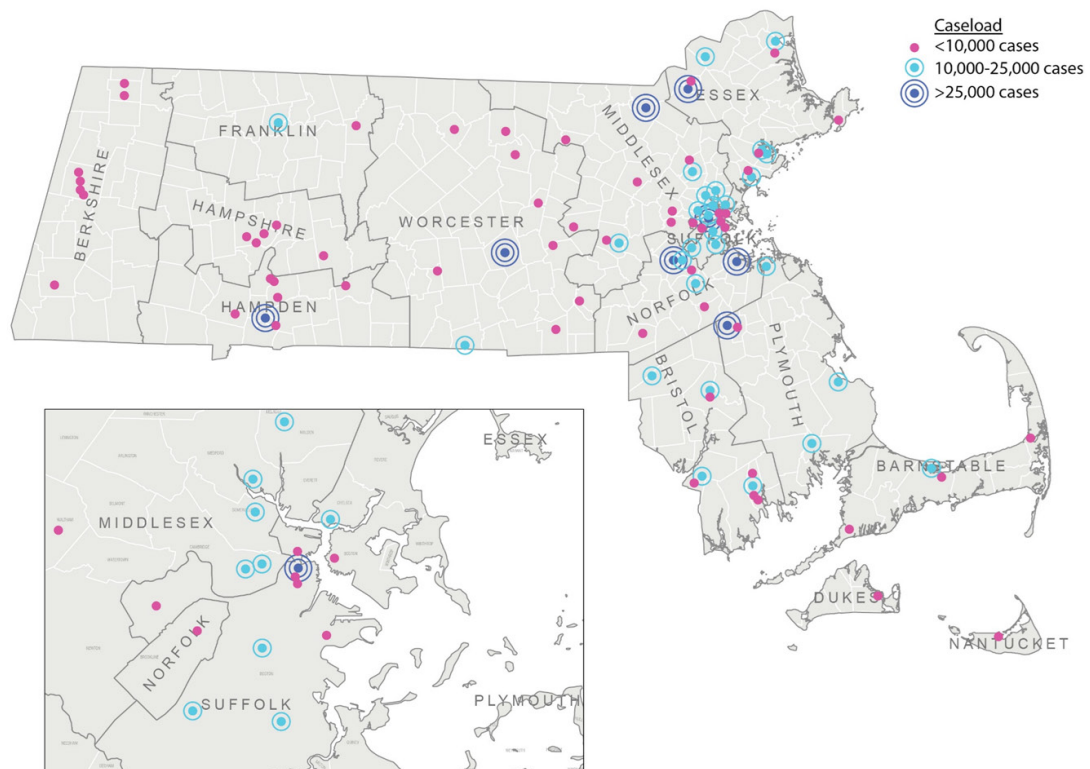


Figure 2D.4 Courthouse Caseload



# 3

## PLAN DEVELOPMENT

3.A Introduction	3.3
3.B Prioritization	3.4
3.C Space Adequacy and Benchmarking	3.6
3.D Courthouse Consolidations Opportunities	3.7







## 3.A INTRODUCTION

The findings illustrated in this chapter present significant challenges that require major capital investment, but also offer opportunities to implement significant operational improvements and reduce overall operating cost. There are several ways to approach the capital improvement, but the most prudent approach creates a sustainable system for the future operation.

The approach to developing the Capital Plan involved analysis of various metrics and qualitative considerations that form the basis of scenarios and decisions on both a building and system-wide level.

## PLANNING CONSIDERATIONS

In addition to the findings established in Chapter 2, additional data collection and synthesis of findings in the following areas was used to inform the development of the Capital Plan:

***Sustainable Operations/System*** – The Trial Court defines a sustainable system as one that is cost effective and makes efficient use of staff and facility resources. This suggests a “leaner” and less fragmented court system with fewer, larger buildings. The caseload and court utilization information helps us identify where economic benefits can be realized.

***Building Status and Condition*** – Consideration was given to the ownership, historic status and physical condition of each building. Private leased facilities were generally excluded from the Capital Plan in terms of required expenditures, but may still remain part of the court facilities portfolio. State-owned and county-leased facilities were addressed and decisions made regarding the investment required to bring them up to modern court standards and good repair.

***Space Adequacy*** – Space is quantified at the master planning level using benchmarks, on a square foot per court basis, based on national best practices and recently completed courthouses in the Commonwealth that are considered good models of space utilization. Adequacy is also considered on a qualitative level for each building, in terms of quality and adjacencies.

## SCENARIO DEVELOPMENT

In consideration of the above, as well as the existing conditions of each building that was surveyed, the Plan development occurred with the following major considerations in mind:

***Replacement vs renovation or repair*** – In many cases, decisions on keeping certain buildings were more obvious, such as where they are considered in generally adequate condition, and therefore not worth the expense of replacing. Some buildings have significant historic value and a role for them in the court system should be maintained. Some locations are considered good candidates for consolidation, and in those cases, interim repairs may be required, but not long term investment.

Some buildings should either be replaced or undergo major renovation and expansion projects to be brought into condition of good repair, to make space and environment adequate, and to accommodate the consolidation of another location if space can be accommodated. The detailed list of recommendations is in Chapter 4.

***Consolidation opportunities*** – The Trial Court **Working Group** and Consultant team evaluated the buildings and level of business activity at each of the court locations that might be subject to consolidation. The focus is on places where there are multiple courthouses in one



## 3.B PRIORITIZATION

community or where there are small, expensive to operate courts that could be moved to a relatively nearby location. An Access Analysis exercise was undertaken which looks at the population service areas in relation to current and proposed court locations. In particular, the analysis focused on travel times.

**Funding considerations** – The projected distribution of expenditures over time and locations was developed based on a high level cost estimate for each renovation, repair or replacement project. Estimated costs informed Capital Plan scenarios, decision-making and phasing.

### PRIORITIZATION CRITERIA

The collective decision on priorities is based on several factors: courthouses with the greatest level of disrepair, negatively impacting court operations, life safety, security, and critical repairs; facilities that are the busiest or “over utilized”; buildings that have the highest degree of space inadequacy; State-owned buildings; and historic

buildings (in many cases County owned, but where the courts are the primary tenant). In many target locations, particularly those with multiple buildings and a heavy caseload, various options were explored as to how to remedy the current conditions.

Any successful plan must have a clearly established methodology for setting priorities. Working with the Steering Committee for this 20-year plan, priorities were established to identify capital improvement opportunities that do the following:

- Mitigate critical and urgent facility deficiencies in Public Safety and Accessibility, as well as stabilize the existing infrastructure
- Benefit the greatest number of court users
- Provide greatest increase in operational efficiency
- Improve Access to Justice
- Support a sustainable court system
- Are fund-able using reasonable annual cash
- Flow modeling

Category	Criteria
Dignity and Quality	Prioritize repairs/upgrades and capital projects that improve dignity and quality of the statewide facilities
Security	Prioritize repairs/upgrades and capital projects that improve security (separation of staff public and detainee circulation, and security technology)
Capital and Operational Cost	Prioritize capital projects that maximize use of capital funds and reduce operational costs
Operational Efficiency	Prioritize repairs/upgrades and capital projects that improve operational efficiency and delivery of services
Consolidation Opportunity	Prioritize capital projects that provide most opportunity for consolidation of existing facilities and reduced facility operating costs
Complexity and Risk (Feasibility)	Prioritize capital projects that reduce risk (dilapidated facilities) with simple phasing and minimize disruption of existing operations
Accessibility	Prioritize capital projects that improve public access (Barrier Free and A2J)

Figure 3B.1 Prioritization Criteria

### 3.B PRIORITIZATION

The capital master plan provides flexibility for funding. Specialized projects like security or accessibility upgrades may be grouped together for funding and implementation, in lieu of fully funding entire improvement projects.

The proposed capital plan includes construction of 9 new courthouses (14 if proposed expansion cannot be accommodated on some sites) over the next 20 years with 163 new courtrooms, and renovation and repair of the remaining 273 courtrooms.

The chart below was a tool used to help prioritize the planning effort based on cross referencing the busiest courts with those known to have the most serious infrastructure (or replacement) needs early in the Plan development.

Number of Filings

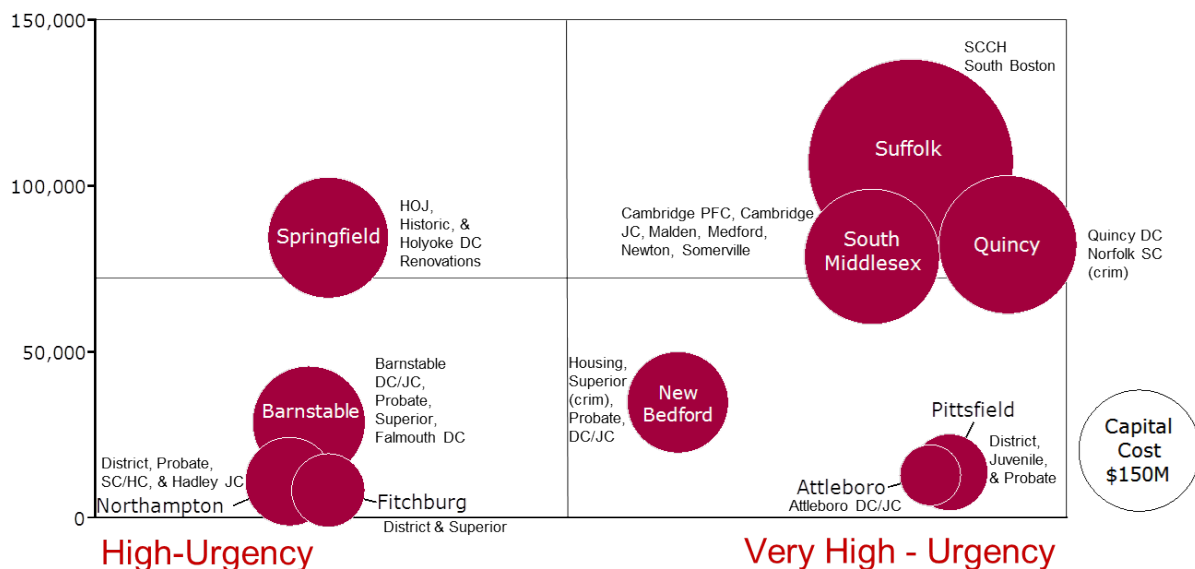


Figure 3B.2 Number of Filings

## 3.C SPACE ADEQUACY AND BENCHMARKING

### SPACE ADEQUACY BENCHMARKING

In order to estimate the approximate size each courthouse should be at the master planning level (i.e. without developing a detailed space program for each building), an overall benchmark was created, based on an analysis of recent courthouses built in the Commonwealth.

For planning purposes, 15,000 gross building square footage per courtroom set (GSF/CR) rule-of-thumb was used. This number allows for the wide range of courtroom sizes and different mix of state and county offices associated with the courts in each court department. A parallel process that updates the court Design Guidelines identifies a more accurate number for each court type that would allow for more specificity in programming phase.

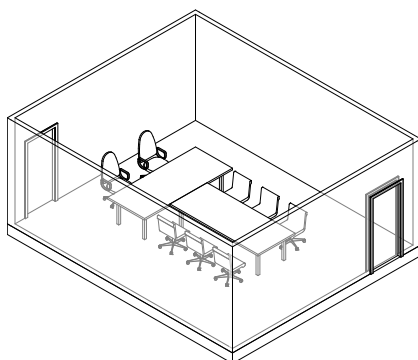
If a courthouse was generally in the order-of-magnitude of these benchmarks, or it was otherwise considered acceptable without expansion based on unique building conditions (e.g. historic courthouses, ones that have configuration deficiencies that are not realistic to remedy), the benchmarks were applied. Specifically, they were used for estimating the size of new construction, as well as major expansion / renovation projects. This is necessary for developing preliminary cost estimates

	GSF/Courtroom set
<i>Superior Criminal Court</i>	16,000 SF
<i>Superior Civil Courtroom</i>	15,000 SF
<i>District/BMC Courtroom</i>	14,000 SF
<i>Juvenile Courtroom</i>	13,000 SF
<i>Probate and Family Courtroom</i>	14,000 SF
<i>Housing Courtroom</i>	13,000 SF
<i>Land Courtroom</i>	13,000 SF

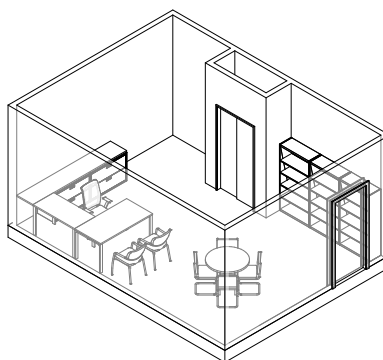
Figure 3C.1 - Planning Module SF/CR  
Does not include ADR, Regional Training, Library, or other non court agency space

for each project. Courthouses can vary greatly in terms of the ancillary justice agencies that may be in the courthouse, such as prosecutor, sheriff's department, as well as departments such as Register of Deeds, which can occupy significant space, but may or may not be included in the courthouse, depending on location.

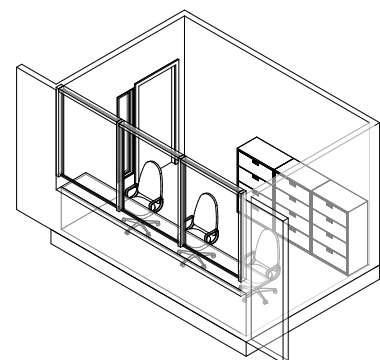
The benchmarks should be applied with caution, and each major project should be properly programmed before a firm size and construction budget is applied.



Typical Hearing Room



Typical Judges Office



Typical Transaction Counter

Figure 3C.2 Area Benchmarks

### 3.D COURTHOUSE CONSOLIDATIONS SCENARIOS

#### COURTHOUSE CONSOLIDATION

Based on geography, caseloads, building size and utilization, scenarios for consolidation were considered that would help “right size” the court system by eliminating courthouses that cost too much to operate on a cost-per-case basis as well as repair and maintenance costs. The current court system of approximately 100 locations (97 after completion of the Greenfield and Lowell courthouses, which provide some consolidation) is too large to maintain, and scenarios reducing the system, to as low as 50 courthouses were considered. Many small courts currently work part-time for some services due to low caseload volumes. Due to the ratio of Courtroom: Judges, personal schedules, circuiting, many courtrooms sit empty much of the week. The “fewer but larger” courthouse approach creates more regional justice centers, and public constituents will find a greater array of services at each courthouse under the consolidation plan.

Based on considerations of access to justice, distance and individual building histories and circumstances, the Capital Plan analysis resulted in a 75 courthouse system. In recommending these consolidations, an extensive “access analysis” was conducted to measure the impacts of increasing travel distances for some constituents to get to the nearest courthouse. (See Appendix

While the Capital Plan proposes consolidation of several smaller less utilized court facilities, overall, access to justice is improved. By increasing the level of services in new modern facilities and locating new facilities near public transportation, access can be increased while at the same time reducing the number of locations which greatly reduces the financial pressure on the judiciary. Many of the facilities proposed for consolidation are obsolete and represent scattered services at several locations within the same town or immediate area.

Consolidation permits these scattered services to co locate and provide a broader range of services to those with least access to transportation. The planning effort included comprehensive data collection and analysis of who is using the courts, where they live, and the impact consolidations would have on those users. The analysis demonstrates that the vast majority of the potential consolidations would have minimal negative impact on existing access (1.5% of all users), and in some cases improve access for the majority of users.

The following charts indicate the proposed consolidations, together with their anticipated access impacts on court users. Consolidations with notes in red highlight indicate those with tolerable impacts on access for some customers. Yellow highlight indicates less impact, and green highlight indicates positive impacts. Data indicates impact on all court users (a breakdown by court type wasn’t available).

#### CONSOLIDATION METHODOLOGY

- Address high risk critical facilities first
- Consolidate within same town or adjacent town to minimize impact on access to justice
- Measure Access Impact
- Consolidate county leased facilities in need of major capital investment
- Consolidate low volume, inefficient, smaller courthouses into larger, regional justice centers

## PLANNING METHODOLOGY

### 3.D COURTHOUSE CONSOLIDATIONS SCENARIOS

Court	Median Household Income	Total Users	Average $\Delta$ Travel	Users Negatively Affected	Public Transport Notes
Uxbridge to Dudley	\$81K	5,700	+9.5 miles	5,300	No direct public transport
Gardner to Fitchburg	\$46K	4,400	+4.3 miles	3,500	Commuter rail runs 5x per day, lasting 30 mins

Figure 3D.1 Most Detrimental Impact

Court	Median Household Income	Total Users	Average $\Delta$ Travel	Users Negatively Affected	Public Transport Notes
Leominster to Fitchburg	\$56K	11,500	+3.5 miles	9,900	Commuter rail runs every 90 minutes, lasting 10 min
Marlboro to Framingham	\$72K	6,900	+3.7 miles	5,700	Bus runs every 90 mins, lasting one hour
Norfolk PFC/Canton to Dedham	\$90K	18,900*	+0.8 miles*	9,600*	Commuter line to T every hour, lasting 55 mins

Figure 3D.2 Less Detrimental Impact

\*Note: Figures represent all division's court users - data does not allow for facility specification



## 3.D COURTHOUSE CONSOLIDATIONS SCENARIOS

Court	Median Household Income	Total Users	Average $\Delta$ Travel	Users Negatively Affected	Public Transport Notes
Hadley Juvenile to Northampton	\$66K	4,600*	+1.2 miles*	3,200*	Bus runs every 30 mins, lasting 13 mins
Newton to Somerville	\$112K	3,900	+3.3 miles	3,000	T running every 12 mins, lasting one hour
Cambridge PFC to SMRJC	\$76K	40,600*	-0.8 miles*	7,000*	T runs every 7 minutes between Cambridge and Somerville
Cambridge JC to SMRJC	\$76K	19,100*	-0.8 miles*	3,500*	T runs every 7 minutes between Cambridge and Somerville
Malden to SMRJC	\$54K	15,600	+1.0 miles	12,800	T runs every 9 minutes, lasting 6 minutes to Assembly Square
Cambridge DC to Cambridge JC/PFC	\$76K	10,100	-0.4 miles	2,700	Cambridge is more accessible to public transport and closer to court users than the current Medford location
South Boston to new Suffolk CH	\$60K	6,000	+0.7 miles	4,400	Bus runs every 12 mins, lasting 27 minutes
Charlestown to Brooke	\$80K	2,900	+0.2 miles	1,900	Bus running every 15 mins, lasting 12 minutes

Figure 3D.3 Limited Impact

\*Note: Figures represent all division's court users - data does not allow for facility specification

1. SMRJC = Southern Middlesex Regional Justice Center - this facility is planned for the future in Phase 2 of Capital Plan
2. A more detailed explanation of access impacts is provided in the Appendix.
3. Median Household Income is included as a proxy for car ownership
4. Red highlight represents most detrimental impact, yellow represents less detrimental impact and green represents least detrimental impact.

## 3.D COURTHOUSE CONSOLIDATIONS SCENARIOS

## BUDGETING METHODOLOGY

Cost estimates are building specific and reflect the varying level of renovation and repair required based on the facility inventory, as well as proposed changes and / or expansions as called for by the goals of the Master Plan. Each building survey indicated a level of repair required. In addition, the master plan identified which buildings would be expanded to meet additional space program requirements, particularly where a courthouse is anticipated to accommodate smaller court locations targeted for consolidation. Several new courthouses are called for in the Master Plan, and those costs are based on recent DCAMM experience with new courthouse construction.

The costs are based on unit costs (\$ per square foot), based on a general scope for each level of renovation (identified in Table 3D.4 below), working with a cost estimator to establish unit costs reflecting current market conditions for similar projects in Massachusetts. These base costs are in 4th quarter 2015 dollars.

Base **Estimated Construction Costs (ECC)** are then multiplied by approximately 1.4 to indicate **Total Construction Cost (TCC)** which, in addition to construction, includes soft costs such as contingencies, professional fees, surveys, FF&E and other owner costs. For each building location, the type / level of renovation

as indicated by the survey and Master Plan disposition is multiplied by the appropriate cost factor (see table below) to provide the cost associated with each building. Furthermore, the costs are broken down into the three phases of the Master Plan projected over a 20 year period. Phase 1 is 1-5 years, Phase 2 is 6-10 years, and Phase 3 is 11-20 years. Each building project is associated with a phase, and escalated accordingly, assuming a 3.0% to 2.5% per year escalation factor. A higher percentage in the near-term and less escalation in Phase 1B and 2 is assumed.

Americans with Disabilities upgrades have been identified separately where they are stand-alone projects, and categorized into Program Access and Full Access. The associated costs and level of access to be implemented are based on previous ADA surveys provided by DCAMM, on a building-by-building basis, and incorporated into the Master Plan to provide the full, total capital costs of all work associated with the State's court system.

**Appendix E: Plan Detail**, provides the complete list of all court facilities in the Massachusetts court system, identifying the level of renovation / repair for each building, together with the costs by phase.

Level of Renovation	Estimated Construction \$(ECC) per SF	Approximate Total Project \$(TPC) per SF
<i>New Construction</i>	\$570	\$800
<i>Major Renovation/Expansion</i>	\$450/\$750	\$600/\$800
<i>Moderate Renovation</i>	\$286	\$400
<i>Minor Repairs 2 - Upgrades</i>	\$145	\$200
<i>Minor Repairs 1 - Stabilization</i>	\$54	\$75

Figure 3D.4 Budgeting Costs





4

CAPITAL PLAN

TOPIC	PAGE
4.A Introduction	4.3
4.B Capital Plan Goals	4.4
4.C Planning Considerations	4.5
4.D Key Features of the Capital Plan	4.6
4.E Consolidation	4.7
4.F Courtroom Utilization	4.8
4.G Plan Summary	4.9
4.H Benefits of the Plan	4.16







## INTRODUCTION

As the public face for democracy and justice, courthouses need to impart gravitas, authority and permanence in the communities they serve. As stewards of the taxpayers' money, the Commonwealth should endeavor to provide courthouses that meet the highest standards of security, accessibility, energy efficiency, and access to technology towards the purpose of providing a high level of service to the public and positive work environment for the staff. This Capital Plan catalyzes the Strategic Plan's goal for system-wide change and presents a consensus approach for strategic investment to increase staffing efficiencies, implement operational "best practice", reduce safety risks, and improve delivery of judicial services.

The Capital Plan provides for the repair, refurbishment, and replacement of facilities to bring the court infrastructure into the 21st century. All buildings will be brought up to modern standards with critical issues addressed first, access to Justice improved, and strategic investment made to allow for fewer, yet more efficient courthouses. The Capital Plan strives to maximize existing assets and consolidate those that are obsolete, low volume, in need of major capital investment, and in leased space where advantageous, in order to build the court system for the next 30–50 years.

The idea of building regional justice centers, as the commonwealth has done in the past, will continue, but the emphasis will be on strategic placement and sizing to facilitate a more efficient and cost effective delivery of justice services. Decisions are data driven, and based on the priorities of the capital plan.

The planning team looked at a range of options in terms of the number of court facilities to maintain in the system and level of capital investment required, from major renovation and repair of all existing facilities, to extensive consolidations and creation of a few regional justice centers. In the end, a consensus was reached between the Trial Courts and DCAMM, for a balanced and phase-able Capital Plan that:

- Calls for the repair and renovation of many existing buildings to bring them up to good repair for finishes, building systems, life safety and code compliance.
- Provides for moderate consolidation of the 97 courthouse system with smaller, less efficient courts moving into larger, more efficient locations nearby.
- Recommends major expansions and several major new courthouses to address the most deficient and costly to operate locations.

New construction and Major Expansion projects were determined by identifying critical existing facility repair needs, better opportunities for consolidation and improved operational efficiency, overcrowded facilities with high risk of safety or security breaches due to conditions and facility design. Many of the buildings throughout the state are in need of replacement and have outlived their useful life, but prioritization and planning are required to identify the critical needs first, and put forth a plan that is sustainable and affordable. The proposed Plan identifies 9 new buildings and 12 major renovation and expansion projects that are top priority. The final order in which these are constructed is ultimately flexible and subject to funding and policy priorities, but the plan establishes the need and estimates the order-of-magnitude costs.

#### CAPITAL PLAN GOALS

The goals of the Capital Plan are based on the Judiciary's overall mission of delivering "Justice with Dignity and Speed". The operational goals have been recently identified in the 2013 Strategic Plan, as well as the 2015 Massachusetts Access to Justice Commission report. The visioning process undertaken for this project, and the Guiding Principles (outlined in Chapter 1) that came out of that process reflect the Judiciary's operational mission in terms that can be applied to the physical environment of the courts. Overall, the goals of this Capital Plan are as follows:

***Improved Dignity of Courts Facilities*** - The Capital Plan provides for the repair, refurbishment, and replacement to bring the court infrastructure into the 21st century. The newly reorganized Facility Maintenance Department has performed admirably in keeping the state-owned court facilities functioning and performing to the highest standards. However, the aging infrastructure and inadequately designed older facilities make maintenance upkeep increasingly difficult and costly. The modernization of facilities would address more than critical repairs and accessibility; it would bring the facility up to modern judicial standards for safety and security. Dignity is expressed through the design (externally and internally), physical condition and overall experience of the public accessing the judicial process.

***Spatial and Functional Adequacy*** – The inventory of court buildings range in age from over 200 years old to several major courthouses recently built in Salem, Fall River and other locations. In spite of ongoing repairs and improvements, the quantity and quality of space varies greatly, as does the level of crowding. Many courts experience inadequate public areas, poor circulation and access to transaction spaces, courtrooms that are poorly configured, or too small (and in some cases too large) for their current use, and staff areas that often provide negative work environments. Courts "best practices", which are being documented in the latest round of

Court Design Guidelines, developed simultaneously to this Capital Plan, provides standards and benchmarks of space adequacy

***Equitable Distribution of Improvements*** - Every effort has been made to address the wide spectrum of facility needs across the entire system in each of the 14 Counties in the Commonwealth. The Capital Plan is extensive in its reach, addressing significantly deficient buildings across the State. As a result, it provides for all counties and regions to receive benefits in terms of improved facilities and ability to deliver justice services, together with combined benefit of system-wide improvements to the system.

***Provide Phasing and Funding Flexibility*** -- Phasing has been established by setting priorities based on critical need, caseload / population affected, and impact on access to justice. The Capital Plan provides flexibility for implementation based on changing priorities or conditions that may arise over the anticipated 20 year time-frame of the plan, allowing for projects to move from one phase to another. Specialized projects like security or accessibility upgrades may be grouped together for funding and implementation, in lieu of fully funding particular entire improvement projects. Another goal is to spread out the capital costs relatively evenly over the 20 year time-frame to allow for better long term funding capability.

## PLANNING CONSIDERATIONS

While Facility Assessments provide a foundation for establishing future infrastructure needs, other factors have been considered in the development of the Capital Plan. They include:

**Total System Cost** - detailed financial analyses were performed to evaluate options from capital investment and operating expenses perspective to achieve a financially sustainable system.

**Geographical Distribution** - investments have been phased such that they are spread across the state, without one particular region benefiting.

**Historic Properties** - A number of courthouses represent centuries of presence in their communities, and occupy architecturally significant buildings that should remain in use. However, the challenges to renovating these structures to modern standards within reasonable budgets must be considered.

**Justice Trends** - Evolution of court practices and laws have facility impacts. These include increasing case complexity, growth of Specialty Courts, victim and juvenile rights, and growth in the number of pro se litigants, among others.

**Technological Transformations** - Technology advances will continue to have a big impact on court operations. The capability of existing buildings to handle new developments in technology (including electronic filing and case processing, digital presentation of evidence in courtrooms, real-time language translation, on line jury call, and other transformative changes) varies significantly across the court system.

**Space and Courtroom Utilization** - Over time, court activity has shifted in volume and geographic location, leaving some facilities overcrowded (often in major urban areas), while others remain fully staffed but considerably underutilized (often in smaller, geographically remote locations). The Trial Court continues to make great strides in rebalancing staffing to the locations that the workload is highest. Maximizing utilization of all court facilities is an important goal to achieve high performance buildings.

### 4.D KEY FEATURES OF THE CAPITAL PLAN

#### KEY FEATURES OF THE CAPITAL PLAN

Following is an overview of the key features of the proposed 20-year, multi-phased Capital Plan:

- Significantly reduces or eliminates liabilities (including life safety issues and security deficiencies) and address physical needs at all deficient facilities including universal design.
- Prioritizes and phases capital investment depending on urgency, need, and court activity (filing volumes).
- Consolidates the court system from 97 to 70 facilities (currently there are 100, but will be 97 after the completion of the new Greenfield and Lowell courthouses), improving operational efficiency while maintaining acceptable, and in some cases improved, access to justice for court constituents in all regions of the state.
- Provides for 9 new and 12 expanded courthouses, facilitating increased consolidation / replacement of deficient buildings and development of efficient Regional Justice Centers.
- Implemented over two 10-year bond cycles. First 10-year cycle broken into two 5-year phases.
- Retains most significant historic buildings considering their limitations, particularly regarding security and accessibility.
- Spreads investment over three phases stretching twenty years, balancing the scope and cost for each phase.
- Distributes capital funds fairly throughout all regions to improve service delivery for all court users.
- Provides flexibility to adapt to changes in funding, planning priorities, demographics, and court caseloads.
- Responds to latest court trends and future developments including new technologies and trends such as increased numbers of pro se clients, implementation of e-filing, and electronic case processing.
- Updates the Courts Design Guidelines for future capital projects using national “benchmarks” for best practices and providing consistency in courthouse design, quality, layout, safety, space requirements, and operations across the state. The Design Guidelines will be published as a separate, stand-alone, document.
- Improves the overall dignity of court facilities.
- Identifies opportunities for increased courtroom efficiencies to reduce funding requirements.
- \$3.16 B Capital cost (\$4.3 B escalated over 20 years) – \$290 M (avg) for first 10 years.

## CONSOLIDATION

The court cannot continue to operate 97 facilities statewide and offer adequate and efficient service to public users at current staffing and operational funding levels. An overall reduction in the number of locations and increased utilization of available court space is required to maintain sustainable operations. “Right-sizing” the system and the facilities is critical to achieving *efficiency* and *sustainability*. Construction of new regional justice centers and consolidation of smaller older facilities presents the greatest opportunity for this improved efficiency.

The recommendations of this Capital Plan task the State leaders with making difficult decisions about consolidation or relocation of current courthouses and court functions. Ultimately the decisions about final consolidation will be the result of policy discussions, and the Plan remains flexible to adapt to changing court trends. However, reduction from the current 97 facilities down to approximately 75 facilities is essential to improving efficiency and sustainability of the court system. This Capital Plan proposes only those consolidations or replacements that it deems to have minimal negative impact on travel times to a full service court facility, and positive impact in terms of operational efficiency and enhanced availability of court services at each location.

42 facilities are planned for consolidation, replacement, or expansion to accommodate consolidation. 5 facility consolidations are already planned as part of Greenfield Renovation and New Lowell Courthouse, which leaves 37 affected facilities as part of the Capital Master Plan. Of these 36, fifteen are to be directly replaced or expanded in place to accommodate consolidation of other courthouses, which leave 22 facilities planned to be consolidated into other courthouses.

The majority of the consolidations proposed (12 of 22) are within the same town as the planned new replacement facility and are deemed to have no impact regarding travel times for users. A few of the consolidations (8 of 22) address critically deficient smaller facility needs by building more efficient medium sized consolidated facilities in a nearby town less than 5 miles from the majority of current court users (based on an analysis of zip codes of court user filings). Even fewer of the proposed consolidations (2 of 22) propose relocation of court functions to a town more than 10 miles away from current court users. These consolidations (Uxbridge) are proposed because the facilities they are housed in have a high cost per case, low volume of filings, and are in need of substantial capital repairs that present a disproportionate cost compared to the benefit to the system as whole.

### 4.F COURTROOM CONSOLIDATION

#### COURTROOM UTILIZATION

There are several strategies that can be employed to improve the efficiency of courtroom use, including shared courtroom use for departments that don't hold sessions every day in a particular courthouse, and improved scheduling or centralized scheduling between court departments, which was identified in the Strategic Plan. This Capital Plan does not assume reduction in the overall number of courtrooms in the system, because achieving that requires changes to court operations and case scheduling that is outside the scope of the plan, and Many of the underutilized courtrooms are located in remote communities where closure would impede access to justice. However it is informative in that any future population or caseload growth in the system or changes in judicial assignments for specialty courts should be able to be accommodated while maintaining the current courtroom count.

During the programming study phase for any project that comes out of this plan, a courtroom utilization analysis of the courts the facility is replacing, including the level of court business activity, should be performed to determine the optimal number of courtrooms for the jurisdiction and encourage flexible scheduling of the courtrooms. Consolidation of small facilities that have part-time use courtrooms, as well as construction of large new Regional Justice Centers, both provide opportunities for greater courtroom utilization so that these expensive to build spaces are heavily used. Recently completed RJC's should also be evaluated to verify potential of additional consolidations in proximity.

for redevelopment planning activities to be conducted including conditions assessment of existing structures, zoning analysis, financial modeling of reuse alternatives, and redevelopment plan. Although each reuse strategy will be unique, the following Statement of Principles will be used in developing a reuse plan.

- Commitment to collaborate with the local community and elected officials to ensure redevelopment is successful and supports the health and vitality of the community.
- Provide an opportunity for economic development, improving each community's urban fabric and uses.
- Encourage historic preservation and maximize opportunities for tax incentives.
- With support of the local community, establish a priority for housing in metro-Boston and other urban areas to support the Governor's housing and other initiatives.
- Timely reuse planning to reduce State costs – both operating and capital investment.
- Consider potential benefits of system-wide redevelopment planning.

#### *A PLAN FOR VACATED COURTHOUSES*

DCAMM recognizes that it has a stewardship role for the adaptive reuse of its vacated assets, some of which are historical resources, and will require that a redevelopment plan is in place for all vacated courthouses prior to or in parallel with study certification for replacement buildings. To achieve this, the Courts Bond Bill will provide funding



## PLAN SUMMARY

Below is a map that summarizes the type of project and ownership status upon final implementation of the Capital Plan and all consolidations.

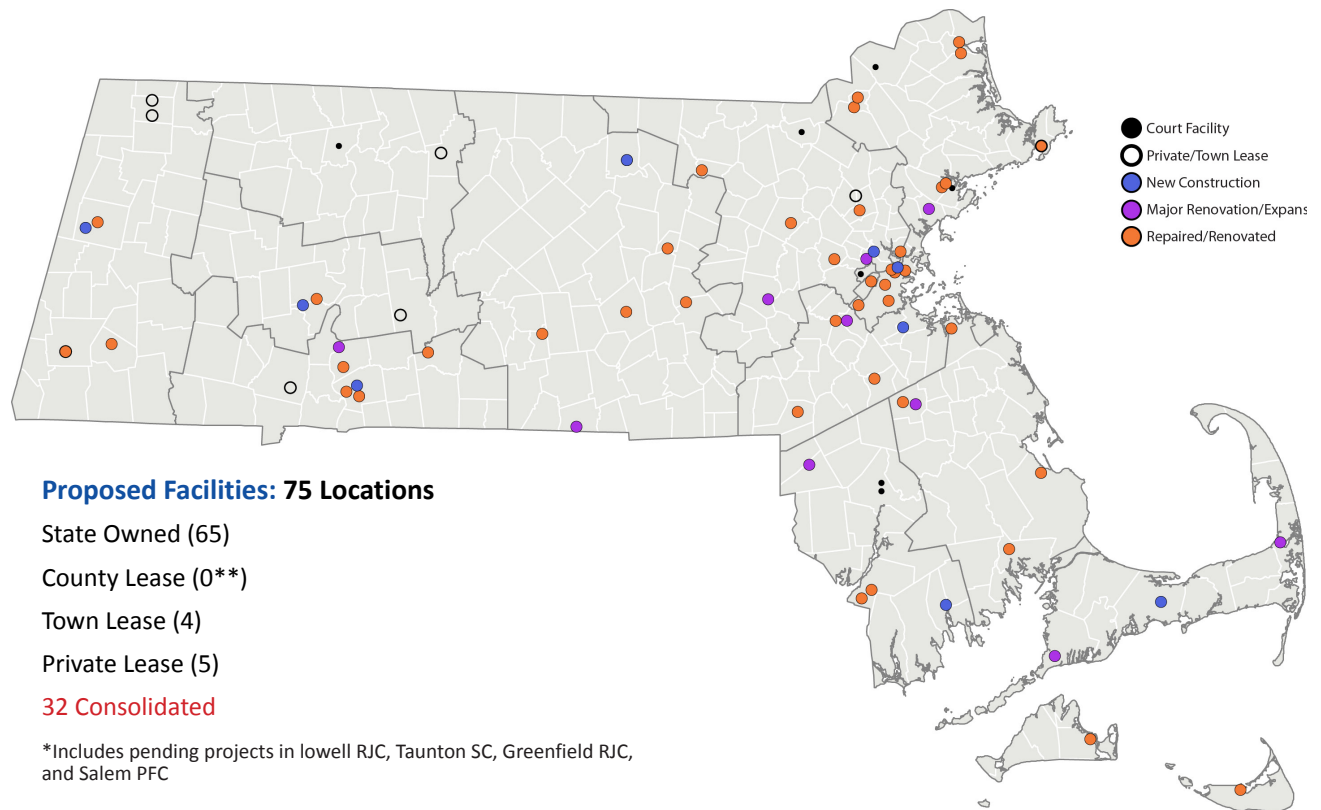


Figure 4G.1 Plan Summary

## COST AND PHASING SUMMARY

All construction, repair, and renovation costs have been estimated to determine approximate funding requirements. At commencement of each project, the scope and budget will need to be detailed, validated and updated, and utilization analyses will be performed to establish final space needs. The complete Capital Plan requires approximately \$3.16 billion Total project Cost (TPC) in 2015 dollars. Should this plan be implemented over a 20 year period, the total escalation cost is estimated to be \$4.3 billion.

For comparison sake, if we were to assume that all courts built prior to 1980 needed to be replaced with new facilities sized to meet the current facility standards, we would need to build 260 courtrooms at roughly \$13.6

million per courtroom, which would equal \$3.6 billion (in today's dollars, not adjusted for inflation and phasing over time). This approach would not address facility repair, accessibility, or functional upgrades needed for facilities built in last 35 years, and it would assume abandoning all historic courthouses throughout the state.

The implementation approach includes two 10-year prioritized plans defined by need. This approach recognized the conflict between the competing capital needs and the realities of funding on a year to year basis (bond cap), and allows for spreading costs out over two decades in an organized and proactive way. The 20-year horizon allowed the planning team to take into consideration all facility needs across the 97 existing

## PLAN DEVELOPMENT

### 4.G PLAN SUMMARY

court locations, and prioritize short term and longer term projects. The first **10-year plan** is broken up into two 5-year bond cycles (Phase 1 and 2) and represents an aggressive approach to address all urgent existing facility needs across the state and **stabilize the existing infrastructure**; while at the same time initiates larger projects to set the stage for a more efficient and safe delivery of justice by consolidation of smaller aging facilities into more well equipped, flexible / adaptable, and dignified **Regional Justice Centers**. The second 10-

year plan addresses the long term consolidation goals of the court to create a more unified consistent experience of justice for all citizens of The Commonwealth.

	Proposed Plan			Totals	
	Phase 1	Phase 2	Phase 3	# Proj.	Cost (TPC)
<b>New Buildings</b>	2 Boston, Quincy \$486 M	4 Northampton, Pittsfield, SMRJC, Springfield \$565 M	3 Barnstable, New Bedford, Fitchburg \$304 M	9	<b>\$ 1.36 B</b>
<b>Major Renovation and Expansion</b>	4 Attleboro, Brockton SC, Dudley, Lynn DC \$250 M	6 Framingham DC, Edgartown Holyoke DC, Orleans, Cambridge JC/PFC, Dedham SC \$242 M	2 Dedham DC, Falmouth \$84 M	12	<b>\$ 576 M</b>
<b>Repaired / Renovated</b>	62 \$266 M	6 \$243 M	24 \$529 M	72*	<b>\$ 1.04 B</b>
<b>Temporary Leases &amp; Land Acquisition</b>	\$56 M	\$99 M	\$32 M		<b>\$186 M</b>
<b>Total Project Cost in 2015 dollars (with phased escalation)</b>	<b>\$ 1.06 B (\$1.3 B)</b>	<b>\$ 1.15 B (\$1.6 B)</b>	<b>\$ 949 M (\$1.4 B)</b>		<b>\$3.16 B (\$4.3 B)</b>
<b>Phased Consolidation from 97 Current** Courthouses to 75 Projected Future Courthouses</b>					
<b>Total Courthouses</b>	<b>91</b>	<b>82</b>	<b>75</b>		<b>- 22 Closures</b>

Figure 4G.2 Plan Summary by Phase

ASSUMES 1:1 COURTROOM REPLACEMENT AT CONSOLIDATED COURTHOUSES

\*Some facilities are renovated more than once, some have minor renovation then consolidation later phases, so count signifies total number of buildings renovated, not number of projects

\*\*97 Current Facility count factors in consolidations in Lowell and Greenfield that are already planned as part of new construction and renovation/expansion projects in those locations

## PHASE 1

The first phase consists of approximately \$1.06 billion to build two new high-urgency courthouses in Quincy and Boston; provide for the major renovation and expansion of Attleboro, Brockton, Dudley and Lynn; and stabilize the rest of the system with critical repairs, life-safety and accessibility improvements, and deferred maintenance while adhering to the framework of the overall Capital Plan.

The major projects in Phase 1 are prioritized because they both address many of the most deficient buildings in the system, and also allow for consolidation of deficient and underutilized facilities in the immediate vicinity.

Building to accommodate consolidation eliminates the need for some leases, and avoids continued maintenance and repair of low volume, substandard courthouses that are very expensive to upgrade and make both secure and accessible.

The Trial court recognizes the Commonwealth's spending limitations, should funding limitations challenge the ability to complete all projects included in Phase 1, further prioritization will be necessary. Those projects that are most critical could be completed in an initial investment (Phase 1A), with the remaining Phase 1 projects implemented in subsequent investment.

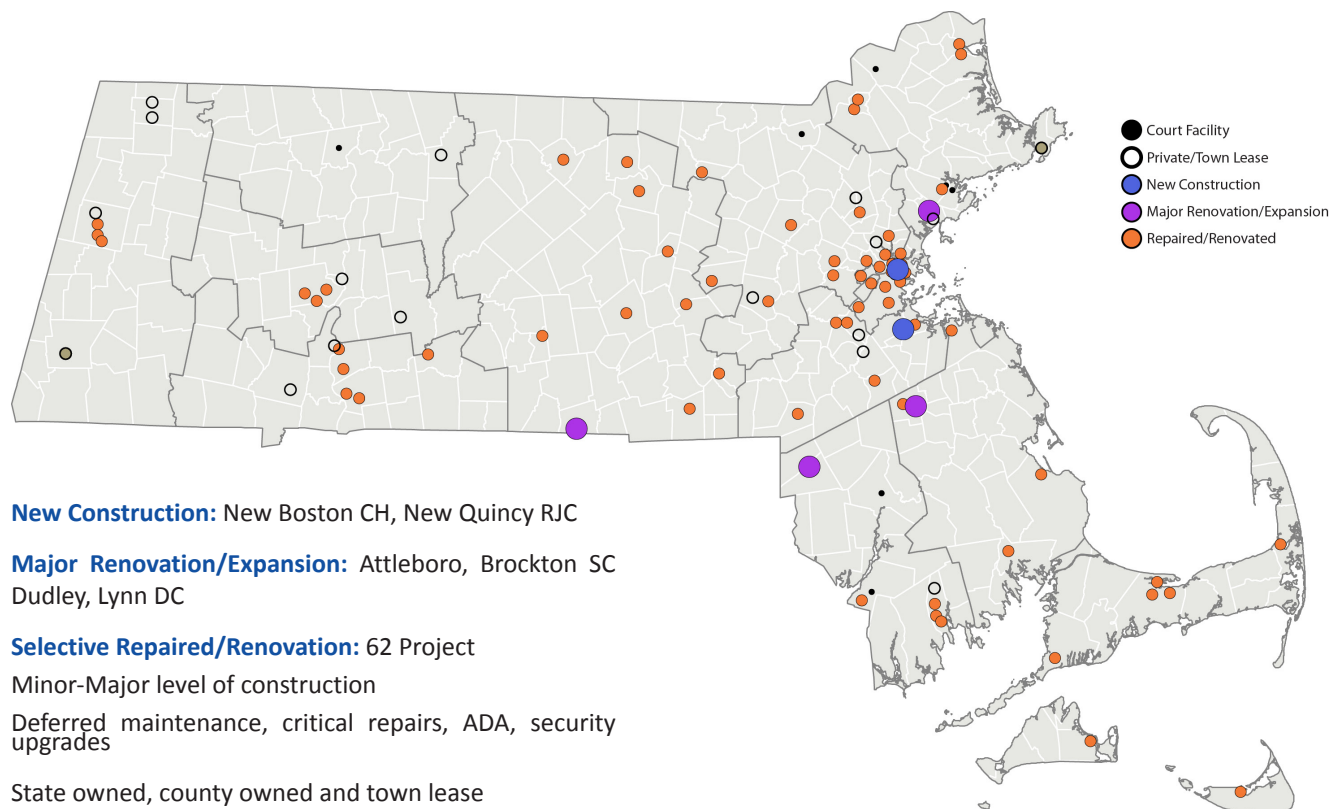


Figure 4G.3 Phase 1

## 4.G PLAN SUMMARY

### PHASE 2

This phase consists of approximately \$1.15 billion to address the next layer of critical facility improvements, and build the next wave of Regional Justice Centers. New buildings in Pittsfield and Southern Middlesex County permit consolidation of several facilities in the immediate vicinity, while addressing critical infrastructure improvements. A new medium sized courthouse in Springfield addresses operational issues between the Springfield Hall of Justice and the historic Springfield courthouse, which allows for major renovation of those facilities without the need to replace all courtrooms in the city.

Major renovation and expansion in Framingham and Holyoke address serious overcrowding and physical plant issues, while providing the opportunity to consolidate nearby smaller, lower volume courts into improved facilities. Major renovation / expansion in Orleans and Cambridge provide repairs for overcrowded courthouses, and allow the Cambridge District Court to return back to Cambridge from leased space.

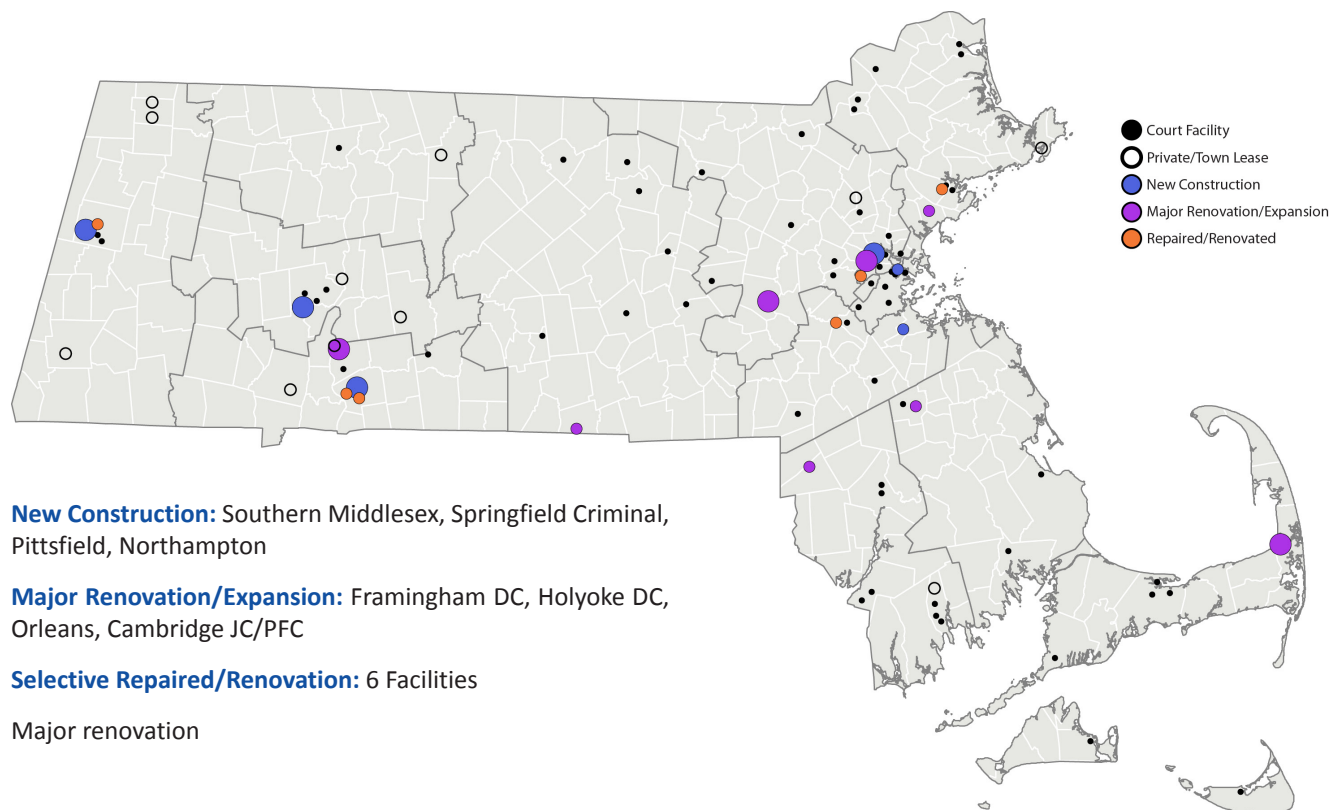


Figure 4G.4 Phase 2

### PHASE 3

Projects planned in Phase 3 complete construction of the long range needs. New courthouses in Fitchburg, New Bedford, and Barnstable consolidate several older state-owned and smaller private lease facilities into new Regional Justice Centers.

Major renovation and expansion in Dedham and Falmouth resolve overcrowding issues at these high traffic courthouses. Repairs and renovations anticipate completing maintenance for newer courthouses built after 1988, which will be over 40 years old in this later phase. Consolidations will be mostly smaller court facilities located in the same town or in close proximity.

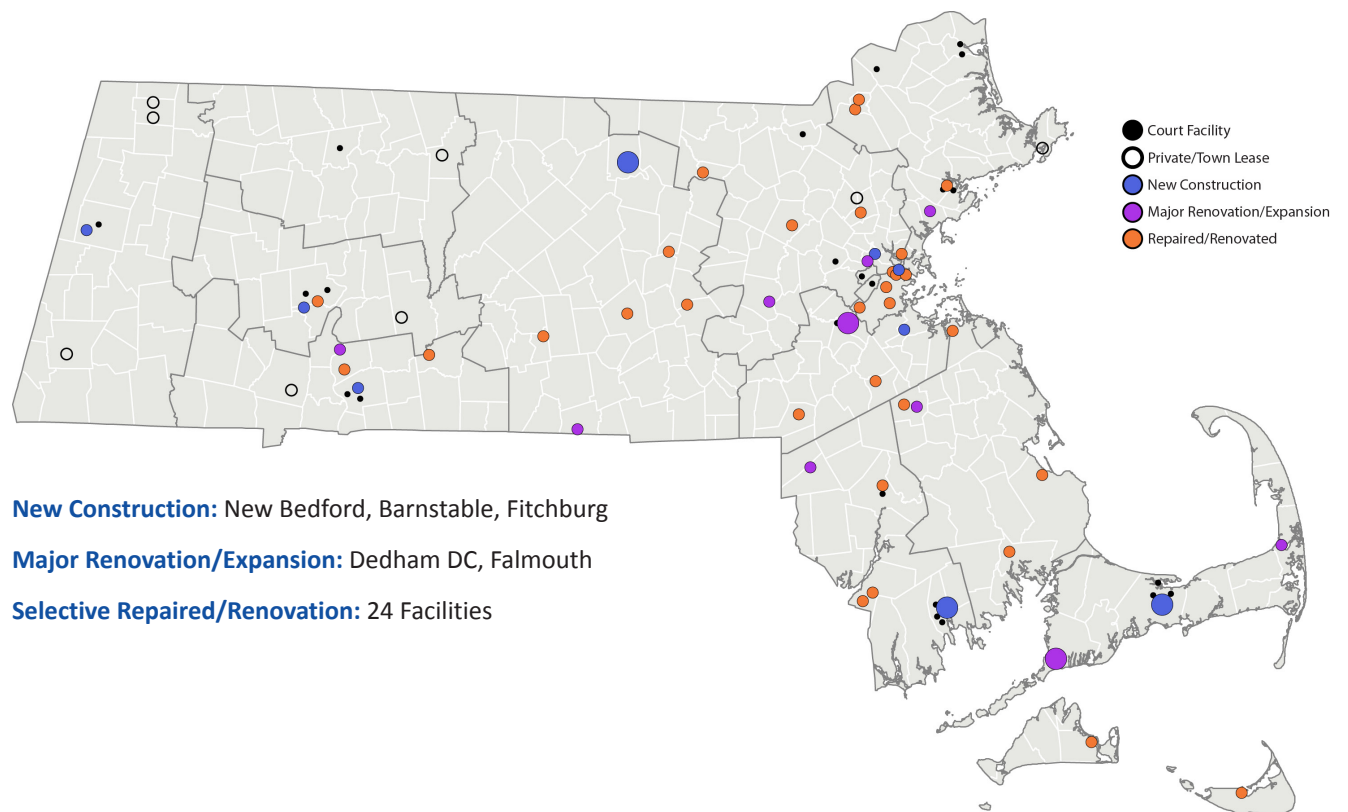


Figure 4G.5 Phase 3

## PLAN DEVELOPMENT

### 4.G PLAN SUMMARY

#### EXPENDITURE SUMMARY

The distribution of capital costs are shown by phase, as well as an estimate of annual expenditure breakdowns in the graph below.

Court Capital Costs

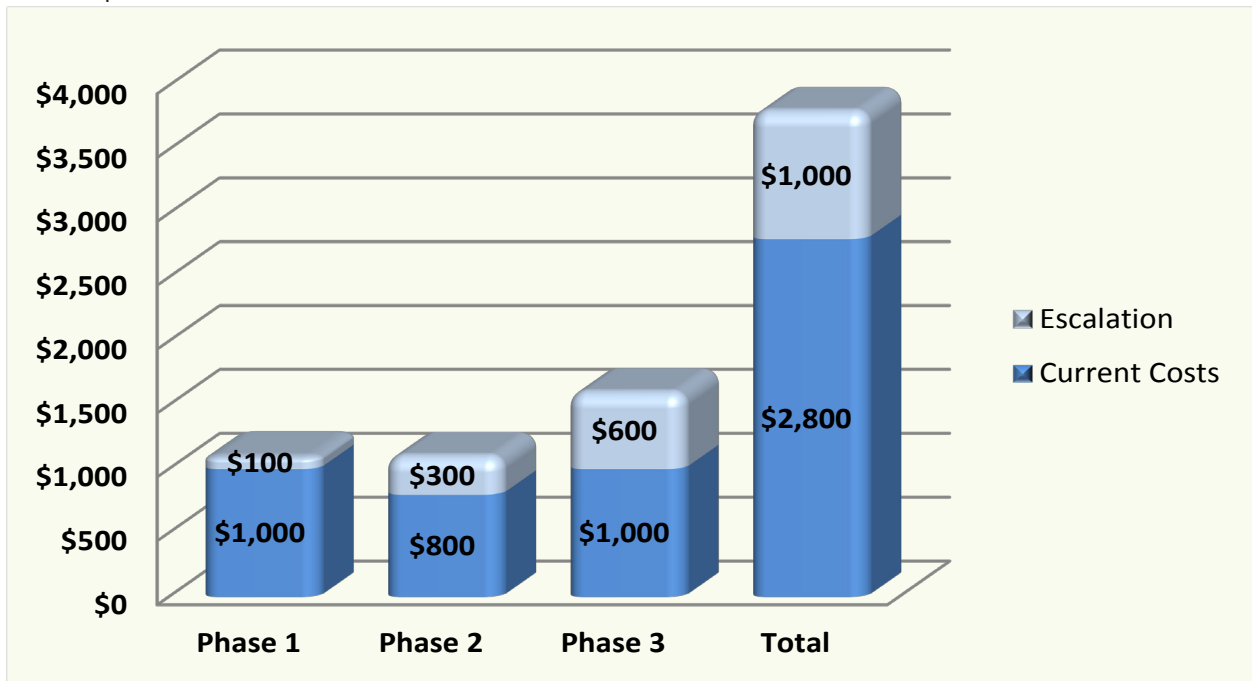


Figure 4G.6 Expenditure Summary



## CONSOLIDATIONS BY PHASE

The rationale for (33) buildings to be consolidated in the Master Plan was because high risk, critical facilities were addressed first. Most buildings were consolidated within the same town or adjacent towns to reduce impact on access to justice. County leased facilities in need of major capital investment and low volume, inefficient, smaller courthouses were consolidated into larger, regional justice centers.

	Phase 1	Phase 2	Phase 3	Total
<i>Consolidated (within same city/town)</i>	<b>5</b> Lynn JC/HC* Northampton PFC Quincy DC/JC** Suffolk Hi-Rise Cambridge PFC	<b>9</b> Cambridge DC/Medford* Framingham JC* Middlesex SC/Woburn* Northampton SC/DC Pittsfield DC** Pittsfield PFC** Somerville DC** Pittsfield JC* Holyoke JC*	<b>8</b> Barnstable PFC Barnstable SC Barnstable DC/JC Fitchburg DC/JC New Bedford HC* New Bedford PFC New Bedford DC/JC** New Bedford SC	<b>22</b>
<i>Relocated (to nearby city/town)</i>	<b>3</b> S. Boston BMC Charlestown BMC (to Boston) Uxbridge DC (to Dudley)	<b>4</b> Concord DC (to SMRJC/Somerville) Hadley JC/HC* (to Northampton) Marlborough DC/HC/PFC (to Framingham) Norfolk PFC/Canton* (to Dedham)	<b>2</b> Gardner DC (to Fitchburg) Leominster DC/HC/JC (to Fitchburg)	<b>9</b>
<b>Total Courthouses 97 currently</b>	<b>91</b>	<b>82</b>	<b>75</b>	<b>31</b>

Figure 4G.7 Consolidation by Phase

\*Indicates consolidation of leased facilities

\*\*Indicates consolidations where existing facility is replaced with a new facility

There will be 97 courthouses currently after completion of Greenfield and Lowell Courthouses

### 4.H BENEFITS OF THE PLAN

#### BENEFITS OF THE PLAN

**The Problem:** Status Quo is not sustainable

- Trial Court Strategic Plan highlighted conditions of court facilities as a major improvement area.
- Court Leadership established Guiding Principles at Visioning Session of June 2014.
- Building diagnostic of 100 court facilities reveals that most of the buildings are in need of major investment, some present urgent liability issues.

**The Solution:** A Sustainable Investment Plan for the next 20 years

- Right-sized existing facilities and brings all remaining facilities up to modern standards.
- Addresses years of capital under-funding.
- Plans for 9 new buildings.
- Consolidations into fewer, more efficient courthouses.
- Provides flexibility.
- Phased for relatively stable annual expenditures.
- Identifies opportunities to increase efficiencies and reduce capital need.
- Identifies possible alternative delivery options which may reduce impact on the bond appropriation.
- Upon completion of the Capital Plan, the Trial Court will have safe, accessible and dignified facilities across the Commonwealth. It will be a sustainable court system with fewer, more efficient and flexible buildings to maintain, adaptable to high-performance work environments as technology advances. Postponement of this investment in the courts infrastructure not only increases capital and operational costs due to escalation and impacts of deferred maintenance, but most importantly, increases the risk of courthouse failures and disruption of judicial services. Major investment in our courthouses is needed now.

**Access to Justice** – Provide public with reasonable proximity to a courthouse and expedited services once they arrive.

**Adequacy of Facilities** – Adequate space for staff and public, buildings in good condition – all existing facilities improved where required.

**Codes and Standards** – Court buildings should meet applicable building codes for ADA, life safety and energy efficiency - all facilities meet required standards.

**Public Safety** – Provide proper entry security screening, and safe and secure circulation within the courthouses - all existing facilities improved.

**Dignity** – Engender confidence in, and respect for, the judicial system through proper appearance, efficient work flow and organized operations.

A large benefit of the Capital Plan depends on improved efficiencies, improved justice delivery, and consistency of the justice experience throughout the State. Achieving improved operations within a realistic budget requires setting priorities and consolidation of low volume small court facilities that are in need of significant capital repairs and improvements and leased space. Continuing to build Regional Justice Centers, as the Commonwealth has done in recent years, is recommended to maximize efficiencies, provide the widest range of services to public with the least obstacles, implement the latest technology, and ensuring that funds are spent in the most effective way. These Centers also provide the court with flexibility to adapt to fluctuations in caseload and filings or justice trends between the seven court departments, respond to specialty court expansion, and adapt to improved scheduling and courtroom utilization, while maintaining the optimal staffing model and operational costs. The planning process identified

both over utilized and underutilized facilities by using a data driven approach to map resources and needs across the system. The Capital Plan seeks to re balance facility resources by prioritizing repairs and expansion to existing facilities where the greatest number of users are impacted, and the greatest improvement of the facilities can be attained.

Staffing efficiencies will be achieved through shared service counters among several departments and shared back of the house operations; efficient court security staffing due to single point of public entry, and need to work around significant building deficiencies; and advances in technology that will reduce records storage staffing needs, and a reduction of traffic flow to the courthouse.





# APPENDIX

TOPIC	PAGE
A.A Priority Area Access Analysis	A.1
A.B Financial Analysis and Modeling	A.18
A.C Courtroom Utilization	A.20
A.D Existing Courthouse Proximity Distribution	A.35
A.E Plan Detail	A.37
A.F Visioning Session	A.55









## **PRIORITY AREA ACCESS ANALYSIS**



## METHODOLOGY AND DATA SOURCES

User zip code data was drawn from MassCourts to calculate the number of court users per zip code for each division within the Trial Court except:

- *Superior Court*- not on MassCourts yet
- *PO box addresses*- no geographical delineations for such zip codes
- *Out of state zip codes*- Analyses were limited to Massachusetts users

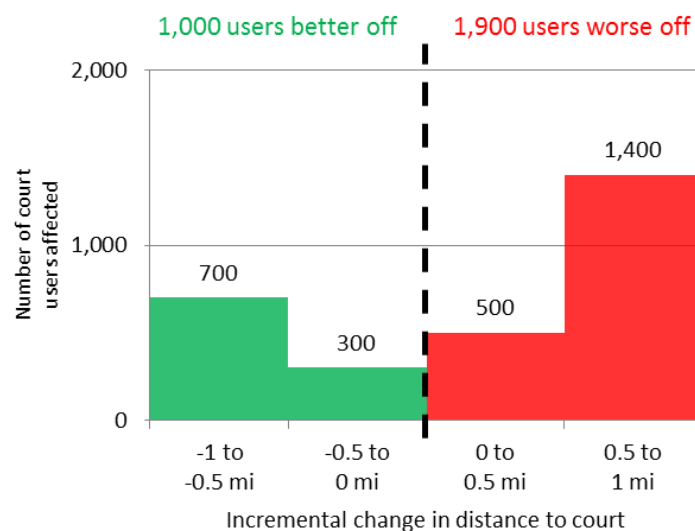
For each potential court consolidation, travel distance was calculated by re-directing all court users to the newly proposed court locations.

- Travel distances were calculated “as the crow flies” based on zip code centroids
- Incremental changes in travel distances were calculated

Interestingly, all courts show users coming from zip codes outside of their geographical jurisdiction.

## PRIORITY AREA 1- SUFFOLK & MIDDLESEX

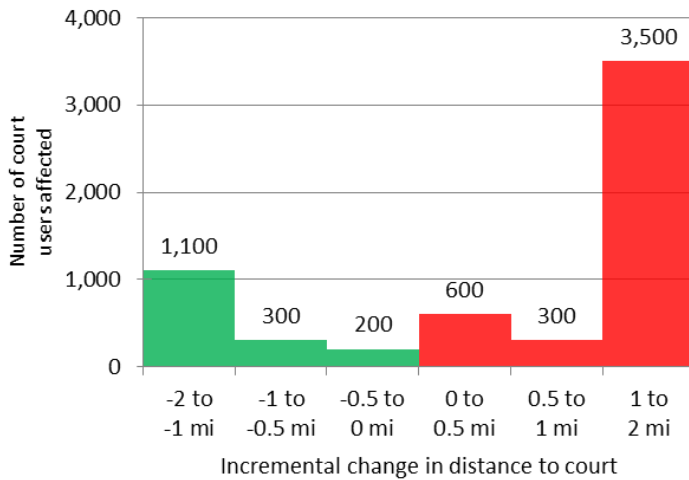
Charlestown consolidation to Brooke adds .2 miles to the average travel distance.



## MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017

### PRIORITY AREA ACCESS ANALYSIS

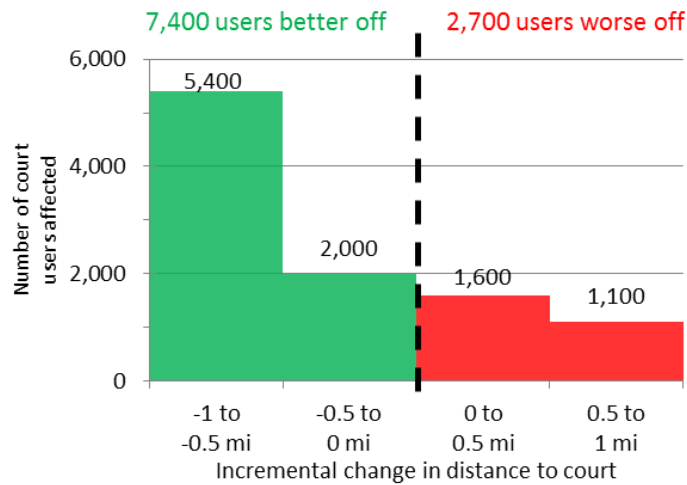
South Boston users to add 0.7 miles in travel to new Suffolk CH.



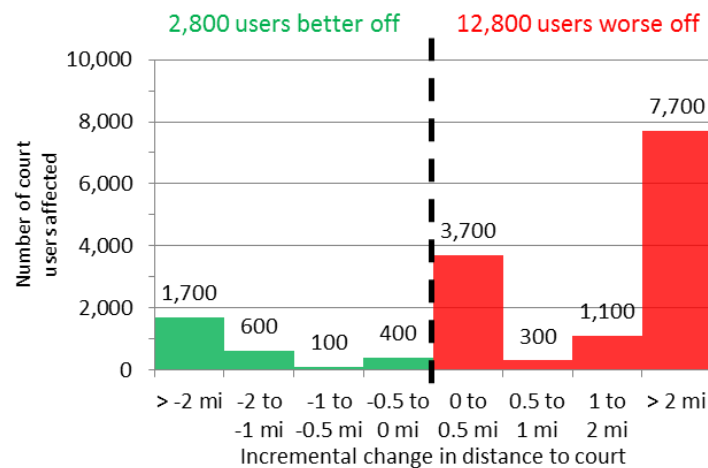
Public transportation strongly reduces concerns with Boston:

- Bus 93 runs from within two blocks of **Charlestown BMC** and Brooke every 15 minutes and travel time is estimated to be 12 minutes.
- The blue line from within three blocks of **East Boston BMC** (Maverick stop) and Brooke Courthouse (Bowdoin stop) every 8 minutes and travel time is estimated to be 12 minutes.
- Bus 7 runs 0.4 miles of **South Boston BMC** and Suffolk County Courthouse every 12 minutes and travel time is estimated to be 27 minutes.

New SMRJC improves access for Cambridge DC users.



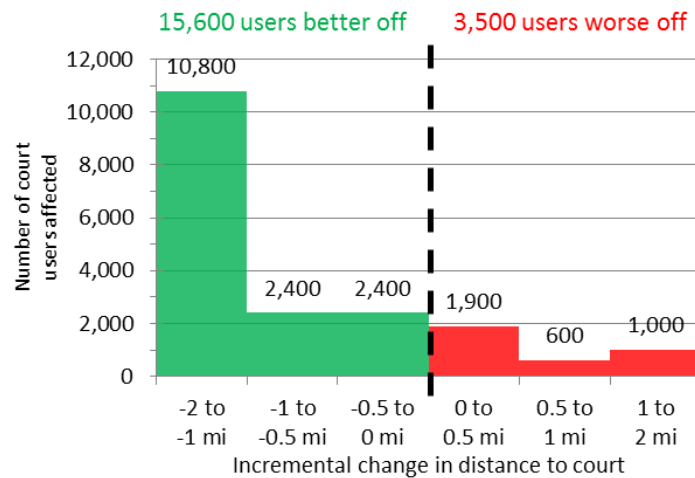
Malden DC users to travel an additional 1 mile to new SMRJC.



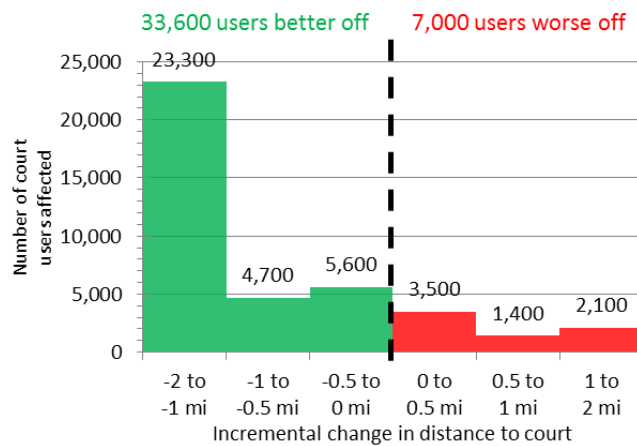
## MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017

### PRIORITY AREA ACCESS ANALYSIS

Middlesex JC user access improved by new SMRJC.

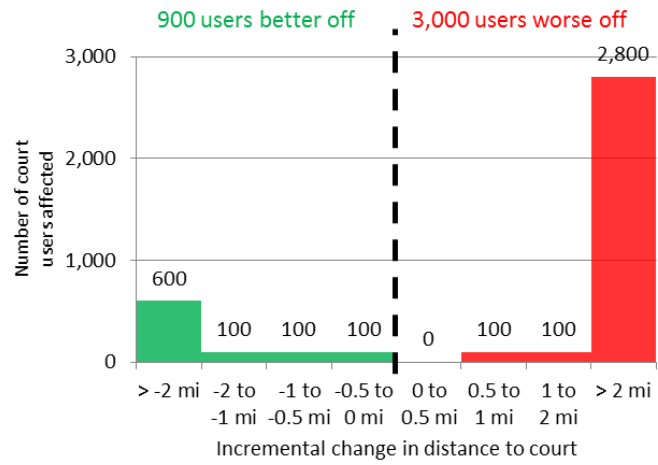


Middlesex PFC user access improved by new SMRJC.

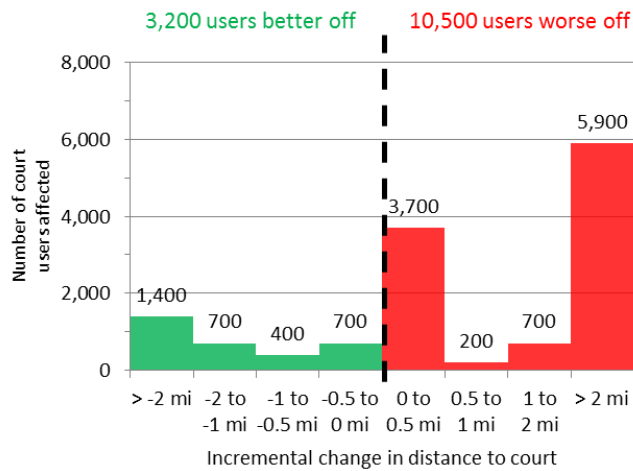




Newton DC users to add 3.3 miles in travel to SMRJC.

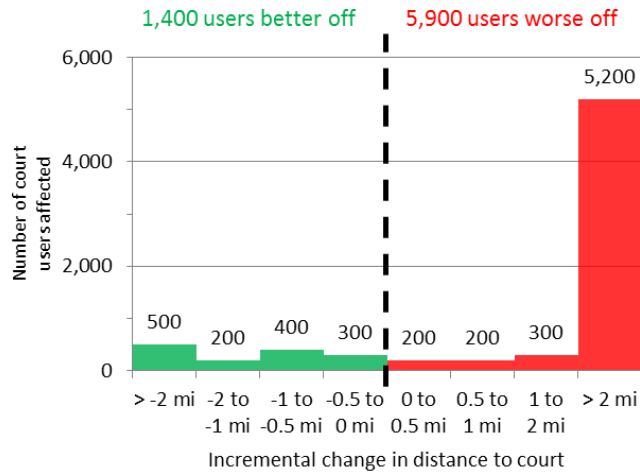


Somerville DC to add 0.9 miles if moved to Malden.

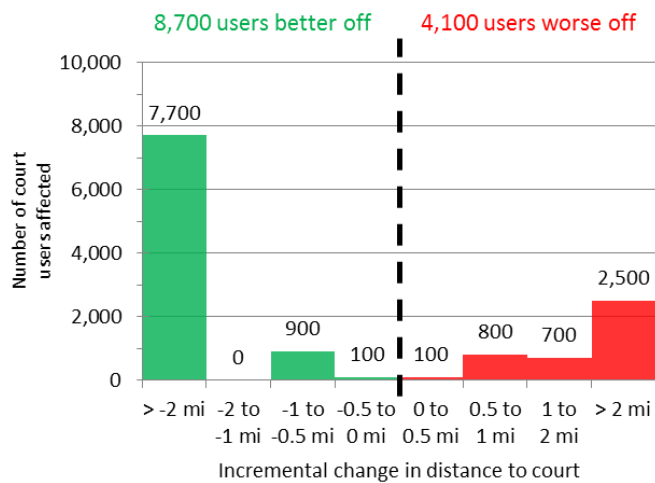


## PRIORITY AREA 2- HAMPDEN

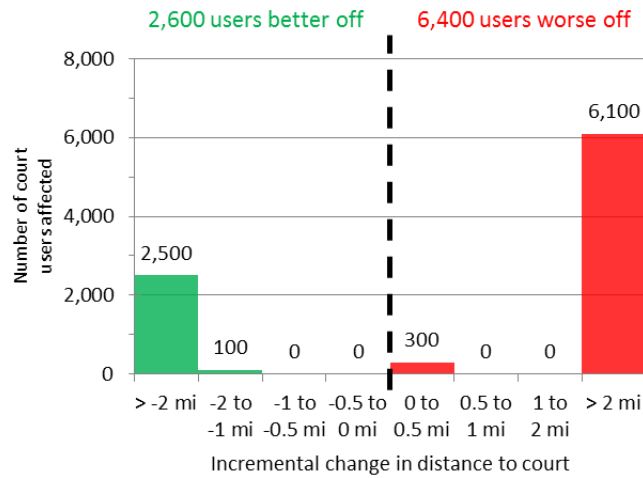
Chicopee DC users to add ~2 miles in travel to Springfield.



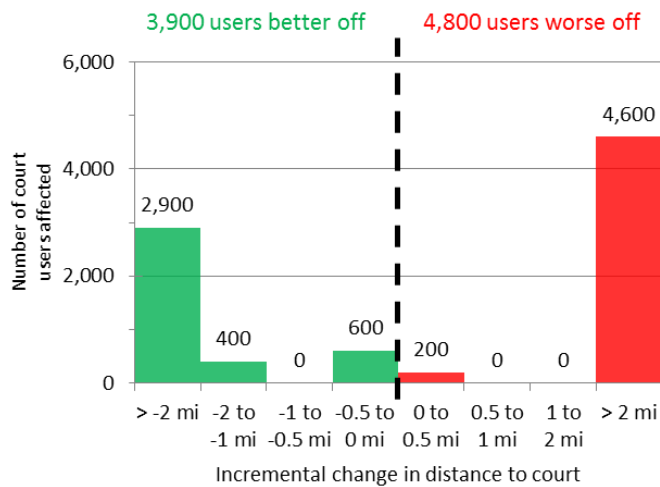
Holyoke JC users access improved by moving to Springfield.



Palmer DC users to add 3.2 miles in travel to Springfield

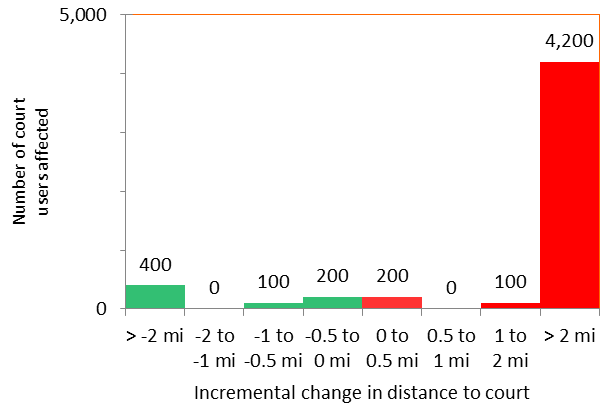


Westfield DC users to add 1.7 miles in travel to Springfield.

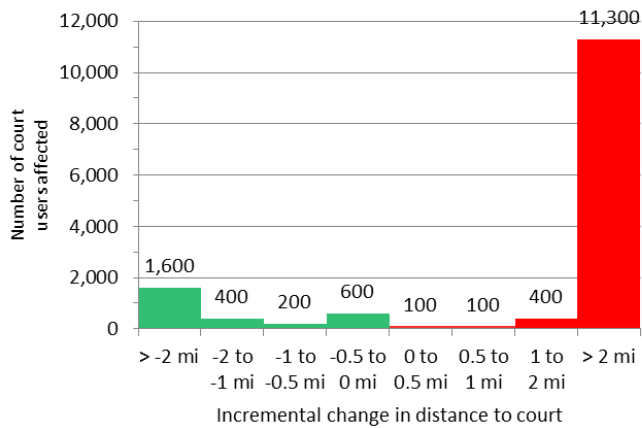


### PRIORITY AREA 3- NORFOLK

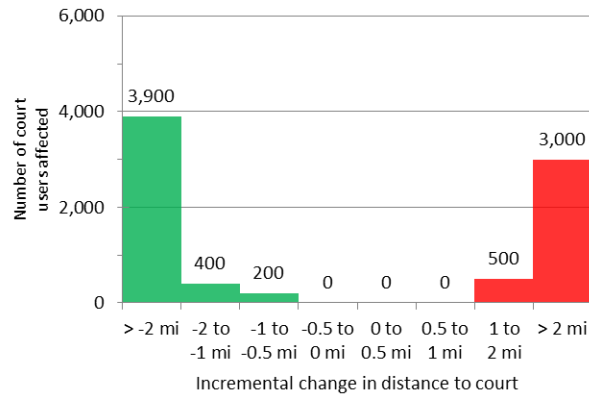
Brookline users to travel nearly 5 miles to new Quincy courthouse.



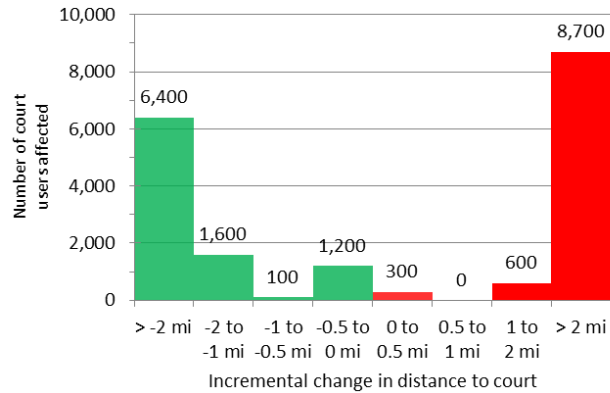
Dedham DC users to add 4.5 miles in travel.



Most Norfolk Juvenile users were closer to Quincy,



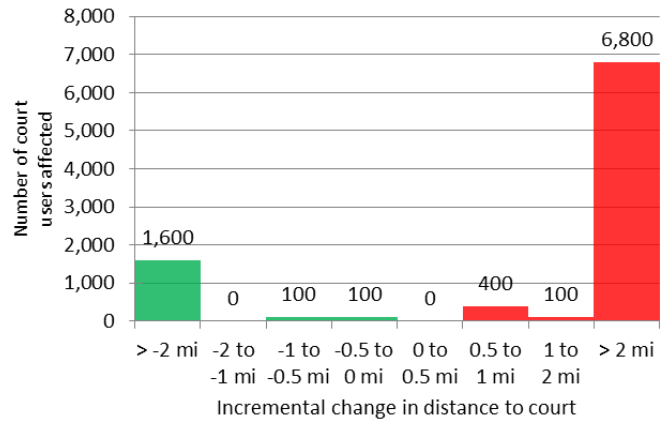
Norfolk PFC users were nearly split between Canton and Quincy locations.



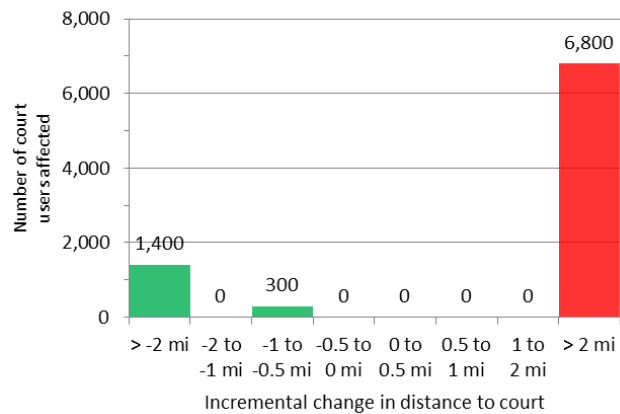
## MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017

### PRIORITY AREA ACCESS ANALYSIS

Stoughton users to add 4 miles in travel to Quincy.



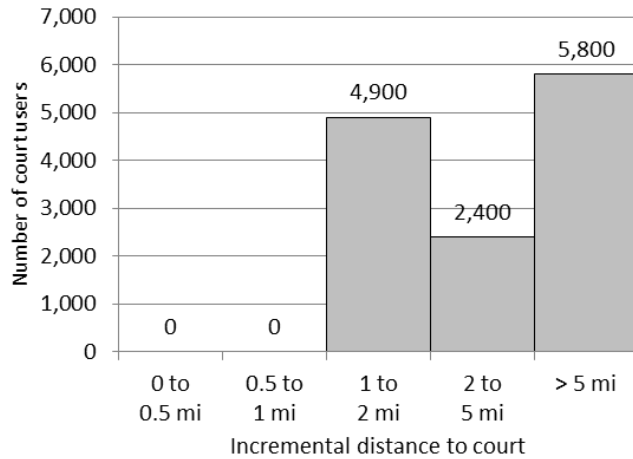
Wrentham users to add an average of 9 miles.



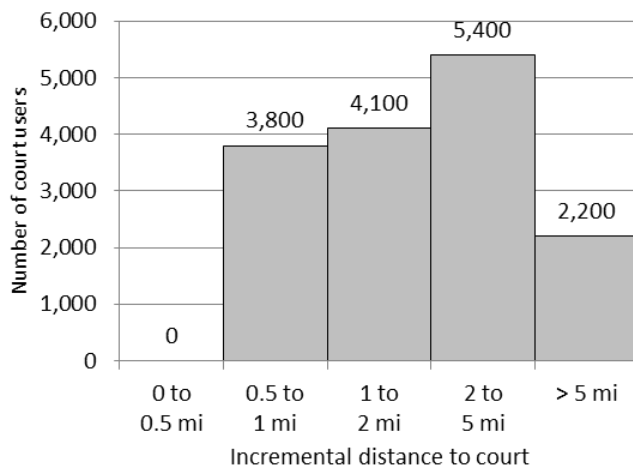


## PRIORITY AREA 4- BRISTOL

Attleboro DC users travel an average of more than 8 miles.



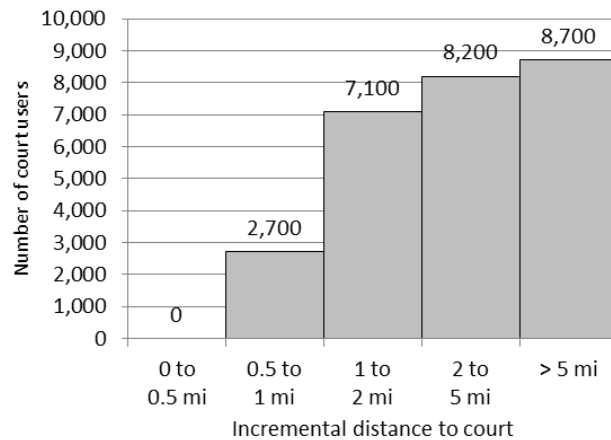
Bristol JC Courts located near concentrations of county's users.



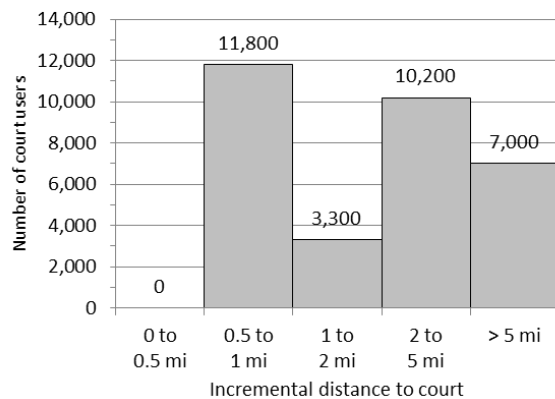
## MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017

### PRIORITY AREA ACCESS ANALYSIS

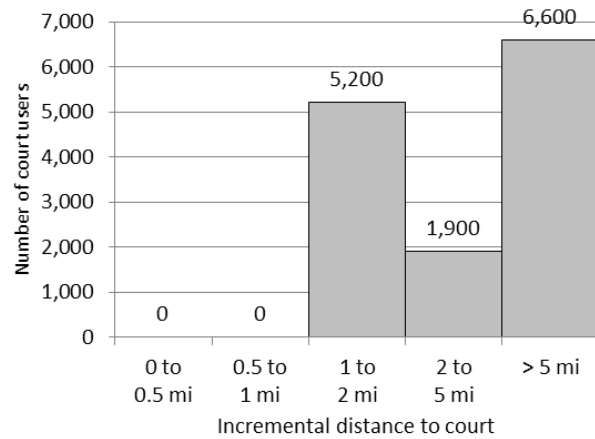
Attleboro users must travel to Taunton for PFC access



Most New Bedford DC users travel less than 5 miles.



Taunton DC users travel an average of 8 miles



MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017  
**PRIORITY AREA ACCESS ANALYSIS**

**Table A1 Consolidation Impacts Based on the Centroid of the Zip Code of Filing Origin**

<b>In Same Town</b>	<b>Less than 5 miles OR Public Transportation Access</b>	<b>More than 5 miles OR Limited Public Transportation</b>
Barnstable SC	Cambridge DC (Medford lease)	Uxbridge DC
Barnstable DC/JC	Cambridge JC	Gardner DC*
Suffolk SC/LC (HiRise)	Cambridge PFC	
Fitchburg DC/JC	Middlesex SC (Woburn lease)	
Framingham JC (private lease)	Norfolk PFC (Canton lease)	
New Bedford DC/JC	Dedham JC (private lease)	
New Bedford HC (private lease)	Stroughton DC/JC	
New Bedford PFC	Brookline DC/JC	
New Bedford SC	Hadley JC/HC (private lease)	
Northampton DC/SC	Charlestown BMC	
Northampton PFC	South Boston BMC	
Pittsfield DC	Wrentham DC*	
Pittsfield JC (private lease)	Leominster DC/HC/JC (town lease)	
Pittsfield PFC	Marlborough DC/HC	
Quincy DC/JC		
Lynn JC/HC (private lease)		
Hamden SC		
Springfield JC		
Holyoke JC (private lease)		
<b>20</b>	<b>15</b>	<b>2</b>

**NOTES**

\*Wrentham DC consolidation is more than 5 miles, however, has access to public transportation and high income levels, while Gardner is less than 5 miles and has limited public transportation and lower income population.

NIC: Greenfield & Lowell projects underway.

Table A2 Consolidation by Location: Berkshire, Hampshire, and Hampden Counties

Proposed Consolidation (new town)		
<i>Berkshire, Hampshire, and Hampden Counties</i>		
<u>Existing Location</u>	<u>Recommended New Location</u>	<u>Access Impact</u>
Pittsfield DC	New Pittsfield	No Impact
Pittsfield JC	New Pittsfield	No Impact
Pittsfield PFC	New Pittsfield	No Impact
Hampden SC	New Springfield	No Impact
Springfield JC	New Springfield	No Impact
Northampton DC/JC	New Northampton	No Impact
Northampton PFC	New Northampton	No Impact
Holyoke DC	Expanded Holyoke	No Impact
Holyoke JC	Expanded Holyoke	No Impact

Table A3 Consolidation by Location: Worcester County

Proposed Consolidation (new town)		
<i>Worcester County</i>		
<u>Existing Location</u>	<u>Recommended New Location</u>	<u>Access Impact</u>
Dudley DC/JC	Expanded Dudley	No Impact
Uxbridge DC	Expanded Dudley	Most Impact
Gardner DC	New Fitchburg	Most Impact
Fitchburg SC/DC/JC	New Fitchburg	No Impact
Leominster DC/HC/JC	New Fitchburg	Less Impact

MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017  
**PRIORITY AREA ACCESS ANALYSIS**

**Table A4 Consolidation by Location: Essex and Middlesex Counties**

<b>Proposed Consolidation (new town)</b>		
<i><b>Essex and Middlesex Counties</b></i>		
<b>Existing Location</b>	<b>Recommended New Location</b>	<b>Access Impact</b>
Cambridge JC/PFC	New Southern Middlesex RJC	Limited Impact
Cambridge PFC	New Southern Middlesex RJC	Limited Impact
Somerville DC	New Southern Middlesex RJC	Limited Impact
Woburn SC	New Southern Middlesex RJC	Limited Impact
Cambridge DC (Medford)	Expanded Cambridge	No Impact
Lynn DC	Expanded Lynn	No Impact
Lynn DC/HC	Expanded Lynn	No Impact
Framingham DC	Expanded Framingham	No Impact
Framingham JC	Expanded Framingham	No Impact
Marlborough Dc	Expanded Framingham	Less Impact

**Table A5 Consolidation by Location: Norfolk, Bristol, and Barnstable Counties**

<b>Proposed Consolidation (new town)</b>		
<i><b>Norfolk, Bristol, and Barnstable Counties</b></i>		
<b>Existing Location</b>	<b>Recommended New Location</b>	<b>Access Impact</b>
New Bedford DC/JC	New New Bedford	No Impact
New Bedford HC	New New Bedford	No Impact
New Bedford PFC	New New Bedford	No Impact
New Bedford SC	New New Bedford	No Impact
Brookline DC/JC	New Quincy RJC	Limited Impact
Dedham JC	New Quincy RJC	Less Impact
Norfolk SC	New Quincy RJC	Less Impact
Stroughton DC/JC	New Quincy RJC	Less Impact
Wrentham DC	New Quincy RJC	Less Impact
Quincy DC/JC	New Quincy RJC	No Impact
Barnstable DC/JC	New Barnstable	No Impact
Barnstable PFC	New Barnstable	No Impact
Barnstable SC	New Barnstable	No Impact

**Table A6 Consolidation by Location: Suffolk County**

<b>Proposed Consolidation (new town)</b>		
<b>Suffolk County</b>		
<b><u>Existing Location</u></b>	<b><u>Recommended New Location</u></b>	<b><u>Access Impact</u></b>
Boston LC/SC HiRise	New Boston Courthouse	No Impact
South Boston BMC	New Boston Courthouse	Limited Impact
Brooke HC	New Boston Courthouse	No Impact
Charlestown BMC	Renovated Boston Brooke	Limited Impact





## **B.** FINANCIAL ANALYSIS AND MODELING

## FINANCIAL ANALYSIS AND MODELING

Figure B1 Annual Court Capital Cash Flows

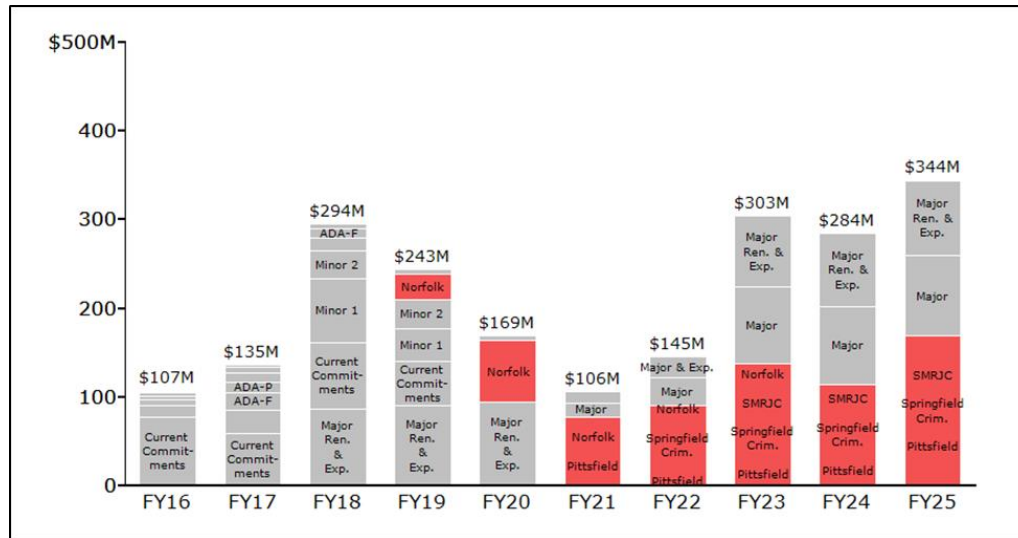
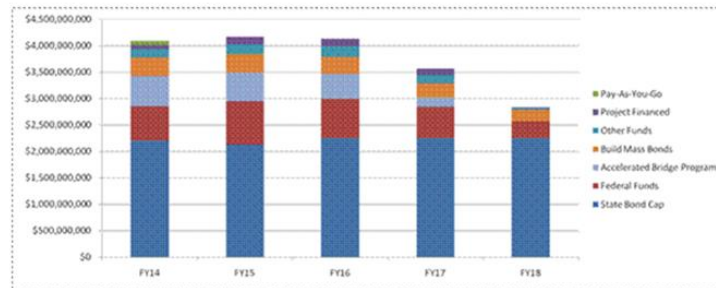


Figure B2 State Capital Investment



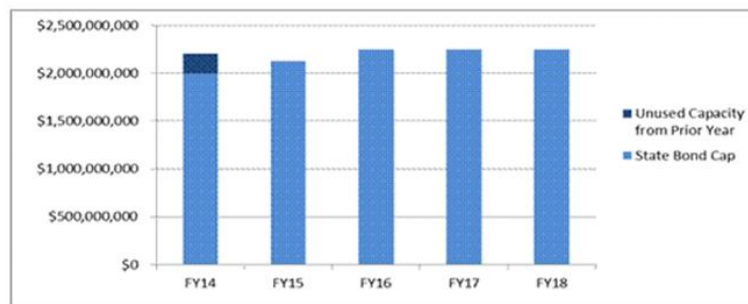
FY14-18 Capital Investment Plan  
Total All Sources

	(dollars in thousands)						
	FY14	FY15	FY16	FY17	FY18	Five Year Total	% of 5-Year Total
Community Investments	\$381,427	\$354,953	\$321,009	\$326,205	\$279,474	\$1,663,068	9%
Corrections	\$26,413	\$21,225	\$30,112	\$30,600	\$30,100	\$168,352	1%
Courts	\$27,681	\$71,472	\$135,559	\$87,600	\$48,200	\$370,512	2%
Economic Development	\$191,795	\$188,905	\$148,900	\$148,900	\$117,000	\$795,500	5%
Energy And Environment	\$243,038	\$241,262	\$237,531	\$236,952	\$182,392	\$1,141,175	6%
Health And Human Services	\$165,490	\$125,700	\$87,648	\$63,066	\$64,440	\$606,347	3%
Higher Education	\$266,611	\$298,466	\$386,773	\$430,700	\$325,603	\$1,708,153	9%
Housing	\$179,500	\$168,850	\$169,500	\$169,500	\$170,000	\$857,350	5%
Public Safety	\$83,001	\$54,216	\$47,830	\$36,786	\$27,080	\$248,912	1%
State Government Infrastructure	\$309,266	\$290,223	\$235,548	\$193,862	\$189,562	\$1,218,458	6%
Transportation	\$2,209,051	\$2,372,916	\$2,308,708	\$1,848,490	\$1,490,006	\$10,229,171	54%
<b>Total All Sources</b>	<b>\$4,093,257</b>	<b>\$4,167,789</b>	<b>\$4,108,714</b>	<b>\$3,572,161</b>	<b>\$2,923,859</b>	<b>\$18,865,781</b>	

# MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017

## FINANCIAL ANALYSIS AND MODELING

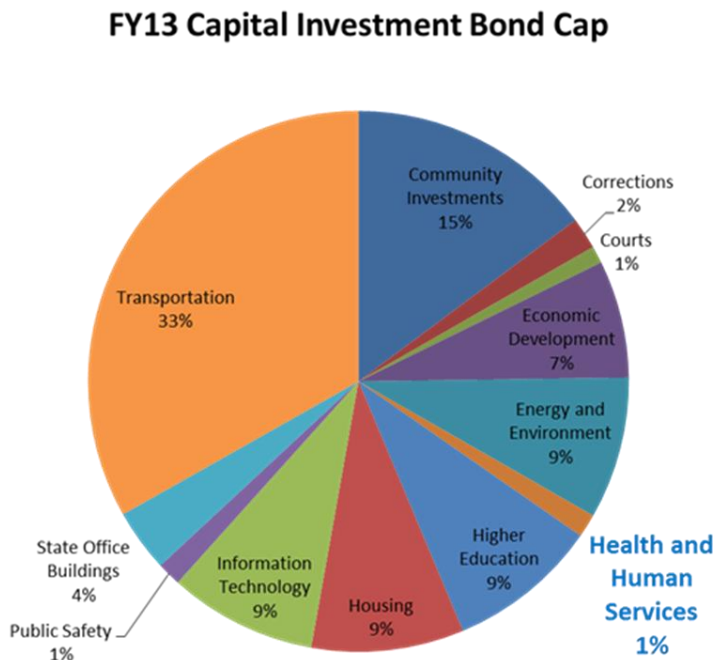
Figure B3 State Bonding Cap



FY14-18 Capital Investment Plan  
Total Bond Cap

	(dollars in thousands)						
	FY14	FY15	FY16	FY17	FY18	Five Year Total	% of 5-Year Total
Community Investments	\$346,485	\$324,053	\$290,508	\$295,305	\$275,974	\$1,532,325	14%
Corrections	\$76,412	\$21,228	\$30,118	\$30,500	\$30,100	\$188,358	2%
Courts	\$27,681	\$66,472	\$120,555	\$82,600	\$48,200	\$345,512	3%
Economic Development	\$126,780	\$143,500	\$123,500	\$123,500	\$117,003	\$634,283	6%
Energy And Environment	\$191,362	\$126,691	\$127,061	\$107,152	\$124,463	\$676,729	6%
Health And Human Services	\$92,338	\$63,287	\$40,081	\$38,114	\$48,000	\$281,820	3%
Higher Education	\$226,813	\$251,716	\$330,573	\$409,100	\$324,103	\$1,542,305	14%
Housing	\$179,500	\$168,850	\$169,500	\$169,500	\$170,000	\$857,350	8%
Public Safety	\$73,351	\$44,546	\$44,630	\$36,086	\$27,080	\$225,692	2%
State Government Infrastructure	\$220,401	\$195,486	\$158,197	\$140,943	\$142,078	\$857,104	8%
Transportation	\$644,550	\$719,175	\$815,275	\$817,200	\$943,000	\$3,939,200	36%
<b>Total Bond Cap</b>	<b>\$2,205,673</b>	<b>\$2,125,000</b>	<b>\$2,250,000</b>	<b>\$2,250,000</b>	<b>\$2,250,000</b>	<b>\$11,080,673</b>	

Figure B4 Capital Distribution







## COURTROOM UTILIZATION





## COURTROOM UTILIZATION

In addition to court accessibility, the planning team conducted a study on courtroom utilization. This study informed the Master Plan by collecting data on what courthouses were over utilized and underutilized, therefore understanding the most efficient ways of consolidating buildings. As noted, various smaller, underutilized courthouses are not efficient. By documenting which courthouses are utilized the most, the team strategically planned how to consolidate smaller, underutilized courthouses into more consolidated and efficient justice centers.

### **METHODOLOGY**

Four primary metrics, each given equal weight, were used to capture courthouse utilization:

1. Judges per Courtroom
2. Workload per Courtroom
3. Screenings per GSF
4. Sessions per Courtroom

The rating assigned to each courthouse was based upon the frequency with which they appeared in the “critical zones” for each of the four metrics. The top 15 over utilized and bottom 14 underutilized court facilities, in relation to GSF and number of courtroom, were identified. Both of the classifications were considered for future consolidation or reallocation of existing Trial Court resources.

Utilization metrics were drawn from the following data points:

- **Judicial FTEs**- per cost per case analysis. Assigned by time spent at each courthouse.
- **Workload**- per staffing models. Workload is equivalent to the total number of filings multiplied by each filing type’s weight.
- **Screenings**- per staffing model. Captured through courthouse magnetometers, where possible.
- **Sessions**- per staffing model. Chief Court officers worked with Clerks’ offices to calculate the total number and type of sessions.
- **Courtrooms**- Court Capital Projects’ courthouse inventory.
- **GSF**- Court Capital Projects’ courthouse inventory.

### **Potential Data Issues**

- **Judicial FTEs**- Cost per case analysis. Assigned by time spent t each courthouse based on 2012 staffing.
- **Workload**- Workload is assigned to courthouse based on courtroom departmental assignment in divisions with more than one location (Housing, Juvenile, Probate & Family, and Superior).

# MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017

## COURTROOM UTILIZATION

- **Screenings-** In courthouses without magnetometers, Associate Court Officers took a two week sample of screenings to estimate total monthly screenings.
- **Courtrooms-** May include hearing rooms.
- **GSF-** Currently using Court Capital Projects reported GSF.

Figure C1 Definition of Over- and Underutilization

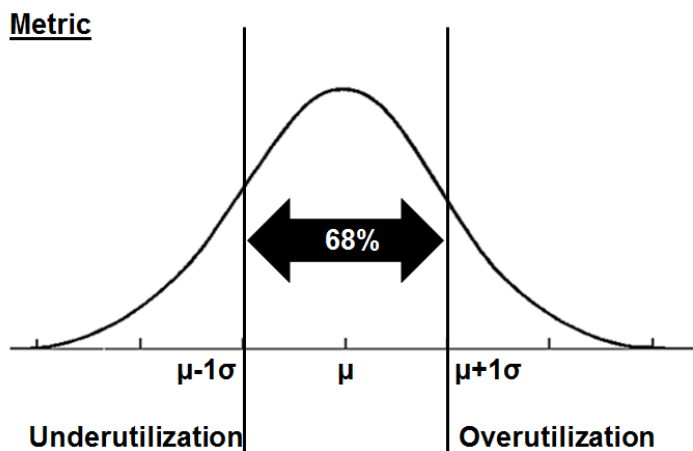
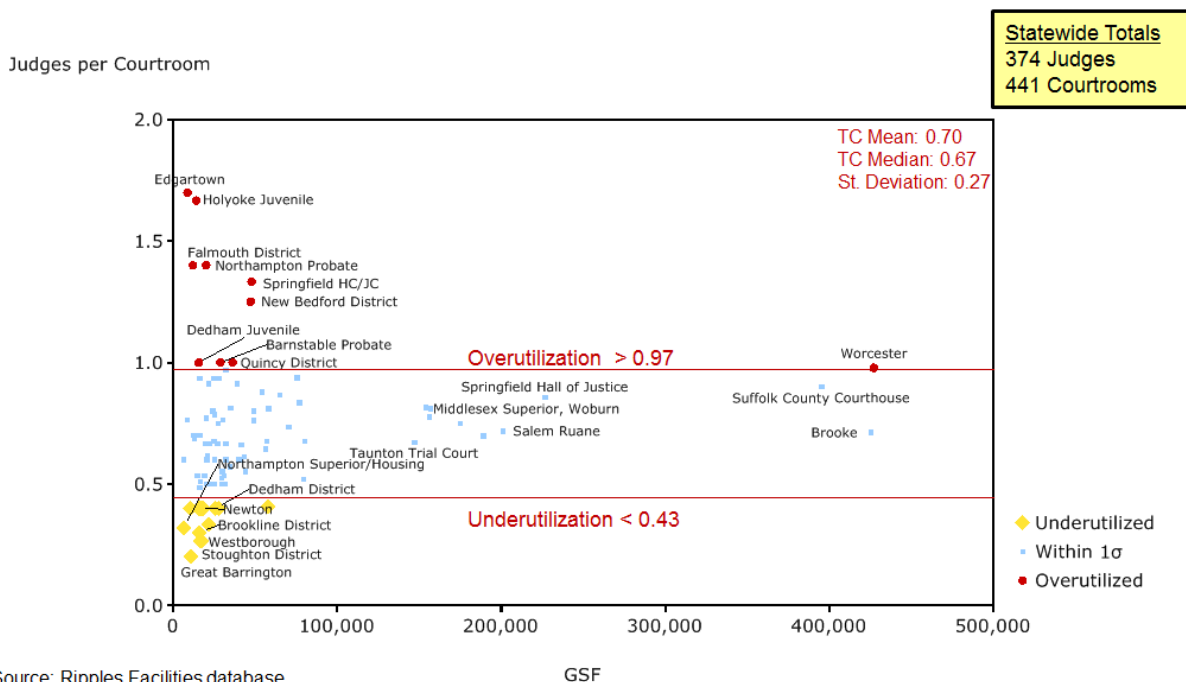


Figure C2 Judges per Courtroom



Trial Court Facilities demonstrate an average of 0.7 judges to 1 courtroom ration (0.7:1).

**Figure C3 Workload per Courtroom**

Workload per Courtroom

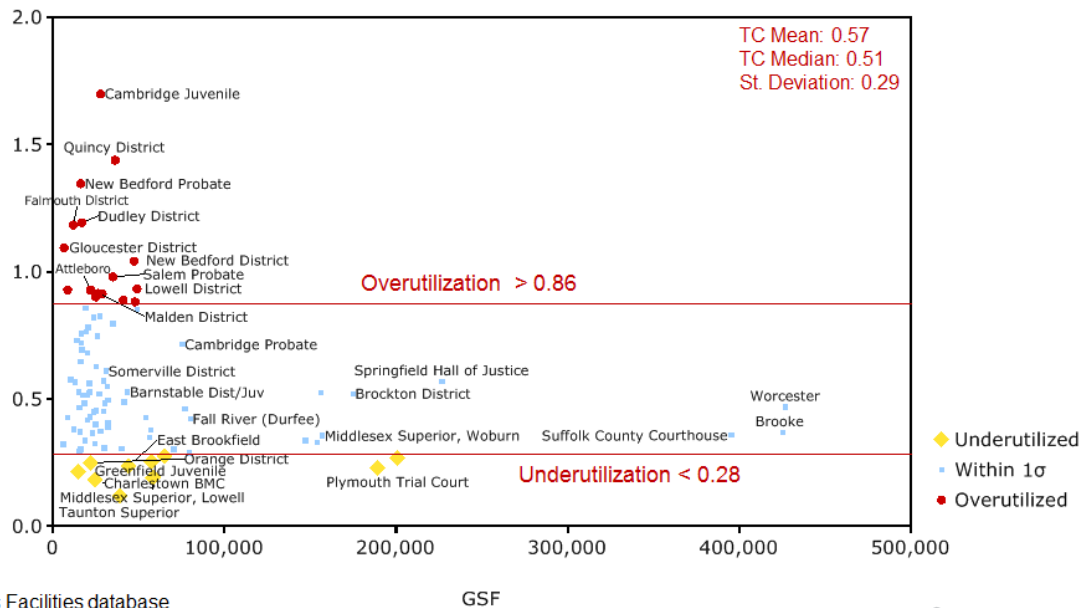


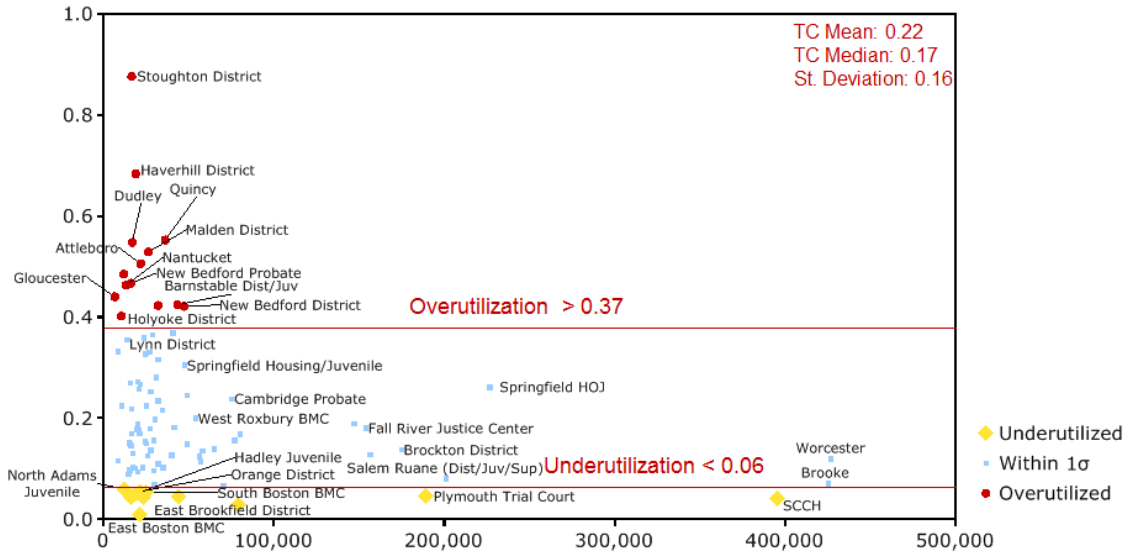
Figure C3 displays that Cambridge, JC, Quincy, and New Bedford PFC are heavy outliers in terms of workload per courtroom.

# MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017

## COURTROOM UTILIZATION

Figure C4 Screenings per GSF

Screenings per GSF



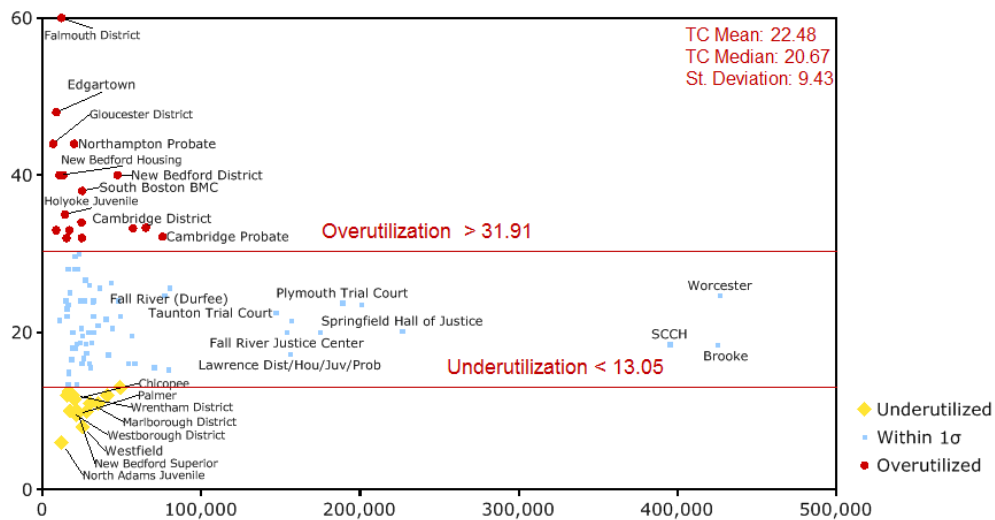
Source: Ripples Facilities database

GSF

The figure above represents smaller facilities appearing to be most over utilized based on foot traffic.

Figure C5 Sessions per Courtroom

Sessions per Courtroom



Source: Ripples Facilities database

GSF

The figure above accounts that many western courts have fewer sessions than other Trial Court facilities.

## OVER UTILIZATION

Table C6 Over utilization Rankings by Metric

Rank	Judges per Courtroom	Workload per Courtroom	Screenings Per GSF	Sessions per Courtroom
1	Edgartown*	Falmouth District	Stoughton District*	Falmouth District
2	Holyoke Juvenile**	Northampton Probate	Haverhill District	Edgartown*
3	Falmouth District	Barnstable Probate*	Quincy District*	Gloucester District*
4	Northampton Probate	New Bedford District*	Dudley District	Northampton Probate
5	Springfield HC/JC	Cambridge Probate	Malden District	Nantucket*
6	New Bedford District*	Springfield HC/JC	Attleboro District*	New Bedford District*
7	Barnstable Probate*	Quincy District*	Falmouth District	New Bedford Housing**
8	Dedham Juvenile**	Holyoke Juvenile**	New Bedford Probate	South Boston BMC
9	Quincy District*	Dudley District	Nantucket*	Holyoke Juvenile**
10	Worcester	Lowell District	Gloucester District*	Lowell Juvenile**
11	Barnstable Superior*	Salem Probate**	Barnstable Dist/Juv*	Cambridge District**
12	Cambridge Probate	Norfolk Probate**	Holyoke District	Greenfield**
13	Cambridge Juvenile	Lawrence	New Bedford District*	Dudley District
14	Framingham Juvenile**	Malden District	New Bedford Housing**	Newburyport Superior
15	Lowell Juvenile**	Edgartown*	Lynn District	Cambridge Probate

Note: \* indicates a county or municipal-owned lease

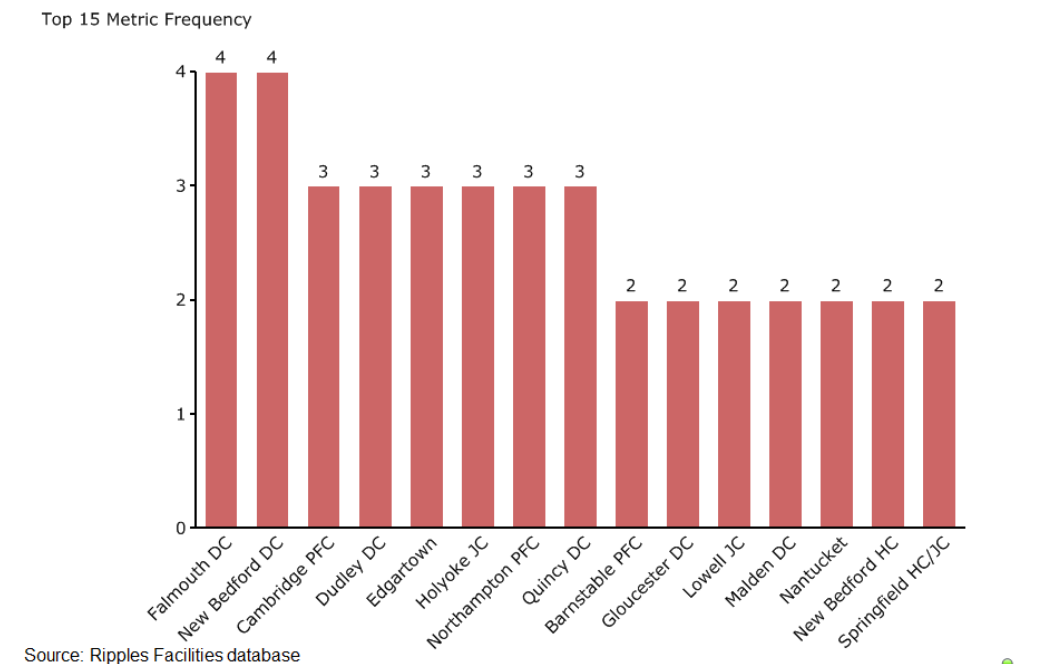
Note: \*\* indicates a private lease

The 15 most high volume courthouses carry 50% of the court filings.

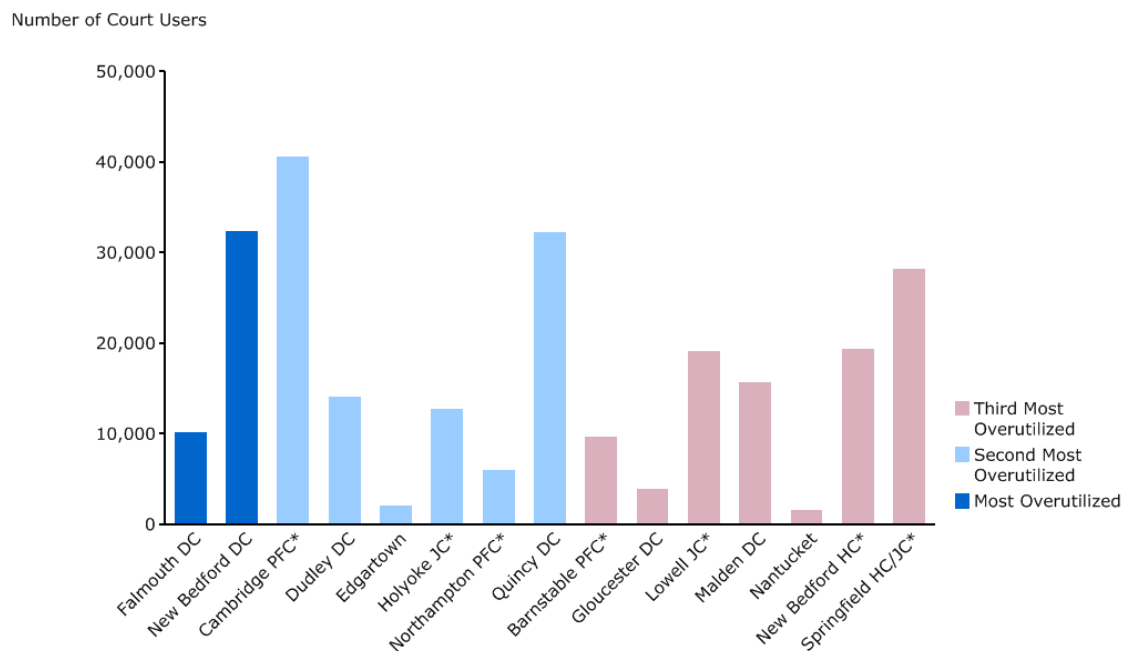
# MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017

## COURTROOM UTILIZATION

**Figure C7 Most Over utilized Facilities**



**Figure C8 Most Over utilized Facilities by Number of Users**



## UNDERUTILIZATION

Table C9 Underutilization Rankings by Metric

Rank	Judges per Courtroom	Workload per Courtroom	Screenings Per GSF	Sessions per Courtroom
1	Great Barrington*	Northampton SC/HC*	East Boston BMC	North Adams Juvenile**
2	Westborough District	Marlborough District	Chelsea District	Westfield**
3	Stoughton District*	Orange District**	SCCH	Palmer
4	Brookline District*	Brockton Superior*	Brighton BMC	Westborough District
5	Northampton SC/HC*	Brookline District*	Framingham Juvenile**	Cambridge Juvenile
6	East Boston BMC	Northampton District	Plymouth Trial Court	New Bedford Superior*
7	Dedham District*	Great Barrington*	East Brookfield District	Marlborough District
8	Concord District	Greenfield Juvenile**	Hadley Juvenile**	Salem Probate**
9	Clinton District	Hadley Juvenile**	South Boston BMC	Chicopee
10	Uxbridge District	Dedham District*	Orange District**	Wrentham District*
11	Milford District	Concord District	North Adams Juvenile**	Brookline District*
12	Newton District	Roxbury BMC	Roxbury BMC	Lynn District
13	Leominster District*	Lawrence Superior	Marlborough District	Leominster District*
14	New Bedford Housing**	Newburyport Superior	Brooke	Norfolk Probate**
15	Northampton District	Orleans District*	Salem Ruane	East Boston BMC

Note: \* indicates a county or municipal-owned lease

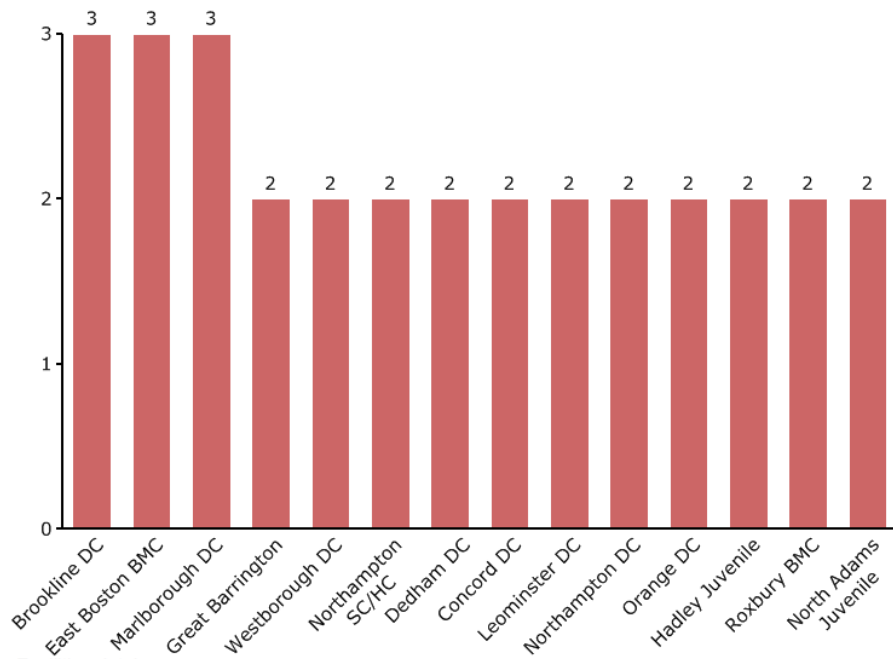
Note: \*\* indicates a private lease

The 15 most underutilized courthouses carry less than 3% of the court filings.



**Figure C10 Most Underutilized Facilities**

Bottom 14 Metric Frequency

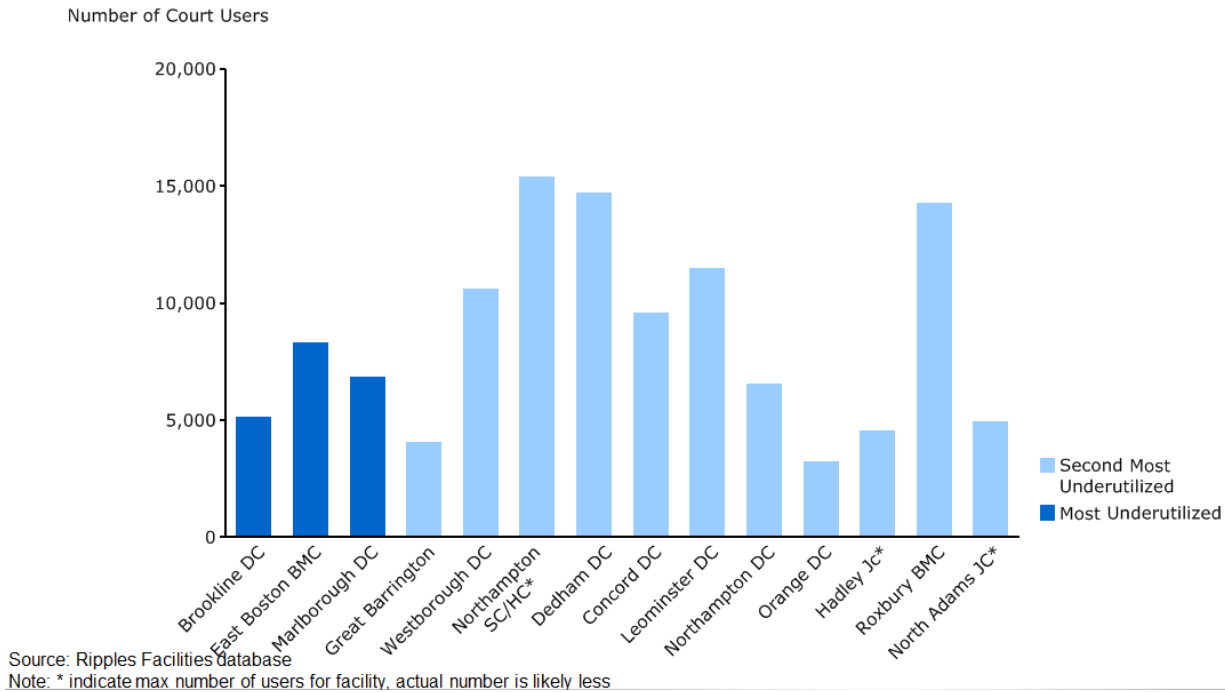


Source: Ripples Facilities database

**Figure C11 Most Underutilized Facilities by Number of Users**

## MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017

### COURTROOM UTILIZATION



### ISLAND UTILIZATION

The islands appear over utilized due to several reasons:

- **Travel Time-** Staff travel time to the islands increases Trial Court resource commitments, but provides less work output than other regions.
- **Courtroom Assignment Methodology-** Edgartown's courtroom is considered 0.25 District, 0.25 Juvenile, 0.25 Probate, and 0.25 Superior thus receiving a  $(0.25/\text{Total \# Division Courtrooms})$  resource allocation.
  - May be a higher allocation than is actually needed to staff the islands.
- **Small Facility Size-** At 8,6000 GSF, Edgartown's workload in relation to facility size is comparatively higher than other small facilities on the mainland which are, generally, larger in GSF.

## COURTROOM CONSTRUCTION

Three consolidation examples were analyzed to understand the applicability of the 1:1 courtroom replacement ratio for the Courts Capital Plan.

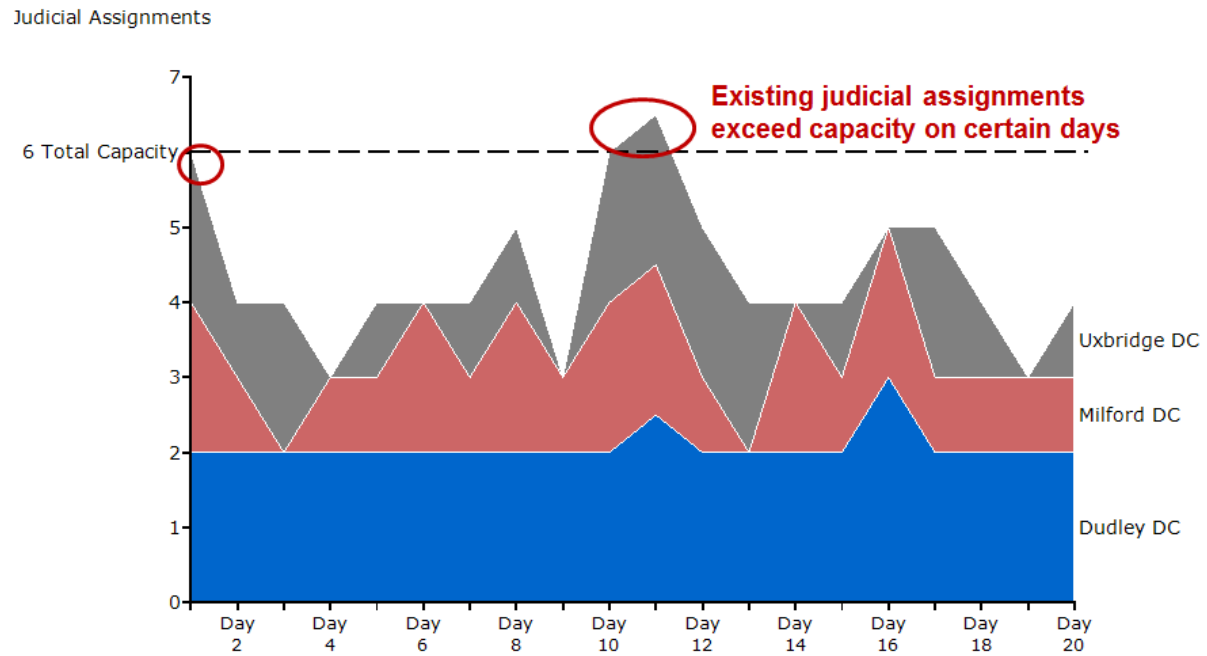
Key findings:

- With some scheduling optimization, 1:1 courtroom replacement can be avoided. Analyses demonstrate the potential to reduce 7 courtrooms (out of 24) across the three examples.
- Further reduction will require very tight courtroom management and may not be practical.
- Implementation of these findings will limit the future capacity for further consolidation into the newly constructed courthouses.
- Sessions data shows some discrepancies- most likely data quality issues.

## METHODOLOGY

- One courtroom is assumed to support 20 judicial days per month.
- Judicial days were provided by the Trial Court DCAs, typically for two months.
  - If total sessions varied in the two months, the larger allocation was used for courtroom construction analysis.
- Required courtroom construction was calculated three separate ways:
  1. *Current Schedule*- Based on existing judicial assignments, courtroom needs are defined by the highest occupancy rate within a given month.
  2. *Optimized Schedule*- Based on total judicial days, courtroom needs are defined by the capacity needed for total judicial days (assuming an optimized or “flattened” schedule)
  3. *Sessions Data*- Based on court sessions data from the security staffing model, courtroom needs are defined by the capacity needed to support total court sessions within a given month.

Figure C12 Dudley Judicial Assignment



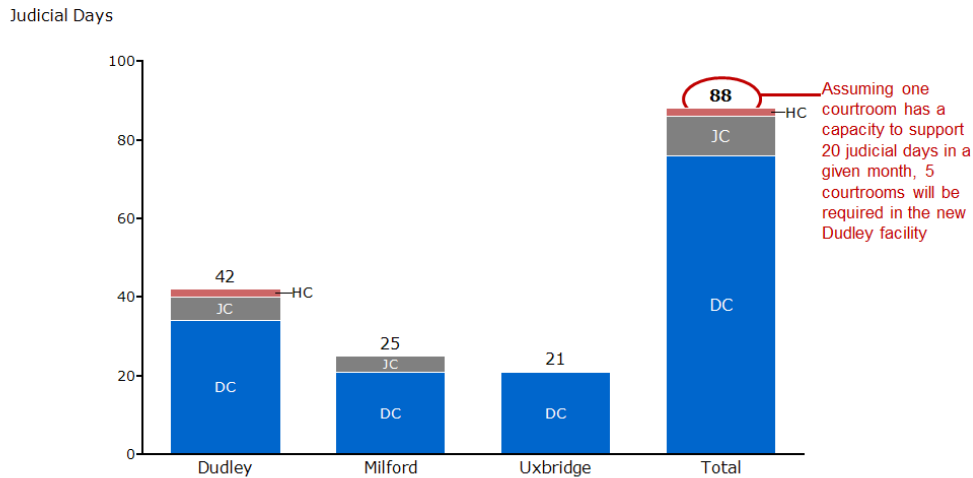
Source: Trial Court Department Judicial Calendars

Existing judicial schedule peaks require Dudley to maintain 6 courtrooms.

# MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017

## COURTROOM UTILIZATION

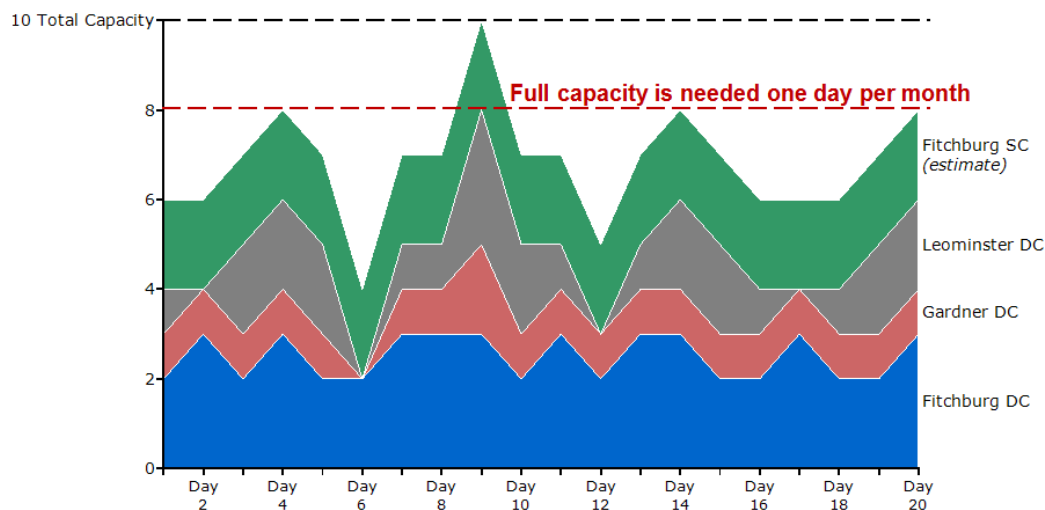
**Figure C13 Judicial Days**



Source: Trial Court Department Judicial Calendars

The figure above presents a more optimized schedule that could reduce programming to 5 courtrooms. In most instances, Fitchburg could accommodate operations with 8 courtrooms, and a fully optimized schedule could reduce programming to 7 courtrooms.

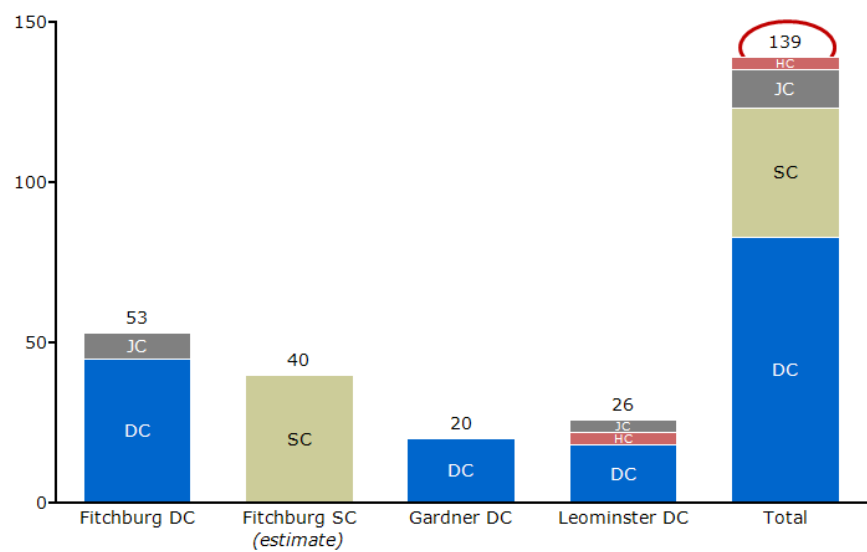
**Figure C14 Fitchburg Judicial Assignments**



Source: Trial Court Department Judicial Calendars

Note: Fitchburg SC is assumed to have full capacity for two courtrooms

Figure C15 Judicial Days

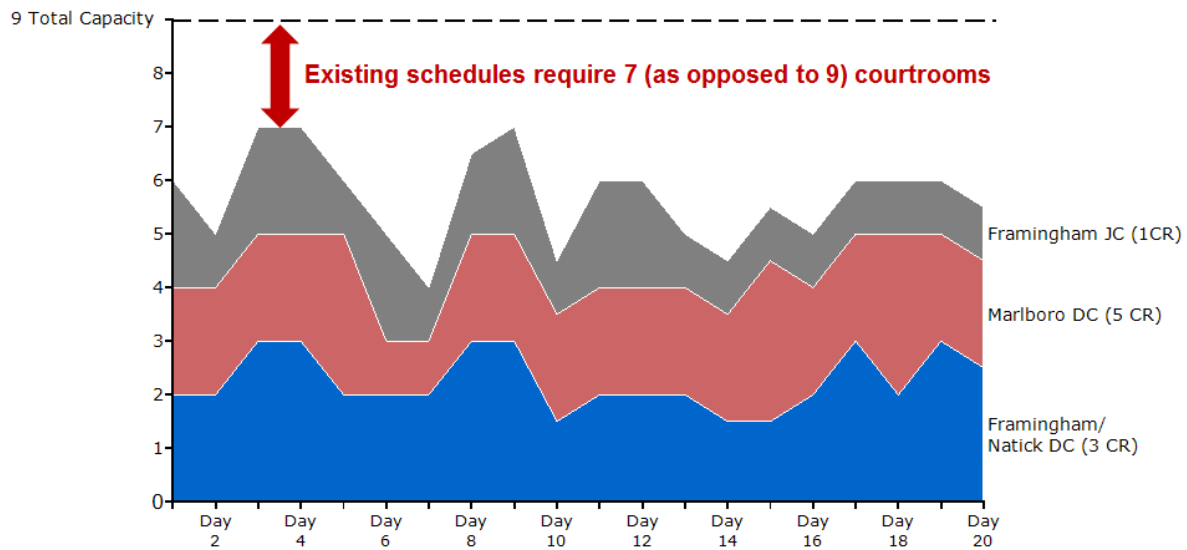


Source: Trial Court Department Judicial Calendars  
Note: Fitchburg SC is assumed to have full capacity for two courtrooms

# MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017

## COURTROOM UTILIZATION

Figure C16 Framingham Judicial Assignments

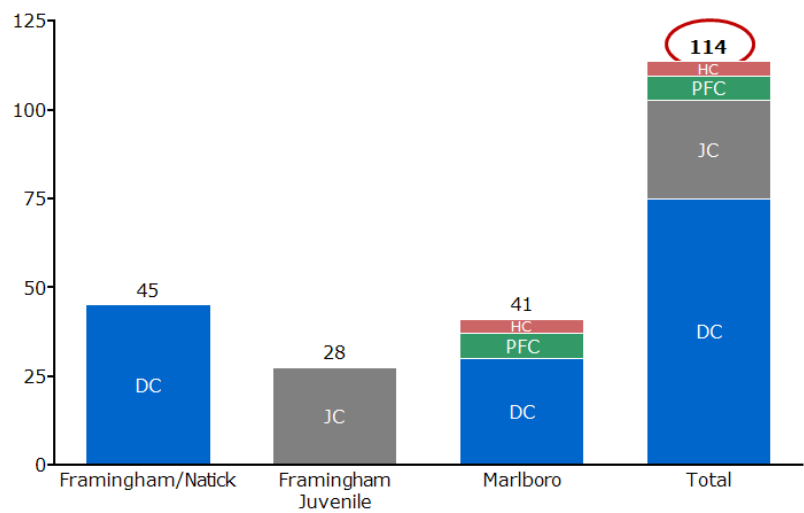


Source: Trial Court Department Judicial Calendars

As depicted in Figure C16, Framingham's capacity is never fully utilized.



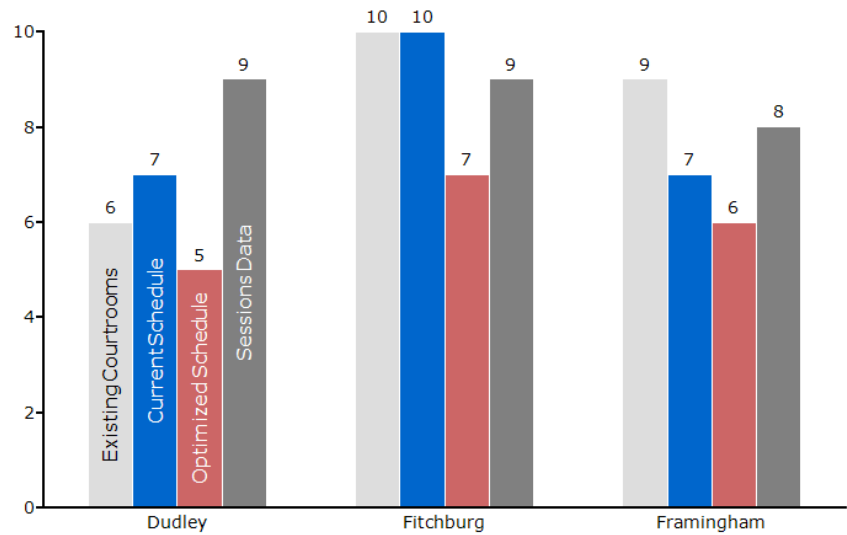
Figure C17 Judicial Days



Source: Trial Court Department Judicial Calendars

Potentially, 6 courtrooms could support a more optimized judicial schedule.

Figure C18 Courtroom Estimates



Source: Trial Court Department Judicial Calendars

The sessions data is contradictory in Dudley, but supportive of fewer courtrooms in other examples.





## **EXISTING COURTHOUSE PROXIMITY DISTRIBUTION**



Figure D1 Superior Court Distribution

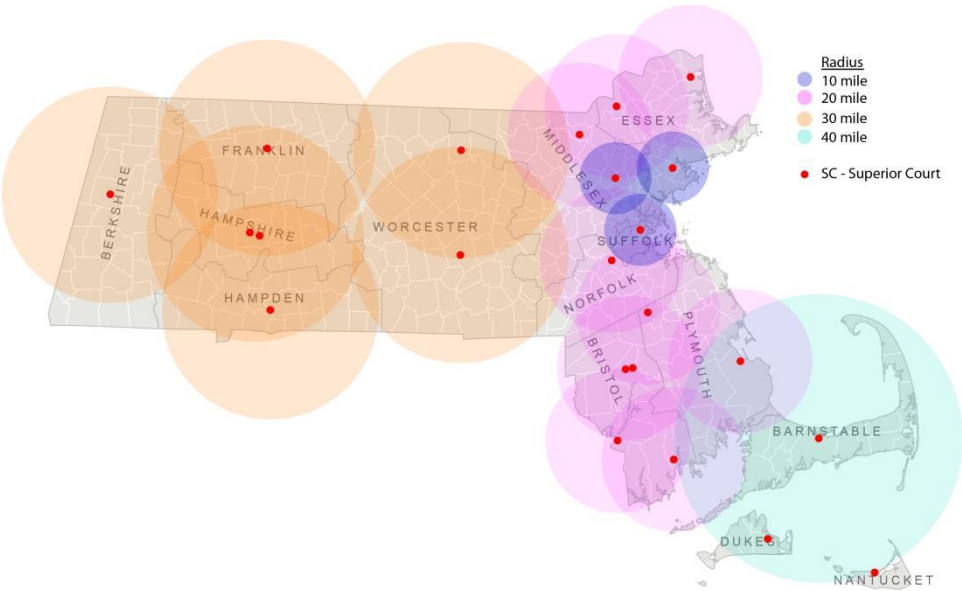
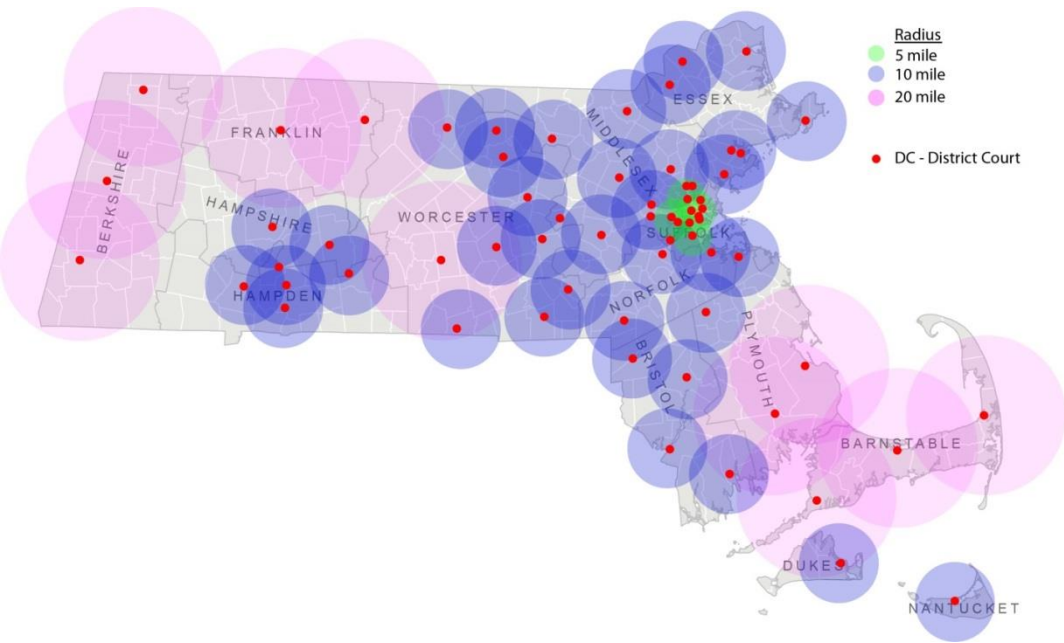


Figure D2 District Court Distribution



MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017  
EXISTING COURTHOUSE PROXIMITY DISTRIBUTION

Figure D3 Juvenile Court Distribution

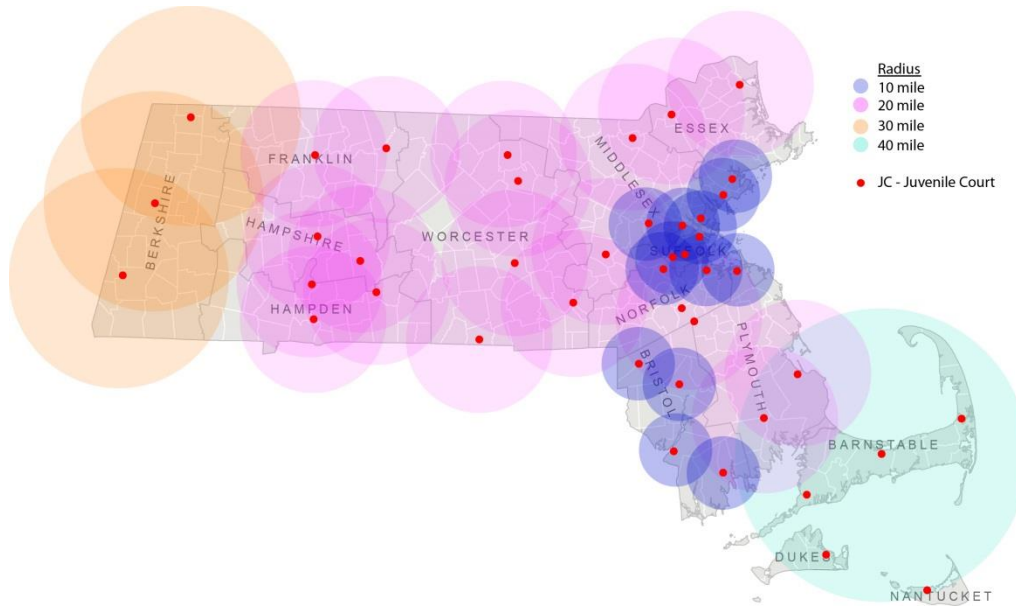
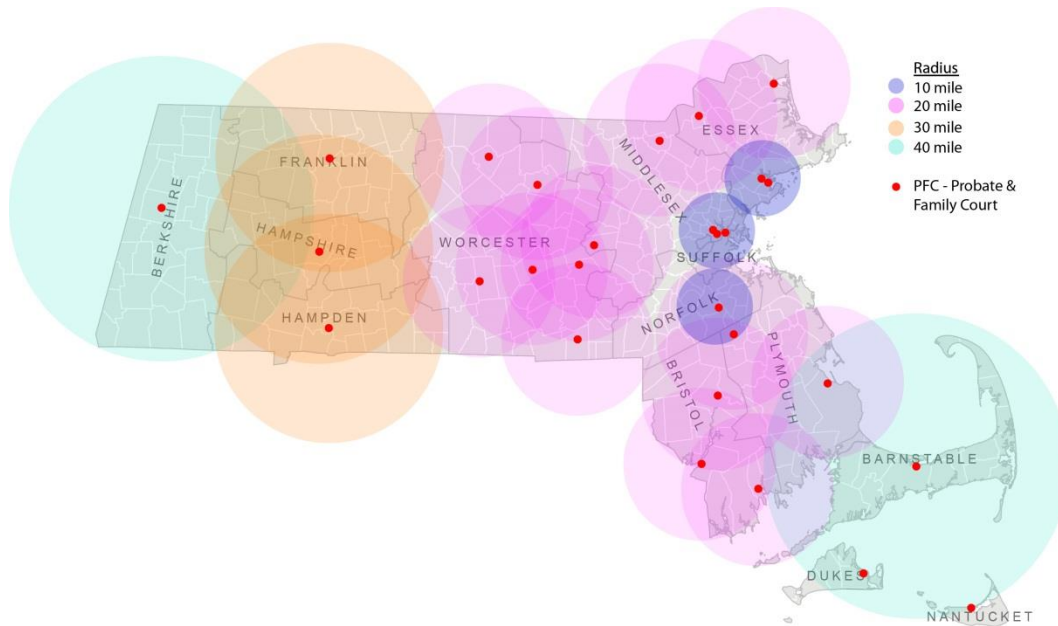


Figure D4 Probate and Family Court Distribution





## PLAN DETAIL





MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017  
PLAN DETAIL


Table E1 Barnstable, Dukes, and Nantucket Counties

BARNSTABLE COUNTY							
FINAL STATUS	COURTHOUSE	IMAGE	INFO	PHASE I	PHASE II	PHASE III	
	name/address/owner/#CR's		date built/reno	year 1-5	year 6-10	year 11-20	
New Barnstable CH 3SC/3DC/2PFC/1JC Phase III 135,000 GSF 9 Courtrooms \$101,266,200	Barnstable PFC		1970	minor1	-	consolidate	
	3195 Main Street		28,819 GSF	ADA Program Access, Deferred Maintenance, Critical Repairs	-	-	
	County Lease		7,638 Filings('13)		-	-	
	2 Courtrooms		40 Sess/Mo		\$2,308,661	-	-
	Barnstable SC		1832 (H)	minor2	-	consolidate	
	3195 Main Street		32,034 GSF	ADA Program Access, Deferred Maintenance, Critical Repairs, cell expansion	-	-	
	County Lease		1,491 Filings('13)		-	-	
	3 Courtrooms		40 Sess/Mo		\$6,818,757	-	-
	Barnstable DC/JC		1956	minor1	-	consolidate	
	3195 Main Street		43,530 GSF	ADA Program Access, Deferred Maintenance, Critical Repairs, Juvenile S/S Separation	-	-	
	County Lease		11,612 Filings('13)		-	-	
	4 Courtrooms		105 Sess/Mo		\$3,475,392	-	-
						\$101,266,200	
major-exp  2 Courtrooms	Falmouth DC/JC		1995	ADA-F	-	major-exp	
	161 Jones Road		12,000 GSF	ADA Full Access	-	Def. Maint., Major Systems Repair and Upgrades, Overcrowding Expansion (rightsize)	
	State Owned		7,913 Filings('13)		-		
	2 Courtrooms		2 Courtrooms	60 Sess/Mo	\$886,710	-	\$24,635,970
major-exp  3 Courtrooms	Orleans DC/JC		1971	ADA-P	major-exp	-	
	237 Rock Harbor Road		21,024 GSF	ADA Program Access	ADA Full Access, Def. Maint., Major Systems Repair and Upgrades, Overcrowding Expansion (rightsize)	-	
	County Lease		6,407 Filings('13)			-	
	3 Courtrooms		3 Courtrooms	54 Sess/Mo	\$556,784	\$36,279,360	-
			sub-total \$ (TPC*) county by phase		\$14,046,305	\$36,279,360	\$125,902,170
DUKES COUNTY & NANTUCKET COUNTY							
FINAL STATUS	COURTHOUSE	IMAGE	INFO	PHASE I	PHASE II	PHASE III	
	name/address/owner/#CR's		date built/reno	year 1-5	year 6-10	year 11-20	
major-exp (or new)	Edgartown DC/JC/PFC/SC		1858 (H)	minor1	major-exp	-	
	81 Main Street		8,618 GSF	ADA Program Access, Deferred Maintenance, Critical Repairs	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades	-	
	County Lease		3,154 Filings('13)			-	
	1 Courtrooms		1 Courtrooms	48 Sess/Mo	\$746,177	\$5,522,414	-
lease	Nantucket DC/JC/PFC/SC		1965	lease	lease	lease	
	160 Broad Street		13,091 GSF	Negotiate ADA Full Access, critical repairs and deferred maintenance	-	0	
	Town Lease		1,785 Filings('13)		-	-	
	1 Courtrooms		1 Courtrooms	40 Sess/Mo	-	-	-
			sub-total \$ (TPC*) county by phase		\$746,177	\$5,522,414	\$0

# MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017

## PLAN DETAIL

Table E2 Berkshire County

BERKSHIRE COUNTY						
FINAL STATUS	COURTHOUSE	IMAGE	INFO	PHASE I	PHASE II	PHASE III
	name/address/owner/#CR's		date built/reno	year 1-5	year 6-10	year 11-20
New Pittsfield CH  3DC/2PFC/1JC  Phase II  90,000 GSF  6 Courtrooms  \$67,823,730	Pittsfield JC		N/A	lease	consolidate	-
	190 North Street		15,651 GSF	-	-	-
	Private Lease		426 Filings('13)			
	1 Courtrooms		22 Sess/Mo	-	-	-
	Pittsfield DC		1927	ADA-P	consolidate	-
	24 Wendell Avenue		20,523 GSF	ADA Program Access	-	-
	State Owned		8,138 Filings('13)			
	3 Courtrooms		89 Sess/Mo	\$659,626	-	-
	Pittsfield PFC		1876 (H)	ADA-P	consolidate	-
	44 Bank Row		25,228 GSF	ADA Program Access	-	-
	State Owned		4,412 Filings('13)			
	2 Courtrooms		39 Sess/Mo	\$898,929	-	-
				\$67,823,730		
repair/reno	Pittsfield SC/HC		1871 (H)	ADA-P	major	-
	76 East Street		24,619 GSF	ADA Program Access	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades	-
	State Owned		647 Filings('13)			
	2 Courtrooms		41 Sess/Mo	\$339,471	\$15,723,786	-
lease	Great Barrington DC/JC		? (H)	lease	lease	lease
	9 Gilmore Avenue		10,456 GSF	Negotiate ADA Program Access	-	-
	Town Lease		3,870 Filings('13)			
	2 Courtrooms		43 Sess/Mo	-	-	-
lease	North Adams JC		N/A	lease	lease	lease
	37 Main Street		12,076 GSF	-	-	-
	Private Lease		426 Filings('13)			
	1 Courtrooms		6 Sess/Mo	-	-	-
lease	North Adams DC		1974	lease	lease	lease
	111 Holden Street		23,283 GSF	-	-	-
	Private Lease		3,977 Filings('13)			
	2 Courtrooms		60 Sess/Mo	-	-	-
		sub-total \$ (TPC*) county by phase		\$1,898,026	\$83,547,516	\$0

# MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017 PLAN DETAIL





**Table E3 Bristol County**

BRISTOL COUNTY						
FINAL STATUS	COURTHOUSE	IMAGE	INFO	PHASE I	PHASE II	PHASE III
	name/address/owner/#CR's		date built/reno	year 1-5	year 6-10	year 11-20
Funded Under Previous Bond	Taunton SC		1890 (H)	-	-	-
	9 Court Street		39,002 GSF	-	-	-
	County Lease		535 Filings('13)			
\$40MEM	2 Courtrooms		0 Sess/Mo	-	-	-
New New Bedford CH 2SC/4DC/2PFC/2JC/1H C Phase III 165,000 GSF 11 Courtrooms \$123,562,890	New Bedford HC		N/A	lease	lease	consolidate
	138 Hathaway Road		10,546 GSF	-	-	-
	Private Lease		2,822 Filings('13)			
	1 Courtrooms		40 Sess/Mo	-	-	-
	New Bedford PFC		1909 (H)	ADA-P	-	consolidate
	505 Pleasant Street		16,186 GSF	ADA Program Access	-	-
	State Owned		6,187 Filings('13)			
	2 Courtrooms		40 Sess/Mo	\$622,500	-	-
	New Bedford SC		1830 (H)	ADA-P	-	consolidate
	441 County Street		21,725 GSF	ADA Program Access	-	-
	County lease		1,069 Filings('13)			
	2 Courtrooms		20 Sess/Mo	\$745,232	-	-
	New Bedford DC/JC		1984	ADA-P	-	consolidate
	75 North 6th Street		47,250 GSF	ADA Program Access	-	-
	County Lease		24,652 Filings('13)			
	6 Courtrooms		160 Sess/Mo	\$1,062,888	-	-
						\$123,562,890
major-exp (or new)	Attleboro DC/JC		1910 (H)	major-exp	-	-
	88 North Street		21,880 GSF	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades, Expansion	-	-
	County Lease		12,757 Filings('13)			
4 Courtrooms	4 Courtrooms		84 Sess/Mo	\$47,869,740	-	-
repair/reno	Fall River JC/PFC/HC		1886 (H)	minor1	-	minor1
	289 Rock Street		80,122 GSF	ADA Full Access, Deferred Maintenance, Critical Repairs	-	Deferred Maintenance, Minor Systems Repair and Upgrades
	State Owned		8,586 Filings('13)			
5 Courtrooms		128 Sess/Mo	\$12,629,310	-	\$12,629,310	
repair/reno	Fall River DC/SC		2010	-	-	minor1
	186 South Main Street		154,150 GSF	-	-	Deferred Maintenance, Minor Systems Repair and Upgrades
	State Owned		23,524 Filings('13)			
9 Courtrooms		180 Sess/Mo	-	-	\$12,149,024	
repair/reno	Taunton DC/JC/PFC/HC		2011	-	-	minor1
	40 Broadway		147,114 GSF	-	-	Deferred Maintenance, Minor Systems Repair and Upgrades
	State Owned		20,497 Filings('13)			
8 Courtrooms		180 Sess/Mo	-	-	\$11,594,496	
		sub-total \$ (TPC*) county by phase		\$62,929,670	\$0	\$159,935,720

# MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017


## PLAN DETAIL

Table E4 Essex County

ESSEX COUNTY						
FINAL STATUS	COURTHOUSE	IMAGE	INFO	PHASE I	PHASE IB	PHASE II
	name/address/owner/#CR's		date built/reno	year 1-5	year 6-10	year 11-20
Funded Under Previous Bond	<b>Salem PFC</b>		1895 (H)	-	-	-
	36 Federal Street		41,500 GSF	-	-	-
	State Owned		11,215 Filings('13)			
	4 Courtrooms		44 Sess/Mo	-	-	-
consolidate into Lynn DC	<b>Lynn JC/HC</b>		N/A	lease / Consolidate	-	-
	139 Central Street		20,297 GSF	-	-	-
	Private Lease		1,102 Filings('13)			
	2 Courtrooms		56 Sess/Mo	-	-	-
major-exp (or new)	<b>Lynn DC</b>		1972	major-exp	-	-
	580 Essex Street		40,875 GSF	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades, Expansion	-	-
	State Owned		21,018 Filings('13)			
	6 Courtrooms		72 Sess/Mo	\$94,624,560	-	-
Funded Under Previous Bond	<b>Haverhill DC</b>		1968	-	-	-
	45 James Ginty Blvd		19,021 GSF	-	-	-
	State Owned		10,828 Filings('13)			
	3 Courtrooms		60 Sess/Mo	-	-	-
\$60 MEM						
\$5 MEM						

MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017  
PLAN DETAIL

Table E5 Essex County (Continued)

ESSEX COUNTY (continued)						
FINAL STATUS	COURTHOUSE	IMAGE	INFO	PHASE I	PHASE IB	PHASE II
	name/address/owner/#CR's		date built/reno	year 1-5	year 6-10	year 11-20
repair/reno	Lawrence SC		1859 (H)	ADA-F	-	minor2
	43 Appleton Way		30,374 GSF	ADA Full Access	-	Deferred Maintenance, Minor Systems Repair and Upgrades
	State Owned		1,739 Filings('13)			
	4 Courtrooms		62 Sess/Mo	\$2,688,906	-	\$6,494,918
repair/reno	Lawrence DC/HC/JC/PFC		1998	ADA-F	-	minor2
	2 Appleton Way		156,181 GSF	ADA Full Access	-	Deferred Maintenance, Minor Systems Repair and Upgrades
	State Owned		37,594 Filings('13)			
	10 Courtrooms		172 Sess/Mo	\$891,601	-	\$33,462,092
repair/reno	Newburyport SC		1805 (H)	minor2	-	-
	High Street		8,617 GSF	ADA Full Access, Deferred Maintenance, Critical Repairs	-	-
	State Owned		435 Filings('13)			
	1 Courtrooms		33 Sess/Mo	\$1,918,179	-	-
repair/reno	Newburyport DC/JC/PFC		1991	minor2	-	-
	188 State Street		56,437 GSF	ADA Full Access, Deferred Maintenance, Critical Repairs	-	-
	State Owned		10,692 Filings('13)			
	4 Courtrooms		78 Sess/Mo	\$11,926,436	-	-
repair/reno	Peabody DC		1978	minor1	major	-
	1 Lowell Street		40,247 GSF	ADA Program Access, Critical Repairs	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades	-
	State Owned		7,464 Filings('13)			
	3 Courtrooms		65 Sess/Mo	\$3,214,367	\$25,449,788	-
repair/reno	Salem DC/JC/SC/HC		2011	-	-	minor1
	56 Federal Street		201,000 GSF	-	-	Deferred Maintenance, Minor Systems Repair and Upgrades
	State Owned		21,386 Filings('13)			
	11 Courtrooms		258 Sess/Mo	-	-	\$15,841,413
lease	Gloucester DC		1973	lease	lease	lease
	197 Main Street		6,586 GSF	Negotiate ADA Program Access	-	-
	Town Lease		3,888 Filings('13)			
	1 Courtrooms		44 Sess/Mo	-	-	-
			sub-total \$ (TPC*) county by phase	\$115,264,048	\$25,449,788	\$55,798,423

# MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017

## PLAN DETAIL

Table E6 Hampden County

HAMPDEN COUNTY						
FINAL STATUS	COURTHOUSE	IMAGE	INFO	PHASE IA	PHASE II	PHASE III
	name/address/owner/#CR's		date built/reno	year 1-5	year 6-10	year 11-20
new  <i>Springfield SC/JC</i>  9SC/2JC	New Springfield CH	TBD	TBD	-	new	-
	TBD		165,000 GSF	-	New Construction	-
	\$0		0 Filings('13)			
	11 Courtrooms		Sess/Mo	-	\$123,562,890	-
repair/reno  <i>Springfield HC</i>  2 Courtrooms	Springfield HC/JC		1874 (H)	minor1	major	-
	37 Elm Street		47,821 GSF	ADA Program Access, Critical Repairs	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades	-
	State Owned		15,089 Filings('13)			
	4 Courtrooms		96 Sess/Mo	\$3,814,366	\$30,241,283	-
repair/reno  <i>Springfield DC/PFC</i>  12 Courtrooms	Springfield DC/SC/PFC		1976	minor2	major	-
	50 State Street		226,863 GSF	ADA Program Access, Critical Repairs	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades	-
	State Owned		45,917 Filings('13)			
	21 Courtrooms		403 Sess/Mo	\$47,688,077	\$139,136,212	-
consolidate into Holyoke DC	Holyoke JC		N/A	lease	lease / consolidate	-
	121 Elm Street		14,063 GSF	-	-	-
	Private Lease		1,116 Filings('13)			
	1 Courtrooms		35 Sess/Mo	-	-	-
major-exp (or new)  5 Courtrooms	Holyoke DC		1980	minor1	major-exp	-
	20 Court Plaza		31,924 GSF	ADA Program Access, Critical Repairs	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades, Expansion	-
	State Owned		9,351 Filings('13)			
	2 Courtrooms		95 Sess/Mo	\$5,939,730	\$59,341,275	-
repair/reno	Chicopee DC		1985	ADA-P	-	minor2
	30 Church Street		20,250 GSF	ADA Program Access	-	ADA Full Access, Deferred Maintenance, Minor Systems Repair and Upgrades
	State Owned		6,028 Filings('13)			
	2 Courtrooms		23 Sess/Mo	\$875,658	-	\$4,603,453
repair/reno	Palmer DC/JC		1991	ADA-F	-	minor2
	235 Sykes Street		21,200 GSF	ADA Full Access	-	Deferred Maintenance, Minor Systems Repair and Upgrades
	State Owned		7,995 Filings('13)			
	2 Courtrooms		19 Sess/Mo	\$1,001,613	-	\$4,573,190
lease	Westfield DC		N/A	lease	lease	lease
	224 Elm Street		25,399 GSF	-	-	-
	Private Lease		8,593 Filings('13)			
	3 Courtrooms		24 Sess/Mo	-	-	-
sub-total \$ (TPC*) county by phase				\$59,319,444	\$352,281,660	\$9,176,643



Table E7 Franklin and Hampshire Counties

FRANKLIN COUNTY						
FINAL STATUS	COURTHOUSE	IMAGE	INFO	PHASE I	PHASE II	PHASE III
	name/address/owner/#CR's		date built/reno	year 1-5	year 6-10	year 11-20
Greenfield Renovation	Greenfield JC		N/A*	consolidate	-	-
	114 Main Street		N/A* GSF	-	-	-
	Private Lease		285 Filings('13)	-	-	-
	104,000 GSF		N/A* Courtrooms	24 Sess/Mo	-	-
5 Courtrooms	Greenfield DC/PFC/SC/HC		N/A*	consolidate	-	-
Funded Under Previous Bond (\$50M)	Munson Street		N/A* GSF	-	-	-
	Private Lease		8,193 Filings('13)	-	-	-
	N/A* Courtrooms		133 Sess/Mo	-	-	-
lease	Orange DC/JC		N/A	lease	lease	lease
	1 Court Square		21,705 GSF	-	-	-
	Private Lease		2,816 Filings('13)	-	-	-
	2 Courtrooms		37 Sess/Mo	-	-	-
*Greenfield Private Lease information Not Available		sub-total \$ (TPC*) county by phase		\$0	\$0	\$0

HAMPSHIRE COUNTY						
FINAL STATUS	COURTHOUSE	IMAGE	INFO	PHASE I	PHASE II	PHASE III
	name/address/owner/#CR's		date built/reno	year 1-5	year 6-10	year 11-20
New Northampton CH  1SC/4DC/2PFC/2JC  Phase II  135,000 GSF  9 Courtrooms  \$101,266,200	Northampton PFC		1931	new lease / consolidate	-	-
	33 King Street		20,029 GSF	Temporary lease till replaced in new Northampton CH in Phase IB	-	-
	State Owned		3,529 Filings('13)	-	-	-
	2 Courtrooms		44 Sess/Mo	-	-	-
	Northampton DC/SC		1930	minor1	consolidate	-
	15 Gothic Street		57,643 GSF	ADA Program Access, Critical Repairs	-	-
	State Owned		6,576 Filings('13)	-	-	-
	5 Courtrooms		N/A* Sess/Mo	\$4,599,981	-	-
	Hadley JC/HC		2002	lease	consolidate	-
	166 Russell Street		18,835 GSF	-	-	-
	Private Lease		569 Filings('13)	-	-	-
	2 Courtrooms		36 Sess/Mo	-	-	-
					\$101,266,200	
repair/reno  Northampton HC  1 Courtrooms	Northampton SC/HC		1886 (H)	major	-	-
	99 Main Street		6,212 GSF	ADA Full Access, Deferred Maint enance, Major Systems Repair and Upgrades	-	-
	State Owned		149 Filings('13)	-	-	-
	1 Courtrooms		N/A* Sess/Mo	\$4,048,019	-	-
lease	Belchertown DC/JC		N/A	lease	lease	lease
	205 State Street		29,469 GSF	-	-	-
	Private Lease		8,496 Filings('13)	-	-	-
	2 Courtrooms		52 Sess/Mo	-	-	-
*Session Data From Northampton courts Not Available		sub-total \$ (TPC*) county by phase		\$8,647,999	\$101,266,200	\$0

# MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017

## PLAN DETAIL

Table E8 Middlesex County

MIDDLESEX COUNTY						
FINAL STATUS	COURTHOUSE	IMAGE	INFO	PHASE I	PHASE II	PHASE III
	name/address/owner/#CR's		date built/reno	year 1-5	year 6-10	year 11-20
New Lowell SC DC JC HC PFC 3SC/7DC/4PFC/2JC/1HC 246,000 GSF 17 Courtrooms Funded Under Previous Bond	<b>Lowell JC</b>		? (H)	consolidate	-	-
	89 Appleton Street		N/A* GSF	-	-	-
	Private Lease		1,138 Filings('13)	-	-	-
	N/A* Courtrooms		68 Sess/Mo	-	-	-
	<b>Lowell DC</b>		1925	consolidate	-	-
	41 Hurd Street		N/A* GSF	-	-	-
	State Owned		32,797 Filings('13)	-	-	-
	N/A* Courtrooms		110 Sess/Mo	-	-	-
	<b>Lowell SC/HC/PFC</b>		1850 (H)	consolidate	-	-
	360 Gorham Street		N/A* GSF	-	-	-
	State Owned		1,050 Filings('13)	-	-	-
	N/A* Courtrooms		48 Sess/Mo	-	-	-
New Southern Middlesex RJC 15SC/3DC/5PFC/2JC Phase II 375,000 GSF 25 Courtrooms \$272,467,125	<b>Cambridge PFC</b>		1900 (H)	New Lease / Consolidate	-	-
	208 Cambridge Street		75,580 GSF	-	-	-
	State Owned		16,957 Filings('13)	-	-	-
	5 Courtrooms		161 Sess/Mo	-	-	-
	<b>Concord DC</b>		1972	minor1	consolidate	-
	305 Walden Street		27,837 GSF	ADA Program Access, Critical Repairs	-	-
	State Owned		7,487 Filings('13)	-	-	-
	3 Courtrooms		52 Sess/Mo	\$2,232,099	-	-
	<b>Somerville DC</b>		1968	ADA-P	consolidate	-
	175 Fellsway		31,060 GSF	ADA Program Access	-	-
	State Owned		13,228 Filings('13)	-	-	-
	3 Courtrooms		56 Sess/Mo	\$469,410	-	-
major-exp  Cambridge DC 3 Courtrooms	<b>Middlesex SC/JC (Woburn)</b>		2008	lease	consolidate	-
	100 Sylvan Court		157,150 GSF	-	-	-
	Private Lease		5,249 Filings('13)	-	-	-
	15 Courtrooms		321 Sess/Mo	-	-	-
	<b>Cambridge JC/PFC</b>		1933	new lease	major-exp	-
consolidate into Cambridge JC/PFC	121 Third Street		27,773 GSF	Temporary lease until new SM RJC completion in Phase 1B	-	-
	State Owned		11,881 Filings('13)	-	-	-
	5 Courtrooms		60 Sess/Mo	-	\$35,972,359	-
	<b>Cambridge DC (Medford)</b>		N/A	lease	consolidate	-
	4040 Mystic Vllg. Pwy.		65,073 GSF	-	-	-
	Private Lease		11,554 Filings('13)	-	-	-
	3 Courtrooms		100 Sess/Mo	-	-	-



MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017  
PLAN DETAIL

Table E9 Middlesex County (Continued)

MIDDLESEX COUNTY (continued)						
FINAL STATUS	COURTHOUSE	IMAGE	INFO	PHASE I	PHASE II	PHASE III
	name/address/owner/#CR's		date built/reno	year 1-5	year 6-10	year 11-20
consolidate into Framingham DC	Framingham JC		N/A	lease	consolidate	-
	110 Mt. Wayne Avenue		16,335 GSF	-	-	-
	Private Lease		569 Filings('13)	-	-	-
	1 Courtrooms		28 Sess/Mo	-	-	-
major-exp (or new)  7 Courtrooms	Framingham DC		1952	minor1	major-exp	-
	600 Concord Street		27,641 GSF	ADA Program Access, Critical Repairs	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades, Expansion	-
	State Owned		14,946 Filings('13)	-	-	-
	3 Courtrooms		74 Sess/Mo	\$8,314,488	\$78,798,510	-
consolidate into Framingham DC	Marlborough DC/HC/PFC		1969	ADA-P	consolidate	-
	45 Williams Street		29,917 GSF	ADA Program Access	-	-
	State Owned		5,342 Filings('13)	-	-	-
	5 Courtrooms		44 Sess/Mo	\$475,872	-	-
repair/reno	Ayer DC		1970	minor1	-	major
	25 East Main Street		32,085 GSF	ADA Program Access, Critical Repairs	-	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades
	State Owned		7,901 Filings('13)	-	-	-
	2 Courtrooms		44 Sess/Mo	\$2,569,084	-	\$20,313,174
repair/reno	Malden DC		1922	major	-	-
	89 Summer Street		26,469 GSF	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades	-	-
	State Owned		14,404 Filings('13)	-	-	-
	3 Courtrooms		72 Sess/Mo	\$13,451,149	-	-
repair/reno	Newton DC		1930 (H)	ADA-P	major	-
	1309 Washington Street		15,172 GSF	ADA Program Access	-	-
	State Owned		5,339 Filings('13)	-	-	-
	2 Courtrooms		64 Sess/Mo	\$471,974	\$9,673,060	-
repair/reno	Waltham DC/JC		1938 (H)	minor1	major	-
	38 Linden Street		27,212 GSF	ADA Program Access, Critical Repairs	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades	-
	State Owned		9,649 Filings('13)	-	-	-
	3 Courtrooms		80 Sess/Mo	\$2,122,263	\$17,280,708	-
repair/reno	Woburn DC		1967	minor1	-	major
	30 Pleasant Street		24,020 GSF	ADA Program Access, Critical Repairs	-	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades
	State Owned		12,485 Filings('13)	-	-	-
	3 Courtrooms		56 Sess/Mo	\$1,937,319	-	\$15,266,632
* Existing Lowell Courtroom and GSF is N/A because this is carried in the New Lowell Courthouse		sub-total \$ (TPC*) county by phase		\$32,043,657	\$414,191,763	\$35,579,806

# MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017

## PLAN DETAIL

Table E10 Norfolk County

NORFOLK COUNTY						
FINAL STATUS	COURTHOUSE	IMAGE	INFO	PHASE I	PHASE II	PHASE III
	name/address/owner/#CR's		date built/reno	year 1-5	year 6-10	year 11-20
New Norfolk Quincy RJC  6SC*/5DC/2JC/1HC  210,000 GSF  14 Courtrooms  \$156,591,540	Quincy DC/JC		1972 (H)	ADA-P / Consolidate	-	-
	1 Dennis Ryan Pwy.		36,204 GSF	ADA Program Access	-	-
	County Lease		30,666 Filings('13)			
	7 Courtrooms		128 Sess/Mo	\$663,009	-	-
	*Includes Norfolk SC (relocated from Dedham)			\$156,591,540		
lease	Dedham JC		N/A	lease	-	-
	55 Allied Drive		15,575 GSF	-	-	-
	Private Lease		871 Filings('13)			
	1 Courtrooms		23 Sess/Mo	-	-	-
major-exp  5 Courtrooms	Dedham DC		1938 (H)	minor1	-	major-exp
	631 High Street		25,857 GSF	ADA Program Access, Critical Repairs	-	ADA Full Access, Def. Maint, Maj Sys Repair and Upgrades, Expansion (\$ in addition to \$20M EM)
	County Lease		11,933 Filings('13)			
	5 Courtrooms		100 Sess/Mo	\$5,939,809	-	\$59,342,066
major-exp  Dedham PFC* 5 Courtrooms	Dedham SC		1831 (H)	minor1	major-exp	-
	650 High Street		35,185 GSF	ADA Program Access, Critical Repairs	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades	-
	County Lease		3,254 Filings('13)			
	6 Courtrooms		125 Sess/Mo	\$3,195,288	\$32,040,840	-
repair/reno	Stoughton DC/JC		1962	ADA-P	-	major
	1288 Central Street		16,542 GSF	ADA Program Access	-	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades
	County Lease		7,942 Filings('13)			
	3 Courtrooms		44 Sess/Mo	\$1,158,847	-	\$9,086,769
repair/reno	Wrentham DC		1955 (H)	ADA-P	-	major
	60 East Street		19,405 GSF	ADA Program Access	-	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades
	County Lease		8,644 Filings('13)			
	2 Courtrooms		36 Sess/Mo	\$566,014	-	\$11,228,800
repair/reno	Brookline DC/JC		1941 (H)	ADA-P	-	-
	360 Washington Street		15,687 GSF	ADA Program Access	-	-
	County Lease		5,377 Filings('13)			
	2 Courtrooms		24 Sess/Mo	\$352,798	-	-
consolidate into Dedham SC	Norfolk PFC (Canton)		N/A	lease	consolidate	-
	35 Shawmut Avenue		49,043 GSF	-	-	-
	Private Lease		13,563 Filings('13)			
	5 Courtrooms		65 Sess/Mo	-	-	-
* Dedham SC Relocates to New Norfolk Quincy RJC; Dedham PFC relocates into Expanded Dedham SC building		sub-total \$ (TPC*) county by phase		\$168,467,306	\$32,040,840	\$79,657,635

MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017  
PLAN DETAIL

Table E11 Plymouth County

PLYMOUTH COUNTY						
FINAL STATUS	COURTHOUSE	IMAGE	INFO	PHASE I	PHASE II	PHASE III
	name/address/owner/#CR's		date built/reno	year 1-5	year 6-10	year 11-20
major-exp  5 Courtrooms	<b>Brockton SC</b>		1891 (H)	major-exp	-	-
	72 Belmont Street		41,440 GSF	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades, Expansion	-	-
	County Lease		1,802 Filings('13)			
	5 Courtrooms		120 Sess/Mo	\$59,490,900	-	-
repair/reno	<b>Brockton DC/JC/PFC/HC</b>		1999	minor1	-	minor2
	215 Main Street		175,000 GSF	ADA Program Access, Critical Repairs	-	ADA Full Access, Deferred Maintenance, Minor Systems Repair and Upgrades
	State Owned		38,359 Filings('13)			
	14 Courtrooms		260 Sess/Mo	\$13,791,330	-	\$35,177,363
repair/reno	<b>Hingham DC/JC</b>		1930	minor1	-	major
	28 Geo. Wash. Blvd.		29,450 GSF	ADA Program Access, Critical Repairs	-	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades
	County Lease		8,295 Filings('13)			
	3 Courtrooms		64 Sess/Mo	\$2,358,415	-	\$16,960,550
repair/reno	<b>Plymouth DC/JC/PFC/SC/HC</b>		2007	ADA-F	-	minor2
	52 Obery Street		189,154 GSF	ADA Full Access	-	Deferred Maintenance, Minor Systems Repair and Upgrades
	State Owned		19,506 Filings('13)			
	9 Courtrooms		214 Sess/Mo	\$2,714,193	-	\$38,329,694
repair/reno	<b>Wareham DC/JC</b>		1975	minor1	-	major
	2200 Cranberry Hwy.		25,006 GSF	ADA Program Access, Critical Repairs	-	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades
	County Lease		11,574 Filings('13)			
	3 Courtrooms		64 Sess/Mo	\$2,012,118	-	\$14,446,216
			sub-total \$ (TPC*) county by phase	\$80,366,955	\$0	\$104,913,822

# MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017






## PLAN DETAIL

Table E12 Suffolk County

SUFFOLK COUNTY						
FINAL STATUS	COURTHOUSE	IMAGE	INFO	PHASE I	PHASE II	PHASE III
	name/address/owner/#CR's		date built/reno	year 1-5	year 6-10	year 11-20
Funded Under Previous Bond	<b>Brighton BMC</b>		1925 (H)	-	-	-
	52 Academy Hill Road		23,675 GSF	-	-	-
	State Owned		6,773 Filings('13)	-	-	-
\$9M under previous bond	2 Courtrooms		48 Sess/Mo	-	-	-
New Boston CH 20SC/2BM C/6LC/3HC  Phase I 465,000 GSF 31 Courtrooms \$329,907,735	<b>Boston LC/SC - HiRise</b>		1937 (H)	ADA-P / Consolidate	-	-
	Pemberton Square		395,280 GSF	ADA Program Access	-	-
	State Owned		22,802 Filings('13)			
	26 Courtrooms		480 Sess/Mo	\$1,050,783	-	-
	<b>South Boston BMC</b>		1913 (H)	ADA-P / Consolidate	-	-
	535 East Broadway		25,035 GSF	ADA Program Access	-	-
	State Owned		6,077 Filings('13)			
	2 Courtrooms		76 Sess/Mo	\$1,324,911	-	-
				\$329,907,735		
repair/reno	<b>Boston SJ/AC/SLL</b>		1894 (H)	ADA-F	-	minor2
	Pemberton Square		244,825 GSF	ADA Full Access	-	Deferred Maintenance, Minor Systems Repair and Upgrades
	State Owned		N/A Filings('13)			
	4* Courtrooms		N/A Sess/Mo	\$847,073	-	\$49,642,676
repair/reno	<b>Boston BMC/JC/HC/PFC</b>		1999	minor1	-	minor1
	24 New Chardon Street		425,300 GSF	ADA Full Access, Renovation for BMC Consolidation (3HC move to new Boston CH)	-	Deferred Maintenance, Major Systems Repair and Upgrades
	State Owned		68,078 Filings('13)			
	26 Courtrooms		459.99 Sess/Mo	\$33,438,787	-	\$33,438,787
consolidate	<b>Charlestown BMC</b>		1915 (H)	ADA-P / Consolidate	-	-
	3 City Square		24,691 GSF	ADA Program Access	-	-
	State Owned		3,011 Filings('13)			
	2 Courtrooms		32 Sess/Mo	\$1,425,000	-	-

MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017  
PLAN DETAIL

Table E13 Suffolk County (Continued)

SUFFOLK COUNTY (continued)						
FINAL STATUS	COURTHOUSE	IMAGE	INFO	PHASE I	PHASE II	PHASE III
	name/address/owner/#CR's		date built/reno	year 1-5	year 6-10	year 11-20
repair/reno	<b>East Boston BMC</b>		1931 (H)	<b>ADA-P</b>	-	<b>major</b>
	37 Meridian Street		21,497 GSF	ADA Program Access- \$5M EM to be reallocated to Brooke renovations	-	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades
	State Owned		7,216 Filings('13)		-	
	2 Courtrooms		40 Sess/Mo		-	
repair/reno	<b>Chelsea DC/JC</b>		1999	<b>ADA-F</b>	-	<b>minor2</b>
	120 Broadway		79,500 GSF	ADA Full Access	-	Deferred Maintenance, Minor Systems Repair and Upgrades
	State Owned		15,194 Filings('13)		-	
	5 Courtrooms		76 Sess/Mo		-	
repair/reno	<b>Dorchester BMC/JC</b>		1925 (H)	<b>minor1</b>	-	<b>minor2</b>
	510 Washington		77,000 GSF	ADA Full Access, detention expansion, critical repairs	-	Deferred Maintenance, Minor Systems Repair and Upgrades
	State Owned		22,124 Filings('13)		-	
	6 Courtrooms		148 Sess/Mo		-	
repair/reno	<b>Roxbury BMC</b>		1971	<b>ADA-F</b>	-	<b>minor2</b>
	85 Warren Street		70,658 GSF	ADA Full Access	-	Deferred Maintenance, Minor Systems Repair and Upgrades
	State Owned		13,174 Filings('13)		-	
	6 Courtrooms		93 Sess/Mo		-	
repair/reno	<b>West Roxbury BMC/JC</b>		1925 (H)	<b>ADA-F</b>	-	<b>minor2</b>
	445 Arborway		54,124 GSF	ADA Full Access	-	Deferred Maintenance, Minor Systems Repair and Upgrades
	State Owned		12,473 Filings('13)		-	
	4 Courtrooms		64 Sess/Mo		-	
			sub-total \$ (TPC*) county by phase	\$380,263,592	\$0	\$156,924,046

# MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017


## PLAN DETAIL

Table E14 Worcester County

WORCESTER COUNTY						
FINAL STATUS	COURTHOUSE	IMAGE	INFO	PHASE I	PHASE II	PHASE III
	name/address/owner/#CR's		date built/reno	year 1-5	year 6-10	year 11-20
New Fitchburg CH  6DC/JC  Phase III  105,000 GSF  7 Courtrooms  \$78,882,300	Fitchburg DC/JC		1902 (H)	minor1	-	consolidate
	100 Elm Street		32,183 GSF	ADA Program Access, Critical Repairs	-	-
	State Owned		8,175 Filings('13)		-	-
	4 Courtrooms		72 Sess/Mo		\$2,578,669	-
	Gardner DC		1975	ADA-P	-	consolidate
	108 Matthews Street		16,777 GSF	ADA Program Access	-	-
	State Owned		7,175 Filings('13)		-	-
	2 Courtrooms		30 Sess/Mo		\$747,448	-
	Leominster DC/HC/JC		N/A	lease	lease	consolidate
	25 Church Street		16,751 GSF	Negotiate ADA Program Access	-	-
	Town Lease		6,689 Filings('13)		-	-
	2 Courtrooms		25 Sess/Mo		-	-
						\$78,882,300
major-exp (or new)  4 Courtrooms	Dudley DC/JC/HC		1972	major-exp	-	-
	West Main Street		16,775 GSF	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades, Expansion	-	-
	State Owned		13,385 Filings('13)		-	-
	2 Courtrooms		66 Sess/Mo		\$47,870,538	-
repair/reno	Milford DC/JC		1968	major	-	-
	161 West Street		16,259 GSF	ADA Program Access	-	-
	State Owned		6,586 Filings('13)		-	-
	2 Courtrooms		47 Sess/Mo		\$10,379,989	-

MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017  
PLAN DETAIL

Table E15 Worcester County (Continued)

WORCESTER COUNTY (continued)						
FINAL STATUS	COURTHOUSE	IMAGE	INFO	PHASE I	PHASE II	PHASE III
	name/address/owner/#CR's		date built/reno	year 1-5	year 6-10	year 11-20
consolidate into Dudley DC	Uxbridge DC		1970	ADA-P / Consolidate	-	-
	261 South Main Street		17,302 GSF	ADA Program Access	-	-
	State Owned		5,541 Filings('13)			
	2 Courtrooms		50 Sess/Mo	\$268,960	-	-
repair/reno	East Brookfield DC		1995	ADA-F	-	minor2
	544 East Main Street		44,225 GSF	ADA Full Access	-	Deferred Maintenance, Minor Systems Repair and Upgrades
	State Owned		7,000 Filings('13)			
	2 Courtrooms		41 Sess/Mo	\$1,141,491	-	\$9,454,774
repair/reno	Clinton DC		1972	ADA-P	-	minor2
	300 Boylston Street		18,466 GSF	ADA Full Access	-	Deferred Maintenance, Minor Systems Repair and Upgrades
	State Owned		6,036 Filings('13)			
	2 Courtrooms		33 Sess/Mo	\$1,831,380	-	\$3,979,405
repair/reno	Westborough DC/PFC		1971	minor1	-	major
	175 Milk Street		17,180 GSF	ADA Program Access, Critical Repairs	-	ADA Full Access, Deferred Maintenance, Major Systems Repair and Upgrades
	State Owned		8,536 Filings('13)			
	3 Courtrooms		30 Sess/Mo	\$1,392,322	-	\$9,467,383
repair/reno	Worcester DC/HC/JC/PFC/SC		2007	ADA-F	-	minor2
	225 Main Street		427,000 GSF	ADA Full Access	-	Deferred Maintenance, Minor Systems Repair and Upgrades
	State Owned		72,701 Filings('13)			
	26 Courtrooms		642 Sess/Mo	\$12,284,672	-	\$87,021,533
		sub-total \$ (TPC*) county by phase		\$78,495,471	\$0	\$188,805,394
Statewide Total Direct Capital Cost (TPC) Unescalated (FY2015)				PHASE I	PHASE II	PHASE III
				\$1,002,500,000	\$1,050,600,000	\$916,700,000
Indirect Cost (Temporary Lease & Land Acquisition)				\$55,700,000	\$98,400,000	\$32,100,000
Total Project Cost (Direct and Indirect)				\$1,058,200,000	\$1,149,000,000	\$948,800,000



## COURTS CAPITAL MASTER PLAN SUMMARY SHEET

	Phase I Year 1-5	Phase II Year 6-10	Phase III Year 11-20	notes
1 Attleboro DC/JC	Major-Expansion			
2 Ayer DC	Minor 1		Major Renovation	
Barnstable PFC	Minor 1		Consolidate	
3 Barnstable SC	Minor 2		Consolidate	
Barnstable DC/JC	Minor 1		Consolidate	
4 Belchertown DC/JC				private lease
5 Boston SJ/AC/SLL	Accessibility		Minor 2	
6 Boston BMC/PFC/JC (Brooke)				
7 Brighton BMC	renovation underway			
8 Brockton DC/JC/PFC/HC	Minor 1		Minor 2	
9 Brockton SC	Major-Expansion			
10 Brookline DC/JC	Accessibility			
- Cambridge DC (Medford)		Consolidate		
11 Cambridge JC/PFC		Major-Expansion		
- Cambridge PFC	Consolidate			partial - New Lowell
- Charlestown BMC	Consolidate			
12 Chelsea DC/JC	Accessibility		Minor 2	
13 Chicopee DC	Accessibility		Minor 2	
14 Clinton DC	Accessibility		Minor 2	
- Concord DC	Minor 1	Consolidate		
15 Dedham DC	Minor 1		Major-Expansion	
16 Dedham JC				private lease
17 Dedham SC	Minor 1	Major-Expansion		renovated for Norfolk PFC
18 Dorchester BMC	Minor 1		Minor 2	
19 Dudley DC/JC/HC	Major-Expansion			
20 East Boston BMC	Accessibility		Major Renovation	
21 East Brookfield DC	Accessibility		Minor 2	
22 Edgartown DC/JC/PFC/SC	Minor 1	Major-Expansion		
23 Fall River DC/SC			Minor 1	
24 Fall River JC/PFC/HC	Minor 1		Minor 1	
25 Falmouth DC/JC	Accessibility		Major-Expansion	
26 Fitchburg DC/JC	Minor 1		Consolidate	into new Fitchburg
27 Framingham DC	Minor 1	Major-Expansion		
- Framingham JC		Consolidate		private lease
- Gardner DC	Accessibility		Consolidate	
28 Gloucester DC	Accessibility			
29 Great Barrington DC/JC	Accessibility			private lease
30 Greenfield DC/PFC/SC/HC/JC				project completed April 2017
- Hadley JC/HC		Consolidate		private lease
31 Haverhill DC	renovation underway			
32 Hingham DC/JC	Minor 1		Major Renovation	
33 Holyoke DC	Minor 1	Major-Expansion		
- Holyoke JC		Consolidate		private lease
34 Lawrence DC/PFC/JC/HC	Accessibility		Minor 2	
35 Lawrence SC	Accessibility		Minor 2	
- Leominster DC/HC/JC	Accessibility		Consolidate	
Lowell DC	Consolidate			
36 Lowell JC	Consolidate			private lease
Lowell SC/HC/PFC	Consolidate			
37 Lynn DC	Major-Expansion			
- Lynn JC/HC	Consolidate			private lease
38 Malden DC	Major Renovation			
- Marlborough DC/HC/PFC	Accessibility	Consolidate		
- Middlesex SC/JC		Consolidate		private lease
39 Milford DC/JC	Major Renovation			
40 Nantucket DC/JC/PFC/SC	Accessibility			
New Bedford DC/JC	Accessibility		Consolidate	
41 New Bedford HC			Consolidate	
New Bedford PFC	Accessibility		Consolidate	
New Bedford SC	Accessibility		Consolidate	



		Phase I Year 1-5	Phase II Year 6-10	Phase III Year 11-20	notes
42	Newburyport DC/JC/PFC	Minor 2			
43	Newburyport SC	Minor 2			
44	Newton DC	Accessibility	Major Renovation		
-	Norfolk PFC		Consolidate		private lease
45	North Adams DC				private lease
46	North Adams JC				private lease
47	Northampton DC/SC	Minor 1	Consolidate		
	Northampton PFC	Consolidate			
48	Northampton SC/HC	Major Renovation			
49	Orange DC/JC				private lease
50	Orleans DC/JC	Accessibility	Major-Expansion		
51	Palmer DC/JC	Accessibility		Minor 2	
52	Peabody DC	Minor 1	Major Renovation		
	Pittsfield DC	Accessibility	Consolidate		
53	Pittsfield JC		Consolidate		
	Pittsfield PFC	Accessibility	Consolidate		
54	Pittsfield SC/HC	Accessibility	Major Renovation		
55	Plymouth DC/JC/PFC/SC/HC	Accessibility		Minor 2	
56	Quincy DC/JC	Consolidate			
57	Roxbury BMC	Accessibility		Minor 2	
58	Salem DC/JC/SC/HC			Minor 1	
59	Salem PFC				project completed April 2017
60	Somerville DC	Accessibility	Consolidate		Somerville site for RJC
-	South Boston BMC	Consolidate			
61	Springfield DC/SC/PFC	Minor 2	Major Renovation		
62	Springfield HC/JC	Minor 1	Major Renovation		
63	New Springfield		new		
64	Stoughton DC/JC	Accessibility		Major Renovation	
65	Suffolk County SC/LC	Consolidate			Boston site
66	Taunton DC/JC/PFC/HC			Minor 1	
67	Taunton SC				
-	Uxbridge DC	Consolidate			
68	Waltham DC/JC	Minor 1	Major Renovation		
69	Wareham DC/JC	Minor 1		Minor 2	
70	West Roxbury BMC/JC	Accessibility		Minor 2	
71	Westborough DC/PFC	Minor 1		Major Renovation	
72	Westfield DC				private lease
73	Woburn DC	Minor 1		Major Renovation	
74	Worcester DC/HC/JC/PFC/SC	Accessibility		Minor 2	
75	Wrentham DC	Accessibility		Major Renovation	

key

	consolidates in existing jurisdiction
	consolidated in new jurisdiction

MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017  
**PLAN DETAIL**

**Table E16 Phase 1A Summary**

<b>Phase 1A: FY18-22</b>				
replaced or expanded facility		facility repairs - (3) levels		
<b>Replacement</b>	<b>Modernization</b>	<b>Renovation 1</b> (est. \$10-\$15M ea)	<b>Renovation 2</b> ( est. \$2-\$10M ea)	<b>Deferred Maintenance</b> (under \$2M)
<u>Building</u> Quincy/Norfolk  <u>Feasibility Study</u> Suffolk Hi Rise S. Middlesex Charles town	Malden DC Brockton SC Lynn DC Attleboro DC Northampton	Fitchburg DC Framingham DC East Boston Pittsfield DC Hingham DC	Concord DC Cambridge Third West Roxbury South Boston Woburn DC Wareham DC Dudley DC	<u>Envelope</u> (7) projects <u>Life Safety Sys</u> (2) projects <u>HVAC Systems</u> (2) projects <u>Holding Security</u> (6) projects
<b>\$155 M</b>	<b>\$150 M</b>	<b>\$75 M</b>	<b>\$60 M</b>	<b>\$60 M</b>







## VISIONING SESSION



# MA COURTS CAPITAL MASTERPLAN

## Visioning Session | 6.16.14





# 1 VISIONING SESSION

## GUIDING PRINCIPLES

Determine a sustainable number of courthouses, based on operational needs and capital funding, consistent with goals of Trial Court Strategic Plan.

Provide for efficiency and flexibility through the use of shared and multi-purpose spaces and staffing resources.

Maximize accessibility in all forms: Barrier Free access, and "Access to Justice".

Locate new facilities or expand existing facilities near public transportation where feasible.

Accommodate greater use of technology, e.g. remote access for filings and video appearances, language translation services, legal information and resources

Develop a Capital Improvements Plan that commits to long term maintenance and security requirements.

"Right-size" space and provide high performance.

TOPIC	PAGE
1.1 Introduction . . . . .	2
1.2 Context Exercise . . . . .	4
1.3 Stakeholder Issues . . . . .	6
1.4 Establishing Key Themes . . . . .	8
1.5 Guiding Principals . . . . .	9



Visioning Meeting  
Boston, Massachusetts

## 1.1 INTRODUCTION

### PARTICIPANTS

Supreme Judicial Court  
Ralph Gants,  
Chief Justice  
Robert Cordy,  
Associate justice  
Thomas Ambrosino,  
Executive Director

MTC – Executive Office of the  
Trial Court  
Paula Carey,  
Chief Justice  
Harry Spence,  
Court Administrator  
Robert Ronquillo,  
Chief Justice, BMC  
Paul C. Dawley,  
Chief Justice, District Court  
Judith C. Cutler,  
Chief Justice, Land Court  
Chris Fox,  
Assoc. Court Administrator  
Cheryl A. Sibley,  
Deputy Court Administrator, BMC  
Ellen S. Shapiro,  
Deputy Court Administrator  
District Court  
Paul J. Burke,  
Deputy Court Administrator  
Housing Court  
Jill K. Ziter,  
Deputy Court Administrator  
Land Court  
Linda M. Medonis,  
Deputy Court Administrator  
Probate and Family Court  
Dana L. Leavitt,  
Deputy Court Administrator  
Superior Court  
Pamela J. Wood,  
Jury Commission  
Mark Conlon,  
Director of Human Resources  
Linda K. Holt,  
Department of Research and  
Planning  
Michael Sullivan,  
Middlesex Superior Court Clerk  
Bill Kane,  
Administrative Assistant for Inter-  
governmental Relations



More Meetings

### Project Overview

14 years ago the Trial Courts of the Commonwealth of Massachusetts and DCAMM developed a 10-Year Capital master plan for the improvement of court facilities throughout the state. Since then several new facilities have been built and outdated and crumbling facilities renovated or replaced. On a parallel track, in the last 10 years the court system, in response to the Monan report in 2003, has undergone an organizational transformation to improve efficiency and user satisfaction. In 2013 the Courts developed a "Strategic Plan" which outlines the courts vision for the future of operations comprised of goals and key strategies. On the heels of this Strategic Plan, a new 10 year Capital plan is under way to align the court facilities with the system vision.

### Visioning Session Overview

The Visioning Session held on June 16, 2014 was the first opportunity for the Steering Committee, the Planning Team, and key representatives from Courts Stakeholder Groups to meet and discuss the goals and objectives of the Courts Capital Master Plan. The intent of the visioning session was to achieve consensus as to the goals and objectives by facilitating a candid, collective, and lively conversation about shared values and concerns. The outcome of which is to generate a set of Guiding Principles to focus the efforts of the steering committee and planning team throughout the master planning process.

50+ people met for the four hour session, representing the Executive Office of the Courts, Court Facilities Management and Capital Projects, the Supreme Judicial Court, Trial Court Departments, Clerks, Probation, Jury Management, Court Security, and DCAMM. The level of participation was representative of the commitment in the Commonwealth to solve the facility issues facing the courts now and in the years to come. After Introductions and Opening Remarks, The participants were oriented to the Capital Master Plan and Visioning process by Rob Fisch, Principal Planner from the Planning Team.



# MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017 VISIONING SESSION

Harry Spence welcomed participants and reminded the group that we are Mid Stream in the process to transform the system, and encouraged the group to think beyond the 10-year time frame because that is too limiting. A 25 year outlook allows imaginative thinking. He also reminded the group of the realities they face with reductions in budgets staffing and funding of operations, and that the Court has been living "beyond its means" and the Capital Plan must establish a "Sustainable" solution that is a balance between Access to Justice and Affordability.



Atila Habip from The Ripples Group gave a recap of the findings of the 2013 strategic plan, and reinforced the goals of efficiency and improved operations. The goals and user satisfaction and staff pride are enhanced in the larger more consolidated "Regional Justice Centers" built in the last 10 years. The approach to planning the system will differ from region to region, and each decision involves navigating a complex number of choices. Atila reinforced the notion that each capital planning recommendation should be evaluated on the strategic planning criteria, of "Feasibility,



Visioning Meeting

Chief Justice Carey was asked the question "In the future, is the Courthouse obsolete?". Her response was an emphatic "No!" The courthouse of the future is still the center of justice, and its purpose is to "Engender respect for the system", however it is transformed, it does not look like the court of today. It is a service center where the public seeks solutions to problems. Its access is enhanced by technology, but it provides the human element of justice that the community still needs. The court is unified under one mission, 'Justice with Dignity and Speed'.

Financial Impact, Access, Business Continuity, and Dignity". Major operational improvements are in the works and many have already been implemented. The next step is to bring facilities in line with an improved vision of operations.

## PARTICIPANTS CONT.

Office of Court Management  
Michael Jordan,  
Director, Court Capital Projects  
David Cole P.E.,  
Deputy Director, Court Capital  
Projects  
John Bello,  
Director, Facilities Management  
Anthony Duros,  
Deputy Director, Facilities Mgmt  
Richard L'heureux,  
Manager of Planning  
Maria Fournier,  
Director of Support Services  
James Harding,  
Chief of Construction Services

Executive office of Administration  
and Finance  
Scott Jordan, Asst. Secretary

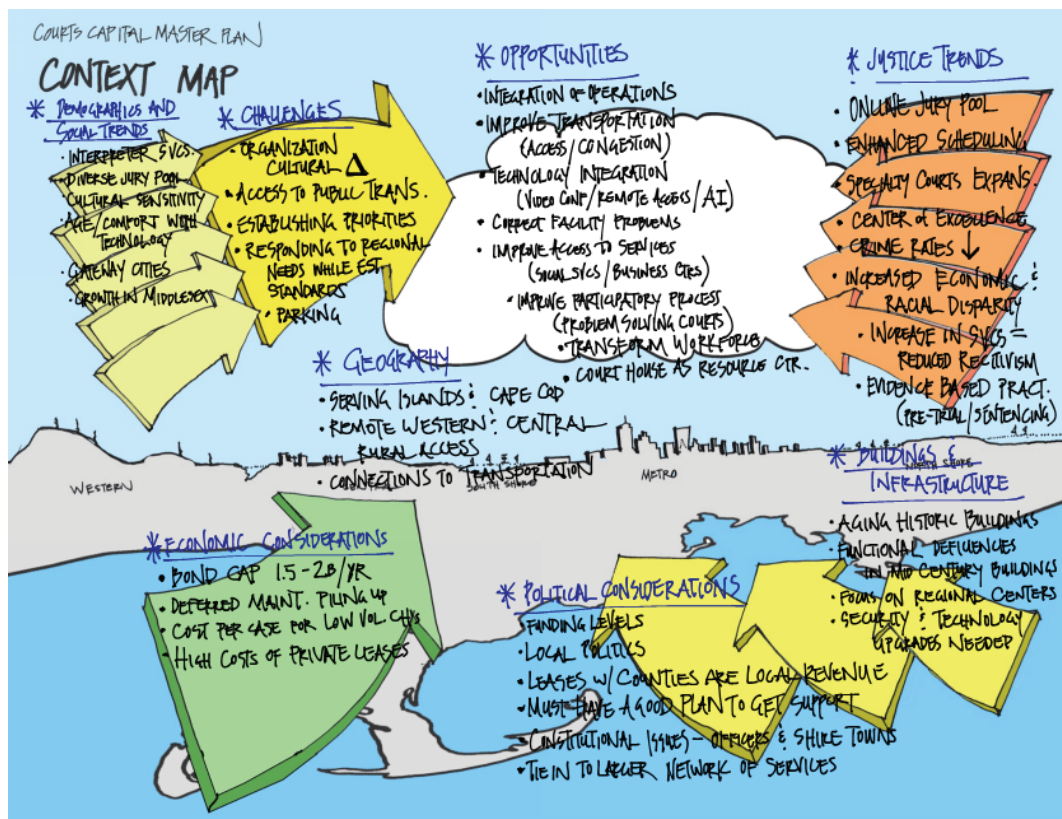
DCAMM  
Carole Cornelison, Commissioner  
Liz Minnis AIA,  
Deputy Commissioner  
Shirin Karanfiloglu AIA,  
Director of Programming  
Elayne Campos AIA,  
Deputy Director  
Robin Luna RA,  
Sr. Program Manager  
Amy Finlayson,  
Program Manager

Program Planner Consultants,  
CGL RicciGreene/Cecil Group  
Ken Ricci,  
Principal  
Rob Fisch,  
Project Director  
Ryan Critchfield,  
Project Manager  
Brett Firfer,  
Courts Planner  
Steve Cecil,  
Cecil Group  
Ken Buckland,  
Cecil Group  
Consultants,  
The Ripples Group  
Atila Habip,  
Partner  
Jesse Horan,  
Consultant

## 1.2 CONTEXT EXERCISE



Visioning Meeting



Context Map Exercise

The next step is to bring facilities in line with vision of operations. The second exercise was to step back from the future into the present and consider the current issues, trends, challenges and opportunities that make up the context of the court system. Below is a categorized list of topics and issues that arise in the discussion:

### Demographic and Social Trends

An understanding of the demographic and social trends in the state will inform the planning process by prioritizing investment to target growth in both population and caseload. And identify improvements in court operations in response to user needs.

- Increase in court users whose first language is not English requires additional resources and space for **interpreter services** and multi lingual signage and information in facilities and on line
- Courts need to accommodate a **diverse jury pool** to provide constitutional obligations
- Courts must develop increased **cultural sensitivity** to accommodate different methods of mediating disputes
- Capital plan should address "**Gateway Cities**" initiative to focus resources on communities that are destinations for new immigrants

- Capital plan must target areas in the state where growth is greatest in both population and caseload

### Justice Trends

The capital plan will leverage knowledge of current justice trends to prioritize resources and reallocate space to where it is needed most in the justice system.

- Online jury pool
- Enhanced scheduling
- Specialty courts expansion
- Center of excellence
- Reduction in crime rates
- Increased economic and racial disparity
- Increase in services = decrease in recidivism
- Evidence based practices (pretrial/sentencing)

## Buildings and Infrastructure

The capital plan must address a wide range of capital and deferred maintenance needs at the 101 facilities throughout the commonwealth.

- **Aging historical buildings**, while remaining important community icons, need restoration and upgrades to maintain modern services and creative operational and planning solutions to maximize functionality
- Many **mid-century buildings** are reaching the end of their useful life, and many have layouts that are **functionally deficient** for current court operations
- The court must continue to provide high level of services within defined budgets, which requires improving efficiency of operations. **Regional justice centers** offer the opportunity to increase services, and improve operations and efficiency
- **Security and technology upgrades** are needed to maintain safety and improve access to justice

## Political Considerations

Understanding of the politics of how projects are funded will facilitate the planning process to ensure that the recommendations are fundable and implementable.

- Knowledge of available **funding levels** will help draft a plan that has better chance of getting funded
- Navigation of **local politics** will help steer the plan in a direction that garners the most support at the legislative level
- Leases with counties are a source of local revenue and decisions about what to do with these facilities must weigh local reaction
- At the basic level, the plan must be well researched, well presented, and make sense to get legislative support (**good plan**)
- Plan must address constitutional issues – like appointed and elected officers and shire town statutes
- Plan must recognize the courts relationship to a **larger network of services** to demonstrate benefit to tax payers

## Economic Considerations

In order to be fundable this plan must consider the economic realities and present an approach that combines capital investment with offsets from current system costs and improved operations that will save money over time.

- **State bonding cap** of \$1.5B - \$2B per year limits available funding
- **Deferred maintenance** is piling up, close to \$1.5B currently. If this is not addressed soon, it will continue to be a risk and liability.
- **Low volume courthouses** have a high cost per case to operate, but potential savings from consolidation must be balanced with the need to maintain access to justice
- **Private lease** facilities are costly and funded through capital funds because they exceed the operational budget. Capital plan must address way to get out of private lease space

## Geography

The geography of Massachusetts has major impact on operations, and access to justice. The capital plan must consider the following:

- Service to Islands and Cape Cod
- Remote Western and Central Rural areas
- Connections to transportation

## Challenges

Any capital master plan will face challenges.

- Changing organizational culture
- Maintaining access to public transportation
- Establishing priorities
- Responding to regional needs while establishing standards
- Parking

## Opportunities

Highlighting the opportunities that the capital master plan offers can help overcome obstacles.

- Integration of Operations between court departments
- Improve transportation access and reduce congestion
- Technology integration (video conferencing/remote access/artificial intelligence)
- Correct facility problems
- Improve access to services (social services and business centers)
- Improve participatory process (problem solving courts)
- Transform workforce
- Courthouse as a resource center



Visioning Meeting



### 1.3 STAKEHOLDER ISSUES

#### Stakeholder Issues Exercise

The third exercise was a Stakeholder Issues Exercise where we asked the attendees to voice key issues facing the courts operations, facilities, and planning efforts from the perspective of the individual departments represented in the room. These issues were captured on "sticky notes" and collected by the planning team and organized under theme headings for the later exercise of group breakouts to establish key themes/key issues.

The facilitators then collected the "sticky note" issues and organized them into 5 major categories, In the interest of focusing the issues on physical building and capital needs, the facilitators selected categories and developed the following categories:

**Access** – organized issues related to distribution of services and "access to justice"

**Finance** – organized issues related to funding and budget setting for the capital plan



Visioning Meeting

**Technology** – organized issues related to information technology as well as technological solutions to improve access



Visioning Meeting

PROVIDE  
ACCESSIBILITY  
TO ALL  
COURT FACILITIES

ADA  
accessibility

ADDRESS FINITE NATURAL  
RESOURCES + THE  
IMPACT ON BUDGETS +  
OPERATIONS BUDGETS.  
(IF WE FIND BETTER  
BUILDING ENTERPRISES  
BUDGETS CAN BE  
BETTER ALLOCATED).

PLAN FOR  
MAINTENANCE

Continuous  
improvement  
training  
centers in  
court

Flexible work  
space to change  
with changing  
staff needs

100 %  
SIGHT + SOUND  
SEPARATION  
FOR JUVENILES

SECURITY FOR  
ALL FACILITIES

How To  
MAXIMIZE  
FACILITY  
UTILIZATION

Up date/  
renovate/  
replace  
old  
Courthouses

While the planning team was organizing the sticky notes, in the fourth exercise the group was asked to assume the role of users of the court, and imagine what key issues would concern users of the court.

#### Non Court Agencies

Co-location of Services where feasible:

- Department of Revenue
- DMH/HHS/DCF
- Registry of Deeds
- Registry of Motor Vehicles
- Veterans Services
- Tourist accommodations and education
- County agencies

#### Children

- Activities/Play Space
- Day Care – Children's Center (currently not funded)
- Shouldn't encourage bringing kids
- Accommodating to children

#### Defense Attorneys and Prosecutors

- General attorney lounge/workroom
- Wifi and resources
- Private conference Space
- Work space
- Discreet location within building (Privacy)
- Juror separation
- Technology access

#### Elected Officials

- Jobs in community
- Service to constituents
- New buildings/Major Renovation to improve conditions
- Cost efficient construction and operations
- Addresses concerns of neighbors

#### Jurors

- Amenities
- Parking (free & secure)
- Comfortable dignified space
- Wifi and access to technology and workspace
- Relief from boredom
- Process information
- Daycare (not funded)
- Access to public transportation
- Appreciation of service
- Clean and sufficient quantity

# MASSACHUSETTS COURTS CAPITAL MASTER PLAN | 2017 VISIONING SESSION

## ACCESSIBILITY

Court Resource  
centers in  
the community  
rather than only  
at in  
Court Houses

Remote  
areas not  
forgotten

## TECHNOLOGY

Wi-Fi @ all  
Court houses

PLAN FOR IT  
INFRASTRUCTURE

## FINANCE

JUSTIFICATION  
FOR AN ADEQUATELY  
FUNDED CAPITAL  
PROGRAM

Spending  
plan that is  
achievable

Operations – organized issues related to court operations that could improve access to justice and improve operational costs



Visioning Meeting

Physical Plant – organized issues related to the building and building systems and physical conditions as well as accessibility. This category was broken into several sub categories:

## OPERATIONS

Integrated  
Back-of-the-  
house  
functions

Full-service,  
highly-disguised  
Regional Justice Centers  
and  
small satellites

CONSIDERATION  
OF NON  
COURTHOUSE  
Central Probation

MORE FLEXIBLE/  
BETTER USE  
EXISTING  
OF RESOURCES  
i.e. SHARED COURTROOMS  
SCHEDULED COURTROOMS

LIMIT OTHER  
AGENCIES  
PRESENCE IN  
COURT BUILDINGS

Strengthen partnership  
by providing space  
DOR  
Social Services

of toilet facilities

## Law Enforcement

- Proximity (Dept. of Corrections and Jails)
- Secure access
- Efficient process
- Waiting area
- Secure holding

## Media

- Access to technology
- Office/work space

## Non-Custody Defendants

- Minimum wait
- Respect
- Public transportation access
- Privacy anonymity of proceedings
- Access to information/communication

## Pro-Se Litigants

- Access – physical and information
- Signage/guidance support
- Solutions/closure/responsiveness
- Flexibility
- One stop shopping

## Victim

- Protection (waiting area separation) SSWA
- Visible security presence
- Information
- Interpreter access
- Predictability/transparency
- Access to services
- Friendly environment

## Witness

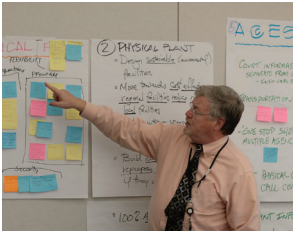
- Minimize wait
- Respect
- Safety/security
- Information/communication



## 1.4 ESTABLISHING KEY THEMES

### Establishing Key Themes/Issues and Voting

For exercises five six and seven, the group began to drill down into the core issues and establish a consensus based approach to establishing actionable Guiding Principles for the master plan. In exercise five the facilitators organized the stakeholder issues as described on the previous pages.



Visioning Meeting



Visioning Meeting

In exercise six the participants formed breakout groups for discussion and development of key issues for each category.

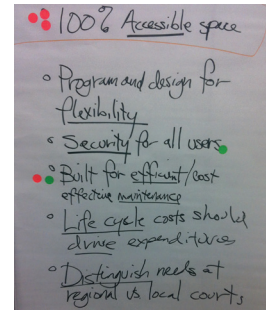
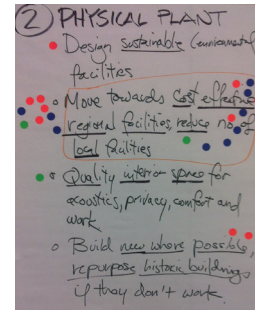


Visioning Meeting

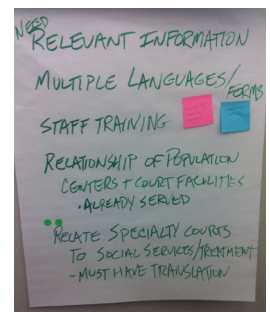
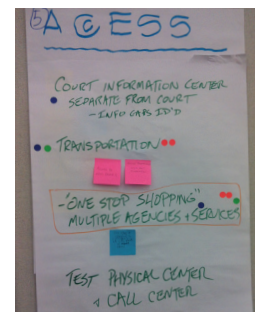
Each group was tasked with assembling the sticky note issues into narrative issue statements and build action statements to direct the master planning effort towards guiding principles. Then representatives from each group reported back to the participants the key issues/action items generated for each of the 5 categories.

In exercise seven participants voted on the issues listed in each category to prioritize key issues and generate the Guiding Principles

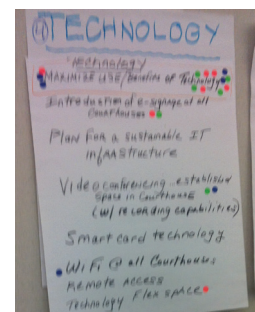
### PHYSICAL PLANT



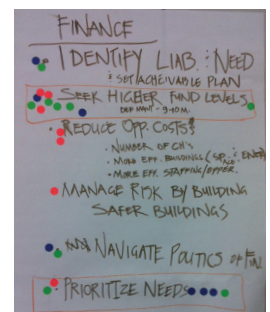
### ACCESS



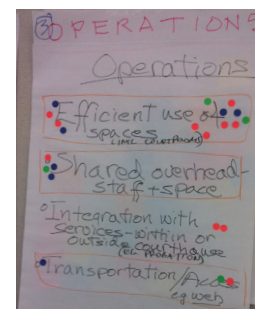
### TECHNOLOGY



### FINANCE



### OPERATIONS





## 1.5 GUIDING PRINCIPALS

In exercise eight the facilitator's assisted the group in a first draft of the guiding principles.

This was then further refined in follow up meetings with the master plan Working Group.

### Guiding Principles

1. Determine a **sustainable number of courthouses**, based on operational needs and capital funding, consistent with goals of Trial Court Strategic Plan
2. Provide for **efficiency and flexibility** through the use of shared and multi-purpose spaces and staffing resources.
3. Maximize **accessibility** in all forms: Barrier Free access, and "Access to Justice"
4. Locate new facilities or expand existing facilities near **public transportation** where feasible
5. Accommodate greater use of **technology**, e.g. remote access for filings and video appearances, language translation services, legal information and resources
6. Develop a Capital Improvements Plan that commits to long term **maintenance and security** requirements
7. "Right-size" space and provide **high performance work environments** throughout the system
8. Provide building infrastructure and physical conditions improvements that embody the **dignity of the courts**



RICCIGREENE

158 West 27th St, 10th Floor

New York, NY 10001

P (212) 563 9154

F (212) 279 1037

[riccigreene.com](http://riccigreene.com)