

**A FRAMEWORK FOR STRATEGIC FACILITIES PLANNING IN THE FIFTH JUDICIAL
DISTRICT OF PENNSYLVANIA**



**Institute for Court Management
ICM Fellows Program
2012-2013 Court Project Phase
May 2013**

**Renee L. Kimball
Director, Self-Help Center/Universal Intake
Fifth Judicial District of Pennsylvania
Pittsburgh, Pennsylvania**

Acknowledgments

I would like to take this moment to thank the people that were integral to my success in the Institute for Court Management in general as well as specifically to this project. First and foremost, I would not have completed this project without the guidance, advice and knowledge of my project supervisor and the Dean of the Fellows program, Dan Straub. He helped me mold the project into what you are about to read. His patience for my frustration was unending. Thank you Dan.

Dan was part of a team that pushed me to complete this project. His team member was Ray Billotte. Ray not only provided guidance but helped me choose a project, invested countless hours reading and re-reading half completed literature reviews, and listened to my irrational complaints and wild mood swings while I struggled to see the finish line. More than that, Ray is the reason I went through ICM in the first place. He identified that it would be something I would enjoy and at which I would excel. I am supremely grateful for that foresight. Thank you Ray.

I could not have completed my data collection without the help and support of my friend and co-worker, Amy Ross. Not only is she one of the smartest people I know and therefore one of the only people allowed to see my work in draft form, but she spent her own time as my scribe during the focus group session. She also helped me revise the PowerPoint presentation used in my focus group session. I would have no data from that session without her superb notes. Thank you Amy. And while I'm thanking Amy, I need to thank the focus group participants themselves.

Finally, I would like to thank those that helped me collect facilities and other statistical data. Those individuals are Claire Capristo, Jerry Tyskiewicz, Dan Reilly, (even though Dan told me he prefers to remain in the shadows!) and Sean Collins. Jerry has been sending me nuggets of information ever since I put a title to this project. In the final hours, he helped me find the information that really made my report relevant. My project and success in this endeavor are always in the back of his mind. Thank you Jerry. Claire and Dan took the time to scour their vault of building plans to provide me with exactly what I needed. Not only did they do that, but they really turned around that request within a matter of days. I could not be more grateful for the help and support. Thank you Claire and Dan. Sean answered my middle of the night email requests the same night I requested them to allow me to turn in a complete draft. Thank you Sean.

The help and support of all of the aforementioned individuals does not start and end with this project but is a constant. I am truly a lucky individual to know and work with all of them.

Table Of Contents

Acknowledgments iii

Table of Contents v

List of Figures ix

List of Tables x

Abstract xi

Introduction 1

Literature Review 7

 What are we Trying to Achieve? 7

 What is Strategic Facilities Planning? 8

 Beginning the SFP: The Strategic Facilities Analysis 10

 Performing the Caseload Analysis 12

 Organization Analysis from a Staffing Perspective 13

 Organization Analysis from an Operational Perspective 14

 The Basics of Reengineering 17

 Principles of Reengineering 19

 A Practical Application 22

Methods 24

 Survey Connected with the Strategic Planning Process of the Fifth
 Judicial District 24

 Focus Group: The Reengineering Team 26

Data Collection Regarding Existing Space use in the Downtown Campus...	30
Findings	31
Finding 1: Adequacy of Facilities	31
Finding 2: Distance one Must Travel to Access Court Facilities	31
Finding 3: Redundancy In Jury Operations	31
Finding 4: Ability to Complete Court Business Online	34
Effect on Jury Operations	34
Effect on the Arbitration Department	34
Effect on the Orphans' Division	35
Customer Perspective	35
Finding 5: Instructions to Self-Represented Litigants	36
Finding 6: Customer Expectations.....	37
Finding 7: Community-Based Programs and Rehabilitative Services	42
Finding 8: Case Types for which Centralization is Ideal and Case Types for which Decentralization is Ideal	43
Finding 9: Staff Perspective Regarding Centralization	46
Finding 10: The Fifth Judicial District Website Access	47
Conclusions and Recommendations	48
Opportunities in Decentralization.....	49
Conclusion 1: Use Technology Solutions to Facilitate the Completion of Processes that can be Accomplished Outside of the Courthouse	49

Recommendation 1A: Facilitate Automation of Forms and Processes as well as Tutorial Services	50
Recommendation 1B: Increase Web-Based Services and Information	51
Conclusion 2: Case Types and Services that Better Lend Themselves to Decentralization.....	52
Recommendation 2A: Create Regional Justice Facilities that Include Space for all Decentralized Functions	53
Recommendation 2B: Incorporate the use of Technology to Reduce Redundancy in Operations	53
Opportunities in Regionalization	55
Conclusion 3: Customer Satisfaction is Balanced with Cost-Effectiveness if the MDJ Courts are Regionalized	55
Recommendation 3A: The Court Should Reorganize MDJ Courts into the Regional Justice Facilities.....	57
Recommendation 3B: Explore Opportunities in FTE Sharing, Shared Hearing Space and Shared Security Costs Associated with Regionalized MDJ Courts	59
Opportunities in Consolidation and Centralization	61
Conclusion 4: Customer Convenience will be Increased if Those Functions that Must Remain in the Downtown Campus are Reorganized into a Single Facility	61
Recommendation 4A: Determine Functions and/or Case Types that Must Remain in the Downtown Campus	65
Recommendation 4B: Determine Areas or Functions Ripe for Consolidation and Centralization Within the Downtown Campus in Order to Reduce Redundancy in Operations.....	66

Recommendation 4C: Plan the Space in the Single Downtown Campus Facility for Appropriate Flow of Court Users, Staff, Judicial Officers and In-Custody Litigants, While Also Considering Frequency of Use of Offices by the Public.....	67
Recommendation 4D: Incorporate the use of Technology to Allow Communication with Regional Justice Facilities to Further Increase Access to Justice.....	69
Summary.....	71
References	75
Appendix A: Additional Details Regarding the Strategic Plan Survey Respondents.....	79
Appendix B: New Case Filings in 2011 for Cases Proceeding in Buildings in the Downtown Campus	82
Appendix C: Strategic Plan Survey Responses: Most Desired new Programs/Services in the Next Three to Five Years	83
Appendix D: Family Law Facility Building Plans.....	84
Appendix E: Courthouse Building Plans.....	90
Appendix F: City-County Building Building Plans	96
Appendix G: Frick Building Building Plans	100

List Of Figures

Figure 1: The Not so Extraordinary Family Division Filing	2
Figure 2: Map of the Downtown Campus	4
Figure 3: Path Traveled by the Woman in our Example	5
Figure 4: Rhode Island Supreme Court Functional Relationships	14
Figure 5: 5 th Judicial District of Pennsylvania – 2011 Strategic Planning Survey Characteristics of Respondents	26
Figure 6: Criminal Division Jury Assignment Room	32
Figure 7: Civil Division Jury Assignment Room	33
Figure 8: Location of the MDJ Courts	55
Figure 9: Regionalization of MDJ Courts	58

List Of Tables

Table 1: Survey Questions and Response Information From Court Users/Litigants Regarding Timeliness	38
Table 2: Survey Questions and Response Information From Attorneys and Justice System Partners Regarding Timeliness	39
Table 3: Strategic Plan Survey Responses: Most Wanted Changes/Improvements In the Next two Years – Judges/Court Employees	40
Table 4: Strategic Plan Survey Responses: Most Wanted Changes/Improvements In the Next two Years – Court Users/Litigants.....	41
Table 5: Strategic Plan Survey Responses: Most Wanted Changes/Improvements In the Next two Years – Attorneys/External Partners	42
Table 6: FTE Reduction Resulting from Opportunities in Regionalization	60
Table 7: Summary of Potential One time Construction Cost Savings Identified	71
Table 8: Summary of Potential Annual Operating Costs Savings Identified	72
Table 9: Potential FTE Savings Identified in the MDJ Courts.....	73

**A FRAMEWORK FOR STRATEGIC FACILITIES PLANNING IN THE FIFTH JUDICIAL
DISTRICT OF PENNSYLVANIA**

Renee L. Kimball

Abstract

Often organizations build processes around facilities. This creates operations that exist to accommodate the space in which the process is performed. As years pass and organizations attempt to update processes to modernize and accommodate customers all the while continuing to work around the facility, one may find redundancy in operations, lack of optimal operations, inefficiencies and a failure to meet customer expectations. The process of strategic facilities planning combined with reengineering concepts suggests that an organization take a global look at itself, rather than process by process, with an eye toward eliminating redundancy in operations as well as looking at the design of a facility from functional, customer and efficiency perspectives.

This paper begins that process for the Fifth Judicial District of Pennsylvania. Through the use of surveys of court users, external partners, judges and staff, and a focus group consisting of high-ranking individuals from all areas of the court, the impressions of these individuals and groups of individuals were gained regarding business process reengineering opportunities as well as related facilities modifications and desired facilities changes. Using these impressions, as well as follow-up discussions and an analysis of building plans and other statistical data, this project describes how the facilities and real estate needs of the Fifth Judicial District will be

affected by employing reengineering techniques, reducing or eliminating redundant operations, decentralizing some functions and consolidating those functions that remain centralized. Essentially, an overview of needed changes is compiled herein to lead to an eventual strategic facilities plan that will include and consider that this jurisdiction will reengineer some of its business processes.

The relevant literature reviewed to complete this project focuses on the concept of strategic facilities planning as well as examples of jurisdictions that completed a strategic facilities plan, what they looked at and why. Additionally, literature was reviewed that focuses on the theory of reengineering and relevant reengineering experiences of other jurisdictions. The research conducted for purposes of this project was based on the results of the literature reviewed.

The research consisted of surveys of court staff and Judges, court users and external partners in conjunction with the recent strategic plan that was completed by the Fifth Judicial District. Additionally, a focus group of court staff was conducted specifically for purposes of completing this project. The focus group was asked to identify and discuss redundant processes within the court, to propose some solutions and to view the processes and proposed solutions from the customer perspective. Follow-up discussions were conducted with some focus group members to expand on the conclusions. Finally, a review of building plans and other statistical data concluded the data gathering process for this project.

From the data collected, it was concluded that the court should explore the creation of regional justice facilities to house processes and services that do not necessarily need to be completed in a centralized facility. This would have the effect of increasing the efficiency of space utilization while enhancing customer satisfaction.

Furthermore, the court should embark upon a project to evaluate operations and consolidate operations where appropriate. This consolidation should include taking an inventory of those processes that are performed in the community and look to bring these processes to the regional justice facilities. Included in this analysis should be the Magisterial District Judges (MDJs). MDJ courts in the communities should be regionalized to allow all of the MDJs from one region to be housed in that region's regional justice facility. This entire process will have the effect of reducing the amount of leased space the court has in the community and increasing the customer's ability to complete multiple types of court business from one location.

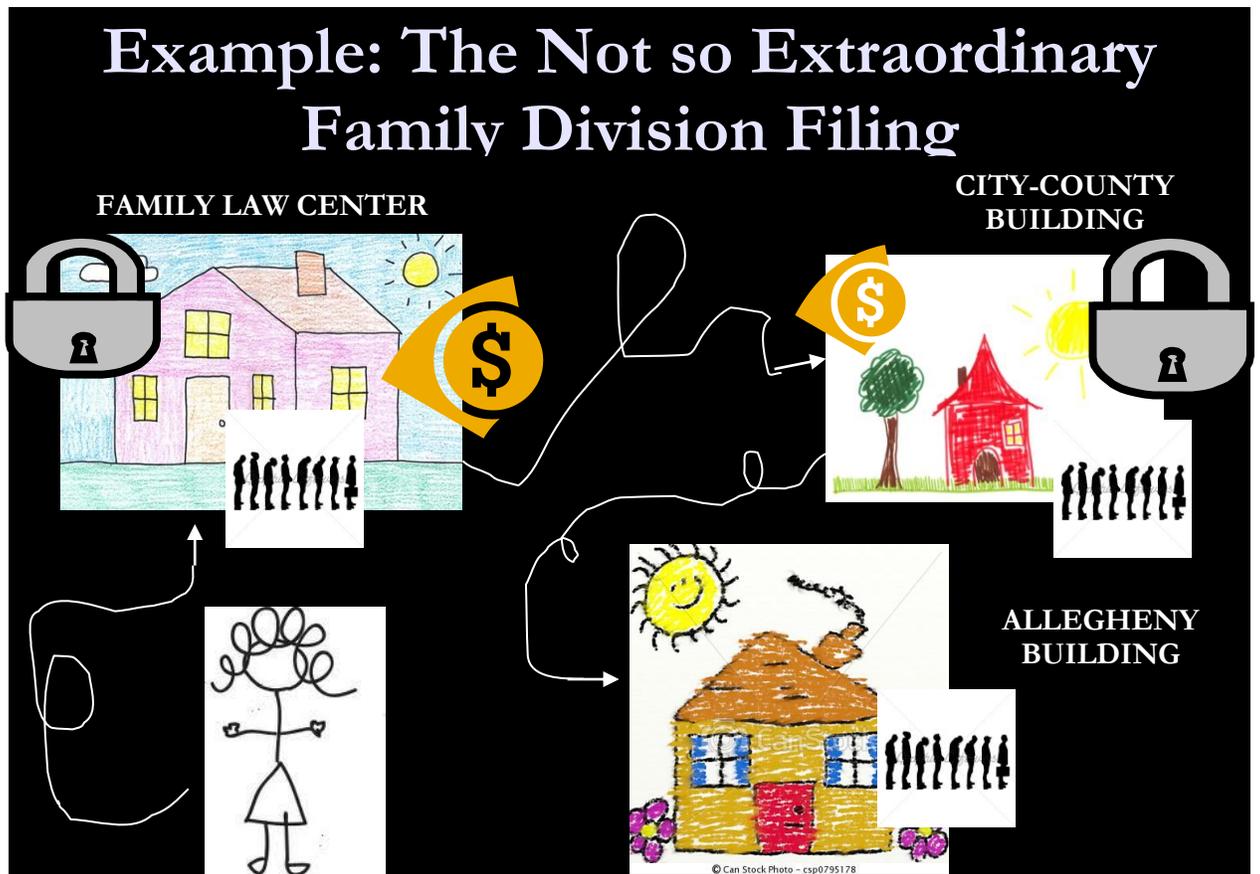
Currently, court operations are conducted in seven downtown locations. After decentralizing appropriate processes and functions, the court should review the remaining operations that are best accomplished in a centralized facility and consolidate into as few facilities as possible. The ideal consolidation of the downtown campus would consist of all downtown operations occurring in one facility to maintain streamlined operations and continue the effort to reduce or eliminate redundancy. Finally, the court should continue to incorporate technology to allow processes to occur remotely. This will allow the court to repurpose resources needed for those processes

that now can be performed remotely. Likely these resources will be repurposed to the regional justice facilities.

Introduction

Presently the Fifth Judicial District operates out of seven facilities in the downtown campus. This creates inefficiencies and redundancy in operations as well as hinders the public's access to justice by requiring individuals to access multiple buildings to complete one process in their litigation. For example, a woman attempting to file for custody, divorce and child support must access three different facilities (See Figure 1). She must first present her complaint for custody to the Custody Department in the Family Law Center, pay the requisite fees for the mandatory alternative dispute resolution program associated with child custody filings and receive a scheduling order for that program. She must then proceed to the City-County Building to access the Department of Court Records where she can file her complaint for custody and her divorce complaint and pay the filing fees for both. Finally, to file for child support, she must proceed to the Allegheny Building where she can file her complaint. She may need to wait in line in each facility. In the Family Law Center and City-County Building, she must proceed through security before being permitted to enter the building.

Figure 1: The Not So Extraordinary Family Division Filing



00

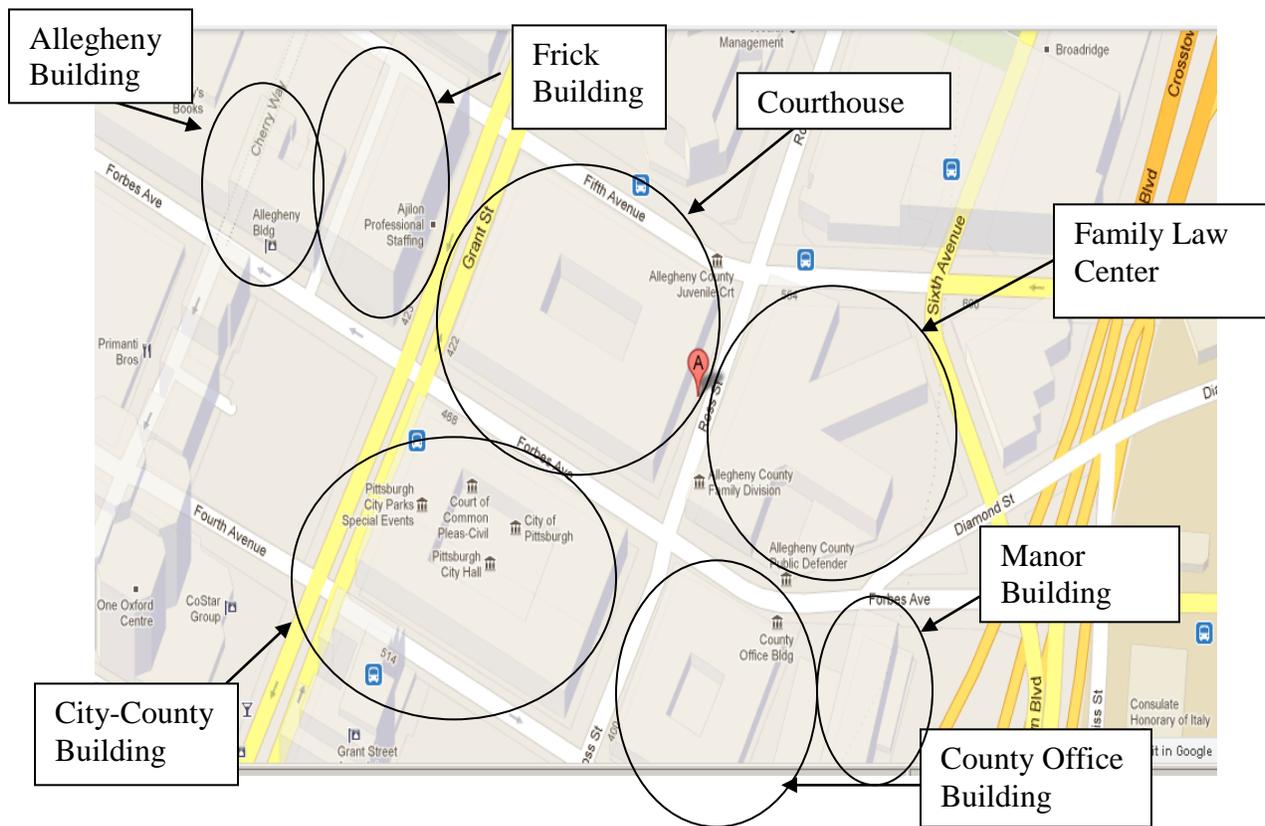
The concepts of both reengineering and strategic facilities planning would direct the Fifth Judicial District to analyze, from the customer's perspective, the ideal spatial relations of various business processes as well as the consolidation of redundant functions.

As mentioned, the Fifth Judicial District operates out of multiples facilities in its downtown campus. They are as follows (See Figure 2):

- The Courthouse, which houses, primarily, all Criminal Division operations (See Appendix E);

- The City-County Building, which houses, all Civil Division operations (See Appendix F);
- The Family Law Center, which houses most of the Family Division operations (See Appendix D);
- The County Office Building, which houses some miscellaneous operations such as a child support call center and the court reporters;
- The Frick Building, which is leased space that houses Court Administration, all Orphans' Division operations as well as the Information Systems and Technology Department (See Appendix G);
- The Allegheny Building, which is leased space that houses the Office of Conflict Counsel as well as the Child Support Intake and Inter-Jurisdictional Departments; and,
- The Manor Building, which is leased space that houses Pre-Trial Services and the Adult Probation Department.

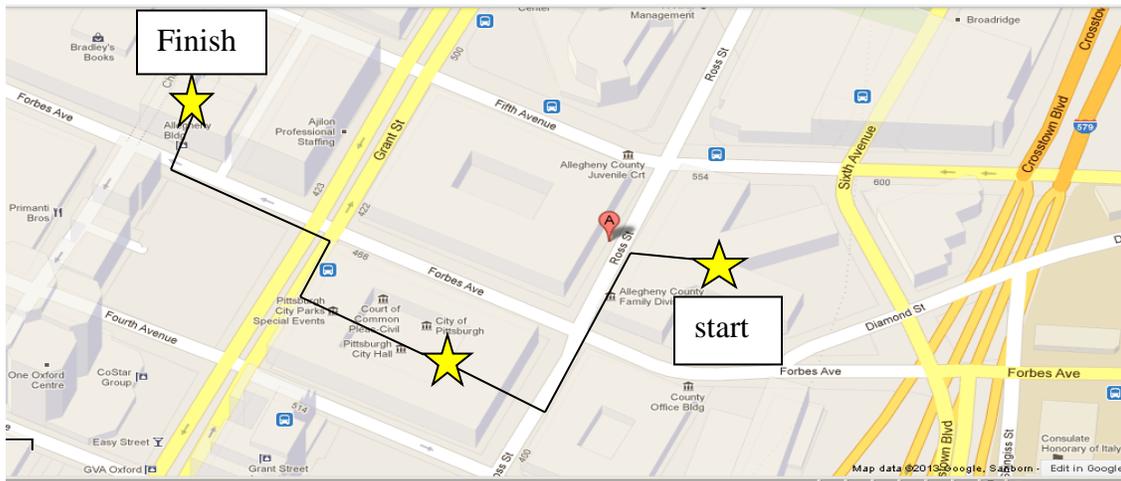
Figure 2: Map Of The Downtown Campus



These seven facilities house approximately 900 employees and are visited by people involved in about 126,000 cases of all types annually (see Appendix B).

The woman in our example must walk from one end of this array to the other, a distance of approximately 300 feet (See Figure 3). In doing so, she stands in three lines, passes through two security operations and interacts with some five court clerical staff. She is representative of approximately 1,000 court users annually having similar court business who must make this trek.

Figure 3: Path Traveled By The Woman In Our Example



From this figure, one is able to see that the buildings are not directly adjacent to one another thereby increasing the inconvenience experienced by the woman in the example.

Recently the Fifth Judicial District of Pennsylvania engaged in a strategic planning process where surveys were administered to court users, attorneys, justice partners, court staff and Judges. Seven strategic issues were identified from the responses to those surveys, as well as the results of several focus groups conducted with staff of all levels and authority within the organization. One of the issues identified was “Improve Facilities”. The need to consolidate facilities to create greater efficiencies and more user-friendly and customer-oriented services that are more effective for the user was a concern expressed by many survey respondents.

This project begins to set the Fifth Judicial District on the path to consolidating space and decentralizing those functions that, if located in the community, would be more

convenient to customers. Once we decentralize activities, this report recommends consolidating the existing functions performed and facilities used in the downtown campus. It is also important to note that this report recommends that decentralized activities be consolidated into regional facilities rather than individually housed throughout communities. Thus, this report suggests consolidating the seven facilities in the downtown campus as well as consolidating the more than sixty facilities currently operating throughout Allegheny County. Through an analysis of existing space use and operational relationships, this project intends to assist the court in identifying the best use of its facilities by maximizing use of existing resources as well as improving customer convenience and satisfaction. This project will set up the framework for the Fifth Judicial District to complete a Strategic Facilities Plan but does not actually complete the SFP for the court.

When a jurisdiction embarks on a facilities consolidation, remodel or construction, that jurisdiction typically creates, through the use of a consultant or otherwise, a Strategic Facilities Plan (SFP), also known as a Facilities Master Plan (FMP). The SFP or FMP is a comprehensive report that analyzes the needs of the jurisdiction through review of current operations and anticipated future operations, which may include an analysis of demographic and staffing changes. To frame this project, SFPs and FMPs from selected other jurisdictions were reviewed.

Literature Review

The Honorable Christine M. Durham and Steven C. Hollon, in their article titled *Creating a New Face of Justice*, caution courts that their future relevancy is contingent upon efficiency. It is no longer enough merely to provide the services a court is expected to provide. In times of significant budgetary deficits that are not projected to rebound, courts are faced with the challenge of increasing efficiencies without the luxury of additional resources, or even the resources of previous years. To accomplish this task, courts are exploring reengineering concepts (Durham and Hollon, 2010). Indeed the Honorable John T. Broderick, Jr. and Daniel J. Hall advocate that to achieve modernization and increased efficiencies in facilities, courts must employ reengineering principles due to budget shortfalls (Broderick, Jr. and Hall, 2010). Using reengineering concepts when attempting to modify facilities causes jurisdictions to look to strategic facilities planning.

What Are We Trying To Achieve?

In their article *Customer Service in Public Administration*, Waggenheim and Reurink list, in order of importance, what people expect from the public sector. People expect to be provided with (1) information and communication, (2) responsiveness, (3) problem resolution, (4) on-time, reliable, consistent service delivery, (5) competence of personnel, (6) accuracy, and (7) courteous and friendly service (Waggenheim and Reurink, 1991). When considering facilities design and the ideas of centralization and decentralization, it is important to keep in mind what the public is expecting of courts.

Facilities should be designed to aid the court in maximizing its ability to provide the public the level of service it expects. The facility should maximize efficiency while supporting the court in enhancing access to justice, providing adequate space to administer caseflow management practices, allowing appropriate flow of court users and participants in the justice system, and upholding the integrity of the court. In addition to considering the clients and users that will access the court, the facility should also foster employee satisfaction and provide an adequate work space to allow for a productive work environment (Ostrom and Hall, 2005). Recognizing and understanding what the public expects as well as reliance on the trial court performance standards will help to guide a court in creation of a facilities plan that will appropriately serve its jurisdiction.

What Is Strategic Facilities Planning?

Strategic Facilities Planning and the concept of reengineering go hand-in-hand. When evaluating the performance of court facilities, with an eye toward eliminating redundancy and streamlining processes, the employment of reengineering concepts will significantly influence the eventual shape, size and design of the physical facility. Strategic facilities planning (SFP) focuses on constructing a building to suit the specific needs of the organization. The Strategic Facilities Plan (SFP) asks that the organization's mission, vision and core values be considered as well as the organization's long-range needs (International Facilities Management Association [IFMA], 2009). The connection of the SFP to the organization's mission, vision and core

values is the point where the SFP intersects with reengineering principles. Clarke suggests that successful reengineering projects require an organization to provide a clear understanding of the current state of the organization, a summary of the values and vision that will direct change as well as a determination of the core functions that a court must provide. The extent to which a reengineering project is able to connect back to the mission of the organization will dictate the priority of that project among other competing projects (Clarke, 2010).

SFP is a cyclical process requiring the organization to regularly review and update the facilities plan while continuing to ensure that the facilities model the mission, vision and core values of the organization. By analyzing the long-range goals, the SFP allows the organization to define short-term tactical projects aimed at accomplishing those long-range goals. The creation of an SFP requires a compilation of all existing real estate assets as well as a clear understanding of the organization's business plan, including a determination of how the current business processes may change to meet future goals (IFMA, 2009). When creating the SFP, reengineering principles may challenge the organization to abandon existing processes completely and redesign those processes to increase efficiencies in the future (Hall and Suskin, 2010).

Instead of taking a strictly cost-based approach to facilities planning, IFMA suggests a business-driven approach. This requires the facilities manager to consider the following factors: (1) organizational readiness for facilities change, (2) projects currently underway within the organization, (3) how the business processes of the organization

may change, and (4) how those changes may affect the real estate needs of the organization (IFMA, 2009).

IFMA stresses that the SFP is a living document and should undergo regular revision (IFMA, 2009). It is important to remember that the SFP may change in response to any number of internal or external forces, such as change in budget allocation, change in staffing levels, and the like.

Organizations routinely complete an SFP or an FMP in an effort to responsibly plan a building to serve the organization's needs well into the future. Depicting responsible and prudent planning related directly to current and future needs often assists with acquiring adequate funding to complete the facilities project. To do this, jurisdictions must gather data to determine how the court has operated or should have operated in the past and how it is operating in the present in an effort to project how the court will operate or will need to operate in the future. From this, a building may be designed from a database and space program that suits the needs of the jurisdiction. The goal is to have the building facilitate the business processes as opposed to having the business processes designed around the constraints of the building.

Beginning The SFP: The Facilities Analysis

Hardenbergh, Tobin and Yeh indicate that the facilities planning phase includes two main tasks, a needs assessment and a resource evaluation study. They note that most facilities projects begin with the assumption that the existing facilities are inadequate. Therefore, it is important to begin the process of long-range facilities planning by

quantifying the deficiencies in the existing facilities. It is noted that existing space should be evaluated from the standpoint of reducing overcrowding as well as eliminating operational deficiencies, such as inadequate circulation patterns (Hardenbergh, et. al., 1991). It is customary for a jurisdiction embarking upon an SFP or FMP to complete a facilities evaluation. This could include a space use analysis, which includes documentation of building deficiencies, as well as the creation of spatial relationship (See Figure 4) and circulation diagrams.

For example, using the facilities analysis, and more specifically the analysis of the physical limitations of space, the Dade County, Florida, Eleventh Judicial Circuit of Florida Civil Courts demonstrated how space effects operations (Carter Gobel, Geisler Smith, 1987). Haywood County, North Carolina District Court documented building efficiencies and deficiencies, noting the frequency of use of spaces, most notably, courtrooms (Hoke, 1987). Norfolk County, Virginia included in their analysis an evaluation of replacement potential as well as energy efficiency, accessibility and technical considerations (Hardenbergh, 1992).

Pinellas County, Florida Criminal Courts took this process one step further when it completed an analysis of the entire complex and then moved to analyzing each department that was intended to be housed in the Criminal Court Complex. To complete this final task, circulation diagrams as well as spatial relationship diagrams were completed to show the desired interrelationships of staff (Space Management Consultants, Inc., 1989). Pinellas County is also an example of reengineering in court

facilities design because it focused on the desired processes as opposed to the existing processes.

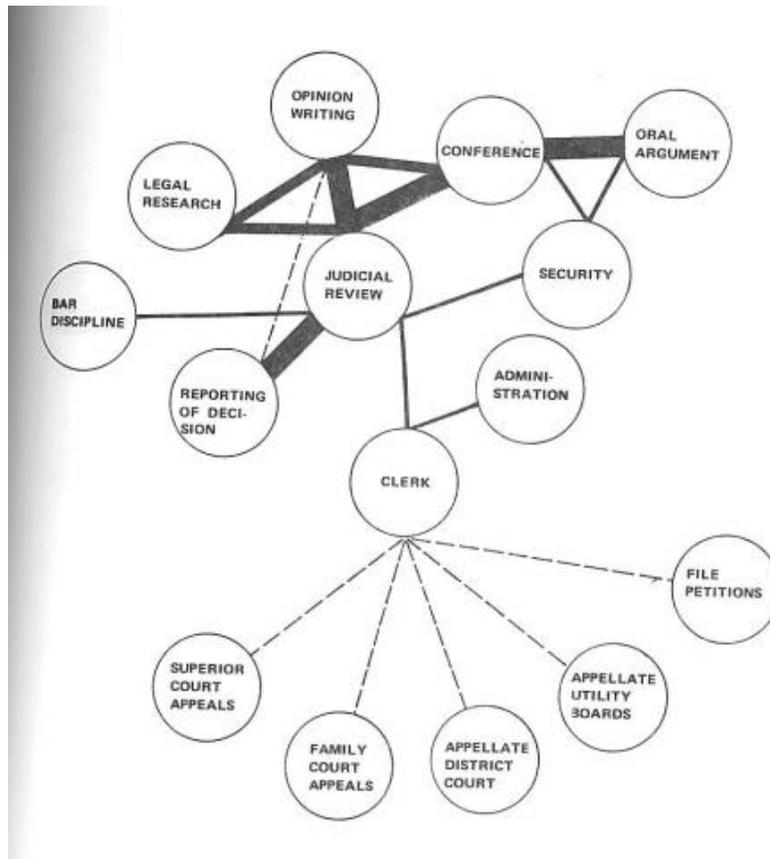
Performing The Caseload Analysis

During the SFP process, many jurisdictions also embark upon a caseload analysis to determine volume of use of the facilities in question. In *The Courthouse: A Planning and Design Guide for Court Facilities*, Hardenbergh, Tobin and Yeh indicate when conducting a needs analysis, caseload trends should be related to current and future staff requirements which then can be tied to current and future space needs. There are two methods of projecting caseload trends used most often. The first creates a projection based on historical case filings, where future case filings are estimated based on filing trends of the past. The second method is a projection based on case filings related to other variables, such as population (Hardenbergh, et. al., 1991). Glenn County, California Superior Court took these analyses and compared them to the data of similarly situated counties and considered this information in its facilities design (Smith, Omni Group, Wiley, 2002). Haywood County also analyzed change in court workload in an effort to project the future workload which correlated to future space needs. This analysis was intended to relate change in population to change in workload. It is noted that change in population tends to be correlated to changes in court workload but a changing population is not always, in and of itself, an indication of a change in court workload (Hoke, 1987).

Organization Analysis From A Staffing Perspective

An analysis of the organization from a functional relationship perspective is also often completed. It is necessary for the project team to understand how the organization functions, especially the detailed tasks performed by each staff member. This helps the project team to design a building with efficiency in mind. By determining the circulation patterns and adjacency requirements of staff as well as reporting chains, a project team is able to design the flow of the building to coincide with those needs. Reengineering principles suggest determining any modifications to reporting chains, circulation patterns and business processes prior to completing this task. The Rhode Island Judicial System created a chart attempting to depict how various offices and entities are connected through operations (Space Management Consultants, Inc., 1973) (See Figure 4).

Figure 4: Rhode Island Supreme Court Functional Relationships



Note how this diagram communicates to the planning team the strength of the relationships between all the functions. This allows them to make adjacency decisions for the occupants of the new space.

Organization Analysis From An Operational Perspective

It is also common for a jurisdiction to complete an operational analysis to determine business processes that may have an impact on facilities. For example, Norfolk County included in its report a discussion of judicial assignments noting how this may affect the

space in a courthouse. When judges are assigned to divisions and each division is housed in its own building, it permits the creation of courtrooms more tailored to the types of cases to be heard in that building. If, however, judges rotate divisions but remain with the same courtroom assignment, each courtroom must be able to accommodate all types of cases. Of course, when judges are not assigned courtrooms but rotate divisions, it allows the creation of courtrooms specifically designed for the type of case to be heard in that courtroom. The judge can then be assigned to the courtroom appropriate for the type of cases he or she is to hear that day. In Norfolk County, Hardenbergh also evaluated the calendaring system used. The type of calendaring system (Individual, Master or Hybrid) can dictate the size of courtrooms (Hardenbergh, 1992).

It is important to consider facility functionality issues during the SFP process. People enter a courthouse for a number of reasons. These reasons can include completing a filing, to serve as a juror, to participate in a trial, whether as a party, a witness or counsel, and to report for work as administrative staff or as a judicial officer. Considering the number of people that enter a courthouse and the reasons for which they enter, facilities planners routinely note the importance of developing zones of movement within a courthouse in an effort to manage the flow of people. The zones are then woven together by a circulation system separating public, private and prisoner paths of movement. It is important to contemplate the flow of traffic in conjunction with the organization's business processes during the SFP process. Phillips and Griebel

refer to this planning as a “central organizing element in the planning and design of courthouses” (Phillips and Griebel, 2003).

Courthouses are separated into four primary zones: (1) the public zone; (2) the private zone; (3) the prisoner zone; and (4) the interface zone. The public zone begins at the entrance to the courthouse as citizens enter and proceed through security. After proceeding through security, citizens generally proceed into the lobby to various counters, reception desks and information centers. Court operations that generally accommodate a high volume of incoming citizens should be located close to the central lobby area to avoid a high volume of citizens proceeding deep into the building. To accommodate adequate circulation of citizens, public zones should be clearly marked and limited to the main entrance and lobby areas, public service areas, and public hallways. On courtroom floors, public circulation should be limited to corridors that lead to courtrooms and waiting areas only. All public zones should be able to be easily monitored for security purposes whether through closed circuit television or security personnel or both (Phillips and Griebel, 2003).

The private zone is reserved for judges, court staff and other authorized personnel and invited guests. Judges’ chambers and support staff workspace should be located on the upper-most floors away from the public spaces. Departmental offices where court staff performs their business functions should be located in the private zone unless there is public interaction in the specific office. Effective circulation paths will allow those authorized to use the private zones to proceed along safe routes to

chambers and judicial workspaces, all courtrooms and all hearing rooms without encountering the public or prisoners (Phillips and Griebel, 2003).

The prisoner zone is the area where the court manages short-term detention and handling of prisoners awaiting court proceedings each day. The secure sally port access, central holding and distribution area for in-custody defendants, and the holding cells next to courtrooms are all included in this zone (Phillips and Griebel, 2003).

The interface zone is where the public, private and prisoner zones converge. This is typically the courtroom. Usually interface zones are located on upper floors. Because the interface zone is the only location where the three other zones meet, it is important to design these areas with an eye toward increased safety precautions (Phillips and Griebel, 2003). In *The Planning and Design Guide*, Hardenbergh et. al. added a zone. This service zone includes those areas dedicated to maintenance and facilities management offices and functions (Hardenberg, et. al., 2003).

The Basics Of Reengineering

In his article, *Reengineering Work: Don't Automate, Obliterate*, Michael Hammer suggests that reengineering challenges an organization to find imaginative new ways to operate notwithstanding existing business processes (Hammer, 1991). Thomas M. Clarke further suggests that reengineering requires "far-reaching change" and includes actions such as restructuring, redesigning, and reorganizing everything about an organization from the business processes to the hierarchy or chain of command (Clarke, 2010).

Hammer indicates that typical organizations operate using piecemeal processes that promote individual department heads sacrificing the goals of the organization as a whole to accomplish the individual goals of the department. This type of operation precludes employees from seeing enough of the big picture to be capable of responding to new situations. Reengineering requires the organization to first understand what a business process is trying to accomplish and then determine which tasks within the business process add value to accomplishing the goals of the process while searching for new ways to achieve the desired result from it (Hammer, 1991). Essentially, organizations are to remove non-value adding tasks from a business process.

In their article *Reaping Benefits and Paying the Price for Good Business Decisions: Utah's Reengineering Experience*, the Honorable Christine Durham and Daniel J. Becker caution that it is not enough to just search for the best way to achieve the desired result. Part of the consideration when determining what processes to implement requires an assessment of what the organization itself is willing to accept as well as, in the instance of courts specifically, what is a politically acceptable business decision (Durham and Becker, 2010). Indeed, Thomas M. Clarke, in his article *Reengineering: The Importance of Establishing Principles*, suggests that because the judicial branch is steeped in tradition and precedent, employing reengineering concepts may be quite difficult (2010). This is not to say that these authors advocate against the utilization of reengineering. Quite the contrary, they suggest that an organization is

accountable and well-governed when it is able to continuously reassess its business processes and make significant changes where necessary and valuable.

Principles Of Reengineering

Hammer describes in detail the core principles that embody the concept of reengineering. The first principle to use when deploying a reengineering project is to organize positions around outcomes rather than tasks. It is customary for positions to be organized around each person completing an individual task which is part of the whole of the operation. Hammer suggests that it is more efficient to have one person complete all the steps in a process. This will allow the person to have a global view of the process and an investment in its timely and efficient completion (Hammer, 1991).

Hammer next suggests that those who use the outcome of a process should perform the process. Essentially this principle is suggesting that processes should not be split into small tasks with different employees completing each small task. Rather, the process should be done as a whole with the person that needs the end-product playing a significant role in that entire process. For example, if an employee's job is to enter data received at the filing counter, that employee should also be the employee that accepts the filings at the filing counter. Using this principle reduces the need for overhead associated with managing the process and therefore the problem of capacity planning for those employees that typically performed the process is greatly reduced because these employees are no longer needed (Hammer, 1991).

The third principle suggests that the producer of information should also process the information. This eliminates the need for departments whose sole function is to capture information created by other departments and process it (Hammer, 1991). For example, if a department is required to complete data entry that is used to compile statistics, that data should not then be analyzed by another department to create the statistics. It would be better for one department to enter the data and analyze the data. This helps employees realize the importance of accurate data entry when they are able to see how inaccurate data entry may affect the statistical product.

Hammer's next principle suggests that the use of technology can allow organizations to maintain the benefits of decentralized facilities while eliminating the reduced economies of scale (Hammer, 1991). Clarke advocates the use of technology to accomplish the redesign of business processes as part of the fundamental change that defines reengineering (Clarke, Reengineering, 2010). In another article, *Technology and Reengineering*, Clarke indicates that it is prudent to link technology projects to policy decisions surrounding a court's ability to achieve its goals and perform its core functions to avoid the failure of reengineering efforts (Clarke, Technology, 2010). Hammer's principle invites an organization to decentralize its facilities and processes to better serve its clientele. However, in order to avoid the redundant operations that are typically found in decentralized facilities, Hammer suggests that technology can be used to link decentralized facilities and allow the facilities to use the same resources to accomplish similar tasks in each facility (Hammer, 1991). Gordon M. Griller, in his

article *Governing Loosely Coupled Organizations in Times of Economic Stress*, similarly suggests that loosely coupled organizations (the category of organizational structure recently used to describe courts) require centralized management for consistency and efficiency but does not discount the benefits of decentralized operations. Griller counsels courts to utilize reengineering concepts and methods to realize the benefits of centralization and decentralization alike while downplaying the disadvantages of both (Griller, 2010).

The fifth principle requires parallel activities to be linked. This could require the integration of separate units that perform the same function. It could also require the integration of departments that perform parallel activities that eventually join results. Technology can be used to link these departments.

Hammer's next principle requires reengineering of the traditional pyramidal managerial structure. This principle allows the people that do the work to make decisions about the process with the process itself having built-in controls to manage these decisions. This allows the people performing the processes to become self-managing and allows the manager to become a facilitator of ideas (Hammer, 1991). This could also reduce the need for an abundance of managers.

The final principle asks that we capture information once and at the source. To accomplish this, Hammer suggests that we use databases and other technology to capture and store information as soon as it is transmitted. If we do this, we will then be able to disseminate it to anyone who needs it within the organization (Hammer, 1991).

It is important to employ the principles of reengineering in any process of Strategic Facilities Planning. By consolidating functions and operations and making processes more efficient, perhaps through the strategic use of technology, space requirements are impacted. Often, this means that less physical space will be required to accommodate a function. It is also important to consider how consolidation of functions may change circulation patterns for clientele as well as staff.

A Practical Application

If we return to the woman attempting to file for child custody, divorce and child support in one day (see Figure 1), reengineering and strategic facilities planning would force us to consider how to improve her access to justice. It is not unreasonable for all of these filings to occur in one place. How do we eliminate redundancy in these processes? Collocating functions that relate to one another is a start. Consolidating fee collection into one location is another idea. Allowing her to complete all three filings in one location, at one counter will likely improve her experience and reduce the amount of time spent by her at the Fifth Judicial District as well as the number of people that must assist her and the amount of time it takes to assist her. All of this would preferably take place on the first floor so she can avoid traveling all over the building and easily access the services she needs. If we incorporate technology to allow her to file all of her pleadings online, pay the requisite fees online and receive a next scheduled event online, we have increased her options and convenience to accessing justice as well as

reduced the staff time needed to serve her and therefore the cost to the court associated with serving her.

Methods

In order to provide a framework for a more comprehensive planning process, it was necessary to assess the perceptions of key stakeholders about the performance of current facilities as well as priorities for improvement. Additionally, a general examination of the impact of existing facility use on access to justice and efficiency would give planners a solid place to begin their work. To create a report that would give an overview of the tasks that need accomplished with respect to business process reengineering as well as provide a general overview of the facilities needs, the following methods were used:

- (1) A survey, in conjunction with the strategic planning process, of staff, stakeholders and court users was administered,
- (2) A focus group consisting of high level employees from all substantive areas of the court was conducted, and
- (3) Data regarding the “as-is” usage of court facilities were gathered.

Using the results of this report an SFP or FMP can eventually be created that takes into account the reengineering possibilities existing in the court.

Survey Connected With The Strategic Planning Process Of The Fifth Judicial District

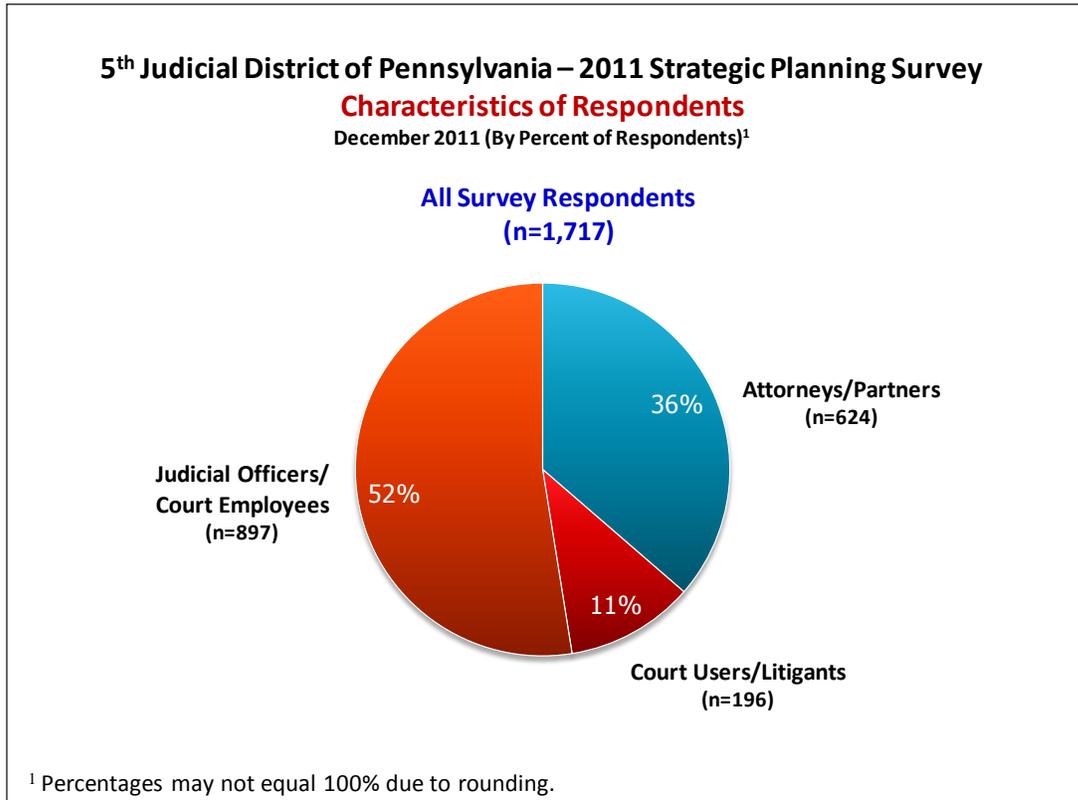
The strategic planning survey for the Fifth Judicial District was administered to attorneys and external partners, court users and judges and staff. Survey respondents were asked questions regarding accessibility, timeliness, fairness, quality/effectiveness

and communication with external partners. Judges and staff were also asked questions regarding the strength of the workforce. For purposes of this project, survey questions and responses that pertained to facilities and facilities use were analyzed.

Data collection surrounded gaining impressions of how the facilities could be used to better serve the public, court users, and staff. Court users, external partners, judges and court staff were asked their basic impressions regarding the adequacy and effectiveness of the facilities. Through that survey, it was determined that a concern of all survey respondents was the need to consolidate facilities to create greater efficiencies and more user-friendly and customer-oriented services that are more effective for the user. Details regarding the survey respondents are depicted in Figure 5 below with additional details in Appendix A.

Figure 5: Fifth Judicial District Of Pennsylvania – 2011 Strategic Planning Survey

Characteristics Of Respondents



This figure shows that there was a good response rate, including not only respondents internal to the organization but external respondents as well. This helped to create a well-rounded picture of the court’s successes as well as its areas for improvement.

Focus Group: The Reengineering Team

Data collection was expanded by the use of a focus group, or reengineering team, of court employees where open-ended questions were asked to further develop the survey responses. The reengineering team was selected from the entire Fifth

Judicial District and intended to include individuals from all levels of court operations. Thirteen people participated. The selected individuals represented a cross-section of all employees. Those that were invited to participate were selected because they participated in prior focus groups related to the strategic planning process and had functional responsibility for court operations. It was a group that was already used to discussing issues with each other and therefore questions were directed to people individually and feedback was acquired from audience peers.

Focus group participants were given a brief overview of the concepts of strategic facilities planning and business process reengineering. They were also reminded about the survey responses regarding these topics. Focus group participants were asked to evaluate the example presented at the beginning of this paper (see Figure 1).

Participants were asked to consider the example, as well similar processes within their own sections of the court. The group discussion began by identifying some of comparable processes. They discussed what the court is trying to accomplish with the process as well as what tasks add value to accomplishing this goal and which do not. In order to further stimulate discussion, focus group participants were asked the following:

- How can the court better equip the employees to accomplish the process or series of processes?
- How does the court accomplish the goal of the process in a way that optimizes customer service?

- If the court was not already doing this, would the court have to start doing it tomorrow?
- Are there any rules or laws that say the court must perform this process this way?
- Why must certain tasks within a process be done?
- Are there processes that are performed for the benefit of staff or judges but not necessarily the benefit of the customer?

The group also spent time identifying their customers and the expectations of their customers. Then participants analyzed these expectations as they related to the mission of the court and the core functions of the court. The discussion of the core functions of the court also required the focus group participants to identify services that the court is not providing that it should be. Participants put themselves into the shoes of the customers to indicate what their needs would be if they were customers or clients of the court.

After reviewing processes, the group considered how the existing court facilities impact those processes. Thereafter, they detailed the ideal spatial relations for the business processes discussed. Focus group participants discussed whether and to where the court should move work processes. These discussions lead participants to consider not only the activities that the client must complete to effectuate his or her business with the court but the physical locations of those activities. Much like the example used to begin the discussion, focus group participants were able to enumerate

instances where a client would have to access multiple facilities to complete typical court business.

The focus group discussion ended with an examination of the attributes of centralized and decentralized facilities. When discussing centralized facilities, the group concentrated on those facilities in the downtown campus. When discussing decentralized facilities, the group dealt with the numerous locations that house court operations in communities throughout Allegheny County. Focus group participants considered how, or if, technology would play a role in decentralization, processes that would be best suited to centralized facilities and those processes best suited to decentralized facilities, their perceived employee perspective, their perceived client or customer perspective, and their own perspective. To ascertain this information, focus group participants were asked questions such as the following:

- What case types are best dealt with in centralized facilities? What case types are best dealt with in decentralized facilities?
- What are the habits the court has developed to accommodate multiple facilities?
- How does the court currently use technology to facilitate decentralization? How should the court use technology to facilitate decentralization?
- If the court centralized functions, what processes would benefit from that?
- Do you think the employees will like the idea of putting all functions in one building? Why or why not?

- Do you think the public will like the idea of putting all functions in one building? Why or why not?
- Do you prefer decentralization or centralization? Why?
- How will decentralization or centralization affect the public's ability to access justice?

On numerous occasions throughout the data collection effort, focus group participants were again consulted and interviewed for specific information in their areas of functional expertise.

Data Collection Regarding Existing Space Use In The Downtown Campus

In order to depict the existing space use and to show the spaces that could be consolidated if a business process reengineering project proved successful, building plans were acquired for each of the buildings in the downtown campus (See Appendices D through G). Building plans were not acquired for the floors occupied by the court in the County Office Building, the Manor Building and the Allegheny Building because these are leased spaces and the building owners did not respond to a request for this information. The Facilities Manager and the District Court Administrator facilitated acquiring this information. The Director of Information Technology facilitated acquiring statistical data regarding the relevant current technology operations. Published court reports were accessed to determine other statistical data such as case filing statistics and employee-related statistics.

Findings

Finding 1: Survey Respondents Indicated Adequacy Of Facilities Is A Priority.

Judges and court staff as well as attorneys and justice system partners indicated that providing adequate facilities was something they would like to see. Out of seventeen categories, Judges and court staff ranked this third on their priority list. Attorneys and justice system partners ranked it fourth. These two categories of survey respondents indicated that improving facilities and security is one of their top three most wanted changes in the next two years (see Appendix C). The results of the survey further determined that court-occupied buildings need to be “fit for purpose”. Comments expressed a need to better use space as well as a need to consolidate some court facilities.

Finding 2: Survey Respondents Indicated The Distance One Must Travel To Access Court Facilities Is A Barrier To Justice.

All survey respondents indicated that the distance people have to travel to get to the court or difficulties getting to the court are a barrier, although this was not listed as the greatest barrier. It fell somewhere in the middle for all respondents when ranking the thirteen barriers identified.

Finding 3: The Focus Group Participants Reported Redundancy Can Be Eliminated From Jury Operations.

There are two jury assignment rooms to which potential jurors are summoned. One jury assignment room serves the Criminal Division and one serves the Civil

Division, although there is no preclusion regarding sharing potential jurors. The Civil jury assignment room is in the City-County Building. The Criminal jury assignment room is in the Courthouse. The jury operations office is not located in either of these buildings.

Figure 6: Criminal Division Jury Assignment Room

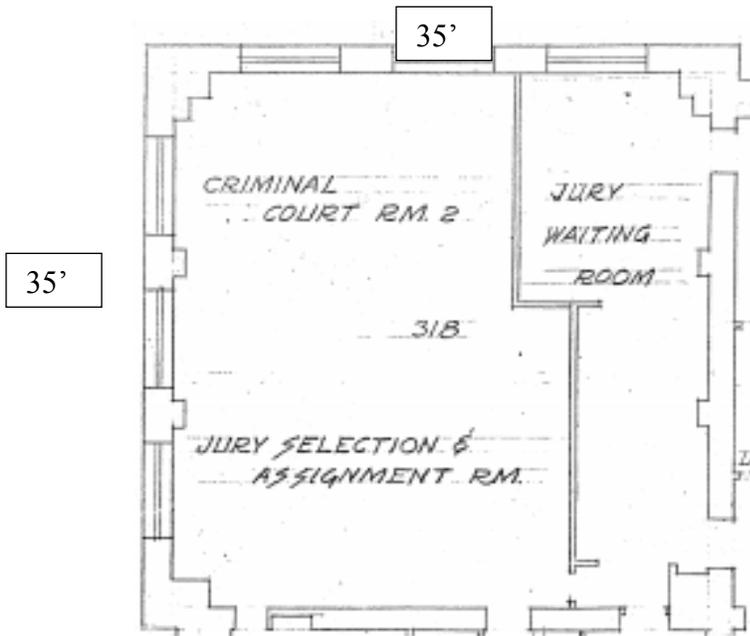
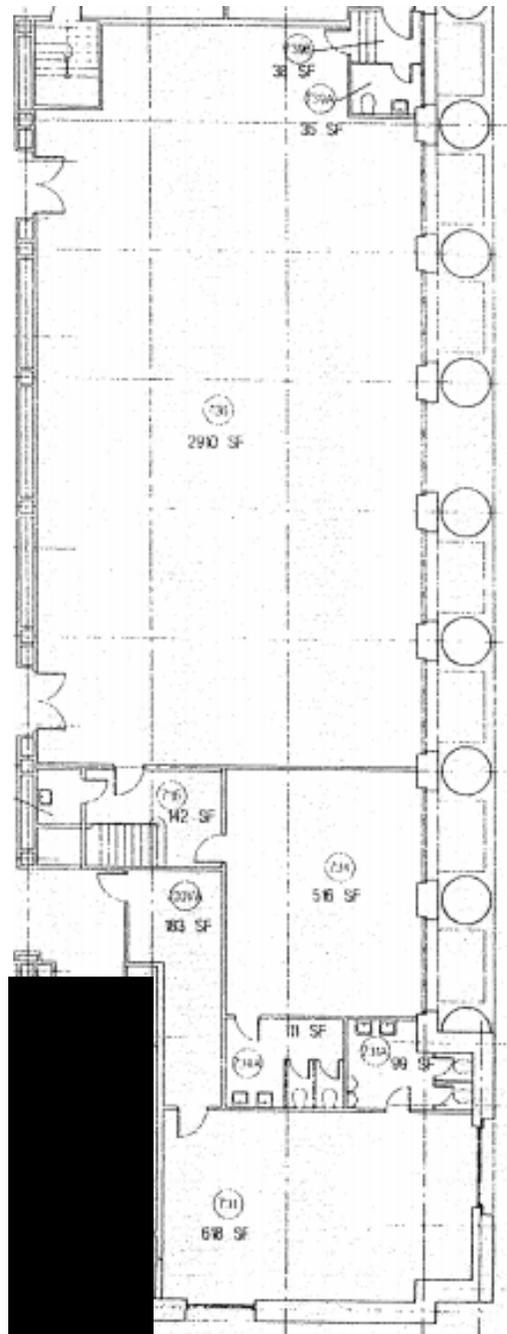


Figure 7: Civil Division Jury Assignment Room



Figures 6 and 7 shows the square footage of each Jury Assignment Room.

Considering the Criminal Jury Assignment Room is small in comparison to the Civil Jury

Assignment Room, it is likely that redundancy can be reduced by eliminating the Criminal Jury Assignment Room.

The office of Jury Operations calls approximately 30,000 jurors each year. There are three employees assigned to the Civil Division Jury Assignment Room. There are three employees assigned to the Criminal Division Jury Assignment Room. There are four employees that work in the Office of Jury Management.

Finding Number 4: The Focus Group Participants Reported That Minimal Ability To Complete Court Business Online Increases The Amount Of Time Staff Spends Informing Clients As Opposed To Processing Their Work

Effect On Jury Operations

Focus group participants reported that mere days after sending jury summons to potential jurors, jury staff is busy responding to customer questions regarding the summons and the potential impending obligation. Jury staff primarily responds to these inquiries via phone.

Effect On The Arbitration Department

Focus group participants reported that arbitration clients have many questions that must be answered, generally in person, by the two staff devoted to intake work within the department. Answering the questions of the clients is a distraction that precludes these employees from performing other intake tasks for which they are responsible. Focus group participants reported that, unlike jury operations, there is some information online for arbitration clients, however not enough to reduce the

number of questions and concerns raised by clients during the process of filing and defending a claim. Focus group participants reported that this causes staff to walk the fine line between providing information versus providing legal advice, which causes staff difficulty. Focus group participants reported that this problem is most pervasive with self-represented litigants.

Effect On The Orphans' Division

Focus group participants reported that the Orphans' Division had already identified the need for more guidance to clients online and obtained approval to create a user guide. The user guide is presently in the process of development.

Customer Perspective

When asked what a customer expects, one of the responses provided by focus group participants was a helpful website. Survey respondents in the court users and litigants category were asked "the information necessary to complete my court business was easy to obtain". Out of twenty-five questions, this question ranked fourteen. The lower the ranking, the less positive the response. Thus, court users and litigants found the ease with which they are able to gain information regarding completing their court business to be somewhat middle of the road. More specifically, 87% of court users and litigants strongly agreed with the statement while 13% disagreed somewhat or did not know. The mean score was 4.68

When asked to rank the statement "the court does a good job of educating the public about the court", survey respondents in the court users and litigants category

ranked this question twenty-third out of twenty-five with 56% agreeing while 43% disagreed or were not sure. The mean score was 4.01.

Finding 5: Instructions To Self-Represented Litigants Are Unclear.

In general, focus group participants reported that providing clearer instructions to self-represented litigants and all court users would improve customer experience. One of these examples involved providing forms with instruction packets regarding how to complete the form. Focus group participants reported that developing a form response to an arbitration complaint with instructions on how to complete the form, for example, would improve the customer experience. Focus group participants expanded on this example to include providing “how to” examples to clients to allow the client to associate his or her situation to the example provided. This example was specifically suggested as an aid to clients accessing the Orphans’ Division.

When the focus group participant discussion began down the path of discussing what the client expects from the court, focus group participants articulated that the clients not only want instruction, but they want that instruction to be clear and concise. Focus group participants reported that it is not necessarily more information that is always needed, rather condensed information may be helpful. Focus group participants further reported that this information may not necessarily be in the form of a narrative but it may be more helpful to the clients to present information as a visual aid.

Survey respondents were asked to rank the statement “the court does a good job of assisting people who represent themselves or do not have an attorney”.

Respondents in the court users and litigants category ranked this question twenty-first out of twenty-five questions indicating a less positive response overall. More specifically, 56% agreed while 44% disagreed or were not sure. The mean score was 4.21.

Finding 6: The Focus Group Participants Reported That The Customer Expects To Move Through The System Efficiently.

When discussing what a customer expects, the first response indicated was that a customer expects to move through the system efficiently. Focus group participants articulated that this could mean that the customer does not expect to be required to move through multiple facilities to accomplish customary court business. Focus group participants further expanded on this idea by indicating that the customer expects that resources will be added, as necessary, to allow the customer to move through the system in a more efficient manner. Focus group participants reported that this will require all departments to be appropriately staffed with adequate space to accomplish the tasks of the departments as well as serve the clients.

Moving through court processes efficiently also, as reported by focus group participants, requires reduction in delay and wait time for customers and requires timeliness of operations. Focus group participants reported that it is reasonable to expect that a client will have delay and wait time. However, it is incumbent upon the court to explain its expectations of the client as well as efficiently communicate

information to the client. Focus group participants report that these types of communications will assist the client in moving through the system more efficiently.

Survey respondents were asked questions regarding timeliness. Court users and litigants were asked four questions. Attorneys and justice system partners were asked six questions. See Tables 1 and 2 for the detailed responses from court users and litigants as well as attorneys and justice systems partners.

Table 1: Survey Questions And Response Information From Court Users/Litigants Regarding Timeliness

Question	Strongly Agreed/ Agreed	Agreed Somewhat	Disagreed somewhat	Disagreed / Strongly Disagreed	Didn't Know/ Not Sure	Mean Score (n=)	Rank Order (1-25)
I was able to complete my court business in a reasonable amount of time. (n = 188)	52%	19%	9%	18%	3%	4.13 (n = 182)	22
Court staff assisted me in a timely manner. (n = 187)	65%	14%	9%	8%	4%	4.57 (n = 179)	18
My court hearing (if applicable) started at the time it was scheduled to begin. (n = 185)	28%	16%	8%	38%	10%	3.20 (n = 167)	25
The time it has taken (is taking) to resolve my case (or the case in which I am involved) has been (is) reasonable (if applicable). (n = 189)	45%	18%	9%	22%	6%	3.90 (n = 177)	24

This table notes that timeliness was an area upon which survey respondents in the Court Users/Litigants categories felt the court could particularly improve. All four questions are ranked quite low in the scale of 1-25.

Table 2: Survey Questions And Response Information From Attorneys And Justice System Partners

Question	Strongly Agreed/ Agreed	Agreed Somewhat	Disagreed somewhat	Disagreed / Strongly Disagreed	Didn't Know/ Not Sure	Mean Score (n=)	Rank Order (1-27)
When at the courthouse, I am able to complete my court business in a reasonable amount of time. (n = 608)	41%	27%	12%	15%	5%	3.99 (n = 579)	18
Court staff provide information and/or services in a timely manner. (n = 607)	51%	30%	9%	7%	3%	4.35 (n = 592)	15
I receive adequate/timely notice of hearings or other required court appearances. (n = 608)	62%	22%	6%	4%	5%	4.62 (n = 578)	6
The courts' [sic] scheduling practices are effective. (n = 607)	38%	27%	14%	16%	5%	3.91 (n = 575)	21
Court proceedings start at the time they are scheduled to begin. (n = 610)	18%	23%	22%	34%	4%	3.10 (n = 586)	27
In general, I believe court cases are resolved in a reasonable amount of time. (n = 606)	35%	28%	13%	20%	3%	3.76 (n = 586)	23

Unlike as shown in Table 1, the survey responses summarized in Table 2 do not depict low rankings for all questions, but it is important to note that timeliness was still ranked

fairly poorly by the Attorneys and Justice System Partners respondent group. Survey respondents also identified improving timeliness and effective case management as one of the most wanted changes or improvements in the next two years. (See Tables 3, 4 and 5).

Table 3: Strategic Plan Survey Responses: Most Wanted Changes/Improvements In The Next Two Years – Judges/Court Employees

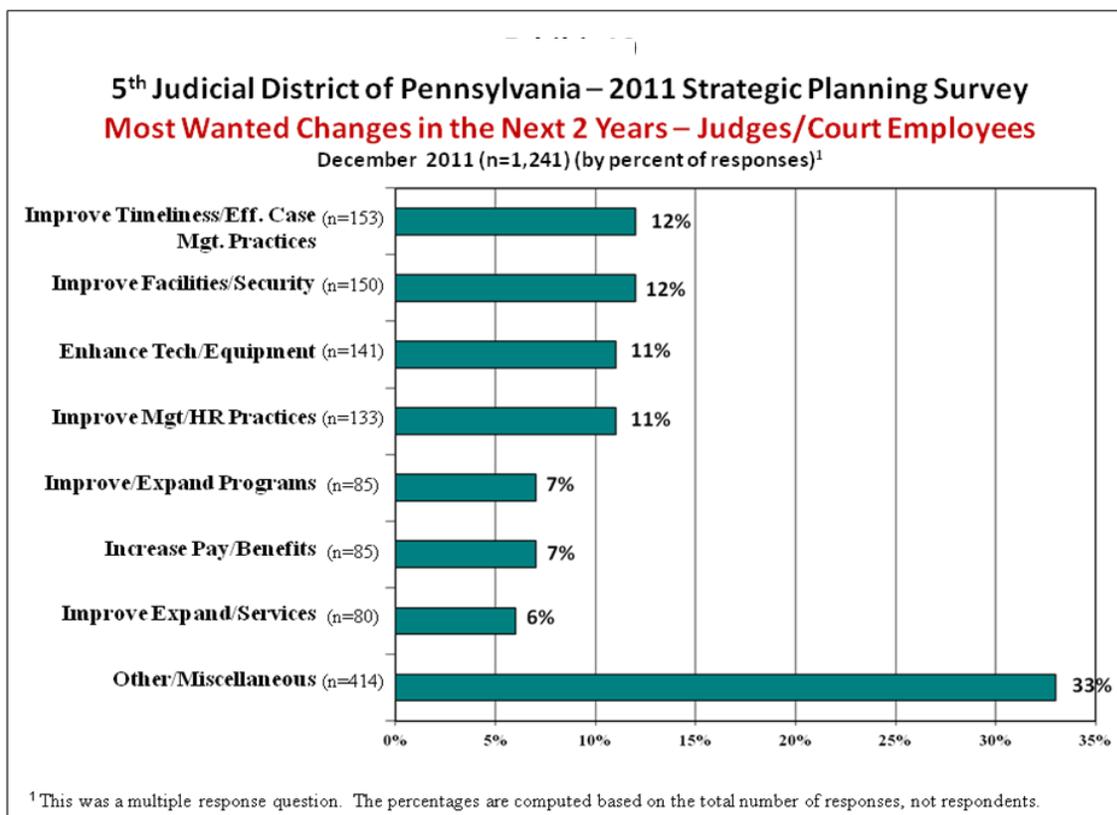
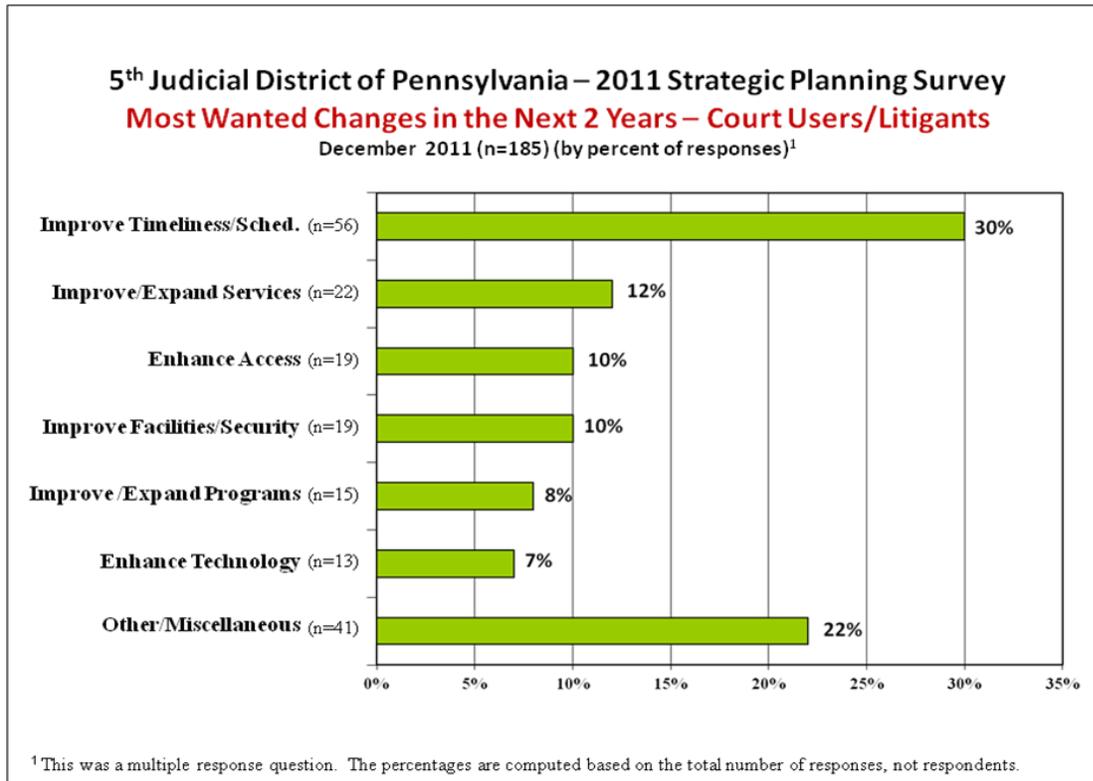
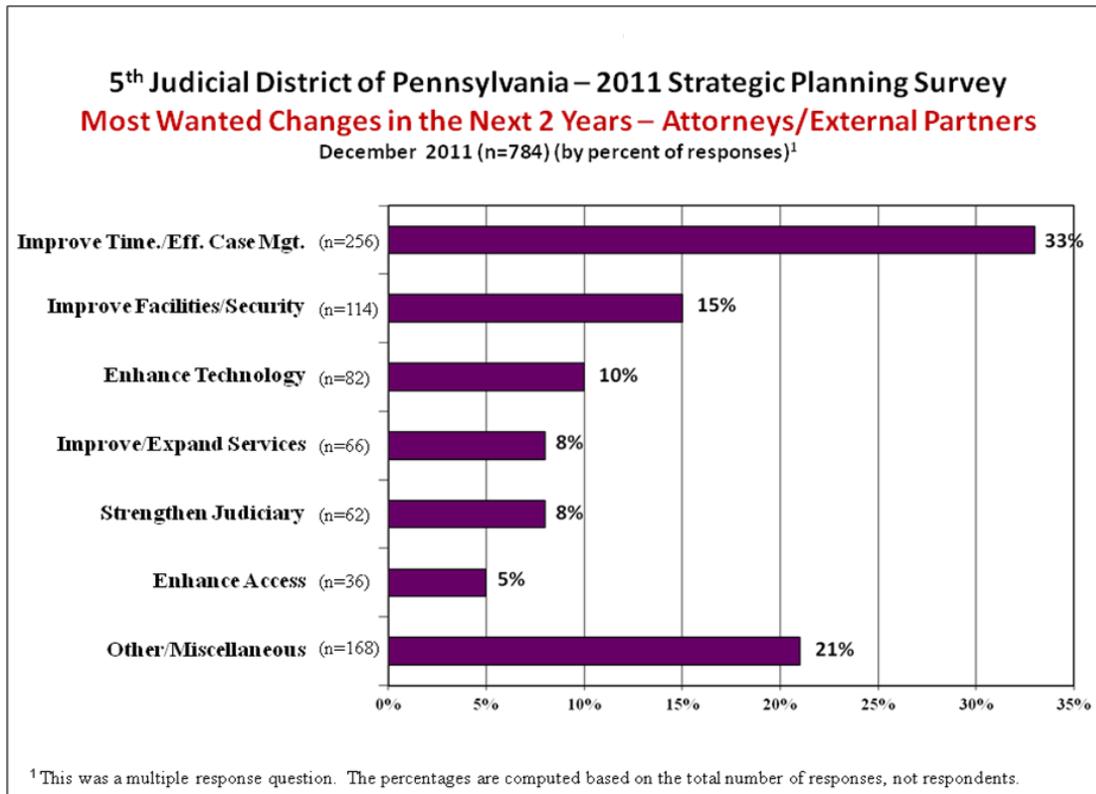


Table 4: Strategic Plan Survey Responses: Most Wanted Changes/Improvements

In The Next Two Years – Court Users/Litigants



**Table 5: Strategic Plan Survey Responses: Most Wanted Changes/Improvements
In The Next Two Years – Attorneys/External Partners**



Collectively, these tables show the differences in what each survey respondent group finds most important to improve.

Finding 7: The Focus Group Participants Reported That The Court’s Community-Based Programs And Rehabilitative Services Enhance Access To Justice.

Focus group participants reported that providing access to the court in the community increases access to justice for its clients. Examples provided by focus group participants where the court is already accomplishing this were regional hearing

officer courtrooms for dependency cases, MDJ courts in the communities, and community-based probation services for juvenile and adult offenders. In addition to community-based programs, focus group participants reported that programs focused on providing rehabilitative services enhance a client's access to justice. The example posed by participants, in addition to the previous example of community-based probation services, was the use of problem-solving courts in the Criminal Division.

Focus group participants identified the need to access multiple facilities to complete typical court business as a hindrance to access to justice. When assessing the example previously discussed, focus group participants identified the mother's need to access multiple facilities to accomplish normal court business as a hindrance to the mother's access to justice.

Finding 8: The Focus Group Participants Reported That There Are Some Case Types For Which Centralization Is Ideal And There Are Some Case Types For Which Decentralization Is Ideal.

The Case For Centralization In Certain Processes

Focus group participants reported that it is important that criminal cases be centralized. This reduces the need to transport in-custody defendants to multiple regional facilities. Focus group participants also reported that it would be ideal to co-locate the filing office, the Department of Court Records, in a single-use facility with centralized court functions. A single-use facility is one that would house all downtown operations. Returning to the example previously discussed, the mother in that example

had to proceed to an alternate building to access the Department of Court Records.

Focus group participants identified this as unwieldy.

A somewhat unexpected response from focus group participants regarding centralization focused on the community-based MDJ courts. Presently the MDJ courts of the Fifth Judicial District are in every community. Focus group participants reported that while this is incredibly convenient for the court users, it is cost-prohibitive. Focus group participants described a scenario in which the court strikes a balance between customer convenience and cost-effectiveness that contemplates consolidating regional MDJ courts into the regional justice facilities. This would allow multiple MDJs to operate from a single facility. The group did not suggest consolidating all MDJ courts into a single facility as this would eliminate entirely the customer convenience.

Focus group participants reported that they anticipated that clients prefer centralized facilities because they are easy to access via public transportation. The survey respondents in the court users and litigants group appear mostly to agree with this. To the statement, “The distance I had to travel to do court business is reasonable,” (n = 189), 88% agreed, 12% disagreed or were not sure. The mean score was 4.71. Out of twenty-five questions, this question ranked twelfth, with a ranking of one being most positive and a ranking of twenty-five being least positive. Some 86% of respondents in this category indicated that they were at the court doing business with the Court of Common Pleas, as opposed to the Magisterial District Court or Pittsburgh Municipal Court. What we are not able to determine is the percentage of those 86%

that were doing business in the downtown campus or doing business in a regional office. For example, the Court of Common Pleas includes juvenile and adult probation offices, some of which are located in regional facilities. The same holds true for some child support offices and juvenile dependency hearing offices.

The Case For Decentralization In Certain Processes

When asked what cases or processes ideally lend themselves to decentralization, focus group participants listed the following:

- Proceedings before a hearing officer or master,
- Community-based probation services,
- Proceedings before an MDJ,
- Services related to filing,
- Landlord-tenant cases,
- Arbitration matters, and
- Alternative dispute resolution processes (required or voluntary).

Working with the example of the regionally-based dependency hearing officer courtrooms. Focus group participants described these offices as convenient for many court users, including the families affected in these cases as well as the community providers and the social workers that work with families in the communities. Focus group participants also indicated that decentralization would probably be ideal for landlord-tenant cases to allow customers to litigate in the communities in which the subject residence is located. Focus group participants further identified probation cases

as lending themselves to decentralization because much of the probation services are community-based.

Finding 9: The Focus Group Participants Reported A Positive Staff Perspective Regarding Centralization.

Recognizing the importance of the staff perspective in organizational broad-based change, focus group participants identified their perceptions of staff perspective regarding centralization and decentralization of court processes and functions. Focus group participants indicated that staff generally would have a positive outlook regarding decentralization of processes because this would provide staff with an opportunity to work in the communities in which they live. Focus group participants indicated that staff would show enthusiasm for use of some of the tools that would allow the court to contain costs associated with decentralization. The tools participants identified in this regard were the use of teleconferencing and videoconferencing, sharing information electronically through the use of a shared network, and the implementation of paperless files. Focus group participants also indicated that staff would enjoy the opportunities that could present from the use of technology to facilitate decentralized facilities such as creating mobile offices, providing the opportunity to work from home or providing flex-time opportunities. When asked what their most desired new programs and services were, survey respondents in the category of Judges and staff ranked the ability to do business with the courts remotely or electronically as their number one most desired new program or service. (See Appendix C).

Finding 10: The Fifth Judicial District Website Is Accessed Frequently By Users.

From the beginning of 2013 to roughly the beginning of February 2013, the Fifth Judicial District's website had approximately 29,700 hits. The average time of a visit is 2:45 minutes. The average number of pages viewed is 3.5. The iPhone is the most used mobile device that accesses the website. In 2012 the website received 266,061 hits.

When asked what they would most like to see increased or added in the next three to five years, all categories of survey respondents indicated that they would most like to see the ability to do business with the courts remotely or electronically increased or added (See Appendix C). In order to ascertain this information, survey participants were asked, "If it were possible to increase the current level of programs/services, or add new programs/services provided by the 5th Judicial District of Pennsylvania, which of the following would you MOST like to see increased/added in the next 3-5 years? (Please select your top three choices)" (emphasis in original). There were seventeen options, with option seventeen being "other" and allowing respondents to write in a response.

Conclusions And Recommendations

The Fifth Judicial District operates out of more than seventy locations throughout Allegheny County. These sites are not exclusive to the downtown campus and include sites within the communities served. This includes 46 MDJ offices and courts, nine adult probation offices (not including the main administration office in the Manor Building), ten juvenile probation offices (not including the main administration office in the Family Law Center), five dependency hearing offices, one child support regional facility and the Pittsburgh Municipal Court (while this is located in the downtown region, it is not included in the definition of the downtown campus for purposes of this project). Based on the nature of the findings, it was possible to group the Conclusions and Recommendations in terms of their impact on decentralized facilities and processes, regionalized facilities and processes and centralized facilities and processes.

Opportunities In Decentralization

Conclusion 1: Use technology solutions to facilitate the completion of processes that can be accomplished outside of the courthouse and without ever accessing a physical court building such as filings, payment of fines and fees, payment of traffic tickets, response to jury summons, updating demographic information with the court, initiating and completing an uncontested divorce or probate case.

Opportunities in decentralization can mean moving functions from the downtown campus to the virtual world. There are many functions or tasks that a court user must complete as part of his or her court business that are purely administrative and can be completed entirely online, increasing convenience to the client as well as access to justice. But, the court benefits in the process as well.

Allowing court users to complete processes virtually reduces the number of people that must access the court. This provides for a host of benefits. For example, with less people in the building, less security may be needed. Another example of a benefit resulting from the increase in online capabilities is that the court may conserve staffing resources and other resources attendant to the processes. To understand how the court will conserve staffing and other resources, consider that because less people are accessing the court to complete business or tasks that are offered online, the staff that would normally help that client complete that business or task is no longer needed for that purpose. If the court requires less staff in the downtown campus, opportunities

present that allow the court to eliminate FTEs and the associated costs or to repurpose FTEs and other resources.

Recommendation 1A: Facilitate automation of forms and processes as well as tutorial services to guide litigants through processes, forms and filings.

The court should not only continue to increase the number of forms available online but should also create online tutorial services to guide litigants through the process of completing these forms. At present, the Fifth Judicial District has about 120 forms available on its website. The website does not presently include any online tutorial programs although the strategic plan implementation projects contemplate the incorporation of these types of programs. The public would likely benefit the most from online tutorials directed at assisting litigants with completing those forms that are pleadings. The online tutorial services will serve as a virtual information desk or virtual self-help center. The court should also, in conjunction with assisting litigants to create pleadings, expand on its ability to electronically file as well as expand on its ability to allow for electronic payments for services and filing.

An example of this was identified by the focus group participants. Changes identified by participants that could be made in the jury operations process included increasing the amount of information available online as well as providing forms that could be completed online and sent to the jury operations office online or printed and faxed. An example given of a form that would be conducive to this practice would be an exemption from service authored by a medical doctor.

Focus group participants further identified the arbitration process as one that would be conducive to online tutorials. Thus, in addition to suggesting that the court should provide more information online for clients, participants also suggested developing an online tutorial for clients that all clients, including self-represented litigants, could comprehend.

Recommendation 1B: Increase web-based services and information.

Survey respondents expressed concerns regarding information necessary to complete court business and educating the public about the court. Developing a more comprehensive and helpful website is a solution to respond to this concern. The court should expand on the web-based services that it already offers in an effort to allow court users to access information and services virtually and at anytime. Upon the increase of these services, the court should study how the increase in these services affects the use of the live services and adjust resources accordingly. Assuming the increase in web-based services will decrease the amount of people accessing the courthouse or court offices, the resources in those offices should be repurposed, if necessary. If those resources no longer remain necessary, they should be eliminated.

Focus group participants were asked to consider the example provided in the introduction to this document which described a mother's struggle to complete her family court business. When asked to provide examples of how the court could improve the mother's experience, participants reported that remote access to the court would be one manner in which the court could effectuate improvement. For example, participants

suggested allowing the client to pay fees online, allowing the client to file pleadings online, and allowing the client to update demographic information online as it changes and becomes necessary. Participants also noted that the court could be more efficient if it had remote access to the user by, for example, sending electronic notices of hearings, court dates or responsive filings to the user.

Conclusion 2: Case types and services that better lend themselves to decentralization are those that do not require a proceeding before a Judge, such as the following, identified by focus group participants, (1) proceedings before a Hearing Officer, (2) community-based probation services, (3) proceedings before an MDJ, (4) services related to filing, (4) landlord-tenant cases, (5) arbitration matters, and (6) alternative dispute resolution processes (required or voluntary).

The focus group participants agreed that proceedings occurring before a Judge are best suited to remain in a centralized facility in the downtown campus, but that there are many services that could be provided and proceedings that could occur in decentralized locations for the convenience of the public and lower facilities costs. Some of these services are already provided in a decentralized setting and similarly some proceedings are already occurring in decentralized facilities. However, at present these facilities are a series of independent operations. For example, dependency cases are reviewed by hearing officers in regional facilities, but there are no other court operations in those facilities. This information led to the recommendations suggested below.

Recommendation 2A: Create regional justice facilities that include space for all decentralized functions.

Focus group participants identified regional justice facilities as something that would improve the customer experience. The thought behind this suggestion was that the public would be better served if the court services it accesses most frequently exist in the communities where clients live. This would increase access to justice.

To gain increased access to justice while maintaining economies of scale and avoiding redundancy and duplication in operations, as well as the increased costs that go with them, the court should move away from decentralizing single functions into leased or rented space within communities. Rather, the court should look to combine all operations that are conducive to decentralization in single facilities in identified areas. This idea is descriptive of the regional justice facilities. Focus group participants suggested that the court create such regional justice facilities in locations north, south, east and west of the downtown campus.

Recommendation 2B: To maintain cost-effectiveness while increasing customer satisfaction through the creation of regional justice facilities, incorporate the use of technology such as video conferencing, teleconferencing, electronic filing and forms preparation, and electronic payment to reduce redundancy in operations throughout the regional justice facilities and the downtown campus.

As Hammer suggested, in order to reduce redundancy when operating in multiple facilities, the court must expand its use of technology (Hammer, 1991). Hammer is

asking the court to expand the services it offers electronically, or to begin offering services electronically, as the case may be. The thought behind this suggestion is as follows: operating out of multiple facilities generally increases redundancy in operations. This is because, if the purpose behind operating out of multiple facilities is one of customer convenience or increased access to justice, it is unlikely that specific functions and services will be offered only in one of the multiple facilities. Rather, it is more likely, and indeed this project recommends, that, in the context of regional justice facilities, each facility will offer the same services in convenient locations. By definition, the court will have employees in each facility performing the same tasks and functions thus creating redundancy. This redundancy could require an increase in staff because the court would require staff at each regional justice facility to complete the same tasks.

To minimize this redundancy and avoid an increase in full-time employees (FTEs), Hammer suggests that some processes be automated such that the customer or client need not access any physical facility to complete his or her court business. If this is accomplished, the FTE(s) that used to assist the customer or client with this business that is now automated will no longer need to perform that function and can be repurposed to perform another un-automated or less automated function or task.

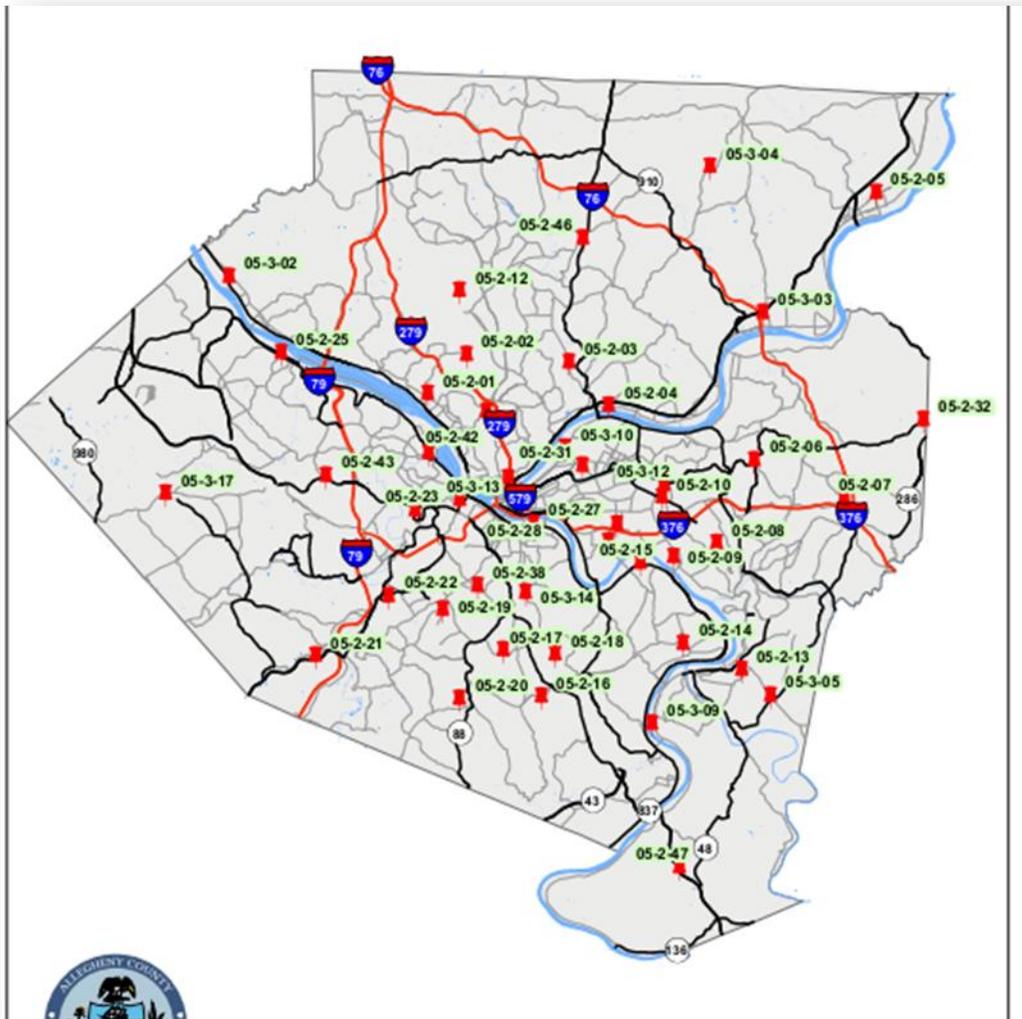
The court should expand on its electronic filing, forms preparation and payment abilities in order to reduce the number of resources devoted to these functions and then repurpose those resources to assist in providing the necessary resources to decentralized facilities.

Opportunities In Regionalization

Conclusion 3: Customer satisfaction is balanced with cost-effectiveness if the MDJ courts are regionalized.

Figure 8 depicts the present location of MDJ courts in Allegheny County.

Figure 8: Location Of The MDJ Courts



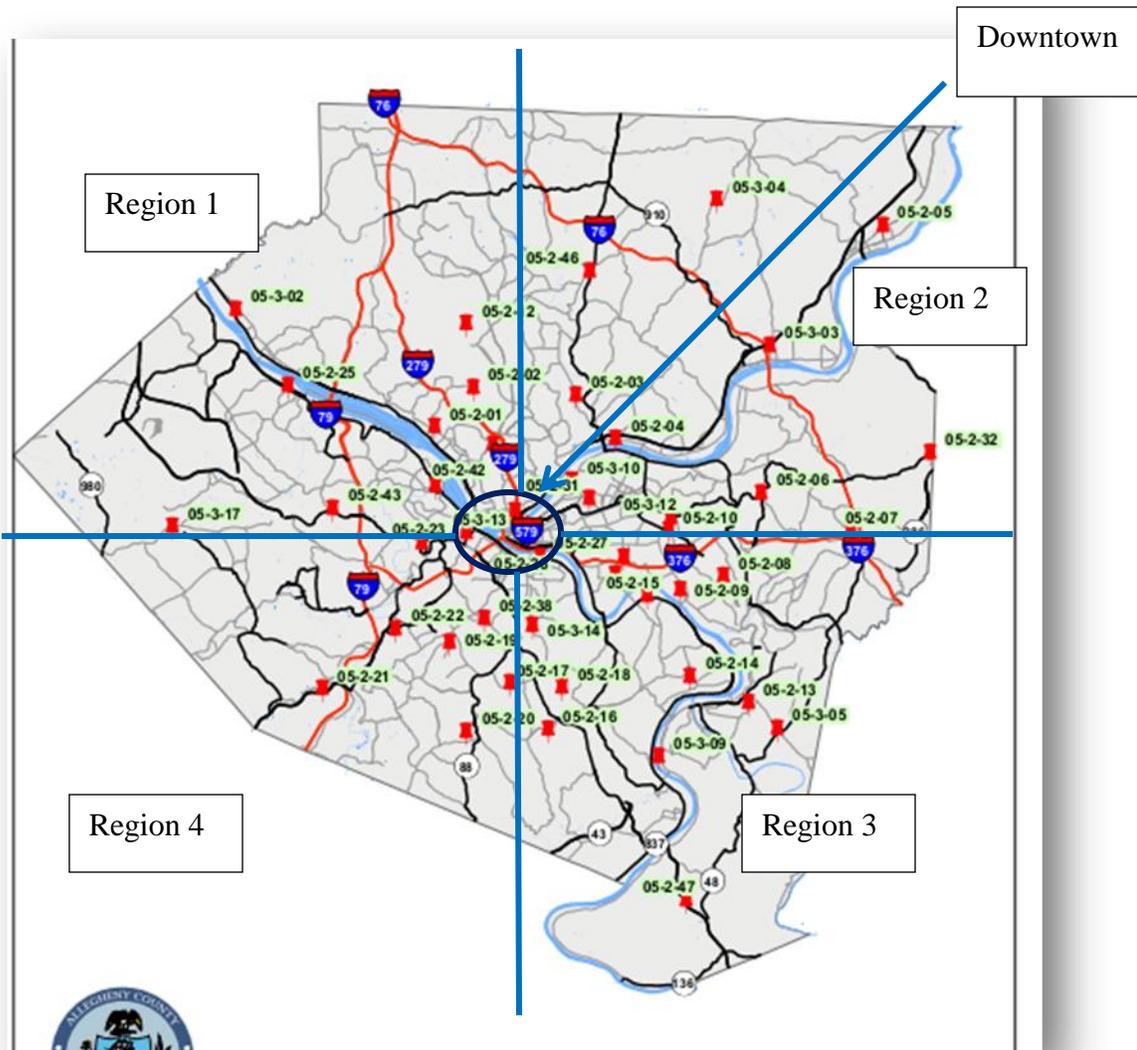
This figure shows that the court currently has 46 magisterial districts. These 46 offices include about 193 employees. Having courts in every community greatly increases customer convenience. Many are less than ten miles apart. For example, if you consider district 05-2-42 and its proximity to those districts surrounding it, it is 3.02 miles from district 05-2-01, 7.14 miles from district 05-3-13, 6.68 miles from district 05-2-23 and 11.28 miles from district 05-2-43, making the average distance of another district from district 05-2-42 about 7.03 miles. However, the court must employ FTEs to do the same or similar work in each office, it must lease or rent similar type space for each court and it must provide the same or similar levels of security for each. Inherent in these similarities exists the redundancy this project attempts to reduce or eliminate. According to the *Report of the Magisterial District Reestablishment Subcommittee of the Intergovernmental Taskforce to Study the District Justice System*, a report published after review of issues specific to Pennsylvania, best practice dictates that clients should not have to travel more than thirty minutes to reach an MDJ court. Presently, the Fifth Judicial District is far and away meeting this requirement but creating redundancies while doing so. The following recommendations suggest methods for reconciling this inconsistency without running afoul of the recommendations of the aforementioned report.

Recommendation 3A: The court should combine MDJ courts into the regional justice facilities.

Under the heading “Opportunities in Decentralization”, recommendation 2A suggests combining operations and services that are conducive to decentralization into regional justice facilities within the communities. These regional justice facilities also provide the court opportunities in regionalization in the context of the MDJ offices. As previously noted, there are 46 MDJ courts at present in communities throughout Allegheny County. Having this many separate offices causes the court to lose economies of scale in the areas of FTEs, security and building costs. The court could regain some economies of scale if it regionalized the MDJ offices into the regional justice facilities.

Recall in recommendation 2A, it was suggested that the focus group data concluded that regional justice facilities should be located in communities north, south, east and west of the downtown campus. Figure 9 depicts a possible distribution of MDJ courts regionally.

Figure 9: Regionalization Of MDJ Courts



In this figure, Region 1 houses nine MDJ courts. Region 2 houses eleven. Region 3 is the largest, housing sixteen MDJ courts. Region 4 houses ten courts.

To regain the economies of scale in the aforementioned areas, this project recommends housing all MDJ offices as depicted in Figure 12, in a single regional justice facility associated with that region. This means, for example, in Region 1, nine

MDJs will have offices and, potentially, shared hearing space, employees and security in the regional justice facility in Region 1. In addition, this regional justice facility will house all of the decentralized operations from recommendation 1A creating further opportunities to share hearing space, employees and security, while reducing overall building costs. Although not as convenient as the existing model for court users, if the centers can be built in a central regional location, the farthest anyone would be from any of the four regional locations would be approximately twelve miles. Additionally, each center could be located along public transit routes and have ample free parking. This brings us to recommendation 3B.

Recommendation 3B: Explore opportunities in FTE sharing, shared hearing space and shared security costs associated with regionalized MDJ courts.

As mentioned in recommendation 3A, associated with this conclusion, regionalizing MDJ offices may open up opportunities in employee sharing, shared hearing space and shared security costs among, at least, the MDJs housed in each regional justice facility. To further develop this idea, consider the current staff of each MDJ, which is the following:

- one administrative assistant,
- four clerks, and
- one traveling administrative assistant that serves all MDJs

Consider the possibility of pooling the clerks to allow employee sharing among MDJs that are regionalized into regional justice centers. At present, the Family Division of the

Fifth Judicial District employs this concept for the purposes of juvenile court proceedings and courtroom clerks. There are fifteen Judges in the Family Division as well as two Hearing Officers that use courtroom clerks for juvenile cases. There are eleven courtroom clerks. If we need eleven clerks to every fifteen MDJs, this means we need approximately 34 clerks. Current staffing levels have approximately 184 clerks. This is an FTE reduction of approximately 150 FTEs. There are currently about 231 employees total among the 46 districts. This equates to about a 65% reduction in FTEs.

Using the example of the possible FTE reduction percentage above in conjunction with the example of a possible regionalization model as depicted in Figure 9, it is possible to estimate the potential FTE savings per region. At present, the nine offices that are located in Region 1 have about 45 employees. If we regionalize and share employees, the offices in Region 1 will have about 16 employees. Table 6 expands on this premise for all four regions.

Table 6: FTE Reduction Resulting From Opportunities In Regionalization

Region	Number of Offices	Approximate Number of FTEs	Approximate Number of FTEs Needed Post-Regionalization
1	9	45	16
2	11	55	19
3	16	80	28
4	10	50	17
TOTAL	46	230	80

Table 6 exemplifies the significant reduction in full-time employees (FTEs) that can occur through the regionalization of MDJ offices.

Opportunities In Consolidation And Centralization

Conclusion 4: Customer convenience will be increased if those functions that must remain in the downtown campus are reorganized into a single facility.

Assuming the court adopts the prior conclusions and recommendations and acts on them, the court now has vacancies in its existing buildings where processes and functions were completed that have now been decentralized. This conclusion directs the court to take inventory of what remains, ensure all remaining processes and functions are appropriate to remain in the downtown campus, and, if everything is appropriate to remain in the downtown campus, consolidate and centralize it all into one facility. One thing highlighted by the example woven throughout this project is that customer convenience is compromised, and therefore access to justice is compromised, when functions, especially functions that work in conjunction with one another, are located in multiple facilities throughout the downtown campus.

Similar to the effect of decentralizing and consolidating community operations into regional justice facilities, centralizing and consolidating downtown operations into a single facility can have the effect of reducing or eliminating lease costs, reducing building usage costs, such as utility costs and the like, and reducing security costs.

Once processes that are conducive to regional justice facilities are moved to those facilities and redundancy is reduced or eliminated in the operations that remain in the downtown campus, remaining operations in the downtown campus can be consolidated into as few facilities as possible, with the ideal being consolidation into one justice facility downtown for the ease of client-service. If we consolidate the existing seven building arrangement in the downtown campus and reduce it to one justice facility, the court will be able to realize the following:

- (1) Better courtroom utilization,
- (2) Fewer common intake and information functions,
- (3) Lower building security costs, including building guards at the entrances as well as sheriff's deputies in the courtrooms,
- (4) Elimination of some lease costs, and
- (5) Elimination of some maintenance costs.

For example, at present the Fifth Judicial District has approximately 45 judicial courtrooms, most of which, with the exception of the courtrooms in the Family Law Center, are devoted to use by a single judge. However, in his article, *Implementing Collegial Chambers as a Means for Courtroom Sharing*, Nathan Hall suggests that a significant trend in courthouse design and management is toward a collegial chambers and shared courtroom concept (Hall, 2010). Essentially this concept contemplates judicial chambers clustered together on a top-most floor or floors of the courthouse

while courtrooms are positioned on lower floors, and not connected to chambers. This can allow for less courtroom space than there are judges in a jurisdiction.

The Family Division of the Fifth Judicial District already uses this model. At present, the Family Division houses thirteen judicial courtrooms and is comprised of fifteen Judges, excluding senior judges, assigned to the Family Division. With a benchmark of thirteen needed courtrooms for every fifteen judges, the Fifth Judicial District would need approximately 37 courtrooms. This is a courtroom savings of eight courtrooms. According to RSMeans, a construction cost estimator, as of April 2011, the construction cost per square foot of a courthouse in Pittsburgh is \$205.67. The national range is \$154.41 per square foot in Winston-Salem, NC to \$269.00 per square foot in New York City, NY with a median of \$208 per square foot (EVstudio Colorado & Texas Architects & Engineers, 2011). A typical courtroom in the City-County Building, excluding any chambers or staff area, measures about 900 square feet. If one assumes that is standard courtroom size and we are able to save eight courtrooms with the use of the concept of a collegial chambers and shared courtroom configuration, which is a space savings of about 7,200 square feet or \$1,480,824, using the above-mentioned construction cost per square foot of a courthouse in Pittsburgh.

Using the construction cost data discussed above, we can determine the benefit of consolidating jury operations as well. Making the assumption that the size of the jury assignment room in the City-County Building is adequate to house all jury operations for the Fifth Judicial District, the court realizes the gain associated with the

size of the Criminal Division Jury Assignment Room if this redundancy is not duplicated in a new facility. That space is about 1,225 square feet. This amounts to a cost savings of roughly \$251,946, using the above-mentioned construction cost per square foot of a courthouse in Pittsburgh. The court would likely realize a savings associated with a reduction in full-time employees (FTEs) considering there may be a reduction in duplicative work if the operations are consolidated.

Consolidation will provide for an elimination of maintenance and usage costs. This is significant since the cost of facility operation and maintenance can account for as much as 80 to 90 percent of the total life cycle costs of a building. Because the Fifth Judicial District will occupy fewer buildings and less space in total due to the decentralization and regionalization efforts, there will be less to maintain. For example, at present the utility usage annually, according to 2012 data, of the County Office Building alone is about \$741,998 and can be broken down as follows:

- Total electricity cost in 2012: \$371,826
- Total steam cost in 2012: \$270,911
- Total water cost in 2012: \$69,422
- Total sewer cost in 2012 \$29,839

The court occupies one of the 6 floors in the County Office Building meaning it shares in the payment by 1/6. This makes the court's utility cost per floor about \$123,667 annually. The court occupies nineteen floors total in the downtown campus. This amounts to about \$2,349,673 in utility costs annually. Assuming the court is able to

decentralize downtown operations and consolidate remaining operations in a building with fewer than nineteen floors, the court will realize a utility savings of about \$123,667 annually per floor.

Consolidation will also allow for a reduction in security cost. For instance, at present the court spends about \$992 a day on security personnel in the City-County Building. This amounts to roughly \$250,000 a year in building security for the City-County Building. The court occupies two floors of the City-County Building which means it costs the court about \$125,000 per floor to secure the facility. Since the court occupies nineteen floors total in the downtown campus, the court expends roughly \$2,375,000 annually on building security. Making the same assumptions as with the utility costs, the court will realize a security savings of about \$125,000 annually per floor.

Currently, the Fifth Judicial District pays about \$102,461 in monthly lease costs for the space used in the buildings in the downtown campus. This amounts to \$1,229,532 annually. If the court decentralized some operations and then consolidated remaining operations in the downtown campus into one facility owned by the court, that expenditure would be eliminated.

Recommendation 4A: Determine functions and/or case types that must remain in the downtown campus.

There are functions that cannot be decentralized for various reasons which can include reasons such as the cost outweighs the benefit, the organizational culture

simply will not accept the change, and decentralization of the function does not improve access to justice or any other trial court performance standard, to name a few. For example, the focus group identified cases with in-custody litigants as cases that better lend themselves to centralization because it eliminates increased costs of transporting incarcerated litigants to regional justice facilities. It is routinely known that these costs can be significant.¹ The court should evaluate all functions and case types and identify all that must remain in the downtown campus.

Recommendation 4B: Determine areas or functions ripe for consolidation and centralization within the downtown campus in order to reduce redundancy in operations.

To plan space adequately, once the court has determined what must remain in the downtown campus, the court must reengineer those operations to eliminate or consolidate operations in which functions overlap. The focus group began this work by identifying areas that seemed ripe for consolidation: jury operations and intake functions.

One of the redundancies highlighted by focus group participants is the fact that the court has multiple jury rooms that essentially provide the same services and perform the same functions for both criminal and civil cases. Further, the Jury Operations office is located in still another location. Focus group participants reported that redundancy in

¹For example, the State of Michigan Department of Corrections conducted an audit in fiscal year 2006 – 2007. That audit reported a \$23.6 million cost for prisoner transport.

jury operations could be reduced by consolidating jury assignment rooms such that a pool of jurors is summoned to one jury assignment room and can then be empaneled for either a civil or criminal trial. Focus group participants also suggested that the jury operations office should also be collocated with this single jury assignment room.

Another example of an area of redundancy is intake operations. We have multiple departments in the same facility that have their own intake operations which essentially require the client to provide the same demographic information over and over again and require different staff to compile the same information.

The court should spend additional time evaluating operations using Hammer's principles of reengineering as a guide. Once this evaluation is complete, the court will be in a position to begin planning space in a single facility that houses downtown operations considering the information previously referenced regarding zones of movement and space layout.

Recommendation 4C: After determining the functions that will remain downtown, as well as eliminating overlap and redundancy, the court should plan the space in the single downtown campus facility with an eye toward appropriate flow of court users, staff, judicial officers, and in-custody litigants, while also considering frequency of use of offices by the public.

After consolidating functions that are redundant as well as moving appropriate functions out of the downtown campus and into regional justice facilities, the court should assess the space savings created. The court should attempt to consolidate all

remaining functions in the downtown campus into one building. The court should then work to organize that building into the appropriate circulation zones whereby those offices more frequently accessed by customers are located on the lower-most floors. The court should focus on decreasing foot traffic on the uppermost floors and house judges' chambers on the top-most floors. The court should create distinct and separate security zones. For example, it is not uncommon to walk criminal defendants in shackles down the public hallways in the criminal courthouse. This activity is a security risk and should be moved to a security zone. The fifth floor of the Family Law Center houses all judges chambers and some administrative offices but is also open to the public and is the location of the child support payment center that accepts purge payments. Purge payments are those payments made to avoid jail time for failure to pay child support. It is not uncommon for an incarcerated defendant to be escorted by a sheriff's deputy to this payment center to pay child support to be released from jail. This is also a security risk. In a consolidated facility, this payment area should not be located on the same floor as all judges' chambers but rather in an area that contemplates high security but also is accessible by the public as non-incarcerated individuals also access this payment window.

As part of the reengineering effort, the court should embark upon a study that will show the amount of traffic each office receives in order to more accurately assess space layout. The court may be able to do this by using case filing trends, although this would not account for those people that access the office but decide not to file. In

order to arrange offices in the most efficient and useful manner, the court should create spatial relationship diagrams and circulation diagrams. All of this will help the court to determine what offices must be near to one another and what offices are best-suited to lower floors. The court will then be able to create a stacking diagram which depicts the building floor by floor and identifies each department that should be included on each floor.

Finally, Waggenheim and Reurink stressed the seven customer expectations of public sector organizations. Our facilities should be designed to show the public that these expectations will be satisfied.

Recommendation 4D: Incorporate the use of technology to allow communication with regional justice facilities to further increase access to justice.

The court must use technology to share information within and among all regional justice facilities as well as the downtown campus. This also means using technology to facilitate operations in multiple locations at one time. For example, the use of video-conferencing can allow litigants to be present for a hearing or judicial conciliation from a regional justice facility while the judicial officer is located in the downtown campus.

The focus group participants concluded that proceedings before a judge must occur in a centralized facility. There could be differing opinions on this depending upon the perspective from which one views the issue. It could be determined that this conclusion is more culturally based rather than maintaining a focus on client

perspective. This is an example of Durham and Becker's caution that part of the assessment attendant to reengineering processes must be an assessment of what the organization is willing to accept (Durham and Becker, 2010). However, allowing litigants to use regional justice facilities to video conference into their hearing or proceeding that is occurring in the downtown campus will increase convenience for litigants that must proceed before a judge while allowing judges to remain in a centralized location. While developing the regional justice facilities, the court should plan to incorporate the use of video conferencing services within those facilities. Further, the court should enhance its abilities in its downtown campus to use video conferencing in anticipation of such a use in the regional justice facilities.

An example of the use of video conferencing could be the use of video conferencing for arraignments. This would allow defendants to be arraigned while in the jail or in a location in the downtown facility while the arraigning authority, typically an MDJ, remains in a regional justice facility. In their report titled *An Evaluation of Video Preliminary Arraignment Systems in Pennsylvania*, Shastri and Wald conclude that the use of video arraignment at the MDJ level results in an annual cost savings of about \$24,824 per MDJ, on average, due to the decrease in police related time and MDJ time required to process defendants (Shastri and Wald, 2004). If one considers that the Fifth Judicial District includes 46 MDJs, and will continue to include this number of MDJs post-regionalization, this amounts to a total annual cost savings of about \$1,141,904.

Summary

The Fifth Judicial District, through its strategic planning process, has a proven desire to increase public trust and confidence in the third branch of government by, among other things, increasing access to justice, improving efficiency, proving fiscal responsibility, and increasing customer service and satisfaction. Through the recommendations presented in this paper, these goals can be realized.

In an effort to prove fiscal responsibility, this paper identified areas where the court could save funds, whether it be one time savings or recurring savings. Table 7 depicts a summary of the kind and magnitude of construction cost savings possible.

Table 7: Summary Of One Time Construction Cost Savings Identified

Location of Savings	Amount of Savings
Jury Operations	\$1,732,770
Courtrooms	\$251,946
TOTAL	\$1,984,716

The goal for the downtown campus, as recommended in this paper, is to consolidate all functions that remain downtown into one facility that the court will likely construct. Table 7 depicts typical areas identified where the court can eliminate redundancies and therefore eliminate the cost associated with constructing these areas in the new downtown campus facility. These are one-time savings associated with a more efficient building design. Table 8 shows annual and recurring operating cost savings that can be gained through the recommendations such as those in this paper.

Table 8: Summary Of Potential Annual Operating Costs Savings Identified

Location of Savings		Amount of Savings
Leases		\$1,229,532
Video Conferencing		\$1,141,904
Utilities	County Office Building	\$123,667
	Manor Building	\$371,001 ²
	Allegheny Building	\$494,668 ³
	Frick Building	\$371,001
Security	County Office Building	\$125,000
	Manor Building	\$375,000
	Allegheny Building	\$500,000
	Frick Building	\$375,000
TOTAL		\$5,106,773

Table 8 shows a utility and security cost per floor savings in buildings that likely will no longer be used once the recommendations in this paper are implemented. This savings can be redeployed to reduce one-time construction cost or annual operations costs of regional justice facilities or the central downtown facility.

In addition to the savings noted in Table 7 and 8, potential staff savings of 150 FTEs in the MDJ courts alone were identified in a previous section. This information is summarized in Table 9.

² Based on a savings of \$123,667 per floor occupied with three floors occupied in the Manor Building

³ Based on a savings of \$123,667 per floor occupied with four floors occupied in the Allegheny Building

Table 9: Potential FTE Savings Identified In The MDJ Courts

Approximate Number of FTEs Pre-Regionalization	Approximate Number of FTEs Post-Regionalization
230	180
Total FTE Savings: 150	

Although Table 9 describes the potential FTE savings in the MDJ courts, it does not show the annual dollar savings that would result from this staff reduction. This determination would require a detailed personnel study, which is outside the scope of this project. Considering the extent to which salaries and benefits dominate a court's budget, one can assume the significance of this type and magnitude of savings.

It is important to note the savings identified in Tables 7 through 9 result from the suggestions of the focus group and survey results. They are indicative of the kind of savings that can be achieved through a comprehensive reengineering analysis accompanying a facilities master plan. Since this paper is a mere preliminary framework for a facilities master plan, the magnitude of eventual savings derived from such an effort can be much more than the \$7.1 million identified in Table 7 and the \$5.1 million annual operating costs depicted in Table 8.

In addition to fiscal benefits, the Fifth Judicial District will improve its operations and increase the public trust and confidence in the judicial branch of government through implementation of other recommendations. For example, the court will modernize its practices by increasing its technological presence. Also, the court will increase access to justice by providing frequently accessed services in the communities

and consolidating and centralizing functions into a single downtown facility. This paper recommends actions directly in line with the goals of the strategic plan of the Fifth Judicial District and, if implemented, will guide the Fifth Judicial District through the preliminary stages of undertaking a comprehensive reengineering effort and facilities analysis.

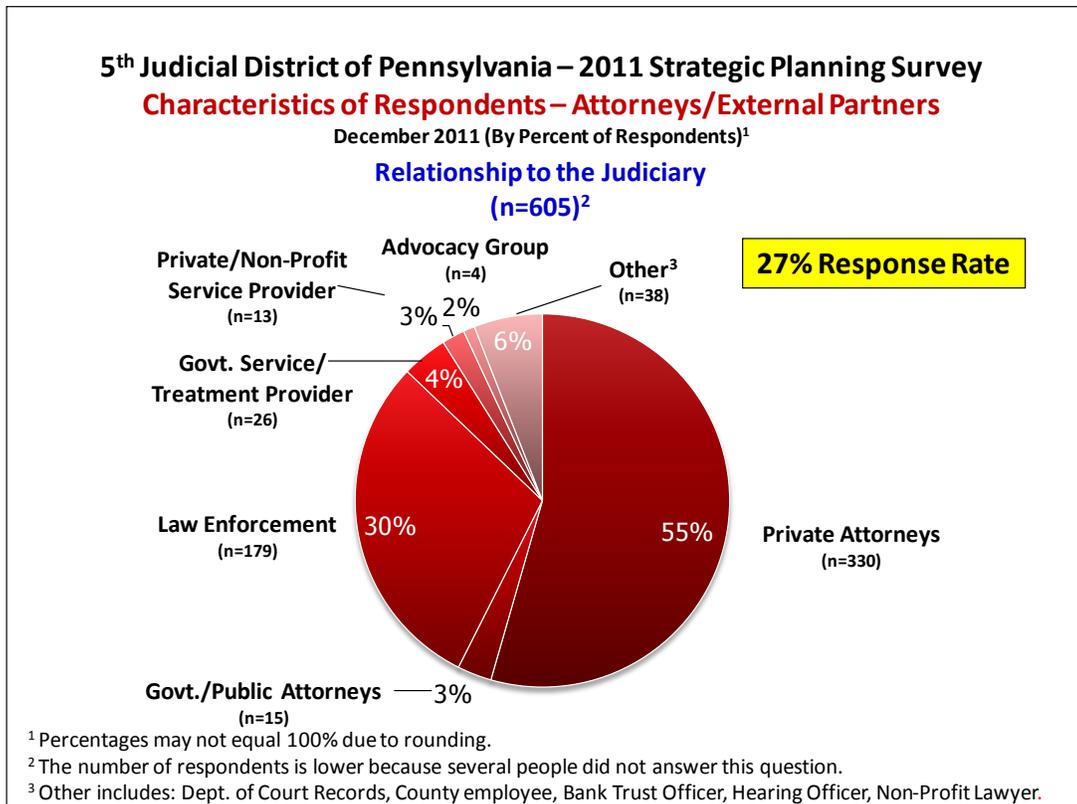
References

- Broderick, Jr., J. T. & Hall, D. J. (2010). *What is reengineering and why is it necessary*. In *Future Trends in State Courts 2010*. Williamsburg, VA: National Center for State Courts.
- Callaway, M. (1989). *A review of the Lake County justice and superior courts*. San Francisco, CA: National Center for State Courts.
- Clarke, T. M. (2010). *Reengineering: the importance of establishing principles*. In *Future Trends for State Courts 2010*. Williamsburg, VA: National Center for State Courts.
- Clarke, T. M. (2010). *Technology and reengineering*. In *Future Trends in State Courts 2010*. Williamsburg, VA: National Center for State Courts.
- Clarke, T. M. (2010). *The business case for court-principles-based essential functions*. In *Future Trends in State Courts 2010*. Williamsburg, VA: National Center for State Courts.
- Durham, C. M. & Becker, D. J. (2010). *Reaping benefits and paying the price for good business decisions: Utah's reengineering experience*. In *Future Trends for State Courts 2010*. Williamsburg, VA: National Center for State Courts.
- Durham, C. M. & Hollon, S. C. (2010). *Reengineering: creating a new face of justice*. In *Future Trends for State Courts 2010*. Williamsburg, VA: National Center for State Courts.

- EVstudio Colorado & Texas Architects & Engineers (2011). *Construction cost per square foot for a courthouse*. Retrieved from <http://evstudio.info/construction-cost-per-square-foot-for-a-courthouse/#>.
- Griller, G. M. (2010). *Governing loosely coupled courts in times of economic stress*. In *Future Trends for State Courts 2010*. Williamsburg, VA: National Center for State Courts.
- Hall, D. J. & Suskin, L. (2010). *Reengineering lessons from the field*. In *Future Trends for State Courts 2010*. Williamsburg, VA: National Center for State Courts.
- Hall, N. (2010). *Implementing collegial chambers as a means for courtroom sharing*. In *Future Trends for State Courts 2010*. Williamsburg, VA: National Center for State Courts.
- Hardenbergh, D. (1992). *Norfolk County facilities master plan*. Williamsburg, VA: National Center for State Courts.
- Hardenbergh, D., Tobin, Sr., R. & Yeh, C. (1991). *The courthouse: a planning and design guide for court facilities*. Williamsburg, VA: National Center for State Courts.
- Hoke, D. F. (1987). *Court facilities in Haywood County: a space requirements analysis*. Raleigh, NC: Research and Planning Division, Administrative Office of the Courts.
- International Facility Management Associates (2009). *Strategic facility planning: a white paper*. Houston, TX: International Facility Management Associates.

- McDaniel, D.J. &Billotte, R.L. (2011).*Fifth judicial district of Pennsylvania annual report 2011 Pittsburgh, County of Allegheny, Pennsylvania.*
- Phillips, T. S. &Griebel, M. A. (2003).*Building type basics for justice facilities.* Hoboken, NJ: John Wiley & Sons, Inc.
- Shastri, K. & Wald, H. (2004). *An evaluation of video preliminary arraignment systems in Pennsylvania.* Pittsburgh, PA: Katz Graduate School of Business, University of Pittsburgh (Submitted to: Pennsylvania Commission on Crime and Delinquency).
- Smith, D. C. & Associates, Omni Group Inc., & Wiley, D. L. & Associates (2002).*Superior court of California County of Glenn: countywide court facility master plan.*
- Wagenheim, G. D. &Reurink, J. H. (1991).*Customer service in public administration.* In *Public Administration Review*, Vol. 51, No. 3.
- Wagenknecht-Ivey, B.J. (2012).*Fifth judicial district of Pennsylvania, County of Allegheny, 2012 – 2015 strategic plan: “A direction and priorities for the future”.*
- Wong, F. M. (1989). *Final report for the Pinellas County criminal courts complex and countywide court facilities master plan.* Seattle, WA: Space Management Consultants, Inc.
- Wong, M. (1973).*Rhode Island judicial facilities study.* New York, NY: Space Management Consultants, Inc.

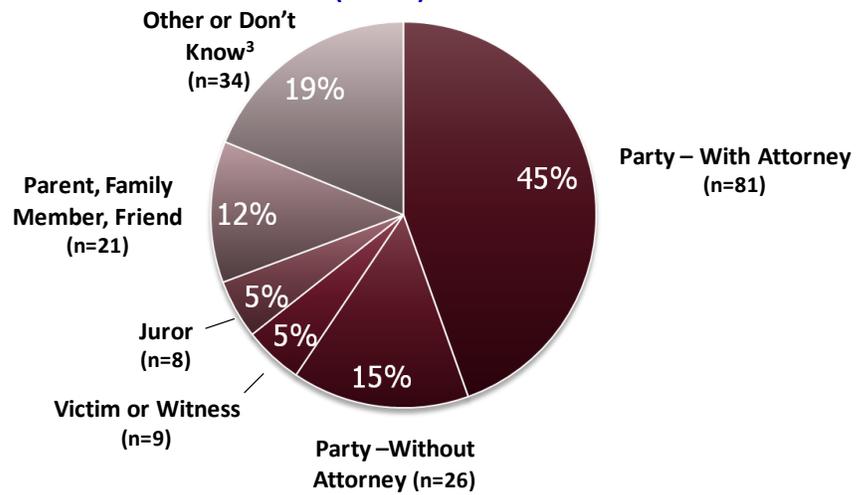
Appendix A: Additional Details Regarding The Strategic Plan Survey Respondents



5th Judicial District of Pennsylvania – 2011 Strategic Planning Survey
Characteristics of Respondents – Court Users/Litigants

December 2011 (By Percent of Respondents)¹

How Users Were Involved at the Court
(n=179)²



¹ Percentages may not equal 100% due to rounding.

² The number of respondents is lower because some people did not answer this question.

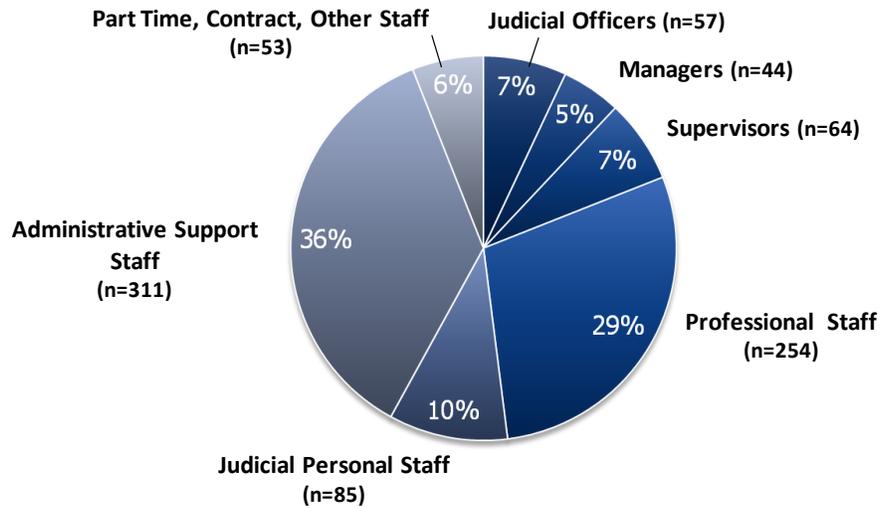
³ Other includes: Filed court papers, DUI court, Assistant to attorney, officer, parent, attorney, law firm filing clerk, Advocate, non-profit employee,

5th Judicial District of Pennsylvania – 2011 Strategic Planning Survey
Characteristics of Respondents – Judicial Officers/Court Employees

December 2011 (By Percent of Respondents)¹

Position/Role in the Judiciary
(n=868)²

85% Response Rate



¹ Percentages may not equal 100% due to rounding.

² The number of respondents is lower because several people did not answer this question.

Appendix B: New Case Filings In 2011 For Cases Proceeding In Buildings Of The Downtown Campus⁴

Division	Case Type	Total New Filings
Civil	Traditional Civil	7,424
	Arbitration	10,339
	Board of Viewers	5,043
Orphans ⁷	Adoptions	129
	Guardianships	253
	Estates	1,344
	Civil Commitments	4, 715
Criminal	Problem-Solving Courts	1,496
	Traditional Criminal Cases	31,091 ⁵
Family	Custody	4,006
	Child Support	9,128
	Divorce	2,831
	Protection From Abuse	8,144
	Juvenile Delinquency	4,172
	Dependency	1,372
Total		125,828

⁴ Source: 2011 Annual Report, Fifth Judicial District of Pennsylvania

⁵ Of these 31,091 cases, the adult probation caseload consisted of 25,862 and 16,394 new pre-trial investigations were opened by the Pre-Trial Services Department.

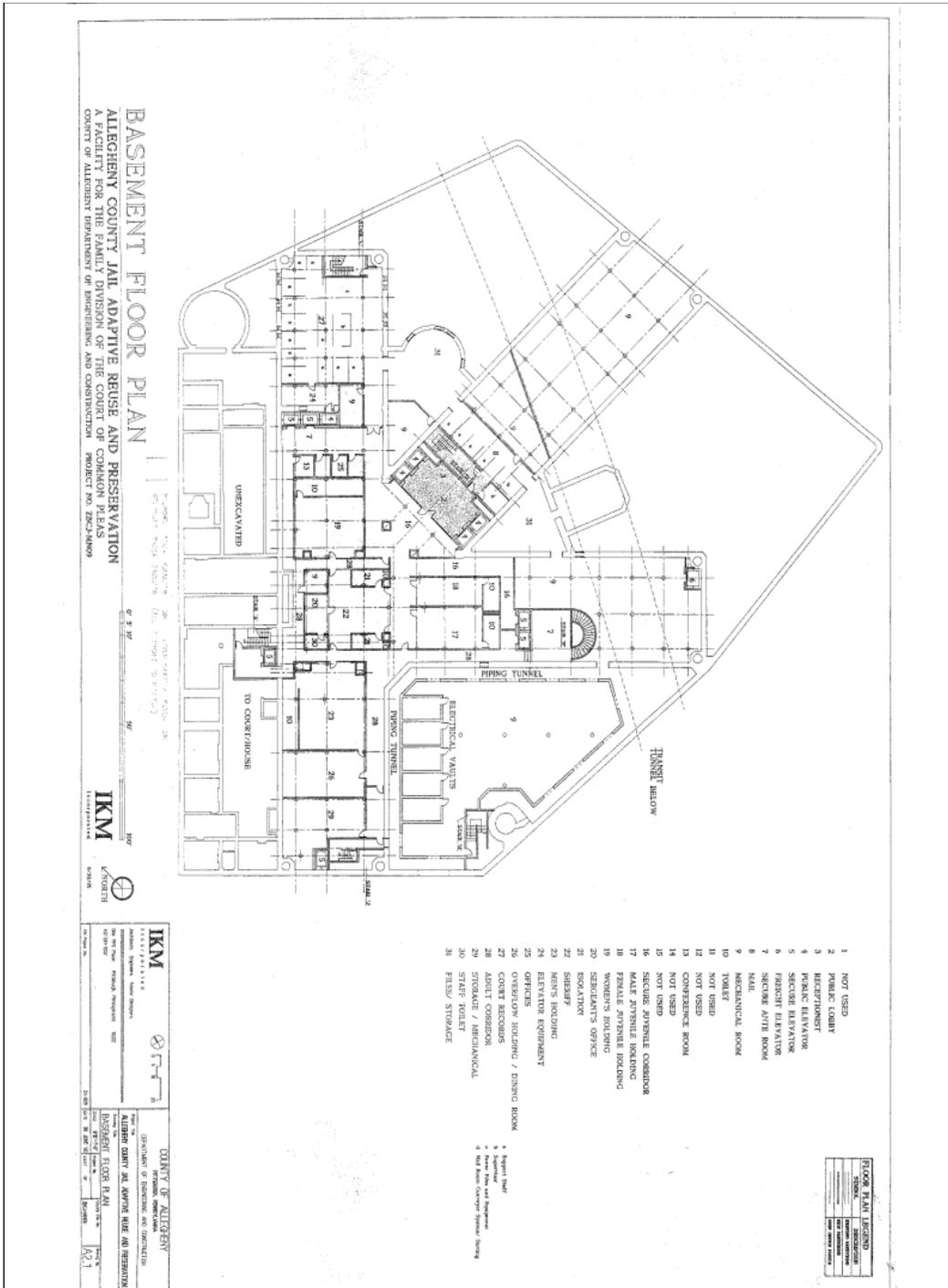
Appendix C: Strategic Plan Survey Responses: Most Desired New Programs/Services In The Next Three To Five Years

**5th Judicial District of Pennsylvania – 2011 Strategic Planning Survey
Top Four Future Priorities – Most Desired New Programs and Services –
By Survey Group**

December 2011 (Rank order by most frequently mentioned)

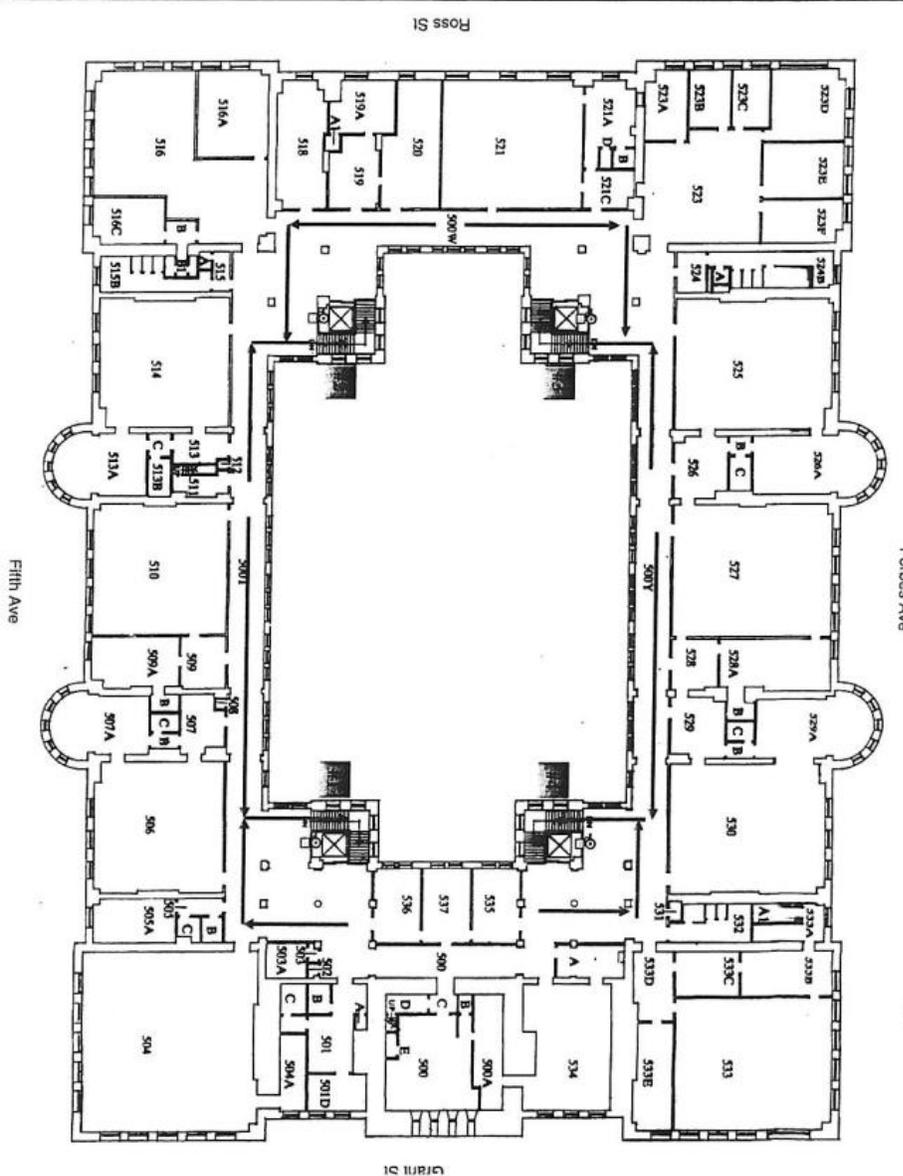
	Attorneys/ Partners	Court Users	Judges/Staff
Ability to do business with courts remotely/electronically	1	1	1
More timely resolution of cases/legal matters	2	3	2
Improve scheduling of hearings	3	2	3
Adequate facilities	4		4
Extend court hours		4	

Appendix D: Family Law Facility Building Plans



Appendix E: Courthouse Building Plans

<p>EMERGENCY PLAN</p> <p>Court House Fifth Floor</p>	<p>LEGEND</p> <p>→ PRIMARY EXIT ROUTE</p> <p>Ⓜ ALARM PULL STATION</p> <p>■ STAIRWELL #</p>	<p>IF PRIMARY EXIT ROUTE CANNOT BE USED, FOLLOW ANOTHER POSTED ROUTE.</p> <p>IN CASE OF FIRE DO NOT USE ELEVATORS.</p>
---	---	--



EMERGENCY PLAN

Court House Fourth Floor

LEGEND

→ PRIMARY EXIT ROUTE

☒ ALARM PULL STATION

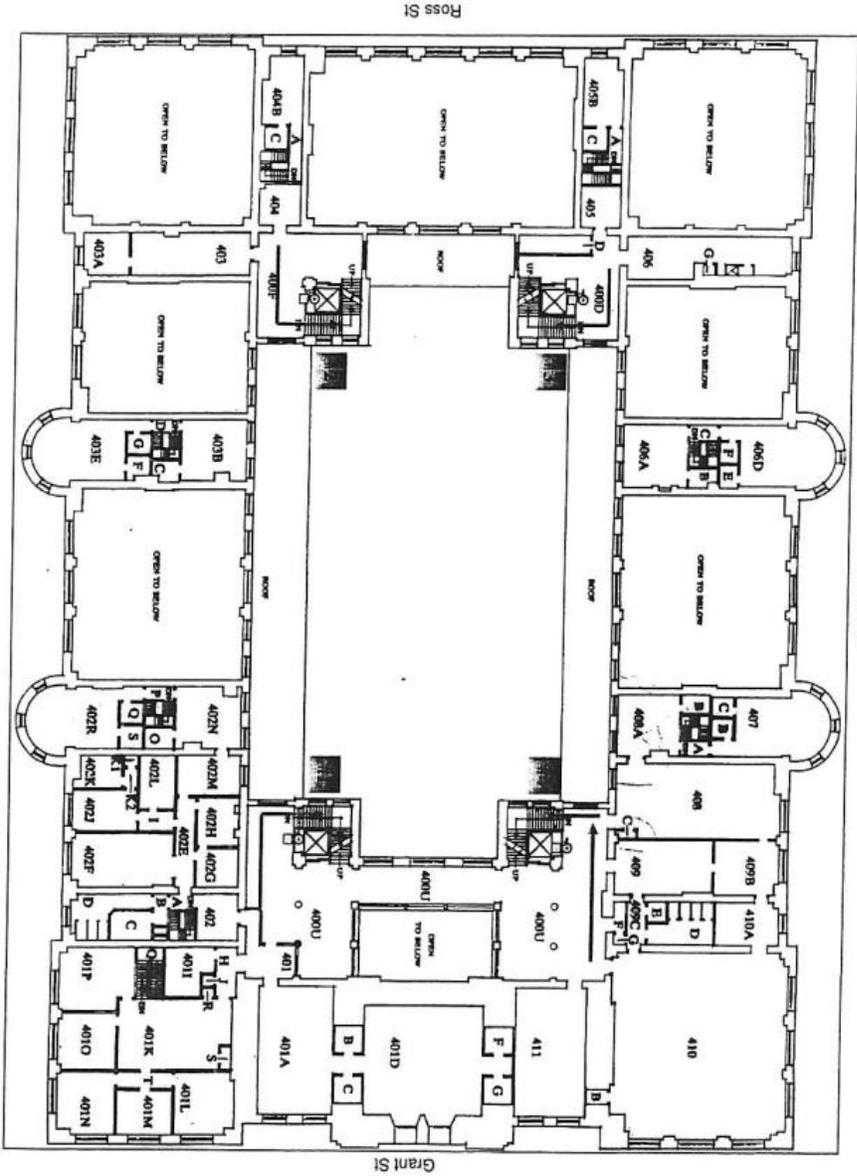
☒ STAIRWELL #

IF PRIMARY EXIT ROUTE CANNOT BE USED, FOLLOW ANOTHER POSTED ROUTE.

IN CASE OF FIRE DO NOT USE ELEVATORS.

Allegheny County
Department of
Administration Services





EMERGENCY PLAN

Court House Third Floor

LEGEND

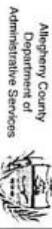
PRIMARY EXIT ROUTE

ALARM PULL STATION

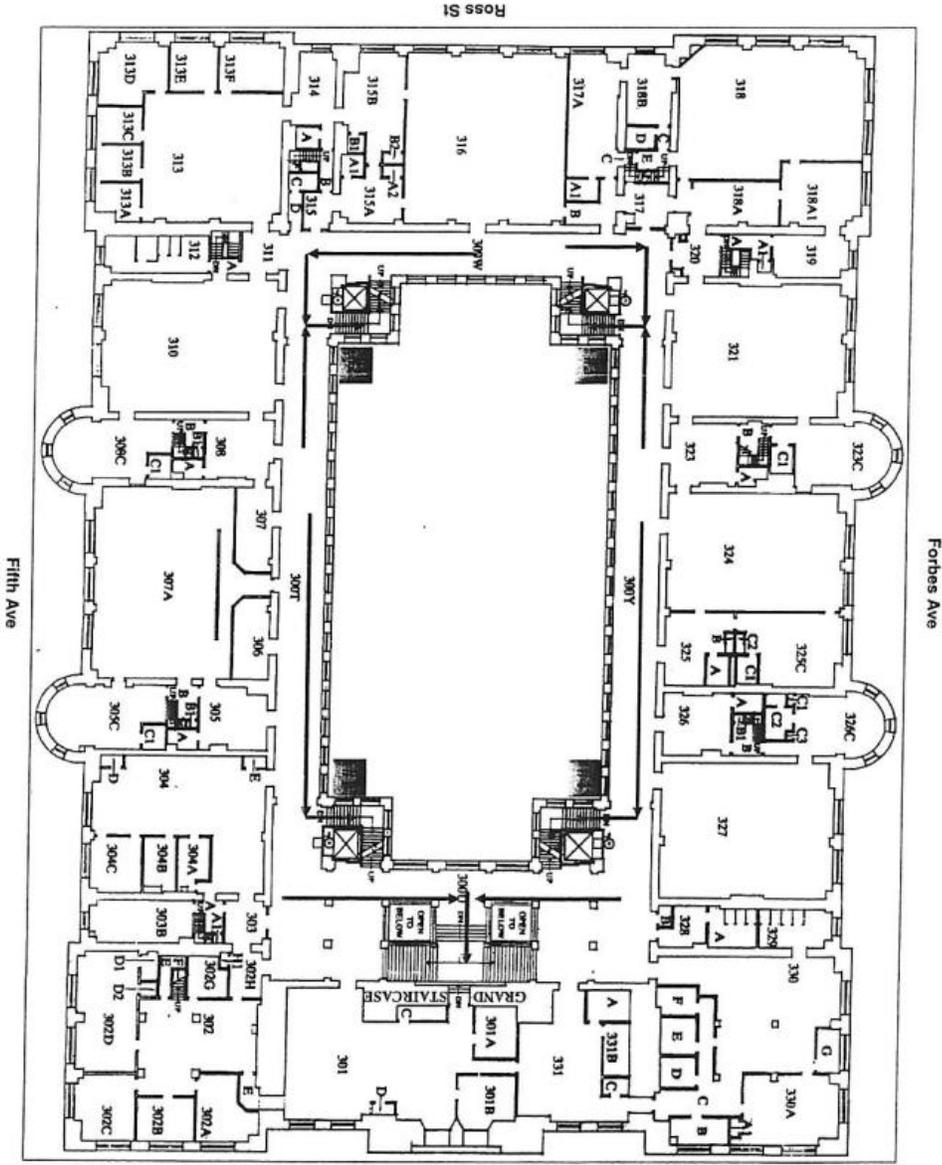
STAIRWELL #

IF PRIMARY EXIT ROUTE CANNOT BE USED, FOLLOW ANOTHER POSTED ROUTE.

IN CASE OF FIRE DO NOT USE ELEVATORS.



Allegheny County
Department of
Administrative Services



Grant St

Fifth Ave

Forbes Ave

Ross St

EMERGENCY PLAN

Court House

Second Floor

LEGEND

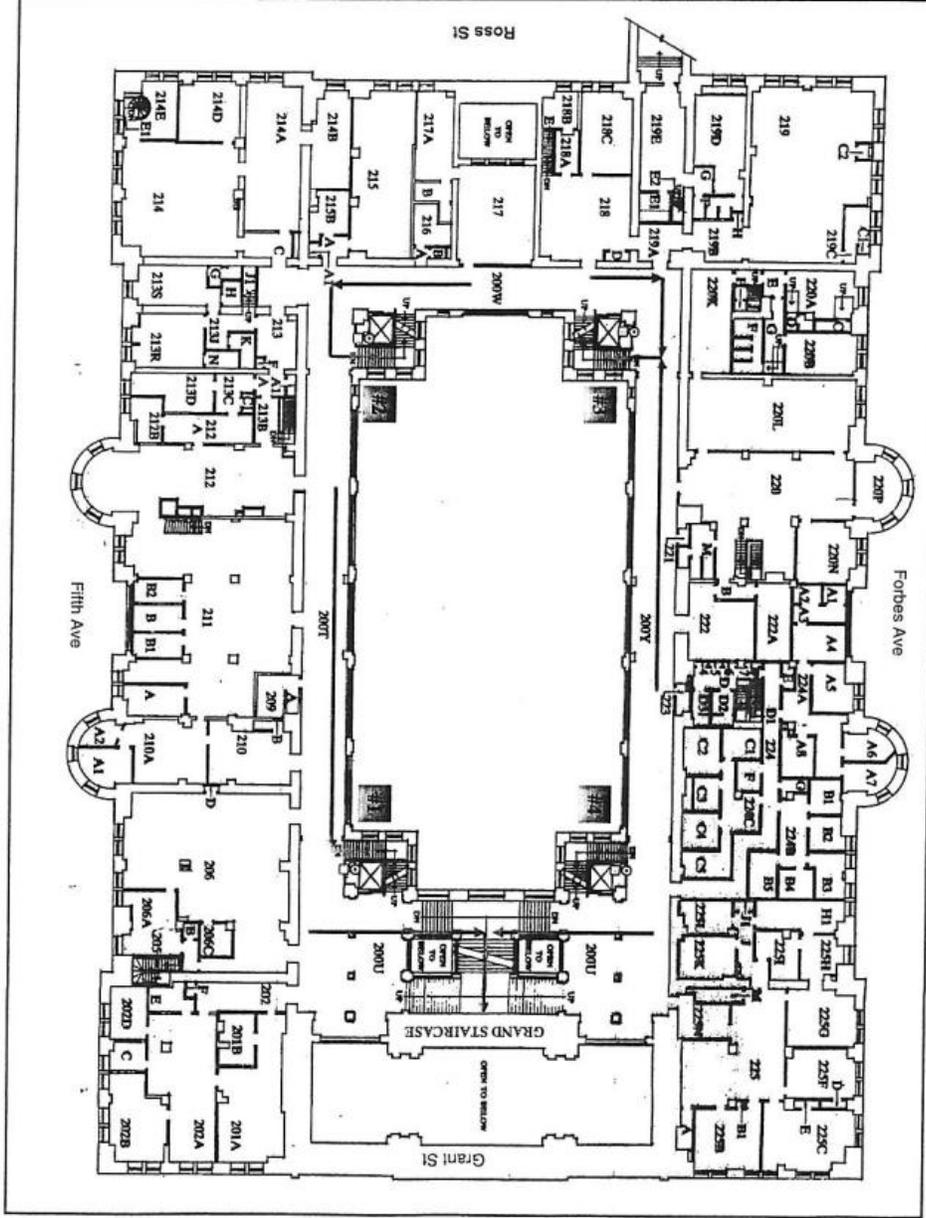
PRIMARY EXIT ROUTE

ALARM PULL STATION

STAIRWELL #

IF PRIMARY EXIT ROUTE CANNOT BE USED, FOLLOW ANOTHER POSTED ROUTE.

IN CASE OF FIRE DO NOT USE ELEVATORS.



EMERGENCY PLAN

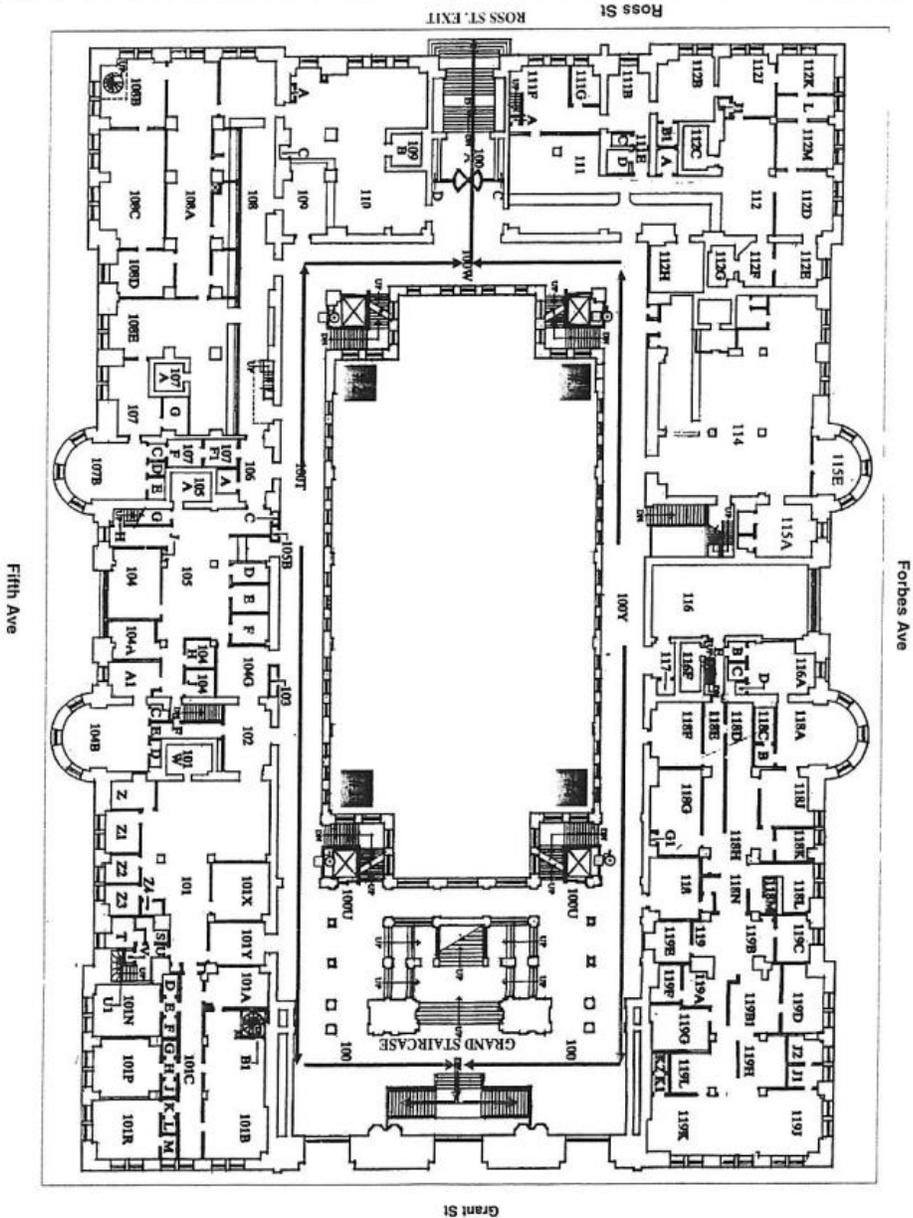
Court House First Floor

LEGEND
 PRIMARY EXIT ROUTE

ALARM PULL STATION
 STAIRWELL #

IF PRIMARY EXIT ROUTE CANNOT BE USED, FOLLOW ANOTHER POSTED ROUTE.

IN CASE OF FIRE DO NOT USE ELEVATORS.



EMERGENCY PLAN

Court House Ground Floor

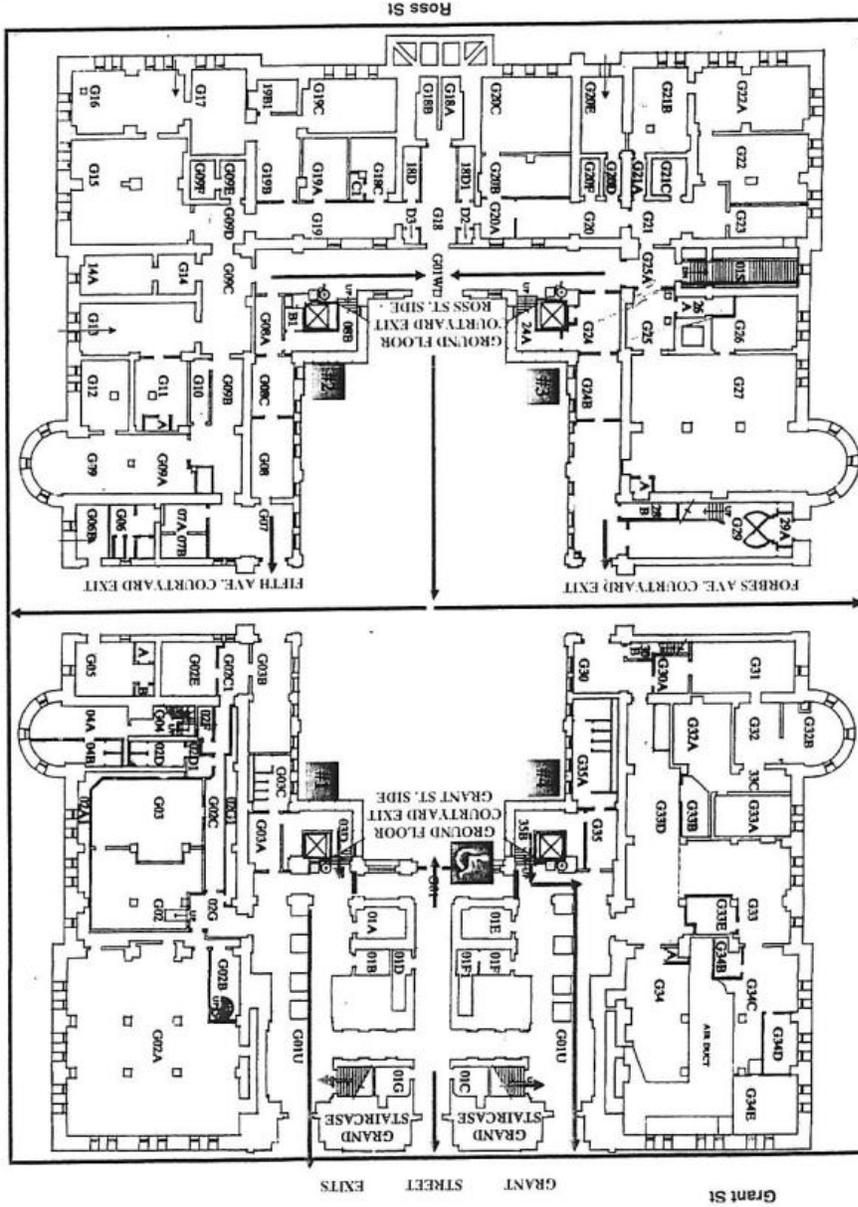
LEGEND

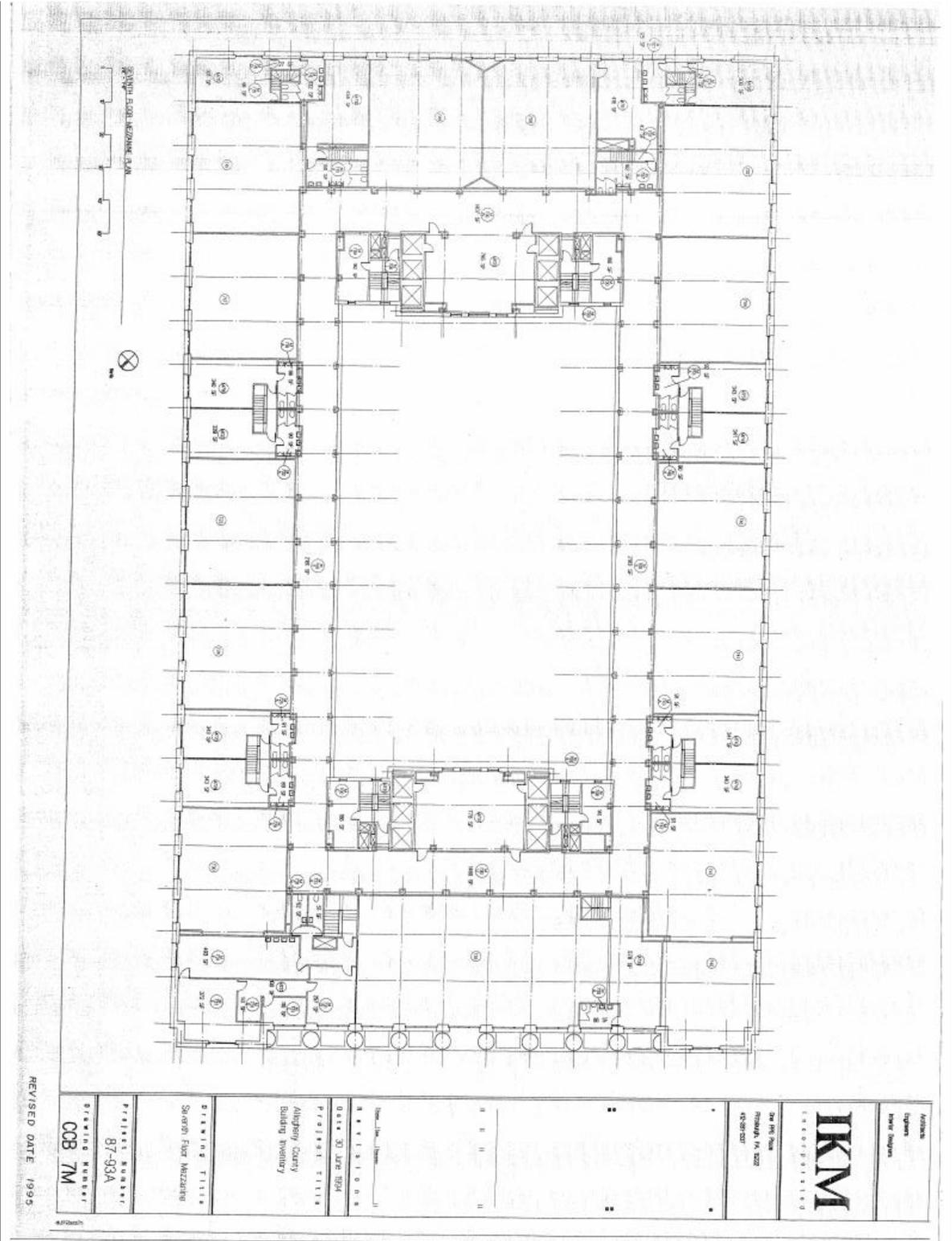
-  PRIMARY EXIT ROUTE
-  HANDICAPPED EXIT
-  ALARM PULL STATION
-  STAIRWELL #

IF PRIMARY EXIT ROUTE CANNOT BE USED, FOLLOW ANOTHER POSTED ROUTE

IN CASE OF FIRE DO NOT USE ELEVATORS

Albany County
Department of
Administrative Services

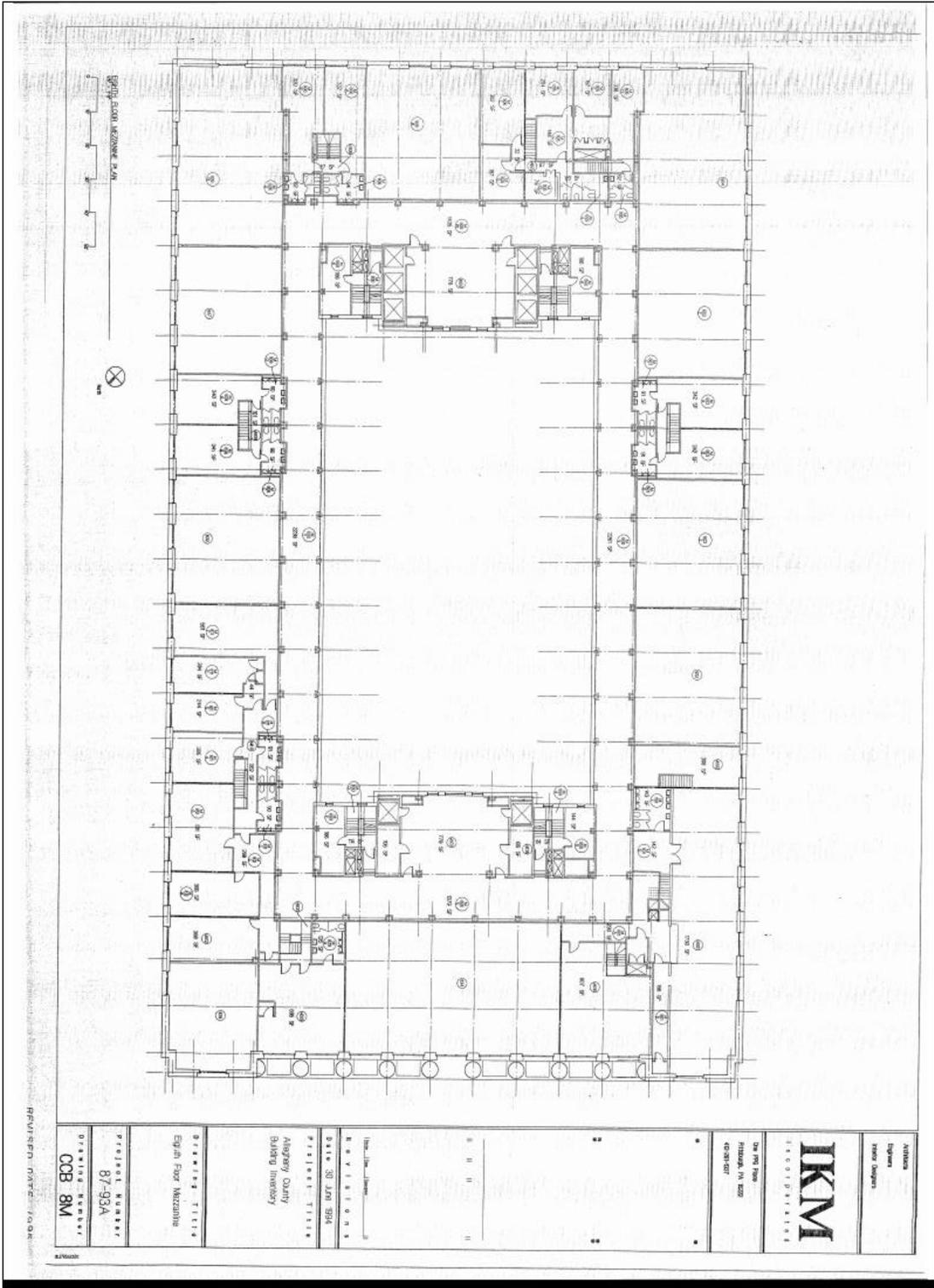




SECOND FLOOR MECHANICAL PLAN

REVISED DATE 1995

<p>Address City State Zip</p>	<p>DATE PROJECT TITLE</p>	<p>PROJECT NUMBER DRAWING NUMBER</p>	<p>PROJECT NUMBER DRAWING NUMBER</p>
<p>1000 N. ... Phoenix, AZ 85001 480-950-1234</p>	<p>DATE: 30 JAN 1994 PROJECT TITLE: Alphajay County Building Inventory</p>	<p>PROJECT NUMBER: 87-93A DRAWING NUMBER: C08 TM</p>	<p>PROJECT NUMBER: 87-93A DRAWING NUMBER: C08 TM</p>



ARCHITECT
 INTERIORS
 ARCHITECTS

IKM
 INCORPORATED

ONE FIVE FIVE
 HIGHLAND AVENUE
 WASHINGTON, DC 20004

DATE: 30 JAN 1984
 PROJECT: TITUS

ALLEGANY COUNTY
 BUILDING DEPARTMENT

PROJECT NUMBER:
 87-93A

DRAWING NUMBER:
 CCB 8M

REVISION DATE: 1/30/84

Appendix G: Frick Building Building Plans

