

MAINE STATE LEGISLATURE

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**Maine Judicial Branch
New Courthouse Project
York County, Maine**



February 16, 2016

NEW COURTHOUSE
York County, Maine
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**NEW COURTHOUSE
York County, Maine**

EXECUTIVE SUMMARY

The Maine Judicial Branch is proposing to construct a new courthouse in York County that will serve the residents of York County and the State of Maine.

1. Study Methodology

The goal of the study was to propose a court facility that would consolidate the activity of the York County Superior and District Courts in a single location to improve the access, efficiency, and safe operations in that location. The recently constructed Capital Judicial Center was used as a model for developing a space program, including types and sizes of courtrooms and other supporting spaces needed in this York County courthouse. A review of the caseload in Cumberland and York Counties helped establish the number of courtrooms that are required.

2. Existing Deficiencies

York County does not enjoy the benefits and operational savings that can be achieved through consolidation in a single building. Consolidation dramatically improves public service by bringing together all court activities in one building, reducing confusion and providing a more efficient system of justice. Consolidation also allows for a more efficient use of judge and staff time, eliminates duplicated activities required in each building, including entry screening, and results in more efficient case processing. There are four York County Courthouses including York Superior Court in Alfred and the District Courts in York, Springvale and Biddeford. These facilities have significant deficiencies including: insufficient number and size of courtrooms; too few conference and mediation rooms; insufficient storage space; and lobbies that are too small for the volume of traffic.

The existing York County Courthouse in Alfred has been in use despite life safety code and handicapped access non-conformance issues since 1934, when the original 1806 building with an 1854 addition suffered a disastrous fire and was rebuilt. General circulation was designed for procedures in place in the 19th century, and does not provide separate circulation for the public, judges and staff, jurors and incarcerated defendants. Security inadequacies have negatively affected the operations of the Courts.

The York District Court is an aging substandard wood frame building. The electrical and septic systems require substantial upgrading. The parking lot is undersized and needs repair. The roof requires work.

3. Site Attributes

Site attributes necessary and proposed for the new Courthouse include:

- Fully useable developable site area of 7 or more acres accessible to county residents and public transportation.
- Site development without major retaining wall structures preferred.

- Front of building public access at grade.
- Adequate setbacks to protect building and occupants against external security threats.
- Rear of building grade-level access at lower level for staff and sheriff's vehicles.
- Parking for 300 cars.
- Segregated vehicle circulation and parking for judicial staff.
- Public water service suitable for a full sprinkler system in the building preferred.

4. Building Features

State-of-the-art court facility in York County

- The proposed area of the building will be 133,000 gross square feet. The building will consolidate twelve courtrooms: 2 arraignment courtrooms, 6 non-jury courtrooms and 4 jury courtrooms. The largest courtroom will accommodate 200 people and the smallest will accommodate 50. Conference rooms of varied sizes will be provided for attorney-client conferences and for mediation.
- Modern courthouse design will provide separate circulation routes for public visitors, jurors, court personnel and in-custody defendants.
- A large multi-purpose and jury assembly room will hold 150 people seated in individual chairs, or 90 people seated at seminar tables.
- The energy efficient building will be designed and constructed to minimize the consumption of fossil fuels and reduce the cost of operations.
- State-of-the-art courtroom technology including electronic recording, evidence presentation, video conferencing, and media access will be installed in each courtroom.
- Court security staff will be able to monitor all exterior building entrances, courtrooms, public lobbies, and elevators via CCTV. All public visitors will be required to pass through entry security screening.
- Public computer kiosks in the lobby will facilitate electronic filing of documents.

5. Project Budget

The proposed project budget was developed using the Maine Bureau of General Services guidelines and the cost data compiled from the recently completed Penobscot Judicial Center and the Capital Judicial Center projects. The overall project cost was estimated in the alternative for each of the following project start dates:

- FY17 \$65,000,000
- FY18 \$68,250,000
- FY19 \$71,660,000

6. Project Schedule

If approved for funding in the Second Regular Session of the 127th Maine Legislature the York Courts facility will have the following key schedule events:

- June/July/August 2016 hire project architect and construction manager
- Late 2017 and early 2018 design completion and construction start
- December 2020 construction completion and move in

YORK COUNTY COURTHOUSES SPACE DEFICIENCIES

1. YORK COUNTY COURTHOUSE 45 Kennebunk Road, Alfred, Maine

Description: Originally built in 1806 with additions in 1852, 1896, 1917, and 1927. Central portion of courthouse destroyed by fire and rebuilt in 1934 and subsequent addition 1964.

Problems:

- Old and overcrowded
- Two jury courtrooms are insufficient to meet County needs resulting in undue delay. One of the courtrooms is tiny and dysfunctional
- Circulation designed for 19th century and does not provide separate and safe circulation paths for public, judicial staff, jurors and incarcerated defendants
- Courtrooms are not equipped for technology
- Security challenges due to multiple entrances
- Lack of separate entrance and holding area for incarcerated defendants
- No cameras or monitors for any spaces
Victims, witnesses, defendants, and associates of defendants sit together
- Needs additional handicapped accessibility work at entry, bathrooms, elevators and courtrooms
- Lack of fire code compliant area for jury assembly
- Virtually no conference rooms for attorneys and clients to meet
- Lack of rest rooms for staff and judges
- Clerk office space overcrowded and in two locations
- Inadequate storage space
- No space for financial screeners
- Clerks do not have an adequate break room with proper kitchen and running water

2. YORK DISTRICT COURT 11 Chases Pond Road, York, Maine

Description: Wood framed two story structure was constructed in 1989 and intended for use as a liquor store and other businesses. The courthouse was partially renovated in 2001/2002.

Problems:

- Low quality wood framed structure
- Electrical system needs upgrades

- Roof needs replacement
- Courtroom 1 doors are not soundproof
- HVAC handled by 7 small units and require single integrated mechanical system
- No heating and cooling in the entry vestibule
- Private well water requires monthly testing
- Parking lot inadequate, needs to be rebuilt, is too small and can not be expanded
- Courtrooms are not equipped for technology
- Security issues include lack of separate entrance for incarcerated defendants and lack of rest room – must use public restroom
- No cameras or monitors for any spaces
- Second floor is unusable due to septic, parking and fire code limitations
- Inadequate space for staff and file storage space

3. BIDDEFORD DISTRICT COURT
25 Adams Street, Biddeford, Maine

Description: Two story masonry structure built in 1997

Problems:

- Insufficient number of courtrooms
- Two of the courtrooms are too small to handle larger dockets
- No jury trial capable courtroom
- Insufficient conference and mediation space
- Inadequate and insufficient space for clerks and files
- Inadequate parking for staff and public
- Insufficient handicap accessible parking
- No place for lawyers to wait or store belongings
- Rear staff entry is not fully accessible
- Lobby is too small for the large criminal and civil dockets and leaves victims, defendants too close together

4. SPRINGVALE DISTRICT COURT
447 Main Street, Springvale, Maine

Description: Two story structure constructed in 2001/2002.

Problems:

- Three courtrooms and only one is large enough to accommodate all dockets
- No jury capable courtrooms
- Inadequate file storage
- Partial room replacement required

- Main lobby area is too small and inadequate
- Staff parking is often inadequate
- No accessible parking close to the courthouse
- Insufficient staff restroom facilities
- No cell phone reception in the building
- Air quality issues in clerk's office affects copiers and printers

NEW COURTHOUSE BENEFITS **York County, Maine**

1. Reduction in Delay

The average time from case filing to disposition is a key measurement in the delivery of justice. The time from criminal filing to disposition in the York County Courts compares poorly to other large court locations in Cumberland and Penobscot that have Unified Criminal Dockets (UCD).

Average number of days from filing to disposition

- York County Superior Court: **253 days**
- All York County District Courts: **139 days**
- Cumberland County UCD: **107 days**
- Penobscot County UCD: **88 days**

The delay in time to disposition greatly disadvantages the citizens of York County and negatively affects public safety and criminal justice. This delay is attributable in large part to the lack of a coordinated judicial center and the lack of jury courtrooms. Delays cause substantial increases in pre-trial detention costs for the county. The lack of a consolidated facility with adequate jury and non-jury courtrooms has also affected the effectiveness of UCD implementation in York County. Providing such a facility will allow the benefits of UCD to be fully realized.

2. More Courtrooms that are Size Effective

York County has **11 courtrooms** but only **1 useable jury courtroom and three large non-jury courtrooms**. This lack of jury courtrooms and large non-jury courtrooms negatively affects the efficiency of the court system.

By comparison, Cumberland County has **13 courtrooms with 5 jury courtrooms and 4 large non-jury courtrooms**.

The new courthouse will meet the needs of the citizens of York County with:

- **2 large arraignment courtrooms**
- **6 non-jury courtrooms**
- **4 jury courtrooms**

The largest courtroom will accommodate 200 people and the smallest will accommodate 30. Many conference rooms of varied sizes will be provided for attorney-client conferences and for mediations.

3. Simplifying Trial Court Structure in a Regional Hub Location

- Better enable case management efficiencies for all dockets.
- Greater flexibility and efficiency in the assignment of judges.
- Greater efficiencies in court security.

- More effective use of clerk resources with a combined clerk's office with unified criminal division and a single manager of operations.
- More efficient use of courtrooms.

4. Enhanced Safety and Security

The new courthouse will provide a safe and secure environment for Justice:

- Modern courthouse design will provide separate circulation routes for public visitors, jurors, court personnel and in-custody prisoners.
- Court security staff will be able to monitor all exterior building entrances, courtrooms, public lobbies, and elevators via CCTV.
- All public visitors will be required to pass through entry security screening.
- Sufficient conference room space will be provided to allow for the separation of participants.
- Security of in-custody prisoners will be more effective and requires fewer resources.

5. State of the Art Facility

- A large multi-purpose and jury assembly room will handle 150 people seated in individual chairs, or 90 people seated at seminar tables.
- The energy efficient building will be designed and constructed to minimize the consumption of fossil fuels and reduce the cost of operations.
- State-of-the-art courtroom technology including electronic recording, evidence presentation, video conferencing, and media access will be installed in each courtroom.
- Public computer kiosks in the lobby will facilitate electronic filing of documents.

6. User Friendly for the Public

The facility will be accessible, user friendly and reduce the confusion and complexity of the court process thereby encouraging respect for the rule of law.

- This facility will provide for greater public access, as this facility will reduce travel of the public and litigants to multiple court locations.
- This facility will simplify the task of lawyers as court proceedings will be easier to attend rather than having to practice at multiple locations thereby saving attorney resources and time resulting in lower costs to clients.
- This facility will simplify the tasks of law enforcement, probation and other governmental entities, as their focus will be on one facility rather than multiple locations.
- This facility with the consolidated records will allow for quicker retrieval and access to court information.

Maine Judicial Branch
York County Courthouse
New Construction Program

	Size (SQ. FT.)	Features
Courtrooms		
Arraignment Courtroom #1	4,000	Prisoner Access; 200 spectators; 20-25 prisoner dock
Arraignment Courtroom #2	3,000	Prisoner Access; 150 spectators; 12-15 prisoner dock
Non-Jury Courtroom #3	3,500	Prisoner Access; 100 spectators
Non-Jury Courtroom #4	3,500	100 spectators
Family Non-Jury Trial Courtroom #5	2,000	Prisoner Access; 50 spectators
Family Non-Jury Trial Courtroom #6	2,000	50 spectators
Family Non-Jury Trial Courtroom #7	1,000	Prisoner Access; 30 spectators
Family Non-Jury Trial Courtroom #8	1,000	30 spectators
Large Jury Courtroom #9	3,000	Prisoner Access; 150 spectators; Jury box
Jury Courtroom #10	2,000	Prisoner Access; 40 spectators; Jury box
Jury Courtroom #11	2,000	50 spectators; Jury box
Jury Courtroom #12	2,000	50 spectators; Jury box
Courtroom Support Spaces		
		150 person capacity in chairs; 90 at seminar tables; motorized folding partition
Multi-purpose Room	2,760	
Jury Deliberation Room	375	Four (4)
Attorney Workroom	550	One (1)
Remote Chambers	165	Twelve (12) remote chambers
Prisoner Holding	70	Seven (7)
Secure Attorney Interview Room	80	Five (5)
Attorney Paperwork at Courtroom	100	Three (3)
In Custody Mediation	150	One (1)
Large Conference Rooms	165	Twelve (12) with 8 person capacity
Small Conference Rooms	144	Twelve (12) with 6 person capacity
Court Offices and Support Spaces		
Judicial Chambers	320	Twelve (12) judicial suites
Judicial Law Clerk and Admin	125	Two (2) staff
Judicial Support Areas	2,075	Library, conference room, mediation hearing & conference
Clerk of Courts	2,768	Forty (40) Clerks
		Public Windows; Document Review; Pay Counters; Files; File
Clerk Support Areas	6,602	Storage; Remote Windows; Storage; Mail; Public Access Stations
Staff Breakroom	1,000	
Information Technology; Facilities Office	670	
		Loading Dock, Bulk Storage; Maintenance & Housekeeping Areas;
Building Support	2,975	Equipment Storage
Security Services Spaces		
Vehicle Sallyport	800	
Short Term Detention Area	884	
Main Entrance Screening/Queueing Area	5,550	Entry; Main Lobby; Public Kiosks; Pressroom
Security Control Room	400	
Marshal's Office	120	
Marshal Locker Room	400	
District Attorney	500	
Total Building Finished Space	133,276	

NEW COURTHOUSE PROJECT SPACE DESCRIPTION
York County, Maine

Arraignment Courtroom 1	Public seating for 200 people; access from in-custody holding; prisoner dock with a capacity for 20-25; complete state-of-the-art courtroom technology; video arraignment; secure remote chamber immediately adjacent to courtroom.
Arraignment Courtroom 2	Public seating for 150 people; access from in-custody holding; prisoner dock with a capacity for 12-15; complete state-of-the-art courtroom technology; video arraignment; secure remote chamber immediately adjacent to courtroom.
Non-jury Trial Courtroom 3	Public seating for 100 people; access from in-custody holding; complete state-of-the-art courtroom technology; remote witness via video conferencing; secure remote chamber immediately adjacent to courtroom.
Non-jury Trial Courtroom 4	Public seating for 100 people; complete state-of-the-art courtroom technology; remote witness via video conferencing; secure remote chamber immediately adjacent to courtroom.
Family Non-jury Trial Courtroom 5	Public seating for 50 people; access from in-custody holding; complete state-of-the-art courtroom technology; remote witness via video conferencing; secure remote chamber immediately adjacent to courtroom.
Family Non-jury Trial Courtroom 6	Public seating for 50 people; complete state-of-the-art courtroom technology; remote witness via video conferencing; secure remote chamber immediately adjacent to courtroom.
Family Non-jury Trial Courtroom 7	Public seating for 30 people; access from in-custody holding; complete state-of-the-art courtroom technology; remote witness via video conferencing.
Family Non-jury Trial Courtroom 8	Public seating for 30 people; complete state-of-the-art courtroom technology; remote witness via video conferencing; secure remote chamber immediately adjacent to courtroom.

Large Jury Trial Courtroom 9	Public seating for 150 people; jury box; access from in-custody holding; complete state-of-the-art courtroom technology; remote witness via video conferencing; secure remote chamber immediately adjacent to courtroom.
Jury Trial Courtroom 10	Public seating for 50 people; jury box; access from in-custody holding; complete state-of-the-art courtroom technology; remote witness via video conferencing; secure remote chamber immediately adjacent to courtroom.
Jury Trial Courtroom 11	Public seating for 50 people; jury box; complete state-of-the-art courtroom technology; remote witness via video conferencing; secure remote chamber immediately adjacent to courtroom.
Jury Trial Courtroom 12	Public seating for 50 people; jury box; complete state-of-the-art courtroom technology; remote witness via video conferencing; secure remote chamber immediately adjacent to courtroom.
Judicial Chambers	12 private judicial chambers; private toilets; collegial suite layout; 4 law clerks; 2 administrative assistants; reception area; workroom and storage.
Judicial Support Areas	Judicial video conference; judicial library; Mediation/Hearing; Mediation/Conference; staff toilets; break room.
Jury Deliberation Rooms	Accessed from the secure, jury side of courtrooms; furnished for 14 jurors; small kitchenette; two toilet rooms.
Attorney Client Conference Rooms/Mediation Rooms	Located on public lobby side and adjacent to all courtrooms.
Clerk of Courts	Access to public lobby; close to front entrance lobby and arraignment courtrooms; private office for Clerk of Courts; open office space for 2 Administrative Clerks and 37 Associate/Assistant Clerks.
Clerk Support Areas	6 public counters/windows; public document review; pay counter/windows; in-custody remote window; public access work stations.

In-Custody Holding	Group holding; individual holding; individual holding adjacent to courtrooms.
Sallyport	Secure vehicular sallyport
Entry Screening	Monitored entry screening at building entrance
Public Lobby	Public toilets; public computer kiosks for computer filing of court documents
Media/Press Feed	Press feed audio/video connection points from each courtroom controlled by courtroom judges.
Multi-Purpose Room	150 person capacity chair seating; 90 person capacity seating at seminar tables; jury assembly; large conference; seminars; training.
Attorney Work Room	Separate workroom for attorneys; lockers; toilet; kitchenette.
District Attorney	Satellite office space.
Building Control Room	Centrally located building security monitoring and control room.
Court Security Staff Work and Support Areas	Offices for CSO Supervisor and Assistant Supervisor; work stations in judicial circulation areas close to courtrooms and remote chambers; lockers, changing room and breakroom for 23-25 officers.
Building Office Support	Facility engineer office; building maintenance manager; OIT support staff office; conference; central break room; staff toilets.
Building Support	Records storage; loading dock; bulk storage; maintenance storage; maintenance shop; housekeeping storage; janitor closets; equipment storage; supply storage.
Mechanical, Electrical, IT, and AV Rooms	Separate spaces appropriately sized for intended, energy efficient, state-of-the-art use.

**Proposed York Courts Facility
Project Budget**

Proposed Occupancy Date: 2020

Part A: Administrative

1	Property	1,800,000
2	Advertising	3,500
3	Legal/Insurance	35,000
3.1	COI Bonds	150,000
3.2	Boiler Inspection	500
4	Bid Document Printing and Handling	
5	Furnishings, Fixtures, and Equipment	2,924,436
5.1	Miscellaneous Equipment	136,796
6	Telecommunications	934,061
7	Courtroom Technology/AV (included in construction Contract Sum)	
8	Security Systems (included in construction Contract Sum)	
9	1% for Art	172,844
10	Moving, Temporary Space	50,000
11	Bid Contingency	5% 2,325,900
12	Owner's Project Contingency	10% 4,651,800
13	Part A Subtotal	\$ 13,184,838

Part B: Fees & Services

14	Architect/Engineer Basic Services Fee	3,535,368
15	Additional A/E Service Fees (Supplemental Services)	465,180
16	Basic Services Plus Additional Services Subtotal	4,000,548
17	A/E Reimbursables Expenses	81,474
18	FF&E Design Fee (included in A/E Supplemental Services)	
19	Environmental Site Assessment Phase I and II	50,000
20	CM Preconstruction Fee (including reimbursables)	91,220
21	Site Environmental	
22	Survey	63,000
23	Geotechnical Engineering Services	185,193
24	Construction Testing (included in Geotechnical Engineering)	
25	Life Cycle Cost Analysis (included in A/E Supplemental Services)	
26	Commissioning	195,113
27	Owner's Project Manager	630,614
28	Part B Subtotal	\$ 5,297,162

Part C: Construction

29	Original Contract Sum	46,518,000
30	Total of Change Orders	-
31	Contract Sum to Date	-
32	Part C Subtotal	\$ 46,518,000

33	Total Project Cost	\$ 65,000,000	<i>Part A + Part B + Part C</i>
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**Maine Judicial Branch
Caseload Statistics 2011- 2015**

Caseload: YORK COUNTY: Superior & District

	2015	2014	2013	2012	2011
Criminal	9,826	10,084	9,881	9,631	10,639
Civil	3,871	4,273	4,711	5,609	5,729
Family	3,372	3,769	3,861	3,895	3,794
Other	2,440	2,659	2,491	2,646	2,909
	<u>19,509</u>	<u>20,785</u>	<u>20,944</u>	<u>21,781</u>	<u>23,071</u>

Caseload: CUMBERLAND COUNTY: Superior & District *

	2015	2014	2013	2012	2011
Criminal	9,679	9,773	10,370	10,222	10,216
Civil	4,558	5,295	5,707	6,849	7,421
Family	3,791	4,062	4,163	4,481	4,396
Other	2,592	2,862	3,092	3,567	3,383
	<u>20,620</u>	<u>21,992</u>	<u>23,332</u>	<u>25,119</u>	<u>25,416</u>

* West Bath cases heard for Cumberland County are not included in courtroom or caseload totals.

**Maine Judicial Branch
Courtrooms by Location**

Courtrooms: YORK COUNTY

	Arrestment	Jury	Non-Jury	Total Courtrooms
Alfred				0
Biddeford				0
Springvale				0
York				0
	0	0	0	0

Courtrooms: CUMBERLAND COUNTY

	Arrestment	Jury	Non-Jury	Total Courtrooms
Portland				0
Bridgeton				0
West Bath*				0
	0	0	0	0

* West Bath cases heard for Cumberland County are not included in courtroom or caseload totals.