

PHOENIX, ARIZONA MUNICIPAL COURT

CONSOLIDATION FEASIBILITY STUDY

May, 1981

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FOR THE INSTITUTE FOR COURT MANAGEMENT
BY:

Michael R. Havemann
Court Administrator
Municipal Court
Phoenix, Arizona

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PHOENIX, ARIZONA MUNICIPAL COURT
CONSOLIDATION FEASIBILITY STUDY
PROJECT ABSTRACT

PROJECT GOAL AND SCOPE

The goal of this study was to determine the feasibility of combining the three physical plants in which the Phoenix Municipal Court currently operates into a centralized structure, containing both courtrooms and space for administrative and clerical offices.

The scope of the investigation was limited to examining the feasibility of moving the Court's clerical and administrative staff into the physically adjoined facility comprised of 17 S. Second Avenue office space (owned by the City of Phoenix) and 125 W. Washington Street courtroom and office space (owned by Maricopa County and administered by the County Superior Court). The scope was further limited by the requirement to meet current space needs and those projected through June, 1985. Courtroom space requirements had already been met through previous studies and resultant agreements for space in the 125 W. Washington Street facility.

STUDY METHODOLOGY

The following research methods were used to respond to the feasibility question:

1. Determination of Court Gross Space Requirements — Current needs were determined through the use of space allocation standards developed by the City of Phoenix Management and Budget Department. Projections through June, 1985, were determined using a sum of least squares regression analysis to determine staffing levels, and then applying these same space allocation standards to those projections.
2. Specific Space Requirements Restrictions and Allocations were Determined — This step involved: (a) an analysis of the flow of work through each clerical section; (b) the development of flow charts documenting the movement of a work document from one stage of action to the next; and (c) the identification of any constraints to a random assignment of space within the proposed facility. Examined during this step were the floor plans for the work areas being considered. Also reviewed was the existing contract between the City of Phoenix and Maricopa County for space currently issued for Phoenix Municipal Court use. Finally, interviews were held with key technicians to determine the existence of any physical, logistical, or communication limitations in the building proposed for occupancy.
3. Cost Calculations were Developed and Qualitative Benefits were Identified — Using a present value of cash outflow accounting

technique, comparative costs were developed for the primary consolidation proposal and for two alternative proposals. Also, a qualitative list of benefits for each alternative was compiled.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

The following conclusions have been reached regarding the feasibility of consolidating the Phoenix Municipal Court's staff into one physical location:

1. Sufficient space is now or can be made available at the adjoining 17 S. Second Avenue and 125 W. Washington physical plant to house the clerical and administrative staff of the court.
2. With the exceptions of the length of the lease period and the lack of a contract stipulation to provide judicial and staff parking, the requirements of the current lease agreement are reasonable, and a sound base from which to negotiate a future lease for the additional space to be acquired from Maricopa County. There are no lease requirements nor restrictions which preclude the feasibility of space consolidation.
3. Review of the space available for occupancy reveals no major problems with the existing structure nor with the requirements of the proposed remodeling which would cause the consolidation to be unrealistic.
4. Review of the functional relationships among the clerical components of the workflow system of the Court reveals no problems that could not be satisfactorily resolved prior to a consolidation.
5. Determination of the budgetary impact of the consolidation demonstrated that the plan could be accomplished with resources currently available to the City of Phoenix.
6. Examination of two alternatives to the consolidation proposal showed that neither alternative was qualitatively as effective as the primary proposal. However, the purchase, remodeling and expansion of an existing vacant structure was financially a more attractive alternative than the primary proposal.

It is recommended that the City of Phoenix and the Phoenix Municipal Court proceed to plan a move by the Court into City-owned space at 17 S. Second Avenue, and to lease Maricopa County-owned space at 125 W. Washington. The purpose of these acquisitions would be to move the Court clerical and administrative staff currently housed at another City-owned building to the 17 S. Second Avenue/125 W. Washington adjoining facility, thereby consolidating all the Court's personnel and activities into one physical plant.

SECTION I — PROJECT GOALS AND SCOPE

Introduction and Background

For the purpose of introduction, it is necessary to explain how the City of Phoenix Municipal Court relates to the structure of the Arizona Judicial System. To quote the Arizona Constitution, Article VI, Section 1, "The judicial power shall be vested in an integrated judicial department consisting of a supreme court, such intermediate appellate courts as may be provided by law, a superior court, such courts inferior to the superior court as may be provided by law, and justice courts."

The system developed from this constitutional authority is described succinctly in the Supreme Court 1979 Annual Judicial Report on the Arizona Courts, page 5:

THE SUPREME COURT

The Arizona Supreme Court consists of five justices. The regular term of office is six years. The Supreme Court has administrative supervision over all the courts of the state and the Chief Justice has the authority to exercise that supervision. The jurisdiction of the Court is provided in Article VI, Section 5 of the Arizona Constitution and includes appellate jurisdiction, the issuance of extraordinary writs and the power to make rules relative to all procedural matters in any court. Decisions of the Court of Appeals may be reviewed at the discretion of the Supreme Court when a litigant files a Petition for Review.

In addition to law clerks and secretarial and clerical staff, the Court appoints the Administrative Director of the Courts, the Clerk of the Supreme Court and a central staff of attorneys. All employees serve at the pleasure of the Court.

COURT OF APPEALS

The Court of Appeals consists of two divisions. Division 1, with nine judges, is located in Phoenix; and Division 2, with three judges, presides in Tucson. The Court

has appellate jurisdiction to determine all matters properly appealed from the Superior Court. In criminal cases, however, where the sentence of death or life imprisonment has actually been imposed, the appeal is directly to the Arizona Supreme Court.

SUPERIOR COURT

At the close of 1979, the Superior Court consisted of 78 judges sitting in 14 counties. The Superior Court is a trial court of general jurisdiction and is empowered to hear cases of equity and law which involve title to or possession of real property; civil cases where the claim for relief amounts to \$1,000 or more; felony prosecutions and misdemeanors not otherwise provided for by law; probate matters and cases involving dissolution or annulment of marriage. The Superior Court has concurrent jurisdiction with the Justice of the Peace Court over civil claims between \$500 and \$1,000.

Court commissioners may be appointed by the presiding judge of the Superior Court in counties with three or more judges to perform such duties as may be provided by law or Supreme Court rules. Commissioners usually determine matters where a default has been entered against a party and may also preside at the initial appearance of a defendant charged with a crime.

Each county has a Superior Court Clerk who is elected at the general election. The responsibilities of the Clerk's office are diversified and include the maintenance of official court case files, certification of documents, collection of fees and issuance of summonses, subpoenas and marriage licenses.

Probation departments are also operated under the supervision of the Superior Court.

JUSTICE OF THE PEACE AND MUNICIPAL COURTS

Statewide there are 84 Justices of the Peace sitting in the same number of precincts. These judges are elected at the general election by the voters in the precinct and the regular term of office is four years.

Municipal Courts are mandated by state law in each incorporated city or town. There are 74 such courts and 94 municipal judges. Municipal judges are appointed by city or town councils.

These courts have jurisdiction to hear class 1, 2 and 3 misdemeanor cases. The Justice of the Peace may also conduct preliminary examinations on felony complaints. Municipal Courts are empowered to hear matters

arising out of violations of city or town ordinances. Virtually all traffic violation cases are filed in the Justice of the Peace or Municipal Courts.

The Justice of the Peace Courts also have civil jurisdiction over lawsuits involving less than \$1,000.

The Phoenix Municipal Court is a court of limited jurisdiction. The jurisdictional limits established by state constitution and by Phoenix City Charter are for criminal class 1-3 misdemeanors and petty offenses, traffic violations, parking violations, and violations of City zoning and sign ordinances. The Court has no civil jurisdiction.

In September, 1961, the Phoenix Municipal Court moved from an old Salvation Army building located at 251 W. Washington St. to a renovated Studebaker-Packard garage two blocks west at 12 N. 4th Avenue. At that time Court staff was composed of two judges and 34 clerical staff. The population of the City of Phoenix was 453,000 individuals within a jurisdictional boundary encompassing 192 square miles, and was patrolled by 650 police officers. The move to the garage was to be a temporary arrangement until bond funds approved by the voters in the 1960 bond election could be sold to finance construction of a police/courts building. The renovated facility at 4th Avenue also housed the Phoenix City Prosecutor's staff.

As the City entered a rapid decade of growth during the 1970's, the Court grew along with the size of the community. The bond money appropriated for the police/court building was diverted by a citizens bond committee for use in construction of other City facilities. The Court was told to make do with the existing structure. In 1975, the City Prosecutor's offices moved to the newly constructed Police and Public Safety Building. Bond money in a 1972 bond election had been approved for this new building. The Court was not included in the bond request due to a position by the City Council that unification of the lower court system in Arizona was

forthcoming. No Phoenix funds were to be allocated to what was hoped to be a State and County-financed operation. However, the anticipated unification did not become a reality.

So the Court remodeled and grew, adding new staff and assuming new functions. A particularly significant addition was the creation of a rehabilitation services division of the Court in 1975. This division was responsible for administering Court probation services, and the Courts' portion of the Prosecutor's Alternative to Court Trial (PACT) diversion program for motorists cited under the driving while intoxicated statute. This consolidated unit moved onto the third floor of the old City Hall building at 17 S. Second Avenue, which had been used by the Police Department as their physical facility until their move in 1975 to the new building.

By the end of 1978, the estimated population of the City of Phoenix had grown to 725,000, and the geographical boundary encompassed 304 square miles. As the City grew, the Court's growth and remodeling cycle continued. In 1978, the 25,000 square foot facility located at 12 N. 4th Avenue held 13 court divisions and 87 clerical staff; which processed some 181,000 traffic citations, 13,000 criminal complaints, and 167,000 parking tickets annually. Space was cramped, employee morale deteriorated, public complaints grew, and the press became keenly interested in the problem. A result of the publicity was the creation of a City Council subcommittee, which held hearings to determine the scope and magnitude of the problems being publicized. As a result of their investigations, the Mayor of the City of Phoenix made a request in February, 1979, to the Arizona Supreme Court for assistance in resolution of the problems identified. The Arizona Supreme Court established a panel of judges and lawyers to investigate. One of the members of the committee was the Honorable Robert C. Broomfield, the Presiding Judge of the Maricopa County Superior Court. Early in 1978, Judge Broomfield had recognized the

crowded conditions in the Court as being one of its major problems. He suggested that room could be made available in the old Maricopa County Superior Court building at 125 W. Washington. This building was located three blocks east of the Municipal Court's 12 N. 4th Avenue facility. The old building had been vacated due to construction of a new Maricopa County Superior Court facility. The Phoenix Chief Presiding Judge presented the proposal to the City Council, which quickly approved funds to lease five courtrooms from the Maricopa County Superior Court. Five Municipal Court divisions were moved to that facility in May, 1978.

In September, 1979, the Supreme Court committee presented their findings. The committee observed that the 4th Avenue facility was not suitable as a Court facility. A strong recommendation was made that all divisions of the Phoenix Municipal Court be moved into the old Maricopa County Superior Court building. In addition, it was recommended that space be provided in the old City Hall at 17 S. Second Avenue to house the Courts' clerical and administrative offices. The City Council philosophically agreed with these recommendations.

In October, 1979, four more divisions, some clerical staff, and the office of the Chief Presiding Judge were moved to the 125 W. Washington Court building. Since that time, remodeling and clerical staff growth have filled in the space left vacant at 4th Avenue. During the 1979-1980 and 1980-81 budget cycles, one division and 21 clerical staff were added.

It became apparent shortly after the move of the first five divisions in 1978, that separation of the Court into two physical facilities created a number of logistical problems, and was an irritant to public relations.

During the spring and summer of 1980, the Presiding Judge of the County Superior Court and the Chief Presiding Judge of the Municipal Court met

several times to discuss the feasibility of lower court consolidation as it pertained to the downtown County Justice Courts and the Phoenix Court. The principal concept involved locating the Justice Court precincts and their support staff on one floor of the old County courthouse and placing the Municipal Court divisions on three of the remaining four floors of the same building. The Superior Court Administrator was assigned to work out the assignment of courtrooms in the space provided. The Municipal Court Administrator was assigned to determine the feasibility of moving the Municipal Courts administrative and clerical staff into the adjoining 17 S. Second Avenue building and the one floor remaining potentially available at the old County courthouse.

It was interesting as a preface to this study to review two reports that had been previously written on closely related topics. The first was a study completed in 1971 by SUA, a firm from Beverly Hills, California, specializing in long-range facilities planning. That study's summary sheet indicates that the Phoenix Municipal Court would require 65,831 square feet of space by June, 1985. That figure is 12,063 square feet, or 22%, over the amount calculated to be required by the current study. However, the Court envisioned by SUA as existing in 1985, and the Court that now exists in 1981, are so significantly different as to render the SUA projection quite useless.

Hindsight is a useful process if used constructively. Fortunately, the space projection requirements of this study are for only 4 and one-half years in advance, not 14 years; so the projections may not be as fragile. It should be noted, however, that the environment and structure of the Municipal Court are continually changing. The person who in 1985, looks back on this consolidation study may be just as amazed as this author is of the 1971 study regarding dissimilarities between what was planned to exist and what

actually came to be.

In May, 1978, the Criminal Court's Technical Assistance Project of the American University Law Institute published a report outlining phase one of what was ultimately to be a three-phased study; it analyzed the possible uses of the space occupied by the Justice Courts housed at 125 W. Washington. The second and third phases of the study were respectively to: (a) analyze the feasibility of combining Municipal and Justice Court support services; and (b) determine the best use of further technical assistance resources. Unfortunately, the individuals who participated in generating interest for the study group to be formed and Federal LEAA funds to be spent on an introductory report (labeled Phase I), and part one of the study referred to above (actually labeled Phase II), lost interest in carrying the use of these resources any further. Study concepts (a) and (b) identified above were never begun. The Phase I and II study reports were filed and ostensibly forgotten.

The author of this consolidation study anticipates that the same fate does not await this report. First, the Phoenix City Council remains interested and checks periodically on the progress of these efforts. Second, and probably more important, the two principal actors who must support this work, the Chief Judges of the Superior and Municipal Courts, are doing that. Also, the State Bar Association has appointed a committee to propose a method for lower court unification and the State Legislature has funded a consultant study for the same purpose. The recommendation of the following study report seems to fall within the scope of the philosophical direction of these concurrent efforts.

Project Goals and Scope

The generalized goal of the project was to determine the feasibility

of combining the occupants of the three physical plants (12 N. 4th Avenue, 17 S. Second Avenue, 125 W. Washington) in which the Municipal Court currently operates into one centralized facility. A map of the downtown Phoenix area involved is included as Figure I-A to aid the reader in visualizing the physical locations to be described in the following narrative.

The project scope was limited to an examination of the feasibility of moving the Courts' clerical staff into the adjoining physical facility of 17 S. Second Avenue and 125 W. Washington. It had been determined by the Superior Court Administrator that the five Maricopa County Justice Courts operating in the downtown area could be housed on the ground floor and part of the first floor of the old Maricopa County Superior Court at 125 W. Washington. It was also decided that the Municipal Court would continue to house nine of its thirteen judicial divisions on floors two and three of the old Maricopa County Superior Court building.

Four divisions of the Municipal Court were left to be moved. Four empty courtrooms were located on the first floor and the ground floor of the old Maricopa County Superior Court building. It was therefore apparent that all space needed for courtroom activity was already potentially available. The question remaining to be answered was whether the Court's clerical staff, administrative staff, rehabilitation services staff, and police liaison staff could be housed in the space remaining available at the old Maricopa County Court building, and the four floors available in the old City Hall located at 17 S. Second Avenue, which physically adjoins the old Maricopa County Superior Court building at 125 W. Washington.

The study was further limited by the instruction that projections on space needs should only be identified through fiscal year 1984-1985. The rationale for that limit being that subsequent to 1985 a system of satellite

FIGURE I-A

BLOCK AREA MAP OF
DOWNTOWN PHOENIX, ARIZONA

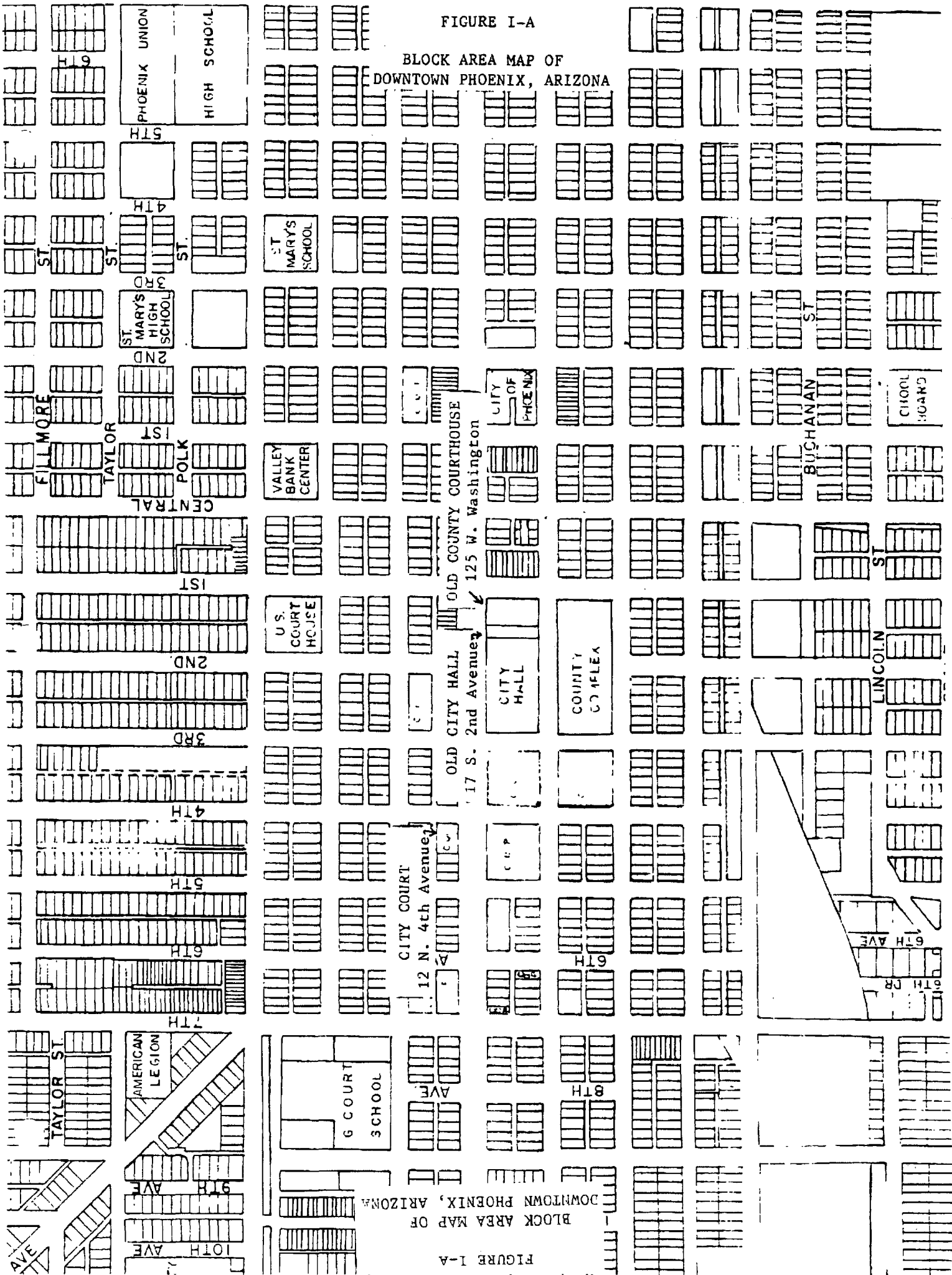


FIGURE I-A

BLOCK AREA MAP OF
DOWNTOWN PHOENIX, ARIZONA

courts would be required due to the outfilling of vacant space away from the central core of the City. In essence then, the feasibility study was being done on a central lower court building for the City of Phoenix Municipal Court and Maricopa County Justice Court systems from which satellite courts would be created subsequent to 1985.

The Phoenix Chief Presiding Judge also requested a limited review of the cost of constructing a new Phoenix Municipal Court building to be located in the central Phoenix governmental mall area, or acquiring a large vacant facility, such as an elementary school if one were available. These latter two evaluations were to be provided to give gross cost comparisons to the cost of leasing additional space from Maricopa County over a long-term basis as opposed to either buying an existing facility or building a new facility for the same purpose.

Most of the research effort for this study, therefore, was to be devoted to determine if the clerical staff required by the Phoenix Municipal Court through fiscal year 1984-1985 would be able to fit in the space available at the 125 W. Washington and 17 S. Second Avenue adjoining facility.

SECTION II — METHODOLOGY

In order to determine the feasibility of consolidating the Court's physical facilities into one centralized location, a number of questions needed to be answered. Specifically, the purposes of this project were to determine: 1) What are the Court's space requirements, both currently and through June, 1985; 2) How much space is currently available at the 125 W. Washington/17 S. Second Avenue facility that can be used; 3) Do specific lease requirements exist that would tend to inhibit contractual arrangements between the City of

Phoenix and Maricopa County for utilization of available court space;

4) Do any major remodeling and/or construction requirements exist that would need to be met in order to alleviate impediments to work space design; 5) Does the current system of paperflow/people processing/materials need to be altered if a consolidation of space were implemented, and are there any system changes that could not be made, thereby affecting the feasibility of a consolidation; 6) What is the budgetary impact of making the required changes to effect a consolidation, and are there any alternatives to obtain the same purpose that are equally attractive and equally or less expensive?

In order to answer the above questions it was necessary to perform the following tasks (please see figure II-A for a summary depiction of these steps):

1. A projection needed to be made of the anticipated increase in court caseload through the year 1985

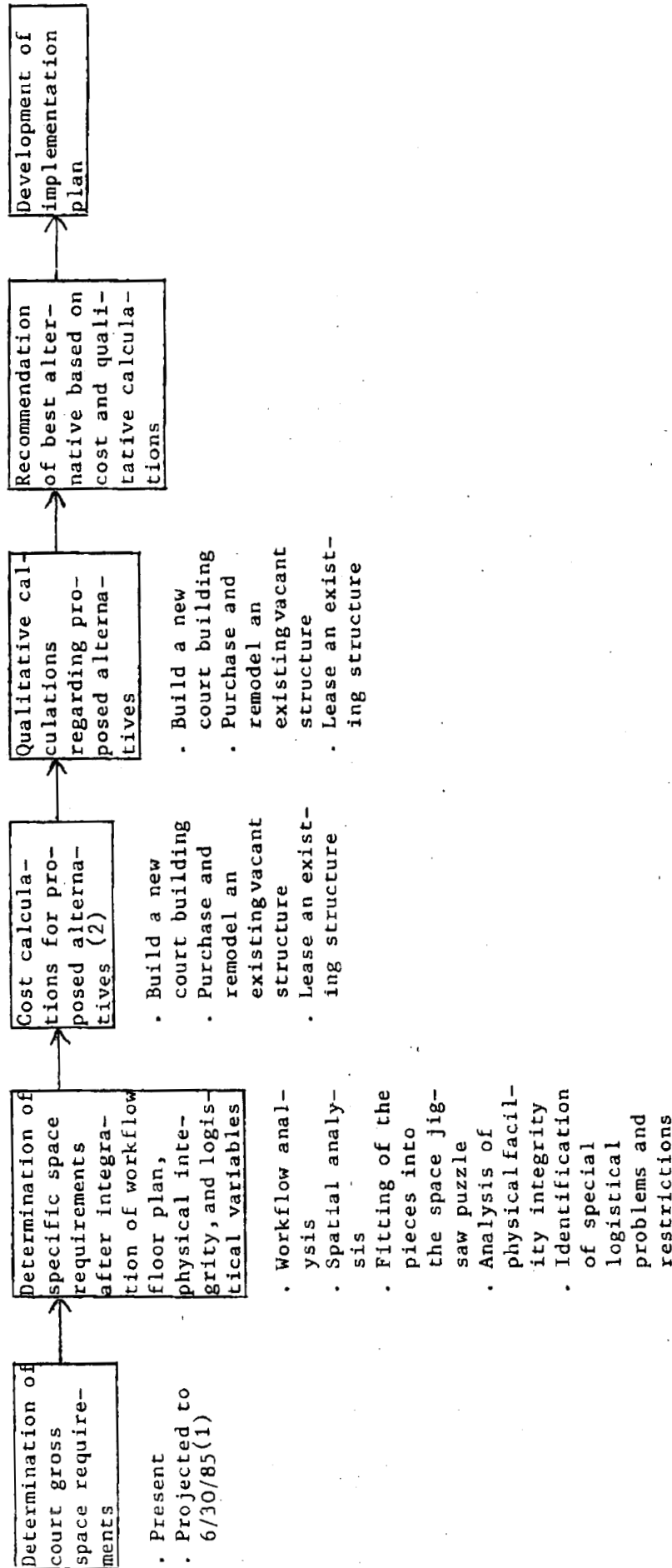
The method used to calculate that workload increase was a sum of least squares statistical projection. In a simple regression analysis, the least squares method of estimation statistically minimizes the error associated with predicting Y from X. This method was preferred due to ease of computation and a lack of available computer resources. Computationally, the method involves simple averaging of the data and is no different from the problem of predicting Y from X by means of a straight line (linear bivariate regression).

2. Concomitant to a projection of court caseload increase was the need to project the number of employees required to process that increase

A least squares regression analysis was also used to project employee requirements. Future personnel needs were estimated on the basis of the ratio of court employees to caseload, the assumptions being that: (a) current staffing patterns are adequate to handle the existing volume of

FIGURE II-A

PROJECT METHODOLOGY FLOW CHART -- Figure II-A



Footnotes

- (1) Determined by linear sum of least squares projection
- (2) Determined through analysis of present value of cash outflow accounting technique

cases; and (b) no new efficiencies would be discovered and implemented that would significantly impact the linear projection.

3. Current space requirements needed identification, and a tool was found that could correlate space requirements to existing and projected employee needs

The guideline used for these calculations was City of Phoenix Management and Budget Department Report #79-40, which sets forth standards to be followed for the allocation of office space in all Municipal office buildings (Appendix I).

The data collection instruments used were City of Phoenix: (a) Personnel Space Requirements and (b) Special Area Requirements charts. Figures II-B and II-C are examples of these documents. The Personnel Requirements chart compiles information regarding space for individual employee work stations and court equipment. The Special Area Requirements chart compiles space information on support areas such as law libraries, records rooms, and storage and supply areas that are used in addition to employee work stations.

The space standards report provided guidance as to the number of square feet to be assigned as work space to each individual based on building module, position prestige, general job function and office conference requirements.

After completion of an instructional seminar, the supervisor of each of the Municipal Court's clerical sections was required to apply the analysis factors of the office space standards report to each subordinate position and to each special area located in their work section. After their completion of this research, the information was forwarded to the court administrator. The court administrator then compiled a summary analysis describing

PAGE OF
DATE: 10/29/80

NAME, ADDRESS, PHONE NO.
Contact: V. Schultz
12 N. 4th Avenue
262-4011

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0.5	3	8
SUBTOTAL		
PLUS INTERNAL CIRCULATION 20%		
TOTAL NET. SQ. FT. REQUIRED		

APPROVAL:

M. Havemann

SPECIAL AREA REQUIREMENTS

SCHEDULE April, 1982

Document Intake Section

Contact: V. Schultz
12 N. 4th Ave.
262-4011

[illegible]

the total amount of space required according to the supervisors requests. This information was given to the Phoenix Management and Budget Department's space utilization analysis section. A space utilization analyst then personally audited each of the areas and compared the information provided by the supervisor against the office space standards document. The audit by the analyst discovered some variances between the needs identified by the supervisor and the needs identified by the analyst. A meeting with the analyst and the court administrator was held with each supervisor where variances existed, and the variances were negotiated.

After the current needs review was completed, the 1985 space needs review began. The 1985 space needs projection was derived by calculating the personnel to be added to the Court between December, 1980, and June, 1985, and then calculating the space needs of these added staff (1985 staff level — 1980 staff level x space standards = 1985 additional space required).

4. An analysis was made of the workflow

This methodology involved first, an analysis of the flow of work through each clerical section of the court. Second, the development of flow charts to depict the flow of a work document from one stage of action to the next. Third, a review of the work procedures of each section to correlate the flow of the work document to the work performed by each clerical section on that document. Finally, an identification of any constraints to a random assignment of space to occupants of the proposed consolidated Municipal Court facility.

These steps were performed by the Municipal Court's systems and procedures analyst. A written summary of identified constraints was presented by the analyst to the court administrator (Appendix VII). Together they determined if any alternatives existed to the work area relationship requirements identified.

5. Floor plans were reviewed

A review of existing floor plans, both for the 17 S. Second Avenue old City Hall, and the 125 W. Washington old County courthouse was required. First of all, the square footages were determined for each floor level. Secondly, the total square footage remaining available was compared to the total square footage needs as identified during the process described in task number 3 above.

It was determined at this point that the total square footage available exceeded the total square footage required. If this had not been true, then the study would have ended at this point in the process.

The next step was to apply the findings of the workflow analysis completed in task number 4 to the space available on each floor of the 17 S. Second Avenue/125 W. Washington facility to determine if work areas that needed to be physically close to each other could be.

Finally a plan was drawn up which fit the necessary clerical section floor space arrangements together with the available square footage. This analysis was then given to the Management and Budget space utilization analyst to verify square footage placement and determine if the allocations were made appropriately by the court administrator. Being advised that the placements were adequate pursuant to the floor plans and space available, and having determined that the necessary logistical arrangements could be made, the court administrator proceeded to the next step.

6. Proposed space allocations were reviewed by supervisory staff

A meeting was held on January 8, 1981, with all 22 members of the Court's supervisory staff to review the space allocations that had been designed by the court administrator. Pursuant to lengthy discussions regarding space allocations and workflow relationships, several changes were made in the

allocation of space. After allocations had been reassigned, the plan was resubmitted to the supervisory staff in a meeting on February 12, 1981. They approved the allocations presented at that time. In addition, the supervisor of the Police Services Detail also reviewed the plan and gave verbal approval.

7. Interviews were held

Subsequent to a written request to and an oral interview with the Assistant City Manager, permission was given by that person to interview various individuals in the City of Phoenix administration. These people were contacted to conduct brief reviews of the physical facilities in which the Court proposed to move in order to determine the existence of any special problems that would require an inordinate expenditure of funds to resolve. Interviews were held pursuant to this approval with the Real Estate Division of the City's Finance Department, the Management Information Services Department, the Public Works Department, the Building Safety Department, the Fire Department, and the Engineering Department.

The interview with the Real Estate Department was to determine lease requirements and to advise them of Court concerns regarding negotiations for additional space to lease from Maricopa County. This department was also questioned regarding the availability of any downtown vacant space, such as vacant elementary schools, that could be used as a suitable location to house the Court, and the estimated cost of buying any such facility. The latter question was posed to determine if acquisition of a vacant facility in proximity to the downtown area could be supported as a feasible alternative to the space lease proposal.

The MIS Department was questioned regarding the planning necessary to move computerized communication instruments from one location to another, the

necessity for additional communication line hookups, and the adequacy of existing communication line hookups. The Public Works Department was questioned regarding the adequacy of the phone communication outlets. The Building Safety Department was consulted regarding their opinion of the structural integrity of the 17 S. Second Avenue/125 W. Washington facility, and any special problems regarding access to or egress from the building. The Fire Department reviewed the fire code requirements of the Phoenix Fire Code as they applied to the facility. The Engineering Department was consulted regarding proposed remodeling costs and to provide an estimate of construction costs if a new building, similar in size to the adjoining facilities at 125 W. Washington and 17 S. Second Avenue, were constructed in a downtown location.

In addition to the interviews with the City of Phoenix Departments, interviews were also held with the administrator of the Maricopa County Superior Court who administers the property which the Municipal Court was contemplating leasing at 125 W. Washington. The Superior Court Administrator and the Justice Court Coordinator were questioned regarding the amount of space that would be available for lease, and exactly where that space was located. Questions were also asked as to what future plans were being thought of from a Superior Court perspective for the location of the remaining downtown Justice Courts and their accompanying clerical staff, as related to the location of the Phoenix Municipal Court and its related clerical staff in available space at the 125 W. Washington location.

All of these interviews were open-ended. No interview form or questionnaire was used. Work notes were kept on each interview conducted.

Using the input derived from the above-described methodology, a comprehensive plan was developed which is described in Section III.

SECTION III — FINDINGS AND DATA PRESENTATION

A. Summary of Findings

The following list summarizes the major findings of this Municipal Court consolidation feasibility study.

1. Space Needs

The total amount of space required to house the Phoenix Municipal Court through June, 1985, is projected to be 53,768 square feet. Of that amount, 24,325 square feet is currently being leased as courtroom and courtroom-related space on floors two and three of the old Maricopa County courthouse at 125 W. Washington. About 5,000 square feet are currently used by the Courts' Rehabilitation-Probation Center at 17 S. Second Avenue. Another 6,000 square feet will be leased to the Municipal Court in July, 1981. This 6,000 square feet is to be used to house the remaining four judicial divisions and support staff currently located at 12 N. 4th Avenue.

For the consolidation to be feasible, an additional 13,969 square feet must be made available in the City of Phoenix-owned facility located at 17 S. Second Avenue; which location adjoins the 125 W. Washington courthouse, and 4,474 additional square feet must be leased by the County to the City in the 125 W. Washington courthouse.

2. Space Available

The space which will be available after July 1, 1981, in the 17 S. Second Avenue facility is 14,404 square feet. The space which can be made available by the County after vacancy by the Public Fiduciary, whose office currently occupies 4,964 square feet on the fourth floor and 1,600 square feet on the ground floor of 125 W. Washington, is 6,564 square feet. The total 20,968 square feet available from anticipated vacancies at 17 S. Second Avenue, and

125 W. Washington additional leased space exceeds the square footage required by the consolidation by 2,525 square feet.

From the viewpoint of gross square footage needs versus gross square footage available, the consolidation project is feasible.

3. Lease Requirements and Restrictions

A review of the current agreement with Maricopa County for the lease of floors two and three of the 125 W. Washington courthouse revealed two areas of concern:

- a. The current agreement calls for a four-year expiration period and a cancellation clause with 90 days written notice.
- b. No provision has been made for judges or staff parking in the large parking lot to the south of the courthouse.

The County Superior Court Administrator has verbally supported a prolongation of the lease agreement until, "such time as a consolidated lower court system is created in Maricopa County."

The County's property management administrator had indicated a willingness to negotiate for parking spaces in the south parking lot as part of the agreement to lease the additional 6,000 square feet on July 1, 1981, previously described.

Discussions with the County regarding lease costs, special conditions and remodeling requests have uncovered no special problems that would affect the feasibility of the consolidation project.

4. Determination of Remodeling Requirements and Space Available for Additional Construction

Discussed later on in this section of the study is the problem encountered attempting to determine remodeling requirements. Phoenix City Engineering Department policy requires the hiring of an architect for projects

of this size, especially in a building of an historic interest as is the old City Hall/County courthouse which was constructed in 1928. Engineers assured the Court, however, that no major problems were anticipated based on the floor plans that had been submitted.

Pursuant to instruction from the Presiding Judges of the County and Municipal Courts, no new construction would be necessary as long as sufficient space were available in the existing structures. Since sufficient space is available, the new construction question was not addressed.

5. Systems Analysis to Identify Constraints Imposed by Logistics, Information and Paperflow, and Personnel Utilization

This workflow analysis, performed by the Municipal Court's systems and procedures analyst, recommended that a number of clerical work activities were required to be clustered around the operational focal point, the Court's public services counter.

Specifically, the following activities were required to be adjacent to the public services counter:

- a. Document intake section
- b. Warrant tray
- c. Lateral files on long-form complaints pending arraignment
- d. Tab files on short-form complaints pending arraignment
- e. Teller terminal operators who process front counter payments
- f. Information window clerk
- g. Correspondence file clerk (result of negotiations)
- h. Dumb waiter access to Warrant section (result of negotiations)

The following activities were required to be located on the same floor as the public services counter:

- a. Arraignment courts (2)
- b. Court support clerical section

c. Prosecutors pre-arraignment screening project

Two other constraints identified were: (a) the requirement to have a separate elevator system for clerical staff in the 17 S. Second Avenue facility so cash and court documents could be carried between floors without public contact; and (b) to locate the Parking Section in a place with both ease of public access, and in a secured area due to the amount of money handled daily.

The systems analysis revealed no other constraints that needed to be addressed as part of this consolidation feasibility study.

6. Developing a Gross Cost Budget to Accomplish the Consolidation, Together with Proposed Funding Sources

The cost of leasing the additional space needed, including the 6,000 square feet to be leased 7/1/81 from the County, is estimated at \$49,666 in FY 1981-82, and \$81,766 as a full-year cost in FY 1982-83. These funds will have to come from the Court's general purpose funds budget. A request has been submitted to the City Council for the FY 1981-82 supplemental lease costs identified. The request has passed all initial reviews, and requires one more review before final approval. It is the Court's number one priority request.

The cost of moving furniture and equipment in April, 1982, is estimated at \$10,760. These costs are a part of the supplemental budget request just discussed.

The costs of moving phone lines and installing new computer cable is estimated to be \$10,000.

No other one-time costs have been identified. Therefore, the total estimated FY 1981-82 cost, excluding presently incalculable remodeling expenses and architectural fees, is \$70,426.

7. Alternative Solutions and Costs

At this point two alternatives have been considered:

- a. Construction of a new Phoenix Municipal Court building;
- b. Purchase of an existing vacant structure of suitable size to house the Phoenix Municipal Court.

The first alternative is estimated by the author, using costs provided by the City Engineer, to cost \$3,763,760 in 1981 construction dollars plus 10% for an architectural fee. No land acquisition costs would be involved since the City owns several downtown property parcels of sufficient size to accommodate a Court building.

The second alternative cost is estimated by the author, using figures provided by the City Engineer and the City Real Estate Division, at \$766,000 for purchase of the vacant Grace Court Elementary School or similar structure, plus \$403,403 to expand the school to fit 1985 Court space needs.

For qualitative reasons, the 17 S. Second Avenue/125 W. Washington location is the best alternative:

- a. It is located adjacent to the City of Phoenix central administration building.
- b. It is located directly across the street from the Maricopa County Superior Court and County Law Library complex.
- c. It would provide a centralized location for public access to both the Phoenix Municipal Court and the downtown County Justice of the Peace Courts, and with it, a first step towards the concept of lower court consolidation in Maricopa County. This consolidation concept is espoused by the Phoenix City Council, the Municipal Court's Chief Presiding Judge and the County's Presiding Judge. The concept is also aligned philosophically with unification

proposals being studied by the State Legislature and the State Bar.

The alternatives are discounted in favor of the original facilities consolidation plan in deference to the benefits described.

B. Presentation and Discussion of Data

The purpose of this section of the report is to integrate the findings summarized above with the supporting data and data analyses.

1. Space Requirements

The methodology used to accumulate the data required involved using an office space standards guideline report and its accompanying forms which had been developed by the Operations Analysis Division of the Phoenix Management and Budget Department (Appendix I). These instructions and forms were used to determine current space needs. The forms were completed by each clerical section supervisor. The responses were audited, discrepancies were negotiated and a summary was completed (Appendix III). The summary indicated that 16,883 square feet were currently needed to house the Courts clerical staff and the Police Court Services Detail. No space determinations were made for judges nor their trial divisions. These divisions were already housed (9) or would be housed (4) immediately after July 1, 1981, in the old County Court building at 125 W. Washington. The support staff normally housed with each division (bailiff and clerk) were also not included in the study since they were already in place or space had been provided for them in the 7/1/81 move. Also not included was the space already assigned to the Rehabilitation-Probation Center at 17 S. Second Avenue. All other Court clerical and administrative staff space requirements were included in the study. These square foot space requirements were prepared so as to facilitate the placement of sections by floor areas once it was determined how much space would

be available at 17 S. Second Avenue and 125 W. Washington, and the location of the space as divided among the floor levels of the two buildings.

The next step was to identify future (through June, 1985) personnel needs and relate that calculation to the square foot areas necessary to house the expected new employees. Using a sum of least squares linear regression projection method, it was determined that 33 new employees were needed, and they would require 1,560 additional square feet (Appendix II). The square footage calculation was made utilizing the Management and Budget Department space standards report guidelines.

2. Space Availability

Space availability was determined through the following steps:

a. Interviews with:

1. The Phoenix Assistant City Manager to determine willingness to assign future vacant City office space at 17 S. Second Avenue to the Court.
2. The Space Utilization Section, Operations Analysis Division of the Phoenix Management and Budget Department to determine existing vacancy schedules and the date for complete vacancy of non-Court staff from 17 S. Second Avenue.
3. The Superior Court Administrator and the Justice Court Coordinator to determine existing and future vacancy of the 125 W. Washington courthouse.
4. The Public Fiduciary housed on the ground and fourth floors of the 125 W. Washington courthouse to determine willingness to relocate offices to another County office space location.

The result of each of these interviews was positive as related to consolidation feasibility.

The next step involved obtaining and reviewing existing floor plans for the following areas (see Appendix IV):

1. Floors 1-4 of 17 S. Second Avenue City office building.
2. Floors ground-4 of the 125 W. Washington courthouse.

At this point total square footages were calculated. Subtracted from this amount were those areas housing the four downtown Justice Courts and the nine Phoenix Municipal Court divisions. Also subtracted was the space proposed to house the four remaining Municipal Court divisions after 7/1/81, and the space inhabited by the Rehabilitation-Probation Center. The space remaining was compared against the space needs identified in step one above. The space available exceeded the space needed by 2,525 square feet. It was at this point that a decision was made to continue the study to determine if the space available could be made to conform to the spatial relationship requirements verified by the workflow analysis discussed in more detail below.

3. Lease Requirements and Restrictions

The current lease #22698 with Maricopa County was reviewed by the court administrator and the Court's staff attorney to determine if any language in the contract would negatively impact consolidation feasibility (Appendix V). Two problems were identified; one with severe implications if new language could not be developed to lessen its influence.

The current lease contract has a 4-year termination clause, causing the contract to expire on December 31, 1983. However, a contract renewal clause is present. In addition, the contract has an emergency termination clause, without cause, of 90 days. The City of Phoenix would be unlikely to make a

large commitment of money and space use if the County would not reciprocate with termination clauses more favorable to the City's interests.

To resolve this issue, the Phoenix Chief Presiding Judge and court administrator met with the County Presiding Judge and court administrator, who are assigned responsibility by Maricopa County for administering the lease of all County Court buildings. In the meeting, the County Presiding Judge and court administrator indicated a willingness to recommend a long-term lease agreement and a less strenuous emergency termination clause. They also stated that they anticipated no future philosophical redirection that would require the Municipal Court to vacate any space leased in the old County courthouse.

Of lesser importance, but still of concern to the Municipal Court, was the lack of parking space allocation in the lot to the south of the old County courthouse. All of the judges and some of the administrative staff are currently provided parking spaces by the City in lots adjacent to their work sites. Moving all Court staff to 125 W. Washington/17 S. Second Avenue would require these people to relinquish their parking space entitlement. A meeting between the Municipal Court Administrator, the Phoenix Real Estate Administrator (who negotiates the lease on behalf of the City) and the County's property management staff produced a commitment to negotiate the number of parking spaces the County would provide to the City in this south parking lot.

Discussion regarding anticipated remodeling for the City on leased County property resulted in the determination that the remodeling could either be done by the County and billed to the City or that City staff could do it upon County approval of the remodeling plans.

No other language or conditions existed in the current lease, or was anticipated for the future lease contract, that would preclude continuance of the feasibility study.

4. Determination of Remodeling/Construction Requirements

This portion of the study involved interviewing several individuals in Phoenix City government about the condition of the space available and potential problems to be encountered in remodeling or adding to the existing facilities at 17 S. Second Avenue/125 W. Washington.

The following individuals were interviewed regarding topics in which they possessed expertise:

- a. Phoenix Supervisor of Building Inspections — He was interviewed regarding building structural integrity. He indicated that the building was as physically sound as any in the City of Phoenix.
- b. Phoenix Fire Inspector — He found no outstanding problems. He indicated however, that extensive remodeling and inhabitation of the structure by large numbers of people may cause it to fall subject to the Phoenix high-rise structure fire code. This code requires a sprinkler system in structures beyond three stories.
- c. Phoenix Phone System Coordinator — She stated that sufficient phone cable was already run into the building to handle all phone hookups required. This conclusion was reached because of previous occupancy of 17 S. Second Avenue by the Police Department, and of 125 W. Washington by the Superior Court.
- d. Phoenix Management Information System Operations Analyst — He indicated that room was available in existing cable conduits to run the cable

necessary to hookup all Court computer instruments.

- e. Phoenix Personnel Safety Administrator — He stated that no OSHA guidelines affected occupancy of the structure.
- f. Phoenix EEO Officer — He stated that Federal, State, and City requirements for handicapped employees and public access to work and public areas, restrooms, elevators, etc., had been met.
- g. Phoenix Facilities Construction Engineer — He stated that he could give no comment regarding remodeling, construction, plumbing electrical, mechanical or other conditions. This responsibility had to be assigned to an architect due to the size of the project. However, he indicated that, based on submission of the floor plans for proposed work areas and his knowledge of the building's history, no major problems were anticipated.

The court administrator was instructed by the Phoenix Chief Presiding Judge and the Superior Court Presiding Judge that no new construction should be investigated if space were sufficient within the existing structure for the consolidation. The new construction question was therefore not addressed.

5. Workflow Analysis to Identify Logistical and Spatial Constraints

This subsection contains the most lengthy narrative. A great amount of time was spent by the author analyzing the problems surfacing from the workflow analysis, and developing alternative solutions by meeting with the personnel involved in the identified workflow problem areas.

The first step in the analysis involved charting the flow of the four

types of documents the court processes: minor traffic cases (including parking); major traffic cases (excluding DWI cases); DWI cases, and criminal cases (see Appendix VI). This flow chart task was assigned to the Court's systems and procedures analyst. After completion of the flow charts, the analyst reviewed them with each clerical section supervisor. The purpose of the review was to verify the accuracy of the diagrams as related to what portion of the flow each section processed.

The next step, also completed by the analyst, was to define spatial relationships between clerical sections. For the purpose of laying out the locations of the clerical sections on the floor plans, it was necessary to know which sections had to be located next to each other due to such reasons as common file access, cash security, arraignment court access, etc. Also examined were paperflow relationships that, if disrupted, would degenerate staff efficiency. Once that examination was completed, the analyst submitted her recommendations to the court administrator (Appendix VII). The court administrator then began to match the workflow analysis with the space available floor plans, much as a person would begin to assemble a 500 piece jigsaw puzzle (see figure III-A).

The 17 S. Second Avenue Facility

The first problem identified was the analyst's recommendation that the Correspondence Section, Document Intake Section, short-form and long-form arraignment files, Warrant Section and warrant tray, teller terminal (cash register) operators, arraignment courts, Court Support Section, and the Prosecutors' pre-arraignment screening project all be located on the same floor, and immediately adjacent to the Public Services Counter. The combined necessary square footage of these activities is 7,016. The available square footage on the largest floor at 17 S. Second Avenue (first floor with basement) is about 5,900. It appeared initially that the study must stop at

Figure III-A

SPACE ALLOCATION CHART

<u>Building</u>	<u>Work Section</u>	<u>Floor</u>	<u>Assigned Square Footage</u>
17 S. 2nd Ave.	Division R	1	954
	Records	1	2,437
	Warrants	1	1,000
	Parking	1	588
	Police Court Services Office	1	920
	Front Counter	2	1,040
	Document Intake	2	672
	Public Waiting Area	2	677
	Arraignment Courts (2)	2	2,150
	Prosecutor's Project	2	285
	Finance	4	2,250
	Correspondence	4	1,160
	Police Court Services Lockup	4	271
	Court Support	Ground	840
	Fines Collection	Ground	760
125 W. Washington	Court Administration	4	4,964
Total Square Feet Assigned			<u>20,968</u>

this point.

However, the problem was taken to the supervisors in a January 8, 1981, staff meeting and solutions were brainstormed. First, it was determined that the use of a dumb-waiter device to communicate between the Warrant Section and the Public Services Counter would be acceptable with minimum efficiency loss. A dumb-waiter shaft existed between the first and second floors, so Warrants Section could go on one floor and the Public Services Counter on the other. Second, the Correspondence Section supervisor said she could house her section on a floor separated from the Public Services Counter if a secured access could be made between the two areas. It was determined that an elevator shaft ran between the first floor and the old jail on the 5th and 6th floors of 17 S. Second Avenue that was used to transport Police prisoners to the jail. The elevator could be used as a secured staff elevator. Access doors would need to be installed on the 2nd, 3rd, and 4th floors for this plan to work, but the facilities construction engineer foresaw no problem with that proposal.

It had been determined in 1979 that the old City jail on the 5th and 6th floors of 17 S. Second Avenue was no longer usable for any purpose. Removal of the bars and remodeling for office space was very expensive. Using it to store papers and other records would violate the fire code.

The Court Support Section supervisor said that it was more important to be in the same geographical area of the building as the Court's judicial divisions than to be adjacent to the Public Services Counter. It was determined that space could be provided on the ground floor on the 125 W. Washington side of the building.

Access between the two adjacent buildings already existed on the second level.

These initial problems were, therefore, resolved through a spirit of

cooperative brainstorming among the proposed users.

The next step involved completion of the floor plan puzzle by the court administrator. It was decided that the most appropriate place for the Public Services Counter was at 17 S. Second Avenue on the 2nd floor, and that the Document Intake Section, the long-form arraignment files, short-form arraignment tub files, warrant tray, terminal operators, information window and Prosecutors' pre-arraignment staff could all be located adjacent to the counter area. The arraignment courts would fit nicely across the hall from the counter area.

Floor one would house the existing Division R which handles DWI cases, the Records, Warrants, and Parking Sections, and the Police Office lounge and section administrative offices of the Police Court Services Detail. Since the Parking Section was to be placed in a location with easy public access, it was decided, with concurrence of the Court Services Detail Sergeant, to split the police detail between the first floor, to provide security for the funds received by the Parking Section, and the fourth floor to house prisoners awaiting judicial appearance.

Floor three was to be left essentially as it now exists, housing the Rehabilitation Services Division, which contains the Probation Services and DWI Rehabilitation Services sections. The fourth floor was reserved for the Courts' Finance and Correspondence Sections, the prisoner holding area and the guards from the Police Court Services Detail. (Space allocations are shown on Figure III-A and Appendix II).

125 W. Washington

Mentioned earlier was the need to acquire portions of the ground and 1st floors and the 4th floor of 125 W. Washington in order for the consolidation to be feasible. The completion of the puzzle for this portion of the

facility required the placement of Municipal Court administrative offices on one floor, and clerical offices on the other four floors of this building. The Fines Collection Section can be placed on the ground floor in the office now used by the County Public Fiduciary Administration. The ground floor office could also house the Court Support Section. Two court divisions are scheduled to move onto the ground floor on 7/1/81. The first floor will house two more court divisions also scheduled to move there on 7/1/81. The second floor can contain an area for out-of-court payments and five court divisions, as it does now. The third floor can continue to house four court divisions, and the appeals, and court reporting coordinator offices. Also, the Chief Bailiff's offices can move into the Presiding Judge's current administrative offices on the third floor.

The fourth floor, currently occupied by the County Public Fiduciary's clerical and professional staff can become the Municipal Court's administrative office suite. The fourth floor can house the following personnel:

- Chief Presiding Judge
- Assistant Chief Presiding Judge
- Staff Attorney
- Administrative Assistant
- Court Administrator
- Court Administrative Officers (2)
- MIS/Court Coordinator
- Systems and Procedures Analyst
- Administrative Secretary
- Secretary III (2)
- Secretary II

Also to be located on this floor is the judges' and attorneys' reference law library. It could be possible to reassemble the one Superior courtroom

that was located on this floor for use as the Chief Presiding Judge's courtroom in lieu of moving the reference library to this location from the third floor. Even with that addition, some 1,100 square feet will still remain for expansion purposes if required (see Appendices II and IV).

Summary

The above discussion, including floor plans with the proposed locations of every section and office shown, was presented to the Municipal Court's supervisory staff in a meeting held February 12, 1981. The plan was approved as presented. The plan had previously been approved by the Court's administrative staff.

6. Developing a Gross Cost Budget of the Consolidation, Together with Proposed Funding Sources

The next most significant question to "will it fit?" is "how much is it going to cost?" The major problem in this area is the cost calculation for remodeling requirements. Due to the requirement for architect involvement, no one in the Phoenix Engineering Department was willing to give even rough estimates of the cost of the project. The most definitive statement was that the 17 S. Second Avenue building had been studied by the Engineering Department in 1978 at the request of the Citizens Bond Committee. It had been concluded that, even with the expense of remodeling the 5th and 6th floor jails, \$700,000 would have been adequate to cover the cost of remodeling the building into court office space. It was therefore concluded by the Engineering Department that, without remodeling the 5th and 6th floor jails, more than a sufficient amount of money was available to complete the remodeling.

Obviously, the architect hired for this project will develop estimated costs for all phases of the project, but not in time for inclusion in this report.

Estimates could be made, however, for the following expenditures:

a. FY 1981-82 office lease costs	
(\$6.50/sq. ft./yr. for 6,564 ft. ² x 3 mo.)	\$10,666
b. FY 1981-82 courtroom lease costs	
(\$6.50/ft. ² /yr. for 6,000 ft. ² x 12 mo.)	<u>39,000</u>
Subtotal	\$49,666
c. Moving costs (April, 1982)	
1. Furniture and Equipment	10,760
2. Phone lines and computer cable	<u>10,000</u>
Subtotal	\$20,760
Total cost FY 1981-82 (excluding remodeling)	\$70,426
d. FY 1982-83 office and courtroom lease costs	
July 1, 1982 - June 30, 1983	
1. Floor - Ground (4,600 ft. ²)	\$29,900
2. Floor - 1 (3,000 ft. ²)	19,500
3. Floor - 2 (11,409 ft. ²)	74,158
4. Floor - 3 (12,916 ft. ²)	83,954
5. Floor - 4 (4,964 ft. ²)	<u>32,366</u>
Subtotal	\$239,878
Total cost FY 1982-83	\$239,878

These funds must come from Phoenix General Purpose Funds appropriated by the City Council for Municipal Court expenditure. A supplemental budget request for these funds has been submitted as priority one of the Court's FY 1981-82 budget request (Appendix VIII). This request has passed the first phase of a two-phased review process, and it is very likely that funds will be appropriated for these 1981-82 expenditures. FY 1982-83 expenditures will become a part of the Court's base budget, if the supplemental 1981-82 budget

request receives approval.

As noted, the funds required for remodeling expenses will come from bond funds approved by the voters in a 1978 election for the purpose of Municipal Court renovation (Appendix IX). The total amount available is \$700,000.

No other one-time costs have been identified.

7. Alternative Solutions and Costs (see Figure III-B)

Due to the common goal of Municipal Court/Justice Court consolidation espoused by the Chief Judges of the City of Phoenix and Maricopa County Superior Courts, it is unlikely that either of the two alternatives to be discussed will be considered viable. The utilization of the old City hall/old County courthouse complex as a central Maricopa County lower court building is very attractive. Consider that this building:

- a. is located just across the street to the north of the County Superior Court and County Law Library complex;
- b. is located one block from the County administration building and across a small parking lot from the City administration building;
- c. is located within a 5-block radius of a considerable number of downtown high-rise buildings, all of which house a number of law firms;
- d. would provide a single location for the public to conduct court business, the majority of which is processed by the lower courts.

Two alternatives are worth mentioning. A third, purchase of the County portion of the complex by the City was not seriously investigated due to the current Maricopa County lower court consolidation philosophical interest.

Figure III-B

ALTERNATIVES COST AND BENEFITS CHART

ALTERNATIVES

- A - Construct a new court building
- B - Purchase and remodel an existing building
- C - Lease an existing building

<u>ALTERNATIVES</u>	<u>COST⁽¹⁾</u>	<u>BENEFITS</u>
A	\$2,970,396	<ol style="list-style-type: none"> 1. Longest useful life 2. Use of latest court construction architectural concepts 3. Most adaptable to current and future needs 4. Most esthetically pleasant
B	\$ 866,050	<ol style="list-style-type: none"> 1. Least expensive alternative 2. Greatest area for public parking 3. Closest to main Police building
C	\$1,685,085	<ol style="list-style-type: none"> 1. Location is directly north across street from County Superior Court complex and Law Library 2. Building would have both Phoenix Municipal Court and County Justice Courts, increasing public ease of access 3. Location is one block from both County and City Administration complexes 4. Most centrally located to downtown law offices 5. Already houses most judicial components of the Phoenix Municipal Court 6. Most closely located to Phoenix main frame computer which houses the Municipal Court's huge computerized data base. 7. Most in line philosophically with current lower court unification proposals.

(1) Using analysis of present value of cash outflow accounting technique

The first alternative would be to build a new Phoenix lower court building to house the Municipal Court. The current cost to construct such a facility is estimated at \$70.00/ft.² by the Phoenix Engineering Department. The construction costs would be:

a. Construction (\$70.00/ft. ² x 53,768 ft. ²)	\$3,763,760
b. Architect fee (10% of construction cost)	<u>376,376</u>
Total	\$4,140,136

No land acquisition would be required due to space the City currently owns for employee parking. The City would lose revenue from parking fees if the parking area were not replaced with another City-owned property.

Alternative two would require acquisition of a vacant structure in the downtown area with space suitable for courtrooms and other supporting use. The only structure possessing those characteristics, with suitable parking for public and staff is an elementary school. The only vacant elementary school in the downtown Phoenix area not already claimed for other use is Grace Court School at 800 W. Adams Street. This location is approximately 1.1 miles from the proposed consolidation site.

The Phoenix Real Estate Division provided an appraisal of this school property. The Real Estate staff indicated that a reasonable price to pay for school acquisition is \$766,000. Since the school contains 48,529 square feet of usable space, an additional 5,239 square feet would have to be added to meet the Court's space needs. So the total cost of this alternative is:

a. Acquisition	\$ 766,000
b. Construction (5,239 x \$70/ft. ²)	366,730
c. Architectural fee (10% x 366,730)	<u>36,673</u>
	\$1,169,403

Comparing the cost of these alternatives against the current square footage cost of leasing space on the ground - fourth floors of the old County courthouse by using an analysis of present value of cash outflow,

reveals interesting financial information. Three options are proposed:

1. Build a new building for \$4,140,136.
2. Purchase, remodel and expand an existing building
(Grace Court School) for \$1,169,403.
3. Lease an existing building (125 W. Washington) for
an annual rent of \$239,878.

The new building, or the purchase and remodeling of an existing building, would be financed by the issuance of general obligation bonds with an interest rate of nine percent (9%) for twenty years. The lease would be paid from City General Fund revenues. The new building would have a life of 50 years, the remodeled building would have a life of 20 years.

Using 13% as the current value of money based on the current interest rate on U.S. Government Bonds, the present value of the cash outflow over a twenty year period is as follows:

1. The new building would cost \$3,185,970
2. The remodeled building would cost \$866,050
3. The lease would cost \$1,685,083

In options 1 and 2 there exists a salvage value of the building. Depreciating the new building over 50 years, the value at the end of twenty years is \$2,484,081. Depreciating the remodeled building over twenty years, there is no value at the end of the twenty year period. Deducting the present value of the value of the new building from the present value of the cash outflow, the cost of the three options are now as follows:

1. The new building would cost \$2,970,396 (\$3,185,970-\$215,574)
2. The remodeled building would cost \$866,050 (\$866,050-\$0)
3. The lease would cost \$1,685,085 (\$1,685,085-\$0)

The conclusion derived from the financial analysis is that option 2 is the least expensive alternative.

Qualitative considerations, as displayed in Figure III-B, were also compared in order to derive a recommended alternative from the three proposed.

Problems that were encountered in data collection

Highlighted in this study report is a lack of information on budgetary impact that is a severe limitation to the credibility of the conclusions of that section. The limitation is the lack of a valid estimate for the cost of remodeling the old City Hall at 17 S. Second Avenue. Also noted is the limitation of no evaluation of the building itself; the unknown electrical, mechanical, plumbing, heating and cooling problems which may or may not exist. The existence of a major problem in any one of these areas may be so debilitating as to destroy the credibility of the conclusions that have been drawn.

Another factor limiting the conclusions reached is the scarcity of dollar resources available to the City Council. According to the latest revenue forecast, it may be necessary to cut back all existing City department base budgets by a minimum of 5 percent. If that actually happens, the Municipal Court will be required to determine if the consolidation is more important than an existing Court program. The consolidation is the Court's current number one supplemental budgetary priority. But how would the consolidation proposal stackup against a current base budget-funded program?

Finally, the conclusion regarding the favorable aspects of the consolidation at the 17 S. Second Avenue/125 W. Washington building is subject to review by several political actors, all of whom are supported by stronger power bases than the author. Who says that the proposed site is a better alternative, for example, than the vacant elementary school? From a purely budgetary viewpoint, the school alternative is most attractive of the three proposed solutions. Even another alternative would be for the City to buy

the 125 W. Washington facility from the County and sell it back when lower court unification occurs.

The reaction of these interested individuals will not be known until they have read and digested the contents of this report. Until that process is concluded, consolidation feasibility cannot be guaranteed.

SECTION IV — CONCLUSIONS AND RECOMMENDATIONS

Conclusions

The following conclusions have been reached regarding the feasibility of consolidating the Phoenix Municipal Court's staff into one physical location:

1. Sufficient space is now or can be made available at the adjoining 17 S. Second Avenue and 125 W. Washington physical plant to house the judicial, clerical and administrative staff of the court.
2. With the exceptions of the length of the lease period and the lack of a contract stipulation to provide judicial and staff parking, the requirements of the current lease agreement are reasonable, and a sound base from which to negotiate a future lease for the additional space to be acquired from Maricopa County. There are no lease requirements or restrictions which preclude the feasibility of space consolidation.
3. Review of the space available for occupancy reveals no major problems with the existing structure nor with the requirements of the proposed

remodeling which would cause the consolidation to be unrealistic.

4. Review of the functional relationships among the clerical components of the workflow system of the Court reveals no problems that could not be satisfactorily resolved.
5. Determination of the budgetary impact of the consolidation demonstrated, with one inconclusive area noted, that the consolidation could be accomplished with resources currently available to the City of Phoenix.
6. Examination of two alternatives to the consolidation proposal showed that, given the objectives established by the judicial leaders involved, neither alternative was qualitatively as effective as the primary proposal. However, the purchase, remodeling and expansion of an existing vacant structure was financially the most attractive alternative.

Recommendations

It is recommended that the City of Phoenix and the Phoenix Municipal Court proceed to plan a move by the Court into City-owned space at 17 S. Second Avenue, and to lease Maricopa County-owned space at 125 W. Washington. The purpose of these acquisitions would be to move the Court staff currently housed at the City-owned facility at 12 N. 4th Avenue to the 17 S. Second Avenue/125 W. Washington adjoining facility, thereby consolidating the Court's personnel and activities into one building.

It is further recommended that an architect be hired with existing Phoenix bond funds to design the remodeling of the 17 S. Second Avenue building for use by the Court.

Finally, it is recommended that the following tentative agenda be used to schedule the events necessary to accomplish the consolidation in a timely manner:

<u>Date</u>	<u>Action</u>
May, 1981	Hire architect to design remodeling.
July, 1981	Move remaining judicial divisions from 12 N. 4th Avenue to 125 W. Washington.
October, 1981	Architect submits final remodeling plans.
December, 1981	Contractor selected to perform remodeling of 17 S. Second Avenue. Remodeling also begins.
February, 1982	Negotiations completed and lease signed by City of Phoenix and Maricopa County for lease of additional County space, beginning April, 1982, at 125 W. Washington.
April, 1982	Remodeling and cleanup completed at 17 S. Second Avenue. Move of all remaining Court staff from 12 N. 4th Avenue to 17 S. Second Avenue and 125 W. Washington accomplished.

APPENDICES

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APPENDIX I

Management Report
MB 79-40 — Office Space Standards

(Only those space diagrams used are included)



MANAGEMENT REPORT

MANAGEMENT AND BUDGET DEPARTMENT

REPORT NUMBER

MB 79-40

DATE

October 9, 1979

TO

Mr. Kauf, Administrative
Services Manager

FOR THE MANAGEMENT & BUDGET DIRECTOR

Edward A. Schlar
Operations Analysis Administrator

CITY OF PHOENIX

SUBJECT

OFFICE SPACE STANDARDS

PURPOSE AND RECOMMENDATION

The purpose of this report is to develop a series of standards for the future allocation of office space within all Municipal Office buildings. It is recommended that the standards proposed in this report be accepted and serve as guidelines for decisions involving future space allocation.

BACKGROUND

To meet increasing costs, the City is placing a strong emphasis on productivity improvement. A major element of this effort is to make better use of available resources, including existing and proposed physical facilities. This report is in response to a request by the City Manager to develop a series of office space standards that will provide better utilization of space within Municipal Office buildings. Space allocation is currently determined by the Uniform Space and Equipment Standards developed by SUA in 1974. These standards were based on the building module, position prestige, general function, and office conference requirements associated with each organization level. These standards do not allow for the variety of functional requirements of individual positions or varying area requirements associated with different space planning concepts. Standards are needed that can be allocated to individual work stations and support areas through an analysis of their functional requirements.

DISCUSSION

An effective space management system is needed to maximize the efficient use of space. This system should allocate space to each definable component within an area. Work station space standards provide the necessary basis for this procedure. Space standards are required for two levels of planning.

- 1) To provide a degree of standardization in the development of long-range space requirements. These projected space requirements can be analyzed to identify potential problem areas, while providing a data base for determining future capital improvements.
- 2) To provide specific guidelines required for developing or reviewing detailed space plans. The calculation of space requirements for individual work stations, unit equipment, and support areas is necessary for identifying the most efficient use of available space.

Standards are needed that can provide guidelines for determining space requirements of all work stations, while maintaining the flexibility to meet unique and changing situations. This can be achieved through a series of equipment packages with equivalent space allocations, which can be correlated with identified functional requirements. Components can be added or deleted from each package to represent the special needs of any work area. The attached furniture packages cover the full range of work stations and would provide the necessary guidelines for this process.

A series of standards are included for positions requiring private offices. Regardless of the design concept used, private offices should be limited to supervisory level positions. Suggested sizes for private offices in municipal office buildings include:

	<u>Police & Public Safety Building</u>	<u>Municipal Building</u>	<u>Plaza Municipal Building</u>
Department Head	208 sq. ft.	225 sq. ft.	221 sq. ft.
Assistant Director or Division Head	156 sq. ft.	150 sq. ft.	156 sq. ft.
Section Head	104 sq. ft.	100 sq. ft.	Open Office

Recommended standards for private offices are equated with the area required to fulfill the duties of the position. The major function that usually dictates the need for additional space within an office is greater office conference capability. The above standards provide for minimum office conference needs; additional conference requirements can be provided with separate meeting rooms.

Space requirements for equipment not directly associated with, or included in, a work station must be determined on an individual basis. The physical area occupied by the equipment must be combined with adequate work area required to utilize the equipment.

To obtain the total space requirements of an area a 25% access and circulation figure must be added to the net space allocation. This figure provides for major aisles, communication paths, fire exits, and general space for layout flexibility.

These proposed standards for the allocation of space will become part of a total standards package to be submitted by the Technical Standards Committee.

RECOMMENDATION

Acceptance of the attached standards to be used as guidelines for future decisions involving space allocation in all municipal office buildings.

Prepared By:

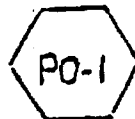
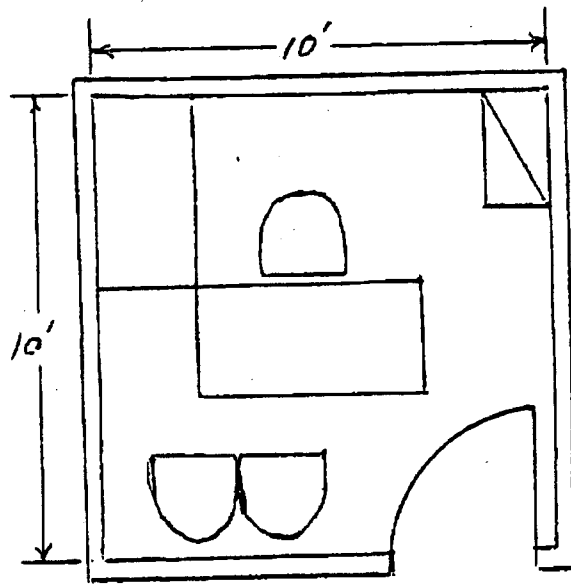
Harry Arthur
Harry Arthur
Operations Analyst

Reviewed By:

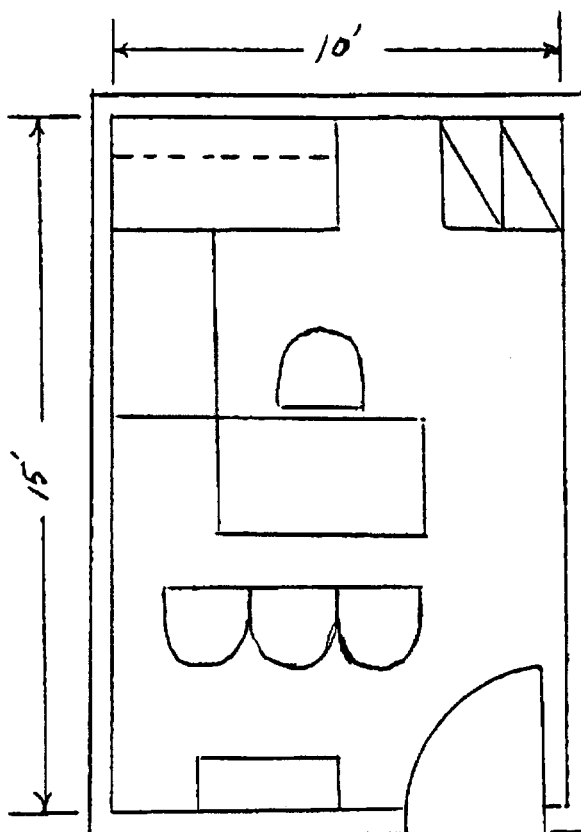
Frank M. Ales
Frank M. Ales
Operations Analyst

Attachments

cc: Mr. Wood
Mr. Hawkins



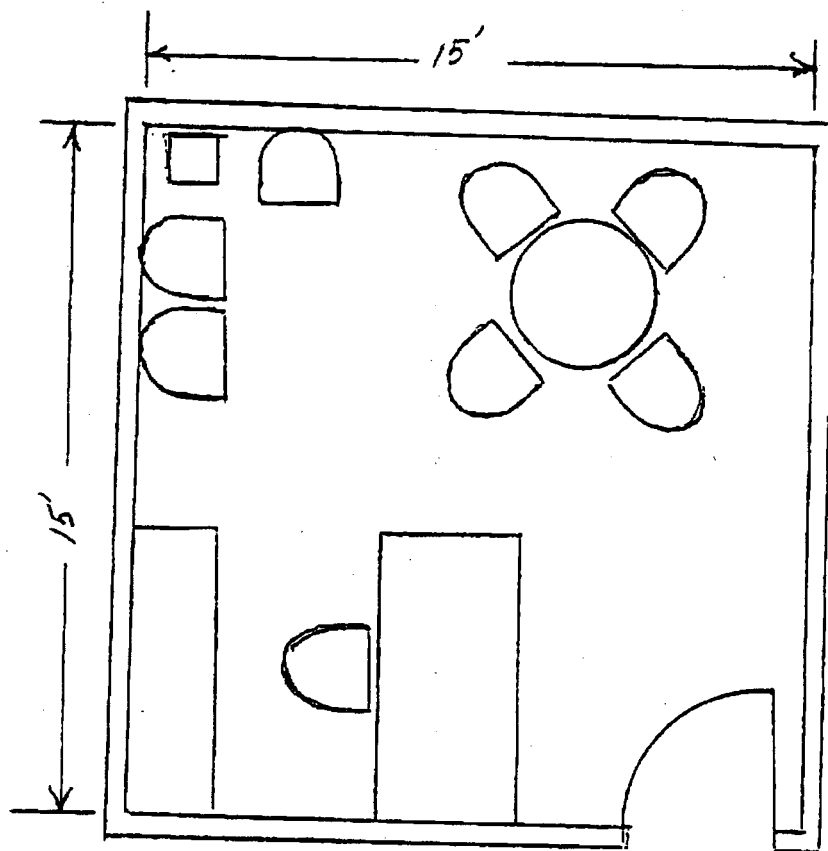
APPROX 100 Φ
(SECTION HEAD)



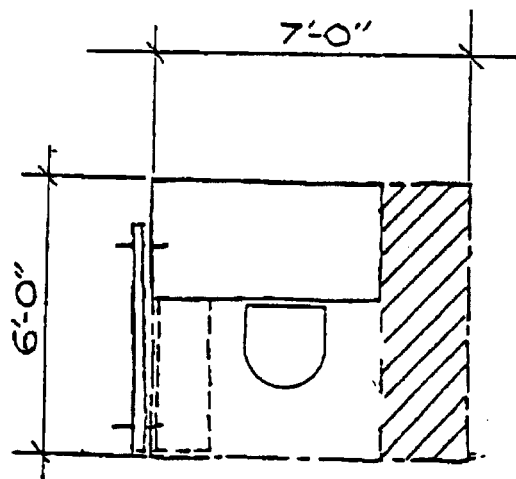
PO-2

APPROX. 150 ϕ

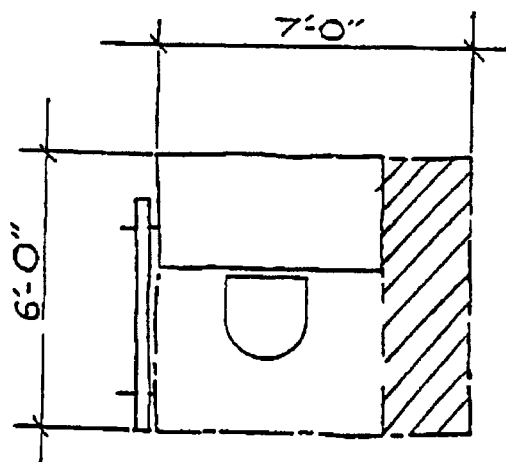
(ASSISTANT DIRECTOR OR
DIVISION HEAD)



APPROX. 225 #
(DEPARTMENT DIRECTOR)



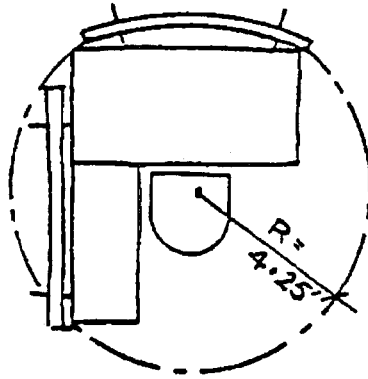
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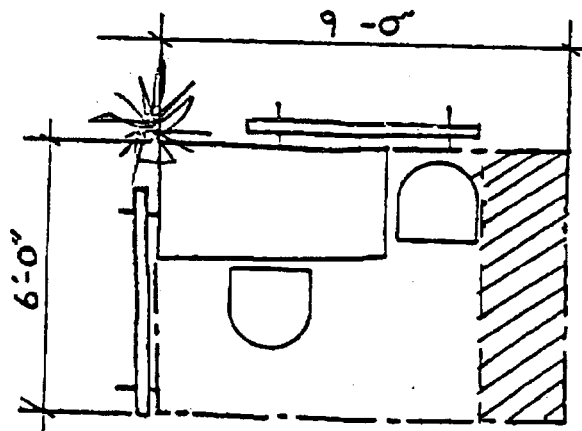
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L0-1

APPROX. 42 □



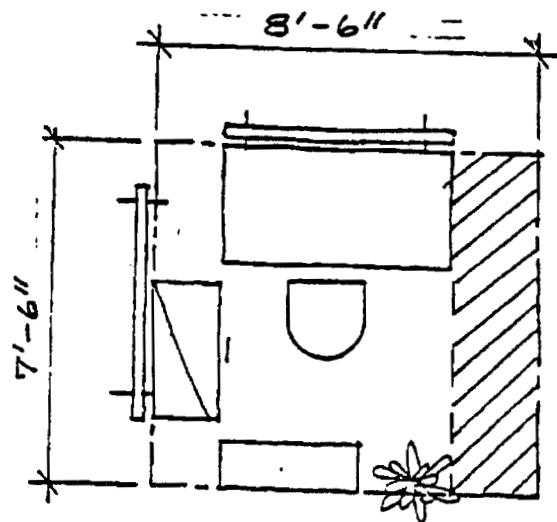
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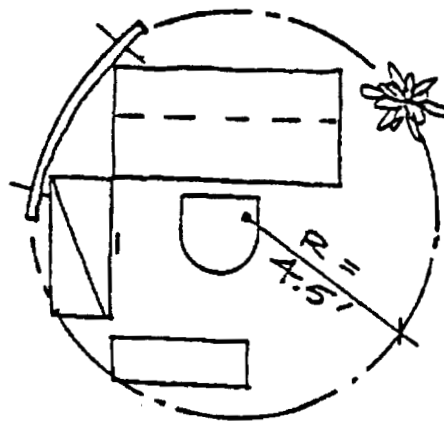
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APPROX. 57 ϕ



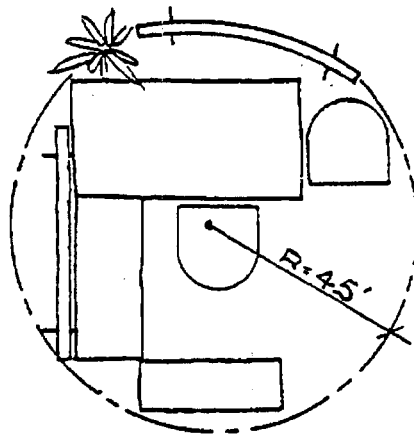
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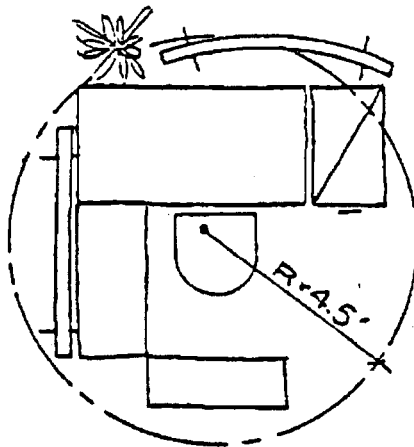
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L0-3

APROX. 64 中



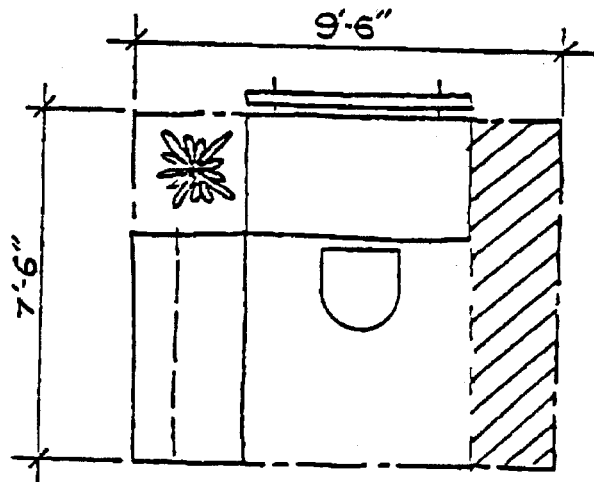
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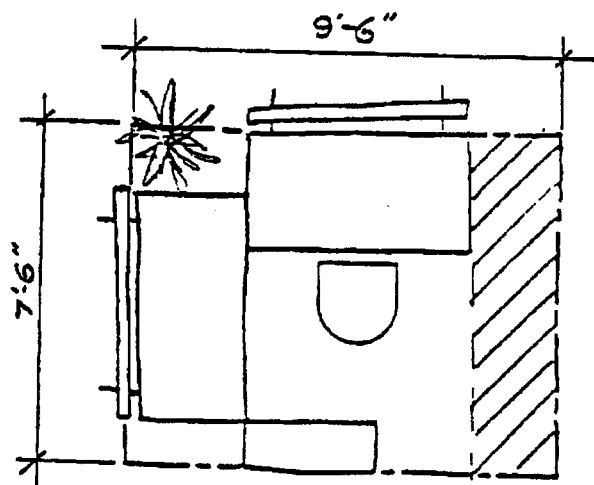
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L0-3

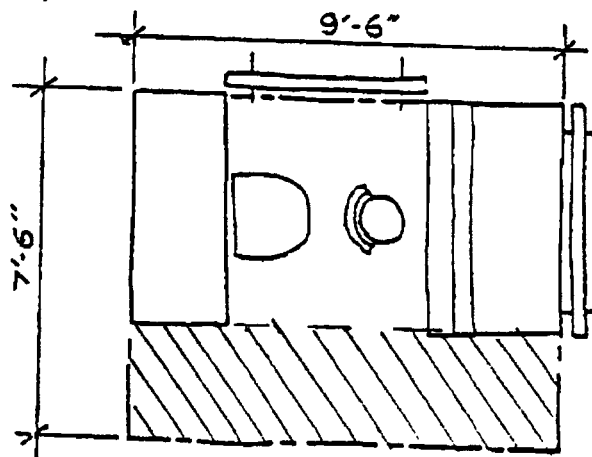
APROX. 64 \square



A



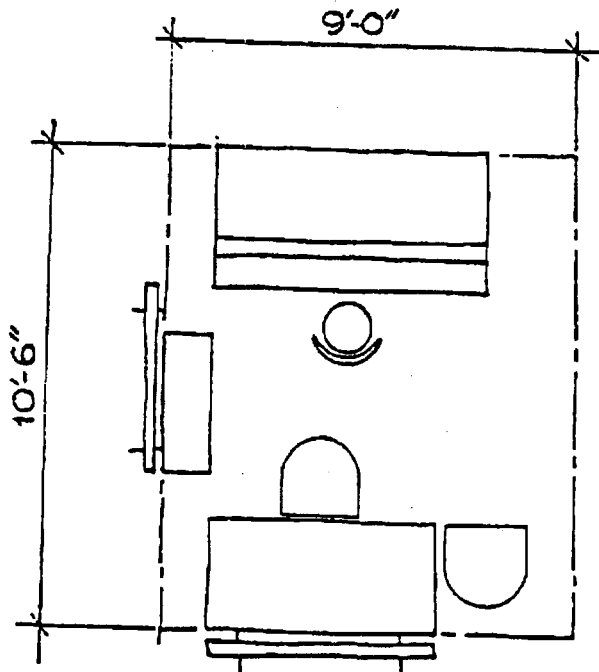
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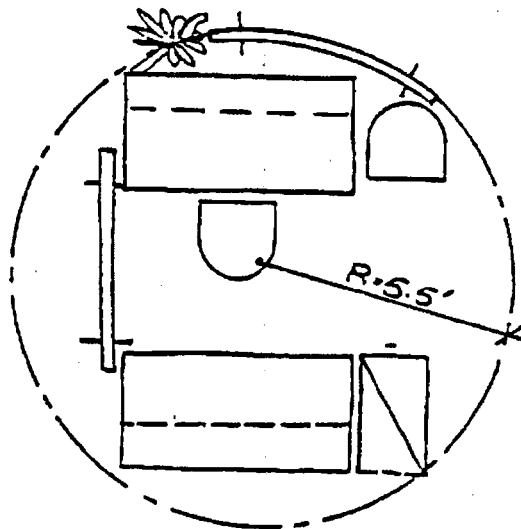
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LO-4

APPROX. 72



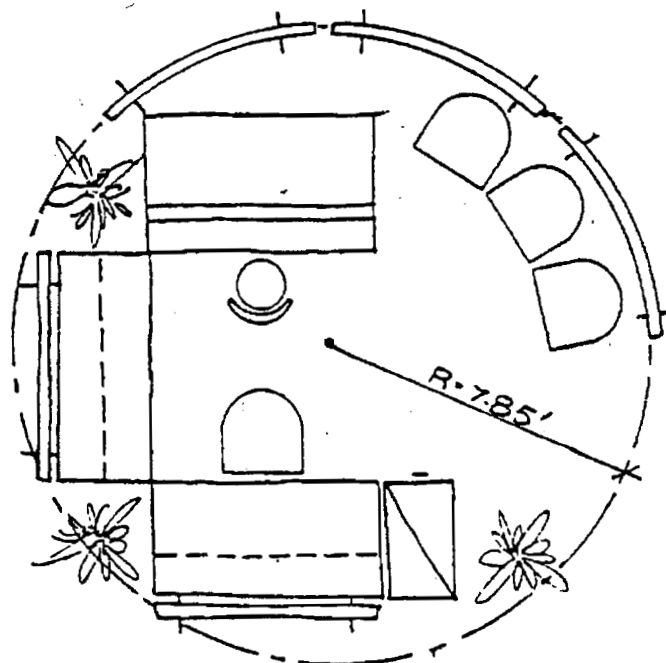
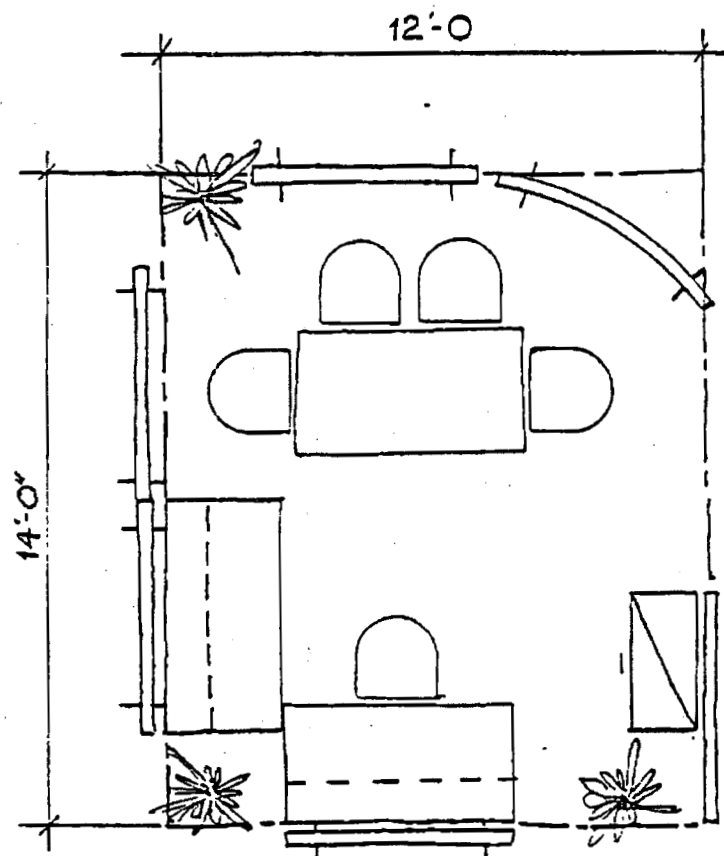
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B

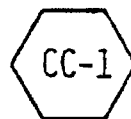
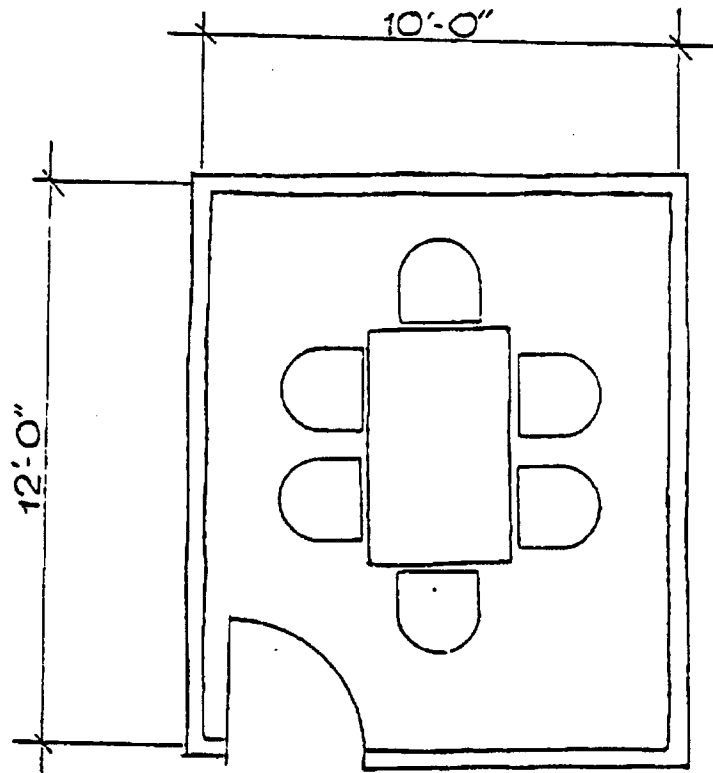
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APROX. 95

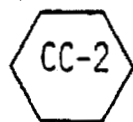
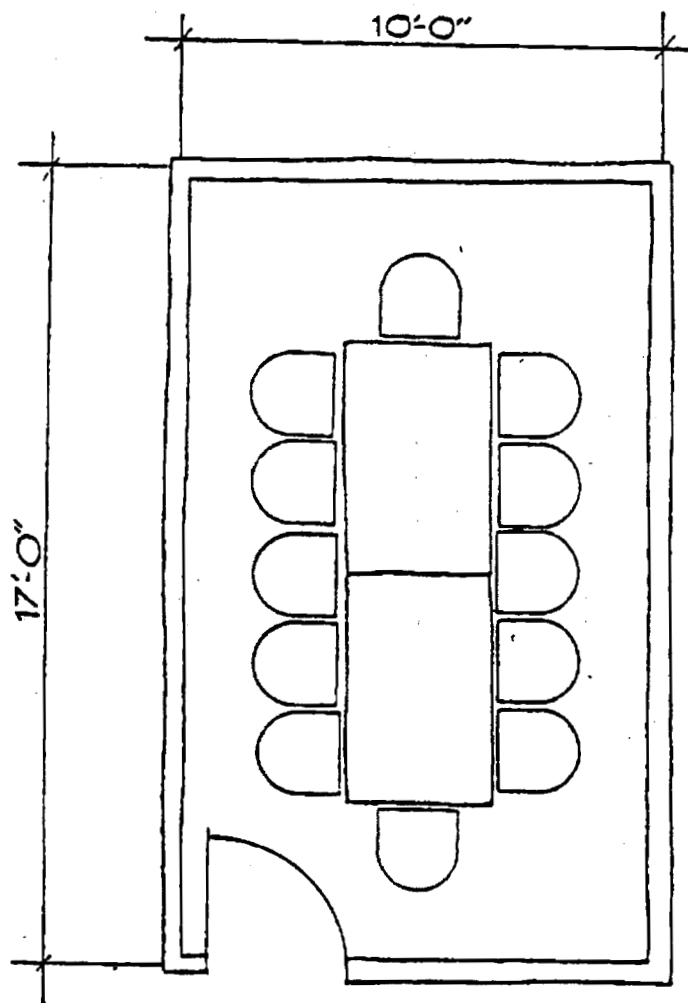


LO-10

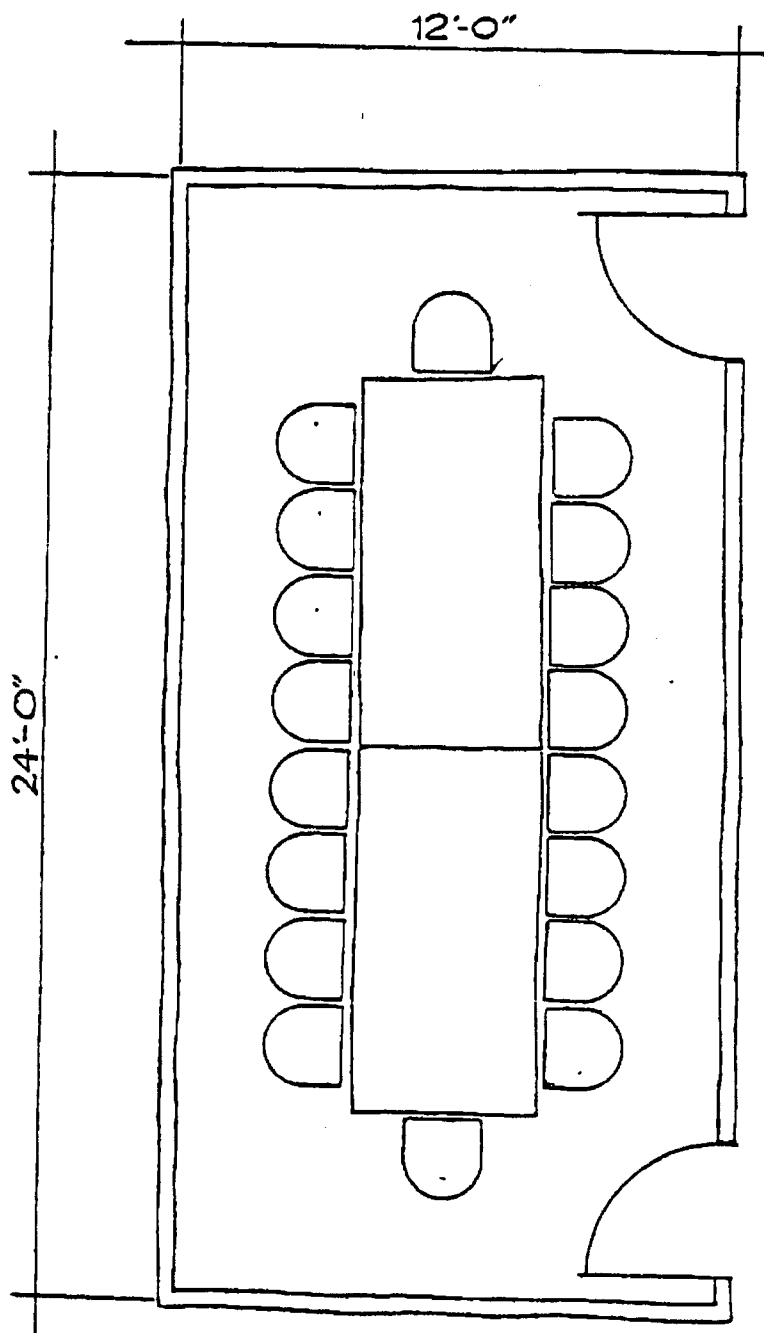
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APROX. 120 Φ

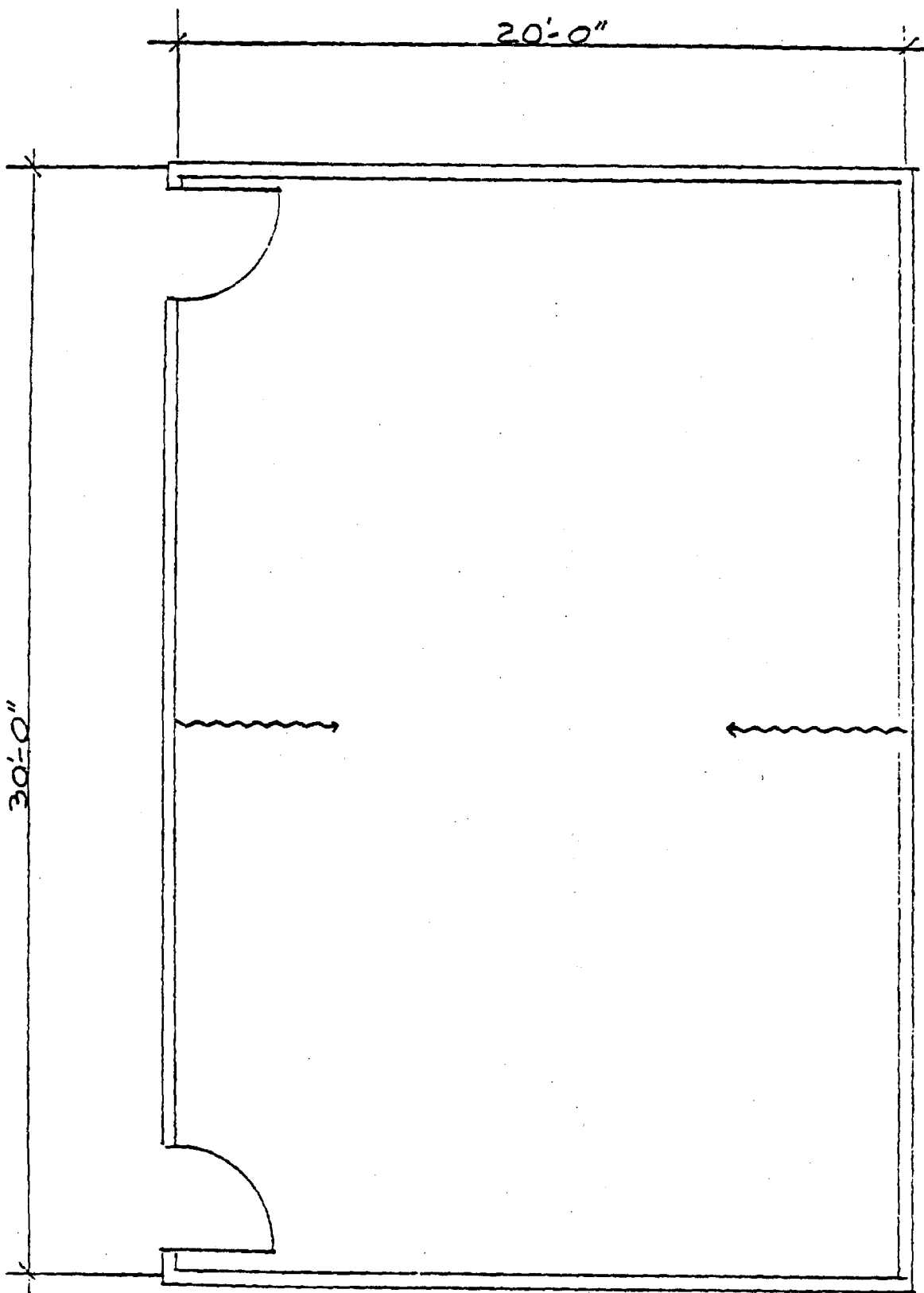


APPROX. 170



CC-4

APPROX. 288



CC-5

APPROX. 600 中

SUPPLEMENTARY EQUIPMENT STANDARDS

DESCRIPTION	DIMENSIONS	CIRC.	APROX. AREA
ITEM	WIDTH X DTH	SQ. FT.	SQ. FT.
Files (Vertical)	15" x 30"	3	6.25
" "	18" x 30"	3.75	7.50
Files (Lateral)	18" x 30"	3	6.25
" "	18" x 36"	4.50	9
" "	18" x 42"	5.25	10.5
Files (Flat Plan)	34" x 27"	6	12.25
" "	40" x 28"	7.75	15.75
" "	46" x 34"	11	22
" "	53" x 40"	14.6	29.25
Storage Cabinet	18" x 36"	4.50	9
" "	24" x 36"	4.50	10.5
Open Shelf Stg.	12" x 36"	4.50	7.5
" " "	15" x 36"	4.50	8.25
" " "	18" x 36"	4.50	9
" " "	24" x 36"	4.50	10.5
Vert. Plan Stg.	25" x 33"	3	8.5
" " "	36" x 42"	4.5	15
" " "	36" x 48"	4.5	16.5
(Copy Equipment)			
Xerox 45000	67" x 27½"	16.50	28.8
" 9200	138" x 58"	109.5	167
" 7000	67" x 33"	16.50	31.6
Tables	24" x 24"	*6	10
"	30" x 30"	7.50	13.75
"	36" x 36"	9	18
"	48" x 30"	12	22
"	60" x 30"	15	27.5
"	60" x 36"	15	30
"	72" x 30"	18	33
"	72" x 36"	18	36

*Double Circ. for Work Space @ 2nd Side

APPENDIX II

Court Personnel Requirements Projected Thru 6/30/85

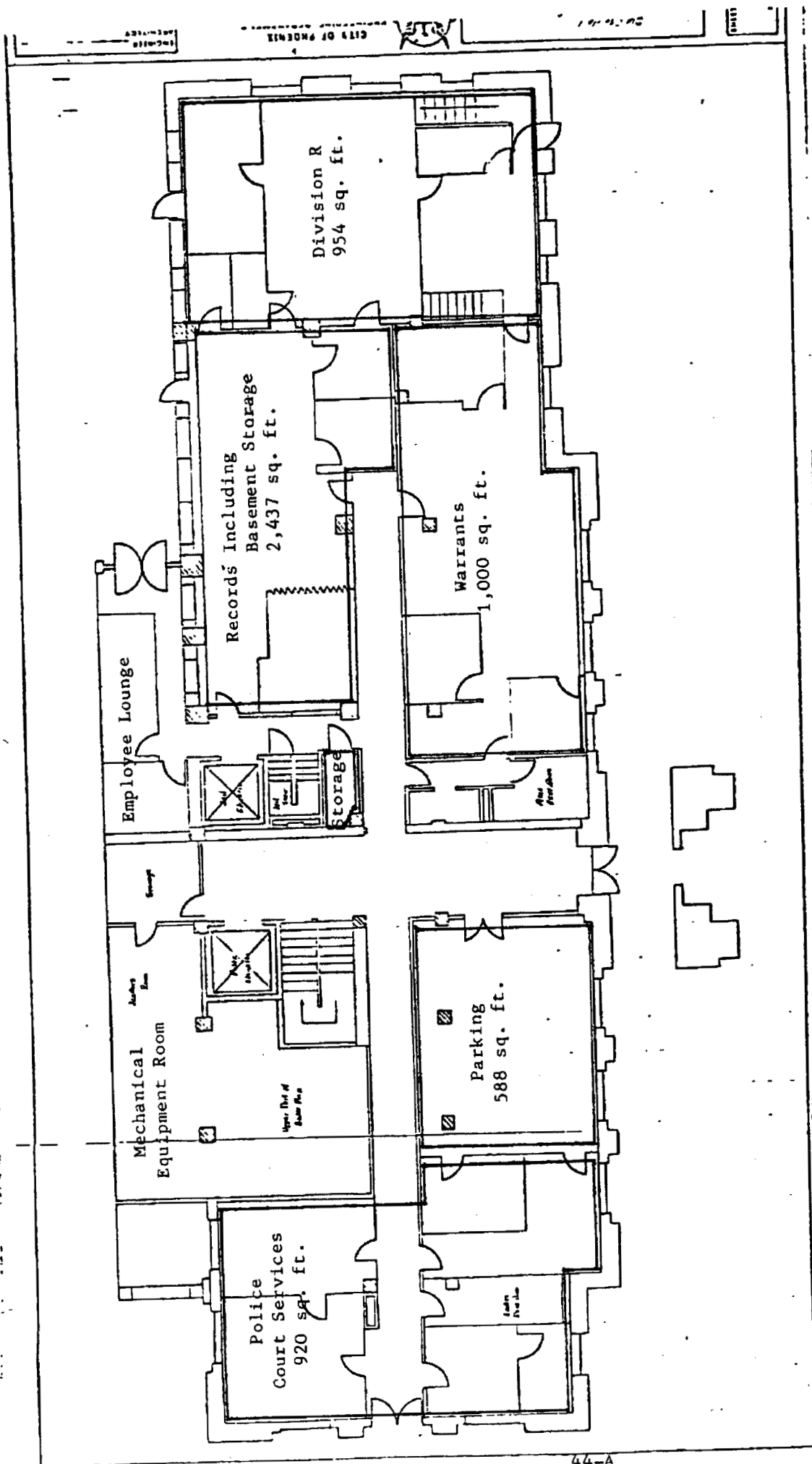
Section	Positions Currently	1981-82	1982-83	1983-84	1984-85	Total	Additional
	Authorized					Additional	Square Feet Required
Division R	2	—	—	1	—	1	71
Records	8	—	1	2	1	4	100
Warrants	7	—	1	1	1	3	105
Parking*	6	—	—	—	—	—	—
Police Court Services	4	—	1	—	—	1	80
Front Counter	11	1	1	1	1	4	160
Document Intake	5	—	1	1	1	3	229
Prosecutors Project	3	—	1	—	—	1	60
Finance	13	2	2	1	2	7	316
Correspondence	8	1	1	1	1	4	160
Court Support	9	—	1	—	1	2	104
Fines Collection	2	1	—	1	—	2	104
Court Administration	11	1	—	—	—	1	71
TOTALS	89	6	10	9	8	33	1,560

* The Parking Section, except for those employees required by the Court to process Parking trial documents, will be transferred to the City Manager's Office, Division of Treasury, sometime in FY 1981-82. Therefore, no increase in staff is projected.

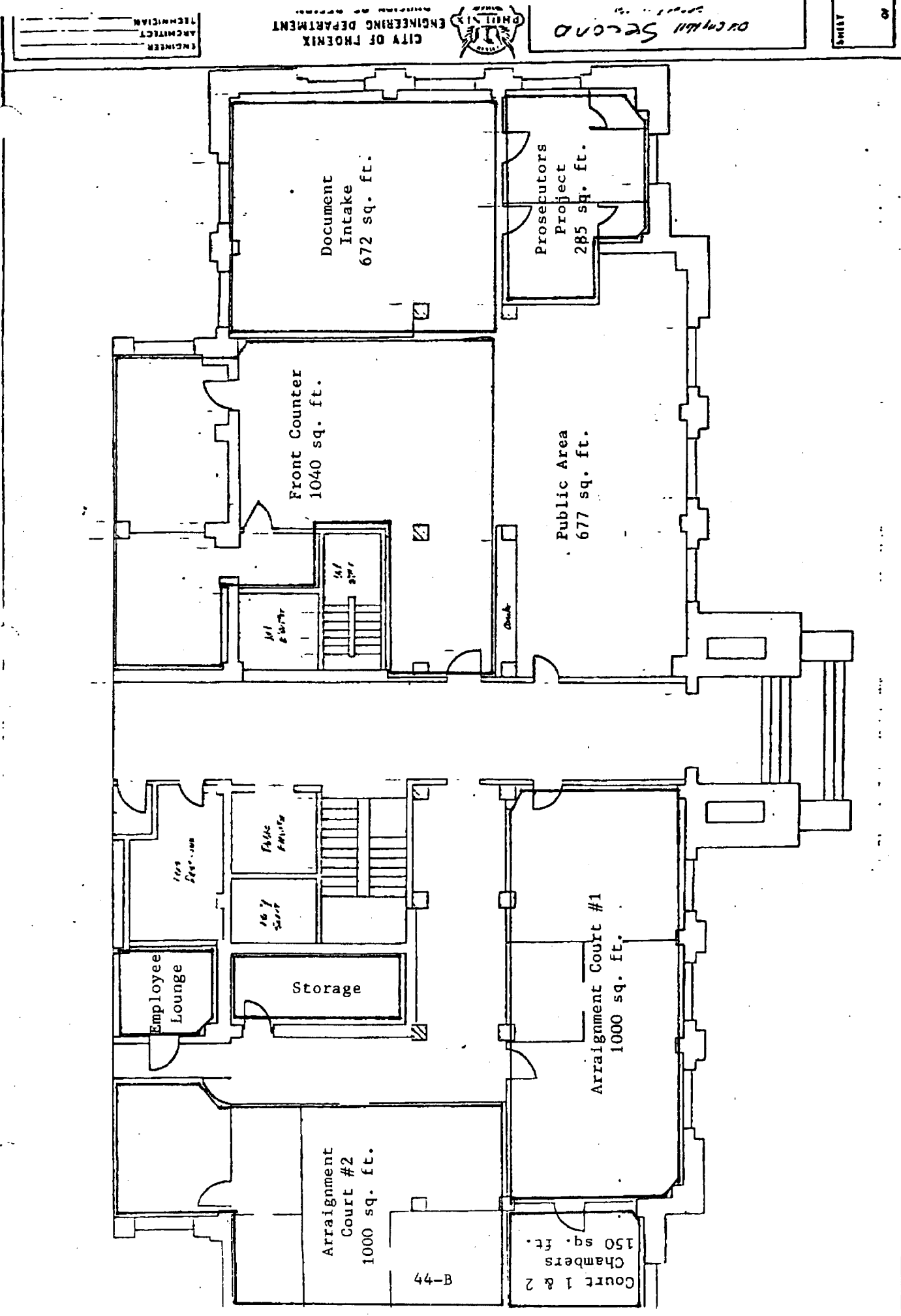
APPENDIX III

Square Foot Space Requirements — Existing and 1985

<u>Section</u>	<u>Current Need</u>	<u>Additional 1985 Need</u>	<u>Total Need</u>	<u>Square Footage, Buildings and Floor Assignment</u>
Division R	876	71	947	954/17 S./one
Records	2326	100	2426	2437/17 S./one
Warrants	885	105	990	1000/17 S./one
Parking	588	—	588	588/17 S./one
Police Court Services	802	80	882	920/17 S./one
Front Counter	852	160	1012	1040/17 S./two
Document Intake	422	229	651	672/17 S./two
Public Area	500	—	500	677/17 S./two
Arraignment Courts	2150	—	2150	2150/17 S./two
Prosecutors Project	225	60	285	285/17 S./two
Finance	1863	316	2179	2250/17 S./four
Correspondence	928	160	1088	1160/17 S./four
Police Court Services	271	—	271	271/17 S./four
Court Support	736	104	840	840/125 W./ground
Fines Collection	596	104	700	760/125 W./ground
Court Administration	<u>2863</u>	<u>71</u>	<u>2934</u>	<u>4964/125 W./fourth</u>
TOTALS	16,883	1,560	18,443	20,968 (+ 2,525)



First Floor Plan - 17 S. Second Avenue - Phoenix, Arizona
Proposed Municipal Court Occupancy



CITY OF PHOENIX
ENGINEERING DEPARTMENT
DIVISION OF RECORDS



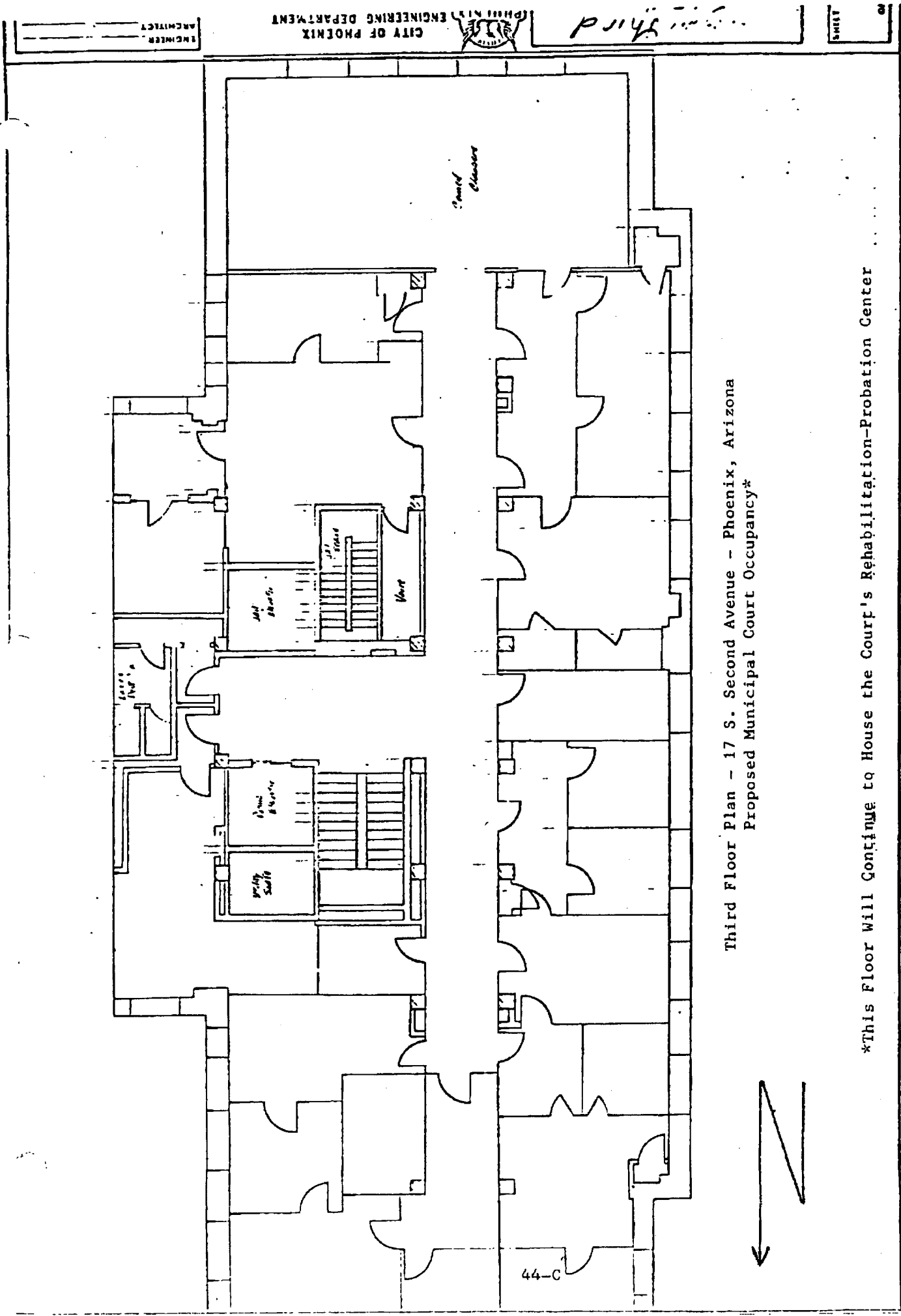
Second Floor

8
SHEET

ENGINEER
ARCHITECT
TECHNICIAN

Second Floor Plan - 17 S. Second Avenue - Phoenix, Arizona
Proposed Municipal Court Occupancy



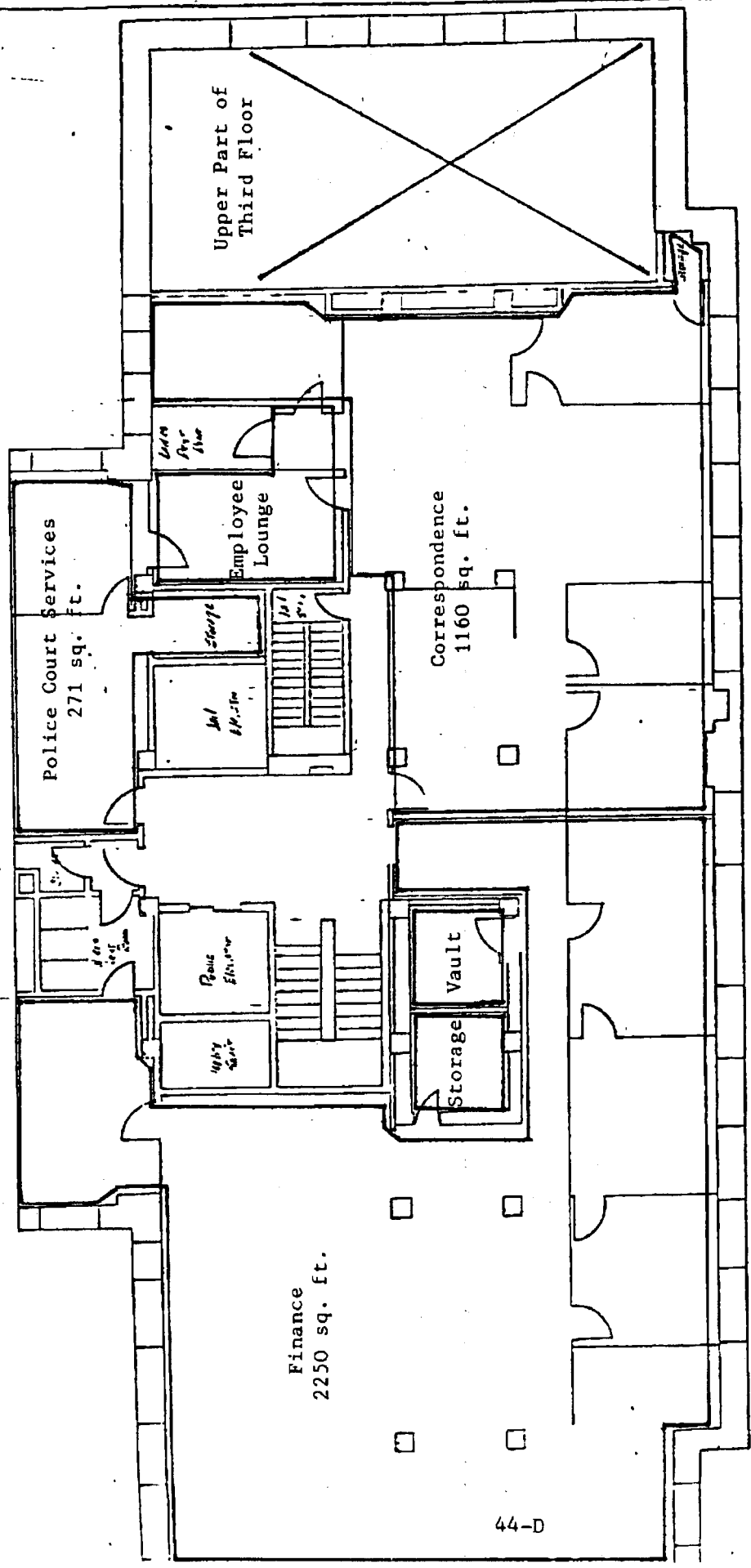


Third Floor Plan - 17 S. Second Avenue - Phoenix, Arizona
Proposed Municipal Court Occupancy*

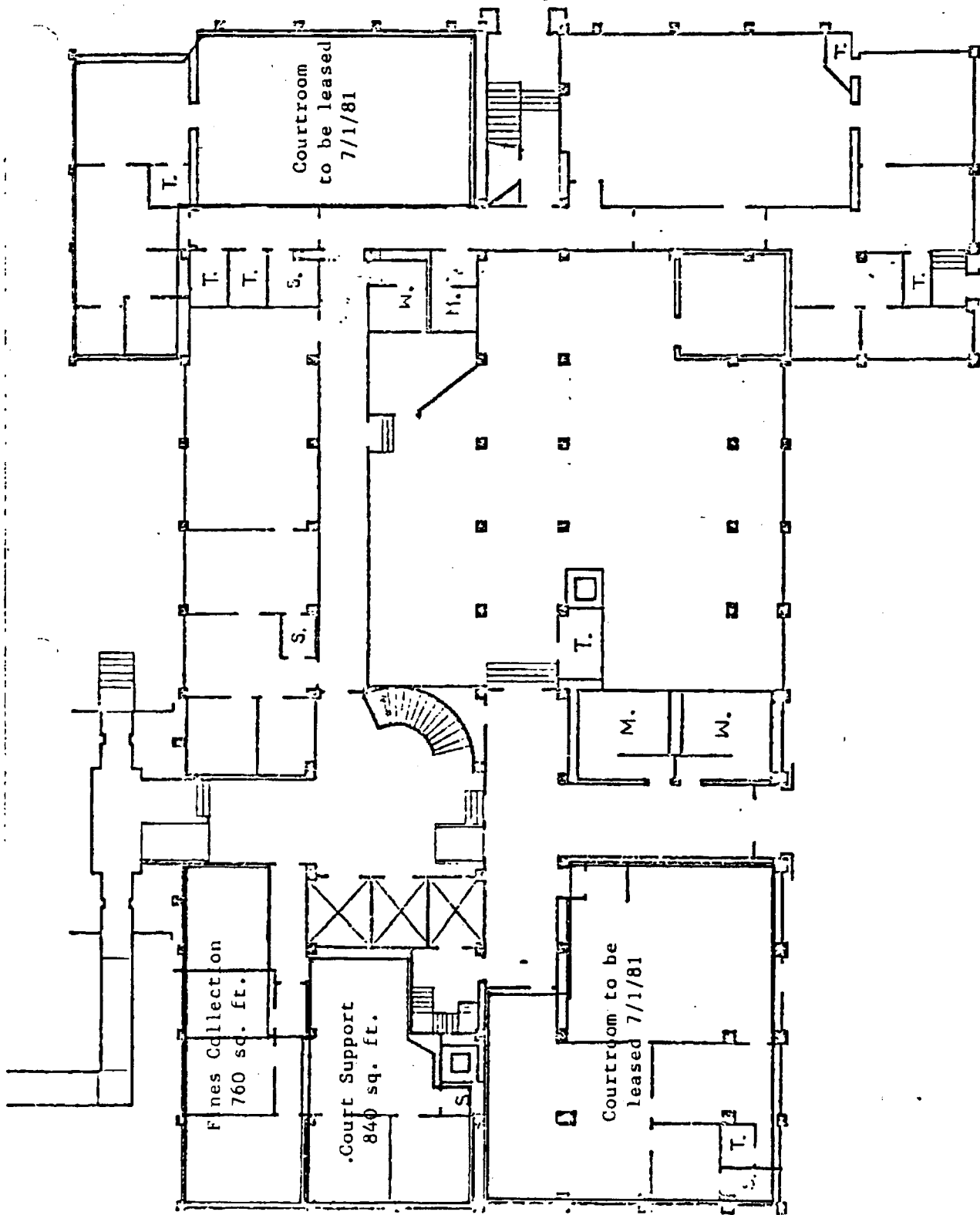
*This Floor Will Continue to House the Court's Rehabilitation-Probation Center



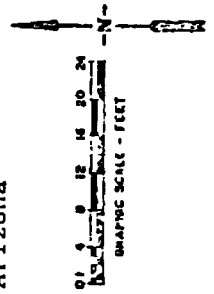
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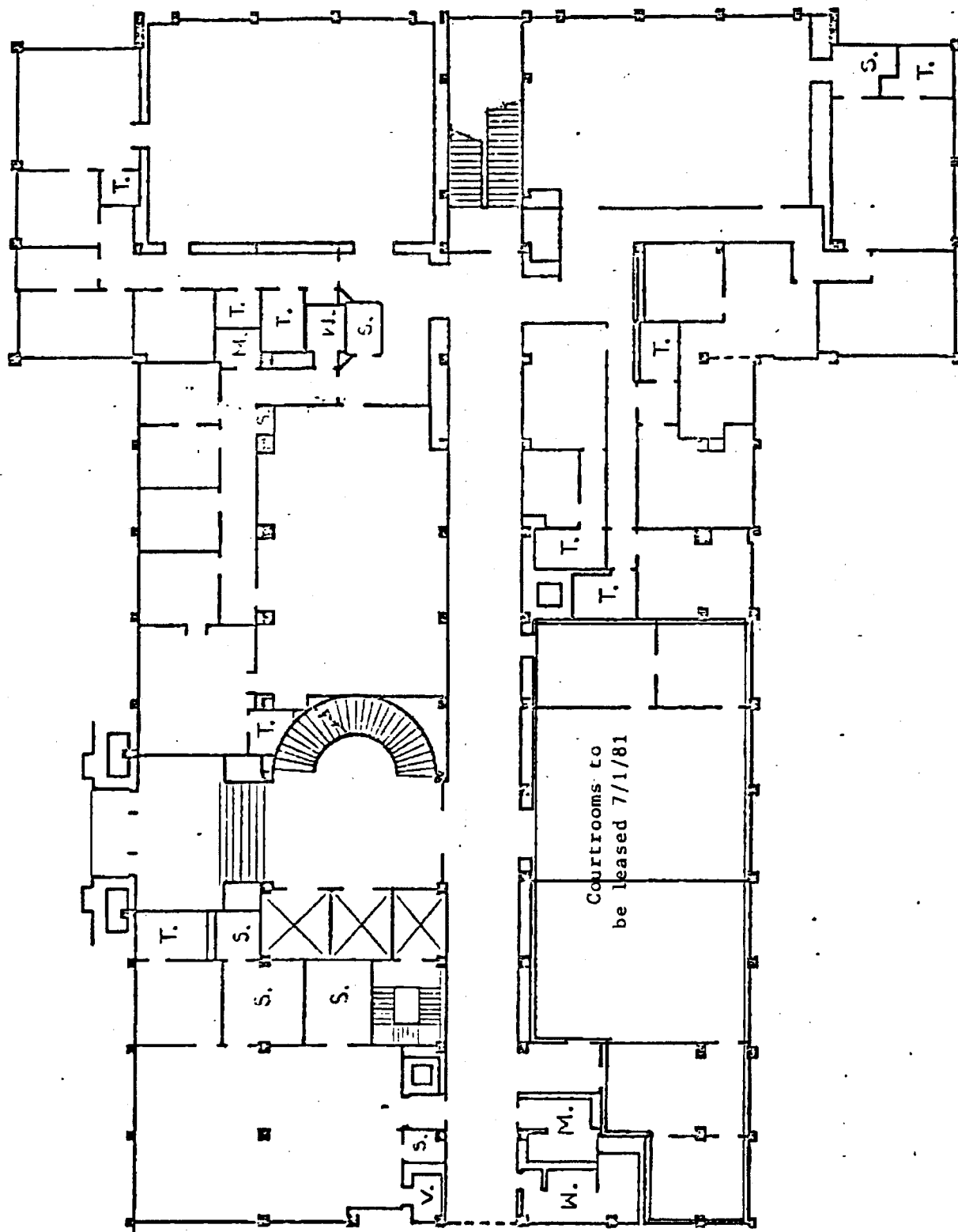


Fourth Floor Plan - 17 S. Second Avenue - Phoenix, Arizona
Proposed Municipal Court Occupancy

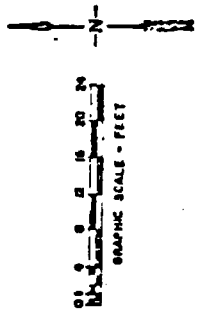
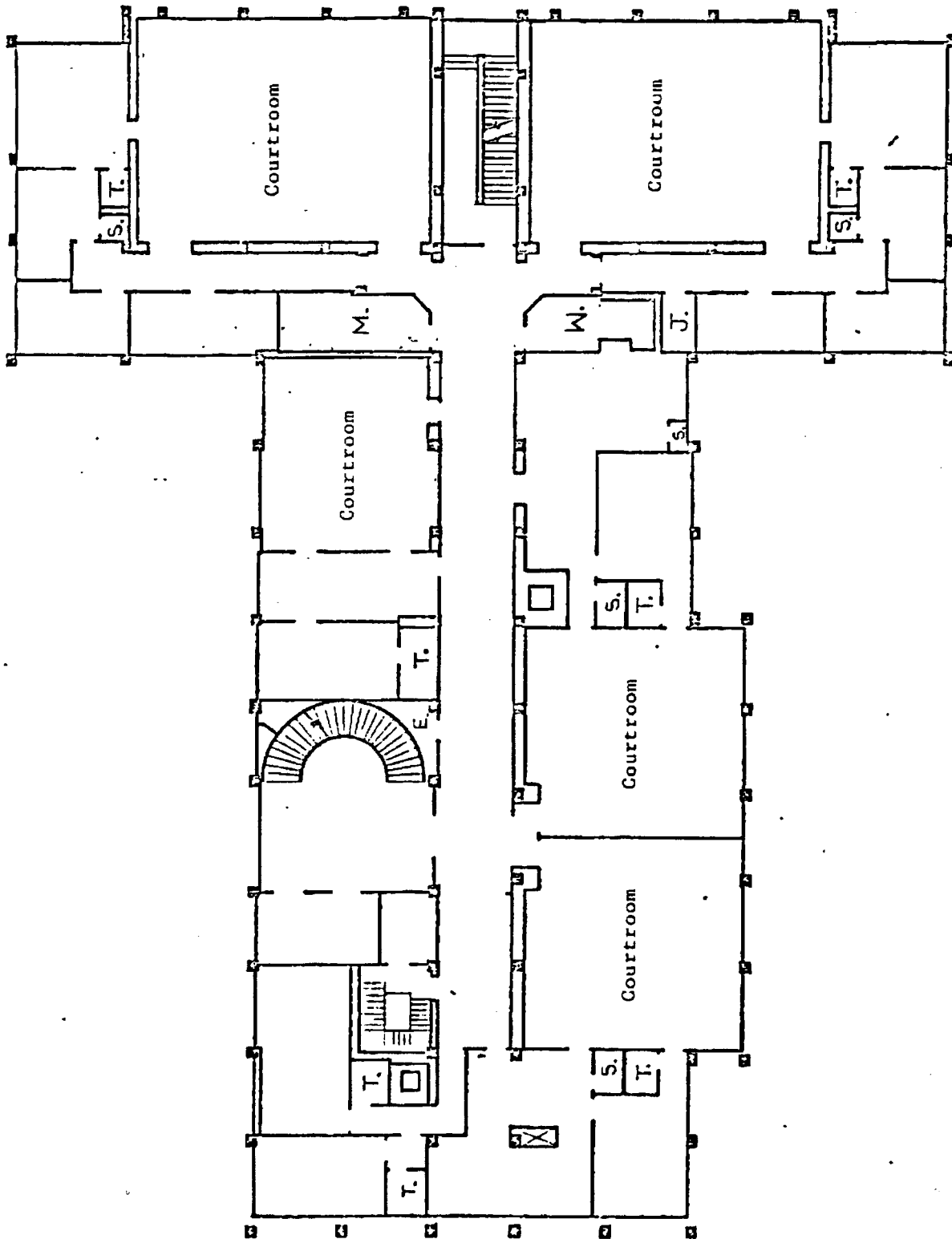


GROUND FLOOR PLAN—125 W. Washington - Phoenix, Arizona
Proposed Municipal Court Occupancy

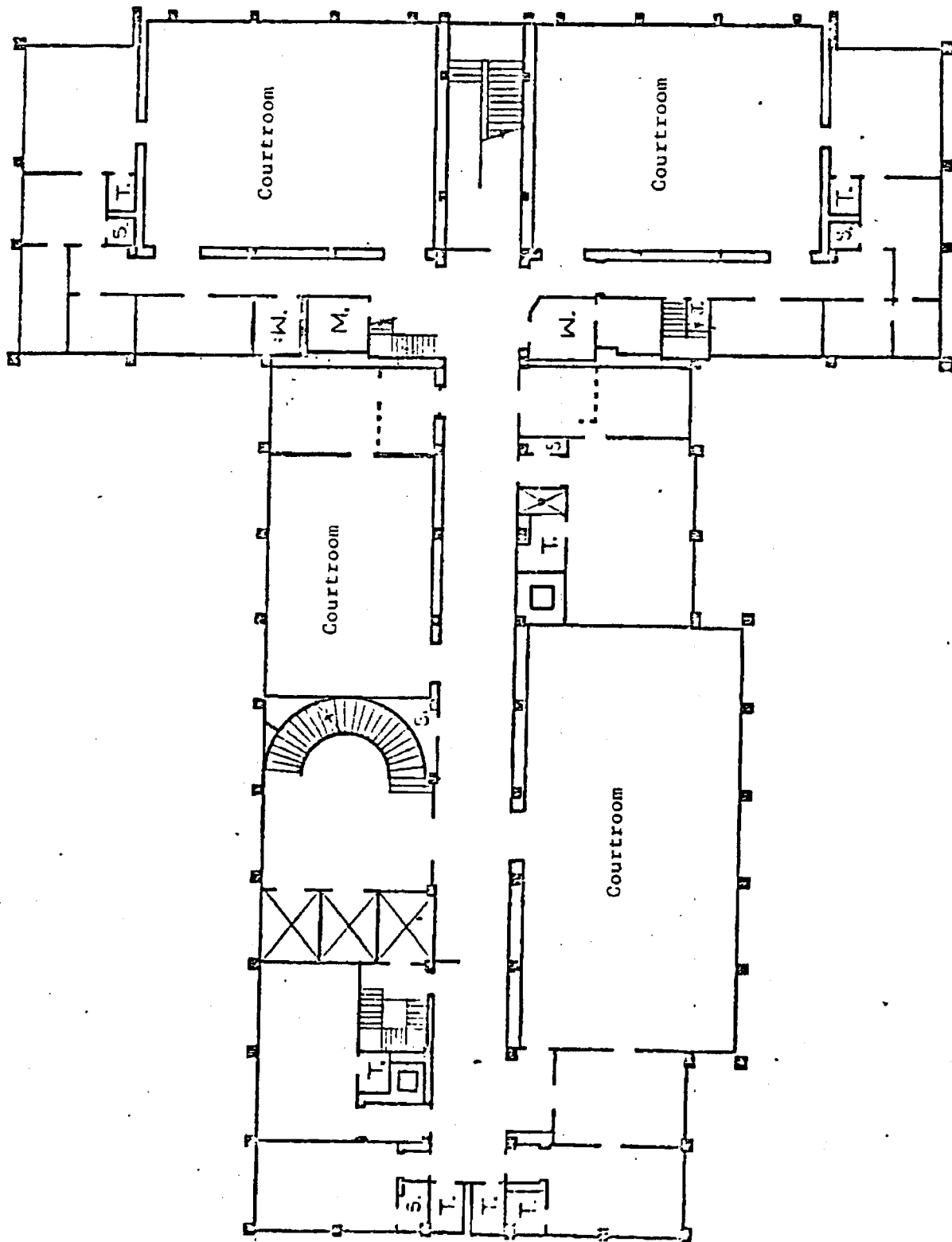




1st FLOOR PLAN - 125 W. Washington - Phoenix, Arizona
Proposed Municipal Court Occupancy



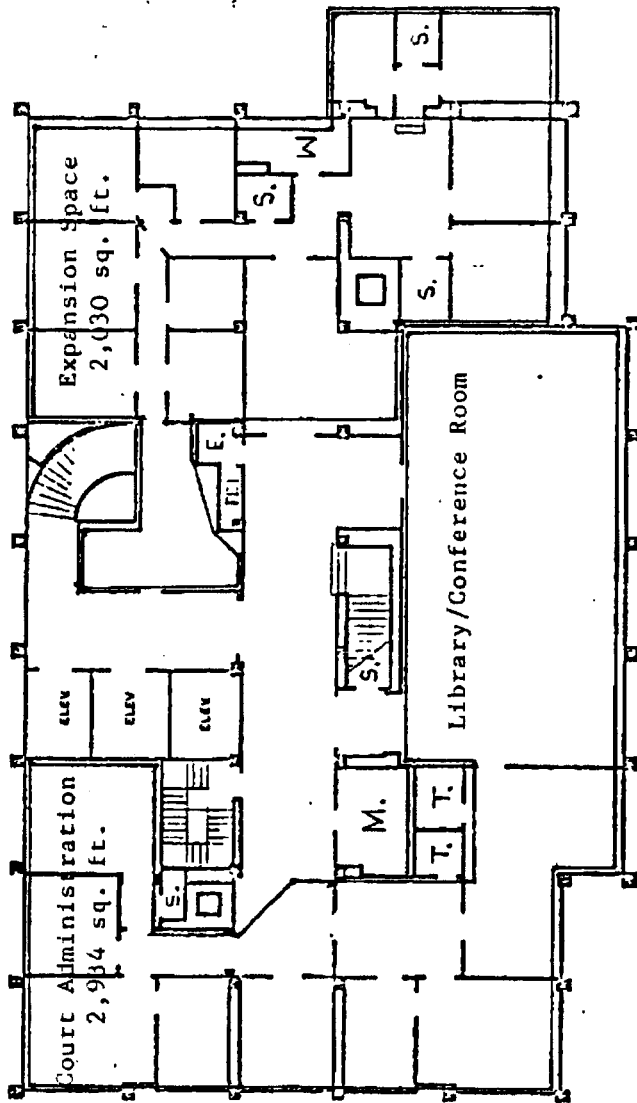
2nd FLOOR PLAN - 125 W. Washington - Phoenix, Arizona
 Space Currently Leased by Municipal Court



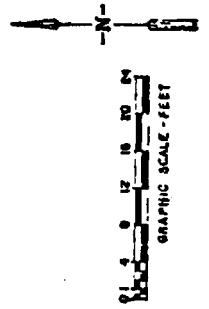
3rd FLOOR PLAN - 125 W. Washington - Phoenix, Arizona

Space Currently Leased by Municipal Court





4th FLOOR PLAN - 125 W. Washington - Phoenix, Arizona
Proposed Municipal Court Occupancy



CITY OF PHOENIX ARIZONA
FINANCE DEPARTMENT
REAL ESTATE DIVISION

DATE: November 29, 1979
TO: City Clerk
FROM: Real Estate Division
SUBJECT: — Lease Agreement No. 22698

Attached for your files is the original lease agreement 22698
with a copy to be forwarded to the City Auditor on property at 125 W. Washington
(2nd fl. 11,409 sq. ft. and 3rd fl. 12,916 sq. ft.)

LESSOR IS: County of Maricopa
LESSEE IS: City of Phoenix
TERM: January 1, 1980 through December 31, 1983
OPTIONS: Annual renewals by mutual consent by both parties
CANCELLATION CLAUSE: By either party upon 90 days written notice
INTENDED USE: Phoenix City Court facility
NOTE: This lease combines the 2nd and 3rd floor space.
Orig. lease 21146 and lease 22698.

FRED L. PARKS
Real Estate Administrator

Rudy Fingerhut
Rudy Fingerhut
Property Management Supervisor

P.B.H.:ys

cc: City Auditor
Chief Presiding Judge Hammond
Mr. Cordova
Mr. Havemann
Mr. Parks
Mr. O'Leary
Mr. Bowers

46-17D
Rev. 2-79

DKT 1403376 752

WHEN RECORDED RETURN TO:
Maricopa County Highway Dept.
Real Estate Division

LEASE AGREEMENT

LEASE (LET)

Recorded at Request of
Board of Supervisors.

C-4218

22698

428929

THIS AGREEMENT made and entered into this 7th day of

November

, 1979 by and between the COUNTY OF MARICOPA, a political subdivision of the State of Arizona, hereinafter referred to as "LANDLORD" and the CITY OF PHOENIX, a municipal corporation organized and existing under the laws of Arizona, hereinafter referred to as "TENANT."

W I T N E S S E T H

RECITALS:

1. The "LANDLORD" is the owner of the following described real property situated in Maricopa County, Arizona, commonly referred to as 125 West Washington Street, Phoenix, Arizona, more specifically described as:

Block 76, except the west 100 feet, Original Townsite of Phoenix, Section Eight (8), Township One (1) North, Range Three (3) East, and recorded in Book 2 of Maps, Page 51, M.C.R.

2. The "TENANT" is desirous of leasing a certain portion of the structure located on the aforementioned premises from the "LANDLORD" for the purpose of relocating the Phoenix City Court facility, said portion of the above-described property being described as:

The 2nd Floor, containing 11,409 sq. ft. and the 3rd Floor, containing 12,916 sq. ft. of the interior floor area of the existing building.

3. The parties desire to enter into and execute a written Lease Agreement involving said real property and to agree upon the terms thereto.

NOW, THEREFORE, in consideration of the foregoing Recitals and of the Covenants and Agreements by the parties herein made to be kept and performed, the aforesaid parties do agree each with the other as follows:

I. Leased Property - The "LANDLORD" does by these presents lease and let unto the "TENANT" the above-described premises upon the terms and conditions hereinafter set forth.

II. Terms - The "TENANT" is to have and to hold the above described premises for a term of four (4) years beginning on the 1st day of January 1980, with annual renewals by mutual consent of both parties hereto provided that either party may terminate this agreement by giving a 90-day notice of termination in the manner hereinafter provided.

III. Rent - The "TENANT" agrees to pay to the "LANDLORD" the annual rent of \$158,112.50, paid semi-annually in advance (January and July) beginning January 1, 1980.

IV. Repairs and Improvements - The parties agree that all improvements and furniture (per attached inventory) situated on the leased premises are part of the real property and shall be surrendered by the "TENANT" upon the termination of the lease. Provided further that the "LANDLORD" shall maintain the structure of the leased premises in good repair and shall correct all hazardous conditions existing as a result of any structural defect or unsoundness in the leased premises. Provided further that the "LANDLORD" shall perform all maintenance of the leased premises such as electrical, plumbing repairs, painting of the interior walls and will also provide janitorial services and utilities. The "TENANT" will pay for telephone service.

V. Liability - The "TENANT" covenants and agrees to indemnify and save harmless the "LANDLORD" against any and all claims for any loss or damage to the person or property of others arising from the conduct or management of any work or thing whatsoever done in or about the said premises or building during the term of this lease by the "TENANT," or by the employees, agents, sub-lessees, assigns or guest of the "TENANT;" and from the against all costs, counsel fees, expenses and liabilities incurred in or about any such claim or any action or proceeding brought thereon; and in case any action or proceeding shall be brought against the "LANDLORD" by reason of any such claim, based upon the conduct of the "TENANT" or by the conduct of sub-lessees, employees, agents, assigns or guests of the "TENANT," the "TENANT" on notice from the "LANDLORD" shall resist or defend such action or proceeding by counsel. The "TENANT" shall obtain and provide liability insurance covering the ownership, maintenance and use of the premises leased hereunder during the lease term in amounts not less than THREE HUNDRED THOUSAND DOLLARS (\$300,000.00), and the "LANDLORD" shall be named therein as an additional insured as its interest may appear, and the "TENANT" shall deliver satisfactory evidence of said policies to the "LANDLORD." Nothing herein contained shall be construed to relieve the "LANDLORD" from liabilities arising out of their own conduct or the conduct of others normally attributable to them.

VI. Assignment and Sublease - The "TENANT" shall not assign, sublet or delegate any of their rights or obligations under this lease without the prior written consent of the "LANDLORD" first had and obtained. Provided, any such consent of the "LANDLORD" shall not by itself be construed to relieve the "TENANT" of their liabilities hereunder. The "LANDLORD" may voluntarily assign, transfer or encumber the deferred rentals due under this lease without the prior consent of the "TENANT."

2 VII. Insurance - The "LANDLORD" shall insure and keep insured the aforementioned structure on the leased property against loss by fire, etc. The "TENANT" shall be named in the said insurance policies as an additional insured as its interest may appear, and the "LANDLORD" shall deliver satisfactory evidence of said policies to the "TENANT."

VIII. Destruction of Premises - "TENANT" shall, in case of fire, give immediate notice to the "LANDLORD," who shall thereupon cause the damage to be repaired forthwith; but if the premises be by the "LANDLORD" deemed so damaged as to be unfit for occupancy, the lease shall cease, and the rent be paid to the time of the fire.

IX. Notice - All notices to be given under the terms of this lease shall be mailed or delivered to the "LANDLORD" at the Office of the County Manager, 111 South Third Street, Phoenix, Arizona; and all such notices to be given the "TENANT" shall be mailed or delivered to the City Manager, City of Phoenix, Phoenix, Arizona.

X. Waiver - Any waiver by the "LANDLORD" of any breach or breaches by the "TENANT" of any one or more of the covenants, agreements, conditions, or obligations herein contained or the acceptance of any delinquent payments shall not bar the "LANDLORD'S" right to declare a forfeiture or to employ any other rights or remedies of the said "LANDLORD" in the event of any subsequent breach of any such or other covenants, agreements, conditions or obligations.

XI. Inspection - The "LANDLORD" shall have the right to enter upon the leased premises at all reasonable times for the purpose of making repairs or of ascertaining whether the "TENANT" is complying with the terms of this lease or for any other necessary or proper purposes whatsoever.

XII. Time of Essence - Time is considered to be of the essence in this agreement.

IN WITNESS WHEREOF the parties have signed this lease agreement as hereinafter set forth.

ATTEST:

By: Robert Williams
ACTING (City Clerk)

APPROVED AS TO FORM:

Al. Bennett
(City Attorney)

ATTEST:

By: W. S. L. L. L.
(Clerk of the Board)

APPROVED AS TO FORM:

James C. Braden
(Deputy County Attorney)

CITY OF PHOENIX (Tenant)
MARVIN A. ANDREWS, City Manager

By: Ed. K. K.
REAL ESTATE ADMINISTRATOR

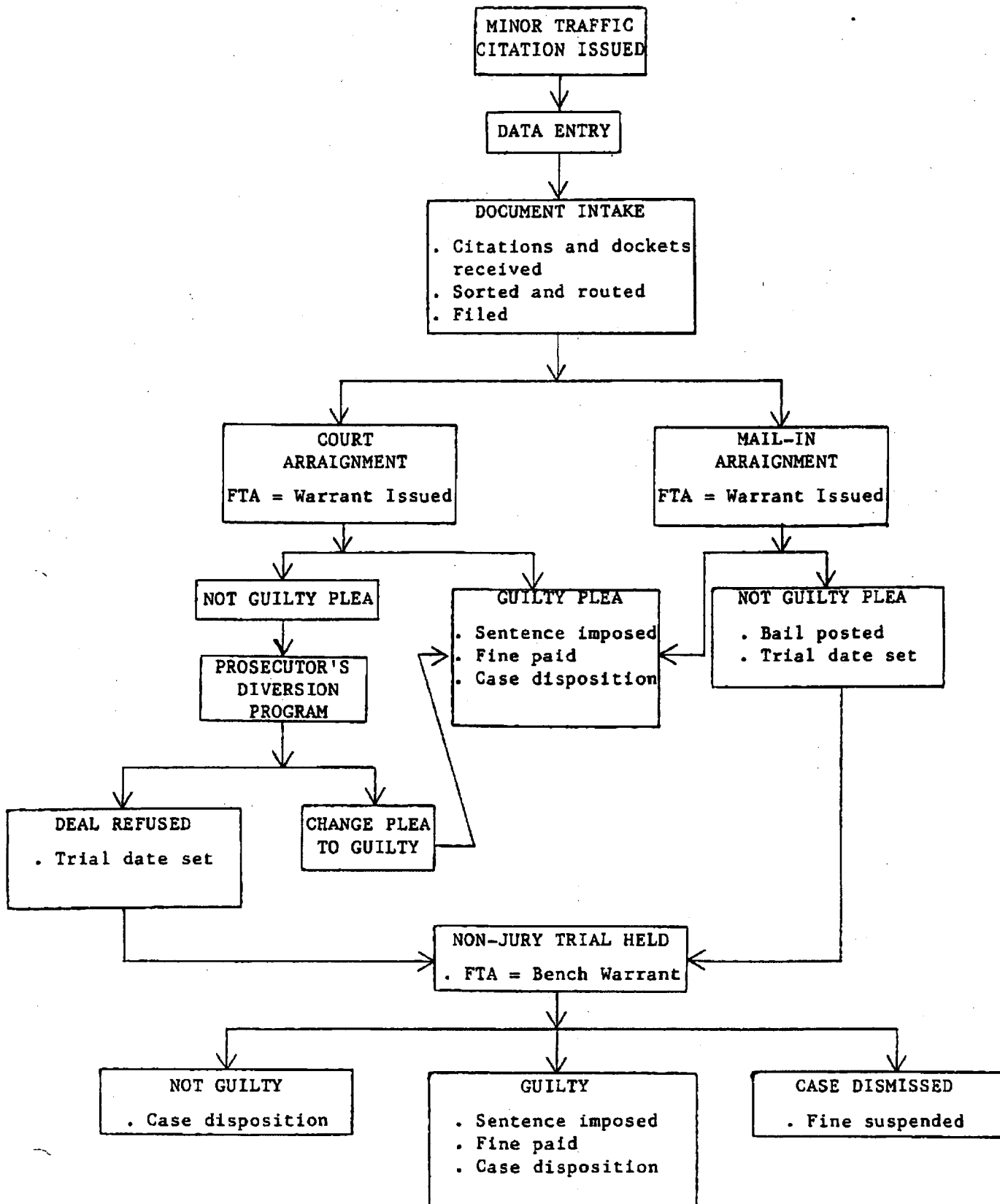
MARICOPA COUNTY BOARD OF SUPERVISORS

By: Stanley Robinson
(Chairman of the Board)

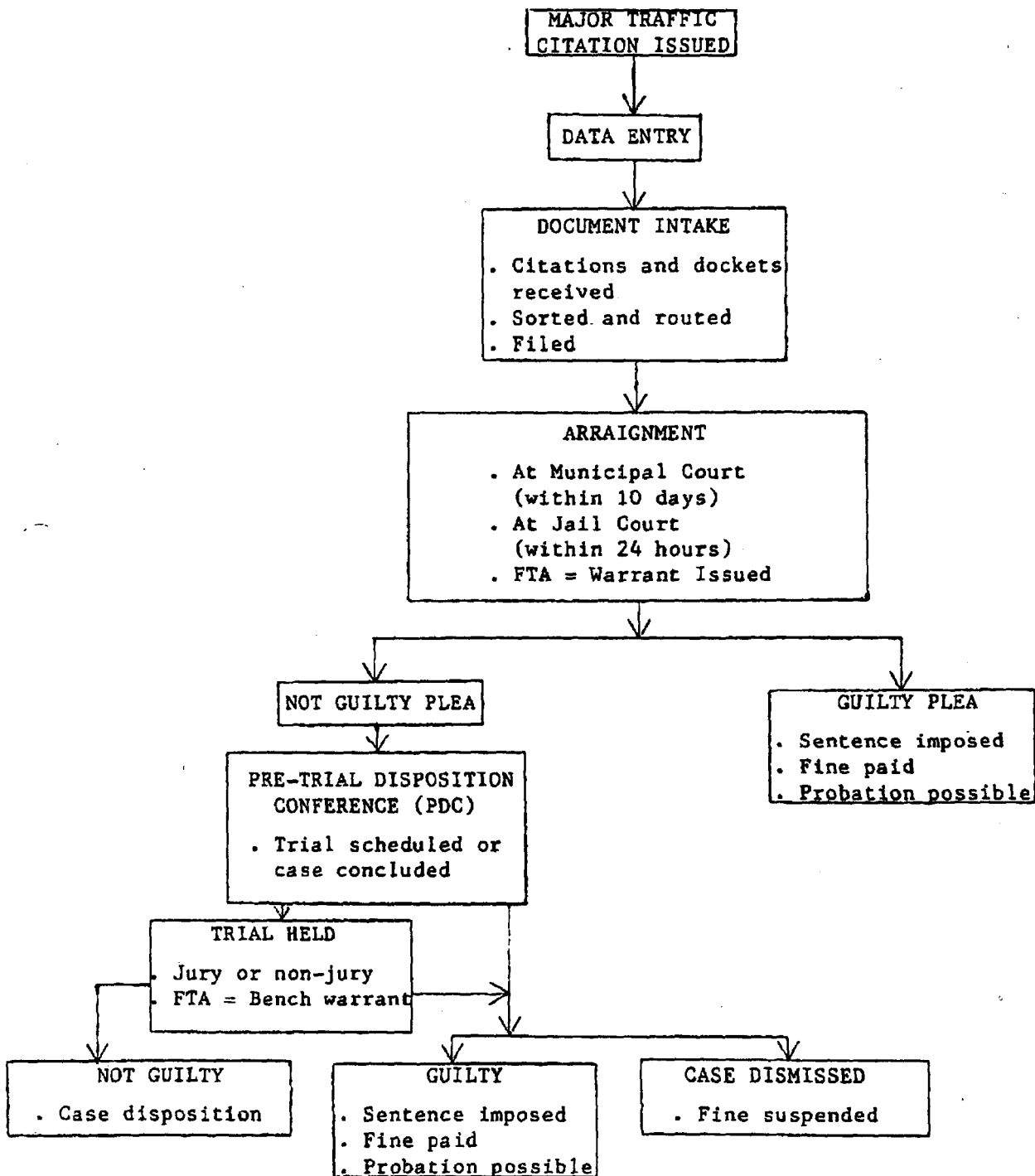
APPENDIX VI

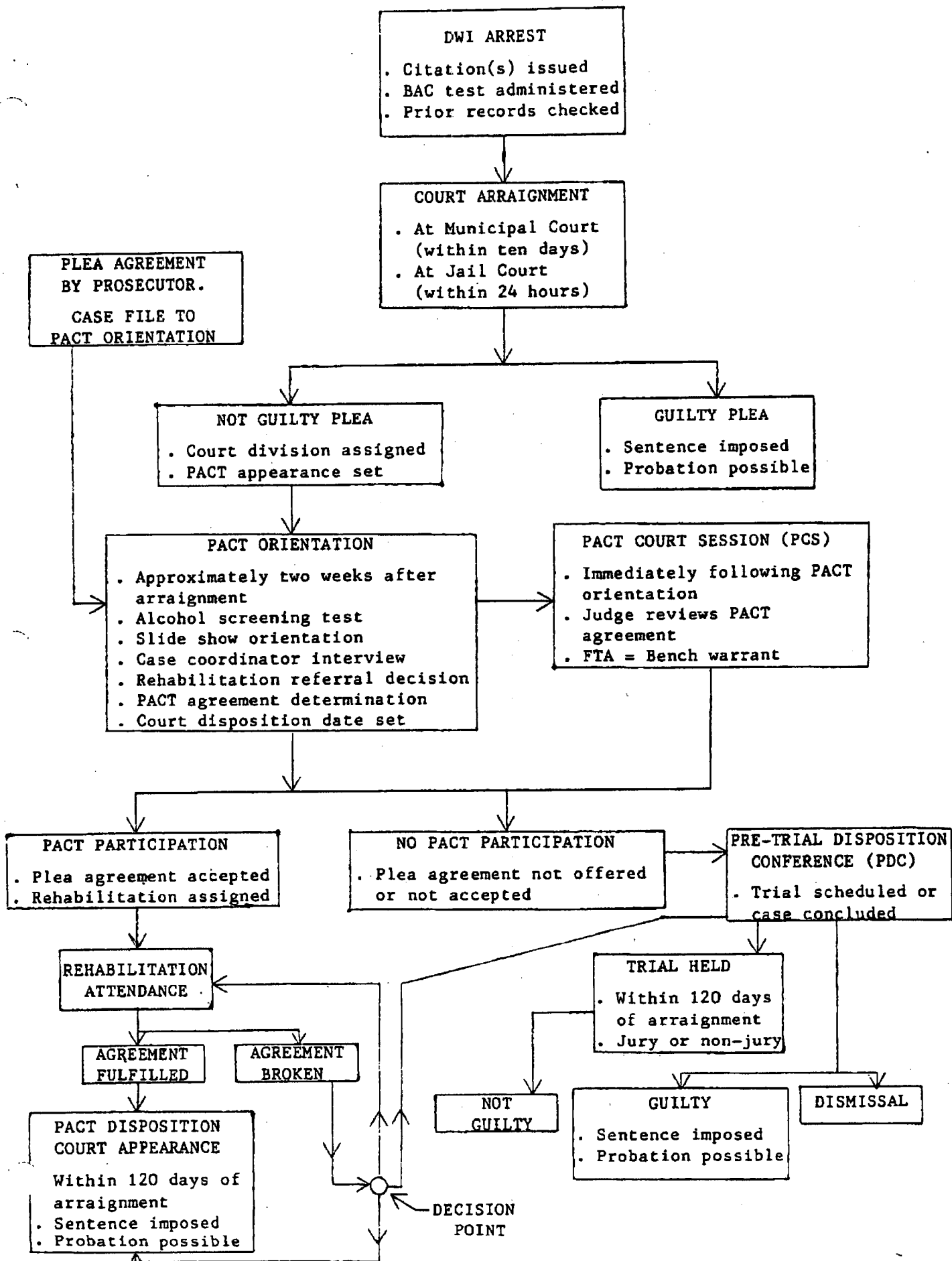
Flow Charts of Caseflow

MINOR TRAFFIC CASE PROCESSING

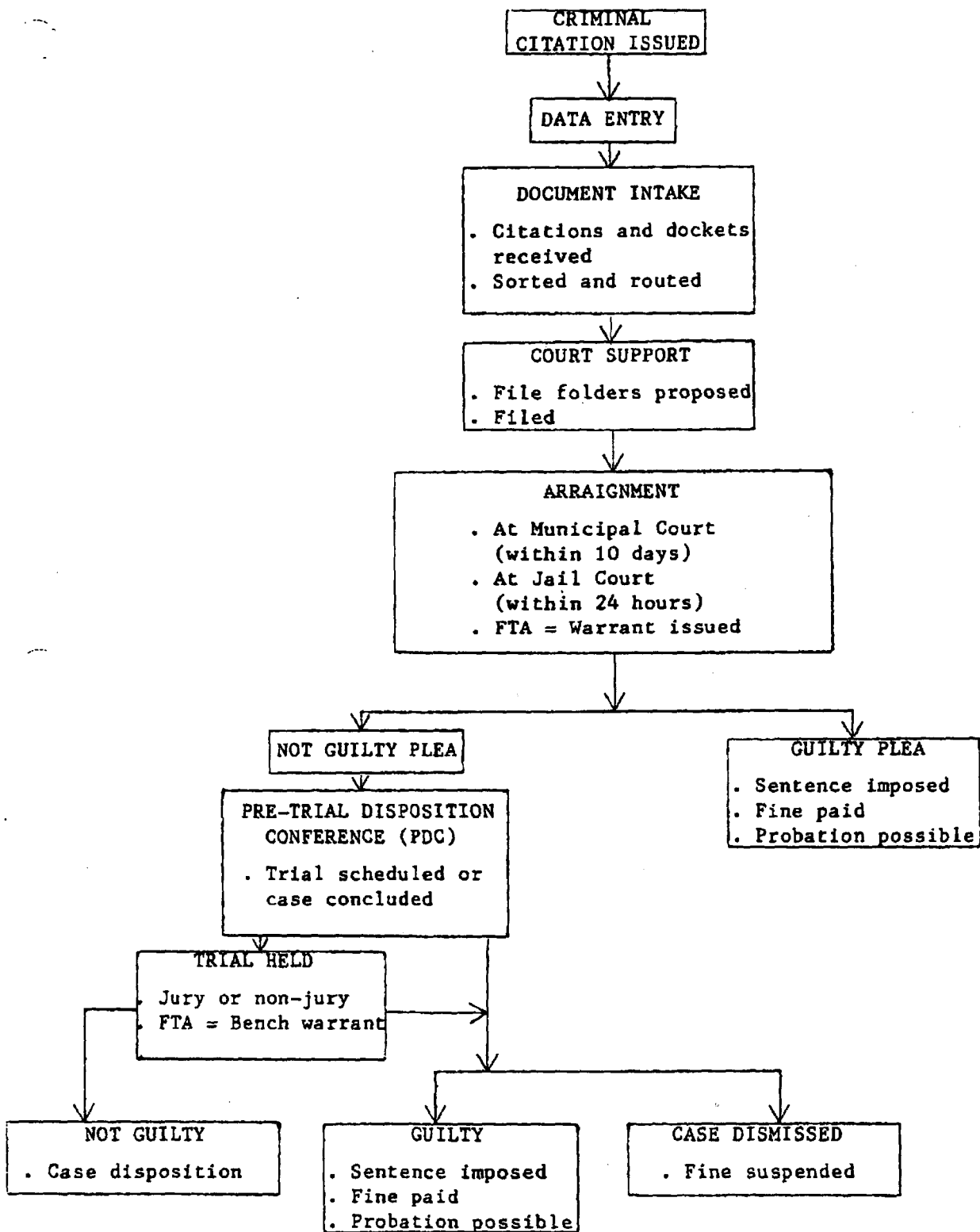


MAJOR TRAFFIC CASE PROCESSING (EXCLUDING DWI)





CRIMINAL CASE PROCESSING



APPENDIX VII

Workflow Analysis and Space Utilization



CITY OF PHOENIX

TO Mike Havemann
Court Administrator

FROM Karrie Lawlor *Karrie Lawlor*
Systems and Procedures Analyst

SUBJECT Recommendations on Space Utilization

DATE 12/8/80

This report analyzes spatial relationships in Phoenix Municipal Court based on the number of people and documents moving between clerical operations, the frequency of such movements, and the importance of those movements; the overall goal being to recommend spatial relationships which are operationally efficient. While the above criteria are the major determinants of these recommendations, they are to some degree influenced by the known limitations of the layout of the proposed facility.

SPATIAL RECOMMENDATIONS BASED ON WORKFLOW ANALYSIS

1. The Front Counter area which receives the public must become the operational focal point for all clerical activities, and should determine the physical location of several clerical sections. Large numbers of the public appear in person at this area to take care of court business, and expect efficient service.
2. The Correspondence Section should be located on the same floor as the Front Counter, ideally adjacent because they have common functions which require the same procedures for locating original documents for processing. The tub file, currently located in the Front Counter area contains citations awaiting arraignment, and is the appropriate and necessary location for the tub file in order for the rapid processing of the public at the Front Counter. However, because staff from the Correspondence Section also needs to check the status of citations and pull them when bail money and fines are received through the mail, the Correspondence Section also needs to be in close proximity to the tub file. Additionally, the Front Counter and Correspondence Section both need frequent access to the warrant tray. The warrant tray should be located either between the Front Counter and Correspondence Section, or in the Front Counter area for operational efficiency.
3. The Document Intake Section must be near the Front Counter section, because Front Counter clerks frequently need to retrieve documents on which Document Intake clerks are making corrections.
4. The Warrant Section should be conveniently accessed by Front Counter personnel when they are required to search for the location and status of citations not in the tub file. If space is limited, it may be possible to locate the Warrant Section on a floor above or below the

Front Counter, however a dumb-waiter type arrangement would be necessary to transport documents back and forth between the two sections. This arrangement would allow a search for a warrant to be carried on without the Front Counter clerk having to physically abandon the work station for retrieval of a warrant.

5. The Arraignment Courts and pending arraignment files (long-form folders) must be located near the Front Counter. This location will provide ease of operation and facilitate convenient public traffic patterns.

6. The Parking Section can be physically located away from the other operations of the court. The current location of the Parking Section has resulted in frequent phone calls between Parking and the Front Counter. However an overwhelming advantage of the physical separation of the Parking Section and the Front Counter has been the reduction of congested traffic patterns between the two areas.

7. The Teller terminal operators, which are part of Finance, should be located near the Front Counter. The presence of a terminal operator in the Correspondence Section could be continued, however the terminal operator should remain under the supervision of the Finance Section. If at some point in time, the Finance Section becomes responsible for opening mail and ringing out bail payment and fines, then it would not be necessary to have a terminal operator located in or near the Correspondence Section.

8. The Fines Collection Section should be located closer to Finance. However, another alternative might be to designate an area for Fines Collection, refund clerks, and a few terminal operators, near a main exit, so the public coming out of court could be diverted away from the Front Counter area, thereby reducing the amount of time the incoming public must wait for processing.

9. The Court Support Section does not process incoming public nor does it usually interact with other clerical sections. However, due to the backlog of work in Court Support, there currently is some movement between sections because Front Counter clerks and Correspondence clerks frequently have to check the dockets in Court Support. As soon as the backlog is cleared up, unnecessary movement between these areas will be alleviated.

In order to attain operationally effective spatial relationships, Court Support, which includes Fast Track and Motions, should be located adjacent to or accessible to as many courtrooms as possible.

10. The PACT and Probation Sections should continue to be located contiguously and on a separate floor, away from the flow of Front Counter processing and courtroom activities in order to avoid unnecessary congestion in the hallways and in the public space around the Front Counter. A large amount of public waiting space should be provided in the PACT and Probation Sections for people waiting for processing.

Space Utilization
December 8, 1980
Page Three

11. The Records Section is functionally isolated from the interdependent flow of people processing and should continue to be spatially segregated from the other functional areas of the court.

Final Review Suggested

These recommendations resulted from a series of independent interviews with the supervisors of each Court clerical section. While they appear to be conclusive, they can yet be subjected to further scrutinizing and discussion, and possibly can be negotiated. It is suggested that you present these findings at a future staff meeting to determine if they are a satisfactory representation of the views of all concerned parties.

APPENDIX VIII

Court Supplemental Budget Request to Lease Space

10	11	12	13	14	43	44	45	46	47	48	49	50	
CO PROG	01 FUND GROUP	Space Old County Courthouse				1/1 LEVEL	S POS	31,426 NET COST	1 DEPARTMENT RANK	MGR RATING			
DIVISION					DIVISION RANK		ACTIVITY					MIS USE	
Operations					1/23		Operations						
DESCRIPTION										COST DATA			
<p>Lease of approximately 6000 sq. ft. to move additional courtrooms from the 4th Avenue Court Building has been conceptually approved and is included in the Base Budget Request. This decision unit would add 6,564 sq. ft. of Old Courthouse space in the last quarter of 1981-82 to coincide with the total occupancy of the Old City Hall by the Court.</p> <p>PROGRAM IMPACT BENEFITS OF FUNDING AND CONSEQUENCES OF NOT FUNDING</p> <p>Benefits of Funding: Leasing additional space would bring physical consolidation of the Court one step closer to completion. Costs in 1981-82 include the estimated non-recurring cost to move.</p> <p>Consequences of Not Funding: The amount of time wasted by Court Personnel in transit between the 2 facilities will continue; supervisors will have to divide their time trying to supervise employees split between the two buildings, and public confusion over the location of courtrooms will continue to persist.</p>										PERSONAL SERVICES			
										CONTRACTUAL SERVICES			
										31,426			
										COMMODITIES			
										CAPITAL OUTLAY			
										48 GROSS COST			
										31,426			
										50 EXPENDITURE CREDITS			
										54 REVENUE CREDITS			
										72 NET COST			
										31,426			
										RECURRING ANNUAL COST			
										42,666			
										POSITION DATA			
										FULL-TIME		PART-TIME (FTE)	
										HIRING DATE			

CITY OF PHOENIX, ARIZONA
MANAGEMENT AND BUDGET DEPARTMENT

ZERO BASE BUDGET DECISION PACKAGE
1981-82 FISCAL YEAR

44-20 Rev 12-80

APPENDIX IX

City of Phoenix
Capital Improvement Plan — Remodeling of 17 S. 2nd Ave.

MUNICIPAL ADMINISTRATION BUILDINGS

The proposed capital improvement program for Municipal Administration Buildings totals \$1.6 million for renovation of the Plaza Municipal Building and the old City Hall building. The program will be financed entirely by 1979 Existing Office Building Renovation Bonds.

Plaza Municipal Building

This project will complete the remodeling of the Plaza Municipal Building providing office space for all Development Services departments, and meeting anticipated City office space needs through 1990. This final phase of remodeling will complete the interior finishing of the lower, main and second levels.

Old City Hall

The old City-County complex is a combination of two attached buildings. City Court now leases part of the larger County Court Complex for courtrooms. Remodeling of the old City Hall portion of the complex will provide additional administrative and/or courtroom space for City Court. Design work will begin in 1981-82 to develop precise plans for the remodeling effort with actual construction scheduled in 1982-83.

CAPITAL IMPROVEMENT PROGRAM

MUNICIPAL ADMINISTRATION BUILDINGS
CAPITAL IMPROVEMENT PROGRAM SUMMARY

<u>PROJECT</u>	<u>1980-81</u>	<u>1981-82</u>	<u>1982-83</u>	<u>1983-84</u>	<u>1984-85</u>	<u>Total</u>
Plaza Municipal Building - Phase II	\$ 866,000	\$ -	\$ -	\$ -	\$ -	\$ 866,000
Remodel Old City Hall	-	42,000	658,000	-	-	700,000
Total Costs	\$866,000	\$ 42,000	\$658,000	\$ -	\$ -	\$1,566,000
<u>Source of Funds</u>						
1979 Bond Funds	\$866,000	\$ 42,000	\$658,000	\$ -	\$ -	\$1,566,000
Total Funds	\$866,000	\$ 42,000	\$658,000	\$ -	\$ -	\$1,566,000
<u>MEMORANDUM</u>						
Operating Costs	\$ -	\$315,000	\$315,000	\$315,000	\$315,000	

Project Title and Description

Plaza Municipal Building - Phase II Remodeling

Provide interior finishing for lower, main, and second levels to complete the remodeling of the Plaza Municipal Building.

PROJECT COSTS	1980-81	1981-82	1982-83	1983-84	1984-85	TOTAL
Land						
Engineering						
Construction						
Other	866,000					866,000
TOTAL COSTS	866,000					866,000
SOURCE OF FUNDS						
City Funds						
Federal Aid						
Other						
Total Operating						
1979 Bonds	866,000					866,000
_____ Bonds						
Federal Aid						
Other						
Total Bond and Related	866,000					866,000
TOTAL FUNDS	866,000					866,000
Operating Costs		315,000	315,000	315,000	315,000	
Operating Revenues						

Project Title and Description

Old City Hall - Remodeling

Remodel Old City Hall to provide administrative and/or courtroom space for City Court.

PROJECT COSTS	1980-81	1981-82	1982-83	1983-84	1984-85	TOTAL
Land						
Engineering		42,000				42,000
Construction			658,000			658,000
Other						
TOTAL COSTS		42,000	658,000			700,000
SOURCE OF FUNDS						
City Funds						
Federal Aid						
Other						
Total Operating						
1979 Bonds		42,000	658,000			700,000
_____ Bonds						
Federal Aid						
Other						
Total Bond and Related		42,000	658,000			700,000
TOTAL FUNDS		42,000	658,000			700,000
Operating Costs						
Operating Revenues						

CITY OF PHOENIX, ARIZONA

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