

The District of Columbia Courts process almost 150,000 cases each year and employ a staff of 1,300 who directly serve the public, process the cases, and provide administrative support. The Courts' capital funding requirements are significant because they include funding for projects critical to maintaining and preserving, in a timely manner, safe and functional courthouse facilities essential to meeting the heavy demands of the administration of justice in our Nation's Capital. To effectively meet these demands, the Courts' facilities must be both functional and emblematic of their public significance and character. The FY 2011 Capital Budget seeks to address these issues comprehensively.

In preparing the FY 2011 capital budget request, the Courts carefully assessed the capital requirements essential to performing our statutory and constitutionally mandated functions. The Courts' request for capital funding is particularly critical in FY 2011 because of the need: (1) to address essential public health and safety conditions in our busy court buildings, including our main building to which some 10,000 people come each day; (2) to meet the courts' growing space requirements for conducting their business, which includes the Family Court established by Congress; and (3) to avoid interruption of ongoing projects, as that typically results in substantially increased costs.

The Courts presently maintain 1.1 million gross square feet of space in Judiciary Square. The Courts are responsible for five buildings in the square: the Historic Courthouse at 430 E Street NW, the Moultrie Courthouse at 500 Indiana Avenue, N.W., and Buildings A and B, which are located between 4th and 5th Streets and E and F Streets, N.W., and Building C, the old Juvenile Court. The District government has recently vacated Building C, returning this building to the D.C. Courts' inventory.

The D.C. Courts strive to enhance the Court's physical image and environment within both public and workplace settings. Recent capital projects have demonstrated exemplary stewardship of public funds through successful completion of multiple projects on time and within budget. These projects implement safety, security, accessibility and energy efficiency goals while proactively addressing growth of the Court system and ongoing and anticipated organizational changes. All capital projects are coordinated within the framework of the D.C. Courts Master Plan for Facilities. The D.C. Courts are also committed to fair procurement practices and strive to contract capital projects with small and minority businesses.

### **Historic Judiciary Square**

The D.C. Courts are primarily located in Judiciary Square, with some satellite offices and field units in other locations. The historical and architectural significance of Judiciary Square lends dignity to the important business conducted by the Courts and, at the same time, complicates efforts to upgrade or alter the structures within the square. Great care has been exercised in designing the restoration of the Historic Courthouse, the centerpiece of the square, to preserve the character not only of the building, but also of Judiciary Square. As one of the original and remaining historic green spaces identified in Pierre L'Enfant's plan for the capital of a new nation, Judiciary Square is a key component of the Nation's Capital.

Buildings A, B, and C, dating from the 1930's, are situated symmetrically along the view corridor comprised of the National Building Museum, the Historic Courthouse, and John Marshall Park and form part of the historic, formal composition of Judiciary Square. The Moultrie Courthouse, although not historic, is also located along the view corridor and reinforces the symmetry of Judiciary Square through its similar form and material to the municipal building located across the John Marshall Plaza.

### **Judiciary Square Master Plan**

In 2001, the National Capital Planning Commission (NCPC) required that the D.C. Courts develop a *Judiciary Square Master Plan* – essentially an urban design plan – before any construction by the Courts and others could be commenced in the area. The D.C. Courts worked with all stakeholders on the Plan, including the United States Court of Appeals for the Armed Forces, the National Law Enforcement Officers Memorial Fund (Memorial Fund), the Newseum, and the Metropolitan Police Department. The *Judiciary Square Master Plan* was approved in August 2005.

The *Judiciary Square Master Plan* resolves important technical issues related to access, service, circulation, and security within a rapidly changing and publicly oriented area of the District, while re-establishing the importance of this historic setting in the “City of Washington.” It provides a comprehensive framework for capital construction for all local entities, and it lays the groundwork for the regulatory approval process with the National Capital Planning Commission, the U.S. Commission of Fine Arts, the District of Columbia Office of Historic Preservation, the District of Columbia Office of Planning, and the District of Columbia Department of Transportation, among others. The *Judiciary Square Master Plan* will ensure the preservation and restoration of one of the last green spaces in the District of Columbia awaiting revitalization, incorporating areas where the public can gather and relax, and creating a campus-like environment where citizens can feel safe and secure.

### **Master Plan for D.C. Courts Facilities**

The Courts worked with the General Services Administration (GSA) on a number of capital projects since fiscal year 1999, when the Courts assumed capital project responsibility from the District's Department of Public Works. In 1999, GSA produced a study for the renovation of the Historic Courthouse to house the D.C. Court of Appeals. In 2001, GSA prepared Building Evaluation Reports that assessed the condition of the D.C. Courts' facilities. These projects culminated in the development of the first *Master Plan for D.C. Courts Facilities*, which delineates the Courts' space requirements and provides a blueprint for optimal space utilization, both in the near and long term. A comprehensive update of the Facilities Master Plan was undertaken in 2009. This update reviewed the recommendations of the 2002 Master Plan while taking into account the significant facility improvements completed by the D.C. Courts as well as operational changes that have taken place since 2002.

The updated *District of Columbia Courts Master Plan for Facilities 2009 (Facilities Master Plan)*, incorporates significant research, analysis, and planning by experts in architecture, urban design and planning. The preliminary results of the updated Master Plan include the following:

1. Accommodation of space needs through 2018 for all Court components and Court related agencies, including expansion of the trial courtroom capacity and physical consolidation of the Family Court as per the D.C. Family Court Act of 2001 (Public Law Number 107-114);
2. The Courts' continued enhancement of the environment within public and workplace settings.
3. Delineation of total capital requirements, schedule and phasing approach for master plan implementation.
4. Realignment of court functions within the existing and proposed new facilities.
5. Continued implementation of new building code, life safety, security upgrades.

The updated Plan identified a space shortfall for the D.C. Courts of 87,575 square feet of space projected in the next decade and provided recommendations for meeting this shortfall.

The experts proposed to meet the Courts' space needs through the three mechanisms identified in the original, 2002 Facilities Master Plan, already in progress: (1) renovation of the Historic Courthouse for the District of Columbia Court of Appeals, to free critically needed space in the Moultrie Courthouse for trial court operations (completed in 2009); (2) construction of an addition to the Moultrie Courthouse, to include a separately accessible Family Court facility; and (3) the reoccupation and renovation of Building C (construction is scheduled to begin in 2010). In addition, the Plan determined that all court facilities must be modernized and upgraded to meet health and safety standards and to function with greater efficiency.

### **Overview of the D.C. Courts' Facilities**

#### *Historic Courthouse*

The Historic Courthouse, built from 1821 to 1881, is one of the oldest public buildings in the District of Columbia. Inside the Historic Courthouse, Daniel Webster and Francis Scott Key practiced law and John Surratt was tried for his part in the assassination of President Abraham Lincoln. The architectural and historical significance of the Historic Courthouse led to its listing on the National Register of Historic Places and its designation as an official project of Save America's Treasures.

The restoration of the Historic Courthouse for use by the District of Columbia Court of Appeals, pivotal to meeting the growing space needs of the court system, was completed April 15, 2009,

thanks to the support of the President and Congress. Investment in this restoration not only has improved efficiencies by co-locating the offices that support the Court of Appeals, but also provides 37,000 square feet of space for renovation and reorganization in the Moultrie Courthouse. This space is critically needed for Superior Court and to consolidate Family Court operations. The restoration of the Historic Courthouse for use as a functioning court building has also preserved a historic treasure of our nation and imparted new life to one of the most significant historic buildings and precincts in Washington, D.C.

### *Moultrie Courthouse*

The Moultrie Courthouse is uniquely designed to meet the needs of a busy trial court. It has three separate and secure circulation systems – for judges, the public, and the large number (200-400) of prisoners brought to the courthouse each day. Built in 1978 for 44 trial judges, today it is strained beyond capacity to accommodate 62 trial judges and 24 magistrate judges in the trial court as well as senior judges and more than 1,000 support staff members. Currently, the Moultrie Courthouse provides space for most Superior Court, and Family Court operations and clerk's offices. Essential criminal justice and social service agencies also occupy office space in the Moultrie Courthouse. The Courts have clearly outgrown the space available in the Moultrie Courthouse. The space is inadequate for this high volume court system to serve the public in a safe, appropriately dignified, and well maintained setting. The Courts require well-planned and adequate space to ensure efficient operations in a safe and healthy environment.

### *Buildings A, B, and C*

Buildings A, B, and C, dating from the 1930's, have been used primarily as office space in recent years and today are being renovated and modernized for court operations.

## **Infrastructure in the Courts' Strategic Plan**

The capital projects included in this request are an integral part of the Courts' Strategic Plan, entitled *Delivering Justice: Strategic Plan of the District of Columbia Courts*. The Strategic Plan articulates the mission, vision, and values of the Courts in light of current initiatives, recent trends, and future challenges. It addresses issues such as increasing cultural diversity, economic disparity, complex social problems of court-involved individuals, the increasing presence of litigants without legal representation, rapidly evolving technology, the competitive funding environment, emphasis of public accountability, competition for skilled personnel, and increased security risks.

The strategic plan is informed by the input of court personnel, court users, and other stakeholders that the Courts received through extensive outreach activities. In 2007, as the Courts developed the strategic plan for 2008 – 2012, improved facilities were a need identified as a high priority among all constituency groups surveyed. Employees, judges, and stakeholders were asked whether Court facilities met user needs and 73% responded that facilities did meet their needs. In addition the adequacy of lighting, heat/AC and ventilation was surveyed. In the survey, the

adequacy of the physical environment varied by building. Occupants of buildings that have been renovated showed the greatest satisfaction. In Gallery Place 88% of occupants thought their workplace environment was acceptable. In Building B 86% of occupants thought their workplace environment was acceptable. In the Moultrie Courthouse, which is scheduled to have the majority of upcoming renovation work, only 51% of occupants their workplace environment was acceptable.

“A Sound Infrastructure” is the Plan’s Strategic Issue 4. The Strategic Plan states--

Court facilities must support efficient operations and command respect for the independence and importance of the judicial branch in preserving a stable community. Modern technology must be employed to achieve administrative efficiencies and enhance the public’s access to court information and services.

The facilities and technology enhancements in this capital budget support two strategic goals and their related strategies:

Goal 4.1 Court facilities will be accessible to the public and support effective operations.

Strategy 4.1.1: Ensure that court facilities are easily navigable and accessible to all persons, particularly persons with disabilities.

Strategy 4.1.2: Provide functional and comfortable work space for judicial officers and court personnel.

Goal 4.2 The D.C. Courts will employ technology to support efficient operations and informed judicial decision-making.

Strategy 4.2.1: Ensure that technology investments are aligned with the Courts' strategic goals and are cost-effective.

Strategy 4.2.2: Maximize staff productivity by providing up-to-date, stable, and reliable technology and customer support.

The Strategic Plan identifies completion of building renovations outlined in the *Facilities Master Plan* as a priority action item necessary to implement the Strategic Plan. The FY 2011 capital budget request will help the D.C. Courts attain these goals.

### **Implementing the *Facilities Master Plan***

Thanks to the support of the President and Congress, the Courts have made significant progress in implementing the *Facilities Master Plan*.

The newly renovated Historic Courthouse, completed in April 2009, now houses the judiciary, courtrooms, and support services associated with the D.C. Court of Appeals. The project created a new entry pavilion on E Street, a ceremonial courtroom below the historic grand stair and portico, and restored open space flanking the building on 4<sup>th</sup> and 5<sup>th</sup> streets. Within the building, historic spaces are restored while providing state-of-the-art technology and security. This

successful project was completed on the schedule and within the budget submitted to Congress.

Family Court consolidation continues within the Moultrie Courthouse. The new juvenile holding facilities were completed in May 2009 along with the relocation of the Civil Division from the JM level to the 5<sup>th</sup> floor. These two milestones will enable the further consolidation of Family Court functions on the JM and Indiana Levels of the Courthouse. At the same time, many new improvements have been completed or are underway including upgrade of the C Street Entrance, completion of major improvements to the secure corridor system, upgrades to the fire alarm and security system, and the reconstruction and expansion of the Indiana Avenue entrance to provide better security and protection from the elements for courts staff and the public.

### **Improved Energy Efficiency**

Implementation of the Facilities Master Plan has resulted in numerous improvements to the energy efficiency of existing Court buildings and building systems. The Historic Courthouse has been designed and renovated to meet Leadership in Energy and Environmental Design (LEED) Silver standards for sustainability. In Buildings A and B, the replacement of exterior doors and windows will improve their building enclosures, resulting in significant reduction of energy loss. The replacement of mechanical systems in these same buildings has resulted in more efficient energy use as well. Additional equipment replacements, such as replacement of all the air handler units for the Moultrie Courthouse and the U.S. Marshals Service HVAC improvement project have both resulted in more efficient energy consumption. Replacement of the steam station system that provides hot water and heat will also conserve energy.

The D.C. Courts continues to hold greater energy efficiency as a goal as future projects are implemented. The Moultrie Courthouse renovation and reorganization project includes re-design and replacement of all lighting fixtures with energy efficient fixtures. In addition energy conservation measures will be considered in upcoming courtroom and chambers renovations.

### **Capital Funding in FY 2011**

As the Courts progress through implementation of the Facilities Master Plan, the Courts' older buildings in Judiciary Square—the Historic Courthouse and Buildings A and B— have now been renovated. In the next several years, the Moultrie Courthouse, the Courts' largest building by far, will be the focus of most of the Courts' capital projects. The 2018 campus wide space shortfall, projected in the updated Facilities Master Plan, will be addressed through expansion of the Moultrie Courthouse. The new construction will contain six multi-use trial courtrooms, twenty-three judge's chambers, and court office space. The Moultrie Courthouse Addition will fulfill the Family Court mandate by consolidating Social Services within the Moultrie Courthouse.

In addition the Capital Budget includes funding for the renovation of Building C for IT infrastructure, furniture fixtures and equipment. These projects impact the safety and security of the court building occupants, advance the consolidation of the Family Court, and enhance

efficient operations.

The FY 2011 capital request focuses on the Moultrie Courthouse, security, and building maintenance. The Courts' capital budget request totals \$204.18 million.

Exhibit 300: Capital Asset Plan and Business Case Summaries are divided into three sections. The first section includes projects to renovate, improve, and expand court facilities, as specified in the Master Plan for Facilities. The second section includes projects necessary to maintaining the existing infrastructure. The final section, containing projects not requiring funding in FY 2011, provides an update on projects financed in previous years and plans for future projects. Projects have been divided into phases to the extent practicable.

The D.C. Courts have coordinated renovations required by the consolidation of the Family Court with activities related to the maintenance of existing infrastructure, in order to minimize disruption to the Courts. The D.C. Courts are committed to maintaining Court operations during construction activities. For example, renovation and re-organization activities related to Family Court consolidation are coordinated with HVAC, Electrical and Plumbing Upgrades, Restroom Improvements and Fire and Security Systems budget line items.

Approximately half of the FY 2011 capital budget request, \$100.70 million is for the Moultrie Courthouse Addition (C Street Expansion). This addition will add 115,000 gross square feet to the Moultrie Courthouse and expand the building along the south façade at C Street. The project will provide new trial courtrooms, judges' chambers and general office space for the D.C. Courts.

The capital budget request includes \$19.14 million to continue the renovation and reorganization of the interior of the Moultrie Courthouse, which allows the Courts to renovate space vacated by those operations relocated to Buildings A and B and to the Historic Courthouse, and to move operations and functions within the courthouse in order to consolidate the Family Court in one location and improve operational efficiencies. To renovate courtrooms and chambers, including modernization of original Moultrie courtrooms to accommodate modern technology and meet Americans with Disabilities Act standards and construction of additional courtrooms, \$13.67 million is requested. In addition, \$15.9 million is requested to complete the renovation of Building C and \$1.7 million for Building A.

The Courts, like many public institutions, face security threats to daily operations and individual judges. In addition, the Courts face unique security risks due to the presence of hundreds of prisoners in the Moultrie Courthouse each day. The Courts' request includes \$20.22 million to improve physical safety through perimeter security enhancements and lighting/signage upgrades. In FY 2011, the Courts are also requesting \$7.02 million for design of a new northeast underground parking garage that will provide secure judicial and staff parking and enhance the green, open space of Judiciary Square.

The capital budget also includes a request for \$25.83 million to maintain and upgrade the Courts' facilities. Mechanical systems and structural repairs are necessary in order to ensure the safety of building occupants and to preserve the integrity of these historic structures. The \$2.39 million requested for Fire and Security will finance a sprinkler system for the Moultrie Courthouse, as recommended by GSA and U.S. Marshals Service studies. Following a 2006 study that found the electrical system in the Moultrie Courthouse to pose a danger to workers, the Courts request \$6.36 million for the HVAC, Electrical, and Plumbing Upgrades project. To upgrade the existing elevators \$2.12 million is requested. To renovate dilapidated restrooms used by the public and court staff, \$1.06 million is requested. In addition, \$10.60 million is requested for General Repair Projects, for, among other things, ADA accessibility, safety repairs, replacement of doors and windows and cleaning of the exterior of the Courts' buildings. Finally, \$3.3 million is requested for technology infrastructure enhancements.

