

Extending the Legacy

GSA Historic Building Stewardship

2017

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Message from the Commissioner

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Message from the Commissioner

With more than 500 historic buildings providing more than 72 million square feet of Federal workspace, the U.S. General Services Administration (GSA) has many opportunities to make a difference in communities across America. While cost-effectively meeting mission-critical space needs, GSA has modernized local landmarks and has improved the utility of many historic public buildings. GSA also leverages its expertise to assist other landholding agencies in reducing operating costs for Federal properties that are promising candidates for shared use.

GSA has made significant progress toward a leaner and more accountable Government as we strive to provide the best possible value for the American public and our Federal agency customers. During the 2015-2017 reporting period, GSA initiated forty-nine projects that will save Federal taxpayers and twenty-six agencies more than 47 million dollars in projected rents at Federal facilities across the nation. Many of these projects consolidate Federal tenants in historic buildings or enable agencies to use them more efficiently with GSA mobile workplace technology and space sharing solutions. This report highlights how flexible and forward thinking stewardship has transformed GSA's historic assets into high-performing buildings that meet twenty-first century space needs. It demonstrates our continuing commitment to optimizing our historic inventory through strategic reinvestment which supports Federal real estate footprint reduction goals and cost savings.



Daniel W. Mathews
Commissioner
Public Buildings Service

Preface

Sustaining a stewardship ethic of responsible planning and resource management requires flexibility and resilience to respond to an environment of changing missions and economic circumstances. Since the advent of GSA's Portfolio Management Strategy and Legacy Vision in 2002, GSA programs have collaborated on joint approaches for positioning historic buildings as competitive space options. GSA's asset repositioning approach aims to level the playing field by giving appropriate weight to qualitative factors in decisions to reinvest or divest of federal property. In concert with local portfolio planning that considers the impact of each space action on related properties, these forward thinking approaches help to keep public buildings that matter public.

Monetizing cultural value is no small task. Even so, GSA customer satisfaction surveys affirm federal tenant reports on the tangible benefits of marketing with a stewardship ethic so that treasured community landmarks with proven service lives remain occupied and viable. For example, when the National Archives and Records Administration relocated high public contact functions in the New York metropolitan area to the National Historic Landmark (NHL) Alexander Hamilton U.S. Custom House in lower Manhattan, visitor volume quadrupled.

Honing our legacy vision to meet tomorrow's federal space needs will require realistic priorities that balance competing needs and limited resources. We take pride in the accolades we have earned and the stature GSA now enjoys as an international leader in Federal government stewardship. We are committed to building on this momentum, maintaining outreach to our government partners and the real estate industry for innovative stewardship solutions that meet the government's needs at the best value for the American taxpayer.

A handwritten signature in blue ink, appearing to read "Beth L. Savage", with a long horizontal flourish extending to the right.

Beth L. Savage, Director, Center for Historic Buildings
& Federal Preservation Officer

1 Executive Summary

Since Executive Order 13287, Preserve America was issued in 2003, GSA has embraced the triennial reporting requirement as an impetus for reinforcing its responsible stewardship practices. When the Advisory Council on Historic Preservation released its first report to the President citing the need to improve historic property identification as a national priority, GSA launched a nationwide initiative to accelerate listing of its eligible properties in the National Register of Historic Places. It stepped up evaluation of modern-era properties approaching the fifty-year threshold using a GSA evaluation tool developed for that significant subset of the inventory. Subsequently, GSA launched initiatives to verify the accuracy of the agency's Federal Real Property data on historic properties and to ensure that historic leased properties were identified to inform any actions that may affect their historic status.

GSA has used the reporting opportunity to continually assess and refine its procedures involving acquisition, reinvestment, and disposal of historic property, along with training and advocacy that support positive preservation outcomes. Ultimately, the report has strengthened agency commitment to balancing federal stewardship goals and mission requirements by raising awareness of emerging issues and identifying workable treatment approaches.

Highlights of the 2015-2017 reporting period include:

Historic Building Identification: To comply with Section 106 of the National Historic Preservation Act (NHPA), agencies must identify historic properties that may be affected by activity they undertake or assist. Section 110 requires agencies to identify, evaluate, and nominate eligible properties to the National Register of Historic Places. Under a multiyear compliance initiative nearing completion, GSA has evaluated all but a few of its buildings that are more than fifty years old.^[1] Eighty-one percent of the eligible historic properties have been listed in the National Register. GSA's national leadership role in listing its historic properties has been lauded by the Department of the Interior National Park Service. Evaluation of the remaining few properties included in this initiative is underway, while newly evaluated historic properties will continue along the path to listing. During the 2015-2017 reporting period, GSA evaluated sixty-two properties and nominated thirty-nine eligible properties to the National Register. Listed properties of special interest include three courthouses designated by the Secretary of the Interior as National Historic Landmarks (NHL) within the context of the Theme Study *Civil Rights in America: Racial Voting Rights*, the Oklahoma City National Memorial and Observatory Hill (encompassing the NHL Old Naval Observatory) in Washington, D.C.

Consolidation, Reinvestment and Footprint Reduction: As recommended in

Government Accountability Office studies, GSA has broadened the scope of courthouse expansion funding requests to include plans for reuse, reprogramming or disposal of existing courthouse facilities, giving preference to alternatives that reuse historic buildings, when feasible. Three courthouse expansion projects funded during the 2015-2017 reporting period will supplement rehabilitated historic courthouses with annexes to meet court needs in Savannah, Georgia; Charlotte, North Carolina; and Toledo, Ohio.

Twelve capital investment projects will consolidate federal tenants in historic public buildings to reduce the government's reliance on leasing, shrink the federal real estate footprint and strengthen the Federal Buildings Fund. Other consolidations underscore the value of incremental, targeted reinvestment and sustained marketing to backfill vacant space. GSA's three-year collaboration with the National Oceanic and Atmospheric Administration (NOAA) concluded in 2017 with NOAA vacating commercial leased space to bring the nation's oldest continuously operating custom house back to full occupancy. Designed by Robert Mills and constructed in 1834-36, the stately seaside icon in New Bedford, Massachusetts, now houses a reduced U.S. Customs and Border Protection presence supplemented by NOAA.

Rehabilitation projects brought to completion during the 2015-2017 reporting period include major modernizations that will consolidate agency headquarters offices in historic buildings. In 2017, National Park Service cultural resources programs reunited with other Department of the Interior programs in their historic headquarters building, now the Stewart Lee Udall Department of the Interior Building, for the first time in half a century. At the 1880 Sidney R. Yates Federal Building in Washington, D.C., an open interior originally built to contain printing presses for the manufacture of currency now houses the consolidated headquarters of the U.S. Forest Service. By clustering shared spaces and surrounding them with open workstation hubs, the Forest Service improved its space efficiency by approximately 50 percent, downsizing from 207,000 to 109,000 square feet of space.

Space-Saving Leases: Where leasing remains the best option for meeting federal workspace needs, GSA collaborates with its customer agencies on innovative workplace designs for improved space utilization and operational efficiency. In 2016, GSA's Mid-Atlantic regional headquarters in Philadelphia relocated to the historic mid-century Rohm and Haas Headquarters building near Independence Mall, reducing its headquarters footprint to accommodate Census and Veterans Administration offices from expiring leases. Concurrently, Health and Human Services downsized from a

lease of 102,231 usable square feet in the historic Public Ledger Building to 79,772 usable square feet vacated by GSA's regional headquarters in the nearby historic Strawbridge and Clothier Building.

Outleasing Collaborations: GSA is pleased to report a successful collaboration with the State of California through which the Superior Court will soon relocate to the NHL U.S. Post Office and Courthouse at 312 North Spring Street, vacated when the federal courts moved into the newly completed courthouse on First and Broadway in 2016. The partnership will meet the judicial needs of the state while maintaining the building's historic function and keeping it viable for future federal use.

Other landholding agencies are seeking GSA real estate expertise to reduce the cost of operating underutilized federal properties that are promising candidates for shared use. In 2015, GSA concluded commercial lease negotiations that will eliminate National Aeronautics and Space Administration (NASA) costs to manage the 1,100 acre historic Moffett Federal Airfield in California's Silicon Valley while meeting the needs of the Federal government and California National Air Guard to retain a limited use airfield.

Returning Commercial Property to Community Use: Downsized courthouse expansion plans are creating opportunities to return historic commercial properties to community use. A reduced courthouse program for Mobile, Alabama, will return the antebellum Hannah houses in the city's De Tonti Square Historic District to private residential or commercial office use, as the buildings served from 1855 until they were acquired by GSA for planned courthouse expansion in 2003. Promising developments are also emerging from GSA's collaborative effort with the City of Chicago to preserve State Street properties that are no longer needed for courthouse expansion in the Loop Retail Historic District.

Gay Head Lighthouse Saved: GSA continues to play a significant role assisting other landholding agencies with complex and unusual historic property disposals, including thirteen lighthouse conveyances between 2015 and 2017. The 2015 transfer and relocation of the 1856 Gay Head Lighthouse from the eroding Gay Head Cliffs in Martha's Vineyard to a nearby site owned by the town of Aquinnah exemplifies GSA's ability to facilitate the complex array of partnerships and real property transactions often required to save at-risk structures, and all achieved through a transparent public consultation process.

Rocky Mountain Programmatic Agreement Streamlines Section 106: In 2016, GSA's Rocky Mountain Region became the fourth among eleven to negotiate a multi-state programmatic agreement (PA) reducing GSA's compliance workload for routine

repairs at historic buildings. By streamlining 106 compliance in North and South Dakota, Montana, Colorado, and Utah, the Rocky Mountain Region's PA has already cut the region's compliance correspondence by 55 percent.

Southeast Federal Center Redevelopment: Redevelopment of GSA's fifty-three-acre Southeast Federal Center property in Washington, D.C., is now coming to fruition as the vibrant mixed-use waterfront regeneration envisioned by city planners and community activists. Eleven acres at the northern edge of the site now house the U.S. Department of Transportation; The Yards mixed use redevelopment of the forty-two-acre riverfront portion of the property is substantially complete. By 2015, 95 percent of the available housing units had been leased or sold.

Urban Development Partnerships Leverage the Federal Presence: In Blackstone, Virginia, Toledo, Ohio, and Mobile, Alabama GSA's Urban Development Program partnered with the U.S. Environmental Protection Agency (EPA) Office of Sustainable Communities (OSC) to assist these communities in making the most of an invigorated federal presence. Co-location of the State Department Foreign Affairs Security Training Center (FASTC) with the National Guard at the former army base in Blackstone offered an exceptional fit for the training center, where it will also help to regenerate a Base Realignment and Closure casualty. In Toledo where GSA has secured funds to build an annex to the historic James M. Ashley and Thomas W. L. Ashley U.S. Courthouse and Custom House, local stakeholders collaborated with the federal partnership to jointly develop a vision that will create a more cohesive and vibrant civic center. A similar effort was undertaken in Mobile, Alabama, where the construction of a new district courthouse annex is under construction adjacent to the historic Joseph A. Campbell Courthouse, the rehabilitation of which is currently in the design phase. In the same vein, an Urban Planning Workshop was held with local stakeholders in Greenville, Mississippi in association with the planning, design and construction of a new courthouse there, which was funded in 2016.

High Performance Green Historic Buildings: GSA data on High Performance Green Building projects completed through 2015 confirms the ability of historic buildings to meet rigorous standards for improved performance and efficiency. Noteworthy projects completed during the 2015-2017 reporting period include a partial modernization at GSA's 1917 Hilo, Hawaii, Federal Building, U.S. Post Office and Courthouse and the six-phase modernization of the 1936 Stewart Lee Udall Department of the Interior Building, completed in 2016, where new resource conserving improvements complement sustainability features in the original design of each building.

Archeological Recovery: GSA's 2015-2017 compliance actions illustrate a range of mitigation approaches that meaningfully leverage federal investment for public benefit. Excavation for the Salt Lake City Odd Fellows Hall, relocated in 2009 to accommodate federal courthouse expansion, produced thousands of archeological artifacts that shed light on nineteenth-century life in the city during a time of major expansion and change. Artifacts recovered from site are now on display in the new courthouse lobby and documented in an illustrated report on the recovery findings. Fragments of dishes, buttons, housewares, food, toys, and hardware in pits and privies beneath GSA's Mobile, Alabama, courthouse annex site revealed long hidden details about domestic life among the city's antebellum professional class. Illustrated *Town Hall Bulletins* and discovery posters kept GSA's courthouse tenants and the interested public informed on the progress of the dig.

Architecture of An Asylum Exhibit: Among the most comprehensive mitigation efforts in GSA history are research, recovery, education and public access made possible by redevelopment of the NHL St. Elizabeths campus as the Washington, D.C. headquarters for the Department of Homeland Security (DHS). GSA preservation program volunteers have donated countless hours to coordinate and host walking tours of the campus in collaboration with the DC Preservation League (DCPL) and National Building Museum. As projects reach completion and DHS occupancy necessitates more limited public access, GSA is reaching out to organizations positioned to share the story with a broad and fascinated public off-campus. In 2016-17, GSA collaborated with the National Building Museum to display and interpret artifacts, architectural elements, historic photographs, oral histories, documents and models of the evolving campus in an exhibit entitled [Architecture of An Asylum: St. Elizabeths 1852-2017](#).

[Modernism Renewed](#) Documentary: Mitigation measures for alterations necessary to address facade failure, security and energy performance at the 1967 Anthony J. Celebrezze Federal Building in Cleveland, Ohio, include a thirty-minute documentary film titled [Modernism Renewed](#) about challenges modern-era buildings present and GSA's decision to clad over the Celebrezze building facade. Completed in 2015, the film premiered in 2016 with a screening and panel discussion hosted by the Cleveland Chapter of the American Institute of Architects. The film is a popular feature on GSA's preservation program webpage.

Pee Dee Cannons Recovered: In its capacity as a steward of historic personal property, GSA also facilitates research, education and interpretation by other organizations. Through a 2015 GSA loan agreement, the South Carolina Institute of Archaeology and Anthropology led the recovery of cannons from a sunken Confederate gunboat found in the Pee Dee River in South Carolina. The recovery is documented in

an [online video](#) made prior to conservation of the cannons for display at a local U.S. Veterans Administration facility.

[Clara Barton Missing Soldiers Office Museum](#): Executive Order 13287, *Preserve America*, issued in 2003, calls on agencies to improve their historic property management, nominate properties to the National Register, and promote heritage tourism. GSA supports heritage tourism goals with online information on GSA's [historic buildings](#) and fosters partnerships that create opportunities for public access to GSA historic properties.

GSA's agreement with the National Museum of Civil War Medicine to operate the [Missing Soldiers Office Museum](#) in GSA's preservation easement space at 437 Seventh Street, NW, in Washington, D.C. has now been in place for six years. GSA and the museum have met their obligations under the museum operating agreement and enjoy a productive partnership. In 2015, GSA executed an artifact loan agreement transferring curatorial responsibility for the trove of artifacts found in the third floor attic to the museum. This arrangement eliminated GSA's artifact storage costs while making the collection more accessible for conservation, research and interpretation. The museum continues to enrich its educational program with new artifact displays, evening and weekend lectures, concerts and a scholarly publication, the *Surgeon's Call*.

Renewing Modernism *Principles for Practice*: GSA collaborates with educational non-profit organizations to promote its stewardship achievements, jointly address challenges and raise the standard of practice among professionals whose work may directly or indirectly affect GSA. In 2015, leading modern-era building practitioners and technical experts from around the world joined GSA for a symposium entitled *Renewing Modernism*, held in conjunction with the Association for Preservation Technology's annual conference in Kansas City. In concert with the event, GSA hosted a field session showcasing the innovative rehabilitation of the 1965 Richard Bolling Federal Building and contributed to draft *Principles for Practice* issued as symposium proceedings. Key issues addressed in the principles, published in APT's quarterly *Bulletin*, focus on the need for flexibility in applying preservation standards to achieve sustainable rehabilitation and cost-effective reuse of modern-era buildings.

GSA Recognition in Awards: During the reporting period, GSA was recognized in eleven major preservation awards by national, state and local organizations. These awards honored GSA preservation design achievements, exemplary project execution and GSA success integrating preservation into its repair and alteration process. One award recognizes federal stewardship achievement over time. GSA takes special pride

in the recognition of Beth L. Savage as the Secretary of the Interior's Federal Preservation Officer of the Year, awarded in fiscal year 2015.

^[1]Generally, fifty years is the building age at which properties may meet National Register eligibility criteria; only exceptionally significant buildings under fifty years of age may qualify.

2 GSA Historic Buildings

Historic buildings contribute to the variety and quality of workplaces GSA offers its customers. Overseen by the U.S. Department of the Treasury, then the Public Buildings Administration of the Federal Works Agency, the public buildings legacy that GSA now oversees includes custom houses, courthouses, border stations, and federal agency offices across the United States and its territories.¹ The inventory also includes historic industrial military structures and buildings originally constructed for non-federal use, such as a train station, a hotel, a sanitarium, schools, and commercial office buildings.

Nearly one-third, or 31 percent, of GSA's 1,603 federally owned buildings are listed in or eligible for the National Register of Historic Places (NR). Established by the National Historic Preservation Act (NHPA), the National Register is the nation's official list of historic places worthy of preservation and includes places significant at the local, statewide and national levels. The GSA inventory includes seventeen individual NHLs, a designation reserved for America's most exceptional, nationally significant properties. Another fifty-nine properties contribute to NHL Districts, and ten buildings contribute to National Historic Sites of special significance authorized by Congress or designated by the Secretary of the Interior under the Historic Sites Act of 1935. Together, these 501 historic buildings provide more than 72 million rentable square feet of space. In addition, GSA leases space in 164 historic buildings.

Of GSA's 504 owned historic buildings, 75 percent were built before World War II. Nineteenth century buildings comprise 12 percent of the historic building inventory; 38 percent were built during the Great Depression. modern-era buildings constructed between 1950 and 1979 comprise 18 percent of GSA's historic building inventory.

More than 200 of these historic buildings are monumental structures symbolically designed to represent the federal presence and the role the government plays in the lives of its citizens. Typically located in town or city centers, these public buildings were designed to dignify the functions they serve and to welcome the public, with well-proportioned and elegantly finished ceremonial spaces, such as courtrooms, postal lobbies, hearing rooms, auditoriums, and libraries. Their historic functions are often depicted or symbolized in architectural details or federally commissioned artwork reinforcing themes about the value of the government.

Contrasting these monumental public buildings are a subset of modest, often remotely located, public buildings conceived in response to increased immigration controls, prohibition and growing automobile ownership. Significant as components of the

¹<http://www.archives.gov/research/guide-fed-records/groups/162.html#162.1>

nation's first comprehensive land border crossing vehicle inspection program, thirty-seven of fifty-nine border inspection buildings constructed between 1930 and 1941 remain in use today.

GSA historic buildings also include repurposed military-industrial facilities constructed to meet wartime manufacturing needs, along with seminaries, hotels, a sanitarium and other properties acquired and adapted to serve as hospitals, offices and other military support facilities during World War II. Soon after GSA was established in 1949, it began rehabilitating many of these properties to serve needs of the postwar civilian government. La Vista del Arroyo Hotel in Pasadena, California, acquired by the War Department in 1943 for use as the McCornack General Hospital, now houses the U.S. Court of Appeals. The Battle Creek Sanitarium in Michigan, acquired in 1942, served as the Percy Jones Army Hospital, and is now the Hart-Dole-Inouye Federal Center, housing several federal agencies.

Consistent with its broader footprint reduction efforts, GSA is working with its tenant agencies to reduce the federal presence in suburban office parks adapted from military complexes and focus federal activity in more sustainable locations near public transportation and other infrastructure.

Post-World War II modern-era buildings constructed by GSA to meet the needs of a growing federal workforce represent 27 percent of GSA's overall inventory. In accordance with *Guiding Principles for Federal Architecture*, issued by the Kennedy Administration in 1962, these buildings demonstrate a shift away from derivative, traditional public building design in Beaux Arts, Romanesque, and other revival styles. Federal buildings of this era generally reflect commercial office design trends of the time, using contemporary materials and space layouts emphasizing efficiency over symbolism and ceremony. Except for a limited number of large, high profile public buildings, most are indistinguishable from commercial office buildings of the era.

More recent construction under GSA's Design Excellence program, initiated in 1994, has sought to reaffirm the civic ideals of the public building legacy. Contemporary designs express goals of transparency, community engagement, respect for the environment and the "dignity, enterprise, vigor, and stability of the Federal government," as articulated in the Guiding Principles.

3 Using Historic Buildings

The NHPA and Executive Order 13006 call on federal agencies to provide national leadership in preservation by making use of historic buildings and preserving the qualities that make them significant. GSA supports the viability of historic buildings by:

- reinvesting in them so they can continue to meet federal workplace needs;
- reprogramming them to serve new uses when necessary;
- outleasing vacant or underutilized historic properties to non-federal tenants when there is no immediate federal need;
- leasing historic buildings from non-federal building owners, when no federal space is available;
- acquiring historic properties to meet federal needs, when acquisition is the most cost effective and prudent alternative; and
- creating disposal strategies to promote preservation-appropriate reuse of historic properties that have no current or anticipated federal use.

Optimizing the Owned Inventory: Reinvestment, Reprogramming and Consolidation

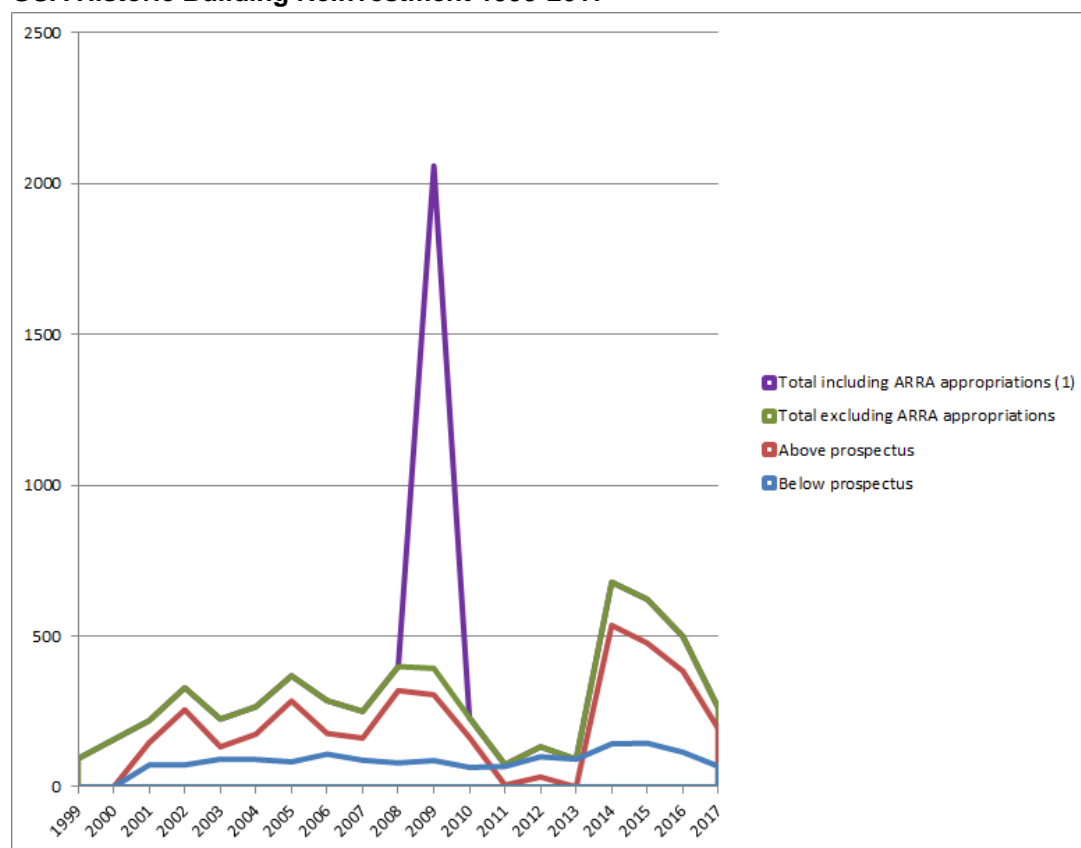
Appropriations for capital investment in GSA historic buildings and related annex construction continue the previous reporting period's focus on judiciary space and security needs; consolidation and footprint reduction; fire and life safety; and completing multi-phased modernizations already underway.

As recommended in Government Accountability Office studies, GSA is now broadening the scope of courthouse expansion funding requests to include plans for reuse, reprogramming or disposal of existing courthouse facilities, giving preference to alternatives that reuse historic buildings, when feasible. The 2016 courthouse program includes funding for rehabilitation and annex construction that will supplement, rather than replace, three monumental historic courthouses to remain in use serving the purpose for which they were built. These iconic buildings have served the courts well for between 85 and 123 years.

Historic Courthouse Additions

Charles R. Jonas Federal Building and U.S. Courthouse, Charlotte, North Carolina
James M. Ashley and Thomas W.L. Ashley U.S. Courthouse, Toledo, Ohio
Tomochichi U.S. Courthouse, Savannah, Georgia

GSA Historic Building Reinvestment 1999-2017²



Since 2004, when Congress paused the federal courthouse program with a two-year moratorium on courthouse construction, GSA has worked closely with the Courts to rethink planned expansion projects wherever opportunities exist to cost-effectively reuse government owned buildings. This reduces the amount of new construction required to accommodate increased caseloads. In 2002, GSA exchanged the 1918 Charles R. Jonas U.S. Courthouse in Charlotte, North Carolina, for a city-owned parcel of downtown land on which to construct a new courthouse. As it became evident that a sustainably built annex could accommodate the courts' space and security needs at a lower cost and with less disruption, GSA revisited its 2002 deal with the city. In 2016, GSA reached agreement to reacquire the Jonas building through a reverse exchange that returned the proposed building site to the city, bringing the historic courthouse back into the federal inventory. Because the value of the vacant site had increased, the city also agreed to undertake much-needed roof repairs to the Jonas Courthouse. As a result of this collaboration, the city's vacant site will now be developed as part of a

²Projected below prospectus repairs and alterations through July 2017 with August-September estimated based upon overall percentage of annual below prospectus obligations.

growing and vibrant downtown, while GSA rehabilitates the historic courthouse to continue serving its original use with a newly designed annex to meet the courts' expanded space needs.

GSA's 2015-2017 program requests also included plans for rehabilitating historic courthouses once new courthouses are completed. GSA's 1934 John Archibald Campbell U.S. Courthouse in Mobile, Alabama, will house U.S. Bankruptcy Court; future funding requests for courts in Greenville, South Carolina, will rehabilitate the 1937 Clement F. Haynsworth Federal Building and U.S. Courthouse for use by the circuit court and federal tenants relocating from leased space after the District Court vacates the historic building.

Several projects will improve security at historic courthouses to keep them viable for continued use. Court-funded studies are also underway on security improvements to keep GSA courthouses in Portland, Maine, and Detroit, Michigan, occupied and viable.

Judiciary Security

U.S. Post Office and Courthouse, Columbus, Georgia
U.S. Post Office and Courthouse, Texarkana, Arkansas
U.S. Post Office and Courthouse, Monroe, Louisiana
U.S. Post Office and Courthouse, Alexandria, Louisiana
Federal Building and U.S. Courthouse, Paducah, Kentucky

Twelve projects will consolidate federal tenants in historic public buildings to reduce the government's reliance on leasing, shrink the federal real estate footprint, and strengthen the Federal Buildings Fund:

Consolidation in Historic Buildings

Mary E. Switzer Building, Washington, DC
Federal Building, Minneapolis, Minnesota
William R. Cotter Federal Building, Hartford, Connecticut
11 W Quincy Court Federal Building, Chicago, Illinois
201 Varick Street, Manhattan, New York
Claude Pepper Federal Building, Miami, Florida
Estes Kefauver Federal Building, Nashville, Tennessee
JFK Federal Building, Boston, Massachusetts
John C. Kluczynski Federal Building, Chicago, Illinois
Joseph F. Weis U.S. Courthouse, Pittsburgh, Pennsylvania
Federal Office Building, Seattle, Washington
Major General Emmett J. Bean Federal Center, Indianapolis, Indiana

Major modernizations and consolidations completed during the previous reporting period are now yielding taxpayer savings. GSA Asset Business Plan and energy use

data show significantly increased benefits when agencies vacate costly leased space for federally owned historic buildings that have been rehabilitated for improved energy savings and space efficiency.³

In 2017, National Park Service cultural resources programs including, among others, the National Register of Historic Places, the Historic American Buildings Survey and Heritage Preservation Services, reunited with other Department of the Interior programs in their 1936 Main Interior building for the first time in a half-century. Now named the Stewart Lee Udall Department of the Interior Building, the New Deal icon once again provides a consolidated headquarters and federal presence that is vividly tied to the agency's mission. Buffalo motifs decorating its doors, Native American murals rimming its sky-lit cafeteria, and an extensive collection of Works Progress Works Administration murals promotes the Department's programs and conservation philosophy to visitors and employees traversing the building's corridors and stairways.

Clad in Indiana limestone, with interior public spaces finished in durable Tennessee marble, the Udall building was conceived for functional adaptability and long-term value. It was among the government's first buildings to include movable steel partitions, acoustically treated ceilings, fire-proofing, central air conditioning, a central vacuum system and a floor reserved for mechanical equipment. The rehabilitation built upon the building's inherently sustainable attributes, adding green roofs and solar panels for renewable energy.

Responsible stewardship is informed by local portfolio plans and building-specific preservation plans. Minor repairs and alterations⁴ at historic buildings continue to reflect GSA's strategic focus on improved building performance,⁵ operational savings, life safety and spatial efficiencies that support customer agency missions.

Noteworthy successes, such as the recent rehabilitation of GSA's 1836 U.S. Custom House in the heart of the New Bedford Whaling National Historical Park, underscore the

³ GSA Build High Performing Green Buildings (HPGB) energy improvement project tracking data on 107 historic buildings show an overall EUI (kBtu/GSF) improvement of 24 percent from 2008 levels and 37 percent improvement from reported project baselines. Financial benefits of consolidation in owned buildings, the basis of GSA funding requests, are calculated according to OMB Circular A-94 cost-benefit analysis requirements.

⁴Below GSA's 2.8 million dollar prospectus threshold.

⁵In accordance with the Energy Policy Act, Section 914 Building Standards define "high performance building" as "a building that integrates and optimizes all major high-performance building attributes, including energy efficiency, durability, life-cycle performance, and occupant productivity."

value of incremental, targeted reinvestment, along with sustained marketing, to backfill vacant space. Building upon GSA's investment in roof and window repairs completed during the previous reporting period, work initiated between 2015 and 2017 includes exterior repointing, marble floor repair, energy saving HVAC upgrades, thoughtfully integrated exterior accessibility and minor interior changes to accommodate the National Oceanic and Atmospheric Administration (NOAA). The stately seaside icon, designed by Supervising Architect Robert Mills, remains the oldest continuously operating custom house in the nation, now housing a reduced U.S. Custom and Border Protection presence supplemented by NOAA. A three-year collaboration on alternatives for cost effectively meeting the government's space requirements concluded in 2017 with NOAA vacating commercial leased space to bring the federally-owned NHL to full occupancy.

Terra cotta repairs undertaken to stabilize colorful antefixae decorating the cornice of the 1935 Robert F. Kennedy Department of Justice Building maintain public safety and enhance the building's striking prominence on Washington, D.C.'s Pennsylvania Avenue, America's Main Street. Recently completed interior rehabilitation and conservation of 137 year-old brick work, terra cotta, windows, doors and iron grilles at the nearby Sidney R. Yates Federal Building will safeguard another sustainably located and constructed historic property for a second century of service. Once filled with row upon row of hand-operated printing presses for production of America's banknotes and stamps, the building remains a rare vestige of the Federal government's industrial past in the nation's capital, which now houses the consolidated headquarters of the U.S. Forest Service. It is a model illustration of how this twenty-first century office space capitalized on the historic building's flexibilities.

In 2015, following a 135-year delay due to lack of funds at the time of the building's construction, GSA executed original plans to install four sixty-inch diameter Roman clocks in empty circular openings of the Sidney R. Yates Federal Building clock tower. A crowning touch to the building's interior and exterior rehabilitation, the clocks will benefit countless area workers and National Mall visitors numbering more than 25 million per year.⁶

⁶ <https://www.nps.gov/nationalmallplan/Documents/Media/NAMA%20Fact%20Sheet.pdf>. NPS notes that National Mall visitors exceed the combined annual visitors count for the Yellowstone, Yosemite and Grand

Public Private Partnerships: Section 111 Outleasing

GSA's use of National Historic Preservation Act Section 111 authority for leasing unneeded space to nonfederal entities continues to make an important difference at historic buildings in smaller markets, especially buildings requiring only modest reinvestment to remain viable. Combined with other funding sources, proceeds from Section 111 leases fill critical gaps and enable GSA to seize opportunities for meeting stewardship goals. Most *outleases*, as GSA refers to them, fill vacant space or provide retail services in buildings predominantly housing federal agencies. Discretely placed rooftop antennas and event space rentals also generate Section 111 revenue. In accordance with the authority, outlease revenue is reinvested exclusively in historic buildings through a rigorous and highly competitive process, in which projects are required to meet the Secretary of the Interior's Standards.

Among the most important outleasing accomplishments of the 2015-2017 reporting period is GSA's collaboration with the State of California to reuse the NHL U.S. Post Office and Courthouse at 312 North Spring Street, vacated when the federal courts relocated to a new courthouse in 2016, for the State Superior Court. This partnership will meet the judicial needs of the state while maintaining the building's historic function and keeping it viable for future federal use.

GSA's long-term lessor concluded a \$200 million rehabilitation and adaptive use of the 1899 Old Post Office in Washington, D.C.'s Pennsylvania Avenue National Historic Site without any adverse effect to the historic building. A Programmatic Agreement ensured appropriate public consultation in the design review and construction execution of the project. A symbol of America's early grassroots preservation movement to the local community,⁷ the Romanesque Revival icon is now a hotel within pedestrian reach of museums, memorials, businesses and government offices in Washington, D.C.'s monumental core. Revenue generated by the ground lease has already funded conservation of on-site art by Robert Irwin and the Benjamin Franklin statue on Pennsylvania Avenue. In 2017, the 315-foot bell tower reopened, offering panoramic

⁷Plans for the long-delayed removal of the Old Post Office to complete the Federal Triangle were reversed in 1971 when citizens led by Don't Tear it Down, predecessor of today's DC Preservation League (DCPL), organized to halt the demolition and establish a regulatory framework to protect historic properties in the nation's capital. Their successes inspired many other community groups as they were promoted by the National Trust of Historic Preservation, American Association for State and Local History and similar organizations. GSA continues to maintain an active partnership with the DCPL, developing educational material and programs to promote awareness and enjoyment of GSA historic properties in the District of Columbia.

views of the National Mall and landmarks of the nation's capital. Operated by the National Park Service, access to the tower is free and open to the general public.

GSA event outleases often dovetail with Cooperative Use Act goals, allowing the public to enjoy some of the government's finest ceremonial spaces. Through the program, GSA also makes many significant historic spaces available for use as film locations. Demand for filming locations at monumental public buildings in historic cities is particularly high. During the spring of 2017 alone, three GSA historic buildings provided locations for six television series set in Manhattan. In Portland, Oregon, the 1933 Gus J. Solomon U.S. Courthouse served as a location for five productions after GSA partnered with the state and film industry in 2016 to market the Renaissance Revival building as a premier filming location.

Between 2015 and 2017, GSA historic buildings served as locations for more than twenty-five movies and television shows filmed by twenty-one production companies, including, among others:

Alexander Hamilton U.S. Custom House, New York, New York
Billions (2017, Showtime)
Time After Time (2017, ABC)

Thurgood Marshall US Courthouse, New York, New York
Wizard of Lies (2016, HBO)

Jacob K. Javits Federal Building, New York, New York
Wizard of Lies (2016, HBO)
Blindspot (2017, NBC)
The Blacklist (2017, NBC)
Untitled Paul Davies project (2017)

U.S. Custom House, Baltimore, Maryland
House of Cards (2013-present, Netflix Original Production)

Martin Luther King, Jr., Federal Building, Atlanta, Georgia
The Jury (2016, ABC TV Pilot)
The Accountant (2016, Warner Bros. Pictures)
Baby Driver (2017, TriStar Pictures)

Alton Lennon Federal Building and U.S. Courthouse, Wilmington, North Carolina
London Town (2016, The Freerange Group)

John A. Campbell U.S. Courthouse, Mobile, Alabama
USS Indianapolis: Men of Courage (2016, USS Indianapolis Production)

Federal Center, Chicago, Illinois

Batman vs. Superman: Dawn of Justice (2015, Warner Bros. Pictures)

Office Christmas Party (2016, DreamWorks Pictures)

Chicago Justice (2017, NBC)

Empire (2017, Fox)

Rampage (2017, New Line Cinema)

Chicago Med (2017, NBC)

Theodore Levin U.S. Courthouse, Detroit, Michigan

Transformers (2016, Paramount Pictures)

U.S. Custom House, New Orleans, Louisiana

Trumbo (2015, Bleecker Street)

NCIS New Orleans (2015, CBS TV Series Episode) "Insane in the Membrane"

Jack Reacher: Never Go Back (2016, Paramount Pictures)

Geostorm (2017, Warner Bros. Pictures)

Zoo (CBS TV Series)

Gus J. Solomon U.S. Courthouse, Portland, Oregon

Bounty Hunter (2016, TNT TV Series)

Losing Addison (2016)

Who is the Mole (2016)

We the Jury (2016)

Grimm (2016)

GSA's national preservation program supports this stewardship funding source with online [guidance](#), along with sample documents that include GSA's standard license, permit application, special conditions and clauses for protection of historic finishes and fixtures. GSA regional preservation programs supplement this guidance with regionally focused training programs, manuals, brown bag events and blogs that promote outleasings successes to GSA employees nationwide, including the 2015 and 2016 "star attraction" GSA Blogs on motion pictures filmed at GSA buildings.

Other landholding agencies are seeking GSA outleasings expertise to reduce the cost of operating underutilized federal properties that are promising candidates for shared use. In 2015, GSA concluded commercial lease negotiations to rehabilitate and operate the National Aeronautics and Space Administration (NASA)'s 1,100-acre historic Moffett Federal Airfield in California's Silicon Valley. The public-private partnership will eliminate NASA's management costs and rehabilitate the historic Hangar One for private business use while meeting the needs of the Federal government and California National Air Guard to retain a limited use airfield.

Reinvestment of outlease revenue follows protocols similar to those of GSA's capital program, with priority given to pressing needs of the buildings earning the revenue and

work necessary to make or keep a historic building viable. Second priority is given to critical repair needs not met by other funding sources and opportunities for accomplishing stewardship goals such as restoration in high visibility public areas.

Outlease revenue continues to play a key role in the financial and physical viability of exceptionally significant and unique public buildings. At the 1836 New Bedford, Massachusetts, Custom House, outlease revenue funded exterior and interior repairs and alterations required to accommodate a new federal anchor tenant. Relocation of NOAA to the building in 2017 concluded a decade long effort to bring the NHL, a centerpiece of the city's historic whaling district, to full occupancy following the departure of the National Park Service. Twenty-six hundred miles southwest of New Bedford, at the nation's only Pueblo Revival style border inspection station in Naco, Arizona, outlease proceeds are funding construction of a secondary egress stair, allowing U.S. Customs and Border Protection to use the building's vacant second floor. At the 1915 Neoclassical federal building in Minneapolis, Minnesota, outlease revenue will fund garden terrace design concepts to capture basement space, reinforcing GSA's successful effort to secure occupants for the building's other floors, reported in 2014.

In post-Katrina New Orleans, water infiltration at historic windows remained a concern in the rehabilitated NHL U.S. Custom House. Through outlease revenue-funded study and testing, GSA identified and implemented a design solution that eliminated the intrusion and restored the historic windows, preserving the integrity of the region's oldest and most significant federal building. Outleasing funds similarly extended the useful life of GSA's 1933 Eldon B. Mahon U.S. Courthouse in Fort Worth, Texas, and the 1899 Romanesque federal building and U.S. Courthouse in Milwaukee, Wisconsin. At the Art Deco Mahon building, outlease proceeds funded testing and analysis to eliminate water infiltration and restore elaborately detailed windows featuring zigzag pattern spandrels and grilles. In GSA's Great Lakes Region, outlease revenue funded cyclical maintenance to sustain the agency's 2008 investment in window restoration at the Milwaukee courthouse and complete window restoration to extend the life of GSA's century-old, Beaux-Arts Melvin Price Federal Building and U.S. Courthouse in East St. Louis, Illinois.

Building owners in Washington, D.C., faced billions of dollars in repair costs after a 5.8 Richter scale earthquake shook the city in 2011. Outlease revenue generated largely from rooftop antennas, retail services and two long-term ground leases funded necessary repairs for ensuring the safety of integrity GSA buildings within the Federal Triangle, a component of the Pennsylvania Avenue National Historic Site. Work undertaken during this reporting period includes limestone cornice repairs and related restoration work at the William Jefferson Clinton Federal Building (constructed in 1934

as the New Post Office Building) and the Mellon Auditorium bordering the National Mall. In Nogales, Arizona, outleasing funds enabled GSA to meet U.S. Customs and Border Protection security requirements by retrofitting historic wood windows with bullet-resistant glazing. At the 1934 Tecate, California, U.S. Land Port of Entry, the nation's last remaining Spanish Colonial-style border inspection complex, outlease revenue is stabilizing and restoring two tile-roofed Immigration and Customs inspector residences that contribute to the historic integrity and charm of this high volume crossing. In GSA's Art Deco Central Heating Plant, outlease revenue is rectifying damage to the building that was affecting working conditions for personnel as well as the building's integrity.

Outleasing also enables GSA to reclaim compromised architectural spaces and features, improve visitor first impressions and strengthen federal agency commitment to occupying historic buildings. Outlease-funded lobby restorations will complement related capital investment projects at the 1934 Theodore Levin U.S. Courthouse in Detroit and the Hart-Dole-Inouye Federal Center in Battle Creek, Michigan. Constructed in 1903 by holistic medical doctor John Harvey Kellogg as the Battle Creek Sanitarium, the complex has housed federal agencies since it was acquired by the Army during World War II. The 1903 Renaissance Revival main visitor lobby and former dining room contain extensive decorative painting and a mural restored during the project.⁸

GSA's National Capital Region was able to conserve columns in the NHL Pension Building (now the National Building Museum) and sculpture enriching the historic Indian Treaty Room, State Library and Secretary of War Suite in the Eisenhower Executive Office Building. Compromised by post-earthquake rehabilitation of the 1824 NHL Blair House, which has served as the President's Guest House since 1943, the building's landscape was also rehabilitated using outleasing revenue.

Nearby at the Stewart Lee Udall Department of the Interior Building, a 1938 Louis Bouche mural in storage since 1970,⁹ has been conserved and reinstalled in the

⁸The murals were executed during the height of the popularity of the Sanitarium, in 1922. While little is known about the artist JJ Haidt, it is likely that the artist was from the local area, hired specifically to create these paintings for the architecturally significant dining area. During the restoration, the conservator discovered another canvas behind the existing ones indicating a succession of murals. Early photos of the Sanitarium show different paintings in the same location as the current one.

⁹The mural entitled "Conservation-Western Lands" was removed when the auditorium was renovated in 1970. Bouche, an administrator of the National Academy and recipient of many awards, is recognized as a proficient muralist whose other works enrich New York's Radio City Music Hall, the Robert F. Kennedy Department of Justice Building, post offices and institutional buildings throughout the nation.

building's newly rehabilitated auditorium for the enjoyment of employees, visitors and agencies with whom the department shares the space.

At the Chicago Loop post office, GSA restored book-matched walnut veneer paneling, a centerpiece of the original Mies Van der Rohe design. Additionally, GSA and the U.S. Postal Service collaborated to restore and reunite two companion New Deal murals relocated when the Chestnut Street post office building was converted into theaters during the 1980s. Strategically placed behind the glass façade, the murals are visible to pedestrians strolling by the post office building as well as customers inside. Outlease-funded sign guidelines for GSA-controlled retail space around the corner on State and Jackson streets will help to ensure that tenant storefronts are in keeping with the Secretary of the Interior's Standards and the character of the Loop Retail Historic District.

Other outlease-funded projects contribute to operational savings while improving public space in historic buildings. GSA's Pacific Northwest region is working with its customer agencies on an initiative to eliminate the cost of cyclical carpet cleaning and replacement by removing carpet and linoleum to restore historic terrazzo flooring beneath. Once restored, the terrazzo provides a durable, low-maintenance surface requiring no protective coverings. Linoleum and adhesives are removed using non-toxic, citrus-based chemicals, followed by honing and sealing to restore the terrazzo's smooth surface, now easily maintained by damp mopping. Projects completed at GSA's Gus J. Solomon U.S. Courthouse in Portland, Oregon; Old Federal Office Building in Seattle, Washington; and U.S. Post Office and Courthouse in Yakima, Washington, have been well received by GSA's tenant agencies.

Leasing

GSA leasing in nonfederal historic buildings, which often depend on federal tenants to remain viable, has not yet been substantively affected by the broader strategy of consolidating in federally owned buildings. A 2017 leased inventory review undertaken by GSA's national preservation program indicated modest reduction in the number of identified GSA leases in historic buildings, from 170 in the last reporting period to 164 currently. This relative stability reflects, in part, a substantial proportion of GSA leases in historic buildings controlled by the U.S. Postal Service (USPS) and other federal agencies. Legislation codifying the establishment of GSA in 1949¹⁰ transferred custody

¹⁰Enacted as Reorganization Plan No. 18 of 1950, Eff. July 1, 1950, 15 F.R. 3177, 64 Stat. 1270, pursuant to the provisions of the Reorganization Act of 1949. The 1950 Act gave GSA responsibility for general use office space in federally controlled buildings and leases—excluding offices occupied by the Post Office Department, the Smithsonian, Bureau of Standards, most of the Treasury Department, military

of federal buildings not predominantly occupied by the Post Office Department to GSA. The department retained control of all other post office buildings, often leasing, over time, space no longer needed for postal purposes to GSA. Many of these leased post office buildings are now predominantly occupied by U.S. Courts.

Opportunities to lease space in nonfederal historic buildings most commonly arise when agency space requirements are modest enough to be accommodated in a historic building. Larger space needs are usually met in contemporary leased buildings or new construction when a federally owned building is not available. Many GSA leases in commercial historic buildings are located in rural towns or small cities where rental rates for leased office space are low compared to rates for office space in metropolitan areas. In non-metropolitan locations lacking a federal building, such leases may offer the most cost-effective option while the need for a federal presence exists.

One urban location where leases in historic buildings cost-effectively supplement federally owned space is Philadelphia. In 2016, GSA's Mid-Atlantic regional headquarters relocated to the historic mid-century Rohm and Haas Headquarters building near Independence Mall. After redesigning the leased workspace to reduce its headquarters footprint, GSA successfully backfilled the unoccupied space by relocating Census and Veterans Administration offices from expiring leases in non-historic buildings to the Rohm and Haas Building. Concurrently, Health and Human Services downsized from a lease of 102,231 usable square-feet in the historic Public Ledger Building to 79,772 usable square-feet vacated by GSA's regional headquarters in the nearby historic Strawbridge and Clothier Building. A longtime shopping destination occupying 2.1-acres in the heart of the city's retail district, the historic department store building features a helipad, patios, marble lobby and twelve to fifteen-foot ceilings.

bases, hospital campuses and U.S. offices on foreign soil. Custody over post offices and federal buildings not predominantly occupied by the Post Office Department was transferred to GSA.

Sustainable Stewardship: Integrating GSA Portfolio and Preservation Strategies

Since GSA issued its portfolio strategy for creating a financially sustainable inventory in 2002, the agency's preservation and portfolio management programs have worked together on an evolving approach to balance GSA's fiscal responsibilities and stewardship goals. Giving special attention to buildings of high architectural merit and construction quality dovetails with GSA interest in workplace decisions that offer the best long-term value and contribute to communities where the government does business.

GSA's initial portfolio strategy relied on financial indicators to assess each property's fiscal health and retention value. On that basis, properties were categorized as performing, underperforming, or nonperforming. Nonperforming properties with poor prospects for improving were likely candidates for disposal. The approach tempered financially based performance tiering with specific measures to make or keep financially tenuous historic buildings viable.

Nevertheless, by 2012, with the inventory substantially pared of underperforming assets, limitations of the strategy were also becoming apparent. Properties that had become underperformers due to vacancy or other factors became less marketable because they were low priorities for reinvestment. American Recovery and Reinvestment Act (ARRA) projects that rehabilitated underperforming historic properties such as GSA's 1936 Federal Building in the heart of San Francisco's NHL Civic Center Historic District proved the benefits of incorporating into the portfolio strategy non-financial considerations that also reflect a property's value. ARRA reinvigorated the performance of 150 historic buildings. Data confirming that historic buildings consume, on the whole, 12 percent less energy than non-historic buildings substantiate GSA assumptions on the merit of reinvesting in them.

GSA is now developing a more sophisticated asset repositioning approach that segments properties into investment classes reflecting market dynamics and qualitative factors as well as asset condition and performance. This approach goes beyond per person space utilization rates to focus on effective use of space. Non-financial factors in the decision to hold or dispose of a property include its historic significance, ability to meet federal sustainability performance goals, energy use and tenant satisfaction scores, as well as qualitative risk factors such as seismic zoning, floodplain risks, and environmental liabilities such as hazardous materials.

In its nascent phase, GSA's Portfolio Management program is using this approach to reassess mid-term hold properties at risk of slipping into a holding pattern between

reinvestment and divestment. A primary goal of the effort is to commit to long-term retention and reinvestment or move forward with a plan for disposition out of the federal inventory. Toward that end, GSA national and regional preservation programs play a critical role in identifying the tangible and intangible benefits of retaining and reinvesting in significant historic buildings.

The new repositioning approach also signals a shift in focus from individual Asset Business Plans to Local Portfolio Plans that examine real estate in the context of the local market so that decisions likely to have a ripple effect are made within a broader Local Portfolio Plan. Regional portfolio management programs are also encouraged to pursue market strategies that support appropriate urban development consistent with GSA's Good Neighbor policy.

Successful outcomes of the 2015-2017 reporting period include government collaborations leading to GSA retention of the 312 North Spring Street Courthouse for reuse by California State Court and GSA's reacquisition of the Charlotte, North Carolina, courthouse as part of a downsized courthouse expansion plan. Plans for annex construction that will retain historic courthouses in Mobile, Alabama; Toledo, Ohio; and Savannah, Georgia, are also moving forward. U.S. Courts explored and rejected options for reuse and expansion of historic courthouses in Anniston, Alabama, and Austin, Texas, resulting in the 2016 disposal of the Austin courthouse. Anniston will remain occupied until the new courthouse is completed in 2021. Funding commitments¹¹ for rehabilitation of historic courthouses in Greenville, South Carolina, Mobile, Alabama, and Toledo, Ohio signify the courts' commitment to reuse these buildings as components in upgraded judiciary complexes. All told, in the majority of courthouse expansion efforts that explored reuse options, GSA and the courts chose to reuse the historic courthouses when it was a cost effective solution.

Equally significant for its impact on historic communities has been GSA's success in influencing footprint reduction plans to promote consolidation in historic buildings. In Selma, Alabama, community concern over anticipated loss of a federal presence in the town center landmark that has housed federal courts since 1909 has led GSA to explore relocating the Social Security Administration from lease space into the building and the courts to using GSA's historic courtroom rather than leased space currently meeting the their intermittent needs. Capital funding appropriated between 2015 and 2017 to consolidate agencies in twelve GSA-controlled historic properties, along with below-prospectus repairs and alterations leading to reoccupancy of the NHL New Bedford Custom House, affirm the value of a sustained commitment to balancing stewardship

¹¹ Includes appropriated funding for Mobile and GSA commitment to pursue funding for Greenville.

and fiscal responsibility goals.

Stewardship Planning for Historic Properties Leaving the Federal Inventory

In compliance with the Federal Assets Sale and Transfer (FAST) Act of 2016, during the spring of 2017 GSA issued templates and guidance for landholding agencies to submit data and recommendations for real property disposal, consolidation, colocation, reconfiguration or redevelopment in support of the act's footprint reduction and sales revenue goals. In response, agencies recommended forty-three disposals and sixty-six consolidation projects for validation and review by GSA and the Office of Management and Budget (OMB) as the basis for their recommendations to the Public Buildings Reform Board.

It is too soon to assess the impact of the FAST Act on historic properties controlled by GSA or other landholding agencies; however, GSA has been working toward the legislation's aims of reducing the inventory and more efficiently and cost-effectively utilizing agency properties in accordance with its evolving portfolio management strategy since 2002. GSA reinvestment, reprogramming and consolidation efforts detailed in this year's report underscore the importance of local portfolio planning that considers the opportunities and implications of real estate actions within a broader regional context—crucial to fashioning strategies that work for historic buildings.

GSA will continue to use its existing authorities to divest of federal real estate as circumstances warrant. Conveyance under either authority will comply with the NHPA, using preservation covenants, referencing guidance documents such as Building Preservation Plans and other established means to guide post-conveyance maintenance, repairs and alterations.

GSA's downsized courthouse expansion in Mobile, Alabama, is returning to the community two antebellum houses in the city's De Tonti Square Historic District. Constructed in 1853 by merchant Cornelius Robinson, the Hannah houses were rehabilitated for use as offices in 1963 and acquired by the Federal government in 2003 as part of the courthouse expansion site. Sale of the houses will return them to private residential or commercial use. GSA's 1935 U.S. Courthouse in Austin, Texas, will continue its historic function through a public benefit conveyance for its reuse as the Travis County Probate Court. After close to a century housing federal courts, the 1915 Carl Albert Federal Building was transferred to the City of McAlester, Oklahoma, for use as city offices since the satellite court was eliminated as part of the federal judiciary's downsizing effort. Named in honor of a former District 3 U.S. Congressman who served as speaker of the House from 1971-1976, the stately Neoclassical building is dominated

by a two-story central loggia featuring monumental Corinthian columns above arched openings designed to admit breezes into the building during warm months. One option under consideration by the city would make the building available to the Choctaw Nation for use by the tribal judicial system.

The 1909 Federal Building in Grand Island, Nebraska, conveyed to Hall County in 2016, will also house local government offices. GSA's 1936 Michael J. Dillon Courthouse in Buffalo, New York, was conveyed to the city in 2016 for reuse as Buffalo's police department.

Other historic buildings are being adapted to serve new purposes that meet market and community needs. GSA's 1935 Appraisers Stores in Baltimore, Maryland, was sold with preservation covenants for redevelopment as residences. Between 1917 and 1994, Baltimore was the nation's second busiest seaport for waterborne commerce.¹² The eight-story Appraisers Stores, built in sturdy brick and steel with flooring engineered to store imported goods awaiting inspection by Customs agents, is one block from Baltimore's Inner Harbor, now a bustling tourist destination. GSA's Cotton Annex, built in 1937 as a laboratory and offices for the Bureau of Agriculture and Economics in Washington, D.C., sold with preservation covenants for likely residential-commercial redevelopment to meet continuing demand for housing near federal offices and area businesses.

GSA's 1909 U.S. Courthouse in Gadsden, Alabama, which closed following courthouse footprint reduction plans, will house several businesses. Local developers who purchased the building, conveyed with preservation covenants, are committed to maintaining its elegant Neoclassical features, which include a colonnaded marble façade and an allegorical mural by artist Thomas Gilbert White depicting the protection of individual rights by the Greek goddess of justice.

GSA use of its monument conveyance authority under 40 U.S.C. 550 to transfer the 1963 Federal Building, U.S. Post Office and Courthouse in Bryson City, North Carolina (also closed as a result of court downsizing) will allow Swain County to house local government offices as well as a revenue generating restaurant to maintain public access to the Formalist style building.

Long stalled plans to redevelop the 1874 NHL U.S. Mint in San Francisco, conveyed to

¹² <http://portofbaltimore300.org/history/>. 7/20/2017. Baltimore remains one of the nation's top port cities, ranked ninth by cargo value and thirteenth by tonnage.

the city in 2003 for adaptive use as a city museum, resumed in 2016 with the city's decision to engage the California Historical Society to manage the effort. A rare survivor of the 1906 earthquake that leveled most of the city, the mint once held one-third of the nation's gold supply and produced 60 percent of its currency.¹³ Vacated when the Department of Treasury closed its U.S. Mint Museum in 1994, the building remained shuttered while plans for reuse by the San Francisco Museum and Historical Society were hampered by insufficient capital to address the building's seismic retrofit and other rehabilitation requirements.

Promising developments are also emerging from a GSA collaborative effort with the City of Chicago to preserve several State Street properties in the Loop Retail Historic District that are no longer needed for courthouse expansion. Preliminary expressions of interest in the buildings show an encouraging potential for commercial redevelopment using preservation tax credits.

GSA continues to play a significant role assisting other landholding agencies with complex and unusual historic property disposals, including thirteen lighthouse conveyances between 2015 and 2017. Under the National Historic Lighthouse Preservation Act of 2000 (NHLPA), GSA collaborates with the U.S. Coast Guard (USCG) and National Park Service to find new stewards for historic lighthouses and related structures that are no longer needed by the government.

GSA's 2015 relocation and transfer of the 1856 Gay Head Lighthouse in Martha's Vineyard showcases the agency's ability to facilitate the complex array of partnerships and real property transactions to save at-risk structures. GSA's responsibility as conveyance authority for the erosion-threatened lighthouse required coordination of unprecedented complexity under difficult time constraints. In 2013, the lighthouse was included on the National Trust for Historic Preservation's 11 Most Endangered Historic Places list because the adjacent Gay Head Cliffs, a National Natural Landmark owned by the U.S. Bureau of Indian Affairs in trust for the Wampanoag Tribe of Aquinnah, were rapidly eroding.

The USCG reported the fifty-one-foot, 400-ton conical brick tower lighthouse for urgent processing under the NHLPA in August 2013. In response to GSA's Notice of Availability, Aquinnah submitted an application offering a relocation site twenty feet inland from the cliff. The Save the Gay Head Lighthouse Committee raised more than \$3 million to fund the state-of-the-art relocation, with nearby Vineyard towns contributing funds as well. The USCG established a temporary aid to navigation light (ATON) nearby, to be extinguished upon the lighthouse's successful relocation, and conducted

¹³ <https://sf.curbed.com/2016/4/1/11349758/old-mint-california-historical-society> 7/19/17

archeological surveys of ground disturbed for the move. Finally, the town agreed to a USCG easement for the permanent ATON within the relocated lighthouse. To protect the lighthouse in perpetuity, the town granted preservation covenants to the Massachusetts Historical Commission (SHPO) and the National Park Service (NPS).

In its role as both real and personal property grantor, GSA led collaborating federal, state and local government organizations and nonprofit entities through a daunting choreography of interdependent tasks and legal actions, including, among others:

- procuring engineering services, land and specialized construction skills for relocation of the lighthouse from federal to municipally-controlled property 190 feet inland;
- completing building documentation, stabilization, archeological testing and analysis of excavated areas disturbed for the relocation;
- conveyance of the lighthouse independent of the land on which it was built;
- recordation of preservation covenants on nonfederal land to which the lighthouse was relocated; and
- installation of a temporary ATON to maintain vessel safety during the interim followed by a permanent light installation in the relocated lighthouse.

In 2016, GSA conveyed the French Second Empire octagonal Penfield Reef Lighthouse off the coast of Fairfield, Connecticut, for private ownership with preservation covenants. As a condition of the sale, the new owner must allow continued operation of the now automated light and foghorn, still in active use protecting boaters in one of the most treacherous areas of the Long Island Sound.

In 2015, the City of Los Angeles submitted a proposal under the National Historic Lighthouse Preservation Act to acquire the 1874 Point Fermin Lighthouse in San Pedro, California. Restored by the Point Fermin Lighthouse Society, which has been running the lighthouse as a museum since 2003, the building sits in a city-owned historical park and is a popular destination among tourists and local citizens. The city hopes to begin using the guest house south of the lighthouse for weddings and other events to support the historic buildings' maintenance.

GSA also uses its public benefit conveyance authority on behalf of other landholding agencies to support critical public safety needs. The County of Los Angeles acquired the 1941 Naval and Marine Corps Reserve Center with preservation covenants for use as a Fire Department training facility. Designed by California architects Robert Clements and Associates as the world's largest enclosed structure without walls, the 1941 Art Deco building was built to look and function like the deck of a ship, complete with anti-aircraft guns, cannons and a damage control room that would flood for drills. More

than 100,000 sailors were inducted and trained at the center.¹⁴ The City of Coolidge, Arizona, is considering a similar public conveyance to reuse the historic Headquarters Building of the San Carlos Irrigation Project, no longer needed by the Bureau of Indian Affairs, to support its fire department training needs.

Conveyances involving culturally significant personal property rely on strategic marketing to promote preservation outcomes in the absence of real property protection mechanisms such as covenants and easements. In 1966, the U.S. Geological Survey (USGS) acquired the 1927 pleasure craft *Pasada Manana* as a research vessel, renamed *Polaris*, for use in and around the San Francisco Bay. Fifty years later, with the vessel retired from federal service and listed in the National Register, GSA negotiated an MOA and collaborated with the USGS on a successful effort to locate a buyer interested in restoring the historic yacht. Custom-built for financier Lee Allen Phillips, the ninety-six-foot vessel, finished with teak decks and mahogany cabins, served as a floating hotel for VIPs such as Winston Churchill and Herbert Hoover.

¹⁴ <http://www.atlasobscura.com/places/naval-and-marine-corps-reserve-training-center> 7/20/17

4 Section 110: Documentation, Assessment and Planning

National Register Nominations

GSA is near completing its multi-year Section 110 compliance initiative, with 81 percent of the historic building inventory now listed in the National Register. Under the initiative, GSA has listed nearly 200 buildings since submitting its first Section 3 report in 2005.

Thirty-nine properties encompassing sixty-five buildings were nominated to the National Register during the reporting period. These include (with some functional overlap):

- Sixteen courthouses (most of which originally contained post offices as well),
- Thirteen office buildings (one constructed for commercial use; one also built to house courts),
- Two post offices¹⁵ (now federal offices),
- Three warehouses (includes Appraisers Stores supporting customs inspection),
- Three custom houses,
- One immigration station,
- One National Memorial (Oklahoma City),
- One laboratory,
- Fourteen buildings comprising the Mount Vernon Seminary for Girls, adapted in 1943 to house the Naval Communications Annex, Washington, D.C, and
- Eight buildings including the individually designated Old Naval Observatory NHL comprising Observatory Hill (originally the Naval Observatory and Naval Medical School and Hospital and Public Health Service Laboratory).

Noteworthy listings include three previously listed courthouses designated as NHLs in thematic nominations associated with the Civil Rights Movement and desegregation in public education: the Frank M. Johnson, Jr. Federal Building and U.S. Courthouse (originally the United States Post Office and Courthouse) Montgomery, Alabama; the Elbert P. Tuttle U.S. Court of Appeals Building (originally the U.S. Post Office and Courthouse), in Atlanta and the John Minor Wisdom U.S. Court of Appeals Building (originally the Fifth Circuit U.S. Court of Appeals), in New Orleans. In the 1950s and 1960s, the Fifth Circuit Court of Appeals, which had jurisdiction in six southeastern states, shaped the Civil Rights Movement with momentous rulings in the wake of nation-changing events, including the 1955 Montgomery Bus Boycott, 1961 Freedom Rides, the 1965 march from Selma to Montgomery, and desegregation of southern schools and universities following the Supreme Court's *Brown v. Board of Education* decisions in 1954 and 1955. These rulings served as the basis for pioneering legislative and

¹⁵ Excludes post office buildings that historically contained court, customs or federal agency offices, acknowledged here under those functional designations for broad categorization only.

judicial reform that followed. The three NHL-designated courthouses, as well as GSA's National Register-listed former Montgomery Greyhound Bus Station (acquired as part of the courthouse site), are also among several properties—including GSA's Lewis F. Powell Jr. U.S. Courthouse in Richmond, Virginia—under consideration for inclusion in a World Heritage Site Serial Designation.

GSA's 2015-2017 National Register listings also illustrate the Federal government's evolving approach to the design and procurement of federal public buildings between 1910 and 1966. A standout among public buildings constructed under the Tarsney Act of 1893 is the Richard C. Lee U.S. Courthouse in New Haven, Connecticut. Enacted to harness qualified private sector talent, the act authorized the supervising architect to conduct design competitions among private architects for major public buildings. The last of the thirty-five federal buildings to be designed by an architect selected as the winning competitor under the act, the Lee Courthouse, designed in 1911 and constructed in 1919, is among New Haven, Connecticut's, most distinguished public buildings. An excellent example of Beaux Arts architecture, the building faces the New Haven Green along with an ensemble of civic buildings, designed in accordance with the city's 1910 *Report of the Civic Improvement Commission*, authored by architect Cass Gilbert and Frederick Olmsted, Jr. Its design exemplifies the City Beautiful movement and the philosophy of James Knox Taylor, Supervising Architect of the Treasury (1897-1912), who advocated that federal buildings be constructed of the best materials and typically in classical designs recalling early American traditions. The 1916 U.S. Post Office and Courthouse on the Cookeville, Tennessee, town square is a strong example of the clay tile-roofed Italian Renaissance Revival style favored by Taylor's successor, Supervising Architect Oscar Wenderoth.

Two listings recognize campuses that served evolving functions in support of research, education, health and national security. Known today as the Nebraska Avenue Complex for its location in northwest Washington, D.C., the historic campus of the Mount Vernon Seminary for Girls includes sixteen contributing buildings constructed between 1916 and 1952, before and after the property was acquired by the Navy in 1943 to serve as the U.S. Naval Communications Annex. Progressive for its time, the seminary was the first non-sectarian female boarding school in Washington, D.C. During World War II, worldwide Navy cryptologic operations were directed from the site, where cryptanalysis of enciphered German U-boat messages and decoding of Japanese naval and merchant shipping codes supported the military war effort. Today the thirty-eight-acre property serves as headquarters for the Department of Homeland Security (DHS).

National Register recognition of Observatory Hill in Washington, D.C., has now expanded from the 1844 Old Naval Observatory, designated an NHL in 1965 for its

contributions in the fields of astronomy and oceanography, to a historic district of thirteen buildings, eight of which are controlled by GSA. Set off from the surrounding urban grid, the 14.6-acre hilltop site features curving roadways, perimeter walls and mature trees, including a Civil War-era White Oak which is one of the oldest trees in the city and a Yoshino Cherry tree donated by Japan in 1912. Classically inspired, early twentieth century buildings surrounding the observatory witnessed significant developments in the fields of medicine and national intelligence while housing the Naval Museum of Hygiene, Naval Medical School, Washington Naval Hospital, United States Public Health Service, National Institute of Health, Office of Strategic Services and the Central Intelligence Agency.

Conversely, GSA's nomination of the Federal Building at 50 United Nations Plaza in San Francisco provides individual recognition for the 1936 Beaux Arts building, previously recognized as a contributing element in the city's NHL Civic Center Historic District. Similarly, individual listing of the 1941 Edward F. Hebert Building in New Orleans, expands upon the city's Upper Central Business District National Register nomination with individual building documentation that will be incorporated into the GSA's Building Preservation Plan.

Several listings recognize commercial buildings acquired and adapted for federal use, as well as historically significant industrial and special purpose buildings constructed to support federal activity. The William O. Lipinski Federal Building was built in 1923 for the insurance company America Fore and purchased by the Federal government to house the U.S. Railroad Retirement Board (USRRB) when it was relocated from Washington, D.C. to Chicago in 1940. The relocation reflected a broader effort to decentralize non-defense-related government agencies and to make room in the capital for critical offices as entry into the war loomed.

The Robert A. Young Federal Building was constructed in 1933 as the St. Louis Mart and Terminal Warehouse for the Terminal Railroad Association of St. Louis. Conceived as an ambitiously scaled mixed-use building, it is distinguished by a series of setbacks, a twenty-story tower and Art Deco detailing. Architect Preston Bradshaw, a St. Louis native, was widely regarded as one of the city's most prolific and talented architects in the first half of the twentieth-century. In 1941, the army acquired the building to house War Department offices. GSA acquired the building from the Army, adding three additional stories in 1957.

GSA's smallest historic property to be listed during the 2015-2017 reporting period is the 1935 U.S. Custom House and U.S. Inspection Office at Morley Gate in Nogales, Arizona, now the Dennis DeConcini U.S. Port of Entry. The diminutive Spanish Colonial

Revival gateway remains among few surviving pedestrian-scaled historic inspection structures. Built as the companion to a matching gate on the other side of the street (since demolished), the design replicated a configuration that had been in place since the late nineteenth-century.

Other listings recognize historic buildings of more utilitarian design that played important roles in federal initiatives to improve efficiency through standardization, rationalization and centralization. Within the U.S. Department of Agriculture (USDA) Cotton Annex, constructed in 1937 near the National Mall, the Bureau of Agricultural Economics developed a system for the classification and standardization of cotton that continues to serve as the basis for the valuation and utilization of cotton bales in the United States. GSA acquired the 1953 U.S. Army Publications Distribution Center in Saint Louis, Missouri, now the Sammy L. Davis Army Media Center, in 1960. Built to consolidate operations for storing and distributing Army technical and supply publications, recruiting items, forms and personnel testing materials, the building represents the centralization and rationalization of military support functions following World War II.

GSA National Register listings of modern-era buildings constructed between 1950 and 1979 continue to increase in breadth and volume. During the 2015-2017 reporting period, GSA listed in the National Register ten modern-era properties containing sixteen buildings. The earliest of these is the Federal Building in downtown Nashville, now the Estes Kefauver Federal Building and U.S. Courthouse, which broke ground in 1949, the year that GSA was created. Completed in 1952, the limestone-clad edifice typifies the federal public buildings' transition from Classical to Modern architecture following World War II, featuring traditional massing and symmetry with surfaces pared of architectural detail.

The 1966 U.S. Courthouse and Federal Building in Denver, now the Byron G. Rogers Federal Building and U.S. Courthouse, is a noteworthy expression of New Formalism, a hybrid style combining the spare detailing of Modern architecture with carefully proportioned forms and symmetry characteristic of Classical architecture. Like a number of other courthouse ensembles of the time, the design juxtaposes a broad, five-story courthouse set perpendicular to an eighteen-story office tower, together framing an open plaza. Public art was an integral component of the original design, which includes a 1965 bronze bas-relief column in the plaza entitled *Federal Services* by Edgar Britton and an original 1966 mahogany carving entitled *Justice, Freedom, and the Release from Bondage* by Denver sculptor William Joseph. The column resembles a totem pole and contains carvings inspired by Native American art.

Anxious to maintain its position as the “Second Capital” —home to more federal offices outside of Washington, D.C. than any other city—the city of Denver encouraged a continued build-up of downtown federal facilities after World War II. Against a tide of suburban dispersal common to many cities, the city repealed decades-old limitations on new construction and initiated broad-level planning studies to set a path forward for the future of downtown. Completion of the courthouse in 1966 fulfilled the intent of the downtown Denver Federal District, conceived in 1937, and anchored the northern end of a reinvigorated central business district.

Contrasting Denver’s modern-era city center courthouse complex is the ninety-eight-acre suburban campus of the former U.S. Atomic Energy Commission (AEC), the first post-World War II agency headquarters developed outside of Washington, D.C.’s monumental core and the city’s inner suburban ring. The sensitivity of the AEC’s programs made it an ideal candidate for the Federal government’s dispersal policy, which gained momentum with the discovery of the Soviet Union’s success at developing the atomic bomb in 1949. Amid rising concern about the threat of an atomic attack on Washington, D.C., the AEC’s administrative operations were consolidated in Germantown, Maryland, more than twenty-five miles outside of the nation’s capital. The historic campus contains eight buildings, five of which date from 1957 to 1958, built of special materials resistant to blast and atomic fallout. Functions of the AEC were assumed by the Department of Energy in 1977, after which the Germantown campus became known as the Department of Energy Complex.

Among GSA’s sleekest modern buildings is the Federal Building in Hawthorne, California, designed for the Federal Aviation Administration (FAA) by architects Cesar Pelli and Anthony Lumsden of Daniel Mann Johnson and Mendenhall (DMJM) in 1966. Completed in 1972, the six-story building is constructed of reinforced concrete wrapped in a reflective glass and anodized aluminum exterior membrane—among the earliest buildings to have a mirrored “skin.” Curved corners characteristic of earlier Streamline Moderne commercial buildings contribute to building’s standing as an icon of the era. This nomination was submitted as an agreed upon compliance measure prior to the building’s disposal for return to commercial office use.

GSA's most recently constructed property listed during the reporting period is the 1977 Alfred P. Murrah Federal Building Plaza and Garage, nominated by GSA in collaboration with the State Historic Preservation Office in 2015 as part of the Oklahoma City National Memorial. Listed under Criterion G for exceptional significance, the memorial incorporates remains of the federal building, garage, landscape features and an outdoor symbolic memorial completed in 2001, encompassing the period from the bombing to the opening of the Oklahoma City National Memorial Museum. The blast, which killed 168 people, injured 680 others and destroyed or damaged 324 buildings within a sixteen-block radius,¹⁶ was an event of national significance that continues to affect many aspects of American life. In addition to prompting the establishment of new standards and procedures for the design and protection of federal buildings, the attack shaped responses to natural and manmade disasters at local, state, and national levels. The memorialization process following the bombing served as a model for other communities that have experienced tragic events.

Preliminary Evaluation and Determinations of Eligibility

To remain a step ahead of plans for reinvesting in buildings potentially eligible for the Register, GSA's regional preservation programs budget for Section 110 determinations of eligibility (DOEs) and building preservation plans as part of each region's yearly due diligence. All but two of sixty-two DOEs completed during the 2015-2017 reporting period evaluated modern-era buildings constructed after 1950, most of which were built during the 1960s. Two older buildings, constructed in 1913 and 1919, respectively, include a small commercial building and a large federal building constructed for temporary use during World War I.

Five DOEs evaluated buildings less than fifty years old, one of which, the Chet Holifield Federal Building in Laguna Niguel, California, was determined eligible under National Register Criterion G for exceptional significance as the work of master architect William Pereira. Those determined not eligible will be reevaluated upon reaching fifty years of age.

Twenty buildings were determined eligible for the National Register, including six courthouses, twelve office buildings and two border inspection buildings. Two of the office buildings were determined eligible as buildings contributing to historic districts.

Among thirty-seven buildings determined not eligible for the National Register, twenty-eight were office buildings, including one small, undistinguished commercial building

¹⁶ Oklahoma City National Memorial National Register nomination and https://en.wikipedia.org/wiki/Oklahoma_City_bombing 7/23/17.

acquired by GSA twenty years ago; eight were border inspection-related facilities; and one houses a regional motor pool. GSA and SHPOs failed to concur in five eligibility evaluations. Two disputed determinations involve small northern border inspection stations built in 1965; three involve small, undistinguished 1960s office buildings. In all five cases, GSA's detailed analyses, conducted by professionals who specialize in evaluation of modern-era buildings, concluded that the buildings failed to meet National Register eligibility thresholds as strong representations of an architectural style or construction type or locations of significant events or associations. Most SHPO determinations disputed by GSA focus on a building's position as the only local representation of the federal presence. The larger size of a federal building compared to contemporaneous local office buildings has also been cited as a contributing factor. GSA's resolution in most such cases is to treat the disputed buildings as eligible, maintaining a record of the consultation to inform future compliance.

Highlights among GSA buildings determined eligible include an architecturally exceptional modern building and a historically exceptional early twentieth century building. Architect William L. Pereira's ziggurat-shaped Chet Holifield Federal Building, completed in 1971, exploits the expressive potential of reinforced concrete to create an icon evoking ancient Mesopotamian temple in the architectural vocabulary of mid-century Brutalism. Seven tiers of angled precast concrete suggest a modern day fortress atop a sloped site landscaped with grass panels, planting beds and moats of smooth rocks. GSA acquired the building, designed for defense and space industries manufacturer Rockwell International, in 1974. Creator of San Francisco's famed Transamerica Pyramid, William Pereira, a prolific architect, Hollywood art director and science fiction aficionado, left a vast legacy of imaginative buildings that helped to define the look of America during the mid-twentieth century.

The Liberty Loan Building, conceived in 1918 and completed in 1919, is Washington, D.C.'s sole surviving World War I temporary building. Liberty Loans were authorizations from Congress to sell U.S. bonds, or Liberty Bonds, to help finance the war. One of the first reinforced concrete buildings in Washington, D.C., the building was engineered to support loads far beyond its original capacity, a fact that may have played a role in its adaptability to expand and serve new uses. The last of the other World War I temporary buildings on the National Mall was demolished in 1971, clearing the way for the construction of Constitution Gardens.¹⁷

Building Preservation Plans and Historic Structure Reports

Despite a number of Building Preservation Plan (BPP) contracts deferred while

¹⁷ <https://www.gsa.gov/portal/content/129446> 7/25/17.

replacement of the BPP database was underway, during the 2015-2017 reporting period GSA completed nine new BPPs and four BPP updates, along with four in-depth Historic Structure Reports (HSRs) and one HSR update. Several more BPPs are in progress. Most new BPPs provide guidance for modern-era buildings constructed during the 1960s. Two BPPs and one HSR provide integrated guidance for buildings in federal campuses or complexes. Primary drivers for BPP and HSR updates are planned projects requiring current guidance and completed projects that resulted in substantive changes (including restoration) warranting updated guidance.

GSA's BPP database replacement, completed in 2017, will ensure continued project team access to building-specific documentation and guidance in GSA's current platform. Aligning the new BPP with other Public Buildings Service applications fulfills a national preservation program goal of broad BPP use with strengthened technical support. New database features, such as data archiving and the ability to attach supporting documents, now enable GSA to accommodate, in a single, accessible location, historic building documentation in a variety of formats, including narrative Historic Structure Reports, material conservation studies and images of different types.

Other types of historic building documentation completed during the reporting period support the need to protect physically vulnerable historic buildings. Monthly laser scans at GSA's 1932 Federal Building in Seattle are now being used to assess effects of tunnel drilling for construction of the Seattle's subterranean, double-decked Highway 99, scheduled to open in 2019.¹⁸

¹⁸ <http://www.seattletimes.com/seattle-news/transportation/inside-highway-99-tunnel-bertha-roadwork-wsdot/> 7/25/17

5 Section 106 Project Development and Public Participation

The strength and integration of GSA's preservation policy, practice and personnel remain fundamental to the agency's continued success meeting ambitious footprint reduction and sustainability requirements with workspace solutions that preserve historic buildings and support agency missions. Regional and national preservation program staff keep current on emerging issues and best practices through monthly conference calls and annual Internal Management Meetings (IMM) for structured exchange between preservation experts and PBS program leaders. These Internal Management Meetings and resulting working groups enable geographically-dispersed subject matter experts to pool experience, devise joint strategies and establish priorities for focused effort.

Tangible results include a productive collaboration between GSA's preservation and acquisition programs to develop performance standards for historic building projects and scope and qualification requirements for historic building design-build projects, energy savings performance contracts and construction contractor competency. These performance standards have been integrated into [GSA Facilities Standards for the Public Buildings Service](#) and are also available on GSA's preservation program website. GSA national acquisition templates similarly reference [GSA preservation scope and qualification requirements](#). Quick access to standard, adaptable historic building project requirements simplifies contract development, improves contract outcomes and reduces GSA risk.

Programmatic Agreements

Strategies for reducing GSA's Section 106 workload include programmatic agreements for streamlined compliance and tools for improved project tracking. In 2016, GSA's Rocky Mountain Region became the fourth among eleven to negotiate a multi-state programmatic agreement (PA) reducing GSA's compliance workload for routine repairs at historic buildings. Fully half of GSA's historic building inventory (by number and statewide coverage) now benefits from streamlined compliance through regional PAs.

To learn whether PAs save GSA enough time to justify the effort required to put them in place, GSA's 2017 RHPO Internal Management Meeting included a session focused on PAs and other Section 106 efficiencies. By streamlining 106 compliance in North and South Dakota, Montana, Colorado and Utah, the Rocky Mountain Region's PA has already cut the region's 106 correspondence by 55 percent. Preservation staff handling compliance in GSA's National Capital, Southeast Sunbelt and Pacific Rim regions

agreed that time invested in developing and negotiating PAs was well spent. Accordingly, the program is exploring additional compliance streamlining opportunities, including expansion of GSA's Program Comment, which simplifies Section 106 compliance for select envelope and infrastructure repairs and upgrades at historic buildings.

Section 106 Compliance Management

GSA is also exploring ways to improve Section 106 management. An initiative under consideration will automate nationwide compliance tracking and information sharing to facilitate more effective consultation, timely mitigation fulfillment and agreement renewal, and efficient record sharing and activity reporting.

Collaboration Toward Successful Outcomes

Many of GSA's most noteworthy compliance successes result from partnerships that GSA initiates or substantively guides. The Gay Head Lighthouse in Martha's Vineyard has special significance to the community and nation as the only lighthouse with a history of Native American lighthouse keepers. For decades, it was owned by the U.S. Coast Guard (USCG) and maintained by the Martha's Vineyard Museum. The light within the tower continues to guide traders, fishermen, cruise ships, and recreational boaters today.

When erosion of the Gayhead Cliffs threatened catastrophic loss of the lighthouse, GSA led negotiation among five 106 consultation signatories to execute a 106 Memorandum of Agreement detailing all conveyance responsibilities in time to relocate the lighthouse fifty feet inland before the onset of the summer storm season. The town of Aquinnah agreed to complete photo documentation of the lighthouse and to place interpretive signage at the site of the lighthouse's former foundation. Aquinnah and the Martha's Vineyard Museum agreed to rehabilitate and maintain the lighthouse, operating it as a museum again.

The move drew national attention and was featured in a [NOVA episode](#) and [CBS Evening News](#). CNN named Gay Head one of the five biggest preservation "wins" of 2015. GSA's subsequent collaboration with the Advisory Council ACHP to document the undertaking in a "[106 Success Story](#)" will benefit future conveyances requiring cooperation among several organizations to preserve historic property at risk.¹⁹ Several

¹⁹ <http://www.cnn.com/2015/12/31/travel/historic-preservation-wins-losses-2015-feat/> 7/19/2017.

other GSA projects are also highlighted in [106 Success Stories](#).

Community Development Partnerships

In contrast to the demands of urgent and quickly executed undertakings like the Gay Head Lighthouse relocation are urban redevelopment partnerships requiring a longer view and sustained commitment. Redevelopment of GSA's fifty-three-acre Southeast Federal Center property in Washington, D.C. is now coming to fruition as the vibrant mixed-use waterfront regeneration envisioned by city planners and community activists. Authorized by the Southeast Federal Center (SEFC) Public Private Development Act of 2000, GSA initiated two development efforts to accommodate federal office space needs and community development. Eleven acres at the northern edge of the site now house the U.S. Department of Transportation in two build-to-suit leased buildings providing 1.4 million-square-feet of office space. Redevelopment of the forty-two-acre riverfront portion of the property, providing 3.6 million-square-feet of residential space for 2,800 housing units, 1.8 million-square-feet of office space, up to 400,000-square-feet of retail space and a riverfront public park, is substantially complete.

After awarding the office space lease in 2002, GSA initiated consultation for the mixed-use development, resolved in a 2004 Memorandum of Understanding with the National Capital Planning Commission (NCPCC) and U.S. Commission of Fine Arts (CFA) and a 2007 Section 106 Programmatic Agreement with the Washington, D.C. SHPO. Under these agreements, the government was required to complete a \$19 million remediation prior to sale and construction, following a master plan that would:

- provide open views and vistas to and from the waterfront and, where practical, maintain views of federal monumental buildings,
- provide buildings and landscape in character with the historic district and approved master plan street grid, according to Design Guidelines approved by GSA, NCPCC, CFA and the D.C. SHPO,
- encourage high density residential development appropriate to a subway-accessible site proximate to the city center,
- limit on and above-grade parking;
- include landscaping which complements private development, the public streetscape and open space destinations, and
- promote a mix of neighborhood and waterfront-oriented retail, service and cultural uses along major streets and buildings facing the waterfront park.

The 5.5 acre Yards Park, completed in 2010, was built through a public-private partnership between GSA, the District of Columbia and waterfront developer Forest City

Washington through a Payment in Lieu of Taxes program. Designed by M. Paul Friedberg and Partners, the riverfront park contains interactive water features, open lawn space, a sculptural pedestrian bridge and landscaped gardens. The mile-long Riverwalk Trail opened in 2011. Since it opened in 2010, the widely used Yards Park has hosted 120 events including festivals, corporate fundraisers and a fifteen-week Friday evening concert series. The park is managed and programmed by the Capitol Riverfront Business Improvement District (BID). The Capitol Riverfront BID, of which the Yards is a part, is one of the largest riverfront redevelopment projects in the United States, now housing a daytime employment population of 35,000 people, nearly 4,000 residents in 2,760 residential units, a 204-room hotel, The Yards Park, Canal Park and ice skating rink, Diamond Teague Park and Piers, Virginia Avenue Park and Community Gardens and the 41,000-seat Washington Nationals ballpark, which opened in 2008.

GSA's former SEFC Building 160, originally constructed in 1917 as the Navy Yard Pattern and Joiner shop, reopened in 2011 as Foundry Lofts, The Yards' initial apartment building. The former Lumber Shed is a riverfront retail/dining location with added glass walls offering patrons and office tenants sweeping river views. The 1918 Boilermaker shop, once filled with shipboard boilers, gun mount shields and barrel plates for torpedo tubes, now houses restaurants and shops. Retailers include a grocery, fitness center, dry cleaner, salon, spa, microbrewery and several restaurants.²⁰ Rehabilitation projects underway include adaptive use of the Transportation Repair Shop, where railroad components were once serviced, and the Broadside Mount Shop, built for the assembly of gun barrels and artillery parts. Occupant survey data shows that BID services, along with activity generated by the Yards Park and nearby retail, reinforce the efforts of GSA and its partners to create a livable and economically vibrant environment.²¹ By 2015, 95 percent of the housing units had been leased or sold and perceptions of safety had improved dramatically, along with area property values and tenant satisfaction at GSA federal properties in the vicinity. Over 12,000 residents are projected to live in the Capitol Riverfront BID by 2019.

GSA's space acquisition for the Department of State's Foreign Affairs Security Training Center (FASTC) at Fort Pickett in Blackstone, Virginia, exemplifies how the Section 106 process can promote positive preservation outcomes that also achieve larger goals. Co-location of the State Department with the National Guard at the former base offered an exceptional fit for the training center while placing federal activity where it will help to regenerate the flagging economy of Blackstone, a Base Realignment and Closure

²⁰ Selective list of retail uses encompassing both historic and newly constructed buildings in the Yards redevelopment.

²¹ In 2014, the BID reported 73 percent of survey respondents answering that the BID is "safe or very safe," up from 6 percent in the 2007, before the BID established.

casualty. Establishment of the training center will create new jobs and spur additional economic development, including local demand for housing, lodging and related services as the new FASTC facility becomes operational. The land acquisition, National Environmental Protection Act (NEPA) compliance and a majority of design processes were complete by 2016. Construction of the FASTC facilities began in 2016 and is expected to be completed in March, 2019.

Recognizing the significant impact that FASTC will have on the rural community, GSA's Urban Development Program partnered with the U.S. Environmental Protection Agency (EPA) Office of Sustainable Communities (OSC) to help Blackstone and Nottoway County plan for the opportunities and challenges associated with new growth and development. Together, EPA and GSA provided Blackstone and Nottoway County with a consultant team that conducted two rounds of stakeholder workshops, a series of coordination calls, a self-assessment, and a public meeting. The intent of these discussions is to put the local community in a position to proactively plan for growth that reinforces the existing community values, contributes to the community's historic character, creates efficient patterns of development and provides new economic opportunities for existing residents and businesses. Toward that end, GSA and EPA:

- worked with town/county and stakeholders to prepare plan for smart growth that is compatible with area's character,
- assisted the town in exploring possible adaptive reuse of the local armory and former United Methodist Church center (both historic), and
- initiated regional partnerships to support FASTC student needs (e.g. lodging, recreation) in ways that will support local businesses and make use of the community college to prepare local residents for jobs on the base.

GSA is also partnering with EPA to help Toledo, Ohio, revitalize its downtown Civic Center Mall, which houses city, county and Federal governments. For years, the Civic Center has suffered from the lack of a cohesive design or management strategy. Appropriation of federal funds in 2016 to build an annex next to the historic James M. Ashley and Thomas W. L. Ashley U.S. Courthouse and Custom House, located at the north end of the Mall, revived community interest in the public space and its potential. Energized by the Federal government's commitment to investing in the Civic Center, local stakeholders collaborated with the federal partnership to jointly develop a vision that will create a more cohesive Civic Center.

GSA's three-day urban design charrette, facilitated by EPA's urban design team, enabled city and county leaders to develop a consensus vision for the mall and a clear implementation strategy. Elements of the vision include a single design concept for the mall incorporating recreation, stormwater management, parking, streetscape improvements, art work, management and a governance strategy to create a high quality, vibrant, public space for the citizens of Toledo.

In Mobile, Alabama, GSA and EPA collaborated with the city and neighborhood stakeholders on a vision plan for corridors that pass the site of GSA's new and existing courthouses. The city has used this vision plan to apply for grant money to re-design and construct the St. Louis Street Corridor, using sustainable, "Complete Streets" practices.²²

Sustainability and Workplace Innovation

GSA gBUILD data on High Performance Green Building (HPGB) projects completed through 2015 shows the ability of historic buildings to meet rigorous standards for improved performance and efficiency.²³ HPGB projects encompass specific scope items such as HVAC and lighting upgrades; envelope improvements, roof insulation, rainwater capture and renewable energy. Most of these interventions have little or no impact on significant historic spaces and features. Noteworthy projects completed during the 2015-2017 reporting period include a partial modernization at GSA's Hilo, Hawaii Federal Building, U.S. Post Office and Courthouse and the six-phase modernization of the Stewart Lee Udall Department of the Interior Building, completed in 2016.

The first building authorized, designed and built by the Roosevelt Administration, the 1936 Interior headquarters contains more New Deal artwork than any other government building. Original amenities designed to support worker efficiency included air conditioning, acoustically treated ceilings, movable steel office partitions and open courtyards to admit daylight into every office. Under the HPGB project scope, historic windows were retained and supplemented with blast-resistant thermal storm windows.

²² Employing design approaches that balance community transportation, pedestrian safety and environmental sustainability goals as advocated by the National Complete Streets Coalition, Smart Growth America program. <https://www.smartgrowthamerica.org/app/legacy/documents/cs/factsheets/cs-greenstreets.pdf>

²³ GSA gBuild High Performance Green Buildings (HPGB) energy improvement project tracking data as of 2017 on 107 historic buildings show an overall EUI (kBtu/GSF) improvement of 24 percent from 2008 levels and 37 percent improvement from reported project baselines.

Adding wall and roof insulation, including a green roof, improved the building's thermal efficiency by 20 percent. System improvements include energy-efficient air handlers and building automation controls for mechanical, electrical and lighting systems, as well as occupancy and carbon dioxide sensors to activate lighting and air conditioning as needed. New storm water collection eliminates the need to water perimeter landscaping and the green roof.

At GSA's Mediterranean Revival Federal Building, U.S. Post Office and Courthouse in Hilo, Hawaii, energy and water conservation improvements complement century-old sustainability features in the building's original design. The island's first reinforced concrete building has long served as the primary representation of the Federal government in the territory, later state, of Hawaii. Designed by architect Henry Whitfield, who also conceived the Honolulu Carnegie Library, the U-shaped federal building combines classical architecture with Mediterranean features suited to the island's tropical climate, such as open-air loggias that provide building occupants at all three levels of the building with courtyard views, access to circulating air currents and colonnaded exterior corridors. In addition to fuel-conserving HVAC and lighting upgrades, the project restored compromised historic features, removing suspended ceilings to expose original skylights. While retrofitting the building to meet federal seismic, life safety and water conservation goals, GSA took the opportunity to restore historic millwork and entry courtyard features, earning a Historic Preservation Honor Award from the Historic Hawaii Foundation.

GSA rehabilitation projects also showcase twenty-first century workplace solutions that capitalize on historic character. At the 1880 Sidney R. Yates Federal Building in Washington, D.C., an open interior originally built to contain printing presses for the manufacture of currency now houses the consolidated headquarters of the U.S. Forest Service. The building's open industrial spaces have proven adaptable to a variety of workplace design solutions, work settings and modern infrastructure. Goals of the consolidation included efficient workspace that promotes collaboration while integrating new technology and diverse work styles. The layout within each work area created a "spine" of informal meeting spaces organized thematically by floor, enclosed team and conference rooms and open collaboration areas. By clustering shared spaces and surrounding them with open workstation hubs, the Forest Service improved its space efficiency for 756 employees by approximately 50 percent, downsizing from 207,000-square-feet to 109,000-square-feet of space.²⁴

²⁴ http://studios.com/projects/gsa_us_forest_service_headquarters/ 7/29/17. Statistics updated by GSA project manager 8/8/17. Workstations are grouped by floor in thematically named clusters reflecting the types of growth that employees in a cluster support, such as Forest, Grasslands, Watersheds and Mountains. New operational practices, digitized records and centralized printing have substantially reduced

The Forest Service's new workspace exploits original attributes of the building's nineteenth century industrial interior. High ceilings and unobstructed large windows provide generous natural daylight harvesting and unimpeded views of the National Mall. Thoughtfully installed acoustic panels allow views of the original vaulted ceilings while controlling ambient noise. Raised access floors accommodate electrical, mechanical and communication systems, eliminating the need for floor to ceiling partitions. Exposing ductwork to minimize the need for suspended ceilings has maintained visibility of the high vaulted ceilings that contribute to the airy character of the historic interior. This rehabilitation project illustrates the flexibility of historic building reuse to meet cost saving space consolidation goals and modern office needs in an exemplary manner.

Meaningful Mitigation: Archeological Recovery, Public Education, Adaptive Use

GSA's 2015-2017 compliance activities illustrate a range of mitigation approaches that meaningfully leverage federal investment for public benefit. Excavation for the Salt Lake City Odd Fellows Hall, relocated in 2009 to accommodate federal courthouse expansion, produced thousands of archeological artifacts that shed light on nineteenth century life in the city during a time of major expansion and change. Investigated sites contained remains of a Chinese frontier house,²⁵ assay office, jeweler, sign printer and a blacksmith shop containing three forges. Artifacts recovered from sites determined eligible for the National Register are now on display in the new courthouse lobby; all are documented in an illustrated report on the recovery findings.

Fragments of dishes, buttons, housewares, food, toys, and hardware in pits and privies beneath GSA's Mobile, Alabama, courthouse annex site revealed long hidden details about domestic life among the city's antebellum professional class. A companion "Come See What We're Up To" poster containing photographs and insurance maps of the nineteenth century community, highlights a doctor-pharmacist and judge-congressman among past residents whose homes were excavated. Illustrated *Town Hall Bulletins* and discovery posters kept GSA's courthouse tenants and interested public informed on the progress of the dig.

GSA collaborated with the City of San Antonio on archival and archeological investigation of a city-owned site selected for the new federal courthouse, pursuant to

paper consumption as well.

²⁵ By the mid-nineteenth century, Salt Lake City had a substantial community of Chinese immigrants who came to work on the transcontinental railroad and mines. Many lived and worked in nearby Chinatown, centered on nearby Second Avenue. The immigrants commonly adapted local vernacular construction. Excavated remains included evidence of log construction.

an exchange that will allow the city-affiliated Hemisfair Park Area Redevelopment Corporation (HPARC) to cohesively redevelop San Antonio's 1968 World's Fair site. GSA studies on the site, located at the edge of the oldest part of the city, yielded a wealth of history related to the Laredito neighborhood and its Tejano heritage.

Among the most comprehensive mitigation efforts in GSA history are research, recovery, education and public access made possible by redevelopment of the NHL St. Elizabeths campus as the Washington, D.C. headquarters for the Department of Homeland Security. GSA's ongoing collaboration with the DC Preservation League (DCPL) and others to provide monthly public tours; a brochure; video-recorded oral histories; conservation and digitization of historic drawings; an extensive archeological research, recovery and management program; laser documentation of the west campus buildings and landscape; Historic American Buildings Survey and Historic American Landscapes Survey documentation; and a generously illustrated 300 page online book on the history of St. Elizabeths Hospital, earned the agency a Washington, D.C. Mayor's preservation award in 2014.

During 2015 construction, GSA discovered a 900-square-foot kiln used to make bricks for the 1852 Center Building and its extensions. Preservation and project team members collaborated with DCPL to document the discovery in a short video featuring archeologist Paul Kreisa explaining the excavation and how the kiln was used. The kiln and other discoveries will be identified in wayside interpretive signs for campus visitors and workers to enjoy.

GSA preservation program volunteers have also donated countless hours to coordinate and host walking tours of the campus in collaboration with the DCPL and National Building Museum. As projects reach completion and DHS occupancy necessitates more limited public access, GSA is reaching out to organizations positioned to share the story with a broad and fascinated public off-campus.

In 2016-17, GSA collaborated with the National Building Museum to display artifacts, architectural elements, historic photographs, documents and models of the evolving campus in an exhibit entitled *Architecture of An Asylum: St. Elizabeths 1852-2017*. GSA's National Capital Region worked with museum curators to salvage building artifacts and locate items for exhibit selection and installation. Evocative displays include an iron-grilled doorway to a patient room; scrapbooks; letters; images of early electroshock equipment; dance therapy photographs from the 1960s; patient art; and a spectacular conserved 1904 model created for the St. Louis World's Fair. Relics of the hospital's past juxtaposed with images of recent development poignantly inform visitors about changing theories on how to care for the mentally ill and the government's

capacity for improving the quality of life for individuals and communities, culminating in the transformation of the 300-acre campus into a federal workplace, smaller hospital and mixed-use urban development.²⁶

Mitigation for alterations necessary to address facade failure at the 1967 Anthony J. Celebrezze Federal Building in Cleveland, Ohio, include a thirty-minute documentary film titled [*Modernism Renewed*](#) about challenges modern-era buildings present and GSA's decision to clad over the Celebrezze building facade. Installing the second skin obscured the original materials from view, but allowed GSA to preserve the historic facade, undertake the work while the tower remained occupied and create an insulating cushion of air in the two-and-a-half-foot gap between the old and new facades. Directed by filmmaker Thomas Ball, *Modernism Renewed* documents the history of the building, its architectural context and GSA's innovative design solution. The film premiered in 2016 with a screening and panel discussion hosted by the Cleveland Chapter of the American Institute of Architects. Panelists included the building's original architect, along with GSA regional representatives and leading practitioners who specialized in mid-century modern architecture.

GSA's primary preservation strategy is to avoid the need for mitigation by pursuing alternatives that avoid or at least minimize adverse effects on historic buildings. GSA project team qualification and scope requirements help to ensure that qualified preservation architects play a collaborative role developing design solutions that allow historic public buildings important to the community to remain in public use. GSA's 2014 report included an account of GSA's ten year consultation on expansion plans for the busiest land border crossing in the Western Hemisphere. In response to feedback from the local community, GSA revised its planned approach for the San Ysidro, California, facility to place greater emphasis on pedestrians, which comprise 29 percent of the northbound traffic from Tijuana.²⁷ GSA's innovative design solution, using tandem inspection lanes to decrease the overall booth area, will accommodate greatly increased traffic while preserving the previously endangered 1936 Custom House as a pedestrian gateway. The historic gateway will complement a new pedestrian facility on the west side of the crossing and a multimodal transit center that will serve as a pickup and drop off location for pedestrians. Construction work for the custom house rehabilitation began in mid-2017. The Spanish Colonial custom house is a featured

²⁶ A reduced hospital supporting increased outpatient and mixed use activity remains on the eastern portion of the campus, now referred to as the East Campus. DHS occupies the West Campus containing the original hospital building and a majority the institution's associated historic buildings and landscape.

²⁷ The crossing currently processes an average of 70,000 northbound vehicle passengers and 20,000 northbound pedestrians per day. <https://www.gsa.gov/portal/content/139410> 8/1/17

landmark in the Friends of San Ysidro [online walking tour](#) and [*Iconic San Ysidro web page*](#).

In Calexico, California, GSA has made the most of an opportunity created by a public benefit conveyance reversion. When the public benefit recipient proved unable to rehabilitate GSA's historic custom house for reuse, GSA reworked a land port of entry expansion already underway to repurpose the old custom house as a temporary pedestrian processing station. The five year reprieve will allow GSA additional time to find another appropriate use for the building.

6 Advocacy and Education

GSA training programs make the most of the agency's investment in mobile workplace technology, in-house expertise and agency partnerships to cost effectively support the need for a competent, collaborative workforce.

Training Initiatives

Bi-monthly Historic Masonry Workgroup meetings hosted by GSA's National Preservation Program feature case study presentations by GSA preservation staff, project teams, industry representatives and outside specialists. Initiated in response to knowledge gap discussions at GSA's 2015 national-regional Internal Management Meeting, the workgroup taps GSA's talent pool to address recurring challenges and promote effective solutions. Discussions underway may evolve the group's focus by collaborating with GSA's building envelope experts group to address a broader array of issues facing historic buildings of all eras. Highlights of the 2015-2017 reporting period include, among others, presentations on terra cotta evaluation and repair, sandstone conservation, survey and stabilization of stone capitals, innovative vertical access for repairs at substantial heights and exterior brick investigation. Presentations and documents of interest are shared with group members on the workgroup Google Site.

GSA Office of Design and Construction (ODC) training includes three internally sponsored programs: *Learning from Our Legacy*, *Lunch and Learn* and *PM Knowledge Exchange*. Together, the three programs leverage GSA's in-house expertise, facilitate interaction between programs and actively engage participants in resolving complex issues effectively. These programs encompass a wide range of projects and circumstances, including rehabilitation and reuse of historic buildings in varied market contexts.

ODC's Lunch and Learn series provides one-hour webinars featuring internal and external speakers on topics of interest to the design and construction community. *ODC's PM Knowledge Exchange* offers one-hour webinars by the PBS project teams on PM Award-winning projects. These no-cost training events offer continuing education licensing and certification credits convenient to employees disbursed among different locations and programs. Presentations by GSA preservation staff and outside experts inform PBS employees on emerging technologies and noteworthy projects, such as redevelopment planning coordination for properties subject to overlapping or contradictory jurisdictional oversight; federal application of open source software for historic building documentation and management; and new technologies for meeting sound and visual privacy requirements. Both programs allow GSA subject matter

experts in different design-related disciplines to exchange expertise and keep informed on activities beyond their normal day-to-day program responsibilities.

GSA monthly RHPO calls routinely use webinars for remote access to presentations on regional projects, preservation program initiatives, GSA-funded training and professional conferences as well. National program approval for preservation staff to attend professional conferences is conditioned on their commitment to present collaborative session highlights and provides GSA a permanent record of conference content and discussion[i].

Annual Internal Management Meetings complement subject-specific training with structured and strategically focused exchange that provides an efficient means for addressing and informing program priorities. Presentations and moderated discussion provide opportunities for productive interaction between regional preservation staff and PBS program leaders to keep all informed on emerging issues, initiatives planned or underway, model approaches and processes requiring refinement. PBS collaborations emerging from the preservation program's 2015-2017 IMMs focus on compliance issues associated with acquisition of design and construction services; facilities management; technical support and training needs; and historic property reinvestment, utilization and disposal.

IMM exchanges also inform GSA's regional compliance training priorities. Compliance training programs completed in seven of GSA's eleven regions during the 2015-2017 reporting period met critical PBS program support needs including:

- new employee awareness of GSA compliance responsibilities and roles;

- program-specific compliance training for project managers, property managers, contracting officers, asset managers, leasing and disposal specialists;

- compliance and technical problem-solving for field office staff;

- realty specialist training on marketing space in GSA historic buildings to non-federal entities under Section 111; and

- PBS Project Manager training on effectively coordinating NHPA and NEPA compliance.

Recognition in Awards

Reinforcing exemplary performance is a core component of GSA's strategy for maintaining a competent, collaborative workforce. In GSA's two ODC award programs, successful 106 compliance and positive stewardship outcomes are included among the evaluation criteria for historic building projects.

GSA biennial Design Awards celebrate the accomplishments of GSA and private sector architects, engineers, landscape architects, urban designers, interior designers, artists, conservationists and preservationists who create and safeguard the nation's landmarks. Initiated in 1990, the awards program engages eminent practitioners in a range of disciplines to rank projects on their success meeting GSA customer agency needs while also achieving larger social, cultural, and economic goals that contribute to the community. Over the years, the award program has expanded from an initial focus on new construction to include restoration and rehabilitation of historic buildings, landscape design, art-in-architecture and executed construction. Project achievements are documented in a short film screened during the ceremony and made accessible online to raise the standard for future GSA projects. In 2016, GSA launched a new ten Year Award category emphasizing the correlation between creative achievement and long-term community gain. Historic building projects recognized in 2016 include completed rehabilitation, facade repair, interior restoration, landscape renewal and new construction in a historic setting.

GSA Project Management Awards recognize teams' achievements in federal construction, lease construction, disposal, multiple small projects and non-space projects that meet important federal goals. These awards focus on effective project planning, documentation, communication, collaboration, team dynamics, customer relationships and innovation that results in cost savings or other benefits. Qualifying projects must meet GSA performance measures and applicable compliance requirements. Historic building projects recognized during this reporting period include four facade repair projects; seven rehabilitation projects, including one adaptive use and two supporting space consolidation; three restoration projects; two projects involving new construction in a historic context; one landscape renewal; one planning guideline; and, two historic property conveyances.

The national preservation program also assists regional project teams in pursuing recognition for GSA by other organizations. During the reporting period, GSA was recognized in eleven major preservation awards by national, state and local organizations. These awards recognized preservation design achievements as well as exemplary project execution. One award recognizes federal stewardship achievement

over time. In that regard, GSA takes special pride in the recognition of Beth L. Savage as the Secretary of the Interior's Federal Preservation Officer of the Year (awarded in fiscal year 2015).

Preservation Initiative Awards

Beth L. Savage, Federal Preservation Officer and Director, Center for Historic Buildings
Secretary of the Interior Federal Historic Preservation Officer of the Year Award (awarded in June 2015)

Project Awards

John F. Kennedy Building, Boston, Massachusetts
2015 GSA Project Management Award (Window Replacement)

Gay Head Lighthouse, Aquinnah, Massachusetts
2015 GSA Project Management Award (Disposal)
2016 ACHP Liaison, Assistant Commissioner & FPO joint recognition certificate (PM)

U.S. Custom House, Portland, Maine
2014 Greater Portland Landmarks Preservation Award

Fort Fairfield Land Port of Entry, Fort Fairfield, Maine
2015 GSA Project Management Award (Rehabilitation)

Conrad B. Duberstein U.S. Bankruptcy Courthouse, Brooklyn, New York
2014 New York Landmarks Conservancy Lucy G. Moses Preservation Project Award
2016 GSA Design Award (Preservation)

Appraisers' Stores, Baltimore, Maryland
2016 Project Management Award (Disposal)

U.S. Post Office and Courthouse, Athens, Georgia
2015 GSA Project Management Award (Restoration)

Gene Snyder U.S. Courthouse and Custom House, Washington, D.C.
2017 GSA Project Management Award (New Courtroom)

Birch Bayh Federal Building and U.S. Courthouse, Indianapolis, Indiana
2014 DC Chapter AIA Award of Excellence in the Historic Resources
2016 GSA Design Award (Preservation, Conservation)

Federal Building, Minneapolis, Minnesota
2015 GSA Project Management Award (Facade Repair)

John Weld Peck Federal Building, Cincinnati, Ohio
2015 GSA Project Management Award (Rehabilitation)

James M. Ashley and Thomas W.L. Ashley U.S. Courthouse, Toledo, Ohio
2016 GSA Project Management Awards (Facade Repair)

Richard Bolling Federal Building
2015 Historic Kansas City Foundation Award of Excellence for Contemporary Design in a Historic Context

J. Will Robinson Federal Building, Provo, Utah
2016 Utah Masonry Council Historic Restoration Award

U.S. Custom House, Denver, Colorado
2015 GSA Project Management Awards (Rehabilitation)

Federal Building, San Francisco, California
2014 Construction Management Association of America National Project Achievement Award (Renovation/Modernization) [vi]
2014 Northern California Chapter Construction Management Association of America Project Achievement Award (Renovation/Modernization)
2017 GSA Project Management Awards (Department of Education Relocation)

Federal Building, U.S. Post Office and Courthouse, Hilo, Hawaii,
2012 Historic Hawaii Foundation Historic Preservation Honor Award[viii]

Clara Barton Building, Washington, D.C.
2015 District of Columbia Award for Excellence in Historic Preservation
2016 New Jersey Historic Preservation Award
2016 GSA Design Award (Preservation)

St. Elizabeths Campus, Washington, D.C.
2016 GSA Design Award (Construction)²⁸

U.S. Coast Guard Headquarters, Washington, D.C.
2016 GSA Design Award (Planning & Landscape)

²⁸] New construction sympathetic with National Historic Landmark buildings and landscape. Award recognizes the quality of completed construction

Stewart Lee Udall Department of the Interior Building, Washington, D.C.
2017 GSA Project Management Award (Modernization)

Sidney R. Yates Federal Building, Washington, D.C.
2015 GSA Project Management Award (Consolidation Workplace Design)

Eisenhower Executive Office Building, State Library, Washington, D.C.
2017 GSA Project Management Award (Restoration)

Old Post Office Redevelopment, Washington, D.C.
2017 GSA Project Management Award

J. Edgar Hoover Building Square Guidelines, Washington, D.C.
2017 GSA Project Management Award (Pennsylvania Avenue Development Plan Supplement)

Organizational Partnerships

GSA collaborates with educational non-profit organizations to promote its stewardship achievements, jointly address challenges and raise the standard of practice among professionals whose work may directly or indirectly affect GSA.²⁹ In 2015, GSA participated as an organizational member of the Association for Preservation Technology International (APT) in planning and presenting in a symposium *Renewing Modernism*, held in Kansas City as part of APT's annual conference. In concert with the event, GSA hosted a field session showcasing the innovative rehabilitation of the 1965 Richard Bolling Federal Building, a flagship property that serves as GSA's continuing operation headquarters in the event of an emergency shutdown in Washington, D.C.

Leading modern-era building practitioners and technical experts from around the world joined GSA for the symposium to discuss common concerns, share solutions and draft consensus "Principles for Practice." Key issues addressed in the draft Principles, published in APT's quarterly *Bulletin*, focused on the need for flexibility in applying preservation standards to achieve sustainable rehabilitation and cost-effective reuse of modern-era buildings. As a follow-up to the 2015 symposium, GSA chaired a paper session at APT's 2016 conference on planning for projects involving mid-century modern buildings, including those of marginal reuse potential that may not merit reinvestment within a broader repositioning program.

²⁹ Agency representation is granted on a rotating, funds-permitting basis that takes into account training proximity, cost and relevance to GSA programs and regional activity. Conference training generally is limited to professional (nonprofit educational) venues for which presented research is subject to peer review and opportunities for substantive professional exchange justify the expense of onsite training.

GSA initiatives also played a significant role in the 2015 National Trust for Historic Preservation's Past Forward Conference, held in Washington, D.C. In a session titled "Weathering the Storm: Innovative Flood Management on the National Mall," GSA's National Capital Region presented flood risk reduction measures undertaken in response to a 2006 storm that caused \$40 million in damages to Federal Triangle buildings located above buried streams and creeks. Another session highlighted GSA's successful Energy Saving Performance Contract initiative. In "Federal government as LEED Change Agent," attendees learned about GSA's High Performance Green Buildings program, sustainability performance tracking, and balancing preservation and building performance at the U.S. Custom House in Philadelphia. GSA's presentation and associated field session on "Eco Districts as a Tool for Regeneration" showcased GSA's public-private partnership leading to transformation of the Southeast Federal Center to The Yards mixed-use redevelopment.

In its capacity as a steward of historic personal property, GSA facilitates research, education and interpretation by other organizations. Under 40 U.S.C. § 1309, GSA controls wrecked or abandoned property under the jurisdiction of the United States, including sunken Confederate naval vessels and related artifacts. In June 2009, archeologists from the South Carolina Institute of Archaeology and Anthropology located three large cannons and related artifacts from a sunken Confederate gunboat, the *C.S.S. Peedee*, in the Pee Dee River in South Carolina. Through a 2015 GSA loan agreement, the South Carolina Institute of Archaeology and Anthropology led the recovery of the cannons, documented in an [online video](#) and [local news broadcasts](#).

The cannons will be treated at Clemson University's Warren Lasch Conservation Center in North Charleston, South Carolina, before they are transported to the U.S. Department of Veterans Affairs building in Florence for permanent display.

Additional agency outreach during this reporting period includes GSA presentations and tours for educational events organized by the American Institute of Architects, the National Building Museum, Clara Barton Missing Soldiers Office Museum, the National Council for Preservation Education, the National Council on Public History, Sarasota Modern, the American Bar Association and the George Washington University. GSA also supports research published in the museum journal *Surgeon's Call* with images and information about the Missing Soldiers Office and artifacts found there.

Photographs and Brochures

Building documentation is integral to historic preservation. Architectural photographs meet NHPA requirements and serve as a primary resource for many types of projects. Since 2001, GSA has been documenting its legacy historic buildings in high-resolution photographs to provide a permanent archival record and serve the needs of GSA business lines, project teams, tenant agencies, researchers and the public. The online digital documentation supports GSA's due diligence, asset repositioning, and social media initiatives with high quality images that reflect well on the agency.

Since its inception, the program has documented approximately 240 GSA historic buildings in more than 3000 images. In 2005, GSA entered into a cooperative agreement with the Library of Congress (LOC) to commission, catalog, and make available to the public professional architectural photographs. High resolution photographs are available on the [Library of Congress website](#). Executive Order 13287, *Preserve America*, calls on federal agencies to promote public use and enjoyment of federal historic properties. While physical access to the properties is often limited, these photographs provide an additional means for sharing GSA's historic building legacy and preserving it for future generations.

GSA's far-reaching Public Buildings Heritage program engages tenants and the public through documentary films, educational brochures and posters. Brochures and posters using photographs from the GSA-LOC image archive are available to the public and on display in courthouses and other federal buildings throughout the country. The brochure series meets high customer agency demand for accurate, concise information on building histories and architecture. Brochures produced during the 2015-2017 reporting period document the following historic buildings:

Sidney R. Yates Federal Building, Washington, D.C.

Robert A. Grant Federal Building and U.S. Courthouse, South Bend, Indiana

Wayne N. Aspinall Federal Building and U.S. Courthouse, Grand Junction, Colorado

Martin Luther King Jr. Federal Building, Atlanta, Georgia

C. Bascom Slemp Federal Building, Big Stone Gap, Virginia

Potter Stewart U.S. Courthouse, Cincinnati, Ohio

Federal Building and U.S. Courthouse, Lawton, Oklahoma

U.S. Courthouse, El Paso, Texas

Sidney M. Aronovitz U.S. Courthouse, Key West, Florida

Bruce M. Van Sickle Federal Building and U.S. Courthouse, Minot, North Dakota

Alton Lennon Federal Building and U.S. Courthouse, Wilmington North Carolina

Sidney L. Christie Federal Building, Huntington, West Virginia

J. Marvin Jones Federal Building, Amarillo, Texas

Judge Isaac C. Parker Federal Building, Fort Smith, Arkansas

Federal Building and U.S. Courthouse, Peoria, Illinois

Robert S. Vance Federal Building and U.S. Courthouse, Birmingham, Alabama

National Preservation Month and Social Media

Each May, GSA joins agencies and organizations throughout the nation in celebrating its public building heritage with special events, webpage features and exhibits. The annual month of recognition provides an opportunity for GSA to promote important stewardship accomplishments and goals. Preservation Month blogs during 2015-2017 focused on GSA's stewardship ethic to sustainably maximize the utility of its finest historic buildings, GSA's architectural photography partnership with the Library of Congress, now one of the six top photograph collections at the LOC, and how the public consultation process resulted in positive preservation outcomes for nine GSA projects highlighted in the Advisory Council's *106 Success Stories*.

GSA regions complement these agencywide outreach efforts with regionally-focused online features and events that engage GSA customers, employees and the community. GSA's Pacific Rim's regional newsletter *Pacific Breeze* included features on the diversity of the region's historic building inventory, noteworthy rehabilitation projects, historic border stations and classical architecture. GSA's Midwest region organized a premier screening of GSA's *Modernism Renewed* film in concert with an AIA panel discussion and APT chapter event. GSA's Northwest Arctic Region celebrated the centennial of the 1916 James A. Redden U.S. Courthouse in Medford, Oregon, and the

fiftieth anniversary of the Richland, Washington, Federal Building, U.S. Post Office and Courthouse with an onsite event featuring a guest speaker. GSA's Rocky Mountain Region hosted tours of the Byron Rogers Federal Building and U.S. Courthouse in Denver, held a Denver Federal Center Museum open house and celebrated the fiftieth anniversary of the Bozeman, Montana, Federal Building and U.S. Courthouse with a tree planting. GSA's Southwest Region celebrated the centennial of the John Minor Wisdom U.S. Courthouse in New Orleans with a plaque installation ceremony and the Ed Edmondson U.S. Courthouse centennial in Muskogee, Oklahoma, with a brochure and ceremony.

GSA national and regional preservation programs collaborate year-round to raise awareness about GSA's public building legacy by contributing regularly to GSA website features such as *Fact Friday* and *Throwback Thursday*, along with in-depth blogs and presentations. GSA's Northeast and Northwest regions posted blogs showcasing GSA historic buildings as film locations. GSA's Rocky Mountain Region launched a social media campaign *Modernism is the New Old* with Facebook and Twitter *Historic Architecture Trivia* features, along with tours and brown bag lectures by GSA staff and local architects. Regional preservation programs also collaborate with GSA's Communications program and local media to promote GSA stewardship in news features such as "Order in the Courthouse," a 201 *Wichita Eagle* newspaper article about GSA's U.S. Courthouse in Wichita, Kansas.

Preserve America

Executive Order 13287, *Preserve America*, issued in 2003, calls on agencies to improve their historic property management, nominate properties to the National Register, and promote heritage tourism. GSA supports heritage tourism goals with online information on GSA's [historic buildings](#) database and regional preservation websites. It also fosters nonprofit organizational partnerships that create short and long-term opportunities for public access to GSA historic properties.

GSA's agreement with the National Museum of Civil War Medicine to operate the [Clara Barton Missing Soldiers Office Museum](#) in GSA's preservation easement space at 437 Seventh Street, NW, in Washington, D.C. has now been in place for six years[ii]. The agreement established reciprocal responsibilities of the museum to provide public access to and interpretation of spaces formerly occupied by Clara Barton and GSA to conserve and rehabilitate the spaces for occupancy by the museum. GSA and the museum have met these obligations and enjoy a productive partnership.

The museum opened to the public in July 2015 and has been recognized for its innovative partnership and creative restoration on an extremely limited budget. GSA 2016 Design Awards jurors were “impressed by the meticulousness with which the museum was executed, and the ethical vision that originally elevated chance discovery into a campaign to safeguard American history. A passion for heritage, they agreed, differentiates extraordinary preservation and conservation work from standardized best practice.”

Also in 2015, GSA executed an artifact loan agreement transferring curatorial responsibility for the trove of artifacts found in the third floor attic to the museum. This arrangement eliminated GSA’s artifact storage costs while making the collection more accessible for conservation, research and interpretation. Since that time, the museum has stabilized and placed into archival storage all uncontained artifacts and created a digital catalog of the collection to simplify artifact tracking and long-term management.

The museum continues to enrich its educational program to reach a diverse audience of varied ages and interests. 2015-2016 accomplishments include:

- third floor artifact displays interpreting objects associated with Clara Barton’s battlefield support work, Missing Soldiers Office and domestic life,
- evening & weekend lecture series,
- *concerts at Clara’s* live music series,
- *Atlas Obscura* culture and history lecture series,
- weekday interactive lectures on topics such as Clara Barton’s Callers, Civil War Pensioner Widows and GSA’s Discovery, Investigation and Restoration,
- *Surgeon’s Call* journal articles and special issue of new and original research on Clara Barton and her Missing Soldiers Office by staff and contributing scholars, and
- digital outreach in Facebook, Instagram, Twitter and museum blogs.

GSA’s Northeast Caribbean region collaborates with cultural organizations to host events and special exhibits that provide opportunities for the public to enjoy the agency’s finest historic interiors. In 2016, GSA’s Regional Administrator and Federal Preservation Officer joined the Chief Bankruptcy Judge, Court Executive and local preservation leaders at GSA’s 1892 Conrad B. Duberstein U.S. Bankruptcy Courthouse (former U.S. Post Office) in Brooklyn, New York, as panelists at *Preserving Our Architectural History: the Business Case for Landmarks Preservation*. In concert with the event, celebrating the fiftieth anniversary of the New York Landmarks Conservancy, the Conservancy also sponsored a temporary photograph exhibit entitled *Landmarks of*

New York: Historic Districts, now on display in the building's atrium.

During a November 2016 weeklong event sponsored by the arts nonprofit Performa 15, visitors formed lines daily to view artist Oscar Murillo's live work [Lucky Dip](#) in the rotunda and outdoor steps of GSA's NHL Alexander Hamilton U.S. Custom House in lower Manhattan. Afternoon performances acknowledge the historic use of the custom house as a portal for international trade in objects and activity such as a reading by two actors exploring the now archaic cries of London market traders from the fourteenth-century to the turn of the twentieth-century.³⁰

³⁰ <http://15.performa-arts.org/events/Luckydip> 11/16/2017

7 Conclusion

As GSA continues honing its strategies for sound and visionary stewardship, two broad themes emerge. The first is that increasing sophistication in GSA's portfolio planning and asset reinvestment approaches directly benefits historic properties. A second theme is the benefits that GSA's leadership in facilitating collaboration among government, commercial and nonprofit organizations brings to all actions affecting historic property. GSA town planning partnerships with local governments on the Foreign Affairs Training Center in Blackstone, Virginia; Southeast Federal Center redevelopment in Washington, D.C.; and Toledo, Ohio and Mobile, Alabama courthouse expansions have better positioned each of these communities to respond effectively to economic development opportunities offered by a new or expanding federal presence.

A principal factor in GSA's ability to foster collaboration among external groups is an organizational culture that fosters internal collaboration among GSA business lines. While organizational savvy and cooperation will not always support GSA reuse of historic property, a culture of shared expertise and commitment tips the scales toward positive stewardship outcomes, as the success stories detailed in this year's report relate.

GSA is committed to efficient and fiscally prudent compliance. Priorities for the next reporting period include pursuing additional opportunities to streamline compliance for recurring, low impact undertakings. GSA initiatives toward centralized and systematic 106 compliance tracking support cost-effective mitigation as well as reduced risk of compliance oversights. Focused effort will continue on development of strategies for timely and reasonable resolution of GSA compliance associated with modern-era properties.

Persistent stewardship challenges include threats to historic property viability stemming from a shrinking federal presence, customer agency space preferences and reinvestment costs unsupportable by projected income, particularly in secondary markets facing a declining federal presence in high seismic risk locations. Growing concern with seismic threats, reflected in the 2016 U.S. Government Accountability Office *Earthquakes* report,³¹ has intensified scrutiny of federal buildings in high seismic risk zones. Given the predominance of unreinforced masonry buildings in GSA's historic building inventory, disproportionate numbers rank as *very high*, *high* or *moderately high* in seismic risk, creating a corresponding risk of prohibitive reinvestment

³¹ *Earthquakes: Additional Actions Needed to Identify and Mitigate Risks to Federal Buildings and Implement an Early Warning System*. GAO-16-680: Published: Aug 31, 2016.

costs to comply with federal safety standards set by the Interagency Committee on Seismic Safety in Construction (ICSSC).³² Viability prospects for many iconic public buildings may rely on interim solutions for reducing risk to an acceptable level until funding can be secured for long-term solutions.

GSA's evolving asset repositioning approach may also improve viability prospects for historic buildings in secondary markets where strategic reinvestment will support a federal presence.

³² *Standards of Seismic Safety for Existing Federally Owned and Leased Buildings*. ICSSC Recommended Practice 8. Prepared for the National Institute of Standards and Technology (NIST) by the National Institute of Building Science.

Images

1. James M. Ashley and Thomas W. L. Ashley U.S. Courthouse, Toledo, Ohio. Carol M. Highsmith Photography, Inc.
2. Theodore Levin U.S. Courthouse lobby, Detroit, Michigan. Carol M. Highsmith Photography, Inc.
3. Top: Stewart Lee Udall Department of the Interior Building, Washington, D.C. Completion of the six-phase modernization in 2017 brought the agency's cultural and natural resource programs together for the first time in decades. Taylor Lednum. Left Bottom: *Replanting the Wasteland*, by Ernest Fiene. Right Bottom: *Gathering Dates*, by Nicolai Cikovsky.
4. *Showtime* crews film *Billions* at the Alexander Hamilton U.S. Custom House in 2017. GSA film location outleases allow the public to see some of the government's finest ceremonial spaces. GSA.
5. In 2015, after a 135-year delay due to lack of funds at the time of the building's construction, GSA installed four clocks in empty circular openings of the Sidney R. Yates Federal Building clock tower. The clocks will be visible to millions attending the city's annual cherry blossom festival and other events. The nineteenth-century industrial interior, constructed in 1880 for the Bureau of Engraving, now provides the U.S. Forest Service efficient workspace that promotes collaboration. Carol M. Highsmith Photography, Inc. GSA. Clock installation detail: Lumichron.
6. Hart-Dole-Inouye Federal Center mural restoration. In keeping with Dr. Kellogg's philosophy to promote healing and well-being through nature, the paintings depict sweeping, idyllic landscapes of trees and mountain vistas. Caroline Sachay.
7. Funded with historic outlease revenue, restoration of the original wood panels at the Ludwig Mies van der Rohe designed Loop Post Office, Federal Center, Chicago, was completed in 2017. GSA and the U.S. Postal Service collaborated to restore and reunite two companion New Deal murals that had been relocated when the Chestnut Street post office building was converted into theaters during the 1980s. Carol M. Highsmith Photography, Inc. Mural conservation: Caroline Sachay.
8. The 2015 relocation and transfer of the 1856 Gay Head Lighthouse in Martha's Vineyard showcases GSA's ability to facilitate a complex array of partnerships to save at-risk structures. Drew Kinsmen, *Martha's Vineyard Times*. Conveyance of the 1874 Point Fermin Lighthouse in San Pedro to the City of Los Angeles will preserve the community landmark as a historic park. Steve McCrank, *The Daily Breeze*.
9. The Frank M. Johnson, Jr. Federal Building and U.S. Courthouse in Montgomery, Alabama; the Elbert P. Tuttle U.S. Court of Appeals Building in Atlanta and the John Minor Wisdom U.S. Court of Appeals Building in New Orleans were designated as NHLs in thematic nominations associated with the Civil Rights Movement and desegregation in public education. Carol M. Highsmith Photography, Inc.

10. Listed under National Register Criterion G for exceptional significance, the Alfred P. Murrah Federal Building Plaza and Garage in Oklahoma City incorporates remains of the federal building and garage, landscape features, and an outdoor symbolic memorial completed in 2001. Susan Allen Kline.
11. Monthly laser scans at GSA's 1932 Federal Office Building in Seattle are now being used to assess effects of tunnel drilling for construction of the Seattle's subterranean Highway 99, scheduled to open in 2019. The laser scanning record will aid GSA in maintaining its investment in repairs to preserve the building's terra cotta and brick Art Deco facade. Kevin Haas.
12. GSA's Rocky Mountain Region substantially reduced its 106 correspondence workload by executing a multi-state programmatic agreement streamlining regional compliance for commonly occurring repairs. Byron White U.S. Courthouse, Denver, Colorado. Carol M. Highsmith Photography, Inc.
13. Concept design for The Yards, public-private mixed use redevelopment at the historic Navy Yard Annex site, acquired by GSA in 1960 to house federal offices for several agencies. In the center are the Lumber Shed, now containing a riverfront restaurant and offices, and the Pattern and Joiner Shop, now apartments. Forest City Washington.
14. Twenty-first century energy and water conservation improvements complement original sustainability features in the 1917 Mediterranean Revival Federal Building, U.S. Post Office and Courthouse in Hilo, Hawaii. Carol M. Highsmith Photography, Inc.
15. Artifacts from GSA's Mobile, Alabama, courthouse annex site. New South Associates.
16. Exhibit *Architecture of an Asylum: St. Elizabeths 1852-2017*. Design of the original Kirkbride plan campus and its subsequent expansions illustrated the tenets of moral treatment in a humane environment providing daylight, fresh air and productive activity in a therapeutic verdant setting. The exhibit fulfills a major mitigation measure included in the 2008 Programmatic Agreement for GSA's redevelopment of the NHL campus into the consolidated headquarters of the Department of Homeland Security. National Building Museum.
17. U.S. Courthouse, Erie, Pennsylvania, subject of a *Learning from Our Legacy* case study. GSA.
18. The 2015 annual conference of the Association for Preservation Technology International, held in Kansas City, Missouri, included a GSA field session showcasing the innovative rehabilitation of the 1965 Richard Bolling Federal Building. Left: Michael Robinson, Helix Architecture + Design. Right: Carol M. Highsmith Photography, Inc.
19. Onlookers photograph Civil War cannons recovered from the Pee Dee River near Florence, South Carolina by underwater archeologists from the University of South Carolina. As a Federal steward of personal property, GSA facilitates research and education by other organizations. Gerry Melendez, The State Media Company of South Carolina.

20. GSA senior leadership commemorates Preservation Month 2017 in the administrator's historic suite. (L to R) Jack St. John, Chief of Staff; Anthony Costa, Acting Deputy Administrator; Timothy O. Horne, Acting Administrator; Emily Murphy, Senior Advisor to the Administrator (now Administrator nominee), Michael Gelber, Acting Public Buildings Service Commissioner.
21. Clara Barton Missing Soldiers Office Museum, restored third floor rooms. National Museum of Civil War Medicine.



1

Courts expansion needs will be met with an annex to the James M. Ashley and Thomas W. L. Ashley U.S. Courthouse, Toledo, Ohio.





Stewart Lee Udall Department of Interior Building, Washington, D.C. Completion of the six-phase modernization in 2017 brought the agency's cultural and natural resource programs together for the first time in decades.



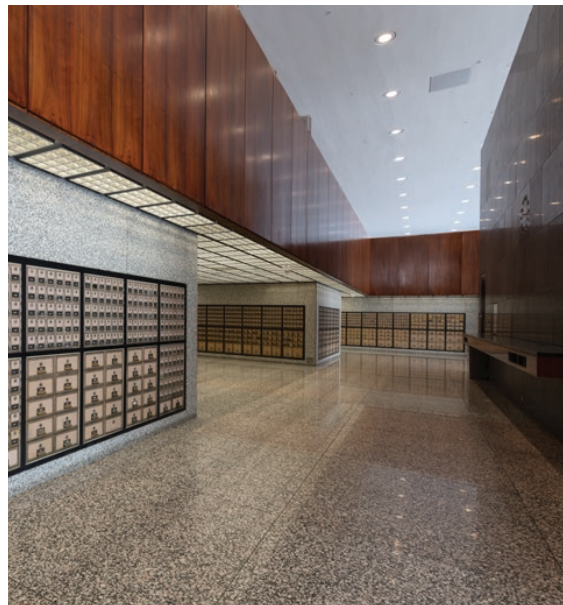
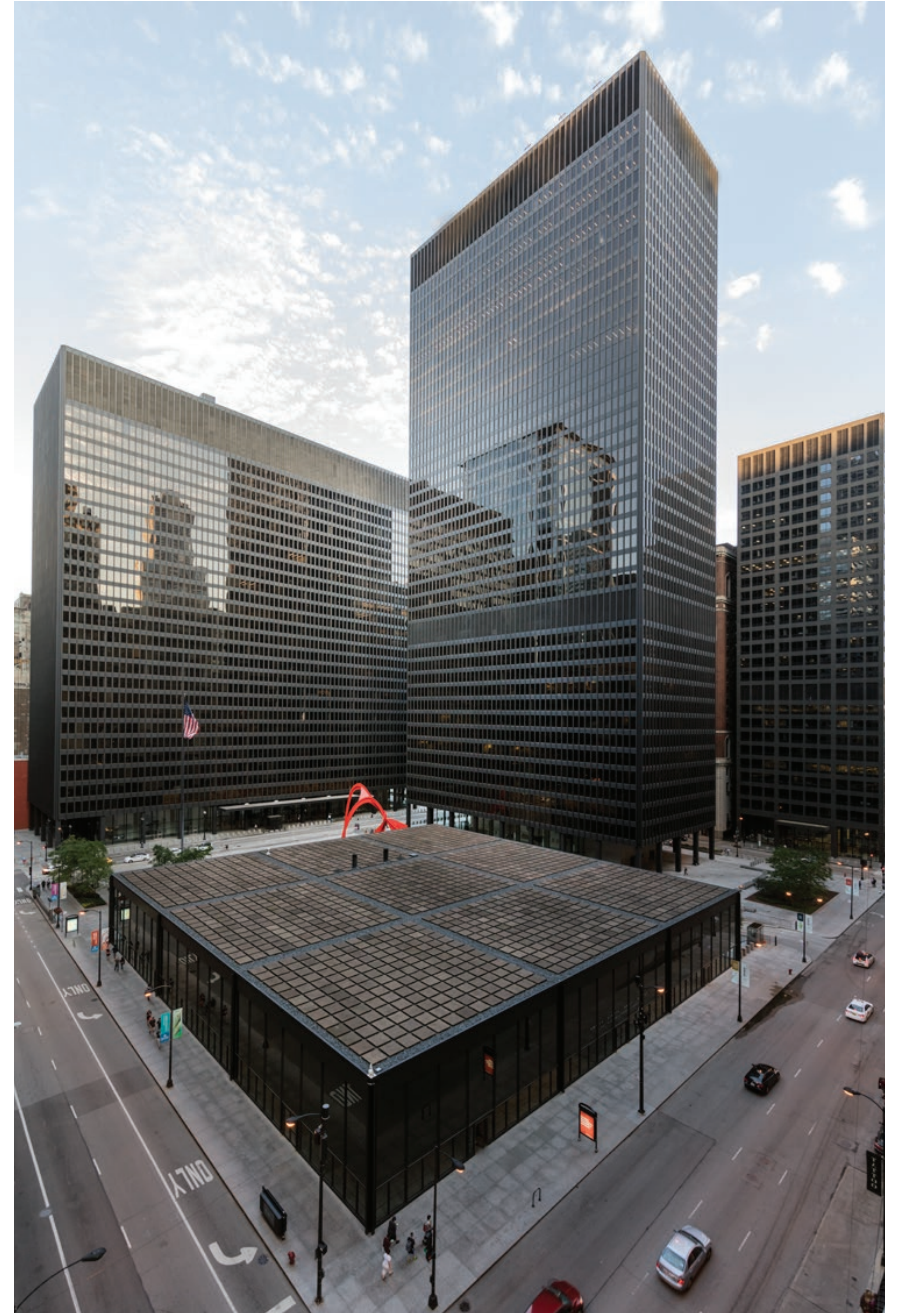


In 2015, after a 135-year delay due to lack of funds at the time of the building's construction, GSA installed four clocks in empty circular openings of the Sidney R. Yates Federal Building clock tower. The clocks will be visible to millions attending the city's annual cherry blossom festival and other events. The nineteenth-century industrial interior constructed in 1880 for the Bureau of Engraving now provides the U.S. Forest Services efficient workspace that promotes collaboration.



6

Hart-Dole-Inouye Federal Center mural restoration. In keeping with Dr. Kellogg's philosophy to promote healing and well-being through nature, the paintings depict sweeping, idyllic landscapes of trees and mountain vistas.



7 Funded with historic outlease revenue, the restoration of the original wood panels at the Ludwig Mies van der Rohe designed Loop Post Office, Federal Center, Chicago, was completed in 2017. GSA and the U.S. Postal Service collaborated to restore and reunite two companion New Deal murals that had been relocated when the Chestnut Street post office building was converted into theaters during the 1980s.



Top: The 2015 relocation and transfer of the 1856 Gay Head Lighthouse in Martha's Vineyard showcases GSA's ability to facilitate a complex array of partnerships to save at-risk structures.

Bottom: Conveyance of the 1874 Point Fermin Lighthouse in San Pedro to the City of Los Angeles will preserve the community landmark as a historic park.





1 ☐ Listed under National Register Criterion G for exceptional significance, the Alfred P. Murrah Federal Building Plaza and Garage in Oklahoma City incorporates remains of the federal building and garage, landscape features, and an outdoor symbolic memorial completed in 2001.



1 1 Monthly laser scans at GSA's 1932 Federal Office Building in Seattle are now being used to assess effects of tunnel drilling for construction of the Seattle's subterranean Highway 99, scheduled to open in 2019, and protect GSA's investment in repairs to preserve the building's terracotta and brick Art Deco facade.



12 GSA's Rocky Mountain Region substantially reduced its 106 correspondence workload by executing a multi-state programmatic agreement streamlining regional compliance for commonly occurring repairs. Byron R. White U.S. Courthouse, Denver, Colorado.



13 Concept design for The Yards, public-private mixed use redevelopment at the historic Navy Yard Annex site, acquired by GSA in 1960 to house federal offices for several agencies. In the center are the Lumber Shed, now containing a riverfront restaurant and offices, and the Pattern and Joiner Shop, now apartments.



Twenty-first century energy and water conservation improvements complement original sustainability features in the 1917 Mediterranean Revival Federal Building, U.S. Post Office and Courthouse in Hilo, Hawaii.



Artifacts from GSA's Mobile, Alabama, courthouse annex site excavation.



16 Exhibit *Architecture of an Asylum: St. Elizabeths 1852-2017* at the National Building Museum. Design of the original Kirkbride plan campus and its subsequent expansions illustrated the tenets of moral treatment in a humane environment providing daylight, fresh air and productive activity in an therapeutic verdant setting. The exhibit fulfills a major mitigation measure included in the 2008 Programmatic Agreement for GSA's redevelopment of the NHL campus into the consolidated headquarters of the Department of Homeland Security.







19 Onlookers photograph Civil War cannons recovered from the Pee Dee River near Florence, South Carolina by underwater archeologists from the University of South Carolina. As a federal steward of personal property, GSA facilitates research and education by other organizations.



GSA senior leadership commemorates Preservation Month 2017 in the administrator's historic suite at the U.S. General Services Administration Building, Washington, D.C. Left to right: Jack St. John, Chief of Staff; Anthony Costa, Acting Deputy Administrator; Timothy O. Horne, Acting Administrator; Emily Murphy, Senior Advisor to the Administrator (now Administrator nominee), and Michael Gelber, Acting Public Buildings Service Commissioner.

