

FEDERAL AVIATION ADMINISTRATION

Report on Progress in Identifying, Protecting and Using Federal Historic Properties Pursuant to Section 3 of Executive Order 13287, *Preserve America* Fiscal Years 2012-2014

I. Introduction

This report is submitted in fulfillment of the requirement of Section 3 of Executive Order 13287 “Preserve America” (Mar. 3, 2003) that agencies with real property management responsibilities report to the Advisory Council on Historic Preservation (ACHP) every three years on progress in identifying, protecting, and using historic properties¹ in their ownership. Section 3 of E.O. 13287 reinforces the mandate in Section 110 of the National Historic Preservation Act (NHPA) that federal agencies act as stewards of historic properties under their ownership and control. The FAA takes its stewardship responsibilities seriously, and strives to preserve the historic properties the agency owns and controls. In addition, the FAA is using this opportunity to report on its program under Section 106 of the NHPA which ensures that the agency considers the effects of its undertakings on historic properties it owns and controls as well as properties under other ownership.

II. Background

“Preserve America” promotes actively advancing the protection, enhancement and contemporary use of historic properties owned by the federal government. Agencies are urged to seek partnerships to promote local economic development and vitality through the long-term preservation and productive use of historic properties where consistent with their mission and governing authorities. Section 3 of the Executive Order directs federal agencies to prepare an assessment of the current status of its inventory of historic properties as required under the NHPA, the general condition and management needs of those properties, and steps to meet those needs, and report its progress in identifying, protecting and using historic properties in their ownership every three years.

The FAA submitted a baseline report in 2004 and progress reports in 2005, 2008 and 2011. As noted in the 2004 baseline report, most of the 69,000 real property assets then owned by the FAA were associated with the communications, navigation and surveillance systems that make up the National Airspace System (NAS). The NAS has been described as a “system of systems,” and comprises subsystems and components including buildings and structures that house technical equipment used to provide air traffic and related services. The buildings, structures and land are considered real property; the equipment is classified by the FAA as personal property. Only

¹ “Historic property” in this context means any prehistoric or historic district, site, building, structure, and object included in or eligible for inclusion in the National Register of Historic Places, including artifacts, records, and material remains related to such a property or resource (16 U.S.C. 470w(5)).

about 18% of the 60,008 assets² currently listed in the FAA's Real Estate Management System (REMS) are buildings; most are structures (70%) and the rest is land.

In addition to the NAS facilities, the FAA owns the William J. Hughes Technical Center, a 5,000 acre research facility co-located with Atlantic City International Airport in Atlantic City, New Jersey; Reagan National Airport in Arlington, Virginia, operated by the Metropolitan Washington Airports Authority (MWAA) under a long-term lease; and Dulles International Airport in Chantilly, Virginia, also operated by MWAA. The FAA manages, but does not own, the Mike Monroney Aeronautical Center at the Will Rogers Airport in Oklahoma City, Oklahoma under a long-term lease with the Oklahoma City Airport Trust.

In the decade since the FAA compiled its baseline report, many of the NAS facilities have reached, or are approaching, fifty years of age. These kinds of resources have not been well-represented in historic surveys, and evaluating their technological significance requires specialized expertise. As described below, the FAA is taking a methodical approach to identifying and evaluating additional historic properties under its ownership by developing historic contexts that will assist the agency in evaluating the significance of these resources.

III. Status of Historic Properties

In preparing this latest report, we reviewed FAA-owned and/or managed real property in REMS,³ focusing on assets identified by one of three historical status codes in accordance with the Federal Real Property Council guidelines: 1) National Historic Landmark; 2) National Register Listed; and 3) National Register Eligible. We then cross-checked these assets against the National Register database and spreadsheet of Federal Determinations of Eligibility maintained by the National Park Service.⁴ The properties identified below are those that could be verified as listed in the National Register or subject to a formal Determination of Eligibility. In addition, the FAA owns an undetermined number of assets that may be within listed or eligible National Register Districts. The vast majority of these appear to be non-contributing elements, however, it is difficult to ascertain their status because the FAA does not have ready access to all of the documentation for those districts nominated by other parties, and even when documentation is available it does not always identify these assets as either contributing or non-contributing to the significance of the district.

² REMS lists real property by individual assets. For example, an air traffic control tower might comprise many different assets including the building, foundation, parking area, access road, sidewalks, system cables, fuel tank, fuel tank yard, underground fuel lines, fencing, lighting and landscaping, each of which has a separate entry in REMS.

³ In accordance with ACHP guidance, we are not reporting on properties that the FAA leases from other entities but does not own or manage.

⁴ Available at <http://www.nps.gov/nr/research/>.

A. Historic Properties Identified and Evaluated

At this time, the FAA owns two properties individually listed in the National Register: Reagan National Airport, listed in 1997; and a DC-3 aircraft, tail number N34, listed in 1997.⁵ Two properties have been formally designated as National Register Eligible: Dulles International Airport, determined eligible in 1978; and the Administration Building of the San Juan Combined/Center Radar Approach Control Facility (CERAP), determined eligible in 2013. These properties are described in more detail below.

1. Reagan National Airport, Terminal and South Hangar Line Arlington County, Virginia

National Airport (DCA) was built by the Civil Aeronautics Board, predecessor agency to the Federal Aviation Administration, and opened in 1941. Under the Metropolitan Washington Airports Act of 1986,⁶ the FAA entered into a long-term lease which transferred operating authority to the Metropolitan Washington Airports Authority (MWAA). The transfer constituted an undertaking under Section 106, and the FAA executed a Programmatic Memorandum of Agreement (PMOA) on 29 May 1987 with the ACHP and the Virginia State Historic Preservation Officer (SHPO) detailing actions to be undertaken to ensure the protection of historic and archaeological resources. Upon the transfer MWAA assumed responsibility for carrying out the PMOA. The original terminal and the South Hangar Line were listed in the National Register in 1997. MWAA has undertaken extensive renovations and expansion of the airport, conducted in consultation with the Virginia SHPO pursuant to the PMOA.

2. Dulles International Airport Fairfax and Loudon Counties, Virginia

Dulles International Airport (IAD) was developed by the FAA in 1962. In 1978, when it was just 16 years old, IAD was determined eligible for the National Register under criteria A and C, based on its exceptional significance as the first airport in the United States to be designed specifically for jet planes and as the greatest achievement of architect Eero Saarinen. The distinctive Main Terminal, air traffic control tower (ATCT) and several supporting buildings were determined to meet National Register criteria as part of a Historic District along with the mobile lounges, runways, terminal area landscaping, and the Dulles Airport Access Highway. Like Reagan National Airport, Dulles is operated by MWAA under a long-term lease, which includes provisions to ensure the protection of historic properties, and is covered by the 1987 PMOA. MWAA has expanded the airport in accordance with the original 1964 Saarinen Master

⁵ Aircraft are categorized as structures by the National Register of Historic Places; the DC-3 aircraft N34 is classified as personal property by the FAA for purposes of asset management.

⁶ Pub. L. 99-591.

Plan and in consultation with the Virginia SHPO, pursuant to the PMOA. Most recently, MWAA has undertaken the exterior restoration and stabilization of the original ATCT, to allow for potential future adaptive reuse following construction of a new ATCT in 2007. As part of the transition to the new ATCT, the FAA removed the Airport Surface Detection Equipment (ASDE) enclosure on the top of the original tower and replaced it with a replica of the original historic radome (radar dome), thus fulfilling a long-standing commitment by the FAA to restore the visual integrity of the tower.

3. Douglas DC-3 Aircraft N34

Potter County, Texas

The FAA's predecessor, the Civil Aeronautics Administration (CAA), acquired this 1945 Douglas DC-3 Airplane in 1957 for use in its flight inspection program. The aircraft, known by its registration number N34, was listed in the National Register in 1997 under Criterion A, for its role in the development and modernization of flight inspection standards and Criterion C, as an example of a significant aircraft design. In February 2013 N34 was moved from Oklahoma City, where it had been stored in a hangar at the Mike Monroney Aeronautical Center, to the Texas Air & Space Museum, located at the Amarillo International Airport in Amarillo, Texas. N34 is now on public display under a long-term lease that ensures its preservation. The move was carried out in consultation with the Oklahoma SHPO and in accordance with a Memorandum of Agreement executed under Section 106. The Keeper of the National Register confirmed N34's National Register status following the move, pursuant to 36 C.F.R. § 60.14(b)(5).

4. Administration Building, San Juan Combined Center Radar Approach Control Facility

Carolina County, Puerto Rico

The San Juan Combined Center Radar Approach Control (ZSU CERAP), located on the southeast corner of the Luis Muñoz Marín International Airport, was built to provide both terminal and en route air traffic control services. The complex was constructed in 1965 from plans developed by the firms of Brooks and Barr (Texas) and Horacio Diaz and Associates (Puerto Rico), and originally included three main buildings: the Administration, Operation, and Mechanical Buildings. The architectural design of the complex distinguishes it from other FAA centers constructed during the period.

The Keeper of the National Register determined the Administration Building eligible in February 2013 under Criterion C, based on its association with a locally renowned architect and as a significant example of the Modernist architectural style of Formalism. Although the Administration Building was less than fifty years old at the time of the DOE, the Keeper concluded that it meets the requirements of Criteria Consideration G as an exceptional example

of New Formalist architecture in a local context. The Operation and Mechanical Buildings were determined to be noncontributing portions of the complex due to their loss of historic integrity.

A 2005 seismic evaluation concluded that the Administration Building did not meet current standards and the building was determined to be unsafe for personnel occupation. The Administration Building is currently the subject of Section 106 consultation with the Puerto Rico SHPO as the FAA considers the future of the property.

B. Protection and Use of Historic Properties

The FAA addresses compliance with the NHPA as part of its environmental program under the National Environmental Policy Act (NEPA). Actions that have the potential to affect a historic property typically are reviewed under both NEPA and Section 106 of the NHPA in a single, streamlined process overseen by Environmental Protection Specialists who are trained on compliance with both laws. This integrated review is conducted for properties under the FAA's ownership and control as well as for properties under other ownership where the FAA is licensing, approving or funding an undertaking.

The FAA faces special challenges in managing its historic properties. Many of the NAS facilities were designed and constructed to meet technical specifications for a particular system and may not be adaptable to another use. When mission requirements change and technology becomes outdated or obsolete, both the equipment and the facility housing it may become excess property. Many of the systems are unique to the FAA; the equipment would not be of practical use to other entities or could endanger NAS integrity if used for other purposes. In addition, for reasons of safety and security most of these facilities do not lend themselves to adaptive reuse. The buildings, structures and/or equipment may contain materials that pose environmental and/or health hazards. Often the facilities are located on secure areas of airports or are co-located with other equipment that will continue to be operated by the FAA or other agencies, and the site cannot be made publicly accessible. For these reasons, the FAA is generally unable to preserve NAS facilities that may qualify as historic properties by adapting them to another use or by partnering with local governments or organizations to protect and use them.

Airports can offer opportunities for preservation of historic properties, as evidenced by MWAA's extensive preservation efforts at Dulles and Reagan National Airports. Although the FAA does not generally own airport property, the FAA engages with airport proprietors on consultation under Section 106 for projects that are federally funded and/or approved, and encourages the continued use or adaptive reuse of historic airport terminals, hangars and control towers where feasible.

The FAA has authority to dispose of airport and airway property and technical equipment used for the special purposes of the FAA without going through the GSA.⁷ Property disposed of under this authority must have a reutilization and disposition plan to provide advance planning. The Disposition Plan is used by the agency to identify and document historical preservation requirements, including coordination with the Smithsonian Institution, which under long-standing FAA policy is given first right of refusal for excess aircraft hardware and software, system components, navigation and communications equipment, instruments, operating handbooks, and other artifacts.⁸ For excess property that is reported to the GSA, FAA guidance calls for consulting with FAA environmental professionals to provide assistance in completing the GSA's Excess Real Property Checklist, which includes information on historic, archeological and cultural resources.⁹

IV. Program to Identify and Evaluate Historic Properties

The FAA has relied primarily on the Section 106 process to identify and evaluate historic properties under its ownership or management, as well as those subject to FAA permitting, licensing and/or funding. Properties typically are evaluated for National Register eligibility when an undertaking is planned or proposed. Going forward, the FAA is expanding its use of historic contexts to identify and evaluate categories of assets in advance of specific actions that might trigger Section 106 review. This proactive approach will allow the FAA to more effectively and efficiently meet its Section 106 and Section 110 obligations.

A. Cultural Resource Surveys

The FAA has comprehensive cultural resources surveys for the two large campuses it manages. A 1995 Phase I and II Cultural Resources Survey of the William J. Hughes Technical Center is used as the basis for identifying and evaluating historic properties. A copy of the documentation is on file with the New Jersey State Historic Preservation Office. A similar survey was completed in 1990 for the buildings and structures at the Mike Monroney Aeronautical Center. This survey is used as a reference by FAA Environmental Protection Specialists to evaluate assets for potential National Register-eligibility and to prepare requests for concurrence to the Oklahoma Historical Society, which serves as the State Historic Preservation Office. The FAA uses these surveys as a basis for Section 106 consultation, including identification and evaluation or re-evaluation of historic properties, for undertakings at these facilities.

In the 1990s the FAA contracted with the Center of Expertise for Historic Preservation, U.S. Army Corps of Engineers, Seattle District, to identify and evaluate air navigation facilities built by the CAA in Alaska between 1940 and 1958. This survey produced a two-volume study in

⁷ See 49 U.S.C. § 40110.

⁸ FAA Order 1200.8C (Sept. 30, 1987).

⁹ Real Estate Guidance 5.7 (July 2014).

1999, which has served as the basis for a Programmatic Agreement (PA) with the Alaska SHPO for the FAA Stations in Alaska. The PA, first executed in 2001, has been amended several times, most recently in November 2011, to include navigational facilities identified and evaluated through additional historic contexts and surveys.

B. Development of Historic Contexts

The FAA's Eastern Service Area is undertaking a historic context study of their air traffic control centers, focusing on the agency's existing Air Route Traffic Control Centers (ARTCCs), Combined Centers/Radar Approach Control (CERAPs), and Terminal Radar Approach Control Facilities (TRACONS). The study will establish the historic context for the development of the facilities, their part in the evolution of air traffic control in the twentieth century, and the designs and architectural variations. Once the historic context study is complete, it will provide the FAA with guidelines for NRHP eligibility determinations, facilitating both NHPA Section 106 and Section 110 compliance for the air traffic control centers.

Looking to the future, the FAA is considering undertaking a historic context study of very-high frequency omnidirectional range (VOR) systems, which will be undergoing a large scale decommissioning and subject to disposition. The study would examine the significance of VORs in the development of air navigation, describe the different types of VORs, and identify the characteristics which convey its significance. The FAA could use this context to assess the approximately 400 extant VORs in a comprehensive fashion and determine which ones best exemplify these characteristics to inform decisions about the treatment of these properties.

The FAA has also identified a number of historic contexts prepared by other organizations and individuals that may assist the agency in identifying and evaluating additional properties. These include the *Multiple Property Documentation Form for World War II-Era Aviation –Related Facilities of Kansas*, prepared by Susan Jezak Ford, Citysearch Preservation, 2012 for the Kansas Historical Society and approved by the National Register of Historic Places on September 25, 2012; *The Use in 1995 of World War II Army Air Fields in the United States*, Scott D. Murdock, 1997 (available at <http://www.airforcebase.net/aaf/grphtml.html>); and *Historic Context for Department of Defense Facilities World War II Permanent Construction*, prepared by R. Christopher Goodwin and Associates, Inc., for the U.S. Army Corps of Engineers, May 1997 (available at http://aec.army.mil/Portals/3/preserve/ww2_pc.pdf).

C. Section 106 Process

The FAA integrates its Section 106 compliance into the process for considering environmental impacts under NEPA. Subject-matter experts meeting the Secretary of Interior's Standards for Professional Qualifications act as agency resources for the Environmental Protection Specialists who oversee reviews for specific projects. These experts include the Federal Preservation Officer (M.A., Historic Preservation) within the Office of Environment and Energy, the FAA

Historian (Ph.D, History) within the Office of Chief Counsel, and an Environmental Specialist within the Office of Airports Planning and Programming (Ph.D, Archeology). The FAA also has a strong relationship with the Smithsonian's Air and Space Museum and consults with their experts on properties that may be significant in aviation history.

In conjunction with an update to the FAA's NEPA procedures in FAA Order 1050.1F and development of a new Desk Reference to accompany the Order, the FAA's FPO has prepared a Section 106 Handbook tailored to the types of undertakings that are most likely to be the subject of FAA's Section 106 review. This Handbook will be made available to FAA personnel and contractors upon release of Order 1050.1F and the Desk Reference. While the Handbook does not explicitly address the agency's obligations under Section 110, it provides an introduction to basic concepts in historic preservation, including evaluating significance under the National Register criteria, and assessing treatment options under the Secretary of the Interior's Standards.

Recognizing the need to both strengthen and streamline its identification and evaluation of historic properties, the FAA intends to consolidate the documentation that supports this analysis and make it available agency-wide through an internal web site. This repository will include historical treatises, oral histories, photographs, and electronic versions of archival documents collected by the FAA Historian, along with links to historic context statements, cultural resource surveys prepared in conjunction with NEPA analyses, National Register nominations, and other materials that may be relevant to the FAA's ongoing stewardship of its history.