

CAPITAL SECURITY PROGRAM

JUDICIARY CAPITAL SECURITY PROGRAM

This chapter presents the judiciary’s requirements and priorities for the Capital Security Program (CSP), which is funded as a Special Emphasis Program within the General Services Administration’s (GSA) Federal Buildings Fund. The CSP provides funding to address serious security deficiencies in existing courthouse buildings where physical renovations are viable in lieu of constructing a new courthouse. The authority necessary to make renovations of this scope falls under the jurisdiction of GSA. In general, GSA allocates its appropriated CSP funding first to any projects already under construction that require additional funds to achieve completion. Remaining funds are then allocated to the design and construction of new projects consistent with the project priority order established by the judiciary. The program received \$3.0 million in FY 2024 and no funding in FY 2025 and FY 2026. For FY 2027, the judiciary is requesting \$30.0 million to fund priority CSP projects. This level of funding recognizes the need to manage the program as a portfolio, addressing those projects that are ready for construction or need additional funds for timely completion. The judiciary works closely with GSA to ensure all CSP funding is allocated only toward approved projects (as detailed further below) and to provide appropriate information to Congress as needed.

PROGRAM DESCRIPTION

The CSP was endorsed by the Judicial Conference of the United States in September 2010 to assist the courts at locations that have significant security deficiencies but may not qualify for a new courthouse building that would, among other things, address their security needs. The purpose of the CSP is to improve physical security in buildings occupied by the judiciary. Program goals include:

- Utilizing existing building assets and federal resources cost-effectively;
- Addressing security deficiencies which place the public, prisoners, judges, and federal employees at risk; and
- Providing a low-cost alternative to high-cost capital improvements.

The CSP was first funded in FY 2012 when Congress designated \$20.0 million within GSA’s Federal Buildings Fund to address security deficiencies in federal courthouses using mechanisms such as constructing additional secure corridors; adding or reconfiguring elevators; constructing United States Marshals Service (USMS) sally ports; creating visual barriers; and reconfiguring security screening areas. This valuable program has resulted in greater security at federal courthouses in the selected locations at a fraction of the cost of new courthouse construction. Past funding for the CSP is summarized in the table below.

Capital Security Program Appropriated Funding by Fiscal Year

Fiscal Year	Funding
FY 2012	\$20 million
FY 2013	\$20 million
FY 2014	\$-
FY 2015	\$20.0 million
FY 2016	\$20.0 million
FY 2017	\$26.7 million
FY 2018	\$20.0 million
FY 2019*	\$-
FY 2020	\$-
FY 2021	\$-
FY 2022	\$19.8 million
FY 2023	\$18.7 million
FY 2024	\$3.0 million
FY 2025	\$-
FY 2026	\$-

*GSA reallocated \$2.2 million from its FY 2019 Repairs and Alterations (R&A) funding to cover unexpected costs in two existing CSP projects: \$1.8 million for Fort Worth, Texas, and \$0.4 million for St. Thomas, U.S. Virgin Islands.

Renovation projects that enhance security are selected for the program through an objective and collaborative review process that includes stakeholder representatives from local courts and their circuit judicial councils, the USMS, GSA, Federal Protective Service (FPS), the Judicial Conference’s Space and Facilities Committee in consultation with the Judicial Conference’s Judicial Security Committee, and the Administrative Office of the U.S. Courts (AO). The following steps outline the process:

1. **Preliminary List.** Development of a preliminary list of potential CSP projects begins with data collected through the judiciary’s AMP¹ process that identifies courthouses with poor security ratings. These data are then compared with risk assessment data

¹ Under the AMP process, each district and circuit adopt a long-range facilities plan that includes an evaluation of each courthouse location for urgency of space needs. As part of the process, facility benefit assessments are conducted on each courthouse to determine how well the existing facility supports the needs and

collected independently by the USMS and with GSA data on government facilities that need physical improvement. A preliminary list of potential projects is then compiled based on these sources of data.

2. ***In-Depth Analysis and Resulting Short List.*** Each project on the preliminary list is then reviewed and validated during a more in-depth analysis conducted by stakeholder representatives of local courts and their circuit judicial councils, the USMS, GSA, FPS, and AO. This review looks at specific security deficiencies at each courthouse and identifies potential conceptual solutions. Potential projects are then evaluated against a list of factors to determine the relative priority of the potential projects. Factors may include whether there is a separate circulation pattern for judges, prisoner movement, and the public; the number of resident judges; the type of caseload and proceedings; other R&A projects planned; USMS risk assessment and incident reports; and the presence of high-risk prisoners regularly in the courthouse.
3. ***Space and Facilities Committee Review and Validation.*** The Space and Facilities Committee reviews and, in consultation with the Judicial Security Committee, approves the specific courthouse locations to move on to the next step in the project selection process – completion of a capital security study.
4. ***Capital Security Study and Final Recommendations.*** Using judiciary funding, the AO contracts with an architect-engineering firm to conduct a capital security study for each court location approved by the Space and Facilities Committee. Each study reviews the security issues specific to that court location, identifies potential solutions, and documents the three best options with corresponding budget estimates. The study also identifies other projects that are already planned or underway by the USMS, GSA, or the judiciary to ensure design solutions are fully coordinated.

The Space and Facilities Committee's Subcommittees on Space Planning and Rent Management then review the options and budgets for each project location, including rent impacts, if applicable, and recommend a final list of projects to the Space and Facilities Committee. The Space and Facilities Committee then reviews the recommendations and approves the locations to proceed with a CSP project.

operations of the court. An urgency evaluation list is then developed each year, placing each courthouse location in rank order. This rank is used to determine the urgency of space needs. The AMP process was adopted by the Judicial Conference in 2008.

5. **Notification to GSA.** GSA is advised of the result of the Space and Facilities Committee’s review of the final list of projects. If the list of projects exceeds the congressional budget limitation for that fiscal year, projects are moved to the next fiscal year while keeping their rank order.

NEW PROJECT PRIORITIES FOR CAPITAL SECURITY PROGRAM

The following new projects are the judiciary’s top CSP funding priorities after all projects currently underway have been fully resourced:

1. **U.S. Courthouse, Augusta, Georgia (construction only). \$32.0 million (estimated total project cost based on 50 percent design drawings).** The U.S. Courthouse in Augusta was constructed in 1916 and expanded in 1930. It is listed on the National Register of Historic Places. The 28,321 usable square feet, three-story (plus basement) structure houses two courtrooms, one hearing room, and three chambers. This location was approved for a CSP study in 2011 and has an Asset Management Planning (AMP) process Facility Benefit Assessment (FBA) Security score of 26.4² out of a possible 100. The study was completed in 2018 and approved by the district and circuit courts. Security deficiencies at this courthouse will be addressed by providing:
 - a. enclosed judges’ parking;
 - b. a USMS sally port;
 - c. judge and USMS elevators;
 - d. secured, restricted, and public circulation; and
 - e. improved lobby security.

This project received \$2.0 million for design in FY 2021 from the de-scoped Raleigh, North Carolina, CSP project³, \$8.3 million of construction funding from FY 2023 CSP funds, and \$3.0 million from FY 2024 CSP funds, for a total of \$13.3 million. Completion of construction documents and construction cost estimate will be finalized after requested funding for the project is available. The project is paused until fully funded.

2. **Ross Adair Federal Building and U.S. Courthouse, Fort Wayne, Indiana (construction only). \$25.8 million (projected, excluding design).** This three-story (plus basement) facility was constructed in 1932 and was placed on the National Register

² An FBA Security score of 100 represents an “ideal courthouse” and a score below 60 represents a “poor courthouse.”

³ Summary and description of Raleigh, NC project noted on page 15.9.

of Historic Places in 2006. It contains one district judge courtroom, one magistrate judge courtroom, one bankruptcy judge courtroom, and five judges' chambers. This location was approved for a CSP study in June 2016 and has an AMP process FBA Security Score of 29.9. The study was completed in Fall 2018 and approved by the district and circuit courts. Construction would address security deficiencies at this courthouse by adding:

- a. judges' parking garage;
- b. USMS sally port and secure parking for USMS staff;
- c. two prisoner elevators;
- d. security screening station;
- e. fire egress stairs;
- f. holding cell;
- g. and two dedicated judges' elevators (one is repurposed from an existing shared elevator and the other is a new elevator that will provide restricted circulation to the second floor, including courtrooms).

This project received \$2.0 million for design in FY 2021 from the de-scoped Raleigh, North Carolina, project. Design is completed. The project is paused until fully funded.

3. **Federal Building, Post Office, and U.S Courthouse, Burlington, Vermont. \$47.8 million (projected).** This six-story (plus basement and sub-basement) facility was constructed in 1958. It contains two district judge courtrooms, one magistrate judge courtroom, and five judge's chambers. This location was approved for a CSP study in June 2018. The CSP study was completed in April 2020 and approved as a CSP project in June 2020. The courthouse currently has an AMP process FBA Security Score of 35.4. Security deficiencies at this courthouse will be addressed by adding:
 - a. secure judges' parking garage;
 - b. dedicated judges' restricted elevator;
 - c. restricted circulation paths from the judges' elevator to chambers and courtrooms;
 - d. security screening station at the loading dock;
 - e. fire egress stair;
 - f. grand jury suite; and
 - g. a holding cell.

This funding is for design and construction, and no funding has been allocated through FY 2026.

APPROVED CAPITAL SECURITY PROGRAM STUDY LOCATIONS

The judiciary approves locations on a rolling basis for participation in the CSP, which begins with a study of security deficiencies. These locations have been approved to undergo a CSP study in priority order as described below.

1. **Jacob Trieber Federal Building, U.S. Post Office, and U.S. Courthouse, Helena, Arkansas.** The Trieber Federal Building has an AMP process FBA Security Score of 54.3. A U.S. Post Office occupies the first floor, and the U.S. Department of Agriculture occupies much of the second floor. Court functions are housed on the third floor. Also on the second floor, the probation office is constructing space for a staffed office. Security and safety deficiencies are primary concerns at the facility. The building lacks separate and secure circulation as judges, staff, prisoners, and the public all use the one public elevator. There is also no sally port, and prisoners must be offloaded in a public alley behind the courthouse and adjacent to the unrestricted judges' and staff parking area. There are no physical barriers on any side of the building. The court reported significant crime issues in the area, which makes the lack of restricted parking a greater concern. The study has not yet started.
2. **U.S. Courthouse, Sioux City, Iowa.** The U.S. Courthouse occupies one-half of a city block in downtown Sioux City. The four-story (plus basement) building houses the federal courts, GSA, the Department of Health and Human Services, U.S. Senate and House of Representatives offices, the Department of Labor, and Immigration and Customs Enforcement (ICE). The U.S. Courthouse has an AMP process FBA Security Score of 57.3. There is no separate circulation for judges, staff, prisoners, and the public as they all use the same elevators. There is no prisoner sally port, and prisoners and detainees are offloaded in the unrestricted parking area adjacent to the loading dock and judges' unrestricted parking along the public alley. Prisoner security and logistical issues have increased since ICE began moving detainees from the loading dock to the basement through the public elevator. Also of concern are the very limited setbacks on three sides of the building. The study has not yet started.
3. **Andrew W. Bogue Federal Building and U.S. Courthouse, Rapid City, South Dakota.** The Bogue Courthouse is a three-story (plus basement) building. The facility is located in downtown Rapid City and houses space for the district court, probation office, U.S. Attorney's office, and USMS. The Bogue Courthouse has an AMP process FBA Security Score of 36.6. Security at the courthouse is inadequate. Judges, prisoners, and the public all use public circulation at various points throughout the

facility. There is no sally port, and prisoners are offloaded at the service entrance within the judges’ restricted parking area and moved to the third-floor central cellblock via freight elevator. There are no USMS courtroom holding cells in the facility. Prisoners are moved directly from the central cellblock to the courtrooms and hearing room through restricted and public circulation. The study has not yet started.

STATUS OF PROJECTS

Project	Current Allocated Funding ¹	Additional Funding Required	Status
Alexandria, Louisiana	\$27.0 million	-	Substantial Completion July 2026
St. Thomas, U.S. Virgin Islands (Phase 1 and 2)	\$24.5 million	-	Substantial Completion April 2025
Hattiesburg, Mississippi	\$27.0 million	-	Substantial Completion Q3 2029
Paducah, Kentucky	\$40.5 million	-	Substantial Completion Q4 2031
Texarkana, Texas/Arkansas	\$11.6 million	-	Substantial Completion Nov. 2024 (Phase 1) & Q3 2026
Raleigh, North Carolina	\$9.6 million	\$3.0 million	Substantial Completion Q4 2027
Augusta, Georgia	\$2.0 million	\$32.0 million	Paused until fully funded
Fort Wayne, Indiana	\$2.0 million	\$25.8 million	Paused until fully funded
Burlington, Vermont	-	\$47.8 million	Unfunded

¹ Includes all allocated funding from CSP (after reallocations), USMS Construction, and GSA R&A in all fiscal years.

U.S. Post Office and Courthouse, Alexandria, Louisiana. This project received \$19.8 million in FY 2022 and \$5.0 million in FY 2023 from CSP funds, in addition to \$2.2 million for initial design work in FY 2016 and FY 2017. The construction award of \$23.8 million was made in September 2023, and substantial completion is projected for July 2026. Security deficiencies at this courthouse will be addressed by constructing restricted judges’ parking, a judges’ elevator, and reconfigured corridors to facilitate restricted circulation for all judges. The USMS will have new space with an enclosed sally port, holding cells, a prisoner elevator, and reconfigured corridors to facilitate secure prisoner transport. Substantial completion is estimated for July 2026.

The \$9.0 million originally allocated for this project in FY 2017 was fully reallocated in FY 2021 to other priority projects because the \$9.0 million was insufficient to fund GSA’s revised construction cost estimate of \$23.8 million. The original funding was reallocated

to St. Thomas, U.S. Virgin Islands; Texarkana, Arkansas; Monroe, Louisiana; and San Juan, Puerto Rico. The Alexandria project then received FY 2022 and FY 2023 funding for construction.

Ron De Lugo Federal Building, St. Thomas, U.S. Virgin Islands (Phase 1 and 2). Phase 1 received \$22.1 million including \$20.0 million in FY 2013 CSP funds, and Phase 2 received \$2.4 million in FY 2016 CSP funds. Phase 1 supported constructing judges' and prisoner elevators, a restricted judges' garage, a USMS sally port, and other security-related site improvements. Phase 2 will support enhancements to the first-floor entry screening and access control space. The project will provide air-conditioned space for USMS screening equipment, thus prolonging its useful life, organize the processing space to minimize lobby queuing, provide separate adjacent zones for an employee entrance and occupant/visitor entrance, and improve ballistic protection available to court security officers. Construction is 99.0 percent complete. A new contractor was hired to complete the final work with an estimated project close out in April 2026 (the project reached substantial completion in April 2025).

William M. Colmer Federal Building and U.S. Courthouse, Hattiesburg, Mississippi. This CSP project was funded with \$27.0 million of FY 2022 GSA R&A funding. The Hattiesburg CSP was approved in December 2020, and this location has an AMP process FBA Security Score of 37.7. Proposed scope to address security deficiencies at this courthouse includes a new secure judges' parking garage; a refurbished dedicated judges' elevator; new restricted circulation paths from the judges' elevator to chambers and courtrooms; a USMS vehicle sally port; a dedicated prisoner elevator; two new courtroom holding cells; and a new fire egress stair tower. Building envelope work is also included, and the design award was made in April 2024. Substantial completion is estimated for Q3 2029.

U.S. Courthouse, Paducah, Kentucky. This project is funded with \$40.5 million of FY 2024 GSA R&A funding. The original CSP project would address security deficiencies by improving secure circulation and adding a dedicated prisoner elevator; a dedicated judges' elevator; restricted judges' parking; and a USMS vehicle sally port for prisoner transport vehicles. In September 2017, GSA identified the Paducah Courthouse as Exceptionally High Risk and requiring seismic mitigation. GSA determined that the work required for the CSP and seismic upgrades was interrelated in execution and should therefore be accomplished as one project, so the CSP was cancelled in favor of a prospectus-level renovation and alteration project that will include CSP security improvements, as well as seismic and overall building upgrades. Substantial completion of the combined Paducah CSP/R&A project is estimated for Q4 2031.

Accordingly, in May 2019 GSA submitted a revised spend plan to Congress to reallocate the \$17.7 million in CSP funding previously reserved for the Paducah project to cover necessary costs for prior year CSP projects that have encountered funding shortfalls. These projects were: Raleigh, North Carolina (subsequently descope as noted below); Texarkana, Arkansas/Texas; Monroe, Louisiana; Alexandria, Louisiana; and Fort Worth, Texas.

U.S. Courthouse and Post Office Building, Texarkana, Texas/Arkansas. This project received \$7.2 million in FY 2015 CSP funds and \$3.3 million reallocated from the Paducah, Kentucky, project. The project also received \$115,626 reallocated from Alexandria, Louisiana, and \$42,376 from FY 2023 CSP funding due to underestimated direct costs, escalation, and market conditions. Security deficiencies at this courthouse will be addressed by consolidating the USMS space into one location; enclosing a sally port; adding elevators for prisoners and judges; building corridors for secure circulation; and reconfiguring building entry screening areas. The design was completed in May 2018 with substantial construction completion in November 2024. A follow-on project required to complete the USMS scope required \$1.0 million in funding. The Texarkana project has an estimated completion in Q3 2026.

Terry Sanford Federal Building, Raleigh, North Carolina. This project has a current allocation of \$9.6 million. The original scope included adding or reconfiguring elevators, providing secure parking for judges, and constructing additional secure circulation corridors with security screening revisions to better accommodate both the courts and the Military Entrance Processing Station. The design for this project was completed in October 2017 and revised in April 2019.

As a result of CSP project delays and other identified building deficiencies in the Sanford Federal Building beyond the scope of the proposed CSP project, the scope of the project was significantly reduced in 2019. At the USMS' request, the project retained construction of one new prisoner elevator and associated restricted circulation corridors (components of the former CSP project) and costs associated with the descoped portions of the project were reallocated to other approved CSP projects. A Design Build contract was awarded in August 2022, although abatement issues have delayed the project. As a result, the project will require approximately \$3.0 million in additional funds and substantial completion is estimated for Q4 2027 (originally planned for March 2025).

Augusta, Georgia, Fort Wayne, Indiana, and Burlington, Vermont. Please see the project descriptions above on page 15.4.

COMPLETED PROJECTS, 2015-2025

	Final Project Costs	Status
Theodore Levin U.S. Courthouse, Detroit, Michigan	\$13.1 million	Construction Completion June 2025
Federal Building and U.S. Courthouse, Monroe, Louisiana	\$12.3 million	Construction Completion January 2025
Hato Rey Complex, Clemente Ruiz Nazario U.S. Courthouse and Federico Degetau Federal Building, San Juan, Puerto Rico (Phase 1 and Phase 2)	\$2.1 million (Phase 1) \$26.2 million (Phase 2)	Construction Completion November 2024
Eldon B. Mahon U.S. Courthouse, Fort Worth, Texas	\$5.8 million	Construction Completion January 2024
J. Robert Elliot Federal Building and U.S. Courthouse, Columbus, GA	\$6.8 million	Construction Completion July 2019
U.S. Courthouse and Post Office, Lexington, Kentucky	\$6.5 million	Construction Completion July 2017
Frank M. Scarlett Building, Brunswick, Georgia	\$5.5 million	Construction Completion May 2017
Federal Building and U.S. Courthouse, Benton, Illinois	\$4.6 million	Construction Completion January 2015