

# DOUGLAS COUNTY MASTER PLAN

DOWNTOWN CAMPUS

NOVEMBER 2020

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# Executive Summary

In 2017, Gould Evans completed a space needs study for Douglas County’s downtown campus. The study revealed that the three Douglas County downtown properties — the Justice and Law Enforcement (JLE) Center, the Historic Courthouse, and the vacated South Building (formerly the Public Works Building) — no longer meet the needs of county employees or the public.

The JLE Center’s departmental needs have evolved inside a largely unchanged building in need of a renovation. Similarly, the Historic Courthouse no longer meets departmental needs and is ill-suited for public use, lacking meeting rooms and clear navigation. Additionally, the vacant South Building offers no functionality other than accessory parking. The building is costly to maintain but serves as a great long-term asset due to its prime real estate location.

The following is a tool for Douglas County leadership to make decisions on and prioritize building needs. Final designs for individual projects would be created in collaboration with county leadership and the end users once a project is selected to proceed.

The master plan document is supplemental and proceeds the Space Needs Study dated 11.09.2017.



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## METHODOLOGY

The methodology for beginning the Master plan involved: confirming the findings of the November 2017 Space Needs Study, understanding what a Master Plan is, further evaluations of the existing building conditions, and additional meetings with the end users of JLE.



WHY

In 2017, Gould Evans completed a space needs study for Douglas County’s downtown campus. The study addressed several issues:

- Growing departments are unable to accommodate new hires in existing facilities
- The district courts have design challenges that affect services to the citizens in court
- The courthouse has features that are perceived as unsafe for citizens and staff
- The future police headquarters will impact the downtown campus
- Parking availability is an issue

FINDINGS

Through the process and completion of the space needs study, we found that:

- The problem is very complex
- The downtown campus buildings are out of room, resulting in immediate space needs
- Current solutions to space needs are reactive, thus resulting in less-than-ideal solutions
- The dated JLE design does not align with current courthouse design best practices, especially as related to security

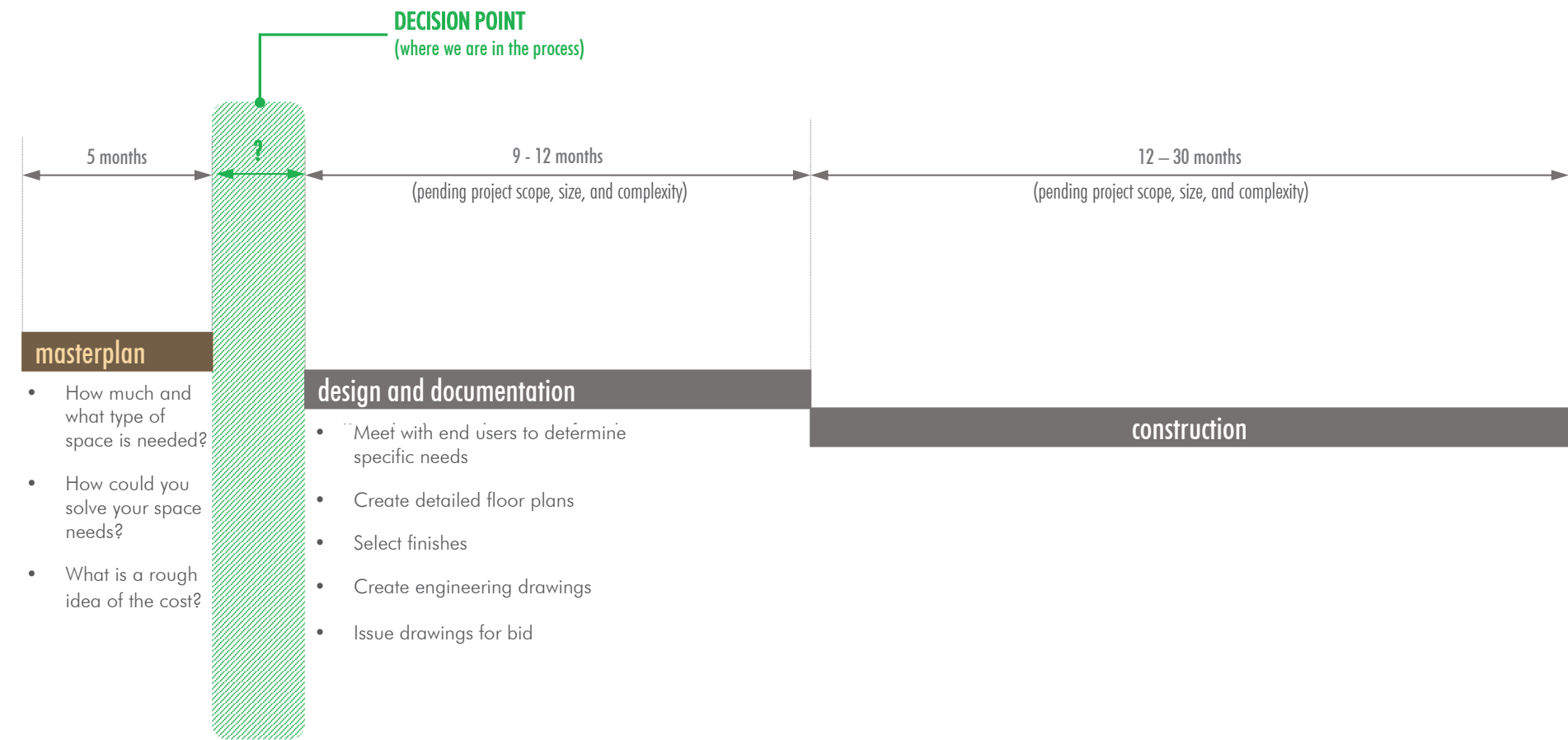
RECOMMENDATIONS

The space needs study concluded that to meet Douglas County’s projected growth with associated space:

- The downtown campus would need to add 16,000 to 24,000 gross square feet by 2027
- A Master Plan is recommended to understand how to solve Douglas County’s needs. It will provide the county with a solution and implementation strategy aligning with their goals.
- In kicking off the Master Plan process, we identified further meetings would be needed with the following:
  - Sheriff’s Office
  - District Court Judges and Administrator
  - District Attorney
  - Community Corrections

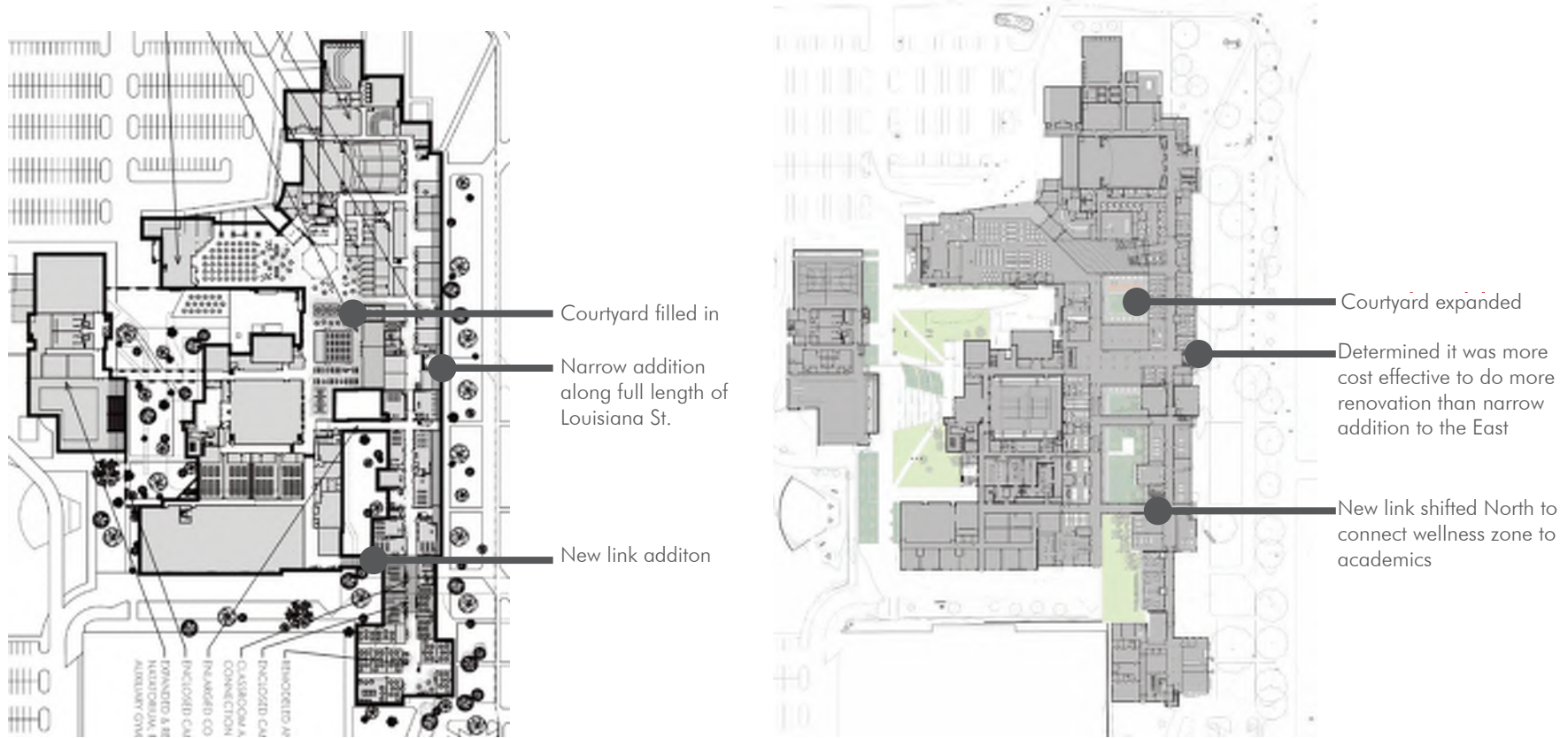
# What is a Master Plan?

- A master plan is *not* the final design; it is a tool used to aid in decision-making and planning for the future



# Master Plan vs. Design + Documentation

## PROJECT EXAMPLE: LAWRENCE HIGH SCHOOL





# Master Plan Engagement and Outcome Summary

## MEETINGS

- 01.18.19** District Court Judges Meeting
- 01.22.19** Historic Courthouse Department Heads
- 02.05.19** HRC Walk-Through with Lynne Zollner
- 02.19.19** Community Corrections
- 02.20.19** Clerk of the Court
- 02.22.19** Sheriff’s Office
- 02.25.19** Walk-Through of Juvenile Detention Center and 1006 N.H.
- 03.11.19** Review with Douglas County Leadership
- 03.28.19** Review with Douglas County Leadership
- 04.10.19** Review with Douglas County Leadership
- 07.03.19** County Commission Meeting
- 07.26.19** District Attorney Meeting
- 09.24.19** District Court Judges Meeting
- 05.26.20** District Court Judges Meeting
- 07.15.20** District Court Judges Meeting
- 08.31.20** District Court Judges Meeting

*\*JLE challenges are complex, thus warranted additional meetings prior to beginning the Master Plan*

## KEY TAKEAWAYS

The District Court Judges emphasized the need for secure public and detainee circulation. This takeaway is the major driver behind the Master Plan, prioritizing the creation of a modern, best-practices courthouse. Reconfiguring the building with this priority will ensure safe and dignified experiences for all users.

The Master Plan must accommodate seven jury and two hearing rooms. Additionally, the Master Plan shall provide for District Court and/or District Attorney expansion as non-court related departments move out of the building.

With the Police Department moving out of JLE in late 2020, work on JLE could begin immediately.

## REMOTE CANDIDATES

We identified several departments that could potentially operate remotely to the JLE building, as they are non-court related:

- IT
- Sheriff’s Office
- Emergency Communications
- Emergency Management

# JLE — Existing Building Analysis

## Perception of Safety

**A.** Circulation is one of the biggest issues throughout the building. Division VI is set up so that a defendant entering this courtroom must pass through the public seating area to get to the counsel table.

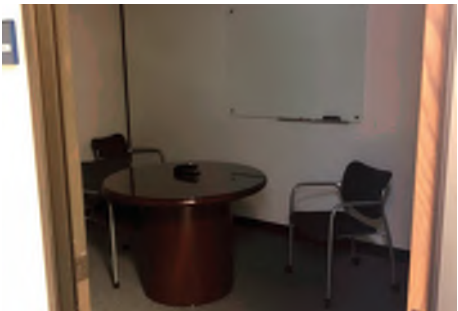
## Design Challenges

**B.** The main public corridor must be used to get defendants to division courtrooms V and VI. This puts unnecessary strain on security staff and creates the potential for a traumatic experience for the victim of a crime — a possibility of bumping into the offender while waiting to be taken into court.

**C.** There was a falling incident during court, due to the stair shown here in Division I, which is directly behind a clerk’s desk.

## Retrofitted Technology

**D.** The courtrooms are subject to a number of add-on features to try to keep up with the technology needed. This has led to some cumbersome objects when moving about the courtroom.



## Perception of Safety

**E.** Division II is configured so that defendants enter the courtroom from the back and pass adjacent to the jury box to get to the counsel table. The jurors’ perception of safety and security is not ideal.

**F.** There are several instances of sightline issues, as seen in the Division II courtroom and from the Division VI jury box.

**G.** There are also several instances of accessibility being retrofitted, where possible, into the building. There is currently only one judge’s bench that has addressed accessibility (Division VI).

## Citizen Experience

**H.** How should a family courtroom look? The space is often visited by children, many of whom are experiencing very stressful situations.

# JLE — Existing Building Analysis

## Immediate Space Needs

**I.** Most courtrooms contain some form of inadequate space. Division VI has a desk that’s too small to comfortably seat a court reporter. Its desk is also undersized, which can be problematic when evidence is presented.

**J.** The absence of an adequate number of meeting rooms pushes some conversations into unused courtrooms, which is not ideal.

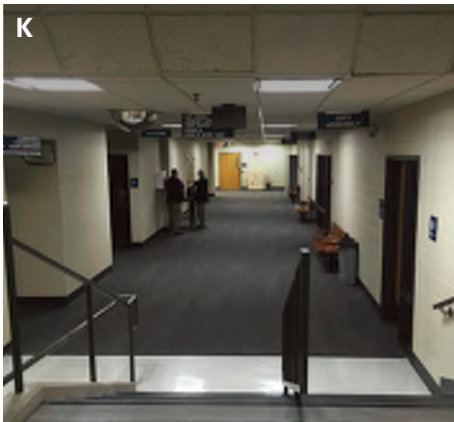
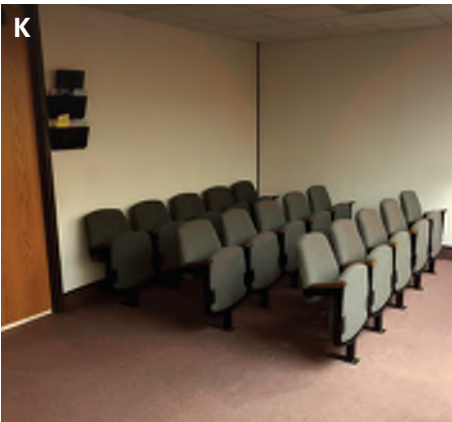
## Citizen Experience

**K.** Many critical spaces in the courthouse do not have access to natural daylight: The main public corridor in the basement, several jury rooms, courtrooms, many community corrections, and court services offices, etc.

*“the quality of the spaces should be a priority”*

*“the clerk should be easier for visitors to find”*

*“we need to provide more private spaces for client/attorney counsel”*



## Immediate Space Needs

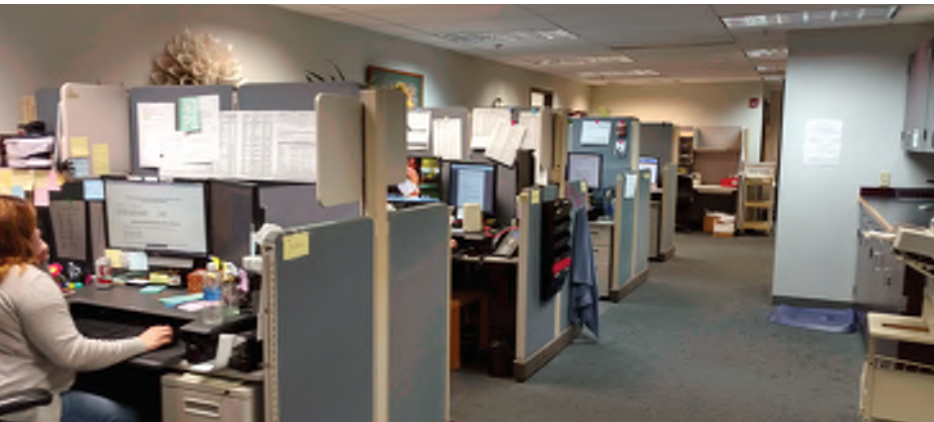
**L.** For security staff in inmate holding, scheduling is a constant challenge. Holding needs more space, and they need more large cells. Upgrading their van to a bus would be a huge help, especially for safety and scheduling, but the existing structure prohibits any access for vehicles over 8’ tall.

*“we need more work spaces designed for work”*

*“there are too many people getting pushed into non-office spaces”*

*“we have people working in storage rooms”*

*“too many instances of counsel happening in public corridors”*



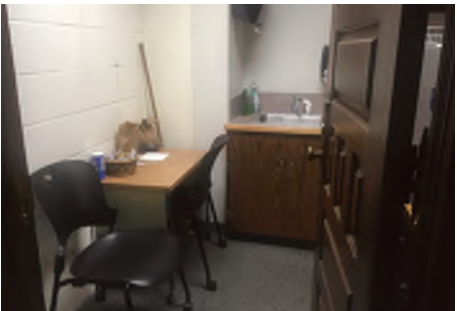
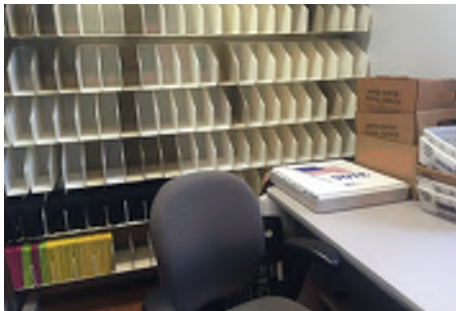
\*All quotes from district court judges’ meeting with Gouldevans, on 01/08/19

# Historic Courthouse — Existing Building Analysis

## Historic Courthouse

The building contains some inefficiencies that are easily solved by way of trading in some unwanted private offices for more open office spaces, allowing some consolidation of space, and a more social and unified work environment.

There are many spaces which are used strictly to house files, which the county is working to digitize.



# South Building — Existing Conditions

## South Building

The building sits vacant today. The church is currently in the process of being placed on the Historical Registrar, thus the County has the following options for the building:

- 1. Renovate it as is.
- 2. Renovate the historic church and demolish the 1970s addition.
- 3. Renovate the church, demolish the 1970s addition, and add on to the church.
- 4. Sell the property.





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## BEST PRACTICES

The modern justice center combines thoughtful consideration of community and its relationship to justice. It integrates design elements & standards that ensure every user has a dignified experience.

# Community and Justice

## The Judicial Center as the Reflection of the Douglas County Community

The American courthouse is a symbol of our nation’s democracy as well as a center of each community. The 7th Judicial District of the District Court reflects the values and aspirations of the Douglas County community. It is important that the design of the entire judicial center enables users to feel safe, respected, and treated with dignity, as this will positively contribute to the individual’s experience of the system.

In 2016, Douglas County established a Criminal Justice Coordinating Council (CJCC) to promote proactive collaboration between the community and the criminal justice system to problem solve systemic issues of public health and public safety and to foster a fair and efficient justice system. More recently, the County joined the Government Alliance for Race and Equity (GARE) to collaborate with a network of local governments to share effective practices and further efforts toward racial equity. To support these initiatives, the County’s data analyst provided the CJCC and the Racial and Ethnic Disparities Work Group information that will establish a baseline to help inform decision-makers, identify areas for improvement with regard to racial disparity, and allow for measurable outcomes.

Douglas County is currently in the process of launching a new restorative justice program:

*Restorative Justice is a framework of principles and values which focus on addressing the needs of those impacted by harm through relational processes of accountability and repair. Restorative Justice values and principles are applicable in response to harm as well as in its prevention and cessation through relational community building and problem solving. KIPCOR (www.douglascountyks.org)*



Rooted in the master plan proposal are normative and trauma-informed design principles as critical to restorative justice.

As this master plan scope encompasses the renovation of and proposed addition to the existing Judicial and Law Enforcement building, the approach to design has followed three scales of intervention:

- Site – Reinforcing the existing location’s social and physical integration into the community: public access, public transportation, adjacent services, and site amenities.
- Building – Opportunities for an updated image increased customer service and updated program, maximizing utilization, safety, security, and flexibility, are prioritized.
- User – A dignified experience is supported by clear and improved circulation, a user-friendly screening experience, enhanced safety, choice of spaces, and opportunities for natural daylight and views — all of which contribute to a reduction in stress and promotes well-being for all users.

As the County moves into the next phase of design, renaming the facility could further reinforce the mission of the County as well as the modernized building. As an example, “enforcement” infers a reactive response which is contrary to the proactive work of the Sheriff’s office commitment to public safety and the needs of the community. A more inclusive name would more accurately reflect Douglas County’s services and community approach to justice.

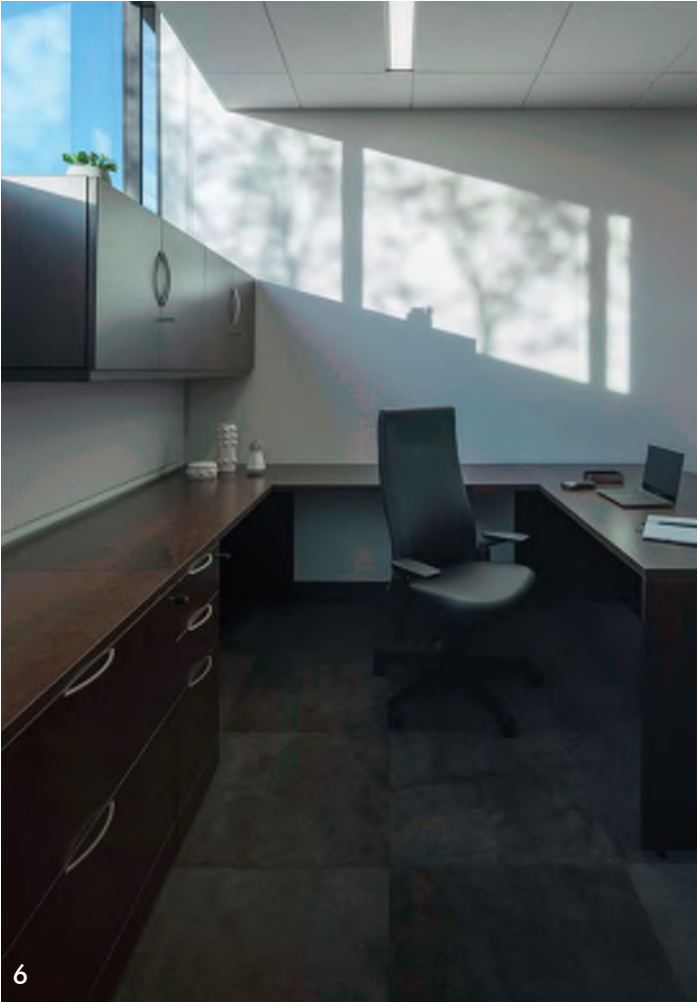
*Photo by Jackson Barton for the Lawrence Journal - World*

# Design Considerations

## The Modern Justice Center

A modern justice center that prioritizes a dignified and safe experience for all users requires a holistic approach that learns from history and strives to transcend user aspirations and goals. In various meetings during the master planning process, lessons learned, best practices and precedents were shared. Following are design considerations that are embedded in the master plan document and are recommended for further development and exploration during the design process.

- Security Zones
  - Exterior
    - Site perimeter and stand-off zone
    - Building Perimeter
  - Interior
    - Public
    - Staff
    - Detainee
    - Interface
    - Service
- Needs of persons with disabilities
- Efficient and secure operations
- Fire and life safety
- Public and pedestrian access
- Image and symbolism / connection to community
- Wayfinding and orientation



- Signage and graphics
- Technology integration
- Sustainability and energy-efficiency
- Flexibility and resiliency for change and growth (including COVID-19)
- Perception of safety
- Dignified experience for all users
- Improved service to citizens
- High quality, timeless, durable materials and finishes
- Human scale and choice of spaces
- Calming and stress reducing environment
- Natural and artificial lighting
- Acoustics
- Thermal comfort
- Fiscal and environmental stewardship

Images 1, 2, 6: Salt River Pima-Maricopa Indian Community Justice Center, Gould Evans  
Images 3,4, 5 Maricopa County South Court Tower, Gould Evans in association with AECOM

# Standards

## Design Guidelines and Standards

The space needs study and master planning of the downtown County properties were based on best practices. In addition to responding to current local adopted codes and standards, the master plan concepts, and principles illustrated in this document were informed by nationally recognized planning and design practice standards and guidelines. Also included are resources and research which may be more applicable during implementation.

- City of Lawrence adopted codes

- Americans with Disability Act

- National Center for State Courts (current)
  - *Including Planning Considerations/ Court Facility Planning*

- National Association for Court Management
  - *Creating a User-Friendly Court Structure and Environment (2016)*

- Justice for All: Designing Accessible Courthouses: Recommendations from the Courthouse Access Advisory Committee (2006)

- AV/IT Infrastructure Guidelines for Courts, AIA Academy of Architecture for Justice (AAJ) & InfoComm International

- General Services Administration
  - *Design Standards for US Court Facilities – Chapter 8 of the PBS-P100 (2018)*
  - *Courtroom Lighting—Criteria Evaluation and Energy Use Study (2006)*
  - *U.S. Courts Design Guide : Judicial Conference of the United States (2007)*
  - *The Site Security Design Guide (June 2007)*

- *Rethinking Openness: Courthouses in the United States (2007)*

- *A Holistic Analysis of Safety Within the Court Facility, Wallace et al. (2013)*

- AIA Academy of Architecture for Justice *Sustainable Justice 2040 & Guidelines, updated guide pending publication December 2020*

- The Center for Court Innovation ([www.courtinnovation.org](http://www.courtinnovation.org))

## Courtroom Design Response to COVID-19

At the time of this master plan, courts across the country are working to recover from the COVID-19 crisis. Only the most urgent proceedings are occurring in-person while other proceedings are delayed or being handled virtually. Restoring in-person proceedings continues to mean operating in different ways, and in many jurisdictions, a return is occurring in phases. Operations, protocols, and the physical facility are all critical elements to address. The Douglas County Courts and the Sheriff’s Office have specific protocols in place that are continuously being updated. Operational strategies include a comprehensive safety protocol for the facility. This may include disinfection protocols, reporting of incidents and recovery/ notification plans, social distancing, managing the numbers of occupants, managing use of staff and public PPE, maximizing staff’s ability to work from home, consistent signage for wayfinding, clearly marked areas for seating, extended hours of operation and careful scheduling. The physical facility can also help to mitigate transmission. Other countries’ experience over the past few decades has shown an increase of pandemics. Strategies that allow for resilient operations into the future should be considered as appropriate.<sup>1</sup> Following are priority areas to be addressed:

- Main public areas (main entry, screening/queuing)
  - provide specific windows of time for queuing through security; this will also help to mitigate elevator traffic
- Consider additional outdoor queuing and space for health checks, information, etc.
- Alternative or separate travel paths for individuals who do not pass health checks or enter the building in error
- Incorporate secure outdoor spaces for public and staff
- Jury assembly – increased size or reconfigured spaces

- Circulation paths (elevators, stairs, corridors)
  - Clear orientation and signage to minimize movement and provide clear expectations
  - Limit public seating and provide adequate spacing
  - Consider staff to manage elevator traffic during peak times
  - Consider designating stairs as up or down only (all stairs direct down during an emergency)
- Transportation areas for individuals in custody
- Public counters – protective windows or physical setbacks; when partitions are an option, install clear partitions to maintain sightlines and views.
- Provide exterior access public window when possible to lessen number of people entering the building
- Waiting areas / lobby – appropriately distanced seating that is marked as appropriate, partitions when necessary
- Courtroom:
  - On floors with 4 courts, consider scheduling two courtrooms (for example Divisions 3 and 5) and for the next time slot schedule the other two (Division 4 and Hearing 2). This allows reduced floor occupancy and time for disinfecting protocols
  - Gallery/spectator seating: mark seats and alternate bench seating; set maximum occupancy; consider limiting the number by allowing one support companion
  - Well: flexible furniture that maintains important sightlines
  - Jury box: temporary additional rows may be added in front of the jury box and/or add partitions; consider use of spectator seating for 6’ spacing, however, sightlines may be an issue.
- Handling of evidence and documents – appropriate distancing and storage

# Response to COVID-19

- Jury deliberation – increased size or rearranging of furniture or using an alternative, larger space, such as jury assembly
- Consider use of rented facilities for voir dire or other operations. Other countries are using unoccupied movie theaters.
- Attorney-client meeting rooms – determine maximum occupancy and remove unused seats
- Holding – single person holding cells; utilize 100% outdoor air when possible
- Leverage technology – virtual proceedings, no-contact digital temperature check and questionnaires, video streaming of open court hearings to public, online or remote payments of fees/fines, remote jury selection, cell phone alerts or similar to notify visitors when next in line to allow them to wait outside or in vehicle
- Touchless strategies –toilet and accessories, automatic flush valves, toilet seat covers, mitigating stagnate water, touchless soap and towel dispensers (eliminate use of hand dryers), movement sensors for lighting, door sensors with operators; provide water bottle fillers with our without cooling
- Vending/lounge/break rooms – spacing, movable partitions
- Selection of cleanable materials and finishes
- Directional airflow, air exchanges and building pressurization should be addressed
- Increased capability to provide outside air; incorporate provision of operable windows where possible
- Consider using MERV 13 rated or higher filters where applicable
- Consider strategically placed mobile HEPA filters in high traffic areas (not to be used in conjunction with other distancing and partition strategies in use)

<sup>1</sup> Preliminary recommendations from the AIA Academy of Architecture for Justice COVID-19 workgroup, (including Melissa Farling, Gould Evans) were included as part of this section.



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## ANALYSIS

This is the detailed examination of all the information collected thus far. It combines initial data gathered in meetings, the space needs study, and the existing building analysis with best-practice thinking, and synthesizes that knowledge into the following diagrams.



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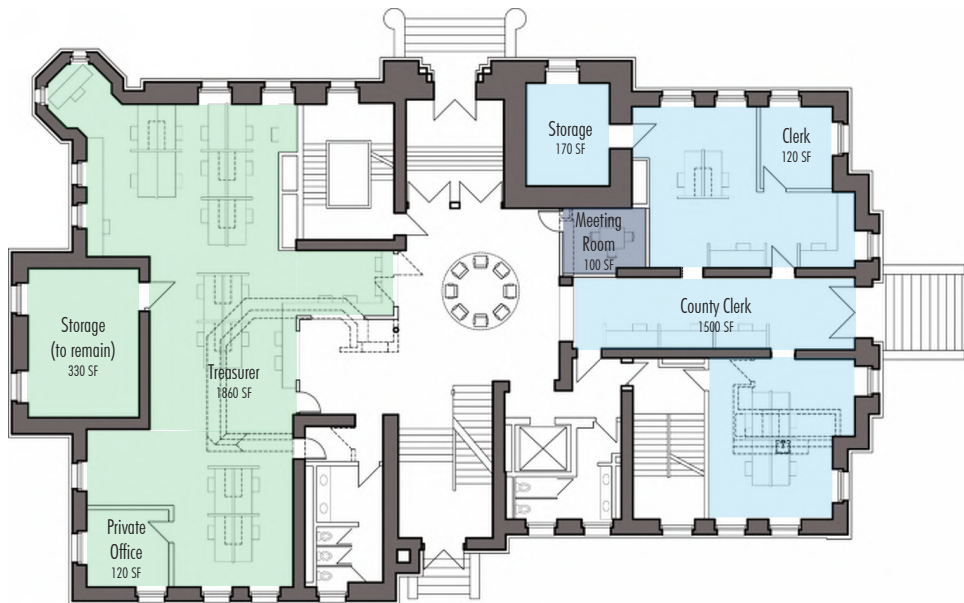


Historic Courthouse

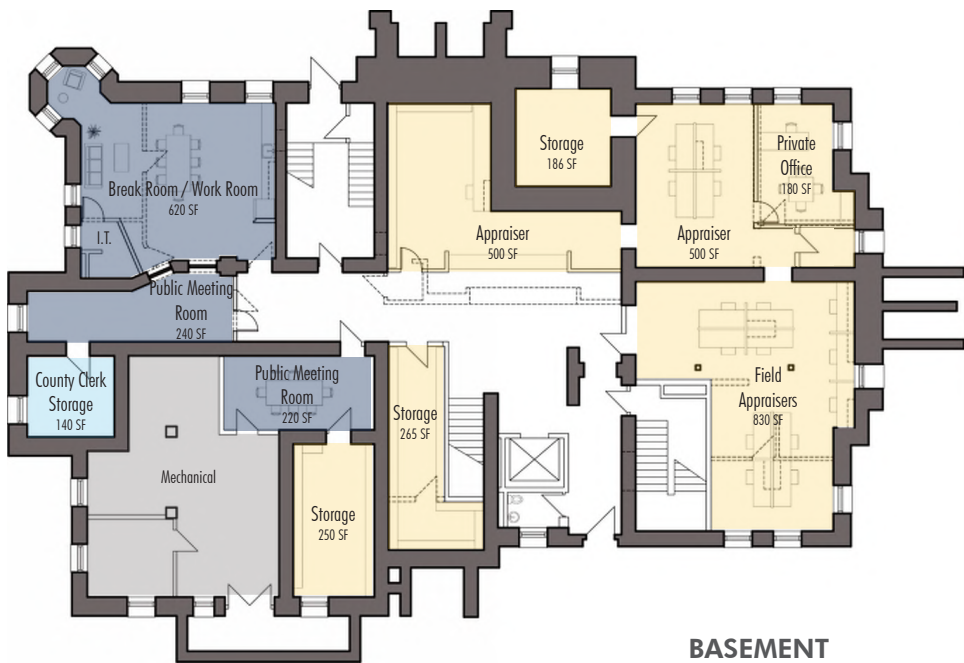
# Historic Courthouse — Plan Diagrams

## Facts and Assumptions

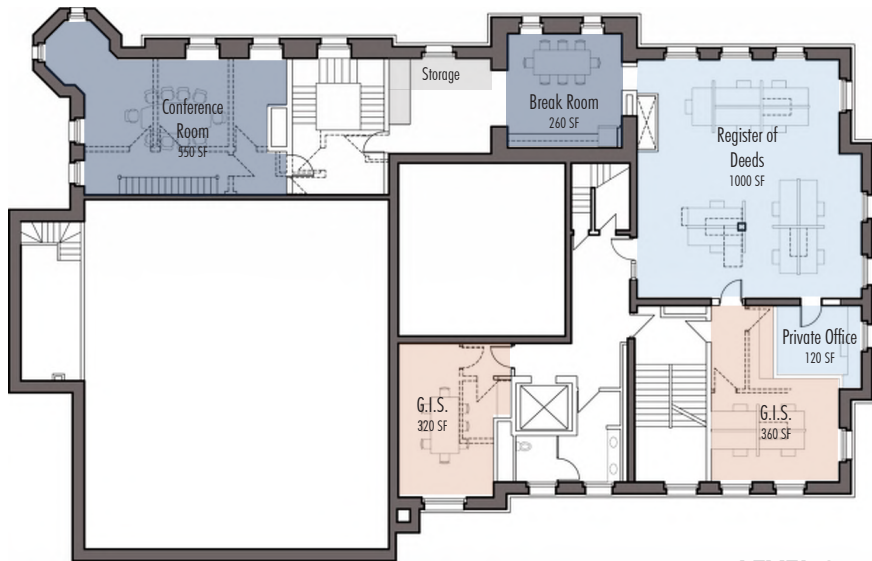
- The building is on the Historic Register
- Elections will no longer be run out of the historic courthouse
- Fewer private offices are needed
- Meeting rooms are needed
- County is working to digitize some files



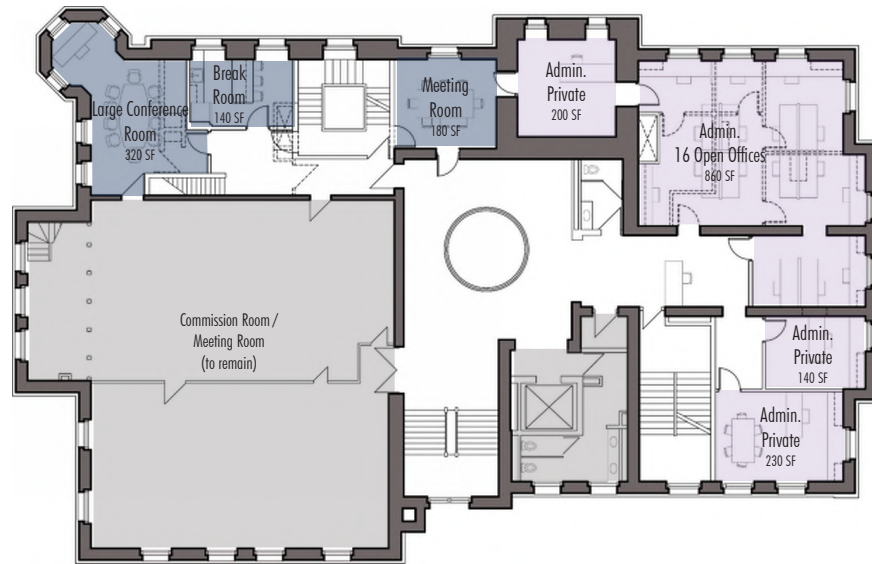
LEVEL 1



BASEMENT

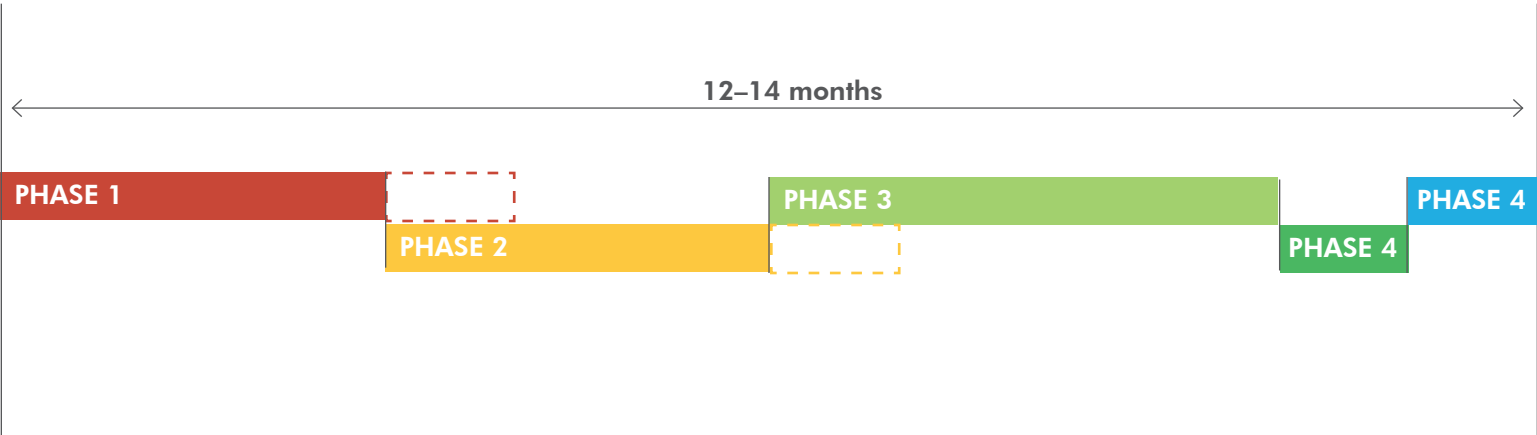


LEVEL 3



LEVEL 2

# Historic Courthouse — Phasing Diagrams



- Phase 1**  
3–4 months

**Basement:** Appraiser’s offices converted to open office spaces, SW offices converted to large break room, conference room converted to storage

**Level 1:** Break room and work room converted to open office, counter space converted to meeting room
- Phase 2**  
3–4 months

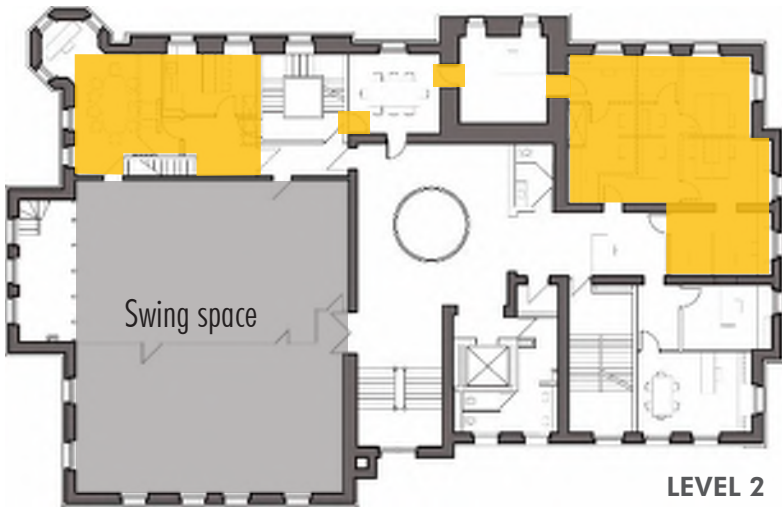
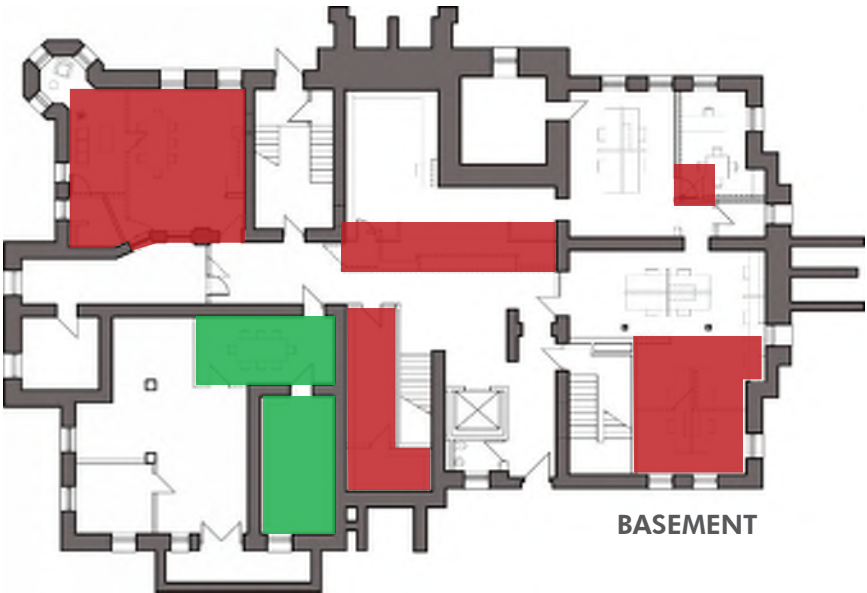
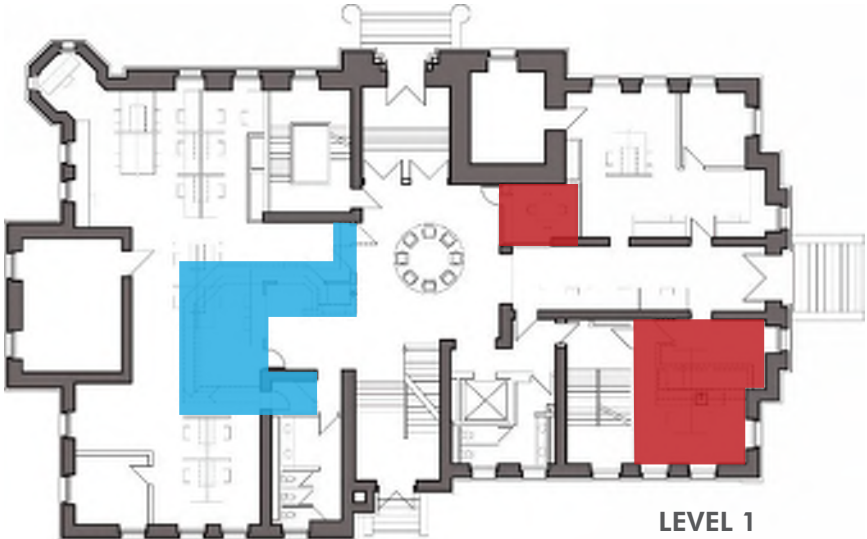
**Level 2:** clerk staff consolidate to Level 1, admin private offices converted to open office space, and the SW offices converted to a break room and conference room
- Phase 3**  
4 months

**Level 3:** office spaces converted to conference rooms, and the SW corner converted to open offices for G.I.S.
- Phase 4**  
1 month

**Basement:** office space converted to meeting room and storage room

**Phase 5**  
1 month

**Level 1:** Treasurer’s offices expanded, point-of-sale’s offices reduced to six



# Historic Courthouse — Construction Cost Estimation

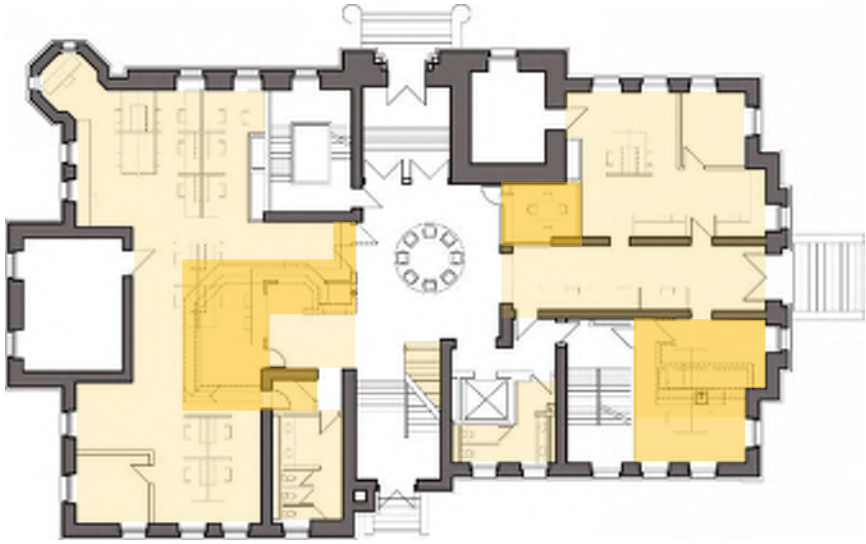
## Construction Cost Estimate

| Level of Renovation | SF    | Cost/SF | Totals**,*** |
|---------------------|-------|---------|--------------|
| Light               | 8,354 | \$75    | \$626,550    |
| Heavy               | 5,570 | \$150   | \$835,500    |

\$1.46M

**\$1.6M\***

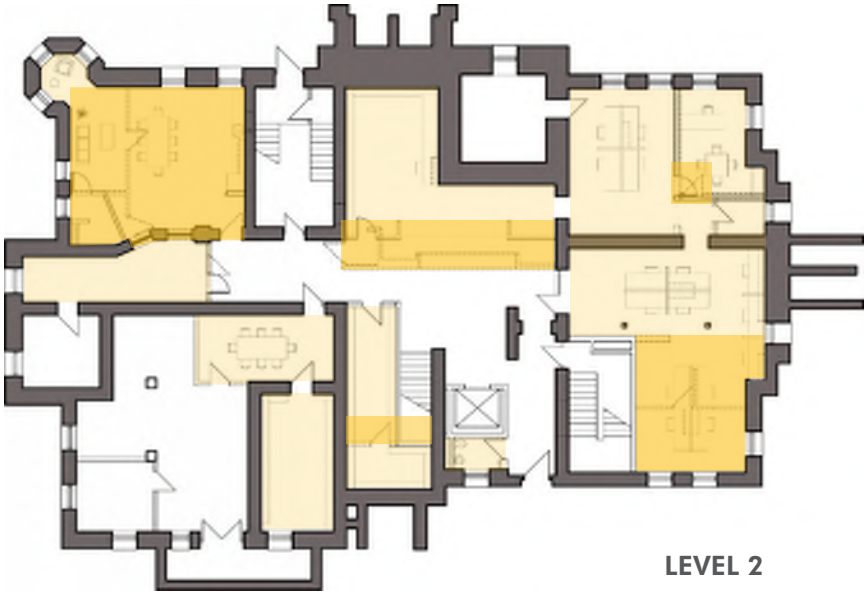
\* Escalated to 2021 construction costs  
\*\* Owner and/or soft costs are excluded - including, but not limited to phasing expenses, furniture, office equipment, and professional service fees.  
\*\*\* Exterior improvement costs previously estimated for the County are excluded.



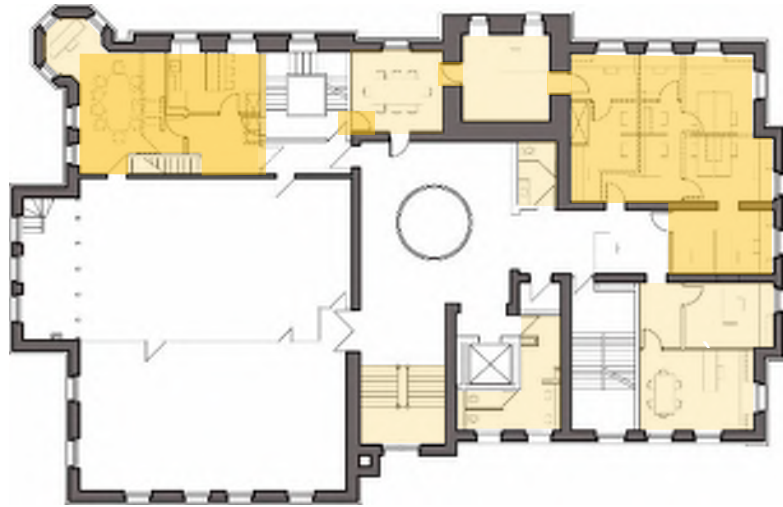
LEVEL 3



LEVEL 1



LEVEL 2



BASEMENT



Judicial and Law Enforcement (JLE) Center

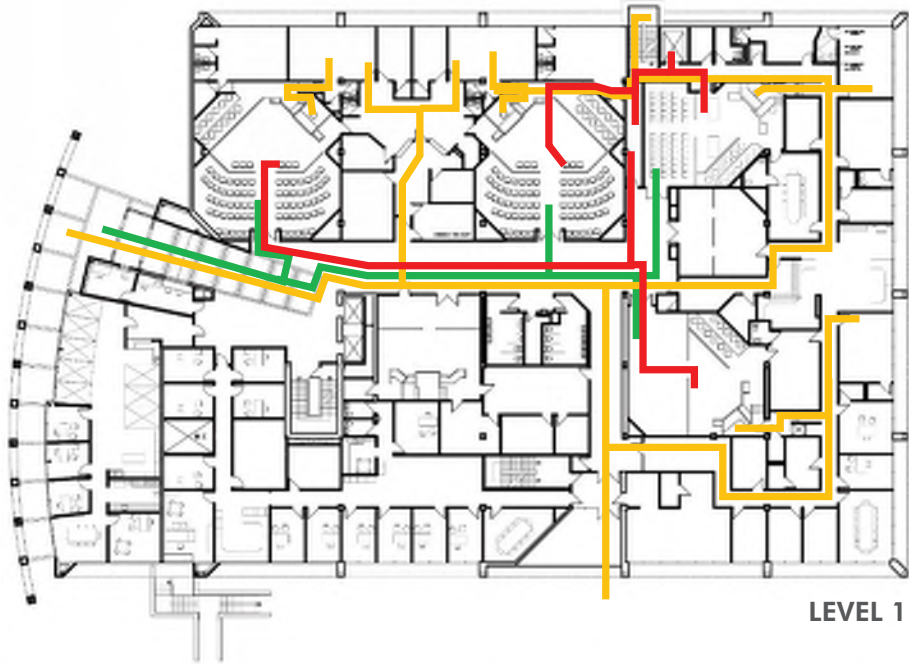
# Existing JLE Circulation

Path of travel:

Detainee

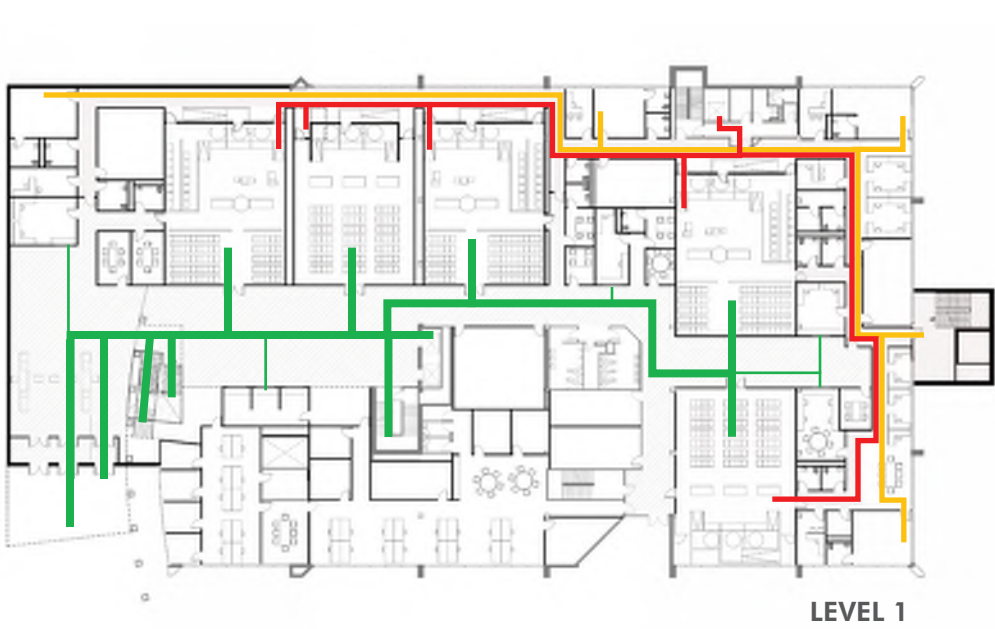
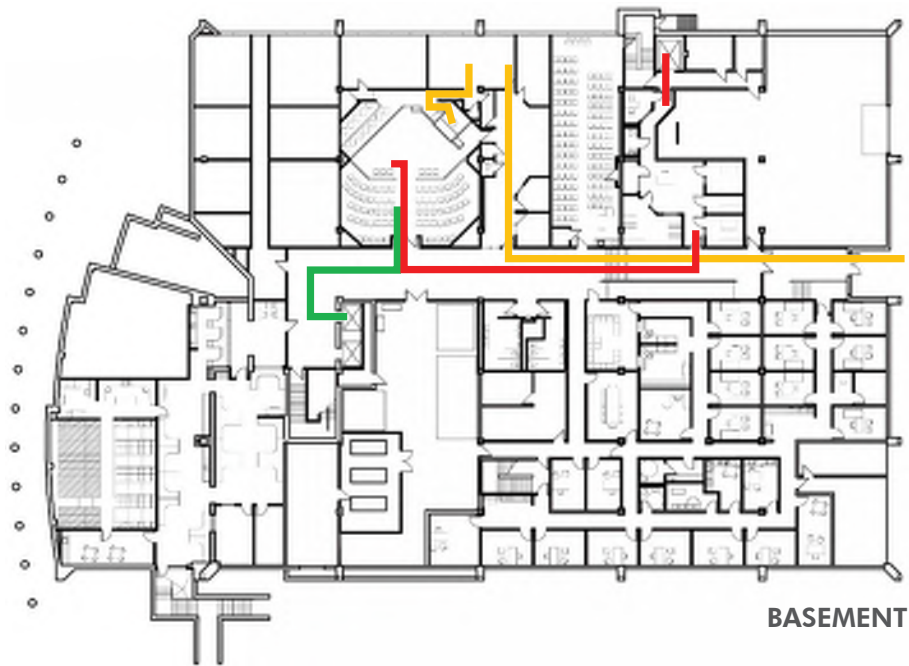
Judges

Public



## Major Issues

- As you can see in these diagrams, the main public entry to the building is not well-served from a security standpoint and there are overlapping paths of travel.
- Judges access from chambers to their courtrooms is sufficient , however, a separate entry to get from outside into their chambers is recommended
- The existing elevator (holding) only serves two jury courtrooms. Adding to the existing holding space, and adding a detainee elevator south of the main public circulation is recommended
- The master plan needs to also account for adding an additional jury courtroom immediately, while planning for a future option to add yet another



# Updated JLE Circulation

Path of travel:

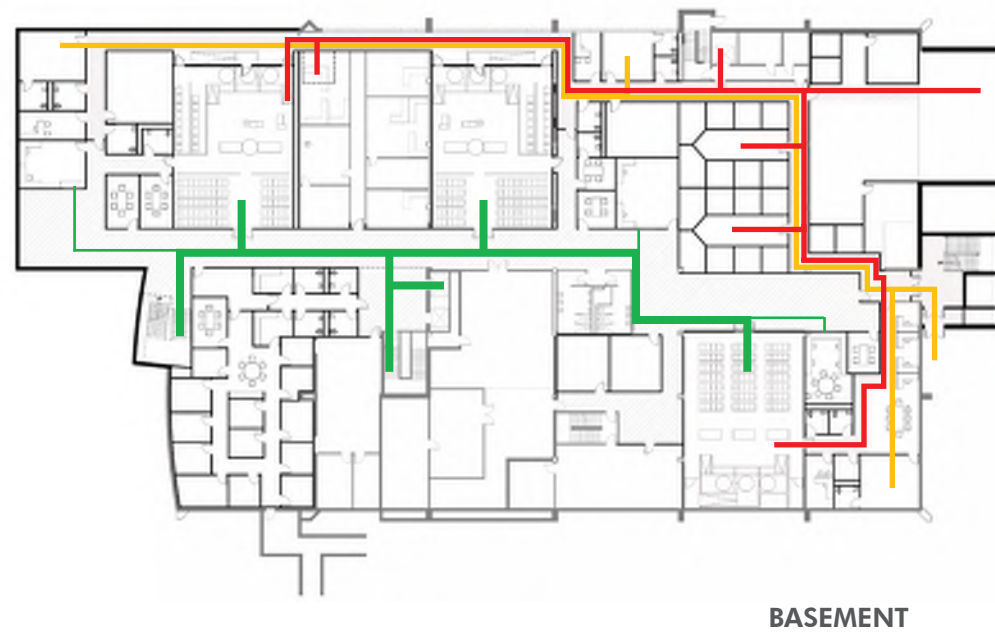
Detainee

Judges

Public

## Resolutions

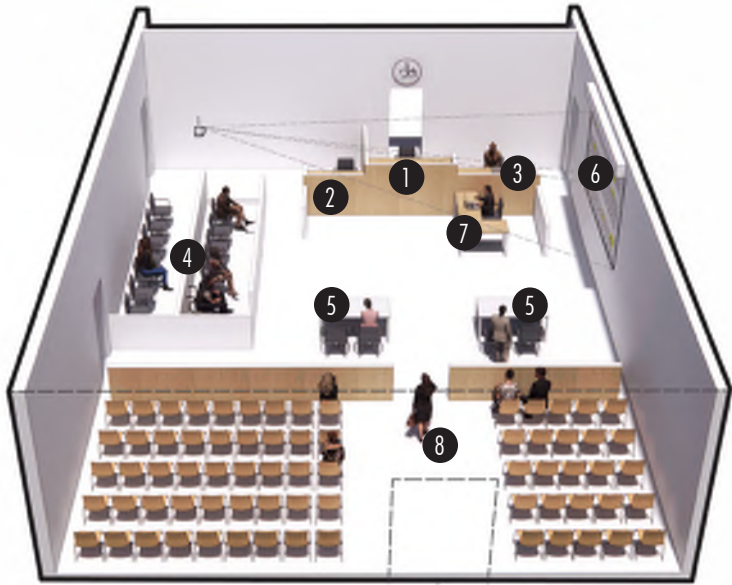
- The updated circulation design keeps the public and detainee circulation paths separate. It give the judges and staff a seperate and secure entrance at the basement level. The new main public entry is located on the South side of the new West addition.



# 3D — Typical Courtrooms

## Typical Jury Courtroom

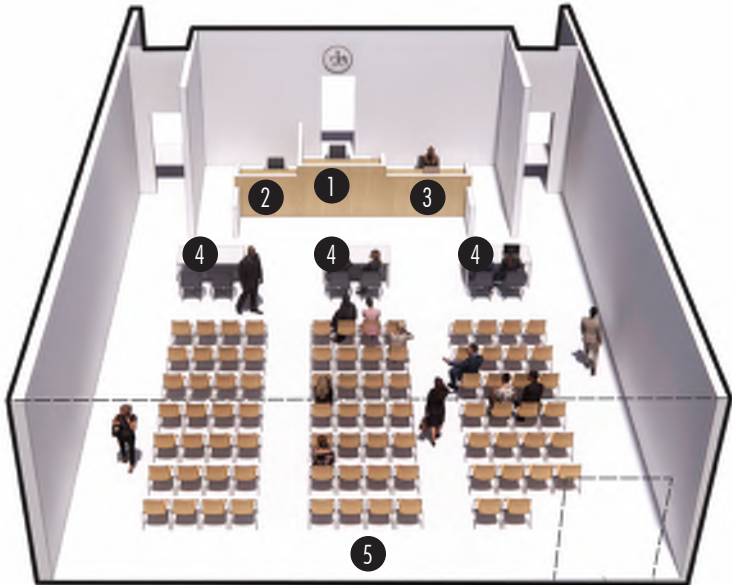
- 1. Judge’s Bench
- 2. Witness
- 3. Clerk
- 4. Jury (15)
- 5. Attorney’s Tables
- 6. Evidence Presentation
- 7. Court Recorder
- 8. Gallery



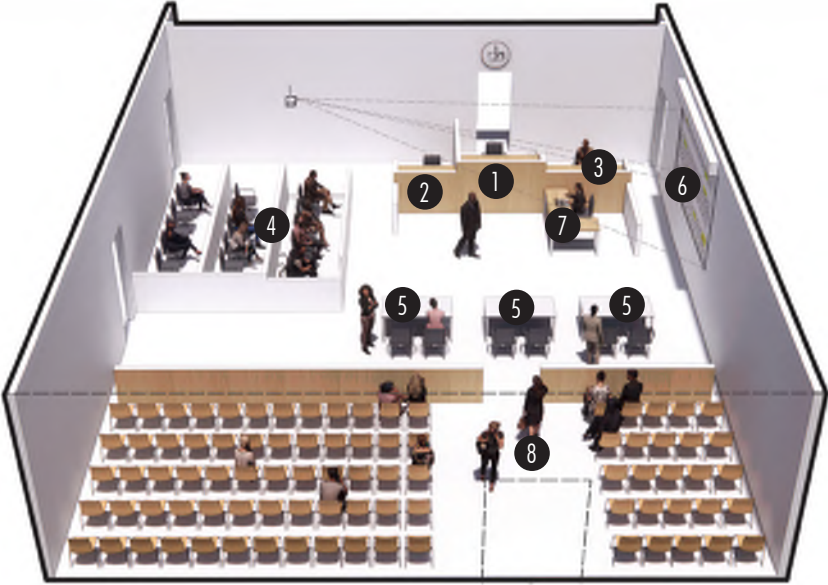
TYPICAL JURY COURTROOM

## Typical Jury Courtroom

- 1. Judge’s / Hearing Officer’s Bench
- 2. Witness
- 3. Clerk
- 4. Attorney’s Tables
- 5. Gallery



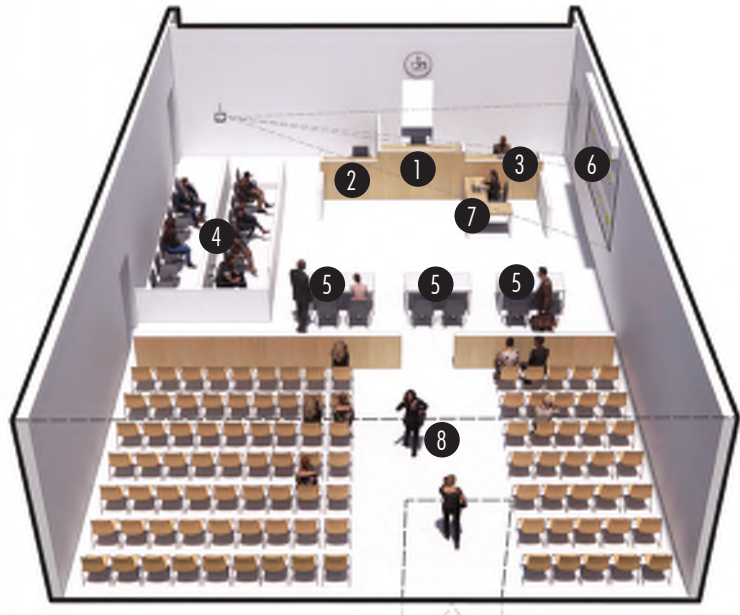
FLEX/ JURY ASSEMBLY



80-PERSON JURY COURTROOM - WIDE CONFIGURATION

## 80-Person Jury Courtroom

- 1. Judge’s Bench
- 2. Witness
- 3. Clerk
- 4. Jury (15)
- 5. Attorney’s Tables
- 6. Evidence Presentation
- 7. Court Recorder
- 8. Gallery



80-PERSON JURY COURTROOM - ELONGATED CONFIGURATION

# JLE — Plan Diagrams

## Facts and Assumptions

- A modern courthouse for Douglas County is the priority
- Police Department will move out
- Must solve separate circulation in the courthouse for the public and detainees
- Initial plan must accommodate seven jury courtrooms and two hearing courtrooms
- Master plan to show where to eventually fit in an eighth jury courtroom
- Sheriff, IT, Emergency Communications and Emergency Management do not need to be in the same building as the courthouse
- An addition is needed to fit the inmate bus
- Parking is not adequate for the courthouse, police headquarters, and sheriff
- Detainee holding is in need of more space



LEVEL 1



BASEMENT



IMMEDIATE - LEVEL 2

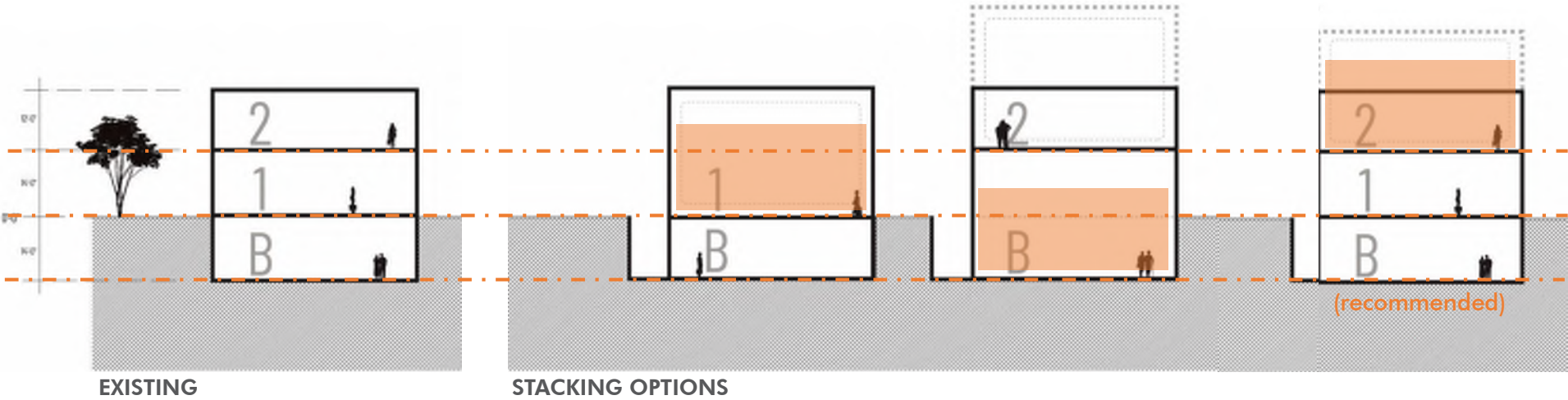


5-YEAR MASTERPLAN - LEVEL 2

# Sectional Studies

## 80-person Court Location

- By placing the large, 80-person courtroom on the second floor within the new addition, the ceiling height is not limited by existing floor-to-floor heights.



# Key Design Considerations

## 1. West Addition Roof Height

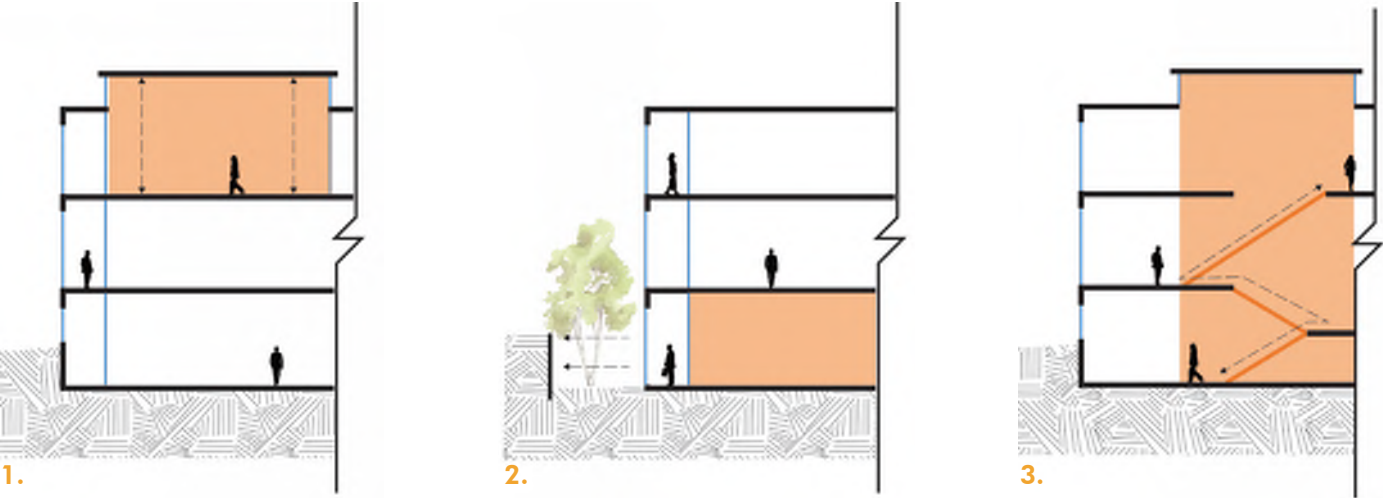
- Current floor-to-floor clearances are lower than optimal for large courtroom volumes. By raising the roof of the level 2 West addition, we can achieve a taller ceiling height in the 80-person

## 2. Daylighting to Lower Levels and Central spaces

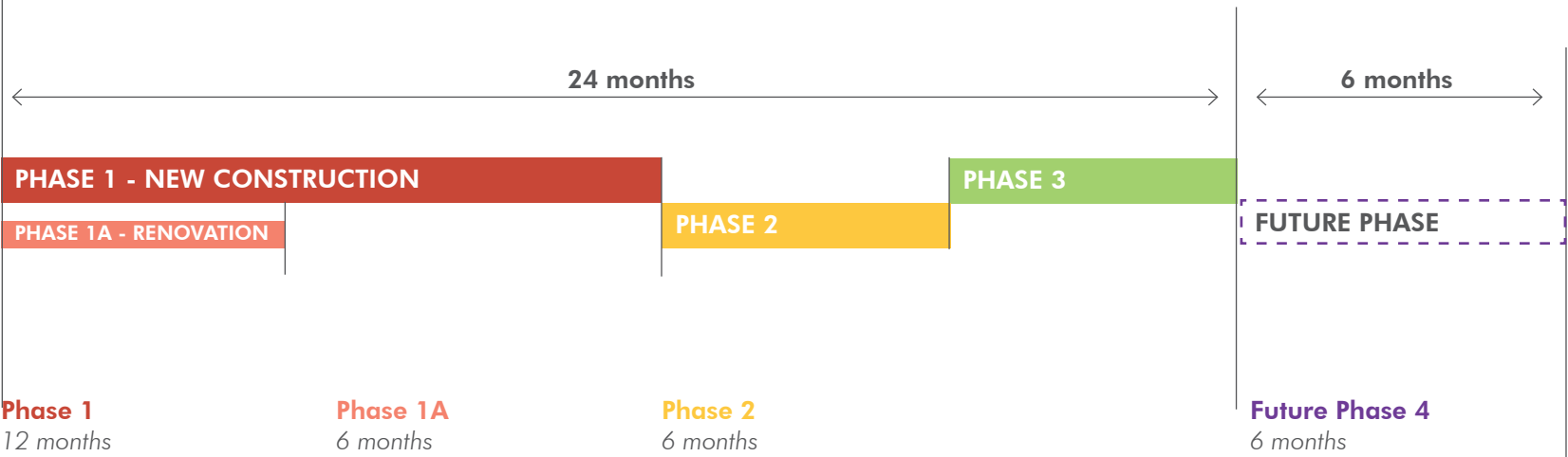
- Architectural strategies to address lack of daylighting to basement level and spaces deep within floor plates should be implemented through sectional studies, as well as site and grading strategies.

## 3. Circulation as Experience

- The public entrance sequence should be viewed through the lens of all users. Everyone should have a user-friendly, dignified experience moving toward their destinations within the building.
- Circulation spaces should be integrated into the experiential and wayfinding discussions, and celebrated as a connection of the community with Douglas County.



JLE — Phasing Diagrams



**Phase 1**  
12 months  
23,465 sf addition  
8,900 sf renovation

**Phase 1A**  
6 months  
15,180 sf renovation

**Phase 2**  
6 months  
35,700 sf renovation

**Future Phase 4**  
6 months  
14,515 sf renovation

**Basement:** West addition constructed, east garage and staff entry addition completed, and holding spaces renovated. Existing IT and mechanical spaces to remain.

**Level 1:** West addition constructed and east staff entry addition constructed

**Level 2:** West addition constructed and secure staff stair addition built on East side of the building

**Elevator:** Potential elevator for detainee circulation added near Northwest corner of existing structure

**Level 2:** Emergency Management is moved out, renovate vacated police & EMO for partial DA office & Division 7 Jury Courtroom

**Basement:** Division 2 Jury Courtroom and Hearing Room 1 renovated

**Level 1:** Division 5 Jury Courtroom, Hearing Room 2, Trustee and Clerk renovated

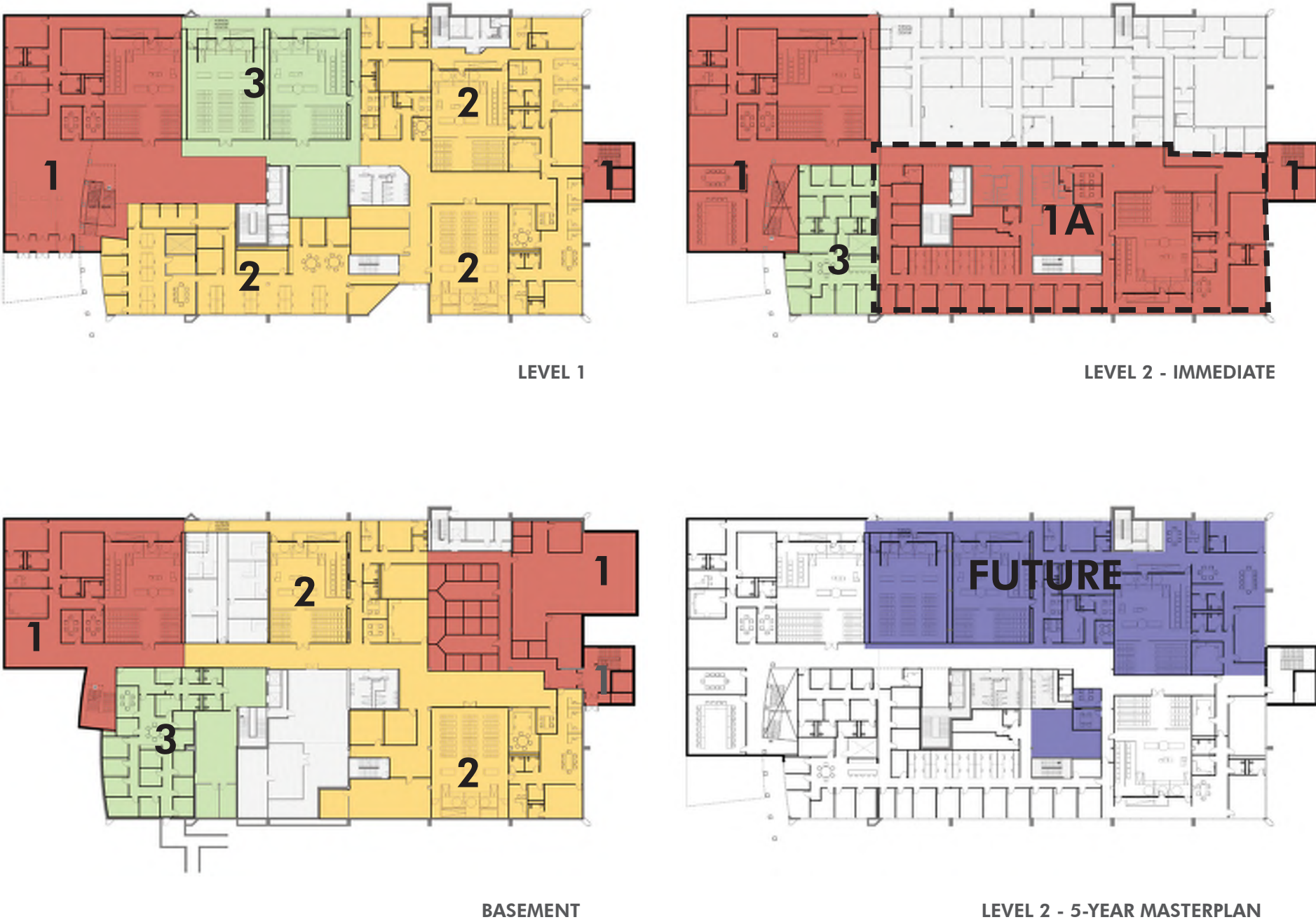
**Level 2:** Future 5-year master plan option, Sheriff's office moves out, two more jury courtrooms and a flex/jury assembly room are added. DA expands into previous EMO.

**Phase 3**  
6 months  
15,530 sf renovation

**Basement:** Court services, and Citizen's Review Board renovated

**Level 1:** Division 4 Jury Courtroom, Flex/Jury Assembly, and Law Library renovated completed

**Level 2:** Eastern portion of the DA office program renovation completed



# JLE — Construction Cost Estimation

## Immediate - 7 Jury + 2 Hearing

| Renvation + Additions | SF     | Cost/SF | Totals**    |
|-----------------------|--------|---------|-------------|
| Existing to Remain    | 14,515 |         |             |
| Renovation            | 75,595 | \$115   | \$8,693,425 |
| New - West Addition   | 23,465 | \$309** | \$7,250,685 |
| New - East Addition   | 2,250  | \$824** | \$1,854,000 |
| New - Garage Addition | 1,180  | \$574** | \$677,320   |

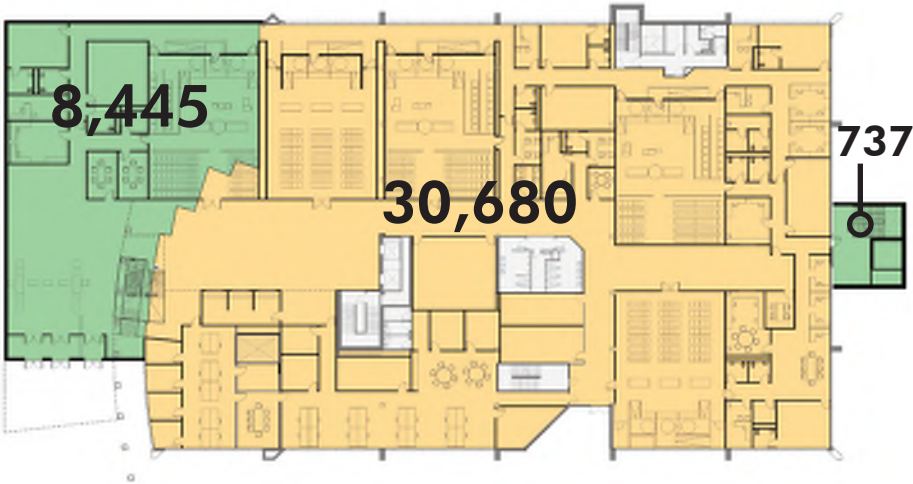
\$18.48M  
**\$19.5M\***

## 5-Year Master Plan - Sheriff, ECC, EMO Move Out

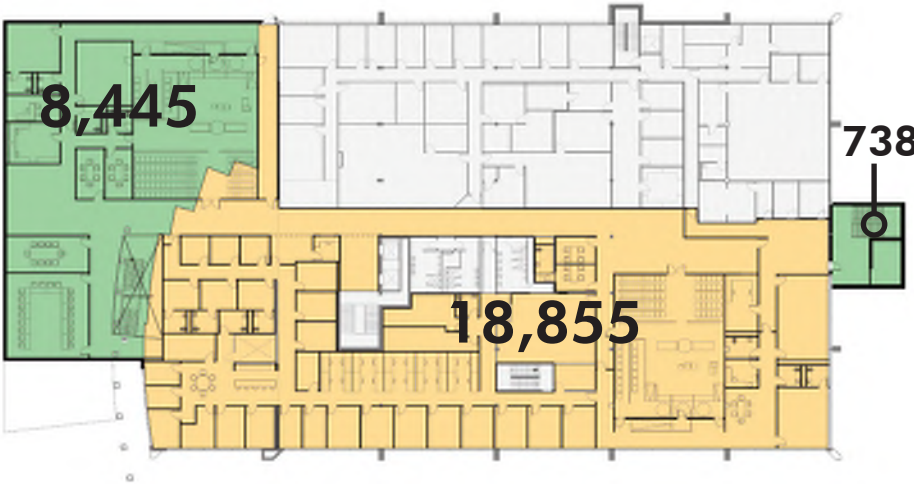
|                       |        |       |             |
|-----------------------|--------|-------|-------------|
| Additional Renovation | 14,515 | \$115 | \$1,669,225 |
|-----------------------|--------|-------|-------------|

**2025 - \$2M**

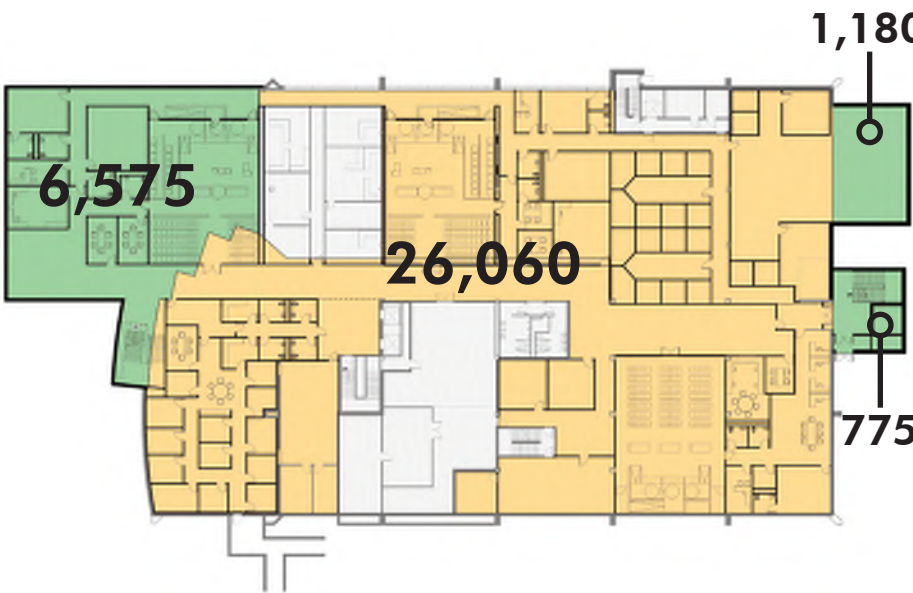
\* Escalated to 2022 construction costs  
\*\* Owner and/or soft costs are excluded - including, but not limited to phasing expenses, furniture, office equipment, and professional service fees.



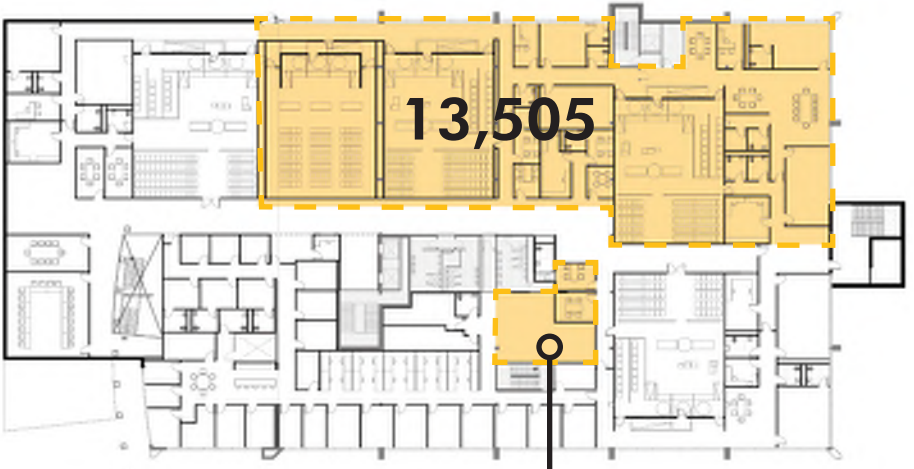
LEVEL 1



LEVEL 2 - IMMEDIATE



BASEMENT



LEVEL 2 - 5-YEAR MASTERPLAN

JLE — Site Plan Diagram



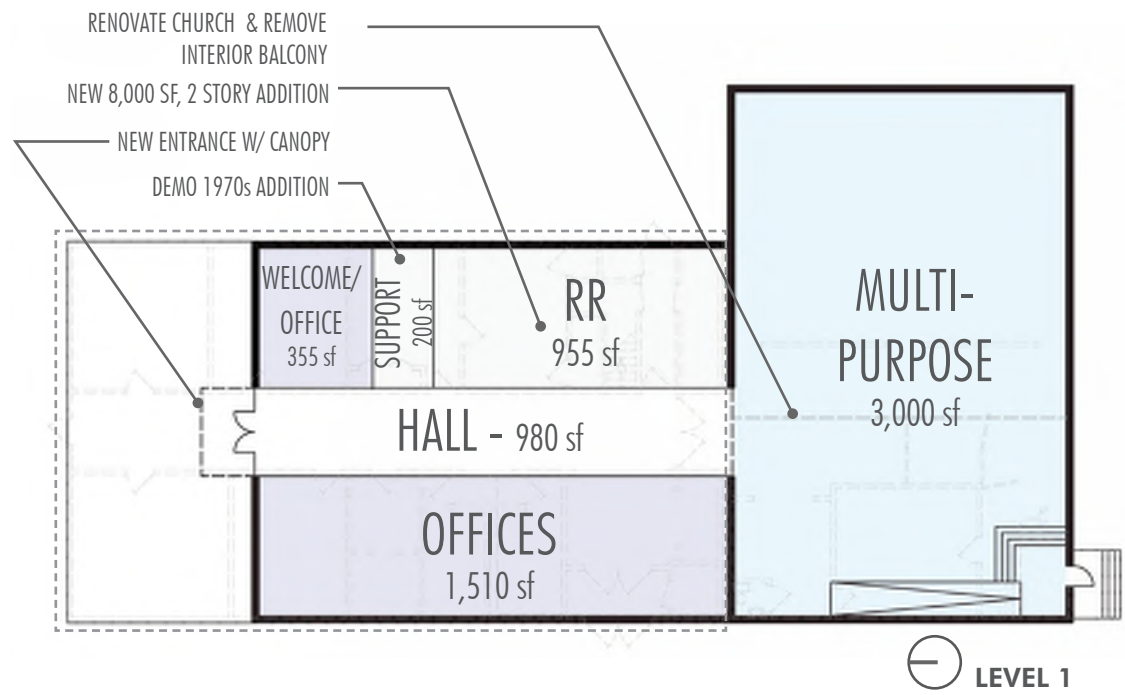


South Building

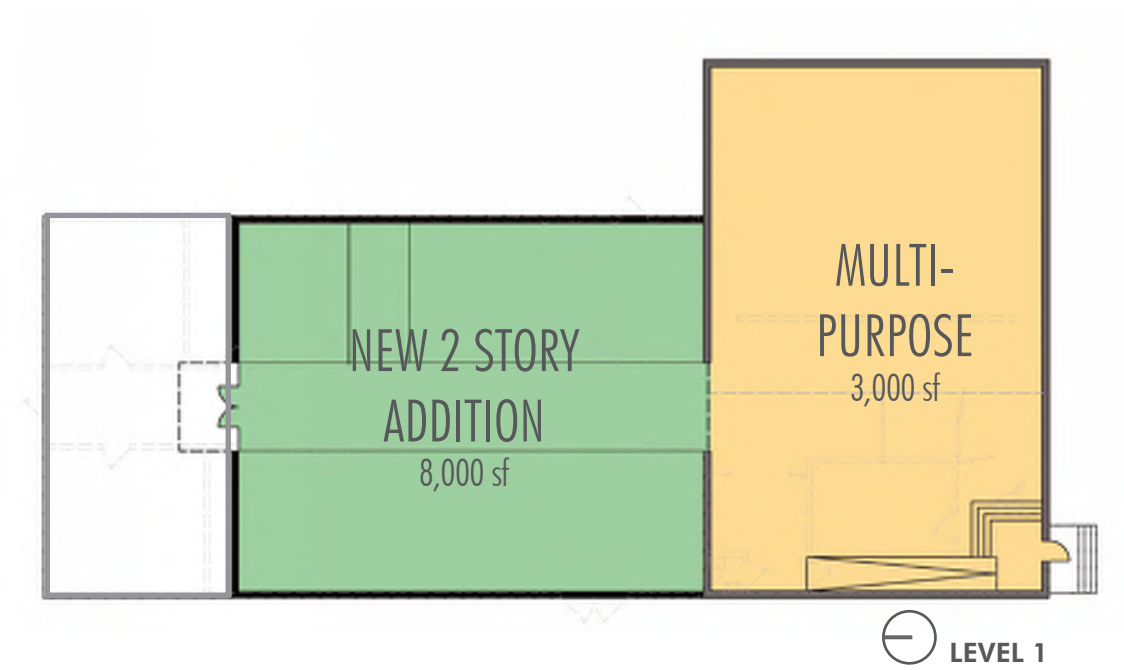
# South Building Option A

## 1242 Massachusetts – Office and Meeting Building

- Pending the use of 1242 Massachusetts, the County may need to seek a parking variance with the City of Lawrence.



SITE DIAGRAM



## Construction Cost Estimate

| Estimated Work | SF    | Cost/SF | Totals**    |
|----------------|-------|---------|-------------|
| Renovation     | 3,000 | \$198   | \$594,000   |
| New - Building | 8,000 | \$250   | \$2,000,000 |
| New - Site     |       |         | \$300,000   |

\$2.9M

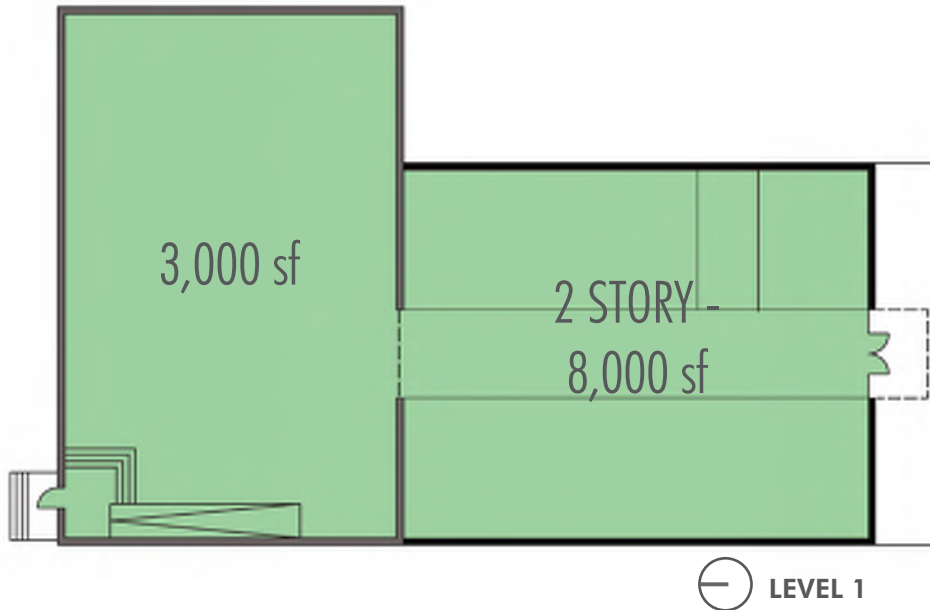
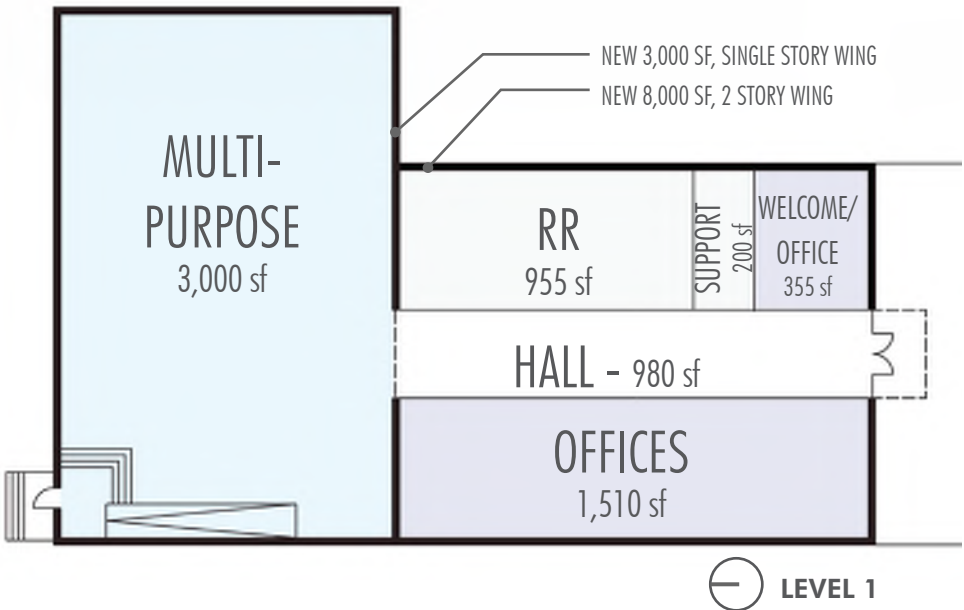
**\$3M\***

\* Escalated to 2021 construction costs  
\*\* Owner and/or soft costs are excluded - including, but not limited to phasing expenses, furniture, office equipment, and professional service fees.

## Addition + Renovation

- Demolish existing 1970s addition and renovate existing historic church with HRC approval
- New exterior entrance on north side of new addition, and site is adjoined with existing parking east of the building

Fairgrounds – Office and Meeting Building



Construction Cost Estimate

| Estimated Work | SF     | Cost/SF | Totals**       |
|----------------|--------|---------|----------------|
| New - Building | 11,000 | 250     | \$2,750,000    |
| New - Site     |        |         | \$500,000      |
|                |        |         | \$3.25M        |
|                |        |         | <b>\$3.4M*</b> |

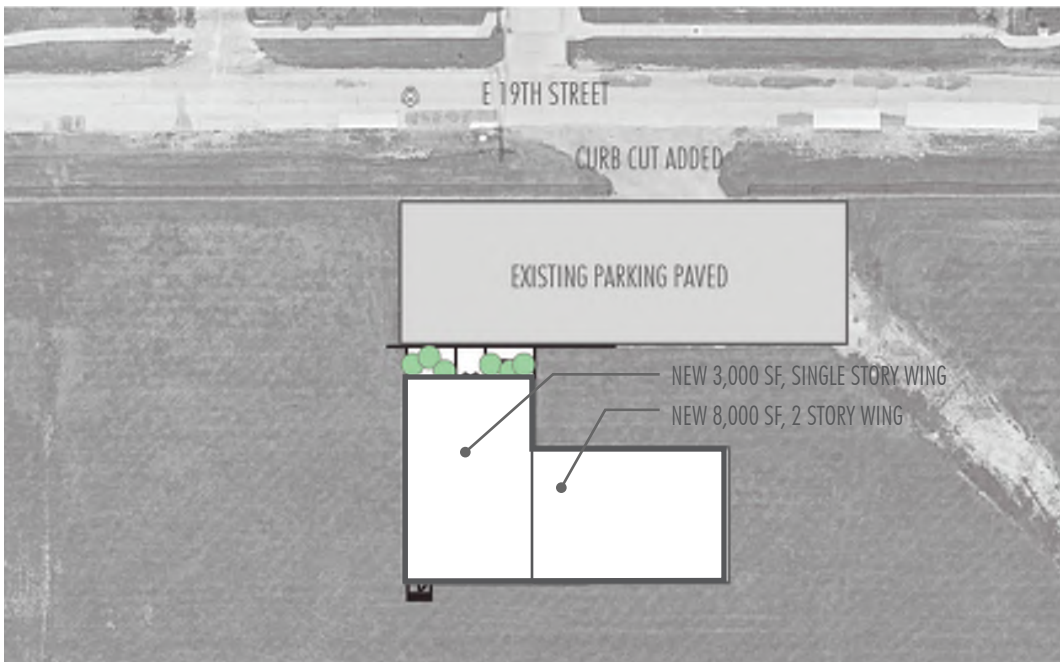
\* Escalated to 2021 construction costs  
\*\* Owner and/or soft costs are excluded - including, but not limited to phasing expenses, furniture, office equipment, and professional service fees.

New Building at Fairgrounds

- Accessed from E 19th St., the existing gravel parking lot is to be paved



New location within Douglas County Fairgrounds



Site diagram

# Options to Complete Master Plan

1

## Historic Courthouse Renovation

- All departments will remain within the building.
- Swapping private offices for efficient, open office space allows for meeting rooms and conference rooms to be added into the existing footprint.

2

## JLE

- An approximately 26,000 sf addition and near full renovation of the exciting JLE will allow for the courts to grow as desired and support departments to remain in the building.

3

## South Building – Option A

- Existing, 1970s 5,500 sf addition to be demolished; historic church to be renovated with a 8,000 sf new addition where the old addition once stood and site to adjoin with existing parking

4

## South Building – Option B

- New 11,000 sf facility created off of East 19th Street on fairgrounds.

\*Reference individual building estimates for assumed year of construction. Construction costs will change pending on the year in which each project is selected to be completed.

## MASTER PLAN OPTION A



+



+



Historic Courthouse Renovation  
\$1.6M

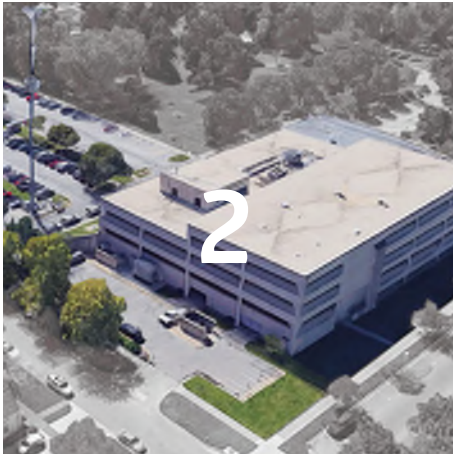
JLE  
\$19.5M - \$21.5M  
(Range pending sq. ft. of renovation)

South Building – Option A  
\$3M

## MASTER PLAN OPTION B



+



+



Historic Courthouse Renovation  
\$1.6M

JLE Option A  
\$19.5M - \$21.5M  
(Range pending sq. ft. of renovation)

South Building – Option B  
\$3.4M





# Historic Courthouse — Program

## EXISTING PROGRAM

| SPACE                   | SQUARE FOOTAGE (SF) |
|-------------------------|---------------------|
| Administration          | 950                 |
| Administrative Services | 1075                |
| Appraiser               | 3370                |
| County Clerk            | 2130                |
| Elections               |                     |
| GIS                     | 475                 |
| Register of Deeds       | 1830                |
| Treasurer               | 2335                |
| Commission Room         | 2140                |
| Meeting Rooms           | 175                 |
| Break Room              | 200                 |
| Projected growth        |                     |
| Total                   | 14,680              |
| grossing factor         | 1.93                |
| GSF                     | 28,350              |

## PROPOSED PROGRAM

| SPACE                                    | NO. | SF  | TOTAL  |
|------------------------------------------|-----|-----|--------|
| Administration + Administrative Services |     |     | 0      |
| Storage                                  |     |     | 600    |
| Private Offices                          | 5   | 120 | 700    |
| Open Office                              | 14  | 50  |        |
| departmental net total                   | 19  |     | 1,300  |
| Appraiser                                |     |     | 700    |
| Storage                                  |     |     | 120    |
| Private Offices                          | 1   | 120 | 750    |
| Open Office                              | 15  | 50  |        |
| departmental net total                   | 16  |     | 1,570  |
| County Clerk                             |     |     | 200    |
| Storage                                  |     |     | 120    |
| Private Offices                          | 1   | 120 | 550    |
| Open Office                              | 11  | 50  |        |
| departmental net total                   | 12  |     | 870    |
| Elections                                |     |     | tbd    |
| GIS                                      |     |     | 0      |
| Private Offices                          | 0   | 120 | 200    |
| Open Office                              | 4   | 50  |        |
| departmental net total                   | 4   |     | 200    |
| Register of Deeds                        |     |     | 200    |
| Storage                                  |     |     | 120    |
| Private Offices                          | 1   | 120 | 550    |
| Open Office                              | 11  | 50  |        |
| departmental net total                   | 12  |     | 870    |
| Treasurer                                |     |     | 200    |
| Storage                                  |     |     | 400    |
| Waiting                                  |     |     | 120    |
| Private Offices                          | 1   | 120 | 1,050  |
| Open Office                              | 21  | 50  |        |
| departmental net total                   | 22  |     | 1,770  |
| Misc                                     |     |     | 2,140  |
| Commission Room                          |     |     | 600    |
| Conference: 2 to 4 people                | 4   | 150 | 800    |
| Conference: 6 to 8 people                | 2   | 400 | 400    |
| Break Room + Workroom                    | 2   | 200 |        |
| departmental net total                   |     |     | 3,940  |
| Projected Growth                         |     |     | 0      |
| Private Offices                          | 0   | 120 | 600    |
| Open Office                              | 12  | 50  |        |
| departmental net total                   | 12  |     | 600    |
| TOTALS                                   |     |     | 11,120 |
| Total                                    |     |     | 2.50   |
| grossing factor                          |     |     | 27,800 |
| GSF                                      |     |     |        |

JLE Building — Program

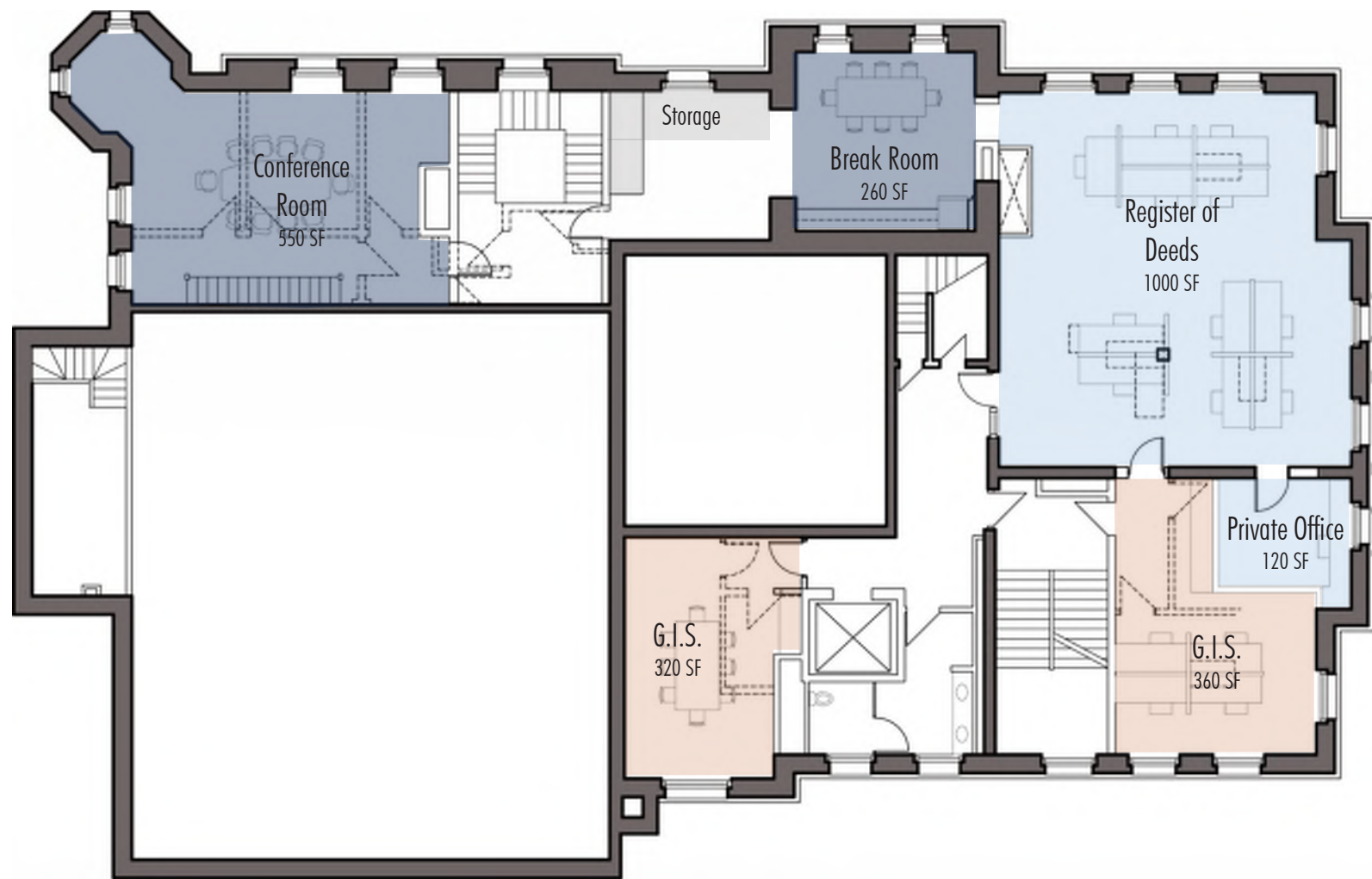
PROPOSED PROGRAM

| SPACE                                | EXISTING | NO. | SF                 | TOTAL  |
|--------------------------------------|----------|-----|--------------------|--------|
| Misc.                                |          |     |                    |        |
| IT                                   | 2,445    |     |                    | 2,445  |
| ECC/EMO                              | 5,233    |     |                    | 5,233  |
| Maintenance                          | 1,000    |     |                    | 1,000  |
|                                      |          |     | sub-total          | 8,678  |
|                                      |          |     | grossing           | 1.0    |
|                                      |          |     | Department Gross   | 8,678  |
| Courts                               |          |     |                    |        |
| 1. Division I - Jury                 | 8,750    |     |                    | 4,410  |
| 2. Division II - Jury                | 4,000    |     |                    | 4,410  |
| 3. Division III - Jury               | 3,583    |     |                    | 4,410  |
| 4. Division IV - Jury                | 0        |     |                    | 4,410  |
| 5. Division V - Jury                 | 4,000    |     |                    | 4,410  |
| 6. Division VI - Jury                | 0        |     |                    | 4,410  |
| 7. Division VII - Jury               |          |     |                    | 5,000  |
| 8. Division - Hearing                | 1,200    |     |                    | 3,300  |
| 9. Division - Hearing                | 1,800    |     |                    | 3,300  |
| Flex Room / Jury Assembly            |          |     |                    | 1,700  |
| Judicial Breakroom                   |          | 3   | 300                | 900    |
| Mediation                            |          | 2   | 300                | 600    |
| Court Administrator                  |          |     |                    |        |
| Office                               |          |     |                    | 120    |
| Open Office                          |          |     |                    | 800    |
| East Secure Addition (three stories) |          |     |                    | 1900   |
| New / Expanded Entrance              |          |     |                    | 2000   |
|                                      |          |     | sub-total*         | 46,080 |
|                                      |          |     | grossing           | 1.0    |
|                                      |          |     | Departmental Gross | 46,080 |
| Court Support                        |          |     |                    |        |
| Clerk of the District Court          | 5,000    |     |                    | 4,000  |
| Court Trustee                        | 2,300    |     |                    | 2,000  |
| Law Library                          | 700      |     |                    | 700    |
|                                      |          |     | sub-total          | 6,700  |
|                                      |          |     | grossing           | 1.2    |
|                                      |          |     | Departmental Gross | 8,040  |
| Court Services (Under Judges)        | 6,531    |     |                    |        |
| Offices                              |          | 13  | 100                | 1,300  |
| Break/Work                           |          |     |                    | 200    |
| Client Meeting Rooms                 |          | 1   | 150                | 150    |
| Reception                            |          |     |                    | 300    |
| UA Lab                               |          |     |                    | 100    |
| restrooms                            |          | 4   | 75                 | 300    |
|                                      |          |     | sub-total          | 2,350  |
|                                      |          |     | grossing           | 1.2    |
|                                      |          |     | Departmental Gross | 2,820  |

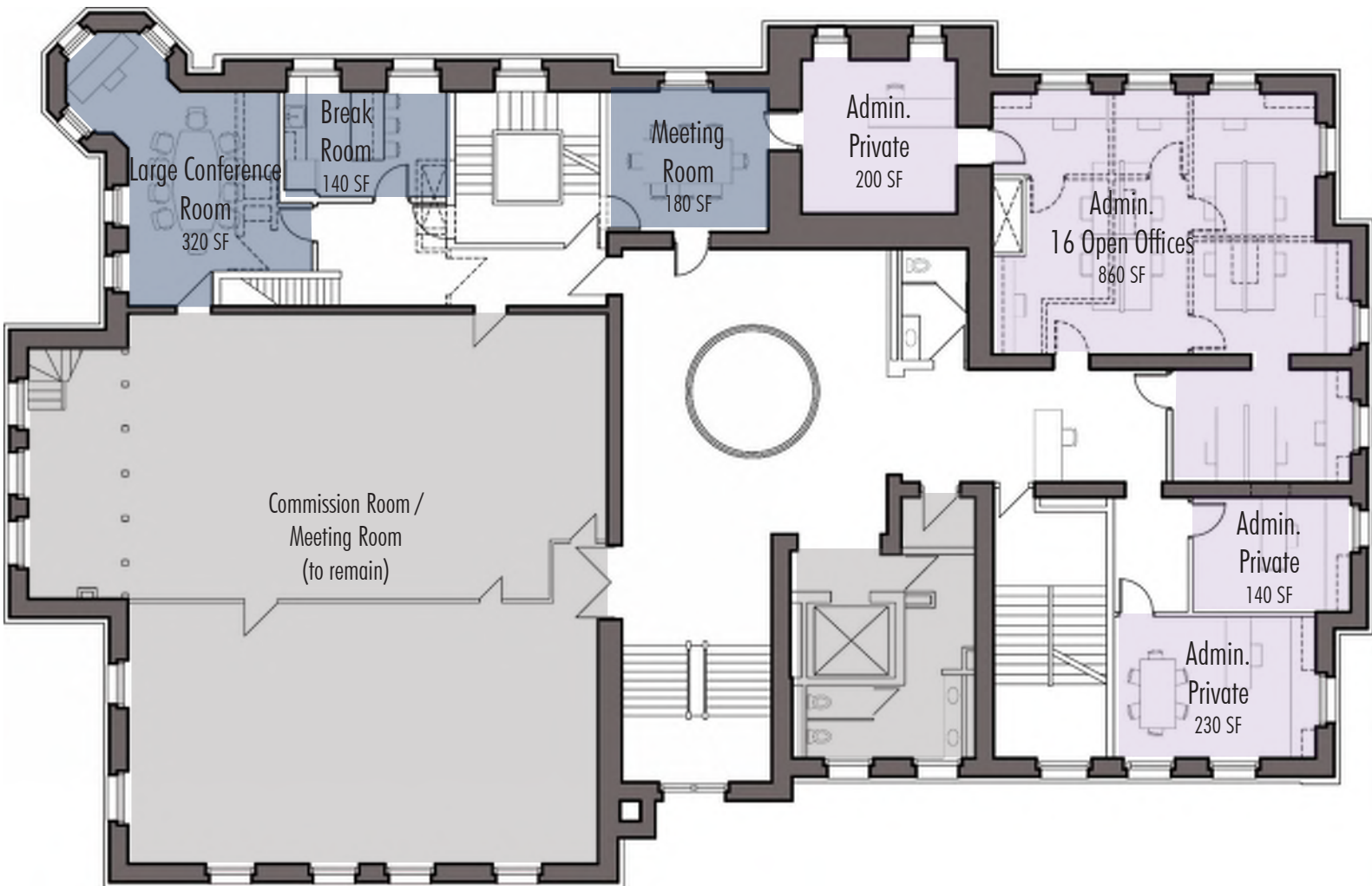
PROPOSED PROGRAM

| SPACE                         | EXISTING | NO. | SF                 | TOTAL   |
|-------------------------------|----------|-----|--------------------|---------|
| Misc. Courts Support          |          |     |                    |         |
| Citizen Review Board          | 850      |     |                    | 1,000   |
| Community Service Work        | 290      |     |                    | 300     |
| Meeting Rooms                 |          | 3   | 300                | 900     |
|                               |          |     | sub-total          | 2,200   |
|                               |          |     | grossing           | 1.2     |
|                               |          |     | Departmental Gross | 2,640   |
| District Attorney             | 6,800    |     |                    |         |
| Reception                     |          |     |                    | 200     |
| Attorney Office               |          | 16  | 150                | 2,400   |
| Misc. Office                  |          | 5   | 100                | 500     |
| Open offices                  |          | 20  | 50                 | 1,000   |
| Meeting rooms                 |          | 1   | 800                | 800     |
| File Storage Room             |          |     |                    | 200     |
| Evidence Storage              |          |     |                    | 200     |
| Victim Support / Meeting Room |          | 3   | 175                | 525     |
| Victim Coordinator            |          | 3   | 100                | 300     |
| workroom                      |          |     |                    | 200     |
| restrooms                     |          | 2   | 75                 | 150     |
| Break room                    |          |     |                    | 200     |
|                               |          |     | sub-total          | 6,675   |
|                               |          |     | grossing           | 1.2     |
|                               |          |     | Departmental Gross | 8,010   |
| Law Enforcement               |          |     |                    |         |
| Sheriff                       | 8,600    |     |                    | 8,600   |
|                               |          |     | sub-total          | 8,600   |
|                               |          |     | grossing           | 1.0     |
|                               |          |     | Departmental Gross | 8,600   |
| Garage                        | 4,200    |     |                    |         |
| Inmate Van                    |          |     |                    | 1,000   |
| Evidence Storage              |          |     |                    | 500     |
| General Storage               |          |     |                    | 500     |
| Brig - Adult                  |          |     |                    | 2,000   |
| Brig - Juvenile               |          |     |                    | 500     |
|                               |          |     | sub-total          | 4,500   |
|                               |          |     | grossing           | 1.2     |
|                               |          |     | Departmental Gross | 5,400   |
| Total                         |          |     |                    | 90,268  |
| grossing factor               |          |     |                    | 1.28    |
| GSF*                          |          |     |                    | 126,375 |
| Addition Needed               |          |     |                    | 26,375  |

Historic Courthouse — Enlarged Floor Plan Diagrams

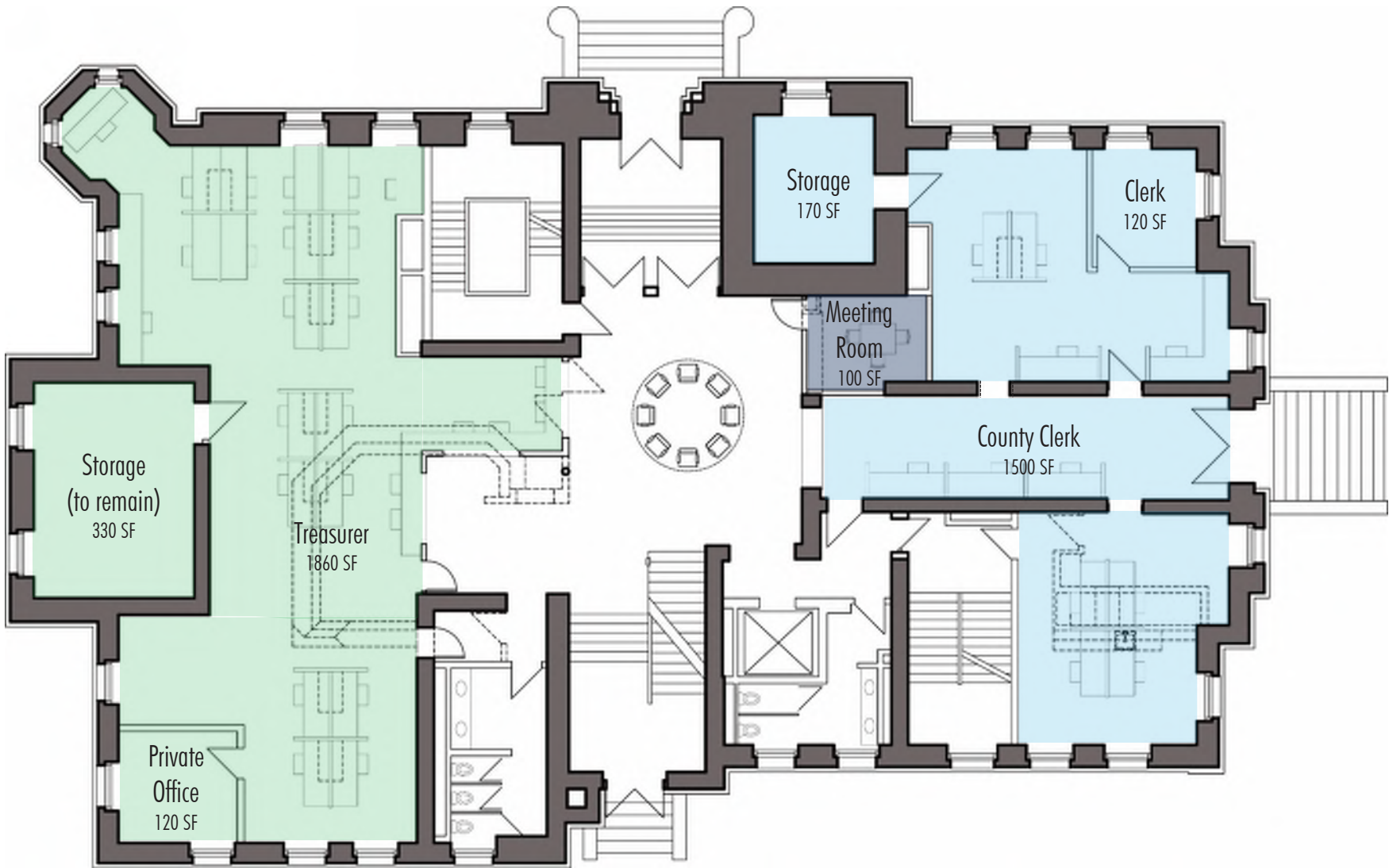


LEVEL 3

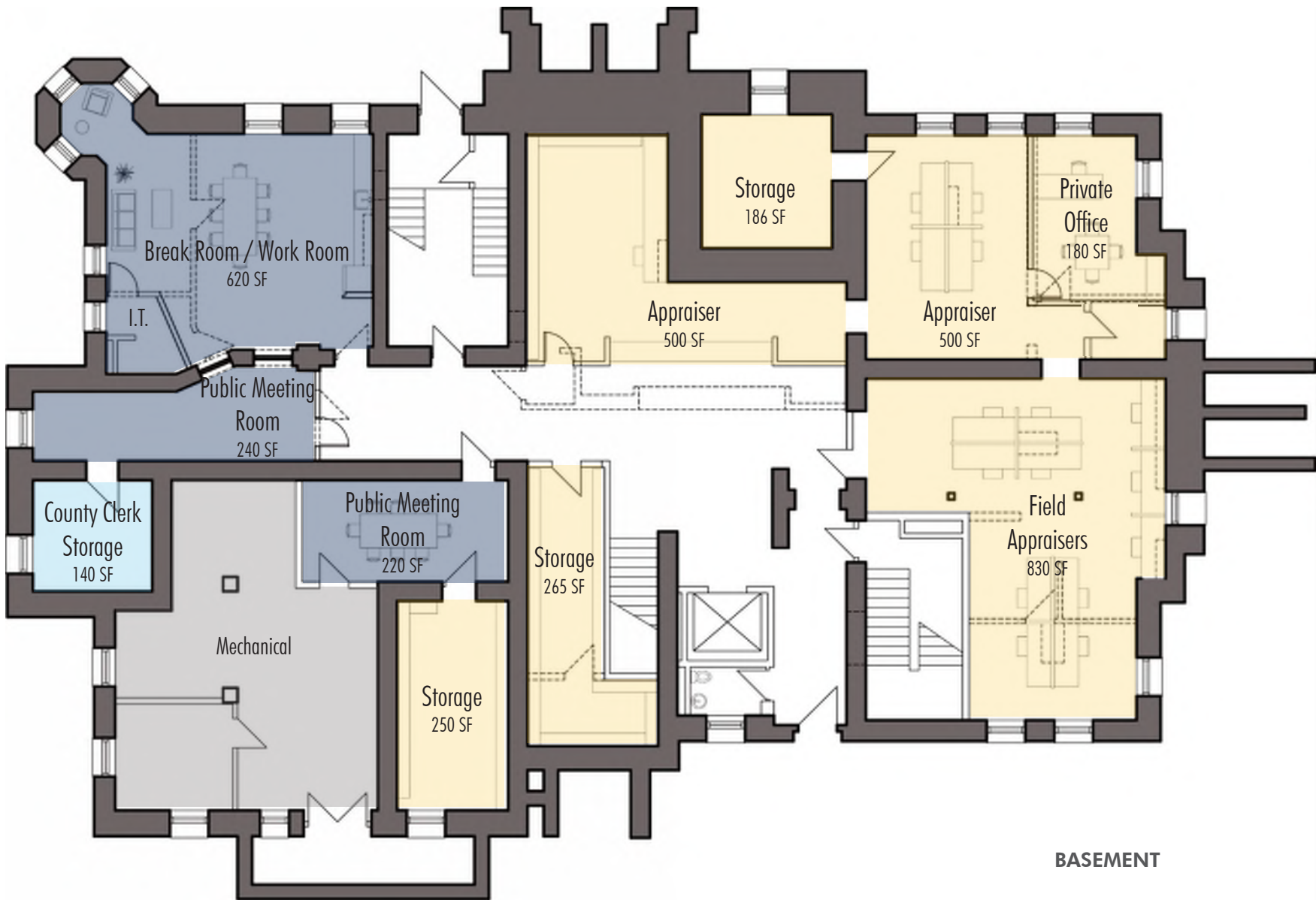


LEVEL 2

Historic Courthouse — Enlarged Floor Plan Diagrams



LEVEL 1



BASEMENT

JLE — Enlarged Floor Plan Diagrams

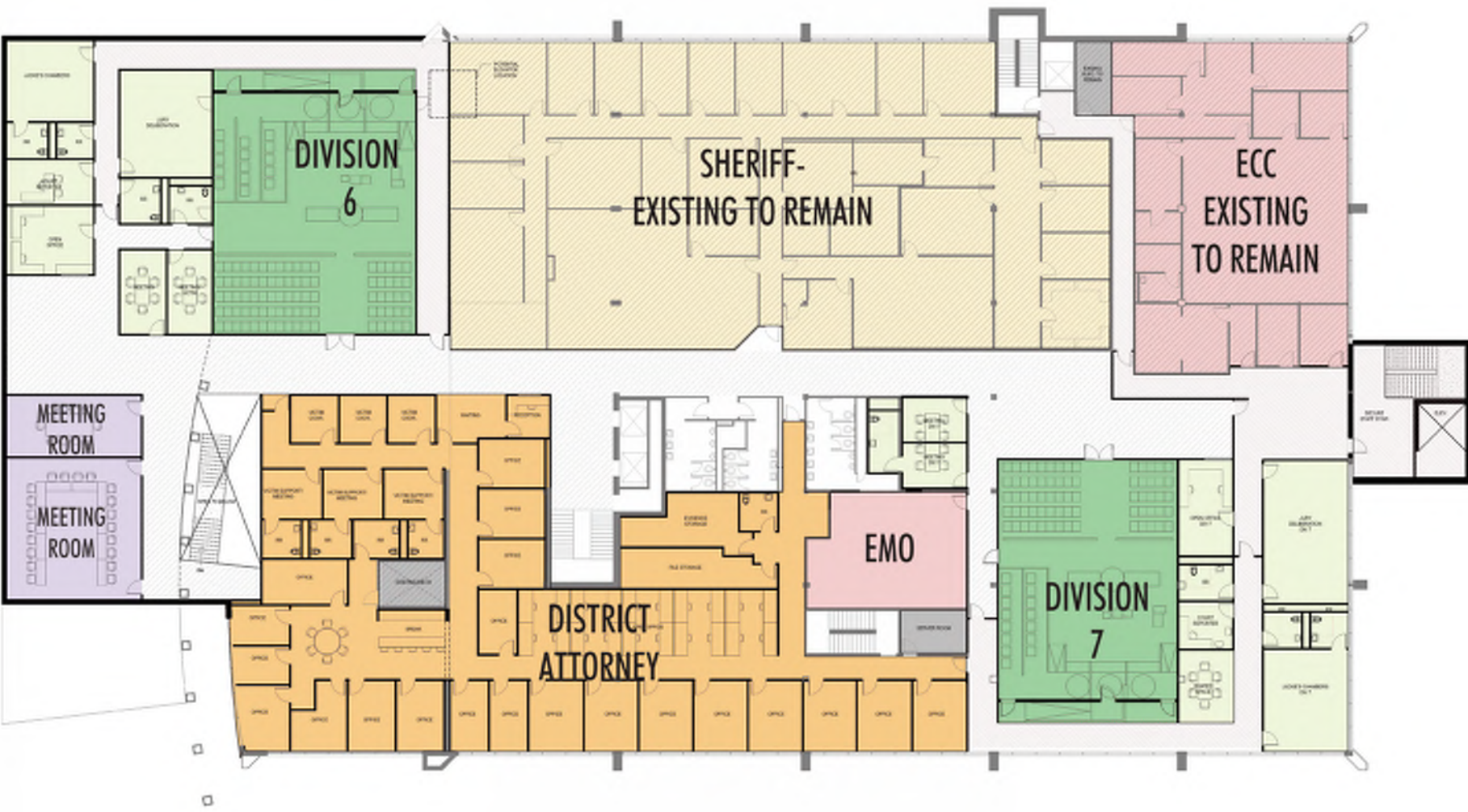


BASEMENT



LEVEL 1

JLE — Enlarged Floor Plan Diagrams



IMMEDIATE MASTER PLAN - LEVEL 2



5-YEAR MASTER PLAN LEVEL 2

# 2017: 10-Year Parking Plan by Desman

(13) **Work with Douglas County to solve the parking issues at the Law Enforcement Center.** The high demand for parking created by the Law Enforcement Center means that the Law Enforcement Center Lot is consistently well utilized (over 92% occupied on the survey day), with additional vehicles spilling onto the surrounding residential streets. In addition, on court days when a large number of jurors come to the Center, County employees whose shifts start after 8:30AM have difficulty finding a space. Despite the fact that the City controls only the 14 metered spaces in the Law Enforcement Center Lot, the City would benefit from working with the County on ways to add parking capacity, particularly as new development begins to occur on the south end of Massachusetts Street.

It is recommended that the City collaborate with Douglas County on a plan to use the County’s former Public Works Building at 13<sup>th</sup> Street and Massachusetts Street for overflow parking on jury days. Additionally, in coordination with the County, an attempt should be made to negotiate an agreement with Trinity Lutheran Church to allow City/County parking in their parking lot on weekdays, when church demand is typically low. Jurors can be notified of these two alternate parking locations prior to arriving at the Law Enforcement Center, in order to reduce the congestion that occurs in the LEC Lot and the confusion related to where to find available parking. Additionally, these locations have the potential to accommodate public parking during large events in Downtown.

*Estimated Cost to Implement:* Nominal; however, the Church may require some form of payment or donation for use of their spaces  
*Estimated Timeframe:* 6 Months



Above: Re-striping option for additional 42 spaces

# 2020 Parking Status

During the initial Space Needs Study completed in 2017 there was consensus amongst the downtown county employees that parking was a concern. The largest concern was for citizens and their experience visiting the courthouse. The Lawrence Police Department’s vehicles, as well as the staff’s personal vehicles, are heavy users of the parking around JLE. The police are scheduled to move out JLE in late 2020 into their new headquarters in west Lawrence. Another evolution in parking is the Covid pandemic of 2020. At the time of the publication of this masterplan it was too soon to know if changes in court functions following Covid will lessen the parking demands. Thus, at this time it is our professional recommendation that the county take a wait and see approach. Once employee and court volumes have returned to pre-pandemic levels the County will be able to discern if parking is still a need or if the police moving addressed the concern.

