

Section 3: Reporting Progress on the Identification, Protection, and Use of Federal Historic Properties

September 30, 2017



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About the Report cover. (clockwise from left)

International Space Station Sunrise: “Gorgeous Picture from Space.”

Photo by Lucas Fortini: “Akepa captured in the Hawaiian Rainforest.”

Photo by Mauricio Paniagua Castro: Recording Information during a Point Count

Photographer Unknown: Endangered Pallid Sturgeon

Photographer Unknown: Rock Formations

I. Introduction

The U.S. Geological Survey (USGS) is pleased to submit the 2017 update of its Section 3: Reporting Progress on the Identification, Protection, and Use of Federal Historic Properties in accordance with Executive Order 13287 (E.O. 13287).

Beginning September 30, 2005, E.O. 13287 requires Federal agencies with real property management responsibilities to triennially report on their progress of identifying, protecting, and using historic properties in their inventories. With the preparation of this report, the USGS followed guidance authored by the Advisory Council on Historic Preservation (ACHP) titled: Advisory Guidelines Implementing Executive Order 13287, “Preserve America” of June 2017.



II. Policies and Directives

The USGS has integrated the historic preservation requirement of E.O. 13287 into its asset management policies and practices. The existing USGS Survey Manual (SM) Chapter 421.1 “Facility Plans and Investments” of 2014 was recently updated and rewritten in 2017 with new facility management policies under SM 420.1 “Real Property Asset and Investment Management.” The new SM chapter features enhanced and inclusive guidance for all programs and processes Bureau facility managers must consider when undertaking facilities improvements.

One of the nine responsibilities cited in SM 420.1 requires Regional Directors and Associate Directors to:

“Operate facilities in an economical and environmentally sound manner, and in accordance with standards of accessibility, safety, security, quality and environmental and historic preservation.”

SM 420.1 also instructs managers about facilities-related programs that have influence on planning such as Section 106 review of the National Historic Preservation Act (NHPA).

In conjunction with the Survey Manual, the USGS Asset Management Plan (AMP) provides guidance for reporting and assessment of assets while articulating the strategy for improving the management and condition of the Bureau Real Property inventory. In addition, the USGS AMP describes the Bureau strategy and process for managing the total cost of asset ownership and serves as a framework to guide asset investment decisions including operations, preventive maintenance, component renewal, repair, and construction. The AMP informs USGS managers on how to maintain and sustain the asset portfolio to achieve the Department of Interior's (DOI) mission and outcome goals encompassing the major responsibilities of:

- Resource Protection
- Resource Use
- Recreation
- Serving Communities¹

A. Historic Property Identification

Evaluation of properties for eligibility to be listed on the National Register of Historic Places (NRHP) is incorporated into the USGS Comprehensive Condition Assessment Program (CCAP) and has continued through this Section 3 reporting cycle. Under the DOI AMP, comprehensive Condition Assessments (CAs) of DOI-owned properties are to be performed every five years. All historic evaluations performed as part of the CCAP are accomplished in observance of Section 110 of the NHPA. One of the goals of the CA program is to have each of the 1237 Bureau owned buildings, parcels of land, and structures historically evaluated against the Secretary of Interior Criteria of Evaluation. Historical evaluation findings are documented in the CA report that is provided to local facility managers and in the USGS real property system of record. This information is also provided to the General Services Administration (GSA) through the annual USGS Federal Real Property Profile submission.



¹ OA, Office of Management Services, USGS Asset Management Plan, March 2011, p. 1

Since the 2014 Section 3 Report submittal, the USGS CCAP has historically surveyed an additional 94 assets bringing the total evaluated to date to 217. Additionally, one other structure was historically evaluated outside of the CCAP bringing the grand total to 95 for the USGS in this reporting cycle.

To date, 18% of USGS real property assets have been historically evaluated. In addition, the Research Vessel (R/V) Polaris (not considered real property for evaluation purposes) was historically evaluated in 2013 and was added to the NRHP in 2015. The results of the evaluations are shown for the last three years in the following chart:

Historical Status	2014	2015	2016
National Registered Listed	0	2 (*)	0
National Register Eligible	0	4	0
National Historical Landmark	0	0	0
Evaluated, Not Historic	33	34	22
Number of Parcels Bldgs. and Structures Assessed	33	40	22

(*) See Protection of Historic Properties, *"A New Life for an Historic Property."*

The year 2015 produced some notable historic assessment results. One historic evaluation reported the USGS's five buildings comprising the Tucson Magnetic Observatory, located on National Park Service (NPS) controlled land, is part of the Rincon Mountain Foothills Archeological District. The NPS manages the archeological district and the land underneath it which is listed on the NRHP. In order to protect this historical resource, a long term Special Use Permit requires any USGS proposed building or below-grade construction activity to be reviewed by the NPS prior to execution of the work. The nondescript buildings of the observatory like the small variations building pictured to the right have been evaluated as ineligible for listing on the NRHP.

Four buildings at the Columbia River Research Laboratory in the state of Washington were found to be eligible for listing on the NRHP as



well as the land on which they are built. At this location, the land and buildings are owned and administered by the Fish and Wildlife Service (FWS) inside the greater historic district called the Willard National Fish Hatchery. The buildings the USGS occupy on the site are considered eligible for listing on the National Register and contribute to the historic eligibility of the district. The USGS occupies these buildings and the land under an inter-agency agreement established between USGS and FWS. This agreement is in effect until end of December 2017.

B. Section 106- Organizational Development

The USGS is working to raise awareness of Section 106 requirements by increasing training opportunities for Bureau staff. This objective is especially important for USGS employees who perform field research and manage facilities which are activities that have a higher probability of becoming Section 106 undertakings. In the past, the ACHP has provided Section 106 classroom training to USGS staff at its Headquarters in Reston, Virginia. This format only reached a limited audience and therefore was not conducive for Bureau-wide training. To address this shortcoming, the USGS is currently working to establish an on-line Section 106 introductory course specifically tailored to the Bureau mission. The primary audience for this course would be personnel with facilities management and field research responsibilities.

In September of 2016 the USGS Federal Preservation Officer (FPO) conducted an instructional presentation about Section 106 of the NHPA and its relationship to the National Environmental Policy Act (NEPA) at the 3rd Annual USGS sponsored Paleoflood Conference held in Rapid City, South Dakota. The presentation was provided at the request of the USGS conference organizers to increase awareness among field researchers of NHPA and NEPA requirements. Scientists of Paleoflood disciplines study regional areas of land which were impacted by large scale floods caused by glacial melting or sea level rise. As part of their field work, researchers regularly dig test pits in the ground to study the sizes of rock aggregates suspended in the soil. The excavations have potential to cause an adverse effect on historic property. The presentation highlighted the similarities between the two Acts and emphasized that the NHPA/NEPA reviews are intended to take place early in project planning. This training also covered integrating the requirements of the two reviews. The presentation enhanced awareness of the lawful requirements of both Acts within the USGS



scientific community. After the conference, the value of the presentation became apparent as researchers contacted the FPO for guidance in Section 106 planning for future projects.

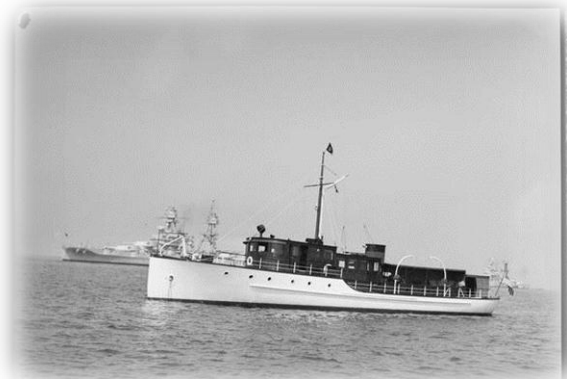
C. Protection of Historic Properties.

i: A New Life for an Historic Property.

After the USGS historically evaluated the R/V Polaris as eligible for listing on the NRHP, the California State Historic Preservation Officer (SHPO) successfully nominated the ship to the National Register on March 24, 2015. It was the first historic property listed on the NRHP for the USGS. Christened in 1927, the ship had been one of the oldest working vessels operated under federal service.

Since 1966, the USGS has been operating the ship on the coastal Pacific and in the San Francisco Bay as a marine laboratory platform. Most of the ship's time was spent with the USGS San Francisco Bay Estuarine Studies Group collecting a four-decade long science record of data revealing geologic and biological changes occurring in the Bay. Noting that some of the environmental changes in the Bay are seasonal, the USGS's state science partners have been able to predict and counter problems affecting San Francisco and its surrounding urban area's fresh water supply which sustains eight million people.

The R/V Polaris was originally launched under the name, "Pasada Manana," when it was built as a luxury yacht in 1927. The ship was built for Lee Phillips who actively reclaimed marshlands turning them into arable land in the San Joaquin River delta which is one of the tributaries supplying fresh water to the San Francisco Bay. Herbert Hoover, after his presidential term, was invited on board the yacht as one of Phillips' guests. In the lifetime of the ship, it had changed ownership ten times. In one instance the U.S. Army had commandeered the ship for use as a troop and material transport for



maintaining WWII fortifications surrounding the Puget Sound in Washington in 1944. The yacht was eventually returned to its home waters of the San Francisco Bay after it was donated by Ken Bechtel to the University of California at Berkeley. After a short stint at the university, the USGS bought the then “Polaris” for \$4,000. The ship was converted into a research vessel and became the R/V Polaris. The primary mission of the Polaris was mapping the underlying seabed for geologic deformations caused by earthquakes. The vessel was found to be of exceptional significance at the statewide level under National Register Evaluation Criteria A and C in the areas of Maritime History, Recreation/Entertainment, Science, Agriculture, and Architecture. As the type of scientific research being conducted on-board had outgrown the physical capacity of the old yacht, a replacement ship was critically needed to extend the valuable and enduring science data record collected on-board the R/V Polaris during 48 years of its federal service with the USGS.

The entire process of removing the R/V Polaris from the USGS inventory had evolved into a successful transaction following the prescribed steps of the Section 106 review process. As the ship was federally owned and listed on the NRHP, its surplus to a non-federal entity would constitute a Section 106 adverse effect on a historic property. To avoid the potential of an adverse effect the Menlo Park Science Center in California began searching for a new federal owner. The initial step was to query federal agencies situated on R/V Polaris

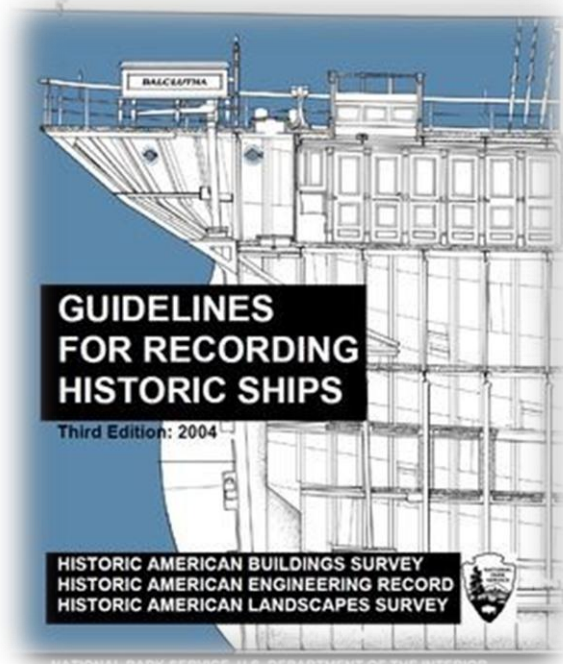


home waters of the San Francisco Bay for interest in the vessel, but no interested federal parties were located. The science center then considered California state ownership of the R/V Polaris. The state has three maritime entities: the Maritime Museum of San Diego; the State University Channel Islands; and the California Maritime Academy and all declined the R/V Polaris offer. Lastly, the USGS approached private corporations who operated on the Bay, the Potomac Association, the Bay Ship and Yacht Company, and West Point Harbor. No offers emerged from these corporate groups.

The USGS then decided to offer the ship for public sale through the GSA personal property auction. The GSA had extensive experience in both Section 106 and transacting ships through public sale and was appointed lead agency for Section 106 review purposes by the FPO of the USGS. The decision was pivotal in assuring the disposition of the historic R/V Polaris was handled correctly. The Section 106 review process resulted in a finding that the USGS would need to mitigate an adverse effect on the historic R/V Polaris given no continued federal ownership existed at the time. However, continued federal ownership was still possible as the auction would be advertised nationally across the United States to a much larger audience. Normally, a Memorandum of Agreement would be initiated as a resolution of an adverse effect on the historic property. However, given the circumstances of not knowing who the future owner would be, a Programmatic Agreement (PA) was chosen instead to stipulate the mitigation steps needed to resolve the adverse effect on the historic ship.



One of the recognized processes for mitigating an adverse effect is through documenting a written history of the ship. The NPS's Historic American Building Survey/Historic American Engineering Record (HABS/HAER) Office issues the preservation guidelines that help standardize the recording of historic property. Since a ship is classified as a structure, its written report follows HAER guidelines. The written report is accompanied by black and white photographs of the ship. The PA was signed by all Section 106 consulting parties: the ACHP, the California SHPO; the USGS, and the GSA. The PA was executed before auction of the ship since the agreement would spell-out the responsibilities of USGS as well as contain preservation instructions covering the various types of disposal contemplated for the ship. To encourage improved bidder participation in the auction, no protective covenants were included in the PA that would require the new owner to preserve the ship through means outlined in the document. The



absence of preservation covenants brought risk to the transaction. With the PA parties interested in saving the ship (especially the USGS and CA SHPO), they would have to hope the right client would win the auction with interest in preserving the R/V Polaris. The CA SHPO had requested that USGS fulfill the photographic part of the HAER requirement before the ship was advertised for auction. With photographs taken and the PA accepted by the parties, the public sale of the ship could commence. The auction opened on September 16, 2016 and closed on October 4, 2016. Twenty bidders participated in the bidding process. The highest bid was accepted by the GSA at \$61,000. The fact that the R/V Polaris was listed on the NRHP brought increased value to the ship by an estimated \$10,000 to \$15,000. The sale was finalized on October 18, 2016.



The “Polaris” was purchased by an affluent citizen who lives and works in the Seattle area. The ship was piloted to the Puget Sound and further on to Seattle for a restoration and overhaul. The owner and his wife are both interested in preserving the “Polaris” and its historic features. Since the auction, the new owners have already restored the yacht to its original name; “Pasada Manana.” They have also become members of the Classic Yacht Association with their prize possession Pasada Manana. See page 12 of the Classic Yachting newsletter:

http://cya.wildapricot.org/resources/Documents/newsletters/cya_newsletter_2016December.pdf. Additionally, there appears to be local interest surrounding the style of yacht the Pasada Manana represents which is known affectionately as a “Dream Boat” or “Northwest Cruiser”. This web-link highlights some enthusiast’s work and life on the Puget Sound: <https://www.johnsabella.com/pdfs/Throwbacks.pdf>.

The HAER of the R/V Polaris was accepted by the NPS on March 8, 2017. Hardcopy and archival CD of the HAER were sent to the Library of Congress for perpetual reference and viewing. The PA of the R/V Polaris further stipulated that the USGS author and operate a website: <https://water.usgs.gov/nrp/rv-polaris> containing information about the R/V Polaris for 10 years. This website is available for the general public to view the history of the ship to include deck logs and pictures of the vessel. This web service in itself is a form of mitigation of an adverse effect by allowing future generations of U.S. citizens to learn about the historic ship.

Today, the USGS continues the R/V Polaris's legacy science mission on the Bay with a catamaran type of vessel christened the "David H. Peterson" named after chief scientist on the R/V Polaris. You can see David and a typical day on board the R/V Polaris through WGBH Boston Television Station film made for NOVA's Season II (1972) "Inside the Golden Gate."

<https://archive.org/details/insidethegoldengatepart2>

ii: *A Policy Finds Fulfillment.*

A procedural success sanctioned by the USGS FPO calls for the historic evaluations being completed under the CCAP to be part of all bound CA reports provided to local facilities management staff. The reason for including this information is to increase awareness of Section 106 responsibilities among local facility managers who represent the "front lines" of Bureau asset management activities. Each historic evaluation bound in the CA is prefaced by a short summary of the Section 106 requirement which opens with the question, "Why are buildings being historically evaluated as part of this Condition Assessment?" The process has proven effective as evidenced by an ongoing project taking place at the

Silvio O. Conte Anadromous Fish Research Laboratory in Turner's Falls, Massachusetts.



The project which was started in 2015 proposed the construction of a new sewage drain field. The most recent CA for this site was completed in 2014 included a historical evaluation that revealed an archeological survey conducted in 1987 as part of the

"Archaeological Survey of Cabbot Woods." The survey was done as part of the site study for construction of the Silvio O. Conte Anadromous Fish Research Laboratory. The archaeological survey discovered nine prehistoric sites which were determined eligible for listing on the National Register. Including this historic information in the



CA made local facility managers aware of the sensitive nature of the site and prompted them to initiate Section 106 consultation with the Massachusetts SHPO during the planning phase of the project. The SHPO recommended an archaeological site examination level survey (950 CMR 70) to be conducted at the site. The facility managers solicited and accepted an adequate archeological proposal that includes conducting a site examination level study as well as an archaeological avoidance plan to be submitted to the SHPO when the project is to be finalized.

D. Summary of Facility-Use Challenges.

For the USGS, the universally greatest challenge is providing the modern facilities required to conduct state-of-the-art science research for which the USGS is known. This challenge is made more difficult given flat funding levels for facilities maintenance, the increasing age of our real property portfolio, and the increase in Deferred Maintenance (DM) needs.



Of the 287 buildings in the USGS portfolio, 105 are at least 50 years old. Only a third of the buildings over 50 years of age have a science function, such as, a lab or instrument building for measuring science. More than half of the buildings over 50 years of age have a support function of some sort like garages, storage, boat houses, or dormitories. These older support buildings can only perform non-research related tasks such as storage or quarters for visiting scientists. The CCAP identifies building code upgrades which must be undertaken on the dated buildings to bring them in alignment with prevailing electrical codes, fire safety means of egress, and Americans with Disabilities Act accessibility standards. The associated costs to bring these aged buildings into code compliance contribute to our facilities DM backlog and divert funds from other facility needs that directly support the Bureau research capability.

The vital science research of USGS being performed on contemporary issues like avian influenza requires modern equipment and controlled space to study these emerging threats to wildlife health. The most cost efficient path USGS can take to ensure it has modern labs at its disposal is through acquisition or leasing laboratory buildings which house multiple labs under one roof and are supported by centralized building systems. It would not be cost effective to convert older and

single purposed buildings to laboratory spaces as doing so would diminish the attributes that contribute to their potential historic significance. Hence, it is not efficient to redesign and renovate these types of buildings for little science return. Advanced laboratory space also needs tight building envelopes best provided by contemporary wall systems and construction. Buildings constructed in the late 1800's and early twentieth century have not been constructed with building envelope efficiency in mind. These buildings on the whole would need to be gutted and retrofitted with modern wall construction and interior systems that would irreparably change original building characteristics that might be worth preserving.

III. CONCLUSION

The USGS is committed to the principles outlined in E.O. 13287 and continues to make progress in achieving the objectives of the administrative order. Conducting historical assessments on all Bureau-owned assets is and will continue to be a standard objective of the CCA process. We seek to increase awareness of Section 106 responsibilities among USGS staff members by providing additional training opportunities and publicizing the NHPA's lawful requirements. Where possible, the USGS seeks to integrate Section 106 review requirements with those of NEPA in



order to address historic and environmental issues simultaneously with project consultants. This coordination helps to alleviate disconnects and misunderstandings prone to occur through separate consultations serving each requirement. We are extremely proud of the historical preservation success stories showcased earlier in this report and will continue to seek ways to advance the agency historic preservation program in an

era of constrained budgets.



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