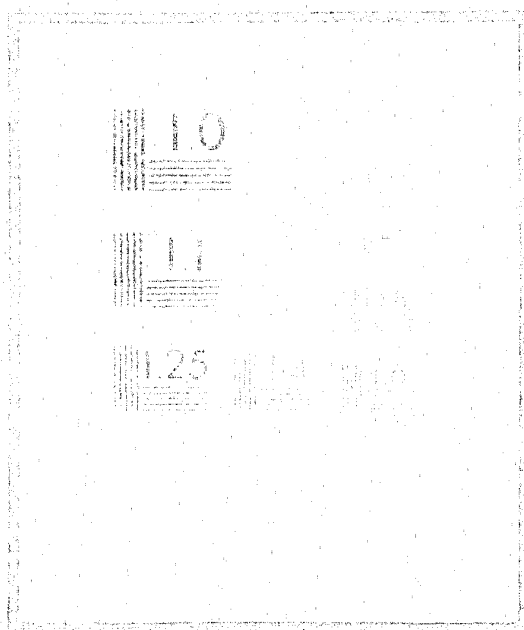


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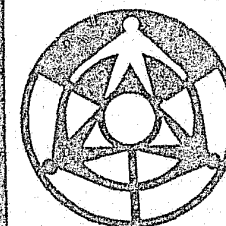
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THE AMERICAN UNIVERSITY
CRIMINAL COURTS TECHNICAL ASSISTANCE PROJECT
Institute for Advanced Studies in Justice
The American University Law School
Washington, D.C.

A Program of the
Office of Regional Operations
(Adjudication Division)
Law Enforcement Assistance Administration
U.S. Department of Justice



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ANALYSIS OF FACILITY NEEDS

of the

JUVENILE COURT

of

MEMPHIS AND SHELBY COUNTY
TENNESSEE

NOV 1973

MAR 8 1977

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TABLE OF CONTENTS

INTRODUCTION AND SUMMARY OF RECOMMENDATIONS 1

 Scope of Work 1

 Basis of Choice 3

 Recommendations 4

PROBLEM STATEMENT 6

 Facility Options 6

 Background of the Problem 7

 Facility Characteristics 7

PROBLEM ANALYSIS 9

 Major Functional and Spatial Relationships 11

 Options 17

 New Facility Construction 25

PRELIMINARY COST ESTIMATES AND COMPARISONS 26

APPENDICES

 Appendix A: Existing Space Use Plans

 Appendix B: Photographs showing Existing Space Use

This report was prepared in conjunction with the Institute's Criminal Courts Technical Assistance Project, under a contract with the Law Enforcement Assistance Administration of the U.S. Department of Justice.

Organizations undertaking such projects under Federal Government sponsorship are encouraged to express their own judgement freely. Therefore, points of view or opinions stated in this report do not necessarily represent the official position of the Department of Justice. The contractor is solely responsible for the factual accuracy of all material presented in this publication.

INTRODUCTION AND SUMMARY OF RECOMMENDATIONS

SCOPE OF WORK

At the request of the Criminal Courts Technical Assistance Project, the American University, Washington, D.C., a brief study has been conducted by Space Management Consultants Inc. to evaluate facility needs of the Juvenile Court of Memphis and Shelby County, Tennessee. Special consultation about aspects of court programs, staffing, and services was provided by Mr. Rex G. Smith, Assistant Director, Juvenile Court Services, Maryland State Department of Juvenile Services, as an aid to estimating present and future space needs.

Prior to a two-day site visit in early March, 1973, effective coordination by Mr. Joseph A. Trotter, Jr., Project Coordinator at American University, and Mr. William Fulmer, Clerk of Court, provided the consultants with facility plans and statistical reports in addition to other background information about the court's activities.

During the two days on-site, the consultants met with Judge Kenneth A. Turner to discuss work scope and explore the court's history, plans, and needs. Key staff members were interviewed to determine functional and space relationships, the facility was inspected, and additional data was collected relevant to projected population, economic conditions, and school population and to development plans for city and county. That latter activity entailed visits to Shelby County Planning and Data Processing departments and the Memphis Board of Education. Throughout this visit, all court and other agency personnel were extremely cooperative and the coordination and guidance of Mr. Fulmer, acting on behalf of Judge Turner, were indispensable.

Participating in this project for Space Management Consultants Inc. were Dr. Michael Wong and Mr. Lawrence Siegel, with the consultation of Mr. Rex Smith, Maryland State Department of Juvenile Services.

Fundamentally, the scope and purpose of this project are to provide juvenile court with the information needed to reach an important decision; whether the court will remain in its present facility or construct a new one. Since the mid-nineteen thirties construction date, many additions

were made to the court building as caseload grew and operating procedures changed. At the present point in time, when the court's ability to conduct its business is once more limited by the size and plan of its facilities, it faces again the question of whether it can and should enlarge on-site or seek new quarters. Of significance today, however, is the possibility of acquiring a site in the proposed civic center project for construction of an entirely new facility.

The consultants' efforts consequently have been devoted towards developing information necessary to determine the dimensions of that problem, analyzing it, and presenting their findings to the court. In essence the following questions have been addressed:

1. Is it likely that present space inadequacies can be removed and space adequate for future operations can be provided by a program of space reorganization and renovation, and even new additions, in the existing facility?
2. How would expected space use realized by that program compare to what could be expected of a new facility?
3. What comparison can be made between costs of the renovation program and a new facility?
4. What steps should be taken by juvenile court to implement its decision relative to financing, scheduling, preparation of a detailed program of work, and completion of its chosen course of action?

Summarized in the following two sections are the consultants' findings and recommendations. In the remainder of the report, the study's results are detailed and preliminary budgetary cost estimates are presented for each feasible option.

BASIS OF CHOICE

The consultants have approached this project from the point of view that construction of new facilities should not be recommended unless their benefits can be clearly demonstrated against:

1. The feasibility of modifying the existing facility to adequately meet its present and reasonably expected future needs.
2. The ability of the existing (or modified) facility to be adapted in the future to meet such needs as cannot be well described today.
3. A cost differential, computed over the remaining useful life of both facilities, not in excess of any feasible alternative of equal quality.

Addressing the first point, an estimate of future needs has been made in terms of changes in intake caseload - which may as much as double by the end of the century - and changes in programs and court processes. An estimate of present space use deficiencies has also been made in terms of limitations they are placing on the effectiveness of court functions. From these estimates a gross analysis was made of means to improve space use by reorganizing and renovating the total facility. Limited by the scope of this program to block use studies rather than detailed planning, the consultants are reasonably satisfied that an increase in effectiveness can be achieved which would significantly reduce present deficiencies and offer some improvement towards the satisfaction of expected future needs. To achieve this result, however, requires a major renovation and reconstruction program having two significant drawbacks:

1. During the lengthy period of renovation, departments would have to be relocated periodically and noise, dirt, and other by-products of the construction work would disturb on-going court operations. Alternately, the entire court would have to be relocated to temporary facilities elsewhere.
2. In total cost, the renovation will reach approximately \$5 million for construction and relocation.

Considering the second criterion of choice, even after thorough-going renovation, only a limited capability to adapt to new space demands will have been achieved. The essential limitation is the building plan itself which

is unlikely to be overcome by any renovation, including construction within the existing light well - play yard.

Finally, the consultants have approximated the cost of a suitable new facility at some \$4.4 million, about \$1.4 million in excess of existing facility renovation costs. It is to be expected that such a new facility would have at least as long a structurally sound life as the existing court, and a functionally useful life, without substantial renovation, well in excess of the existing structure's. Given the age of the Adams Avenue building, a new facility erected now should be in active use long past the time when, inevitably, the present facility must be replaced because no further modifications can bring it to adequate utility.

RECOMMENDATIONS

Recommended Option

In consideration of the limitations of the Adams Avenue juvenile court facility in terms of its present unmet space needs, its probable future space needs, and its maximum adaptability to new space demands in the future; and based upon a comparison of the estimated costs of its renovation against those of constructing a new facility; it is the consultants' opinion that construction of a new juvenile court facility is justified. Because it has not been feasible, within the limited scope of this study, to study alternate sites, the consultants offer no site recommendation, but do not foresee any reason to rule out a possible civic center location. In the event that site is unavailable and another suitable location cannot be found, the consultants would recommend a major renovation of the existing facility, probably including construction within the present play yard, to enhance its adequacy for present and future needs.

Recommended Program for Action

If the juvenile court chooses the option of new construction, the general

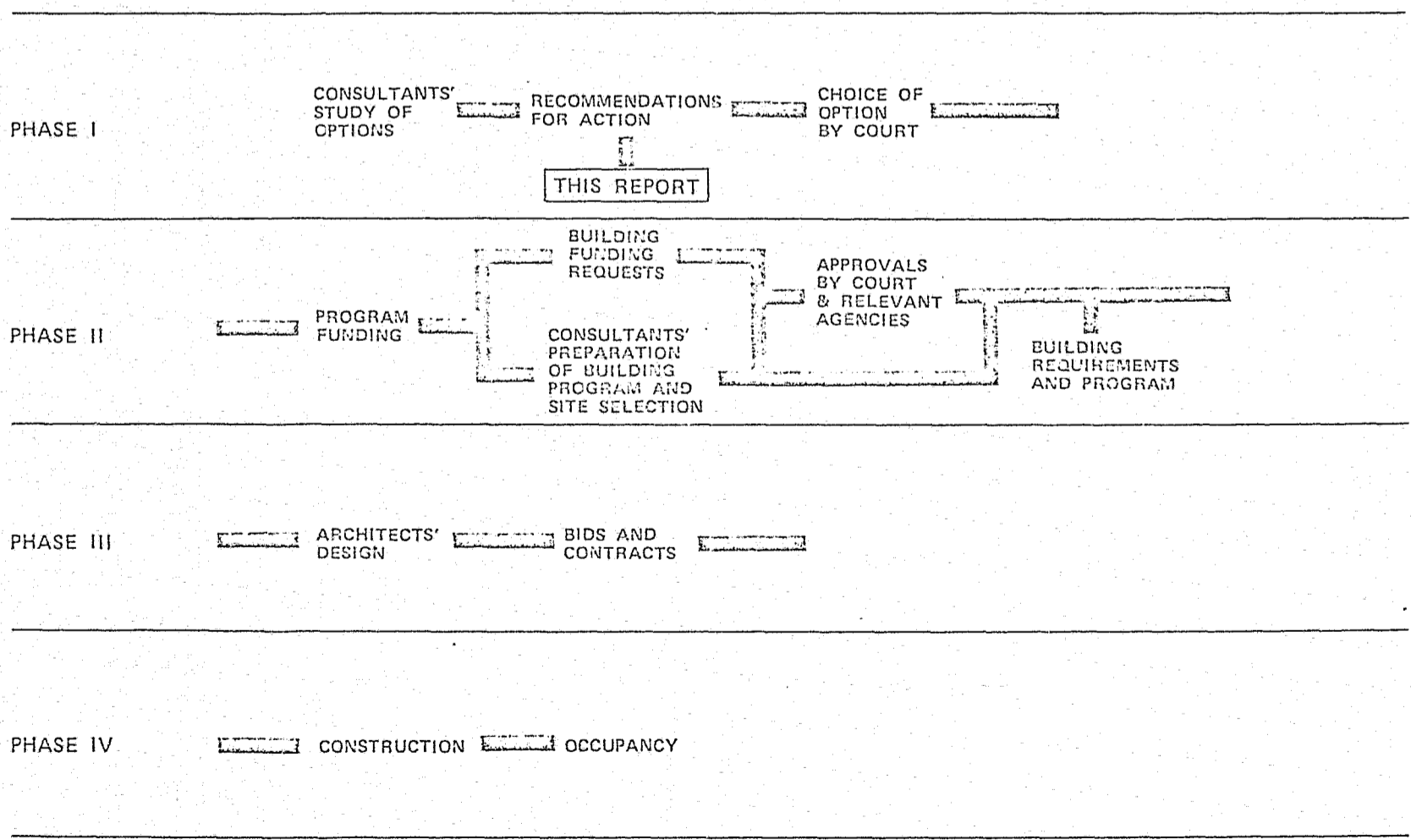


FIGURE 1 : RECOMMENDED PROGRAM

sequence of activities recommended is as shown in Figure 1. Perhaps the most significant step here is the preparation of the building program and requirements which spell out all the court's space needs in a format suitable for architect's use. This is the essential input to a successful effective design and should be prepared by a consultant thoroughly competent both in judicial systems and space use techniques.

PROBLEM STATEMENT

The consultants have been asked to examine the facilities and operations of the Juvenile Court of Memphis and Shelby County and make recommendations, in consideration of its probable future development, as to whether the court should remain in its present facility or construct a new facility. This problem has been explored by examining three options that are considered acceptable and a fourth we believe will be found unacceptable.

FACILITY OPTIONS

1. Remain in the present facility if it is now adequate and is likely to remain so. Studying the present operation of the court and its probable future caseload and operation, the consultants do not find this to be a realistic choice.
2. Remain in the present facility but reorganize the use of space to improve its existing functioning and renovate -- including additions if necessary -- to provide for future needs. The potential of the existing facility has been examined with the result that a major renovation program seems to be the only way to bring it to a state of adequacy for an expected growth of caseload and services.
3. Construct a new facility, at another location, designed to be adequate for projected future needs. In considering this option the consultants assumed availability of a contemplated site in the Civic Center near Superior Court and other criminal justice facilities.
4. The fourth option involves construction of a new facility - if such is needed - on the present site, replacing the existing buildings. Although

logically possible, this option is probably not feasible because it introduces major problems of court relocation for the interim period of demolition and construction.

BACKGROUND OF THE PROBLEM

In its existing facilities and operations, the Juvenile Court of Memphis and Shelby County presents a refreshing contrast to juvenile facilities of many other cities - courts and detention or shelter facilities both. Nevertheless, as pointed out by court staff and confirmed by the consultants' investigation, there are a number of deficiencies in the amount of space and its allocation to specific court departments and functions. At the present time these cannot be considered in any way to cripple the working of the court but represent difficulties to its proper and effective administration. But looking ahead toward the probable growth of caseload, coupled with what history shows to be inevitable changes in programs and procedures within the court, these facility deficiencies are expected to present severe -- perhaps even limiting -- restrictions to desired juvenile court operation in the future.

FACILITY CHARACTERISTICS

Looking at court facilities today, a general summary of its good and bad features includes:

Good Points

1. An excellently maintained plant. Clean and well-painted, it has a fresh and open atmosphere inside and pleasant lawns and trees outside.
2. Office space, especially for the several probation functions, is ample for present occupants, private, and compares well with the heavier utilization typical in many other courts.
3. Total bed space in dormitory and cell blocks for juvenile sheltering and detention is ample and either adequate in quality or easily improved.

4. Court location is relatively convenient to downtown Memphis but still fairly open. Public transportation has not been described as a problem.
5. A relatively intimate building of modest overall size, the Courthouse has been used effectively, given its relatively inflexible floor plan. Although space has been allocated so as to reduce, by and large, movement of staff and visitors, it has been necessary to distort several important space relationships.

Bad Points

1. The structure is composed of connected wings which, in total, occupy the site almost fully. Expansion is probably feasible only by adding one floor to the most recent two-story additions or by new construction in the existing play yard.
2. Reorganization of space use within the existing structure is limited in extent by the dimensions of the wings, compared to a unitary structure. For example, program changes are anticipated which might reduce the need for detention beds and consequently free some bed space in detention wings for other purposes. Alternate uses, for example as additional probation office space, are not easily provided, however. Each floor of each wing presents a unit of space, more or less in isolation, which would tend to separate, rather than integrate, the probation function.
3. Wing dimensions vary from a minimum of about 20 feet for cell-block wings to about 40 feet for the courtroom wing. Each wing or connecting structure is one singly- or doubly-loaded corridor. Large unit spaces, such as would be useful for hearing rooms, classrooms, recreation rooms, a meeting and training room, are difficult to create within such limited dimensions.
4. The heating and air-conditioning plant is composed of several separate plants, added to the original unit as new wings were constructed. Apparently, they are not fully satisfactory in operation.
5. Juvenile court's surrounding neighborhood is changing. Across Adams Avenue a medium-income mid-rise housing complex is reported scheduled for construction. As time passes expansion space or temporary quarters for occupancy while renovations are made to the courthouse may be quite difficult to find.
6. No provision for jury facilities is made in the existing facility. Jury trials, a reasonable expectation within the next ten years, would require a jury box in the courtroom, jury deliberation space, and jurors' assembly space. It will be difficult, at best, to provide such facilities in the Adams Avenue building, even with substantial modifications.

PROBLEM ANALYSIS:

Any court's use of space is, or is supposed to be, determined by its functions. How much space is devoted to each function and where each function is located relative to others and to the total court organization are basic determinants of overall court effectiveness. Over a period of time space organization is likely to become distorted because the building plan cannot be adapted in pace with changing functions. As in many other courts, this is an accurate description of the Juvenile Court of Memphis and Shelby County.

Juvenile court functions implement many programs designed to divert cases from traditional courtroom and correctional activities, to rapidly find temporary shelter for dependent and needy children, to ensure payment of support to wives and children, and to provide supportive services to children in a dependent or unruly status, in addition to a basic criminal justice operation. In these respects, because such programs are more frequently changed or introduced than the activities of many adult criminal courts, juvenile court space needs are also more subject to change. The nature of future changes and their impact on space needs, as well as the existing facility's adequacy for present needs, are both relevant to the problem here.

What are the significant changes that confidently can be expected during the next twenty or thirty years -- a time for which the present building should remain structurally sound?

The Memphis school system, eleventh largest in the country, is struggling with problems of school integration. With about 86 percent of the total county's population, Memphis represents the dominant source of juvenile caseload. Unlike many other large cities, Memphis is growing both in population and area, aided by a policy of annexing surrounding communities that is increasing its share of county total. Although total school-age population is growing, opposition to school busing may result in a reduction in white public school enrollment in favor of private schools. To gauge the effects of this complex situation upon the number or distribution of types of future juvenile court cases or the probable kinds of future programs and staffing is difficult, but it would be surprising

were changes not to occur.

Considering the relatively steady juvenile court caseload of the last four years, a period when total county population increased about seven percent, it seems reasonable that caseload will not increase much more rapidly than either juvenile population or total population for another ten or twenty years.

For planning purposes, considering national trends in juvenile offenses for the last ten years, it is necessary to consider the likelihood that intake can as much as double before the end of the century. Shelby County population has been projected to increase about 50 percent by year 2000; an annual average caseload increase of 3 to 4 percent, compared to that population growth, does not seem unrealistic and would double caseload in that period.

A number of programmatic changes are feasible and may well be anticipated during the next decade. A reduction in the number of delinquent and unruly juveniles detained overnight could be achieved by increasing the rate and speed of their release into parent's custody. This might well reduce the needed number of beds and total secure detention spaces. It has been some time since the average children's shelter occupancy approached its capacity, thus shelter space is not fully utilized. A more intensive recreational program might be introduced using more outlets, for example, ping-pong tables and other small units, within day rooms. The ratio of girls' to boys' detention might be increased to come more in line with national experience. Increased use of auxiliary probation services could well result in requirements for a larger full-time coordinating staff and also professional staff used in a training and consulting role. As caseload increases, the number of investigative probation officers must almost certainly increase correspondingly, and could increase even further right now if caseload per probation officer were reduced to improve quality. Any change increasing the number of cases proceeding to a hearing, whether caused by increased intake or procedural in nature, will necessitate additional judges or referees and hearing rooms.

Accepting change as the norm, rather than the exception, what is the capability of the existing facility to be adapted to changes as they occur? To assess that in detail (by studying a specific reorganization of space use

and estimating the reallocation, renovation, and expansion work necessary to overcome existing deficiencies and meet reasonable future needs) is beyond the scope allowed the consultants. Instead, the consultants have assessed the reorganization potential of the structure to improve individual deficiencies, without regard to system-wide effects, and have speculated on program changes that in our opinion might or should be implemented. To the degree it appears feasible to satisfactorily modify space use at tolerable cost without disrupting on-going court processes, this will be a realistic means to solve juvenile court's present and future space problems.

MAJOR FUNCTIONAL AND SPATIAL RELATIONSHIPS

The following are essential functional and spatial relationships which should determine the replanning of the existing facility or the planning and design of a new facility:

- Judicial
 - * Judges' Chambers - Courtrooms and Hearing Rooms - Director of Court Services' Office (Special Judge)
 - * Courtroom - Public Waiting Area - Attorneys' Conference Rooms.
 - * Courtroom - Minute Clerk's Office - Clerk's Office.
- Administrative
 - * Judges' Chambers - Secretary's Office - Administrator's Office.
 - * Courtroom - Clerk's Office.
 - * Administrator's Office - Administrative Services Spaces e.g. Personnel and Purchasing Spaces.
 - * Administrator's Office - Clerk's Office.
 - * Administrator's Office - Director of Court Services' Office.
- Clerical
 - * Public Lobby - Clerk's Office.
 - * Administrator's Office - Clerk's Office.
 - * Clerk's Office - Central Records Room - Minute Clerk's Office - Typing Pool.
- Court Services
 - * Administrator's Office - Director of Court Services' Office - Auxiliary Special Services.

ALL DEPENDERS
STATE
SOCIETY'S
ICES

WARRANT

FILES
NUMBER

DATE

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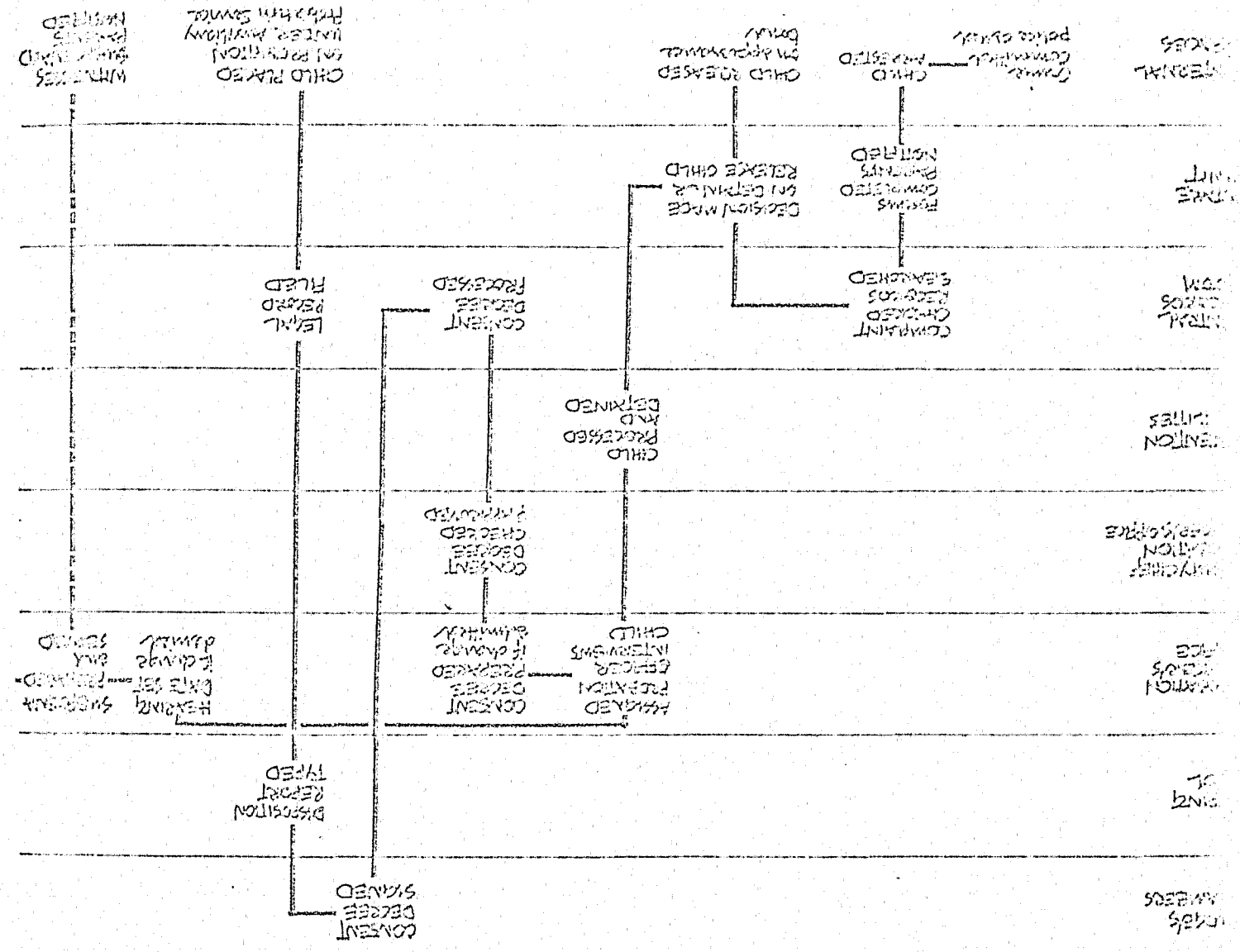
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FIGURE 2
SEQUENCE OF OPERATIONS: JUVENILE DELINQUENCY



PUBLIC DEFENDER
REMAINED

CHILD
INTERVIEWED

CASE
PREPARED

CASE
PRESENTED

PUBLIC
DEFENDER
REMAINED

HEARING

DETERMINATION

PUBLIC
DEFENDER
REMAINED
WITHOUT CASE

TAKEN UNDER
ADVICE

CHILD
PLACED
ON
PROBATION

CASE TRANSFERRED
TO AUXILIARY
PROBATION SERVICE

PRIVATE
ATTORNEY
EMPLOYED

CASE
PREPARED

CASE
PRESENTED
WITNESSES
& PARENTS
ATTEND
HEARING

CHILD RELEASED if not guilty
Sentenced to training school
Committed to rehabilitative center
Committed to mental institution

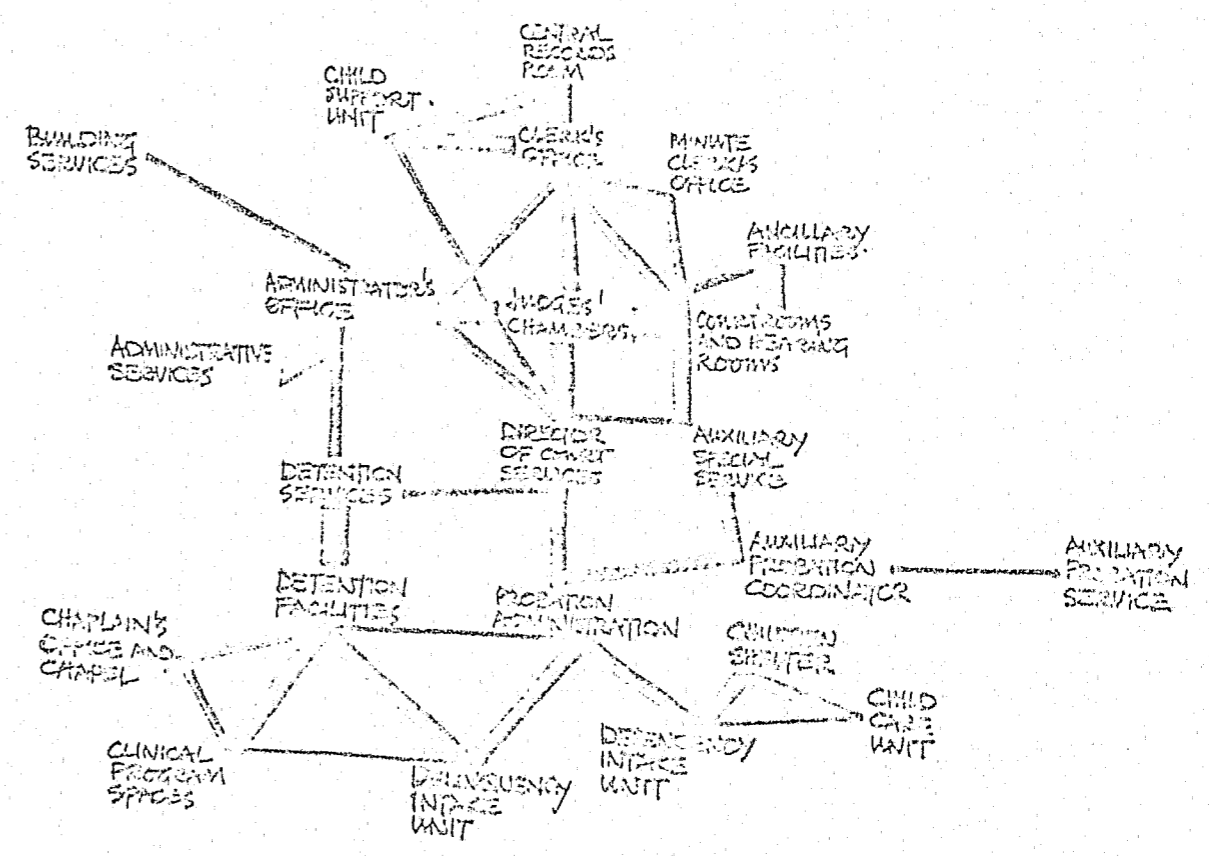


FIGURE 5
FUNCTIONAL RELATIONSHIPS - OVERVIEW

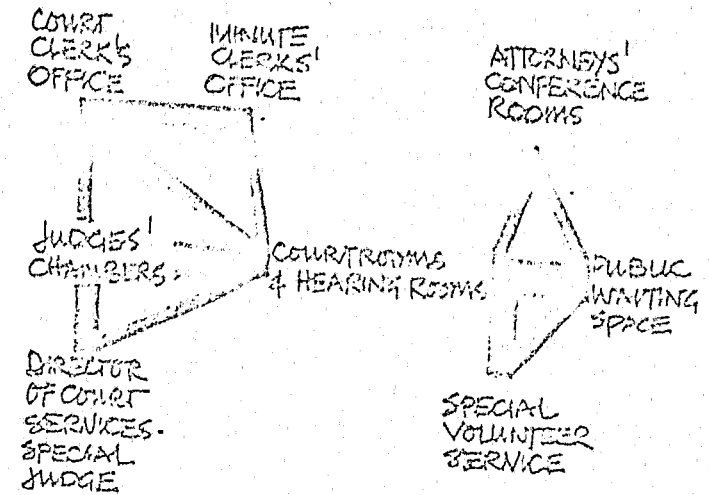


FIGURE 4
FUNCTIONAL RELATIONSHIPS - JUDICIAL

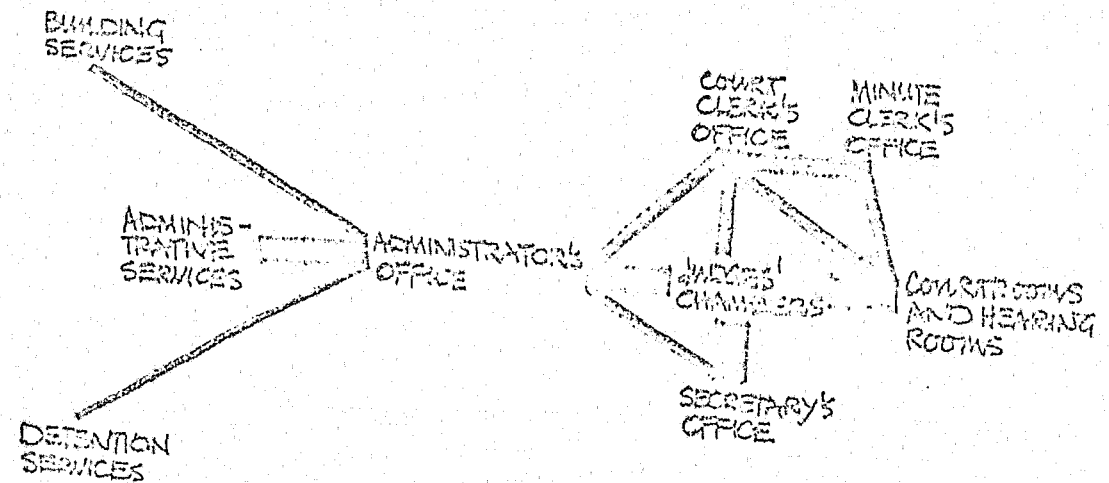


FIGURE 5
FUNCTIONAL RELATIONSHIPS - ADMINISTRATION

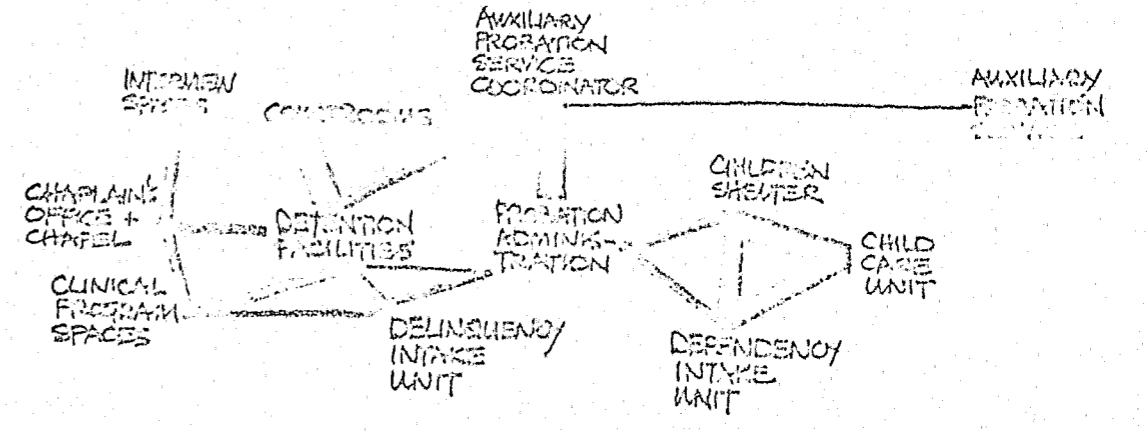


FIGURE 6
FUNCTIONAL RELATIONSHIPS - COURT SERVICES

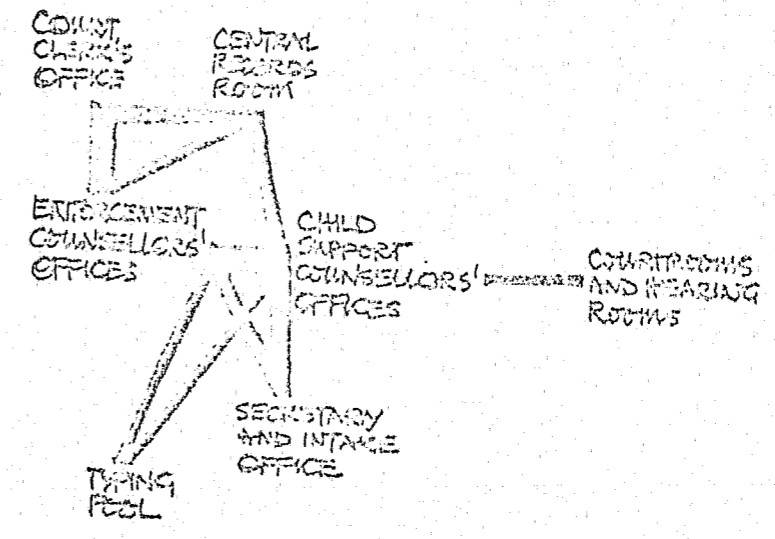


FIGURE 7
FUNCTIONAL RELATIONSHIPS - CHILD SUPPORT

<u>Court Services</u> (continued)	• Probation Administration Office - Coordinator of Auxiliary Probation Services.
a. Probation	• Probation Administration Office - Intake Unit. • Delinquency Unit - Detention Facilities. • Dependency Intake Unit - Child Care Unit - Children's Shelter Unit.
b. Child Support	• Child Support Unit - Central Records Room - Clerk's Office. • Child Support Unit - Process Department - Clerk's Office.
c. Detention	• Detention Facilities - Delinquency Intake Unit - Clerical Spaces. • Detention Facilities - Chaplain's Office and Interview Spaces - Chapel. • Detention Facilities - Courtroom - Interview and Conference Spaces.

The relative significance of these relationships are shown graphically in Figures 2 to 7. Figure 2 has been included to illustrate the type of flow chart used in analyzing space use. In full detail for each sequence of function all related operation, these would be prepared as part of the program derivation in Phase II.

OPTIONS

Reorganization and Renovation of Existing Facilities

While the existing Shelby County Juvenile Court Building is in good structural condition and well-maintained, several planning problems have dictated the use of spaces in the building:

Unsuitable Location of the Present Courtroom:

The location of the courtroom at the far end of the east wing, an addition built in 1956, is unfortunate in that the corridor connecting the new entrance from the parking field to the east wing with the front entrance in the original building becomes a public corridor. The rooms along both sides of this corridor are private administrative offices which should be

located in a private wing with limited public access. One possible solution to this problem is relocation of the courtroom and its ancillary facilities, including the Judge's Chamber, to a location in close proximity to the Adams Avenue entrance in the original building. Such a location would be within a short distance from the jury and exhibit storage area from the courtroom's present location. Considering possible future expansion needs to increase the number of courtrooms and hearing rooms and the need for convenient public access to these rooms, the only major expansion space for courtrooms and hearing room on the first floor would be the present courtyard which is directly accessible from the main entrance lobby to the building.

By relocating the courtroom, the entire east wing could be converted into private offices and would also accommodate expansion needs of the Clerk's Office and the Central Records Room.

Inadequacy of the Clerk's Office

The Clerk's Office is responsible for receiving, handling and disbursing all child support payment, fines and bonds. The Clerk is charged with maintaining the minutes of the Court and all other legal and social records. At present there are eight persons working in the Clerk's Office which, excluding the Clerk's private office, has 516 sq. ft. of usable area. Within this space are desks, chairs, public counters, filing cabinets, storage cabinets and an "Electriever" machine containing support pay cards. The space is overcrowded and no expansion is possible with the present space use. With the anticipated use in the near future of an on-line information system, considerably larger office space will be needed for the Clerk's Office.

Considering the possible relocation of the courtroom to the courtyard or its vicinity, the Clerk's Office should remain in its present general location as both major components would have direct public access from the main entrance lobby. The present location of the public counter, using the corridor as public space for those transacting business with the Clerk's Office, is unsatisfactory. A separate public space should be provided between the entrance lobby and the public counter to enable court business to be transacted efficiently and with proper dignity.

Separation of the Central Records Room from the Clerk's Office

There exists a strong functional relationship between the Clerk's Office and Central Records Room. Additionally, the Clerk is charged with maintaining all legal and social records. Staff of the Central Records Room are under the supervision and direction of the Clerk but its location on the second floor at the far end of the east wing (above the existing courtroom) is considerably distant from the Clerk's office and is not easily accessible. Communication between the Clerk's Office and the Central Records Room, the efficient operation of both offices and the deployment of personnel are adversely affected.

A strong working relationship also exist between the Child Support Unit, especially Enforcement Counsellors' Offices, and both the Clerk's Office (where pay cards are pulled for non-support cases) and the Central Records Room (where record searches are made and files are returned). By locating the Clerk's Office and Central Records Room in close proximity to one another, the effectiveness of the Clerk's Office in serving the Court's supporting agencies could be improved.

The Minute Clerk's Office, which is responsible for maintaining court minutes, is also under the Clerk's supervision and direction, and should remain in close proximity to his office. It should also be close to the courtroom and, possibly, judge's chambers (where court decisions are made and where consent decrees and other legal documents are signed).

Separation of the Typing Pool from the Administrative Units of Court Agencies

The present third floor location of the Typing Pool above the Central Records Room isolates this important function from the Administrator's Office to which it is responsible, from the Judge's Office which forwards files with attached case disposition reports, and from the Clerk's Office and Central Records Room with which documents are frequently exchanged. It would be desirable to move the Typing Pool from its present location to the first floor in closer proximity to the Administrator's Office, Clerk's Office, Judge's Office, Central Records Room and other administrative units of court agencies.

Possible Reorganization of Space

If the Courtroom and Hearing Rooms, Clerk's Office, Central Records Room, Minute Clerk's Office, Typing Pool and Judge's Office were located on the first floor, they would fully occupy the front portion of the original building as well as the entire east wing. Such a reorganization of these functions would enable the court to operate more efficiently and with minimum unnecessary traffic. However, such major reorganization and renovation entails major relocation and disruption of court and related operations as well as high renovation and construction costs.

Courtroom and Associated Problems

a. Conference Rooms. There is one Attorneys' Conference Room north of the corridor in the east wing, and a Judge's Waiting Room across the corridor which is also used as a conference room when necessary. The location of these rooms in relation to the courtroom would be improved if they were adjacent to the courtroom, or at least in a more private location away from the noise and disruption of a public corridor. With an anticipated increase in the number of courtrooms and hearing rooms, more conference rooms would be needed. If the courtyard in the original building were to be used for courtrooms and hearing rooms, several adjoining offices presently used by probation officers could be assigned as conference rooms.

b. Staff Amenities. While the courtyard would be suitable for housing courtrooms and hearing rooms, one disadvantage is that natural lighting of the spaces surrounding the courtyard and the use of the courtyard as a staff amenity would be eliminated.

Special Services to the Juvenile Court

a. The Clinical Program. The psychiatric and psychological personality evaluation component of the Juvenile Court is severely limited. However, even in its present form, its proximity to the detention quarters mitigates easy access and allows for security deficiencies should the child require movement to these offices for testing and evaluation. Expansion space should be provided for additional clinical services personnel whether the staff

of the Juvenile Court, individuals on a contractual basis, or persons on loan from the local Mental Health Clinic and/or Board of Education.

b. Volunteer Program. There are two distinct parts to this program; the first is called Special Services and the second and larger part is known as the Auxiliary Probation Officer Program. Space allocated to the Special Services volunteers is one small room, measuring 7 feet x 8 feet, adjoining the public entrance lobby. The Special Services Program makes use of a number of private citizens, primarily recruited from church and civic organizations, who provide a direct clerical and receptionist activity for various aspects of the Juvenile Court. More adequate space should be provided in close proximity to the building entrance.

The Auxiliary Probation Officers are volunteer supervisory probation officers for the Juvenile Court. They provide supervision, counselling and guidance to the nearly 1700 youngsters placed on probation status by the Juvenile Court each year. The closest connection between the Auxiliary Probation Service and full-time probation officers (paid members of the Juvenile Court) is through a coordinator who is primarily in touch with the Deputy Chief Probation Officer. Except for this, Auxiliary Probation Service should not need close spatial association with any other part of Juvenile Court. The service is so field-oriented that, at the present time, little or no space is required except for additional record keeping office and clerical space in the Coordinator's office. At least one full-time assistant coordinator and an additional full-time clerical assistant are necessary, both of whom would require office space and equipment. Such additional space, with additional space projected for the Clinical Program mentioned earlier, should be in close proximity to the detention facilities on the second floor. In addition, the consultants recommend the provision of a series of rooms grouped together for training purposes. One possible reason for the 40% recidivism rate of probation violation seems to be the lack of training and/or supportive services of a professional nature. It would be desirable to have senior probation officers with experience and training in the area of individual interviewing and counseling techniques, group work techniques, problem-solving and decision-making available for consultation with less experienced volunteer Auxiliary Probation Services personnel.

With relocation of Central Records to the first floor near the Clerk's Office, the second floor could be reorganized and designed to provide adequate space for the Clinical Program, Volunteer Services Program, Coordinator's Office and the Administrative Office of the Probation Department. As the Chief Probation Officer has civic duties beyond the Probation Department, his office should be in close proximity to the elevator and stair at the east side of the original building. It is conceivable that this entire court services operation be located on the east side of the original building in close proximity to detention spaces, as well as in the east wing on the second floor.

Detention Facilities

If the emergency shelter home program is expanded to include certain types of delinquency cases and if a supervision program is instituted allowing some juveniles involved in delinquency acts to remain at home instead of detention pending court action, the base number of beds required could be controlled to a level somewhat less than otherwise anticipated. Even with caseload increasing as projected, the consultants envision, over a long-term planning period, the need for not more than 40 beds for girls and 90 beds for boys. If a new juvenile court building is planned, it would be feasible to construct a facility with an initial capacity of about 25 beds for girls and 50 beds for boys, with the possibility of adding an additional unit when and if necessary. In the existing building, it is not considered likely that the present number of individual cells could be reduced or that portions of the space in three detention wings, plus the adult detention space on the north side of the second floor of the original building, could be renovated to accommodate the changing needs of detention and rehabilitation programs.

It would be desirable if the kitchen and dining facilities for boys and girls could be relocated to one of the present detention wings, leaving the entire front portion of the second floor for probation officers, especially those units in frequent contact with the public, including the Child Support Unit. Units that do not require public access should be located on the third floor. The Central Detention Intake Unit should remain in close proximity to detention facilities on the first floor where a significant number of inquiries

and complaints are made each day.

Relocation of the kitchen, dining and pantry facilities, and adult detention from the second floor would release a great deal of space which could be more flexibly designed to accommodate private and public circulation patterns separated from the secured movements of detention spaces. Although a desirable change, it does not appear to be feasible because the number of formal detention cells cannot be safely reduced at this time.

The introduction of more adequate recreation areas with different spaces designed for different functions would be feasible in a new building. The only indoor recreation spaces available now are a large television room for boys and a small room for girls where their days are spent. Outdoor recreation is limited to a small yard adjacent to the boys' recreation room. If other large rooms could be made available, recreational outlets for small group exercise and movement, for example, table tennis, arts and crafts, could be accommodated. Such spaces could also be designed as multi-purpose rooms for programs such as prescriptive educational analysis and easily administered social and personality assessment of youths detained. A new Juvenile Court facility could also have a small-scale gymnasium for detained juveniles incorporated in its design.

The existing locational relationship between detention facilities and the courtroom is both inconvenient and insecure. Juvenile and adult prisoners alike have to traverse the entire length of the building through private and public corridors and spaces to reach the courtroom on the first floor. While the degree and nature of prisoner security in a juvenile court are different from that of an adult criminal court, security risks exist in the present facility due to lack of separation between secured movement patterns of detained persons and that of staff and public. By locating courtrooms and hearing rooms in or around the courtyard, the distance of prisoner movement from the detention facilities would be reduced, secured movement could be isolated to a large extent, and the degree of security could be improved.

Fragmentation of Related Functions and Spaces

In addition to the deficiencies in functional and spatial relationships between major functions, other more subtle and detailed inefficiencies in planning space use are also noted. For example, the Casework Supervisor, presently

located with the clerical and administrative functions in the east wing on the first floor, should be on the second floor in close proximity to boys' detention spaces. Operating efficiency could be improved by grouping functionally related personnel. For example, personnel in the Child Care Unit are presently located in isolated offices, and personnel in the Delinquency Unit are similarly separated. Spaces for psychologists and psychiatrists should be grouped together and located in close proximity to other clinical spaces designed to evaluate and test physical and mental conditions of persons involved in the Juvenile Court process.

By locating judicial, administrative and clerical functions on the first floor, major portions of the second and third floors could be devoted to court services, especially to the various units of the Probation Department. Spaces assigned to each unit should be planned and designed according to its specific needs and these two floors should be planned and designed according to the functional relationships that should exist between these units. The Intake Unit, however, should remain on the first floor to handle inquiries and to effectively perform intake functions.

It is envisioned that caseload may have doubled by the end of the century. With a projected increase in diversionary programs and emergency shelter programs for both dependent and delinquent juveniles, it is expected that the number of probation officers will increase substantially over the next 30 years. Even with tighter planning of the spaces vacated on the second and third floors, if clerical functions were moved to the first floor, the amount of space available for future expansion remains very limited. Either an additional floor would have to be constructed or another building wing added to accommodate projected future needs for increased court services. Anticipated new programs in Juvenile Court services in the future, and the possibility of jury trials in this court, would require considerably more space than presently available in the building.

In sum, improvement of the existing court facility should not be based on an intuitive or piecemeal approach. Minor renovation will not significantly improve those basic deficiencies presently in the building which may be the results of ineffective space planning based on inadequate knowledge of the operational needs of the Juvenile Court. From the above discussions, major

renovation and reorganization of the entire structure, based on properly established planning standards, guidelines and relationships, are necessary if significant improvements in the operational potential of space are to be felt.

To implement such major improvements on the present site would require careful coordination and scheduling of the construction work over a long period of time to minimize the inevitable serious disruption to court operations. The extent of necessary renovation to improve the use of the facility may require an alternative facility during the renovation phase to accommodate occupants until the work is completed. This would involve relocation costs from and return to the courthouse, rental cost if the temporary space is not state- or county-owned, and major disruptions to operations of the court and its ancillary and support agencies.

In addition, detailed studies would have to be made of the structure and fragmented mechanical and electrical systems of the building if an additional floor is contemplated. The capacity of building equipment and systems may not be adequate to service additional space, in which case another plant may have to be constructed, further fragmenting the already unsatisfactory mechanical and electrical systems and adding to their costs.

Structural and planning constraints of the building are also significant considerations in planning its reorganization and renovation. A building consisting of a series of wings with single- and double-loaded corridors provides very limited flexibility for replanning and reuse.

Considering all the above factors, the consultants conclude that the reorganization and renovation of the existing court building would not contribute to the fair and prompt administration of juvenile justice, and recommend that a new Juvenile Court Building be adequately and properly planned on the proposed Civic Center site in Downtown Memphis. The existing building could then be used to accommodate county or city departmental offices with only minor renovations needed.

NEW FACILITY CONSTRUCTION

A new court building, if carefully planned and designed, would not be restricted by structural and other constraints. The Juvenile Court would continue to operate in its present location until the new building is completed at which time it could be relocated with the minimum amount of disruption to its operations.

A new facility can be designed to take advantage of all that is known about the court's operations to date and all that can be projected for its future needs. Constrained by site features and total investment, amounts of properly allocated space can be made available which are adequate for known needs and adaptable to changed future needs. The same is not true of the existing facility which is constrained by its basic design to some maximum improvement, regardless of cost, and subject to a marked cost difference between the simple relocation of functions to different spaces or such major renovations as gutting and rebuilding entire floors. The temporary relocation of personnel and court functions necessitated by extensive renovation is even more of a drawback to construction of a complete new facility on the existing site.

PRELIMINARY COST ESTIMATES AND COMPARISONS

Preliminary calculations show that the first, second and third floors of the existing building have 21,310 sq. ft., 18,720 sq. ft. and 11,720 sq. ft. gross, respectively, a total of 51,750 sq. ft. gross area. This is equivalent to approximately 36,200 sq. ft. net, based on an average net-to-gross area for such buildings of 70 percent.

It is estimated that the renovation of the existing building outlined above would cost in the vicinity of \$1.5 million, based on a unit renovation cost of \$30 per sq. ft. gross. The addition of another floor above the existing building plus use of the courtyard for additional courtrooms and hearing rooms would add approximately 20,000 sq. ft. gross. Assuming unit construction cost of \$60 per sq. ft. gross, this new construction would cost about \$1.2 million. Total cost of the renovation and construction would be in the vicinity of \$2.7 million.

For a new court building, assuming a gross area of 80,000 sq. ft., or approximately 56,000 sq. ft. net, construction cost, exclusive of land acquisition, would be in the vicinity of \$4.4 million, based on a unit construction cost of \$55 per sq. ft. gross. Over the new building's life span of at least 50 years, its additional \$1.5 million cost is not large. In fact, if the court is relocated to temporary quarters while the court-

house is being renovated, relocation and rental costs (for commercial space if no suitable county- or city-owned facility is available) over a 12 month period alone would probably be in excess of \$350,000.

APPENDIX A
EXISTING SPACE USE PLANS

(Not included in this copy)

APPENDIX B

PHOTOGRAPHS SHOWING EXISTING FACILITY

Photographs No.

1,2	Front entrance, Adams Avenue
3,4	Front facade
5,6,7	West side showing parking areas
8,9	Rear facade
10,11	East side
12	Courtroom
13	Central Records room
14	Large unassigned area
15	Word processing unit
16,17	Typical boys' cell
18	Boys' dormitory
19	Girls monitors' office
20,21	Typical probation interview office

