

AGE MATTERS: 21ST CENTURY SECURITY IN HISTORIC COURTHOUSES

Institute for Court Management
ICM Fellows Program
2015-2016 Court Project Phase
May 2016

C. Rolf Eckel
Court Administrator
Arizona Superior Court in Yavapai County
Prescott, Arizona

Acknowledgments

First I would like to thank my two sons Alex and Eric and their lovely wives, Brooke and Josey...and of course my grandson Noah D. They have been very supportive and think it is pretty cool that dad is going to be a “Fellow.” I would also like to thank the great staff here in Yavapai County Superior Court Administration that helped me stay the course. Also, my colleagues and friends from various offices throughout the county that endured nearly two hours in my focus group and provided outstanding feedback. And all of my friends throughout the State of Arizona that responded to my “simple” multi question, multi layered and highly detailed survey. I would also like to thank my Deputy Court Administrator, Shelly Bacon, and Finance Supervisor Merriley Sprague, for pouring over my revisions and finding all those errors, large and small. Thank you Dr. Daniel Straub for offering numerous productive suggestions and keeping me focused and on track. Amy McDowell provided just the right amount of encouragement, feedback and proofreading. And finally, I would like to thank my Presiding Judge, David L. Mackey for allowing me to complete this program and providing helpful suggestions, encouragement, and support throughout the process. Without the help from all of those above and many caring others too numerous to mention, this project would never have come to fruition. Of course, despite all of this assistance, any errors, omissions, or faulty logic are mine and mine alone.

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C. Rolf Eckel

Abstract

When it comes to courthouse security, age truly does matter. Historic courthouses, although often architectural works of wonder, lack much of the basic infrastructure that more modern courthouses have. Wiring for security cameras or installing electronic locks in historic doors can be challenging. Historic courthouses were built in a very different time, with often up to eight entrances on each direction of the compass. These doors were designed to be open to allow fresh air to enter and circulate throughout the building. The open doors also represented open access to government where citizens could come and go unimpeded. Historic courthouses are also cherished icons in local communities and unsightly modifications, such as modern looking cameras or exterior elevators, mar the original appearance.

The world, being a much different place these days requires that security be a top priority for judges, staff, court users and the general public. The research addressed in this study offers recommendations that court managers may wish to consider if faced with managing a historic courthouse.

The primary questions examined are as follows:

- 1) What security issues are unique to or compounded by the design of historic courthouses?
- 2) How should security improvements in historic courthouses be prioritized as funding becomes available, and what can still be done if little to no funding is available?
- 3) Since historic courthouses usually have a rich heritage of beauty and craftsmanship, is the addition of modern security features desirable, and if so, how much is acceptable

based on historic standards and local willingness to allow the addition of security features?

There is ample literature on the topic of courthouse security. The National Center for State Courts has conducted multiple studies that examine nearly every aspect of court security. This study is different in that it focuses on the unique issues that historic courthouses bring. The research methods chosen were intended to assess what the experts in the field think about historic courthouses. A local focus group with stakeholders from the court, law enforcement, security, and facilities management was assembled to help answer these questions. An online survey was also developed to ask court managers, court security experts and others from around the state of Arizona what they thought about security issues facing historic courthouses. Since many historic courthouses are cultural treasures, historic renovation standards were also considered. Lastly, the ultimate question of whether or not it might be a better idea to build a new courthouse than to attempt to modify a historical one is explored.

The findings from both the focus group and the online survey provided data regarding security improvements that could be completed at low or no cost. Data also suggested priorities on how to begin if funding becomes available. A decision making matrix, informed by focus group and online survey responses, was designed in the course of this study to help court managers assess existing features and choose from a list of security improvements for consideration.

There are several conclusions and recommendations that can be drawn out of this study.

- 1) Security improvements can be made to historic courthouses even if funding is not available and/or there is resistance to modifying the building. The decision making matrix can be used to help identify possible security improvements based on the

- availability of funding, complexity of construction and willingness/ability to make modifications.
- 2) Security improvements may be more difficult to implement in historic courthouses if historic standards are to be considered. A second decision making matrix may be used when historic standards must be considered since both the cost and complexity are likely to increase.
 - 3) Court managers are cautioned that the ability to add security improvements that impact the historic nature of the court building has a local political/cultural component. The court manager should evaluate his or her individual situation and work to add as many security improvements as possible while striving to maintain the historic nature of the building.
 - 4) Finally, albeit the most complicated, expensive and time consuming of the conclusions, court managers may want to consider new courthouse construction as an alternative to or in addition to modifying an existing historical courthouse. In this instance, it is recommended that a detailed cost benefit analysis that integrates input from the local jurisdiction's governing body and that solicits help and guidance from professional organizations be explored.

By utilizing the information in this study, court managers will heighten awareness of the issues related to security management in older, historic courthouses. Since security is on the top of everyone's list of priorities, this study may increase the use of security measures in historic courthouses, thus extending the usage of these important political and cultural buildings constructed in a much different era.

Introduction

Dan Rodgers could be considered your typical court visitor. Dan has just been through a lengthy divorce case and he is not at all happy with the result. He lost his home, two vehicles and most importantly, custody of his teenage daughter. His case seemed to be going well, but the judge in the case really had it out for him. As Dan was leaving the courthouse located in a beautiful little town square, surrounded by large trees, he noticed more than a few things. The old courthouse, built just after the turn of the twentieth century, had lots of big windows close to the ground. There were two large double door entry ways on all four points of the compass, only one or two of which seemed to have security officers nearby. The huge Doric style columns on each side, cut from granite from a local quarry were massive, but lacked any exterior cameras that could observe and record approaches to the building. From the small parking lot at the front of the building, he could make out the group of windows where the courtroom ran along on the second floor, that place where his misery began. He thought to himself that while inside the building, he noticed people coming and going throughout the doors leading from the lobby areas to offices behind, some not needing keys to gain entry. He noticed how old courthouses often have historical doors that are made of heavy wood and beautiful brass door knobs; quaintness that would be a crime to mar with an electronic door lock reader. Hand carved oak ... and ancient plaster ceilings...were not disfigured by odd looking space age eyeball security cameras. Dan decided that even though he knew he could cause problems at the old courthouse, he thought better of it and went on home to begin packing.

Courthouses offer unique challenges in terms of security. Modern courthouses are designed with security in mind. For example, judges' parking is often built under the courthouse with card

controlled access. Entrances have large, open areas where threats can be identified early. Modern designs allow for adequate space to install x-ray machines and magnetometers. Reinforced security stations are the norm. In fact, several high profile cases have happened over the last several years, and some of them at older historic courthouses. Of the six courthouse violence incidents in the NCSC's *Courthouse Violence in 2010-2012 Lessons Learned* (Fautsko, Berson & Hall 2013), three could be considered older and historic in design.

This study will examine three major security questions regarding older, historic courthouses, namely: 1) security issues unique to or compounded by the design of older historic courthouses, 2) how to prioritize security improvements in older courthouses as funding becomes available, and 3) since historic courthouses usually have a rich heritage of beauty and craftsmanship, the ability or even the desire to add modern security features.

Compliance with historic renovation standards are often required. A tool was created to help court managers determine what can still be done within these constraints to prioritize security improvements. Ultimately, a decision making matrix that a court manager can use to plug in a specific set of conditions based on funding and willingness/ability to modify a historic courthouse will provide a menu of security improvements from which to choose. Information on how compliance with historic standards is analyzed is offered in a second matrix. Since there are no guarantees in courthouse security, court managers can use this information to help make decisions to mitigate security risks.

This inquiry examines some of the security concerns for courthouses generally and for historic courthouses specifically. Historic courthouses, built before World War II, lack many modern security features commonly found in newer courthouses. In the State of Arizona, many courthouses were built following official statehood on February 14, 1912. As a result, many of the

original counties in this state have courthouses that date from the mid 1910's. In the case of Yavapai County, the corner stone was laid in October 1916 and the building was completed and occupied in 1918. Typical of these early designs are large Doric or Corinthian columns on the sides of the buildings. Often, as in the case of the courthouse in Yavapai County, each facing of the



Figure 1. Yavapai County Courthouse

compass has an entrance. In fact, this building has a total of eight entrances, two on each side with a first floor entrance at the top of large granite steps and an under the stairs entrance at the ground floor level (actually what we call the first floor). These doorways were designed to be open to allow fresh air in to ensure adequate ventilation throughout the

building. The open doors also represented the idea of open government and welcoming all citizens to enter unimpeded.

These early courthouses were usually not just courthouses, either. In the case of Yavapai, all the major county offices were located inside this building - not just court-related offices. The Assessor, Board of Supervisors, and at one point, even the state Motor Vehicle Department were all located in the courthouse building. In fact, up until the early seventies, the county jail occupied the top floor of the four-story courthouse. This allowed for easy transport of in-custody defendants to the courtroom - now a major problem.

Previous research in courthouse security has been conducted at length and has identified security challenges, rank ordered them and established best practices regarding each. The National Center for State Courts and the U.S. Marshal's Office has done excellent work in this area. There is no effort in this study to redo or evaluate that previous work. Instead, to answer the question

“what security challenges are unique to older historic courthouses,” this study uses the latest research to identify, compare and make some observations about historic courthouses that differ from modern ones. By identifying these differences, court managers can better understand and begin to address the unique challenges of old, quaint, historic courthouses.

This further inquiry is intended to examine and create a more practical application for other courts in terms of courthouse security in historic buildings. How do presiding judges and court administrators prioritize security improvements in historic courthouses? As we all know, budgets are limited and no court is likely to receive all the funding that is necessary to address all security problems. Many jurisdictions cannot afford a new state of the art courthouse, and in some cases would not want to replace a cherished historic courthouse. This is certainly the case in Yavapai County where the courthouse square is the centerpiece of the community where families and tourists visit daily.

To help prioritize security improvements in historic courthouses, a focus group of local experts was asked to evaluate and list the order in which security improvements should be completed first. The categories listed in the NCSC’s *Guidelines for Implementing Best Practices in Court Building Security* (Fautsko, Berson, O’Neil & Sheehan, 2010) were used for identifying areas of concern. The focus group was asked to consider several variables, such as effectiveness, cost, ease of completion, impacts on historic preservation, installation and infrastructure, court culture, staff and public perceptions, among other factors. An online survey was also distributed to all court administrators, local judges and security directors in Arizona at all court levels, to help prioritize security measures that should be implemented first.

The final goal of this inquiry is not really a question that will be detailed in this study. Instead, solutions will occur later within the local Yavapai County community. Nevertheless, the

question is key to this topic. How can the information from this study be used to improve security at the Yavapai County historic courthouse? Some of this information is already known and documented. For example, in 2014, a confidential U.S. Marshal's Office assessment was completed on the historic Yavapai County Courthouse. The request came from concerns by court leadership that security gaps existed that could be improved. While the results of the study are confidential and will not be discussed in this study, the recommendations in that document will be included in any final plan to move forward with additional security enhancements at this historic courthouse location. By using the information obtained from the focus group and statewide survey, security improvements have and will continue to be implemented utilizing the principles identified in this study.

Literature Review

Courthouse security in general has been analyzed in depth by the US Marshal's Office and the National Center for State Courts (NCSC). In fact, in the last few years, NCSC has produced several studies and reports covering general courthouse security. In contrast with those reports, this study is unique in that none of the research on the specific issue of courthouse security in older, historic courthouses provides a decision making matrix to help court managers prioritize security improvements. The following chart from *Guidelines for Implementing Best Practices in Court Building Security* (Fautsko, Berson, O'Neil & Sheehan, 2010) outlines four fundamental goals and best practices regarding courthouse security:

- Goal #1 – Prepare a proper foundation for court building security.
- Goal #2 – Prevent dangerous items and/or dangerous people from entering the court building.
- Goal #3 – Have the capacity to react quickly and effectively to any security incident that occurs within or around the court building.
- Goal #4 – Have the capacity to prevent or minimize the risk of a security incident occurring within or on the outside of the court building.

These goals are further broken down into categories and prioritized within each. As no two courts are alike and court managers will have to prioritize for their specific needs, the following list is a useful one.

Relationship of Topics to Goals

Goal #1: Preparing a Proper Foundation

Category A: Fundamental

- A-1 Command and control center
- A-2 Policies and procedures
- A-3 Security committee

Goal #2: Preventing Dangerous Items and People from Entering the Court Building

Category B: Extremely Important

- B-1 Access of people into the court building
- B-2 After-hours access into the court building
- B-5 Court security officer (CSO) staffing level
- B-7 Threat and incident reporting

Category C: Very Important

- C-1 CCTV cameras
- C-4 Intrusion alarms

Category D: Important

- D2 Exterior patrols
- D-3 Perimeter issues
- D-5 Screening mail and packages

Goal #3: Capacity to React Quickly and Effectively

Category B: Extremely Important

- B-5 CSOs
- B-6 Duress alarms
- B-9 Training

Category C: Very Important

- C-1 CCTV cameras
- C-2 Emergency equipment and procedures

Category D: Important

- D-2 Exterior/interior patrols

Goal #4: Preventing or Minimizing the Risk of Security Incidents

Category B: Extremely Important

- B-3 Chambers
- B-4 Courtrooms
- B-7 Threat and incident reporting
- B-8 In-custody defendants
- B-9 Training

Category C: Very Important

- C-1 CCTV cameras
- C-3 Circulation zones
- C-6 Parking
- C-7 Public counters and offices

Category D: Important

- D-2 Exterior/interior patrols
- D-3 Perimeter issues
- D-4 Public lobbies, hallways, stairwells, and elevators

(Fautsko, Berson, O'Neil & Sheehan, 2010)

This paper is not an attempt to evaluate or rehash these security areas but is instead intended to study how historic courthouses may be impacted. Many of these categories may have specific issues that affect historic courthouses in terms of security, while others may not. For example, establishing a Security Committee would be easy to implement in both modern and historic courthouses, which means there are no underlying issues unique to historic courthouses that would necessitate analysis of that category. However, there are many that are unique. Let's examine two examples that have relevance to historic courthouses from the category "Extremely Important." Further analysis of each of the remaining items could be part of a larger comprehensive study, but for our purposes we will only examine two.

Item B-1 "Access of people into the court building" is one of the top issues facing court managers responsible for courthouse security. Historic courthouses were designed with multiple entrances for not only ease of access for visitors, but also for ventilation. Modern air conditioning units did not exist before the mid 20th century. Cooling was achieved by large open doors and opened windows throughout the building to draw and circulate the air. To regulate the temperature, doors and windows were simply opened and closed as needed. Of course for modern security concerns, this is a problem. Best practices in NCSC's *Steps to Best Practices for Court Building Security* state to "establish only one main entrance through which the public can enter the court building" (Fautsko, Berson, O'Neil, Sheehan & Hall, 2013). Historic courthouses often have up to eight public entrances which means that up to seven will need to be secured and monitored. Adding to the difficulty is the safety requirement that all exterior doors have to serve as emergency exits. This can be accomplished by having audible alarms with crash-bars or emergency release buttons attached.

Item B-2 “After-hours access into the court building” from the list above presents similar challenges. Historic buildings may only have hard key capability. Hard keys can be lost or duplicated; additionally, locks can be picked. Best practices recommend to “permit access into all areas of the court building only via key or electronic card access” (Fautsko, Berson, O’Neil, Sheehan & Hall, 2013). However, installing electronic door locks in historic courthouses can be problematic. One major challenge is getting the electrical wiring to the lock for the door. Often the doors are historic and cannot be altered and the walls are solid with limited



Figure 2. Two Way Intercom and Electronic Door Lock



Figure 3. Wall Mounted Intercom and Electronic Door Lock

ability to run the necessary electrical conduit. Careful planning is also needed to ensure the modern look of the electronic locks does not overly interfere with the antique appearance of the door jamb area. The figures above and left show two interior doors with card swipe readers and video intercom systems. In both of these examples, the electronic systems were added to the existing door with minor modification of the door striker plates. Wiring was concealed within the walls or door fascia material. While

admittedly not something you would see on a door in the early twentieth century, the loss in historical correctness is more than offset by security within these judicial chamber areas.

For court managers looking for information on costs of adding court security features, the NCSC’s *Steps to Best Practices for Court Building Security* (Fautsko, Berson, O’Neil, Sheehan &

Hall, 2013) has a detailed listing of estimated costs. While this study looks at costs in a general sense, there is no effort to reinvent this level of detail. In using this guide, it may be best to consider that the costs for installing security equipment in an historic courthouse will be significantly more.

Architectural firms are involved in looking for ways to physically improve historic courthouses to help address major security concerns. One of the more active firms, Fentress Facility Planning and Analytics, lead by Keith Fentress, regularly blogs about design problems in historic courthouses. One such topic involves the circulation conflicts that often occur when judges, in-custody defendants, victims, and others all share common entrances, elevators and hallways. In a recent blog, the three most common courthouse security risks were outlined (Fentress, 2015). According to Fentress, the following security risks were the most common in a study of 956 court facilities.

- Judges not having a path of restricted circulation from the building entrance to chambers.
- An inadequate number of prisoner holding cells.
- Circulation pathways to courtrooms that do not allow for the separation of judges, court personnel, prisoners, jury members, and the public. (Fentress, 2015)

Historical courthouses are not easy or cost effective to redesign, nor is structural redesign necessarily desired in order to completely address these issues. Fentress suggests coordinated “creative” efforts to seek best solutions by using a combination of law enforcement staff (court security officers, detention officers, and bailiffs), architectural design and electronic controls.

Perimeter security in particular poses significant challenges for historic courthouses. Often these buildings are set in open park-like squares, or worse yet, right along busy streets. Since the Oklahoma Federal Building bombing, concerns exist regarding vehicle-borne explosive devices

near government buildings. The U.S. General Services Administration (GSA) instituted a study looking at perimeter security for historic buildings (Westlake Reed Leskosky, 2009.) In this report, physical barriers were incorporated in the existing historical design of several buildings. The use of cleverly placed barricade-type devices increased security while maintaining the original look of the site. Bollards are vertical poles implanted securely in the ground and spaced so vehicles cannot go over or between them in an attempt to get close enough to a building to cause severe explosion damage. However, simply surrounding a historical building with bollards would be an ugly eyesore. The study recommends additional items to help prevent vehicle intrusion. For example, large granite or concrete benches may be deployed along with heavy planters and screening walls. Attempts to make these fit with the flow of the buildings may be accomplished by matching the finish, texture and architectural design elements. Natural obstacles, like large established trees can also be incorporated into the final design.

Below are the design parameters for exterior security identified in this study:

Design Parameters

Design objectives and parameters developed by GSA and the design team include the following:

- Disguise the protection.
- Maintain accessibility to the public, i.e. permeability.
- Security design is part of urban design.
- Trees are not considered anti-ram.
- Light standards and other typical streetscape elements are not considered anti-ram unless engineered to do so.
- Elements can be combined.

Types of passive perimeter security elements include the following:

- Bollards with foundations. Foundations to be tied together. Spacing allows 4 feet clear maximum.
- Anti-Ram knee walls with foundations. Three foot height minimum recommended. Can have openings, not greater than 4 feet clear.
- Planters with foundations. Twelve inches below grade required for security protection. Deeper required to be below frost line. Planters 3 foot height above grade.
- Surface-mounted planters. One-inch indent in slab minimum. Can be any shape or design.
- Bodies of water.

- Seating with foundations. Seat needs to be higher than axle of wheel. (Westlake Reed Leskosky, 2009).

These types of security improvements are expensive and require extensive planning and local buy-in. Even the best designed perimeter system will have a marked affect on the appearance of a historic courthouse. Also to be considered, many older courthouses have judicial parking directly adjacent to the building. By fixing this problem, a court manager may create another one by removing the judges' parking ability, requiring them to now walk exposed a further distance to



Figure 4. Yavapai County Courthouse Authorized Parking

the courthouse. Of course, underground parking is the solution for modern courthouses, but not even remotely feasible for historic courthouses. While signage like that depicted in the figure to the left will keep the law abiding out, it has no effect in preventing bomb-laden vehicles from approaching the building.

In Lexington, Kentucky, the 80-year old US District Courthouse is scheduled for a nearly \$5 million security upgrade. Parking near the building is a problem at this courthouse. A large perimeter fence is being added to restrict unauthorized vehicle traffic near the building. This should help alleviate the concern that judges may encounter a disgruntled person in a public parking lot. Another major concern - that of inmates traveling in public areas - is also improved with this upgrade as an enclosed sally port will be added to the rear of the building (Cheves, 2014). Court managers may be able to find simpler, less expensive solutions to these types of challenges. While finding funding for a major renovation may not be possible, particularly in tough budget

times, smaller projects like the fencing project mentioned above might be funded if a compelling security argument can be made.

In the September 2014 issue of *The Gordian Group*, an article entitled, *Courthouse Construction and Security Efforts Demand Procurement Plan*, the point is made that just adding as many security measures as possible may not be the best plan. They contend that it is better to add a few highly effective elements than to create a “let’s do everything” approach that may cause other problems, like public access and traffic flow issues (The Gordian Group, 2014). It is important for court managers to prioritize security improvements not only by the availability of funding, but more importantly by what will be most effective.

There may be high priority improvements that can be made at no cost. For example, historic courthouses may have a primary entrance and a single public elevator. Inmates are often escorted through the public entrance and up the public elevator in clear view and contact with the public. While it is unlikely funding would be available, even if it is possible to add a second secure elevator, bringing inmates through a non-public entrance may help reduce the threat at little or no cost. A second secure entrance would also help reduce congestion at the main public entrance caused by the delays of allowing inmates through.

When limited funding is available, strategic prioritization is critical. For example, in Montgomery County, Indiana, court leaders and funding authorities chose to use more secure entryways and improve security systems in the parking lot area (The Gordian Group, 2014). Each court leadership team with one or more historic courthouses will have to determine what security needs can be improved right away with little or no cost, and those that need to be prioritized as funding becomes available.

Court managers also need to be prepared for some pushback when it comes to modernizing a historic courthouse. In Albuquerque, New Mexico, the historic courthouse was replaced by a new modern one. A local reporter contrasted the two stating that, "...the new courthouse is as warm and fuzzy as a stainless steel cabinet" (Oswald, 2014).

The issue is that the local community becomes accustomed to easy, unfettered access to the local courthouse. Additional security measures may be viewed as an attempt to deter citizens from visiting the courthouse, or worse, that the courts are trying to hide something behind locked doors. Involving community members on a Security Committee may help along with well written press releases explaining why major security upgrades occurred. Attorneys may become offended that they now must pass through security screening, particularly as they are officers of the court. Communication and early involvement may be key to obtaining local buy-in. However, as we will see later in this paper, it is important for court managers to determine just how much he or she wants to involve local groups in decisions regarding security improvements to historic courthouses.

Historic courthouses were also designed in an era when access for those with disabilities was not properly considered. Often entrances are at the top of stairs leaving those citizens that are wheelchair bound unable to enter. The Americans with Disabilities Act requires that courts and court managers figure out a way for ease of access for all court staff and visitors. An excellent guide to help address these needs are found with great detail in *Justice for All: Designing Accessible Courthouses* (U.S. Access Board, 2006). Although a bit dated, this guide covers historic courthouse challenges such as exterior routes, interior routes, protruding objects and proper signage.

Another challenge is that historic courthouses were not designed with separate rooms for victims and attorneys. Often, common lobby areas are shared and separation of the parties proves difficult. In the St. Louis County courthouse, the “lack of space requires crime victims and their attackers to sit only a few feet from each other in a common area or room awaiting legal proceedings.” (Toohey, 2012). In addition, the space restrictions lead to inefficient services and result in “a total absence of privacy in areas where matters of deep personal impact must be discussed” (Toohey, 2012). For court managers, separating parties is not only the correct moral thing to do, it is critical from a security standpoint as emotions and tempers can quickly flair. Adjacent offices or even unused jury rooms can be used for victims or attorneys to meet with clients, but that often means access behind secured doors. Again, this is not a desirable solution for security purposes.

The federal government is actively involved in this topic as well. The National Institute of Building Sciences has produced a comprehensive document, *Whole Building Design Guide*, (National Institute of Building Sciences, 2015) that looks at all facets of older government buildings, including fire detection, suppression and safety as well as earthquake protection. This document also covers security issues in historic buildings. A formal threat assessment is highly recommended to determine potential threats and acceptable levels of risk. The authors recommend that wherever possible court managers should:

- Integrate security design to minimize visual and other impacts on the historic fabric of the building. A principle goal of the entry experience is to maintain a setting that is welcoming to the visitor.
- Seek opportunities to create amenities that are seamless with historic character.
- Seek opportunities to create public spaces that address security measures and enhance historic character (e.g., standoff distances reduce the need to modify buildings). (National Institute of Building Sciences, 2015).

Federal government buildings have a particular need and as a result, Anti-Terrorism/Force Protection requirements are outlined in detail for all historic Department of Defense locations. Although outside the scope of this paper, there is a large body of work concerning terrorism security (National Institute of Building Sciences, 2015). A significant portion of this material is available regarding risk levels at courthouses.

In 2003, the Arizona Supreme Court commissioned a group to look specifically at security and emergency preparedness. The events of 9/11 and the subsequent anthrax scare prompted many government agencies, including the courts, to evaluate their ability to help prevent and respond to crises. The Arizona Supreme Court issued administrative order 2003-31 that formally created The Committee on Court Security and Emergency Preparedness (Arizona Supreme Court, 2003). The committee consisted of judges, clerks, court administrators, AOC staffers and court security experts. The scope was broad and the document contains some very detailed analysis and recommendations. For the purposes of this study, several recommendations stand out as important for security in courthouses, old or new. Recommendations 3 and 4 will be highlighted here. Recommendation 3 concerns issues about limiting access to the courthouse. This presents an even larger challenge to court managers that have historical courthouses to secure. The following recommendations from the Arizona Supreme Court study are great examples.

Recommendation #3: Limiting Access to the Courthouse

- Courts should limit access to one main entrance and exit when possible and all entrances should have weapons screening capabilities.
- All persons entering the courthouse shall be subject to security screening.
- All court employees should wear a visible identification card.
- All courts and/or funding units should have a schedule for routine maintenance and testing of all security equipment.
- Signs notifying the public of weapons screening should be prominently displayed.
- All locking mechanisms should be at least as sophisticated as electronic access cards or better.

- Courts should have both intrusion and duress alarms within the courthouse and provide the ability to ensure after-hour security during emergencies.
- All courts should have a “Caller ID” system installed on their phone system. (Arizona Supreme Court, 2003).

Recommendation 4 from the study refers to facility design. Historic courthouses are by design often difficult to secure. The following are recommendations regarding design.

Recommendation #4: Facility and Office Design

- Facility office design should address security issues. Buildings should be designed so as to protect against attack.
- All courts should make arrangements to install physical barriers around the courthouse when necessary to limit the approach of cars and trucks.
- All courts should have secure parking for judges, staff, jurors, and witnesses who have been threatened.
- All courts should have a secure holding area for prisoners.
- All environmental controls in court facilities and the clerk’s offices should be secured, with access restricted to authorized personnel.
- When practical, closed-circuit video surveillance for courthouse and clerk counter monitoring is recommended.
- Funding agencies should adequately fund court security personnel and programs for the protection of the public, court personnel and property. (Arizona Supreme Court, 2003)

As a practical matter, there are many reasons why court managers should care about screening court visitors prior to entering the courthouse. In the Prescott, Arizona



Figure 6. Lock Pic Set in Credit Card Holder

main historical courthouse, many dangerous items were detected by screening

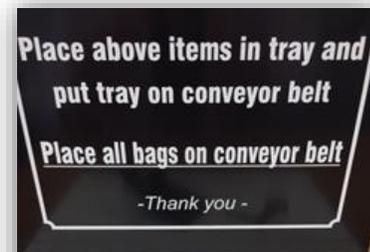


Figure 5. Credit Card Knife & Key

and held until the visitor left the building. (Source: Yavapai

County Courthouse Security Records)

Listed below are items turned in or confiscated at the public security stations. Items are retained by security until the courthouse visitor leaves the building. The Prescott Courthouse is the older historical building while the other two are modern courthouses both built within the last seven years. The Verde Courthouse has about one third of the case count as the Prescott Courthouse. The ratio of confiscated items is slightly higher at the older historical courthouse.

	Guns	Knives	Brass Knuckles	Razors	Box Cutters	Scissors	Chain	Glass/Perfume /Hairspray	Mace/Spray	Tools	File/Man Kit	Handcuff Keys	Misc	TOTAL
Prescott Courthouse														
2014 Totals	39	2427	9	78	29	274	352	68	244	384	131	123	390	4544
Verde Courthouse														
2014 Totals	12	625	2	15	8	98	97	61	156	44	93	56	181	1440
Juv Courthouse														
2014 Totals	2	197	0	0	3	23	35	8	50	30	10	4	52	414

Miscellaneous items include: cigar cutter; bag of medications; knitting needles; skateboard; safety pin; bullets; corkscrew; spurs; ammo keychain; bag of metal; door knob; letter opener; padlock; rock figure; magazine with ammo; back scratcher; kubaton; unopened bottle of wine; spike; unicycle; throwing star; syringe; fork; stun gun; bag of tools; lighters; spoke; box of bullets; speed loader; fire starter; ice pick; can opener; handcuffs; fish hook; rock; laser pointer; metal bar; toy gun; lock pick.

Figure 7. List of Confiscated Items at Yavapai County Superior Courts

The NCSC’s 2011 edition of *Future Trends in State Courts* featured an article by then Maricopa County, Arizona Court Administrator Marcus Reinkensmeyer concerning security risks to courts, particularly during tough budget times. Part of this study compared prohibited items, similar to those listed above, and threats to judges and staff. The data showed that these risks increased during a time of budget reduction possibilities. The article provides insights regarding how Maricopa County countered those risks by using a collaborative systems approach to identify solutions by including other justice partners in court security planning (Reinkensmeyer, 2011).

With a daunting list that includes everything from stun guns to ice picks, should court visitors feel safe when visiting the courthouse? The Arizona Supreme Court’s Administrative Office of the Court (AOC) provided data that helps answer that question (see Appendix A). As

assessed using NCSC's Access and Fairness Survey, Measure 1, in recent years, Arizona court users reported feeling safe in courthouses by an overwhelming majority.

Responses to the survey question, "I felt safe in the courthouse," as reported by court users in two Arizona Superior Courts in calendar years 2012 through 2014 showed some remarkable results. Of the 295 survey respondents, over 90% either strongly agreed, agreed or neither agreed or disagreed that they felt safe in the courthouse. In fact, over 60% of respondents strongly agreed (see appendix A). In limited jurisdiction courts during the same time period, and including six different courts, the results were similar with over 92% strongly agreeing, agreeing or neither agreeing or disagreeing. Nearly 56% of the 1,041 respondents strongly agreed that they felt safe in the limited jurisdiction courthouse visited (see Appendix A).

A similar survey undertaken in 2007 in a rural court in Arizona was unique in that there were many comments included by the 219 respondents. This particular county court does not have security officers assigned and though it is not of historic design, it was built in the 1970's. Almost 82% of the respondents indicated that they strongly agreed, agreed or neither agreed nor disagreed with the statement that they felt safe in the courthouse. Surprisingly, over 34% strongly agreed even though there were no security officers or screening stations in place. Except for one, the comments reveal perhaps a different story:

- "The ... County Courthouse is a safe, productive place to do court business"
- "Security is a problem in the courthouse"
- "Where is the security?"
- "I think courthouse needs security"
- "We need gun storage at the court house so we don't have to leave our guns in our cars"
- "I was wondering why you do not have any type of electronic devise [sic] to go through & purses, etc. to go through for security for both workers and persons visiting. It's a good thing."
- "Need more room; more security for court employees"
- "Would like to see some security measures in place. Thank you."
- "This courthouse needs to be renovated and security is needed"

- "Provide a safe & secure environment for court personnel; They are at great risk in the current environment!"
- "Need more security at this facility"

Although clearly in the minority if over 81% felt safe in the courthouse, the minority view clearly shows concern for the lack of security, including what is largely thought of as a minimum in large Superior Courts - namely, electronic screening including magnetometers, x-ray machines and court security officers.

Ultimately, the decision to spend scarce resources on adding or improving security at a historic courthouse may have the potential to cost more than is acceptable to the court manager. The decision to recommend replacing a building entirely or to build an additional courthouse may be the best answer. While perhaps the most drastic, time consuming and complicated course of action, it may be the most correct. That is exactly what happened in Maricopa County, Arizona. The decision was made to build an entirely new courthouse tower complex and add limited security features to the historic courthouse. Lower risk case types were moved to the historic courthouse along with some administrative offices. High risk case types were moved to the new court tower that has all the modern security features built in to the design.

Historic courthouses will always have some less than optimal design concerns. Even if security abatement has been completed at a high level, it may not be enough. The inherent limitations, such as multiple entrances and circulation patterns, typical in historic courthouses will continue to persist. The American Architecture Institute (AIA) has information on best practices for estimating costs for both renovation and new construction. Renovation cost can be estimated and compared with the cost of new construction and a formal cost/benefit analysis undertaken. Of course, these types of projects are extremely complicated and require the involvement of many

political groups and funding authorities. These projects typically take many years to put in place, so proper planning well in advance is advisable. For court managers that may consider this course of action as a best solution, the AIA has a simple two page best practices guide that is a good starting point. Although the cost estimate checklist from the AIA guide listed below is targeted for the professional architect, it is illustrative of the kinds of factors courts must consider when estimating costs for renovations and/or new construction (Schinnerer, 2007).

- Confirm that the client understands that you are providing only an opinion about possible costs, not an exact estimate that can be used as a reliable maximum figure. Confirm that the client understands the difference.
- Be conservative. Prepare accurate area and material projections, and use cost data that are both current and local.
- Prepare cost estimates using as complete a set of drawings and specifications as possible.
- Obtain accurate information from manufacturers and suppliers about the cost of materials or systems. Obtain written guarantees that quoted prices are firm and will not change for a specified period of time.
- Define “cost estimates” in a written contract. Ambiguities about cost estimating in a written agreement could be interpreted to mean a guaranteed maximum amount.
- If the client insists on a cost ceiling for budgeting purposes, suggest that the client contract directly with a professional construction cost estimator.
- After every project is complete, compare actual costs with projected costs to evaluate your cost estimating proficiency and improve your skill.
(Schinnerer, 2007)

There are many resources available to the court manager, but obviously any decision of this magnitude would require outside consulting from a reputable firm that specializes in cost benefit analysis, building life-cycle costs, and new efficiencies in terms of green design and operational standards. An Arizona team recently put together a guide to help court managers obtain funding for

major renovations or new courthouse construction. Experienced court administrators listed the following key elements to funding success in the Guide to Funding Operations for Court Facilities:

- A strategic plan that involves a “collaborative systems approach” among the stakeholders (Reinkensmeyer, 2011, p. 91);
- The court administrator acting as part of the solution by proposing a credible plan for financing the project, as compared to expecting the funding body to provide the funds from the general fund or develop the funding mechanism;
- The courts serving as good stewards of public monies, seeking efficiencies and cost reductions wherever possible and providing credible information on court needs, revenues and expenditures to governing bodies; and
- Flexibility in the design, location and financing of the facility. (Byers, 2014).

These principle elements are important for court managers to consider since funding will be a challenge regardless whether adding improved security to an existing historic courthouse, implementing a major renovation, or building a new courthouse.

Methods

Early in preparing the concept for this study, it was decided that a focus group of local area professionals would be brought together to provide a large portion of the data. The focus group was assembled to answer eight questions (see Appendix B) regarding courthouse security in historic courthouses. The group was scheduled for a one and a half hour session and included a variety of individuals, each with a background regarding security. The author served as the facilitator assisted by the Superior Court field trainer. All invitees were handpicked by the author to represent a broad experience level in courthouse security and each were contacted in advance with a detailed explanation of the project. All were able to attend. Participants included representatives from Superior Court administration, the judiciary, court staff and juvenile detention. In addition, participants from the Sheriff's Jail detention, SWAT, contract court security and county facilities were represented. The list of the focus group names, job titles and organizations can be found in Appendix C. Each participant provided detailed responses to the questions. The responses were discussed, prioritized and written on a whiteboard and large post-it sheets hung on the wall.

The second data collection effort for this study was an online survey delivered via email. The survey was deployed after the focus group convened. The survey included eight questions that used multiple choice, ranking, prioritization and free-form fill-in response options (see Appendix D to view the survey questions and responses and Appendix E for only the questions). SurveyMonkey was used to develop, send and receive the survey information. The survey was sent to all of the main general and limited jurisdiction court administrators and court security manager list-serves in Arizona. It was also distributed to the focus group participants and to the Superior Court Judges in Yavapai County. The introduction email asking respondents to participate in the

online survey also asked that the recipient forward the survey link to anyone with courthouse security responsibilities or that has an interest in courthouse security. The online survey was open for two weeks in late October 2015; 81 responses were received by the posted deadline.

The final data collection method for this study was to compare the security functions, measures and devices identified by the focus group against the Secretary of the Interior's Standards for Rehabilitation. Four standards were identified that tied to closely modifying existing historical courthouses with modern security measures. The security items were listed and categorized by the author into three columns depending on whether they would be an issue, could be an issue or are unlikely to be an issue.

Findings

Focus Group

The focus group was asked the following question, “What security functions, measures, and devices are absolutely required in a courthouse?” The historic Yavapai County Courthouse in Prescott, Arizona was used as a point of reference for the group as they were all familiar with this courthouse. The focus group identified many functions, methods and devices that are needed for courthouse security in general and historic courthouses in particular. They were asked: “What are some of the barriers that historic courthouses face that make adding security improvements difficult or costly?” The group discussed and identified each security area as difficult, moderate or easy to implement in a historic courthouse. The focus group classified a few areas as borderline and placed them in more than one category. Figure 8 below lists the areas identified by the focus group and degree to which the security area would be a challenge to implement.

Security Area Identified by Focus Group	
Easy	
Armed court security officers	Install wireless courthouse intercom system
Additional law enforcement for high risk events	Judicial security training situational awareness
Develop courtroom exit strategies	Obscure views to courtroom/chamber windows
Develop shelter in place strategies	Require security staffing list with photos
Install rope-type egress ladders in top floors	Require staff to wear ID badges
Install security buttons	Staff training and education about security
S WAT training at courthouse	Train security staff
Require bailiffs to wear uniforms	
Moderate	
Establish staff specific entrance	Don't allow bypass exceptions
Difficult	
Deploy bomb canine	Install secure judicial parking
Install ballistic windows	Install separate in-custody entrance
Install barriers for vehicles	Install separate judges entrance
Install courtroom emergency cameras	Install weapon storage
Install magnetometer and X-ray equipment	Install one way gates and turnstiles
Install passive barriers, shrubs, benches	Continuity of security staff
Video courthouse surveillance systems	

Figure 8. Focus Group Ranking of Security Area Level of Difficulty

The focus group was also asked to help identify some of the unique challenges that historic courthouses present to court managers in terms of implementing security improvements. They were specifically asked, “What are some of the problems or barriers that historic courthouses face that make adding security improvements difficult or costly?” The focus group listed the following items:

- Physical layout and space needs
- Too many entrances
- Not enough usable emergency exits
- Maintain the charm of the courthouse
- Lack of a sally port
- No fire escapes or fire ladders
- Financial cost of retrofitting
- Limit building to less risky case types
- Difficult to install vehicle barriers
- Desire to repurpose building
- Cost benefit analysis to maintain
- Public perception
- Improvements only happen after an event
- Wiring challenges

This list encompasses some of the challenges court managers face when adding security improvements to historic courthouses. The focus group was not asked to prioritize this list, but only to brainstorm the challenges that came to mind.

The group was asked to refer back to the list from the first question to prioritize security options if funding was available. They were asked, “If money were no object, how would we prioritize our list?” The overwhelming response was to build a new courthouse that would have all the modern security features built in. The group did make note that a new courthouse may be beyond the funding availability of many and may not even be desirable if there are local pressures to keep the current historical courthouse in use for court business. The second priority was to concentrate on direct security areas such as:

- Adequate security officer staffing
- Dedicated control center/command post
- Controlling access to the building
- Video camera surveillance

The group decided to further answer this question by breaking down the earlier list of security functions, measures and devices into broader groupings.

Among the priorities if funding was available are to concentrate on security personnel and equipment. Priorities should be centered on adequate levels of security staff to ensure proper coverage of the building both inside and out. This includes a central command center with surveillance cameras and communication capabilities that would be staffed during court hours. Proper staffing would also control access to the building for both general public access and employee bypass entrances. The ability to have a K9 available for bomb surveillance was also discussed.

The second group of priorities centered around focusing on the safety of judges. The focus group thought that money spent on securing judicial parking areas, configuring a separate entrance and keeping judges separated from general public areas was important. Historic courthouses

typically have open and exposed judicial parking. While installing underground controlled access parking for judges in historic courthouses would be out of reach, the group suggested segregated parking concealed from public view by shrubbery or cleverly designed fencing. Judicial entrances with separation from the public was listed as a high priority. The design flaw of multiple entrances in historical courthouses could be turned into a positive if a single concealed entrance could be reserved for judges only. A second elevator for solely judges' use would be desirable but difficult to retrofit in a historic courthouse.

The third priority discussed by the focus group if funding were available was in the area of training. This training would focus on the following groups:

- Court security officers
- Court staff
- Judicial officers
- Local law enforcement agencies

Training of court security officers was identified as a high priority. X-ray image training that helps spot dangerous items and proper wand techniques, firearm, Taser and hands-on training were discussed. Active shooter drills with local law enforcement and first responders was included. Court staff training in areas of evacuation plans, communication technology and shelter in place training is important as historic courthouses have limited ability to escape the upper floors in case of a security breach at the main entrance. The focus group suggested rope ladders and roof access as security features court staff should be trained to utilize during emergency situations. Judicial officer training included situational awareness training, egress and strategies on how to safely exit the building. Lastly, local law enforcement active shooter training within the historic

courthouse should be a priority so that law enforcement becomes familiar with the layout of the building and possible areas of concealment.

Finally, the group thought the last priority would be to establish a liaison position with a contact in the local community. The liaison would assist with setting up security committees and organizing other groups within the community that may have the ability to help, such as security consulting firms.

The focus group was then asked to examine and prioritize the list of security functions, measures and devices needed in historic courthouses if very little money was available. The group listed the following priorities in no particular order:

- Education and training
- Establish a staff entrance
- Allow bypass
- Require IDs to be worn by staff
- Communicate building exit strategies to staff
- Consider the best location for weapons storage
- Obscure views into courtrooms and judicial chambers
- Allocate available security officers in the most effective way
- Establish Shelter in Place locations
- SWAT training with local law enforcement

The focus group thought the items above could be implemented in historic courthouses even during lean budget times as there would be little to no cost involved.

The next major question asked of the focus group dealt with the unique issues surrounding modifying historic courthouses with modern security equipment and practices. They were asked,

“If we have a historic courthouse that is very difficult to physically/cosmetically modify, which items on our list are feasible?” The group listed the items below as difficult to modify in historic courthouses:

- Any physical change to the building
- Any type of wiring
- Wireless devices due to thickness of walls
- Separation of the public, persons in-custody and judges

The focus group was then asked to help examine access issues and compliance with ADA requirements. The specific question, “How can we comply with ADA access in a historic courthouse while maintaining security?” was asked. The group expressed concerns trying to retrofit historic buildings as extremely difficult and costly. They suggested that if a first floor entrance can be identified, additional security staffing for screening and equipment, such as a magnetometer and x-ray machine, be placed there. They also suggested funding be sought through grants to modify existing historic courthouses if possible.

The final question asked of the focus group was specific to the historic Yavapai County Courthouse in Prescott, Arizona. The group identified several areas of improvement that will not be detailed here for security reasons. Suffice it to say, there were good suggestions and many will be implemented before this study is finished, with the rest implemented over time.

Online Survey

The online survey received 81 responses during a two-week survey period. SurveyMonkey was used to develop, manage and analyze the survey responses. Of the 81 responses received, 42% were court administrators/managers and 33% were in the court security or law enforcement business; around 19% were judges or court staff with the remaining 6% self-described as “other.”

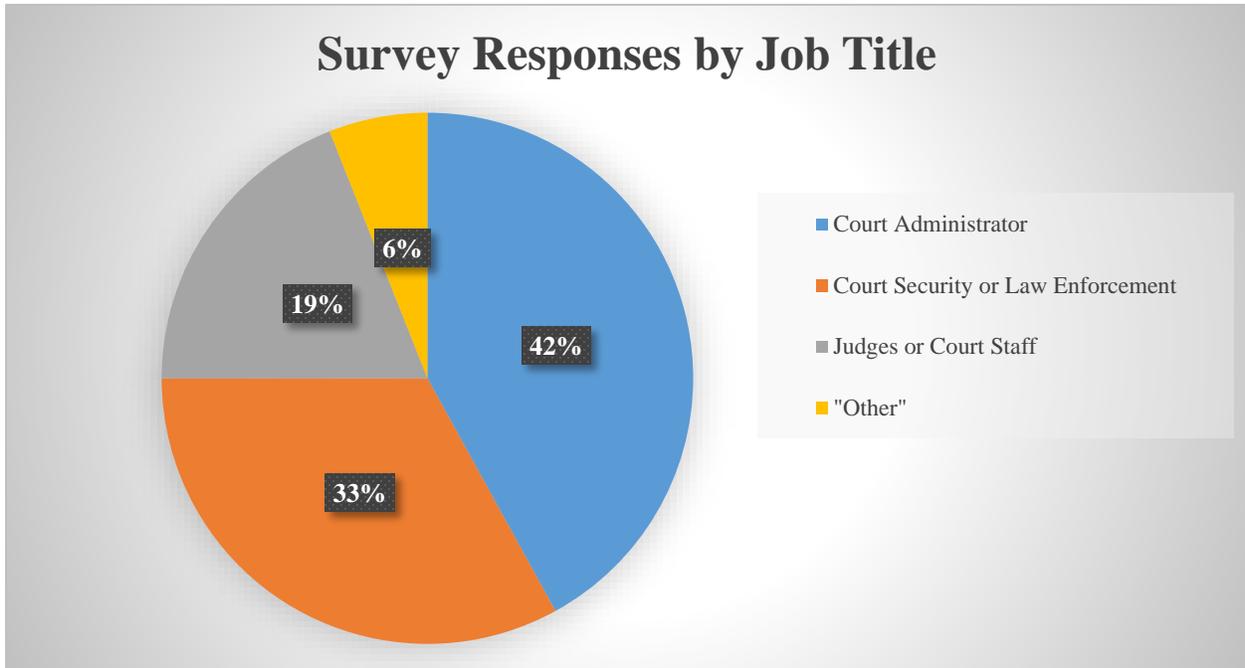


Figure 9. Percentage of Survey Responses by Job Title.

The target groups that received the survey included the email list serves for both the general and limited jurisdiction court administrator groups in Arizona. The Arizona statewide court security committee, the earlier focus group members and the Superior Court Judges in Yavapai County also received the survey. Survey recipients were encouraged to forward the survey to anyone with experience or interest in court security. As a result, the total number of recipients that received the survey is impossible to know, but around two hundred would be a reasonable assumption.

A question was asked in order to assess how the survey respondents felt about the unique qualities of historic courthouses and to gather thoughts about whether these types of buildings should be modified to improve security or left in a historic state. Not surprising considering the target audience, 63% thought that historic courthouses should include a limited amount of modern security modifications in keeping with the historic beauty of the building. Nearly 35% took it a step further and thought that all security modifications should take place without consideration of the historic beauty of the building. Only 2% thought that historic courthouses should be left as is to preserve their historic beauty.

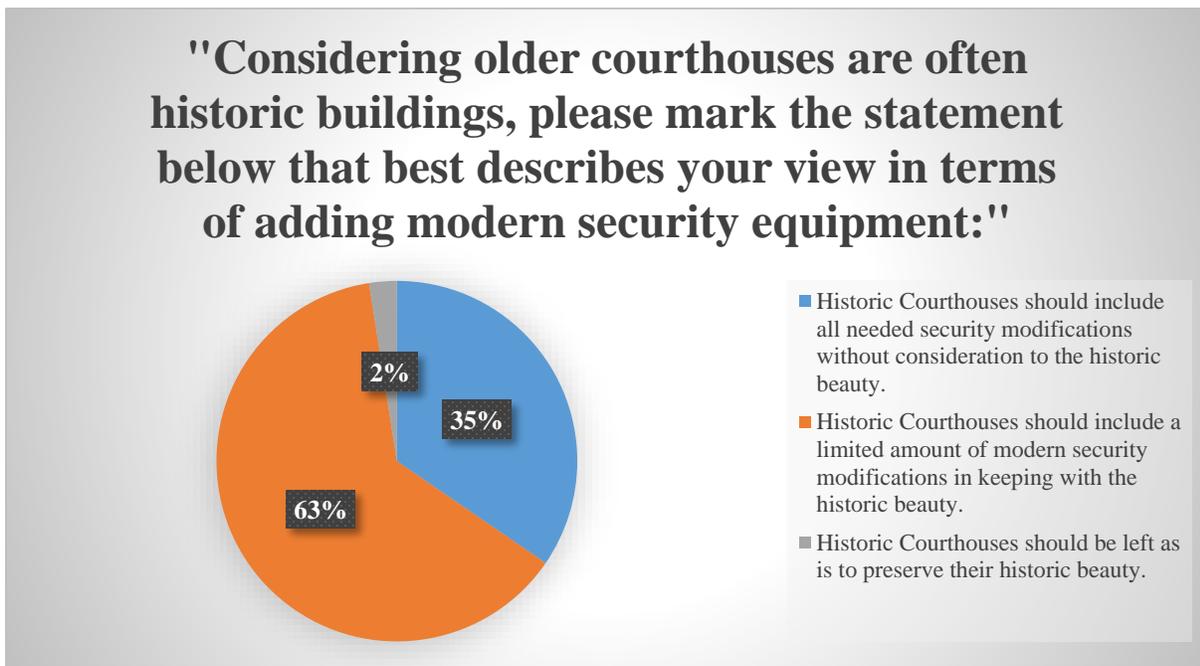


Figure 10. Survey Response on Adding Security Equipment to Historic Courthouses.

To get an idea of how the survey respondents felt about the unique security concerns often found in historic courthouses, they were asked to rank a list of security concerns from absolutely concerning to not concerning. The lack of security cameras was the most concerning for the group, followed by not having panic buttons and no magnetometer to check for weapons as court

customers enter the building. Figure 11 below shows the percentage of survey respondents and the level of concern regarding the absence of the specific security measures in a historic courthouse.

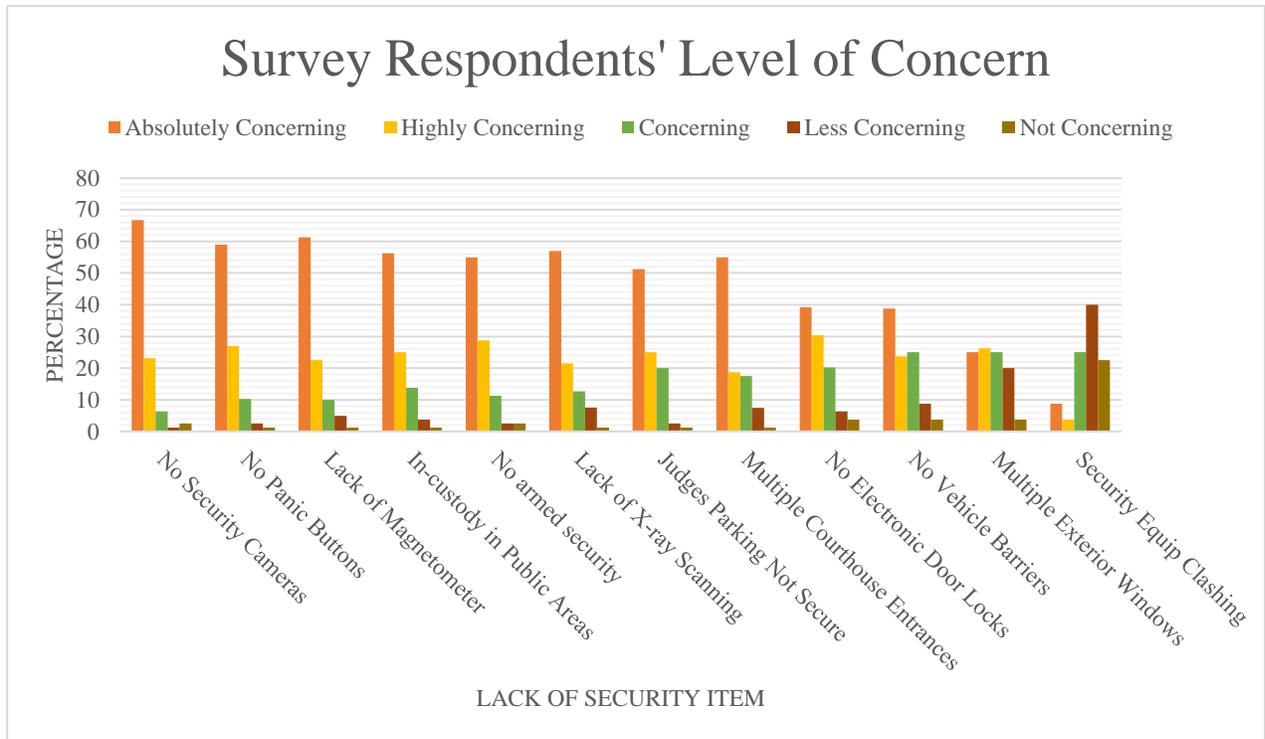


Figure 11. Respondents' Concerns Regarding Lack of Security Item

In fact, over 50% of respondents found eight of the twelve categories absolutely concerning if they were not present in a historic courthouse. Not surprising in relation to earlier questions, the concern that security equipment may clash with the historic beauty of the courthouse was of least concern.

The survey also asked three questions in terms of priorities to improve historic courthouses in relationship to available funding. The respondents were asked to prioritize a list of ten security functions, measures or devices based on three funding scenarios: if funding was assumed to be available, if funding was limited to a few items, and what could still be done if very little or no funding were available.

The top five security priorities were the same if funding were no option and if funding were limited to a few items. The first security priority for a historic courthouse was to add a screening station with a magnetometer and x-ray machine. The second priority was to add armed Court Security Officers. The third was to add interior/exterior security cameras.

Again, this result was the same in terms of cost if there was unlimited or limited funding available. The next two, creating a single point of entry and adding panic alarms, were also the same priority in terms of funding availability. The single point of entry idea was fourth if funding were available. A single point of entry was ranked second in response to a question that asked for security functions, measures or devices if no or very little funding was available.

Overall, funding did not have much impact on the rankings. As can be seen in Figure 12,

Security Item	Ranking if Unlimited Funding Available	Ranking if Funding Limited to a Few Items	Change in Priority
Add Screening Station w/Magnetometer & X-ray	1	1	0
Add Armed Court Security Officers	2	2	0
Add Interior/Exterior Security Cameras	3	3	0
Create Single Point of Entry	4	4	0
Add Panic Alarms	5	5	0
Add Secure Judicial Parking	6	9	3
Add ID Based Electronic Controlled Access	7	6	-1
Alter Circulation Patterns for Judges and In-Custody	8	8	0
Additional Security Training	9	7	-2
Add Vehicle Barriers Around Courthouse	10	10	0

Figure 12. Table of Security Priorities Based on Funding Level

most security item priorities did not change. The items highlighted that did clearly have a cost component caused them to move up or down the priority list due to cost.

The question regarding “little or no” required the survey respondents to think of any security improvements that could still be undertaken and type in the response. Of the 81 survey responses, 62 people entered an answer. The answers ranged from one word to complete paragraphs. By far, the most popular suggestion for security improvement for little or no cost was to concentrate on security training. Of the 62 that responded, 41 (66%) mentioned security training that included judges, court staff, court security staff and local law enforcement training.

The second most popular answer that 26 of the 62 (42%) mentioned was to create a single point of entrance. A closely related, no cost topic included altering circulation patterns for judges and in-custody persons. This quote is a good example; “Single point of entry, training, alter circulation patterns, provide separate entrance for staff if available.” As an example, a comment received from the survey in terms of no or low cost alternatives to provide security improvements at historic courthouses recommends a:

“Single point of entry, security policies and procedures, training, signage, a comprehensive security audit of facilities and procedures, compilation of statistics on incidents, development of a security plan, identification of resource needs - both short and long range.”

Other useful comments can be found in the survey results located in Appendix D.

Cost concerns are just one facet of the court manager’s decisions to add security improvements to historic courthouses. Just as important, and perhaps even more so, is the willingness and/or ability to modify the courthouse due to its historic nature. A survey question asked “of the eleven security items deemed important, which would be very difficult, difficult, or not difficult to implement in a historic courthouse.” Figure 13 below outlines the results of the question.

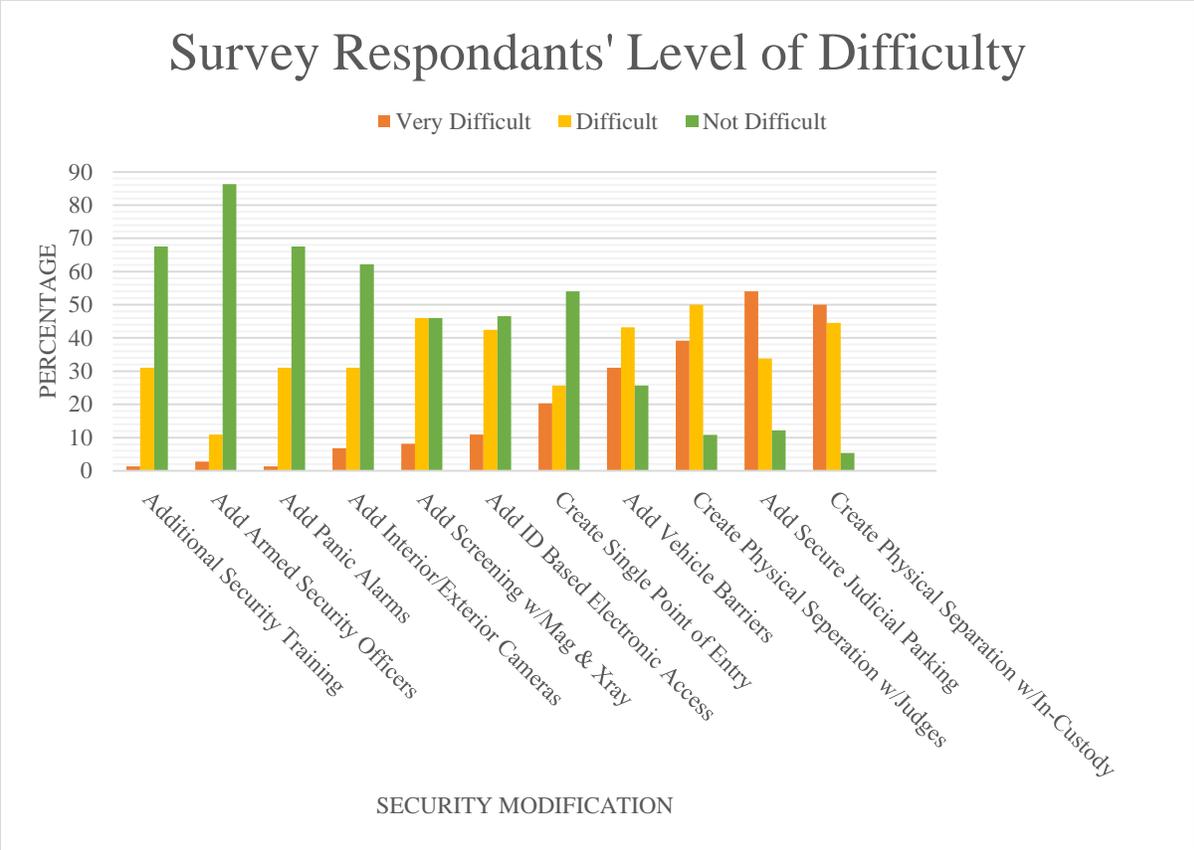


Figure 13. Recommended Security Improvements Based on Level of Difficulty

The level of difficulty correlates with the amount of construction some of these modifications would require. Clearly, adding vehicle barriers and secure parking structures at historic courthouses would be difficult. So would adding secure elevators or moving walls to accommodate physical separation for judges and in-custody persons. Other less invasive improvements include armed security personnel and additional training. There are many options that lie in the middle of these extremes, such as adding cameras and door locks that could affect the historic beauty or look of the courthouse.

Standards for Rehabilitation

Of course, court managers should not make decisions regarding modifying a historic courthouse solely on the results of a focus group or survey. Measuring the proposed modifications against well-established standards will help ensure preservation of the historic nature of the courthouse. Fortunately, such a standard exists in the form of the Department of the Interior regulations, 36 CFR 67, or better known as the Secretary of the Interior's Standards for Rehabilitation.

There are ten standards used by the federal government for the following purposes:

The Standards pertain to historic buildings of all materials, construction types, sizes and occupancy and encompass the exterior and the interior, related landscape features and the building's site and environment as well as attached, adjacent, or related new construction. The Standards are to be applied to specific rehabilitation projects in a reasonable manner, taking into consideration economic and technical feasibility. (Hume, 1995).

Four of the ten standards are applicable to modification of a historic courthouse by adding security improvements. Using the listing below, the security measures, features and devices identified in our focus group were categorized to assess how closely they meet the compliance standard. The standards include the following:

Standard 1: "A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment."

Standard 2: "The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided."

Standard 5: "Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved."

Standard 9: "New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment."

Figure 14 below offers the author’s analysis of compliance issues that a court manager may encounter when attempting to modify a historic courthouse in keeping with the Standards.

Security Area Identified by Focus Group	
Standards Should Not Be An Issue	
Armed court security officers	Require bailiffs to wear uniforms
Training of security staff	Don't allow any bypass exceptions
Continuity of security staff	Deploy bomb canine
Staff training and education about security	Judicial security training situational awareness
Require security staffing list with photos	Additional law enforcement for high-risk events
Require staff to wear ID badges	Develop shelter in place strategies
Develop courtroom exit strategies	SWAT training at courthouse
Armed and trained bailiffs, uniformed	
Standards Could Be An Issue	
Install magnetometer and X-ray equipment	Install wireless courthouse intercom system
Establish staff specific entrance	Install separate judges entrance
Install courtroom emergency cameras	Install separate in-custody entrance
Install security buttons	Install weapon storage
Install passive barriers, shrubs, benches	Install rope-type egress ladders in top floors
Standards Would Be An Issue	
Install ballistic windows	Install vehicle barriers
Video courthouse surveillance systems	Install one way gates and turnstiles
Install barriers for vehicles	Obscure views to courtroom/chamber windows
Install secure judicial parking	

Figure 14. Level of Compliance with Rehabilitation Standards

The Decision Making Matrix

The following decision making matrix sorts the security options suggested by the focus group and survey by cost, complexity of construction, and willingness to modify.

Decision Matrix to Add Security Improvements in Historic Courthouses When Cost, Complexity of Construction and Willingness to Modify Are Considered

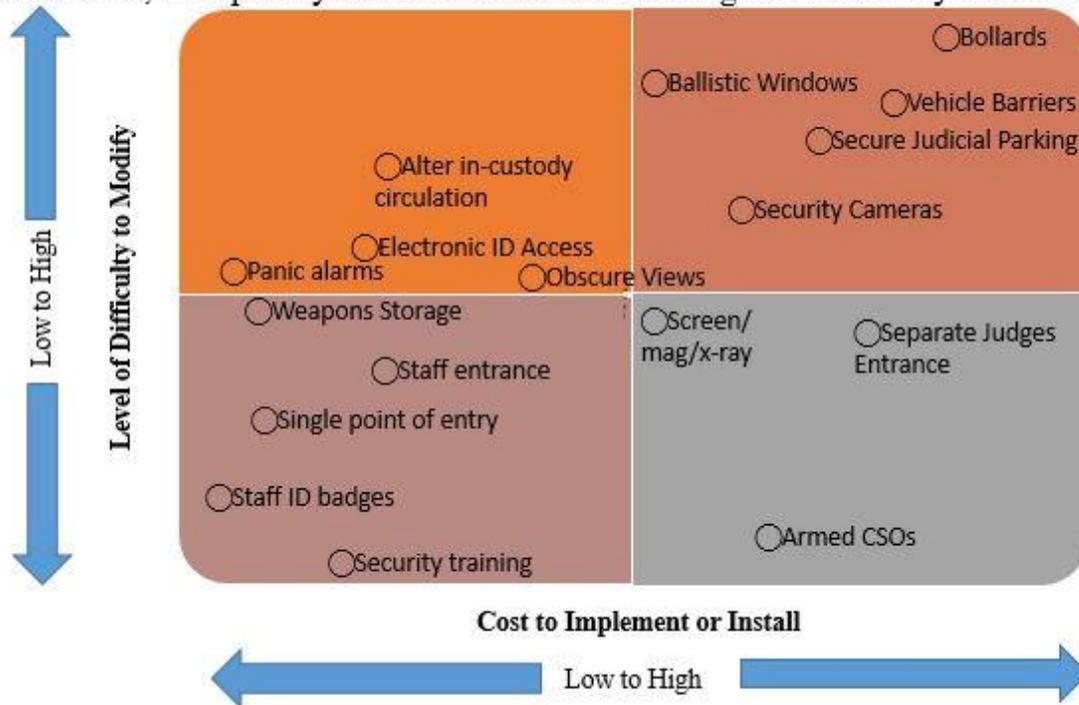


Figure 15. Decision Matrix to Add Security Improvements by Difficulty to Modify and Cost

The matrix in Figure 15 allows the court manager to analyze the unique set of circumstances in a specific court to select security improvements taking into account cost, complexity of construction and ability/willingness to modify. While the security improvements in the matrix are not exhaustive, they illustrate examples that a court manager may consider. For example, if the level of difficulty to modify a courthouse due to its historic nature is low and the availability of funding is low, then the security items in the lower left quadrant are improvements that can still be considered and prioritized. In other words, weapons storage, a staff entrance, a single point of entry, staff ID badges and security training are all possibilities under this set of circumstances.

Conclusions and Recommendations

CONCLUSION 1: SECURITY IMPROVEMENTS CAN BE MADE TO HISTORIC COURTHOUSES EVEN IF FUNDING IS NOT AVAILABLE AND/OR THERE IS RESISTANCE TO MODIFY THE BUILDING.

Data obtained from both the focus group and the online survey clearly indicates that regardless of funding or willingness to change the look and feel of a historic courthouse, security improvements can be made. Both low cost and no cost improvements were identified by the experts.

RECOMMENDATION 1: THE DECISION MAKING MATRIX CAN BE USED TO HELP IDENTIFY POSSIBLE SECURITY IMPROVEMENTS BASED ON AVAILABILITY OF FUNDING, COMPLEXITY OF CONSTRUCTION AND WILLINGNESS/ABILITY TO MODIFY.

The Decision Making Matrix identified in Figure 15 above gives the court manager many options to choose from based on the unique set of factors associated with a specific historic courthouse. For example, if funding is low and the level of difficulty to modify is low, then the security improvements in the lower left quadrant are options to consider. Additional security training or creating a single point of entry are examples of low cost, low impact improvements. If funding is low, but the level of difficulty to modify is high, then any of the items in the lower left as mentioned above and any new items in the upper left quadrant are options for the court manager to consider. In fact, the matrix is designed to plot the level on both the vertical and horizontal axes

and by connecting the lines on the matrix, any items lower and to the left of the lines are items that the court manager may consider implementing.

CONCLUSION 2: SECURITY IMPROVEMENTS MAY BE MORE DIFFICULT TO IMPLEMENT IN HISTORIC COURTHOUSES IF HISTORIC STANDARDS ARE CONSIDERED.

Many historic courthouses are listed on historic registries and may be under the guiding principles of local, state or national historic renovation standards. Even if not formally required, court managers may want to work within the spirit and intent of the standards in order to preserve as much historic character as possible.

RECOMMENDATION 2: A SECOND DECISION MAKING MATRIX CAN BE USED TO HELP IDENTIFY POSSIBLE SECURITY IMPROVEMENTS WHEN COMPLIANCE WITH HISTORIC STANDARDS MUST BE CONSIDERED.

Figure 16 below is another look at the decision making matrix when cost and level of compliance with historic standards must be considered. As can be seen by comparing the two matrices, security improvements placed higher and to the right of the matrix, signify an overall increase in both difficulty and cost.

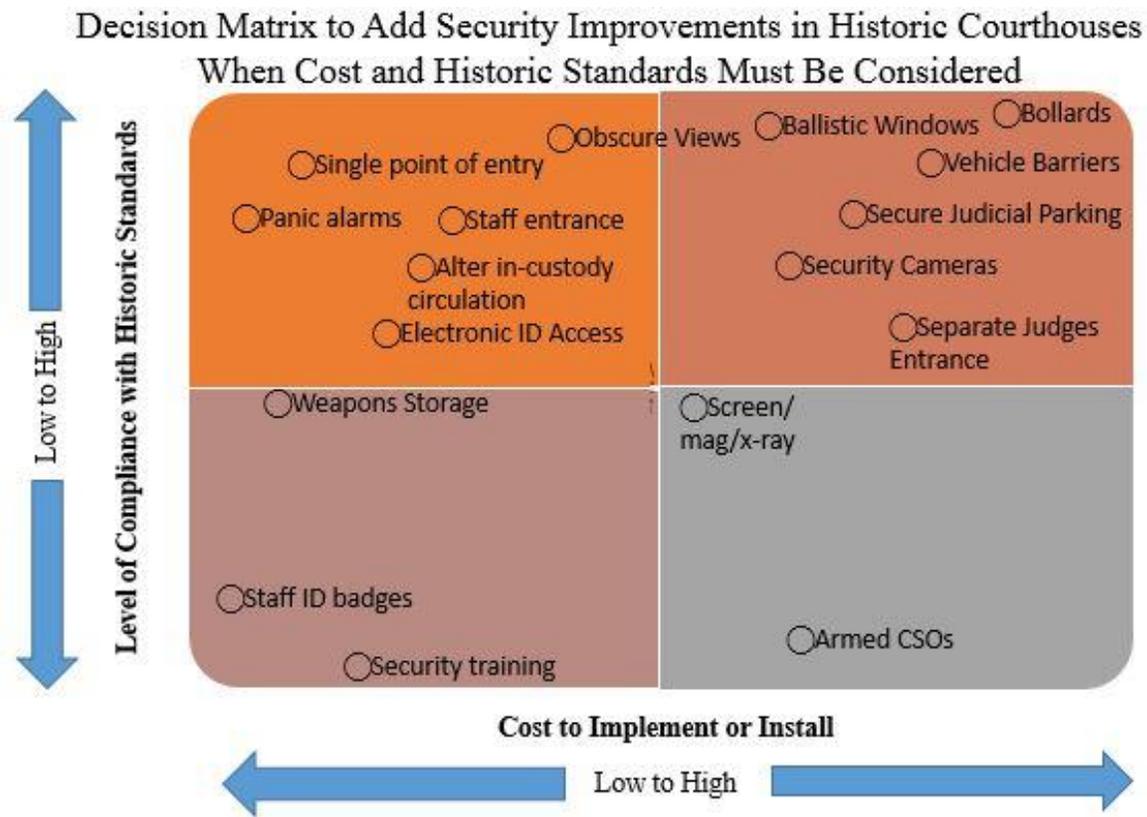


Figure 16. Decision Matrix to Add Security Improvements by Historic Standards and Cost

The court manager has fewer options if the historic nature of the building “trumps” the ability to add items, such as security cameras or installing unsightly bollards around the building. This information is important for decision makers to weigh the consequences of no action against the costs of security improvements. If the building is largely unable to be modified, then other usages should be explored. Perhaps a less “risky” case type, such as probate or civil tax cases could be located in the historic courthouse while others, such as criminal or domestic relations, could be located in a newer facility where security improvements are added more easily or already exist.

That is exactly what occurred in Maricopa County in Arizona. Like most counties in Arizona, Maricopa has an original historic courthouse built around the time of statehood in the early twentieth century. According to the court’s Facilities Director in Maricopa, there was no

desire to significantly alter the look of the historic courthouse. They felt compelled to stay within the boundaries of the National Standards. The Director noted that previously modified areas in the historic courthouse were fair game for modification. Earlier renovations added during a time when the historic nature of buildings did not seem to have the same importance as today could be removed, changed or left as is. The court manager may want to consider this in a historic courthouse as well. Removing some of these previous modifications may have merit regardless of the effort to improve security.

However, where impacts must be included, every effort should be made to keep the look and feel of the original historic design. According to the Facilities Director in Maricopa, it is hard to match the quality of materials and details of workmanship that were common a hundred years ago. Ultimately, Maricopa County decided to modify its historic courthouse just enough to be ADA compliant and provide basic security screening. Case types such as probate and civil tax and administrative offices were moved to the historic courthouse, while others were moved to the large and ultra-modern courthouse tower recently constructed.

CONCLUSION 3: THE COURT MANAGER'S ABILITY TO ADD SECURITY IMPROVEMENTS THAT IMPACT THE HISTORIC NATURE OF THE BUILDING HAS A LOCAL POLITICAL/CULTURAL COMPONENT.

Court managers must be aware of and work within the political/cultural situation in the local jurisdiction. Security improvements should have as low of a negative impact on local constituents as possible. There will probably be more local interest in physical changes to a beloved historical courthouse than a more modern version.

RECOMMENDATION 3: COURT MANAGERS SHOULD EVALUATE THE POLITICAL/CULTURAL CLIMATE AND WORK TO ADD AS MANY SECURITY IMPROVEMENTS AS POSSIBLE.

Many court managers would agree that courthouse security is a major priority in all courthouses, including historic ones. Responsibility for the safety of citizens, judges, staff, and in-custody persons, falls on the Court Administrator and Presiding Judge. Security is always a balance of what can be provided and what may not. Risk can never be eliminated, but the court manager's job is to mitigate it to the best of our ability; this is true in historic courthouses as well. The court manager must decide how much risk is acceptable, understanding that should an incident occur, the excuse that the lack of a security measure was due to maintaining the historic beauty of the courthouse will ring hollow.

The court manager may not have a choice to relocate certain case types to a different courthouse or have the funds to build a new one. The historic courthouse may be all there is. In that case, the data from this study's focus group and survey confirms that security should come first. This recommendation focuses on how to do as much as possible within the political constraints of the local jurisdiction while maintaining the historic nature of the courthouse. This might include disguising cameras, blending in electronic door locks, and similar situations. Possible questions to consider include whether a local historical group needs to be consulted before any changes can be made. Is there a formal group that must review and approve security improvements? How does the funding get approved?

In Maricopa County, a historical group reviews changes put forth by a historical architect. In another county in Arizona, no such group exists so the local court was able to add six exterior cameras to the surrounding plaza with no involvement of such groups. The cameras were designed

to blend in with the other light poles on the plaza and no one even noticed. Had the local groups been involved with the decision, local outcry may have prevented the installation. Court managers need to think about how best to approach any security improvement that may affect the historic nature of the building and be noticed by concerned groups or individuals.

CONCLUSION 4: COURT MANAGERS MAY WANT TO CONSIDER NEW COURTHOUSE CONSTRUCTION AS AN ALTERNATIVE TO OR IN ADDITION TO MODIFYING AN EXISTING HISTORIC COURTHOUSE.

The focus group made this conclusion very clear when asked if funding limitations were not an issue, what should be done about security in a historic courthouse. Their number one response was to build a new one. Alternatively, building a new courthouse and improving the security at the historic courthouse may be a second best option. Maricopa County was able to do both, building a large modern courthouse tower and renovating the historic courthouse with enough security measures in place for lower risk case types and administrative offices.

RECOMMENDATION 4A: COURT MANAGERS SHOULD WORK WITH THE LOCAL JURISDICTION TO CONDUCT A NEW COURTHOUSE BUILD VS REMODEL OR BUILD AND REMODEL FEASIBILITY STUDY.

There are many reasons why building a new courthouse may be the best option. The necessary security modifications may be too difficult or costly to implement in a historic courthouse. Some improvements, such as underground judicial parking, separate elevators for judges, in-custody persons and the public may be nearly impossible to retrofit in the historic courthouse. A cost benefit feasibility study would look at the long term costs of operating a historic

courthouse. The life-cycle costs of maintaining a historic building are typically much higher than new modern construction. Newer designs are more efficient and greener; as a result, operational costs are typically much lower. The AIA cost estimates are available to compare costs of a remodel vs new construction. (See www.aia.org)

This type of analysis may also lead to the decision to build new and remodel the historic courthouse. Maricopa County did just that by building a new modern courthouse tower and renovating the historic courthouse. This best of both worlds model can be accomplished by analyzing which case types or administrative functions can be located in the historic courthouse where standard security may suffice. High risk case types, like criminal or domestic relations can be located in the ultra-modern, ultra-secure courthouse.

RECOMMENDATION 4B: COURT MANAGERS SHOULD EVALUATE THE CONTINUED USE OF A HISTORIC COURTHOUSE IN THE CONTEXT OF A LARGER JURISDICTION-WIDE FACILITIES MASTER PLAN.

Whatever the unique set of variables and constraints happen to be, the decision regarding the use of a historic building ought to be part of a jurisdiction-wide facilities master plan that takes into account all above options. This may mean that in addition to the build/remodel decision, leased space in perhaps a decentralized location would be most appropriate for certain case types and court business. Only as part of such a master plan can the long-term contribution of a historic facility be confidently determined.

Epilogue

Dan Rodgers tried hard to continue on with his life and for the next couple of years was largely successful. The divorce was mostly amicable, but his ex-wife Susan regularly failed to follow the agreed upon parenting plan. Dan had no choice but to file for a post-decree hearing at the same historic courthouse down on the local town square where his divorce decree was finalized.

As he arrived at the building, he noticed something different right away. A professional-looking court security officer with a clearly visible firearm and Taser was standing near the main court entrance. He looked attentive and was clearly observing all the hustle and bustle going on around the courthouse. Dan also saw what appeared to be outdoor security cameras cleverly disguised as old-style lampposts. There were several surrounding the building and surprisingly, they did not affect the charm of the courthouse plaza.

As he made his way through the security screening station, several court employees with ID badges on lanyards passed him by and entered what was clearly a secure area by using the badges to operate hidden door locks. Looking up, he noticed small round cameras placed discreetly in the corners of the old style ceiling. Dan thought to himself, “Is this the same courthouse I visited a couple years ago? The courthouse still has that same historic look and feel, but the security is much improved. I feel very safe here, even from Susan.”

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Appendix A

CourTools Arizona Access and Fairness Survey Response

Access and Fairness Survey, Measure 1
Responses to 'I felt safe in the courthouse' Question
 Calendar Year: 2007

GILA SUPERIOR COURT - GLOBE AND PAYSON LOCATIONS

	Strongly Disagree	Disagree	Neither Agree or Disagree	Agree	Strongly Agree	Not applicable	No Response	Number of Surveys Collected
Gila County Superior Court (all locations)	16	16	19	84	76	5	3	219
Total Responses	16	16	19	84	76	5	3	219
Percentage of Total Responses	7.31%	7.31%	8.68%	38.36%	34.70%	2.28%	1.37%	

General Survey Comments Regarding "Security"	Location
"The Gila County Courthouse is a safe, productive place to do court business"	Globe
"Security is a problem in the courthouse"	Globe
"Where is the security?"	Globe
"I. I think courthouse needs security"	Globe
"We need gun storage at the court house so we don't have to leave our guns in our cars"	Globe
"I was wondering why you do not have any type of electronic devise to go through & purses, etc. to go through for security for both workers and persons visiting. It's a good thing."	Payson
"Need more room; more security for court employees"	Payson
"Would like to see some security measures in place. Thank you."	Payson
"This courthouse needs to be renovated and security is needed"	Payson
"Provide a safe & secure environment for court personnel; They are at great risk in the current environment!"	Payson
"Need more security at this facility"	Payson

Access and Fairness Survey, Measure 1
Responses to 'I felt safe in the courthouse' Question
 Calendar Years: 2012 -2014

GENERAL JURISDICTION COURTS

	Strongly Disagree	Disagree	Neither Agree or Disagree	Agree	Strongly Agree	Not applicable	No Response	Number of Surveys
Survey 1	7	3	3	40	83	2	2	140
Survey 2	10	2	4	41	96	2	0	155
Total Responses	17	5	7	81	179	4	2	295
Percentage of Total Responses	5.76%	1.69%	2.37%	27.46%	60.68%	1.36%	0.68%	

General Survey Comments Regarding "Security"
"There needs to be a safe area for victims to wait & not be afraid of encountering the abuser. And a separate way to enter & exit. Victims have been confronted by defendants immediately after leaving the court building!"

Access and Fairness Survey, Measure 1
Responses to 'I felt safe in the courthouse' Question
 Calendar Years: 2012 -2014
 LIMITED JURISDICTION COURTS

	Strongly Disagree	Disagree	Neither Agree or Disagree	Agree	Strongly Agree	Not applicable	No Response	Number of Surveys Collected
Survey 1	7	5	12	62	97	0	1	184
Survey 2	14	6	3	83	118	2	4	230
Survey 3	5	1	4	46	92	3	0	151
Survey 4	2	4	6	44	64	3	0	123
Survey 5	2	5	10	55	58	1	2	133
Survey 6	8	1	2	56	151	2	0	220
<i>Total Responses</i>	38	22	37	346	580	11	7	1041
<i>Percentage of Total Responses</i>	3.65%	2.11%	3.55%	33.24%	55.72%	1.06%	0.67%	

General Survey Comments Regarding "Security"
 In response to "Your role in court today": "Security Staff"

Appendix B

Court Security Focus Group Questions

- What security Functions, measures, and devices are absolutely required in a courthouse?
- What are some of the problems or barriers that historic courthouses face that make adding security improvements difficult or costly?
- Considering the unique challenges, Which of the earlier list would be difficult, moderate, or easy to implement and why?
- If money were no object, how would we prioritize our list?
- If there is very little money, how would we prioritize the list?
- If we have a historic courthouse that is very difficult to physically/cosmetically modify, which items on our list are feasible?
- How can we comply with ADA access in a historical courthouse while maintaining security?
- Prescott Courthouse specifics

Appendix C

Focus Group Participants

Shelly Bacon, Deputy Court Administrator (In charge of security operations)

Cmdr. Rory Vertigan (Contract Court Security Operations Manager)

Lt. Brian Silvernale (Jail Detention Court Transport Supervisor)

Merriley Sprague (COOP project manager for the court)

Lt. Nate Auvenshine (Sheriff Department SWAT Team Lead)

Superior Court Judge Celé Hancock (Criminal & Specialty Court Judge and former FBI agent)

Allen Mullins (Bailiff and former law enforcement)

Paul Gabaldon (Juvenile Probation Manager and former Juvenile Detention Lead)

Robert Furman (Superintendent of Facilities for county)

Britney Cain (Superior Court field trainer)

Appendix D

Survey Questions and Responses

Respondents: 81 of 81

Question 1

Which of the following roles best describes your current position?

- Answered: 81
- Skipped: 0

Answer Choices	Responses
	41.98%
Court Administrator/Manager	34
	11.11%
Court Security Director/Manager	9
	22.22%
Court Security Officer or Law Enforcement	18
	9.88%
Judge	8
	8.64%
Court Staff	7
Other (please specify)	
AOC Division Director	6.17%
Facilities Capital Projects Coordinator	5
Justice Court Chief Clerk	
Chief Deputy of Clerk's Office	
Operations Manager for Armed contract Court Security	
Total	81

Question 2

Considering older courthouses are often historic buildings, please mark the statement below that best describes your view in terms of adding modern security equipment:

- Answered: 81
- Skipped: 0

Answer Choices	Responses
Historic Courthouses should be left as is to preserve their historic beauty.	2.47% 2
Historic Courthouses should include a limited amount of modern security modifications in keeping with the historic beauty.	62.96% 51
Historic Courthouses should include all needed security modifications without consideration to the historic beauty.	34.57% 28
Total	81

Question 3

Assume you are in charge of security in an older historic courthouse. Please rank the following security concerns often found in older courthouses.

- Answered: 80
- Skipped: 1

	Absolutely concerning	Highly concerning	Concerning	Less concerning	Not concerning	Total	Weighted Average
Multiple courthouse entrances	55.00% 44	18.75% 15	17.50% 14	7.50% 6	1.25% 1	80	1.81
Lack of magnetometer	61.25% 49	22.50% 18	10.00% 8	5.00% 4	1.25% 1	80	1.63
Lack of x-ray scanning	56.96% 45	21.52% 17	12.66% 10	7.59% 6	1.27% 1	79	1.75
Multiple exterior windows on first floor	25.00% 20	26.25% 21	25.00% 20	20.00% 16	3.75% 3	80	2.51
In-custody transport in public areas	56.25% 45	25.00% 20	13.75% 11	3.75% 3	1.25% 1	80	1.69
	51.25% 41	25.00% 20	20.00% 16	2.50% 2	1.25% 1	80	1.77

	Absolutely concerning	Highly concerning	Concerning	Less concerning	Not concerning	Total	Weighted Average
Judges parking not secure							
No security cameras	66.67% 52	23.08% 18	6.41% 5	1.28% 1	2.56% 2	78	1.50
No vehicle barriers near courthouse	38.75% 31	23.75% 19	25.00% 20	8.75% 7	3.75% 3	80	2.15
No electronic door locks	39.24% 31	30.38% 24	20.25% 16	6.33% 5	3.80% 3	79	2.05
No panic buttons	58.97% 46	26.92% 21	10.26% 8	2.56% 2	1.28% 1	78	1.60
No armed Court Security Officers	55.00% 44	28.75% 23	11.25% 9	2.50% 2	2.50% 2	80	1.69
Security equipment clashing with historic beauty of courthouse	8.75% 7	3.75% 3	25.00% 20	40.00% 32	22.50% 18	80	3.64

	Minimum	Maximum	Median	Mean	Standard Deviation
Multiple courthouse entrances	1.00	5.00	1.00	1.81	1.05
Lack of magnetometer	1.00	5.00	1.00	1.63	0.94
Lack of x-ray scanning	1.00	5.00	1.00	1.75	1.02
Multiple exterior windows on first floor	1.00	5.00	2.00	2.51	1.17
In-custody transport in public areas	1.00	5.00	1.00	1.69	0.93
Judges parking not secure	1.00	5.00	1.00	1.78	0.94

	Absolutely concerning	Highly concerning	Concerning	Less concerning	Not concerning	Total	Weighted Average
No security cameras		1.00	5.00	1.00	1.50	0.87	
No vehicle barriers near courthouse	1.00		5.00	2.00	2.15	1.14	
No electronic door locks	1.00		5.00	2.00	2.05	1.09	
No panic buttons	1.00		5.00	1.00	1.60	0.87	
No armed Court Security Officers	1.00		5.00	1.00	1.69	0.94	
Security equipment clashing with historic beauty of courthouse	1.00		5.00	4.00	3.64	1.13	

Question 4

Assume unlimited funds are available for improvements to an older historic courthouse. Please rank the following ten security priorities with 1 being the highest.

- Answered: 76
- Skipped: 5

	1	2	3	4	5	6	7	8	9	10	Total	Score
Add secure judicial parking	8.96 % 6	4.48 % 3	4.48 % 3	14.93 % 10	10.45 % 7	13.43% 9	17.91% 12	10.45 % 7	8.96% 6	5.97% 4	67	5.27
Add armed Court Security Officers	35.82 % 24	8.96 % 6	13.43 % 9	10.45 % 7	4.48 % 3	4.48% 3	4.48% 3	5.97 % 4	5.97% 4	5.97% 4	67	7.22
Add a screening station w/Magnetometer & X-ray machine	22.06 % 15	35.29 % 24	16.18 % 11	7.35% 5	7.35 % 5	2.94% 2	0.00% 0	4.41 % 3	2.94% 2	1.47% 1	68	7.99

	1	2	3	4	5	6	7	8	9	10	Total	Score
Add interior and/or exterior security cameras	7.58 % 5	12.12 % 8	21.21 % 14	13.64 % 9	19.70 % 13	7.58% 5	9.09% 6	7.58 % 5	1.52% 1	0.00% 0	66	6.68
Create single point of entry	14.71 % 10	14.71 % 10	16.18 % 11	7.35% 5	7.35 % 5	7.35% 5	2.94% 2	7.35 % 5	5.88% 4	16.18 % 11	68	6.03
Add ID based electronic controlled access	0.00 % 0	5.80 % 4	4.35 % 3	17.39 % 12	8.70 % 6	18.84% 13	13.04% 9	4.35 % 3	21.74 % 15	5.80% 4	69	4.70
Additional security training	1.47 % 1	0.00 % 0	5.88 % 4	5.88% 4	16.18 % 11	13.24% 9	14.71% 10	22.06 % 15	11.76 % 8	8.82% 6	68	4.24
Add panic alarms	8.70 % 6	7.25 % 5	10.14 % 7	15.94 % 11	11.59 % 8	15.94% 11	10.14% 7	13.04 % 9	2.90% 2	4.35% 3	69	5.84
Add vehicle barriers around courthouse	1.41 % 1	7.04 % 5	4.23 % 3	1.41% 1	4.23 % 3	7.04% 5	15.49% 11	15.49 % 11	14.08 % 10	29.58 % 21	71	3.48
Alter circulation patterns for judges and in-custody movement	9.46 % 7	8.11 % 6	5.41 % 4	4.05% 3	12.16 % 9	9.46% 7	8.11% 6	6.76 % 5	18.92 % 14	17.57 % 13	74	4.68

	Minimum	Maximum	Median	Mean	Standard Deviation
Add secure judicial parking	1.00	10.00	6.00	5.73	2.52
Add armed Court Security Officers	1.00	10.00	3.00	3.78	2.98
Add a screening station w/Magnetometer & X-ray machine	1.00	10.00	2.00	3.01	2.18

	1	2	3	4	5	6	7	8	9	10	Total	Score
Add interior and/or exterior security cameras				1.00		9.00	4.00		4.32	2.05		
Create single point of entry				1.00		10.00	4.00		4.97	3.20		
Add ID based electronic controlled access				2.00		10.00	6.00		6.30	2.28		
Additional security training				1.00		10.00	7.00		6.76	2.05		
Add panic alarms				1.00		10.00	5.00		5.16	2.42		
Add vehicle barriers around courthouse				1.00		10.00	8.00		7.52	2.53		
Alter circulation patterns for judges and in-custody movement				1.00		10.00	7.00		6.32	3.03		

Question 5

Assume very little funding is available and you may only be able to work on a few security issues. What would the priority ranking be now with 1 being the highest?

- Answered: 75
- Skipped: 6

	1	2	3	4	5	6	7	8	9	10	Total	Score
Add secure judicial parking	4.62 % 3	6.15 % 4	1.54 % 1	6.15% 4	7.69 % 5	12.31% 8	9.23% 6	24.62 % 16	16.92 % 11	10.77 % 7	65	4.20
Add armed Court Security Officers	34.38 % 22	14.06 % 9	9.38 % 6	9.38% 6	1.56 % 1	4.69% 3	9.38% 6	6.25 % 4	4.69% 3	6.25% 4	64	7.16
Add a screening station w/Magnetometer & X-ray machine	18.18 % 12	34.85 % 23	16.67 % 11	6.06% 4	6.06 % 4	4.55% 3	4.55% 3	1.52 % 1	1.52% 1	6.06% 4	66	7.62

	1	2	3	4	5	6	7	8	9	10	Total	Score
Add interior and/or exterior security cameras	7.58 % 5	19.70 % 13	19.70 % 13	9.09% 6	12.12 % 8	10.61% 7	10.61% 7	6.06 % 4	4.55% 3	0.00% 0	66	6.70
Create single point of entry	25.37 % 17	8.96 % 6	19.40 % 13	7.46% 5	4.48 % 3	7.46% 5	4.48% 3	4.48 % 3	5.97% 4	11.94 % 8	67	6.61
Add ID based electronic controlled access	0.00 % 0	0.00 % 0	4.48 % 3	28.36 % 19	19.40 % 13	16.42% 11	4.48% 3	11.94 % 8	11.94 % 8	2.99% 2	67	5.13
Additional security training	2.99 % 2	2.99 % 2	11.94 % 8	13.43 % 9	10.45 % 7	10.45% 7	17.91% 12	11.94 % 8	10.45 % 7	7.46% 5	67	4.97
Add panic alarms	11.27 % 8	8.45 % 6	15.49 % 11	14.08 % 10	18.31 % 13	9.86% 7	8.45% 6	7.04 % 5	1.41% 1	5.63% 4	71	6.34
Add vehicle barriers around courthouse	1.52 % 1	1.52 % 1	0.00 % 0	1.52% 1	7.58 % 5	9.09% 6	13.64% 9	13.64 % 9	24.24 % 16	27.27 % 18	66	3.02
Alter circulation patterns for judges and in-custody movement	5.71 % 4	5.71 % 4	7.14 % 5	4.29% 3	15.71 % 11	10.00% 7	11.43% 8	10.00 % 7	14.29 % 10	15.71 % 11	70	4.60

	Minimum	Maximum	Median	Mean	Standard Deviation
Add secure judicial parking	1.00	10.00	8.00	6.80	2.51
Add armed Court Security Officers	1.00	10.00	3.00	3.84	3.03
Add a screening station w/Magnetometer & X-ray machine	1.00	10.00	2.00	3.38	2.50

	1	2	3	4	5	6	7	8	9	10	Tot al	Scor e
Add interior and/or exterior security cameras				1.00		9.00	4.00		4.30		2.28	
Create single point of entry				1.00		10.00	3.00		4.39		3.15	
Add ID based electronic controlled access				3.00		10.00	5.00		5.87		1.95	
Additional security training				1.00		10.00	6.00		6.03		2.39	
Add panic alarms				1.00		10.00	5.00		4.66		2.43	
Add vehicle barriers around courthouse				1.00		10.00	9.00		7.98		2.01	
Alter circulation patterns for judges and in-custody movement				1.00		10.00	7.00		6.40		2.73	

Question 6

Now assume there is no funding available. Please type in the box below any security improvements that you can think of that can still be done at no cost.

- Answered: 62
- Skipped: 19

Create a single point of entry

Security training for all court staff. Impressing upon staff that they are eyes and ears for security as we have no budget to add equipment or additional security officers.

Single point of entry, security policies and procedures, training, signage, a comprehensive security audit of facilities and procedures, compilation of statistics on incidents, development of a security plan, identification of resource needs - both short and long range.

Create single controlled entry point.

Incident training. Alter parking locations and/or circulation patterns.

Single entrance

Continuing communication with court staff along with security training. Weekly or monthly security meetings with appointed or volunteer staff related to security issues.

Create a single point of entry, alter circulation and additional security training.

Additional security training for all staff; volunteer security.

Consider closing extra entrances/exits. Check w/ FAA or DHS for possible magnetometer & X-ray machines.

There are resources to obtain used security equipment. I borrow an x-ray machine and magnetometer from federal court to get started. Train existing security staff to be proactive rather than reactive. Write reports and gather information on incidents and contraband to further substantiate your need for funding.

Everything needs funding. Impossible to do any improvements without funding.

Court education on shooter threats.

Training

Establish a single point of access and place a Sheriff's deputy there. Additional security training for all judicial staff. Budget for electronic security measures.

Altering circulation patterns for judges and in-custody movement can be done at no cost; however, would need cooperation from other departments.

Training is always possible

Create single point of entry. Provide clerks with non-lethal self-defense items such as pepper spray. Request an officer be present for DV cases.

Training to increase awareness and skills can be done for security staff, and for court staff and judges with no money. Drills, and awareness are half the battle.

Effective security is your insurance policy.

Increase training regarding security issues and self-protection for all staff and security personnel

Increased visual security checks of building: exterior, interior, and offices. Utilize one point of entrance/ exit for all public. Remove sight barriers externally. Limit visual sight through windows on first floor (close blinds, or tint windows).

Additional training Securing first floor windows Prohibiting delivery vehicles from driving up to the building Prohibiting firearms from the courthouse square

Armed officers and more cameras

Circulation patterns for judges and security training

Single point of entry

Create a single point of entry and egress.

Creating the single point of entry and altering circulation patterns should be doable at no cost. Investigate any on-line training for judges and staff to be aware of potential situations and how to best handle them, as well as establishing escape plans. County or other government law enforcement agencies can be involved in patrolling the court house and outside areas on a regular basis. If bailiffs are not uniformed or armed, doing so would create the appearance of security in the building. The cost of the uniform and weapons would be borne by the employee.

Single point of entry

Should be able to limit access to a single point with no funding, as well as alter circulation patterns for Judges and in-custody movement. You could also check with local agencies for cross training with their officers for no cost. Increasing random patrols if staffing allows could also be implemented.

In house awareness classes for all staff.

Security provide their own weapons and ammunition.

Single point of entry. If you do this, you may be able to alter circulation patterns and you may free up security officers for other purposes such as an armed guard. When I was security director, we were able to collapse 12 security officer positions. If you have planters in front of your court house, use them for vehicle barriers. See if you FTR camera equipment can be used for security. See if other government entities have old security mags or x-rays. Always do training -- even though there is lost opportunity cost. There is a lot of free training on the web and many people are willing to share training. Law enforcement is often willing to do it for free. Federal Government also provide week long training for free.

Single Point of entry, training, alter circulation patterns, provide separate entrance for staff if available.

Judge specific security training, staff training, safety plans and drills

Single point of entry

Security training and an emergency preparedness plan. Altering circulation patterns for judges and in-custody movement.

1) Staff Training. All staff (Judges, court employees, security staff, local law enforcement, attorneys. 2) Posted emergency situation instructions for all staff and visitors to abide by. 3) Utilize existing access points and corridors to separate staff, visitor and in-custody movement.

Training of Judicial staff. Remove non court related offices from the courthouse.

In-house training of staff. Possibly limit the number of entrances that are used.

Security and staff safety training.

Training; low or no-cost audit of facilities

Security Training, ID based electronic controlled access, alter circulation patterns for judges and in-custody movement.

Secure parking for judges might be achievable, depending on physical layout of lot, etc. Single point of entry just amounts to closing other points of entry. Training is only a personnel resource issue.

Security training; alter circulation patterns; block off other doors to create a single point of entry

Alter circulation patterns, create single point of entry, additional security training, add panic alarms (installed by city/county maintenance staff)

Add Security Committee Train for active shooter Train staff to be security minded

Be aware of your surroundings, always be alert

Security training for all personnel, establish security protocols for all to follow. Promote security awareness where all people are empowered and willing to contribute to a safe and secure environment. Reporting of anything suspicious.

Security training, emergency response plans, improvements to emergency event communication, and quality assurance reviews.

Provide security training and awareness to existing staff so they can alert police as soon as anything occurs, or hopefully, before anything happens. Creating a single point of entry can be done easily as well. Vehicle barriers can be achieved by many low cost methods such as putting up signs that direct the public to park in a designated area - although this is not secure, it could reduce the risk. Some courts currently work with local law enforcement for court security. Although this not ideal, sometimes it is the only means of providing a safe environment for the public and staff.

Creating single point of entry Altering of circulation patterns Additional Security Training

Use Enhancement Funds and/or Grants.

Security personnel from other courts could be brought in to review existing conditions and recommend improvements. These officers could also provide training to staff and a security briefing to the bench.

Panic Button

Create single point entry.

Having a volunteer from the local police department conduct security checks every hour or so until funding was made available to hire full time competent officers.

Training for Staff on Security

If no funding available obtain security training from local police department; obtain security officer during peak court hours from police department and possible use of equipment handheld devices and training for staff for those entering into the court rooms. Locking doors except for one public entrance.

Additional training

Circulation patterns Single point of entry

Training

Question 7

If we have an older historic courthouse that is very difficult to physically or cosmetically modify, which of the following security priorities would very difficult, difficult, or not difficult to implement?

- Answered: 74
- Skipped: 7

	Very difficult (1)	Difficult (2)	Not difficult (3)	Total
Add secure judicial parking	54.05% 40	33.78% 25	12.16% 9	74
Add armed Court Security Officers	2.74% 2	10.96% 8	86.30% 63	73
Add a screening station w/Magnetometer & X-ray machine	8.11% 6	45.95% 34	45.95% 34	74
Add interior and/or exterior security cameras	6.76% 5	31.08% 23	62.16% 46	74
Create single point of entry	20.27% 15	25.68% 19	54.05% 40	74
Add ID based electronic controlled access	10.96% 8	42.47% 31	46.58% 34	73
Additional security training	0.00% 0	4.05% 3	95.95% 71	74

	Very difficult (1)	Difficult (2)	Not difficult (3)	Total
Add panic alarms	1.35% 1	31.08% 23	67.57% 50	74
Add vehicle barriers around courthouse	31.08% 23	43.24% 32	25.68% 19	74
Create physical separation with in-custody persons	50.00% 37	44.59% 33	5.41% 4	74
Create physical separation with judges	39.19% 29	50.00% 37	10.81% 8	74

	Minimum	Maximum	Median	Mean	Standard Deviation
Add secure judicial parking	1.00	3.00	1.00	1.58	0.70
Add armed Court Security Officers	1.00	3.00	3.00	2.84	0.44
Add a screening station w/Magnetometer & X-ray machine	1.00	3.00	2.00	2.38	0.63
Add interior and/or exterior security cameras	1.00	3.00	3.00	2.55	0.62
Create single point of entry	1.00	3.00	3.00	2.34	0.79
Add ID based electronic controlled access	1.00	3.00	2.00	2.36	0.67
Additional security training	2.00	3.00	3.00	2.96	0.20
Add panic alarms	1.00	3.00	3.00	2.66	0.50
Add vehicle barriers around courthouse	1.00	3.00	2.00	1.95	0.75
Create physical separation with in-custody persons	1.00	3.00	1.50	1.55	0.60
Create physical separation with judges	1.00	3.00	2.00	1.72	0.65

Question 8

Please enter in the comment section below any ideas you may have that have not been mentioned in the survey about the challenges of adding modern security in older historic courthouses.

- Answered: 28
- Skipped: 53

The safety of the staff and public far outweigh any historic preservation concerns.

The original portion of our courthouse turned 100 years old this past summer. There have been two annexes added to that structure over the years. We do not have holding cells for prisoners and do not have an area that could be modified to be turned into holding cell(s).

The type of litigation and services offered at the facility should be considered. While it may not be feasible to securely transport criminal defendants to a historic courthouse, the facility may work well for probate and other types of litigation and can also be used to house administrative functions of the court.

Ballistic windows, doors, walls, and the judicial bench.

The problem with historic Courthouses is that they were designed and built in a different era. Security concerns are not the same now as they were 50-100 years ago. We have added some of the items discussed within this survey, much of that has resulted in surface mounted wire molding, which is somewhat unattractive. As we look at doing more, we find it increasingly difficult to accomplish while still maintaining the historic appearance of the Courthouse.

If legally possible, go to televised court to reduce in custody percentages and risk factors.

It is difficult to rate some of the items as it depends on the physical layout of the building.

In my opinion -- 'it's always better to have it and not need it, then to need it and not have it.'

Finding locally qualified service providers.

Insurance policies are not always cheap. You get what you pay for.

I would recommend a section about security equipment, radios, Tasers, batons, firearms, and OC. See what items most facilities prefer and why.

Thank you for addressing these issues

If possible limit the court house use to civil cases, and have the more volatile case types heard at a court house that is better equipped with security.

Using modern wireless technology can assist with the more difficult changes that would interfere with the historical nature of the buildings. You should work with historical renovationers in the area as well as National and State Parks and Monuments that are already dealing heavily with these issues and have made great headway in modernizing Historical structures while maintaining the Historical value. Their restrictions are often higher than a Courts would be, so any ideas they had should be easily implemented for Courts.

Court room barriers, separating gallery from rest of court room for high risk cases.

AT least a security gun lock box at every court for the on duty officers at that station, it is only a matter of time before something bad happens, you should not take a TASER to a gun fight!

One challenge is the environmental issues. Older courthouses often have asbestos so any modification requires the removal or encapsulation of the asbestos. There may be historic building rules and regulations that require special permits before making the change.

Keeping the historic facade with the new technology/security. Using natural physical barriers in lieu of cement blocks, etc. Installing new technology on an old infrastructure.

1) Parking. (Staff, public, law enforcement) 2) Armed uniformed bailiff's. 3) Holding areas for in-custody defendants within the courthouse.

None

Secure sally port for transport and handling of in-custody defendants.

Use of wireless is much less expensive and will reduce substantially to intrusions into the building walls and ceiling if wired. Also, be cognizant of asbestos issues, including expensive costs to abate in older buildings.

Age of existing Infrastructure and modern technology compatibility difficulties.

Providing a safe environment for the public and staff should not be dismissed by the desire to preserve an historic building.

Wireless systems may help in surveillance camera and duress alarm systems minimizing the connectivity pathway problems of older historical buildings.

Public relations, i.e., dealing with opposing community members, judges, and BOS.

It's A Must!!!

N/A

Appendix E

Survey Questions

Question 1

Which of the following roles best describes your current position?

Court Administrator/Manager

Court Security Director/Manager

Court Security Officer or Law Enforcement

Judge

Court Staff

Other (please specify)

Question 2

Considering older courthouses are often historic buildings, please mark the statement below that best describes your view in terms of adding modern security equipment:

Historic Courthouses should be left as is to preserve their historic beauty.

Historic Courthouses should include a limited amount of modern security modifications in keeping with the historic beauty.

Historic Courthouses should include all needed security modifications without consideration to the historic beauty.

Question 3

Assume you are in charge of security in an older historic courthouse. Please rank the following security concerns often found in older courthouses.

Absolutely concerning-Highly concerning-Concerning-Less concerning-Not concerning

Multiple courthouse entrances

Lack of magnetometer

Lack of x-ray scanning

Multiple exterior windows on first floor

In-custody transport in public areas

Judges parking not secure

No security cameras

No vehicle barriers near courthouse

No electronic door locks

No panic buttons

No armed Court Security Officers

Security equipment clashing with historic beauty of courthouse

Question 4

Assume unlimited funds are available for improvements to an older historic courthouse.

Please rank the following ten security priorities with 1 being the highest.

Add secure judicial parking

Add armed Court Security Officers

Add a screening station w/Magnetometer & X-ray machine

Add interior and/or exterior security cameras

Create single point of entry

Add ID based electronic controlled access

Additional security training

Add panic alarms

Add vehicle barriers around courthouse

Alter circulation patterns for judges and in-custody movement

Question 5

Assume very little funding is available and you may only be able to work on a few security issues. What would the priority ranking be now with 1 being the highest?

Add secure judicial parking

Add armed Court Security Officers

Add a screening station w/Magnetometer & X-ray machine

Add interior and/or exterior security cameras

Create single point of entry

Add ID based electronic controlled access

Additional security training

Add panic alarms

Add vehicle barriers around courthouse

Alter circulation patterns for judges and in-custody movement

Question 6

Now assume there is no funding available. Please type in the box below any security improvements that you can think of that can still be done at no cost.

Question 7

If we have an older historic courthouse that is very difficult to physically or cosmetically modify, which of the following security priorities would very difficult, difficult, or not difficult to implement?

Add secure judicial parking

Add armed Court Security Officers

Add a screening station w/Magnetometer & X-ray machine

Add interior and/or exterior security cameras

Create single point of entry

Add ID based electronic controlled access

Additional security training

Add panic alarms

Add vehicle barriers around courthouse

Create physical separation with in-custody persons

Create physical separation with judges

Question 8

Please enter in the comment section below any ideas you may have that have not been mentioned in the survey about the challenges of adding modern security in older historic courthouses.