

**U.S. General Services Administration**

**FIVE-YEAR CAPITAL INVESTMENT PLAN**

**Fiscal Year 2025 Congressional Justification**

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## **GSA's FY 2025 Five-Year Capital Investment Plan**

PL 111-8<sup>1</sup> directs the U.S. General Services Administration (GSA) to include a Five-Year Capital Investment Plan, by project, as part of its annual budget justification.

GSA's FY 2025 Five-Year Capital Investment Plan addresses the growing backlog of repairs and renovations, enhance Federal facilities' climate posture and resiliency, reduce the Government's reliance on costly leases, and acknowledge the Judiciary's and Customs and Border Protection's priorities for construction. It also positions GSA to respond to this historic opportunity to right size the Federal footprint, reduce long-term real estate costs, and meet the future workspace needs of Federal agencies and the public they serve.

Support for GSA's FY 2025 funding request, GSA's FY 2025 Five - Year Plan and GSA's draft legislative proposal for full access to annual revenues and collections in the Federal Buildings Fund (with a footnote describing the proposals) is imperative. With support, GSA may begin to reverse the cumulative impacts of more than a decade of underinvestment in GSA's portfolio and make the necessary capital improvements among its federally owned facilities including those captured in this Five - Year Plan. In the absence of necessary reinvestment, GSA's federally owned assets will deteriorate further and can only offer future liabilities with compounding effects, not future returns. Without full support, leasing space will become the preferred alternative, which is proven to cost the taxpayers significantly more than properly maintaining the buildings already owned by the Federal Government. Many of the projects proposed in the FY 2025 Five-Year plan include essential infrastructure work and alterations necessary to position these facilities for long-term Federal occupancy.

GSA's FY 2025 Five Year Plan spurs reinvestment in core assets in GSA's federally owned inventory. The Plan includes \$6.57 billion for Repairs and Alterations, including \$2.50 billion for Basic Repairs and Alterations, \$2.30 billion for Major Repairs and Alterations, and \$1.77 billion for PBS's Special Emphasis Programs, of which \$1.28 billion will support a key pillar in GSA's Real Estate Optimization effort, GSA's Optimization Program. The Five-Year Plan also includes \$750 million in New Construction for the Judiciary, \$500 million in New Construction for Customs and Border Protection and \$705 million in New Construction to support the needs of Executive Agencies.

Projects identified for inclusion on GSA's FY 2025 Five-Year Plan are a result of and facilitate the three pillars of GSA's Real Estate Optimization effort:

- Investing in Core Assets
  - These federally owned buildings represent the highest strategic value to GSA, the agencies that occupy them, and the public they serve.

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<sup>1</sup> [FY2009 Omnibus Appropriations Act - P.L. 111-8](#) (March 11, 2009). *Provided further, that for fiscal year 2010 and thereafter, the annual budget submission of the General Services Administration shall include a detailed 5- year plan for Federal building construction projects with a yearly update of total projected future funding needs.*

- They financially sustain the FBF and have the highest long-term value proposition for the taxpayers.
- Disposing of Underperforming Buildings
  - These federally owned buildings provide the least strategic value and present the highest risk to the Federal portfolio's performance.
  - They are a financial burden for the FBF and do not meet long-term agency housing needs in a cost-effective manner.
- Reducing Reliance on Leasing
  - Responsibly manage pending lease expirations.
  - Identify consolidation opportunities for federally owned and leased assets to maximize use of existing Federal facilities and backfill of vacated leases during the firm term.

Progress on the above three core pillars is contingent upon Congress's support for GSA's annual Capital Investment Programs, including those identified in the FY 2025 Five-Year Plan and the legislative proposals contained in GSA's FY 2025 Budget Request.

GSA's FY 2025 Five-Year Capital Investment Plan details the opportunities for major building improvements, new construction, consolidation, and support for investment in the Federal Capital Revolving Fund. As part of GSA's strategic vision to provide financially and environmentally sustainable, accessible, and responsive workspace solutions that enable a productive Federal workforce, GSA's FY 2025 Five-Year planning process works towards:

- Developing and offering integrated and virtual workspace options and services that maximize flexibility for customer agencies.
- Securing investments needed to achieve a rightsized and modernized portfolio that is safe, efficient, and affordable for customers.
- Establishing and implementing cross-cutting solutions that mitigate climate risks by increasing building resilience, reducing greenhouse gas emissions, improving energy, water, and waste efficiency, and supporting the transition to carbon pollution-free electricity.
- Implementing programs that stimulate the economy and positively impact local communities through enhanced economic activity and opportunities for underserved populations.

Known critical customer requirements and building infrastructure needs have been evaluated using the following criteria:

- Customer Urgency and Priority (mission requirements)
- Modernization and Optimization of GSA's Federally Owned Inventory
- Improvement of the Physical Condition of the Inventory - Focus on Deferred Maintenance and Repair
- Financial Performance of the FBF
- Project Readiness, Timing and Execution

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- Sustainability
- Safeguarding Assets
- Lease Cost Avoidance
- Historic Significance

The Five-Year Capital Investment Plan assumes approximately \$9.7 billion in NOA for GSA's New Construction and Major Repair and Alterations programs combined and includes priority U.S. Courthouse and Land Port of Entry (LPOE) Projects as identified by the Judiciary and U.S. Customs and Border Protection respectively as well as Special Emphasis Programs and annual installment acquisition payments. References for Courthouses are listed as TBD (at a funding average of approximately \$250 million. LPOE project(s) beyond those funded via the Infrastructure Investment and Jobs Act appropriations are included at a historical funding average of approximately \$250 million. Projects identified in future year President's Budget requests will vary based upon priorities and circumstances at the time of budget formulation. At the time of formulation, GSA will re-evaluate and adjust anticipated costs for projects to account for refinement of scope and costs.

Project Types include:

- New Construction (NC)
- Repairs and Alterations (R&A)

New Construction and Major Repair and Alteration projects are further defined in the Project Descriptions as:

- Phased Construction
- Design
- Remediation
- Minor Repairs and Alterations
- Special Emphasis Programs
  - Energy and Water Retrofit and Conservation, Fire Protection and Life Safety, Consolidation Activities, Judiciary Capital Security, Seismic Mitigation, Inventory Risk Mitigation and Resilience, Optimization
- Exterior/Structural Repairs
- System Upgrades
- Seismic
- Full Modernization
- Interior Construction
- Exterior/Structural Repairs
- Space Optimization/Consolidation
- Purchase
- Sitework
- Installment Acquisition Payment
- U.S. Courts New Construction
- U.S. Land Port of Entry New Construction
- New Construction

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**Five-Year Capital Plan Project List**

Fiscal Year	Project Name	City	State	Congressional District	Project Type	Project Description	Prior Date Funded (\$000's)	Updated Additional Funding Required (\$000's)	Estimated Total Project Cost (\$000's)
<b>PRESIDENT'S BUDGET REQUEST</b>									
FY 2024	DHS Consolidation at St. Elizabeths	Washington	DC	At Large	NC	Phased Construction	\$ 1,969,883	\$ 193,400	\$ 3,106,188
FY 2024	Southeast Federal Center Remediation	Washington	DC	At Large	NC	Remediation	\$ 79,802	\$ 4,200	\$ 84,002
FY 2024	Hurdestry Federal Complex Remediation	Kansas City	MO	5	NC	Remediation	\$ 3,000	\$ 32,635	\$ 35,635
FY 2024	Design of Replacement Facility	Seattle-Tacoma-Bellevue MSA	WA	TBD	NC	New Construction	\$ -	\$ 9,000	TBD
FY 2024	Repayment of Federal Capital Revolving Fund -FBI HQ					Installment Acquisition Payment	\$ -	\$ 233,333	\$ 3,500,000
FY 2024	Nonprospective (Basic) Repairs and Alterations Program	Nationwide				Minor Repairs and Alterations	\$ -	\$ 480,978	\$ 480,978
FY 2024	Consolidation Activities Program	Nationwide				Special Emphasis	\$ -	\$ 50,000	\$ 50,000
FY 2024	Judiciary Capital Activities Program	Nationwide				Special Emphasis	\$ -	\$ 30,000	\$ 30,000
FY 2024	Fire Protection and Life Safety Program	Nationwide				Special Emphasis	\$ -	\$ 32,000	\$ 32,000
FY 2024	Energy and Water Retrofit and Conservation Measures Program	Nationwide				Special Emphasis	\$ -	\$ 25,000	\$ 25,000
FY 2024	Inventory Risk Mitigation and Resilience Program					Special Emphasis	\$ -	\$ 60,000	\$ 60,000
FY 2024	James A. Byrne U.S. Courthouse	Philadelphia	PA	3	R&A	System Upgrades	\$ 12,927	\$ 83,799	\$ 96,726
FY 2024	John J. Moakley U.S. Courthouse	Boston	MA	8	R&A	Exterior Repairs/System Upgrades	\$ 10,345	\$ 126,390	\$ 136,735
FY 2024	Sam Nunn Atlanta Federal Center	Atlanta	GA	5	R&A	System Upgrades	\$ 10,229	\$ 70,200	\$ 80,429
FY 2024	William J. Holloway, Jr. U.S. Courthouse & U.S. Post Office & Courthouse	Oklahoma City	OK	5	R&A	Full Modernization	\$ 15,222	\$ 65,926	\$ 81,148
FY 2024	Silvio J. Mollo Federal Building	New York-D01	NY	7	R&A	Full Modernization	\$ 46,600	\$ 205,825	\$ 332,425
FY 2024	Thomas P. O'Neill Jr. Federal Building	Boston	MA	8	R&A	Exterior Repairs	\$ -	\$ 19,317	\$ 19,317
FY 2024	Martinsburg Computing Center	Martinsburg	WV	2	R&A	Exterior Repairs	\$ -	\$ 23,098	\$ 23,098
FY 2024	801 Street Federal Building	Sacramento	CA	6	R&A	Space Optimization/Consolidation	\$ -	\$ 18,546	\$ 18,546
FY 2024	Everett M. Dirksen U.S. Courthouse	Chicago	IL	7	R&A	Exterior/Interior Repairs/System Upgrades	\$ -	\$ 24,490	\$ 24,490
FY 2024	Federal Building -1100 Wilshire Boulevard East Annex and Tower (Design)	Los Angeles	CA	33	R&A	Space Optimization/Consolidation/System Upgrades	\$ -	\$ 34,619	\$ 34,619
FY 2024	Joseph F. Weis, Jr. U.S. Courthouse	Pittsburgh	PA	10	R&A	Space Optimization/Consolidation/System Upgrades	\$ 11,000	\$ 40,659	\$ 51,699
FY 2024	Major General Emmett J. Bean Federal Center	Indianapolis	IN	7	R&A	Exterior Repairs/Hazard Abatement	\$ 3,200	\$ 50,413	\$ 53,613
FY 2024	Federal Building U.S. Post Office and Courthouse	Paducah	KY	1	R&A	Full Modernization/Safety/Judicial/Capital Security	\$ -	\$ 40,479	\$ 40,479
FY 2024	Jack Brooks Federal Building U.S. Post Office and Courthouse	Beaumont	TX	14	R&A	Exterior Repairs/System Upgrades	\$ -	\$ 86,701	\$ 86,701
FY 2024	Tacoma Union Station	Tacoma	WA	6	R&A	Systems Upgrades/Exterior/Structural Repairs	\$ 3,295	\$ 79,256	\$ 82,651
FY 2024	Ronald Reagan Building Complex	Washington	DC	1	R&A	System Upgrades	\$ -	\$ 90,554	\$ 90,554
FY 2024	Patrick V. McNamara Federal Building Garage	Detroit	MI	14	R&A	Exterior Repairs/Systems Upgrades/Security Improvements	\$ -	\$ 46,948	\$ 46,948
<b>FY 2024 TOTAL PRESIDENT'S BUDGET REQUEST</b>								\$ 2,337,836	

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Fiscal Year	Project Name	City	State	Congressional District	Project Type	Project Description	Prior Funding to Date (\$000's)	Updated Additional Funding Required (\$000's) (FY Request Amount)	Estimated Total Project Cost (\$000's)
<b>FY 2025 PRESIDENT'S BUDGET REQUEST</b>									
FY 2025	Repayment of Federal Capital Revolving Fund - FBI HQ	Greenbelt	MD	5	NC	Installment Acquisition Payment	\$ 233,333	\$ 233,333	\$ 3,500,000
FY 2025	Nonprospectus (Basic) Repairs and Alterations Program	Nationwide	Multiple	R&A	Minor Repairs and Alterations	Special Emphasis	\$ -	\$ 500,000	\$ 500,000
FY 2025	Optimization Program	Nationwide	Multiple	R&A		Special Emphasis	\$ -	\$ 425,000	\$ 425,000
FY 2025	Fire Protection and Life Safety Program	Nationwide	Multiple	R&A		Special Emphasis	\$ -	\$ 50,000	\$ 50,000
FY 2025	Judiciary Capital Security Program	Nationwide	Multiple	R&A		Special Emphasis	\$ -	\$ 30,000	\$ 30,000
FY 2025	Energy and Water Conservation	Nationwide	Multiple	R&A		Special Emphasis	\$ -	\$ 14,250	\$ 14,250
FY 2025	Childcare Systems and Security	Nationwide	Multiple	R&A		Special Emphasis	\$ -	\$ 14,250	\$ 14,250
FY 2025	John F. Kennedy Federal Building	Boston	MA	8	R&A	System Upgrades	\$ -	\$ 24,464	\$ 24,464
FY 2025	William Jefferson Clinton Complex	Washington	DC	At Large	R&A	System Upgrades	\$ -	\$ 77,865	\$ 77,865
FY 2025	Robert F. Kennedy Federal Building	Washington	DC	At Large	R&A	System Upgrades	\$ -	\$ 21,825	\$ 21,825
FY 2025	Centers for Medicare & Medicaid Services Headquarters Campus (CMS)	Woodlawn	MD	7	R&A	System Upgrades	\$ -	\$ 14,625	\$ 14,625
FY 2025	Orville Wright Building	Washington	DC	At Large	R&A	System Upgrades	\$ -	\$ 28,914	\$ 28,914
FY 2025	Jacob K. Javits Federal Building	New York	NY	10	R&A	System Upgrades/Consolidation	\$ -	\$ 37,195	\$ 37,195
FY 2025	Henry M. Jackson Federal Building	Seattle	WA	7	R&A	System Upgrades	\$ -	\$ 17,487	\$ 17,487
FY 2025	Carl B. Stokes U.S. Courthouse	Cleveland	OH	11	R&A	System Upgrades	\$ -	\$ 14,942	\$ 14,942
FY 2025	Emmanuel Celler U.S. Courthouse	Brooklyn	NY	10	R&A	System Upgrades	\$ -	\$ 5,969	\$ 5,969
FY 2025	Middle Atlantic Social Security Center Federal Building	Philadelphia	PA	2	R&A	System Upgrades/Exterior Repairs	\$ -	\$ 32,496	\$ 32,496
FY 2025	Ralph H. Metcalfe Federal Building	Chicago	IL	7	R&A	System Upgrades/Consolidation	\$ -	\$ 162,207	\$ 162,207
FY 2025	Federal Office Building 7th and D Streets	Washington	DC	At Large	R&A	System Upgrades/Consolidation	\$ -	\$ 88,300	\$ 88,300
FY 2025	Stewart Lee Udall Federal Building	Washington	DC	At Large	R&A	Exterior Repairs	\$ -	\$ 7,669	\$ 7,669
FY 2025	Robert C. Weaver Federal Building	Washington	DC	At Large	R&A	Exterior Repairs	\$ -	\$ 21,700	\$ 21,700
FY 2025	Washington National Records Center	Suitland	MD	4	R&A	System Upgrades	\$ -	\$ 17,632	\$ 17,632
FY 2025	Howard T. Markey National Courts Building	Washington	DC	At Large	R&A	System Upgrades	\$ -	\$ 11,005	\$ 11,005
<b>FY 2025 TOTAL PRESIDENT'S BUDGET REQUEST</b>								<b>\$ 1,851,158</b>	

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Fiscal Year	Project Name	City	State	Congressional District	Project Type	Project Description	Prior Funding to Date (\$000's)	Updated Additional Funding Required (\$000's) (FY Request Amount)	Estimated Total Project Cost (\$000's)
Outyear	DHS Consolidation at St. Elizabeths	Washington	DC	At Large	NC	Phased Construction	\$ 2,163,283	\$ 304,000	\$ 3,106,188
Outyear	New U.S. Courthouse - TBD per Judiciary Courthouse Priority Plan	TBD	TBD	NC	NC	New Construction	\$ -	\$ 250,000	\$ 250,000
Outyear	Repayment of Federal Capital Revolving Fund - FBI HQ	Greenbelt	MD	Multiple	NC	Installment Acquisition Payment	\$ 466,566	\$ 233,333	\$ 3,500,000
Outyear	Nonprospects (Basic) Repairs and Alterations Program	Nationwide	Multiple	R&A	NC	Minor Repairs and Alterations	\$ -	\$ 500,000	\$ 500,000
Outyear	Optimization Program	Nationwide	Multiple	R&A	NC	Special Emphasis	\$ -	\$ 425,000	\$ 425,000
Outyear	Fire and Life Safety Program	Nationwide	Multiple	R&A	NC	Special Emphasis	\$ -	\$ 40,000	\$ 40,000
Outyear	Judiciary Capital Security Program	Nationwide	Multiple	R&A	NC	Special Emphasis	\$ -	\$ 30,000	\$ 30,000
Outyear	Seismic Mitigation Program	Nationwide	Multiple	R&A	NC	Special Emphasis	\$ -	\$ 40,000	\$ 40,000
Outyear	Energy and Water Conservation	Nationwide	Multiple	R&A	NC	Special Emphasis	\$ -	\$ 15,000	\$ 15,000
Outyear	William J. Holloway, Jr. U.S. Courthouse & U.S. Post Office & Courthouse	Oklahoma City	OK	5	R&A	Full Modernization	\$ 811,48	\$ 143,800	\$ 224,948
Outyear	DHS Consolidation at St. Elizabeths	Washington	DC	At Large	NC	Phased Construction	\$ 2,467,983	\$ 279,000	\$ 3,106,188
Outyear	New U.S. Courthouse - TBD per Judiciary Courthouse Priority Plan	TBD	TBD	NC	NC	New Construction	\$ -	\$ 250,000	\$ 250,000
Outyear	New IPOEs - TBD per GSA Five Year Plan	TBD	TBD	NC	NC	New Construction	\$ -	\$ 250,000	\$ 250,000
Outyear	Repayment of Federal Capital Revolving Fund - FBI HQ	Greenbelt	MD	Multiple	NC	Installment Acquisition Payment	\$ 699,999	\$ 233,333	\$ 3,500,000
Outyear	Nonprospects (Basic) Repairs and Alterations Program	Nationwide	Multiple	R&A	NC	Minor Repairs and Alterations	\$ -	\$ 500,000	\$ 500,000
Outyear	Optimization Program	Nationwide	Multiple	R&A	NC	Special Emphasis	\$ -	\$ 425,000	\$ 425,000
Outyear	Fire and Life Safety Program	Nationwide	Multiple	R&A	NC	Special Emphasis	\$ -	\$ 25,000	\$ 25,000
Outyear	Judiciary Capital Security Program	Nationwide	Multiple	R&A	NC	Special Emphasis	\$ -	\$ 30,000	\$ 30,000
Outyear	New U.S. Courthouse - TBD per Judiciary Courthouse Priority Plan	TBD	TBD	NC	NC	New Construction	\$ -	\$ 250,000	\$ 250,000
Outyear	New IPOEs - TBD per GSA Five Year Plan	Seattle-Tacoma-Bellevue MSA	WA	TBD	NC	New Construction	\$ -	\$ 125,500	\$ 130,500
Outyear	New Construction - Replacement Facility	Greenbelt	MD	Multiple	NC	Installment Acquisition Payment	\$ 933,332	\$ 233,333	\$ 3,500,000
Outyear	Repayment of Federal Capital Revolving Fund - FBI HQ	Nationwide	Multiple	R&A	NC	Minor Repairs and Alterations	\$ -	\$ 500,000	\$ 500,000
Outyear	Nonprospects (Basic) Repairs and Alterations Program	Nationwide	Multiple	R&A	NC	Special Emphasis	\$ -	\$ 30,000	\$ 30,000
Outyear	Fire and Life Safety Program	Nationwide	Multiple	R&A	NC	Special Emphasis	\$ -	\$ 25,000	\$ 25,000
Outyear	Judiciary Capital Security Program	Nationwide	Multiple	R&A	NC	Special Emphasis	\$ -	\$ 50,000	\$ 50,000
Outyear	Seismic Mitigation Program	Nationwide	Multiple	R&A	NC	Special Emphasis	\$ -	\$ 25,000	\$ 25,000
Outyear	Energy and Water Conservation	Nationwide	Multiple	R&A	NC	Space Optimization/Consolidation/System Upgrades	\$ -	\$ 25,000	\$ 25,000
Outyear	Denver Federal Center Building 56	Lakewood	CO	7	R&A	Exterior Repairs	\$ -	\$ 54,754	\$ 54,754
Outyear	William K. Nakamura U.S. Courthouse	Seattle	WA	7	R&A	Space Optimization/Consolidation/System Upgrades	\$ -	\$ 59,708	\$ 59,708
Outyear	Ronald L. Delmore Federal Building & U.S. Courthouse	Oakland	CA	13	R&A	Exterior Repairs/System Upgrades	\$ -	\$ 83,200	\$ 85,200
Outyear	Ronald Reagan Building Complex Exterior/Plumbing	Washington	DC	At Large	R&A	Exterior Repairs/System Upgrades	\$ -	\$ 44,900	\$ 44,900
Outyear	John F. Seiberling Federal Building & U.S. Courthouse	Arlon	OH	11	R&A	Structural Repairs	\$ -	\$ 56,575	\$ 58,575
Outyear	C. F. Haynesworth Federal Building U.S. Courthouse	Greenville	SC	4	R&A	Full Modernization	\$ -	\$ 55,319	\$ 55,319
Outyear	Frank Carlson Federal Building and U.S. Courthouse	Topeka	KS	2	R&A	Full Modernization	\$ -	\$ 29,654	\$ 29,654
Outyear	Edmund S. Muskie Federal Building	Augusta	ME	1	R&A	Exterior Repairs/System Upgrades	\$ 1,166,665	\$ 233,333	\$ 3,500,000
Outyear	Repayment of Federal Capital Revolving Fund - FBI HQ	Greenbelt	MD	Multiple	NC	Installment Acquisition Payment	\$ -	\$ 500,000	\$ 500,000
Outyear	Nonprospects (Basic) Repairs and Alterations Program	Nationwide	Multiple	R&A	NC	Minor Repairs and Alterations	\$ -	\$ 25,000	\$ 25,000
Outyear	Fire and Life Safety Program	Nationwide	Multiple	R&A	NC	Special Emphasis	\$ -	\$ 25,000	\$ 25,000
Outyear	Judiciary Capital Security Program	Nationwide	Multiple	R&A	NC	Special Emphasis	\$ -	\$ 25,000	\$ 25,000
Outyear	Prince J. Kuhio Kalanianaole Federal Building	Honolulu	HI	1	R&A	System Upgrades	\$ -	\$ 140,139	\$ 140,139
Outyear	Herbert C. Hoover Federal Building	Washington	DC	At Large	R&A	Phased Modernization	\$ 331,609	\$ 250,000	TBD
Outyear	Frederico P. Degetau Federal Building	San Juan	PR	At Large	R&A	Full Modernization/Seismic	\$ -	\$ 208,500	
Outyear	Federal Building 11,000 Wilshire Boulevard Tower	Los Angeles	CA	33	R&A	Space Optimization/Consolidation/System Upgrades/Seismic	\$ 34,619	\$ 98,919	\$ 133,538
Outyear	1800 O Street	Washington	DC	At Large	R&A	Phased Modernization	\$ 183,300	\$ 315,000	\$ 498,300
Outyear	Alexander Hamilton U.S. Customhouse Phase II Construction	New York	NY	10	R&A	Exterior/Structural Repairs	\$ 73,203	\$ 87,417	\$ 160,620
Outyear	DFC Infrastructure	Lakewood	CO	7	R&A	Sitework	\$ -	\$ 51,132	\$ 51,132
Outyear	Varick Federal Building	New York	NY	10	R&A	Full Modernization (Design)	\$ -	\$ 35,540	\$ 33,540
Outyear	Robert T. Stafford U.S. Courthouse	Rutland	VT	0	R&A	Interior Construction	\$ -	\$ 21,950	\$ 21,950
FIVE-YEAR PLAN (Outyears)							<b>\$ 7,862,239</b>		
GSA FY 2025 Five-Year Plan (FY 2025 - Outyears)							<b>\$ 9,713,397</b>		

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