

***Official Proceedings
Codington County Justice Advisory Committee
City Council Chambers, Watertown City Hall
Watertown, SD 57201
May 12, 2015***

The Codington County Justice Advisory Committee (CCJAC) met in the Watertown City Council Chambers on May 12, 2015. In attendance were Lee Gabel, Tyler McElhany, Larry Wasland, Megan Gruman, Al Koistinen, Greg Endres and Toby Wishard, as well as non-voting members Tom Walder and The Honorable Robert Timm. The meeting was called to order at 6:33 p.m. by Chairman Gabel.

Agenda Approved

Motion by Wasland to approve, motion seconded, all in favor; agenda approved.

Minutes Approved

No corrections or questions were presented to the minutes from April 9, 2015. McElhany moved that the minutes be accepted; motion seconded, all in favor, minutes approved.

State of Process to Fulfill Commissioners' Instructions to the CCJAC

- **Regarding Instruction #1: Review previous work to determine need for further analysis**

The summary report has been completed and sent to the Board of County Commissioners.

- **Regarding Instruction #2: Analyze and recommend to the BoCC ways to obtain the needed analysis**

CCJAC has acquired the services of two consultants: Mr. Bill Garnos to study the jail needs, and the National Center for State Courts (NCSC) to study court needs.

Discussion: Overview of Design Considerations for Court Facilities

Mr. Chang-Ming Yeh, Principal Court Facility Planner for the National Center for State Courts, was present at the meeting to introduce the study by NCSC. He has been evaluating court needs with the NCSC for 28 years and has designed hundreds of courthouse projects. He gave the committee an overview of what issues must be addressed and what the end product of his study will be – a court facility needs assessment (see attached slides).

Mr. Yeh spent the day meeting with court personnel and observing court functions. He complimented Codington County on the outstanding historic courthouse and the excellent care that has been taken of the building. His facility needs assessment will look twenty years down the road. The possibility of extending the life and use of the present courthouse will be considered, as well as looking at an entirely new design.

Consideration must be given to determining what functions could remain in the current building and what functions will never be able to function in the current building. When repurposing an older building, issues include life safety (e.g. fire suppression), building structure (current courthouse has a

supporting column structure) and space standards. The current courtroom configuration is standard except: there is no vestibule separating the courtroom from the public hallway (making noise a challenge); there is no handicapped access provision for jury box, witness stand or public gallery; there are no attorney-client conference rooms; there is no provision for secure prisoner elevator transport and holding.

Mr. Yeh noted that the project is currently in the planning stage, which can be expected to take about six months. It is not unusual for the entire process to take three to five years.

The floor was opened to questions for Mr Yeh. Highlights:

- What will be the next step, when the assessments are completed?

When both the NCSC and the jail needs assessments are completed, it can take at least 12 months to synthesize the information and determine costs. The county will need to determine whether the existing building will be repurposed for court purposes. The needs of the jail and whether it will be co-located are key decisions. The county will need construction manager expertise. Jurisdictions need to have someone in-house or hire this expertise.

The public needs to understand the process, the effort and the conclusion so they can appreciate the work that has been done. Public awareness needs to involve the court, the county, local leaders, law enforcement and media. It will require everyone to chip into the effort to engage the community.

- Will you be looking at the proposed plan that failed at the last election; and will you be able to use data from that project?

The diagram from the last effort seems to be a mixed-use facility plan (jail/sheriff on first floor, court facilities second floor). The plan was for three large courtrooms (2200 sq ft each, larger than typical) and one hearing room. If you have a large courtroom, you will need to justify why, and explain why three large courtrooms are included in the plan. There are alternatives that are more cost-effective and cost is a major concern.

- In your past projects, do you have any ratios of the cost vs. tax base of the area?

Costs vary in different regions based on availability of skilled labor and local material. If the county uses the existing courthouse the costs will be less and will reduce the size of a new building by only relocating those services that can't be accommodated in the present building.

- The existing building is on the historic registry. Has the law been lenient with historic buildings in having to conform to the Americans with Disabilities Act (ADA)? If it is remodeled or added on to, does that come into play?

Historical buildings are subject to more lenient regulation. However, if a historic building is remodeled, the remodeled area needs to be fully accessible. If an addition to the building is an option, all public access can be located in the new addition with an ADA-compliant new entrance, relieving some of the regulation pressure on the existing building. Any public area needs to be fully accessible. For employee areas; only 5% needs to be accessible. Courtroom requirements are that only one courtroom needs to be fully accessible. Each gallery needs two wheelchair spots for each 50 seats.

- Will the assessment deal with structural issues and/or on caseload?

When you look at case filing projections, there are civil, criminal, misdemeanor, juvenile. The analysis will project based on case types. Each type will have a projection. Those projections help us identify what area of service will increase in the future.

Stakeholder Input

Codington County Historical Society Director, Christy Lickei, presented information on the current courthouse, its history, and considerations when evaluating future changes to the structure.

The original Codington County courthouse was built in 1884 on the same site as the present structure. This building was torn down in 1927, presumably because of deterioration of the local brick from which it was built (which was of poor quality). The current building is constructed of white Indiana limestone and is in a Neo-classical style with ionic columns, presenting an impressive public structure. A notable feature is the use of marble throughout, with a marble stairway and interior walls. The rotunda goes through all three floors with arches, original paintings, and ornate scrollwork with gold leaf. The building is listed on the National Register of Historic Places. There can be funds available for renovation and restoration; these are usually matching funds (requiring the applicant to pay a portion of the cost). There are different levels of renovation for a historic building, with varying restrictions:

- **Restoration** is the most restrictive; the purpose is to return each portion of the building to the same date or era. It may involve removing construction that is not of the original period.
- **Rehabilitation** attempts to bring the building to modern functional standards through minor alterations without changing original fabric of building.
- **Conservation** involves restoration of the exterior of a building.
- **Remodeling** brings functional changes to building while ignoring historical or architectural features.
- **Preservation** stabilizes the building, preventing further deterioration.
- **Reconstruction** involves building a new structure that looks just like the old one.

Many projects result in a combination of the above, using designs and materials that are compatible yet distinct with old and new together.

Concerning how the county can identify criteria that will help to preserve the desired historical features when options are eventually evaluated, Ms. Lickei suggested that the building façade and rotunda are probably the key features to preserve. She further suggested that the application and approval to place the present courthouse on the National Register of Historic Places might also contain some useful information. Ms. Lickei will obtain these records to identify possible considerations.

CCJAC Work Timeline:

In the coming months, the CCJAC will be waiting for two consultants to come back with assessments. Mr. Garnos will be in town from time to time working with the Sheriff's office. Mr. Yeh has gathered information and may not need to come back. He and others at the NCSC will be working to compile the assessment.

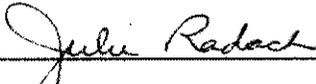
While waiting for the assessments, CCJAC members will need to visit other facilities that have been renovated. Attempts will be made to visit three or four facilities, but at least one where the jail and courthouse are combined and another facility where they are separate. Chairman Gabel will

communicate with committee members by e-mail about scheduling the visits for mid-June and July; the media will be invited.

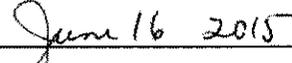
Upcoming meetings:

The next CCJAC meeting will be June 16, time and location to be determined. The July meeting is tentatively set for July 14. A future meeting may be scheduled in the morning to better accommodate the schedules of stakeholders in Court Services and the Clerk of Courts. It was agreed that the Watertown City Council Chamber is a desirable venue since the meetings can be televised and recorded; LATI (room 512) was also a good location.

There being no other unfinished business or new business, a motion to adjourn was made by Endres. Motion was seconded, all in favor; meeting adjourned at 8:23 p.m.



Secretary
CCJAC



Date Approved



CODRINGTON COUNTY JUSTICE ADVISORY COMMITTEE (CCJAC)

Helping leaders & citizens make good
decisions about justice issues



Instructions to CCJAC from County Commission

- Review the previous work done to develop the “Justice Center” proposal prior to the election in November 2014 to determine the need for further analysis regarding the space needs for the Court and jail,
- As necessary, further analyze or recommend to the Board of County Commissioners ways to obtain the needed analysis,
- Recommend to the Board of County Commissioners criteria to use in evaluating options to resolve Court and jail space needs,
- Recommend to the Board of County Commissioners options for resolving Court and jail space needs.



Instruction Task Tracker

Reports/ Recommendation	CCJAC agreement	Report CCJAC apprvd	Forwrd to BoCC	Comment
Review of pre-Nov 2014 work	General data on rising caseload & ADP. General info on facility needs. General info	Summary report		Done – Short Summary Report
Further self analysis	Space inventory			Limited Capability
	Compare to basic standards			
	Stakeholders			
	Funds inventory			
	Assumptions/Choices			
Recommendations for obtaining analysis	Jail			Mr. Garnos, NCSC
	Court			
Develop Criteria	Elimination			Planning Consultant(s)
	Comparative			
Develop Options	Facility			
	Execution (loc, \$, phasing)			



Obtaining Analysis

Technical Assistance Proposal from NCSC

- Analyze historic court filing data, workload measures, & population forecasts to infer the future growth of the court system, staffing & service for next 20 years.
- Review existing court operations & the use of the court facility to assess implication to the planned of future work environment.
- Establish functional space standards for the major court functional areas, based on the projected future court operations & service delivery.
- Estimate future court functional space requirements & overall building square footages for proposed courthouse plans over the next 20 years.
- Provide a document summarizing the study findings



Achieving Excellence in Court Facility Planning and Design

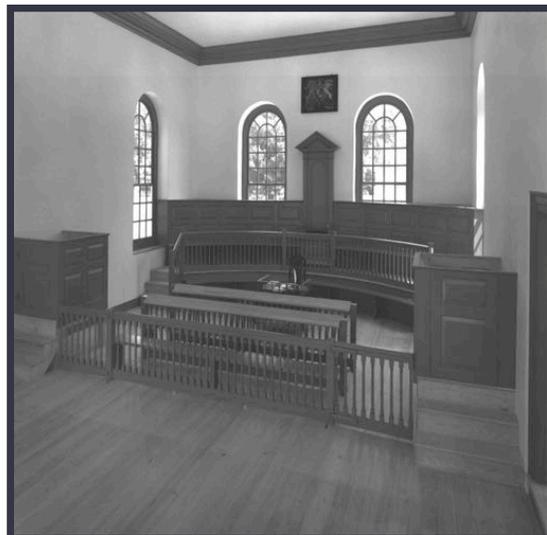
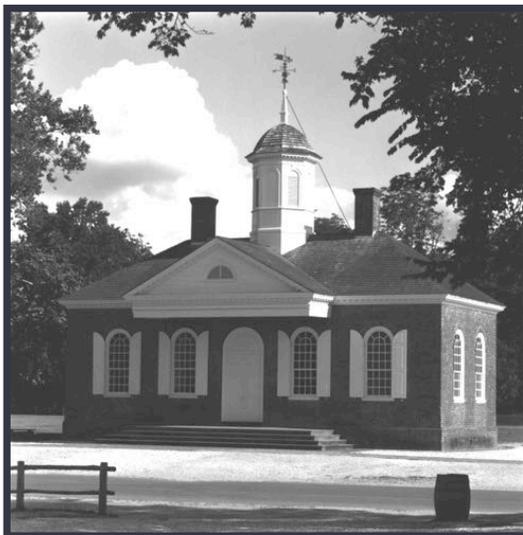
What Court Leaders Need to Know & Do in Planning, Designing, Building &
Modifying Court Facilities – Codrington County, South Dakota



Presented by Chang-Ming Yeh
National Center for State Courts



Historic Courthouse Williamsburg, VA





Courthouse Design Trends and Challenges

- Complex Use -Functionality & Flexibility
- Extensive Use of Technology
- Functional Space Adjacency / Separate Circulation / Access Control
- More Security
- User Friendly
- Cost Conscientious
- Green Design/Environment Friendly



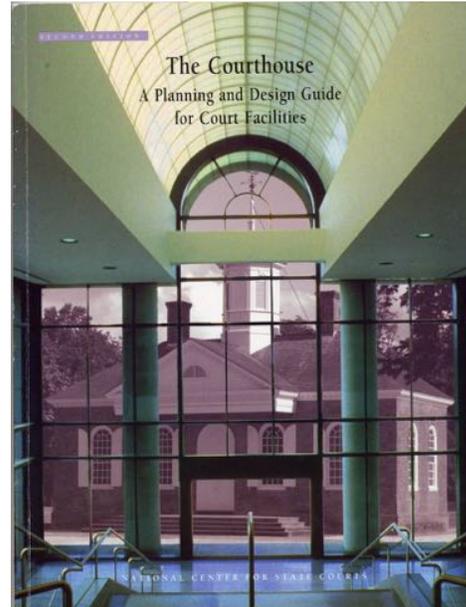
Planning Objectives Are to Answer the Following:

1. Where Are We Today?
2. What Will We Be in the Future?
3. *How Do We Get There?*



Modern Courthouse Space Planning Issues

- Functional Space Standards
- Functional Space Adjacency Relationships
- Stacking & Blocking
- Security Requirements
- Technology Requirements

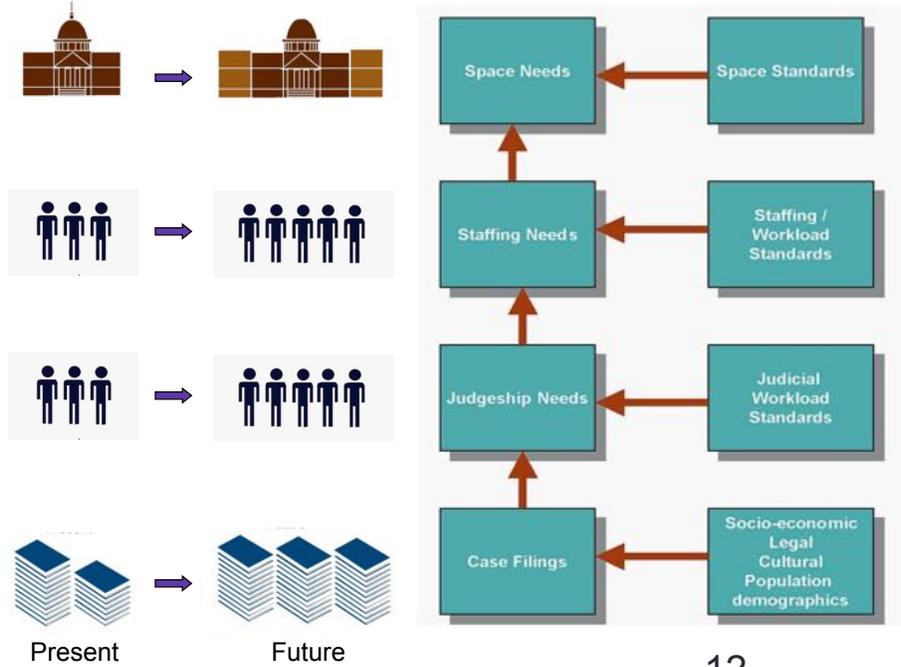


Court System Planning & Facility Impacts

- Realistic Forecasting
- Court Administration Best Practices on Efficiency
- Systemic Coordination
- Assessing Operational Impact of Alternative Solutions
- Sustainable Building Solutions and Site Considerations



Caseload Growth Relationship to Personnel & Space Needs



12



Future Growth and Work Environment

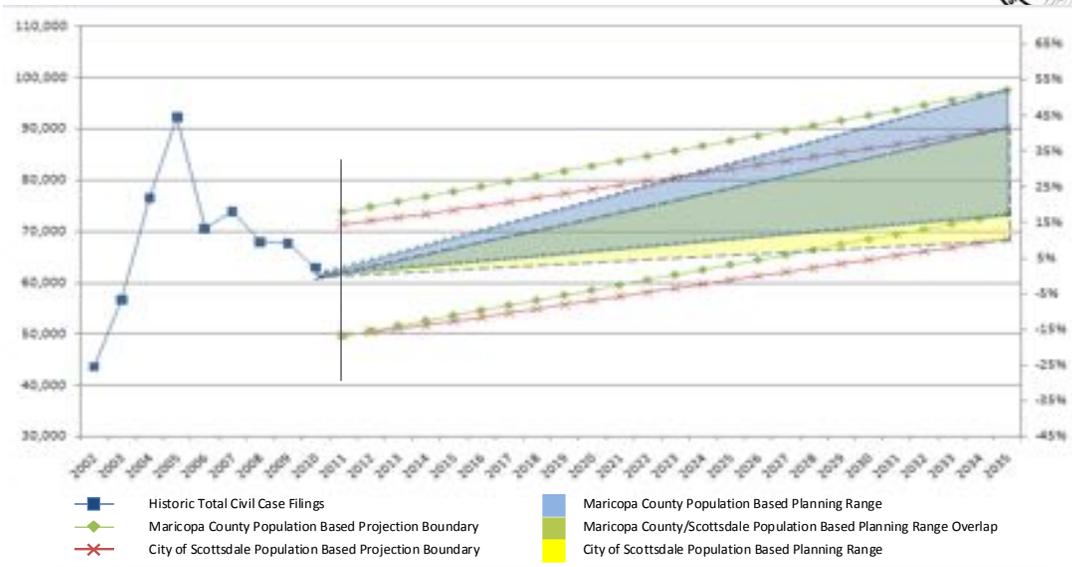


Table: Summary of Projected Civil Case Growth Rates from 2010

	2015		2020		2025		2030		2035	
	Low	High	Low	High	Low	High	Low	High	Low	High
Total Civil Cases	3.3%	8.6%	6.6%	17.2%	10.0%	25.9%	13.3%	34.5%	16.6%	43.1%



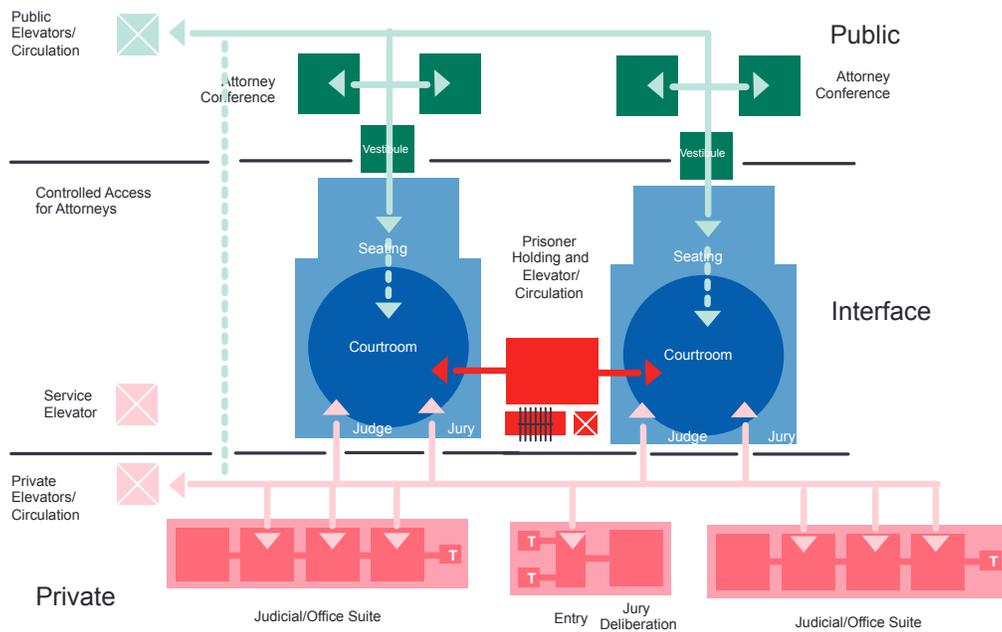
Courtroom Concept Model



Standard Civil/Criminal Jury Courtroom: 1,600 SF

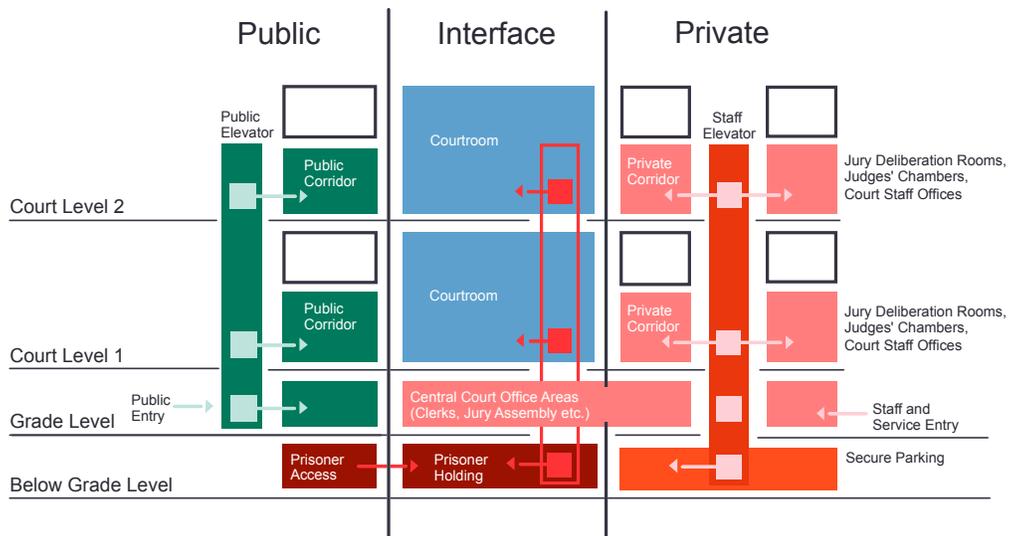


Courtroom Set & Court Floor Scheme





Courthouse Section



Modern Courthouse Trends

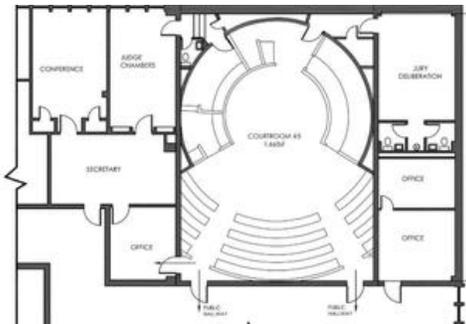




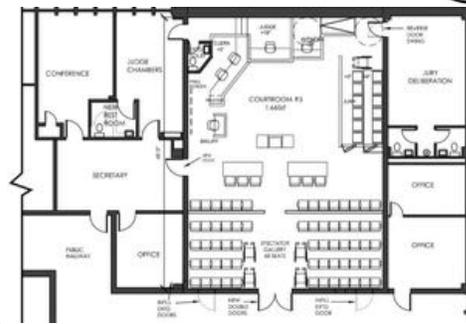
Considerations for Repurposing an Older Building

- Existing Building Size
- Building Occupancy
- Existing Building Configuration and Circulation
- Building Structure
- Life Safety and Building Codes
- ADA Accessibility

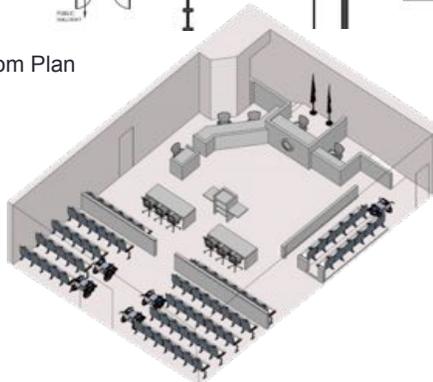
Remodeling Existing Buildings



Existing Courtroom Plan



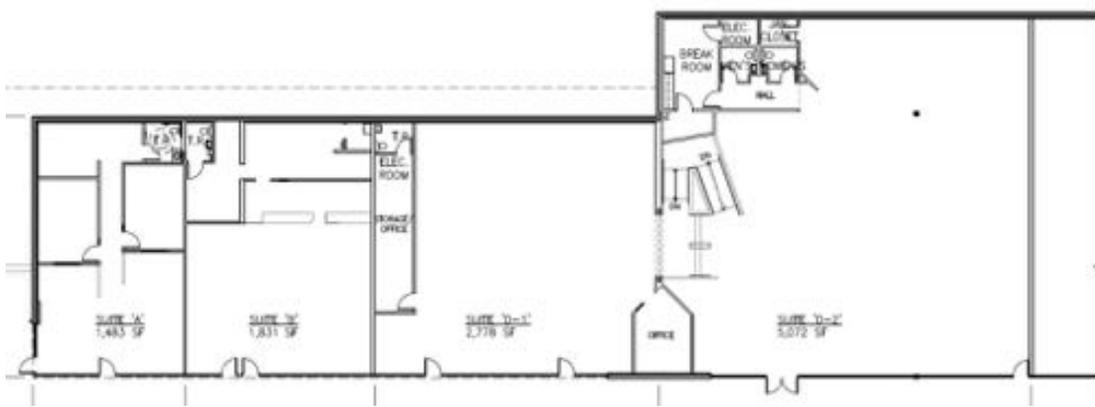
Remodeled Courtroom Plan



Remodeling Existing Buildings



Clackamas County, Oregon
Justice of the Peace Court



Existing Plan

Remodeling Existing Buildings



Clackamas County, Oregon
Justice of the Peace Court



Remodeled Plan

Alfred A Arraj US Court House



Alfred A Arraj US Court House

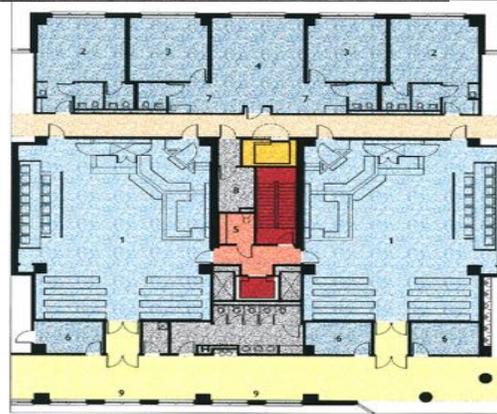
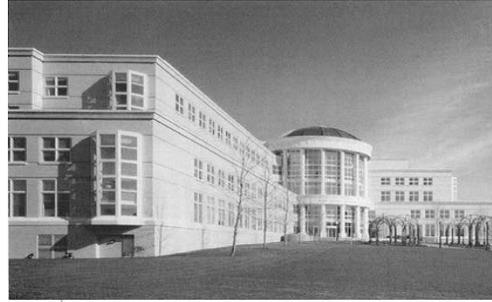


Typical Courtroom Floor

Court Administration Floor



King County Regional Justice Center



SUPERIOR COURT PLAN

- 1 SUPERIOR COURTROOM
- 2 JURY DELIBERATION
- 3 JUDGE CHAMBERS
- 4 CLERK/BALEIFF OFFICE
- 5 HOLDING ROOM
- 6 VICTIM/WITNESS COUCH
- 7 RESTROOMS
- 8 MECHANICAL/ELECTRICAL
- 9 WAITING

Osceola County Government Center



Osceola County Government Center



Project Life Cycle





Thank You



Franklin County Courthouse, OH



Maricopa County Criminal Courts Tower, AZ



Pinal County Courthouse, AZ

Chang-Ming Yeh
National Center for State Courts
cyeh@ncsc.org
303-308-4302

General Courthouse Design Considerations



- Court Organization and Administration - judicial assignments, calendaring, courtroom ratios
- Future Facilities Requirements - changing case types, demographics
- Site Selection - public access, location of judicial and detention facilities, centralized and satellite judicial facilities
- Flexibility of Design and Use
- Adjacencies - the location of functions within the facility
- Circulation and Zoning - public, private, and secure zones
- Square Footage Requirements
- Renovation – historic preservation considerations
- Building Codes - fire, safety, electrical, handicapped access

From <http://courthouseplanning.ncsc.wikispaces.net/Judicial+Facility+Planning+and+Design>



CODRINGTON COUNTY COURT HOUSE



The First Codrington County Court House





Temporary offices at the Lincoln Hotel



Current Court House









Renovation Options

Many court facility projects involve some amount of renovation or upgrading of existing facilities. The decision of whether to renovate the current courthouse or to build a new facility is often the first critical point in the facility-planning process.

This decision depends upon:

- the historical or architectural significance of the building
- the functionality of the current courthouse
- the ability to upgrade the existing structure to comply with modern code requirements
- the potential for future expansion
- needs of persons with disabilities
- cost
- security
- operational efficiency
- the potential for other uses for the facility



Restoration

Restoration is the most restrictive in its treatment of the building. When restoring a facility, the purpose is to return each portion of the building to the same date or era, often to the original condition. This may involve removing construction that is not of the restoration period.



Rehabilitation

Rehabilitation attempts to bring the building up to modern functional standards through minor alterations without changing the original fabric of the building.



Conservation

Conservation is the restoration of the exterior of the building to a stable condition and adding contemporary environmental systems while being sensitive to their integration with the original concept of the building.



Remodeling

Remodeling makes functional changes to the building while ignoring important historical or architectural features, removing or replacing these features without evaluating their significance or contribution to the building.



Preservation

Preservation stabilizes the building as found and prevents further deterioration.



Reconstruction

Reconstruction creates replicas of buildings or parts of buildings that may have been lost with time. Reconstruction may be based on historical records, written descriptions, drawings, or photographs; or it may be conjectural, based on a style of the period.



An active courthouse is a living building that cannot be frozen in time. Many projects result in a combination of historic treatments and new construction. This combination of approaches should be done honestly so that the true historical fabric can be distinguished from new construction while using designs and materials that are compatible and sympathetic.





Next Steps

- Support Consultants during assessment process
- Plan visits
- Get more stakeholder input
- Provide agenda Items



Future CCJAC Meetings

- Proposed Dates
 - June 16
 - July
- Visit Dates



Adjourn

- Available for questions from public afterwords