

ARMED FORCES RETIREMENT HOME

# Section 3 Progress Report Executive Order 13287

SEPTEMBER 2020



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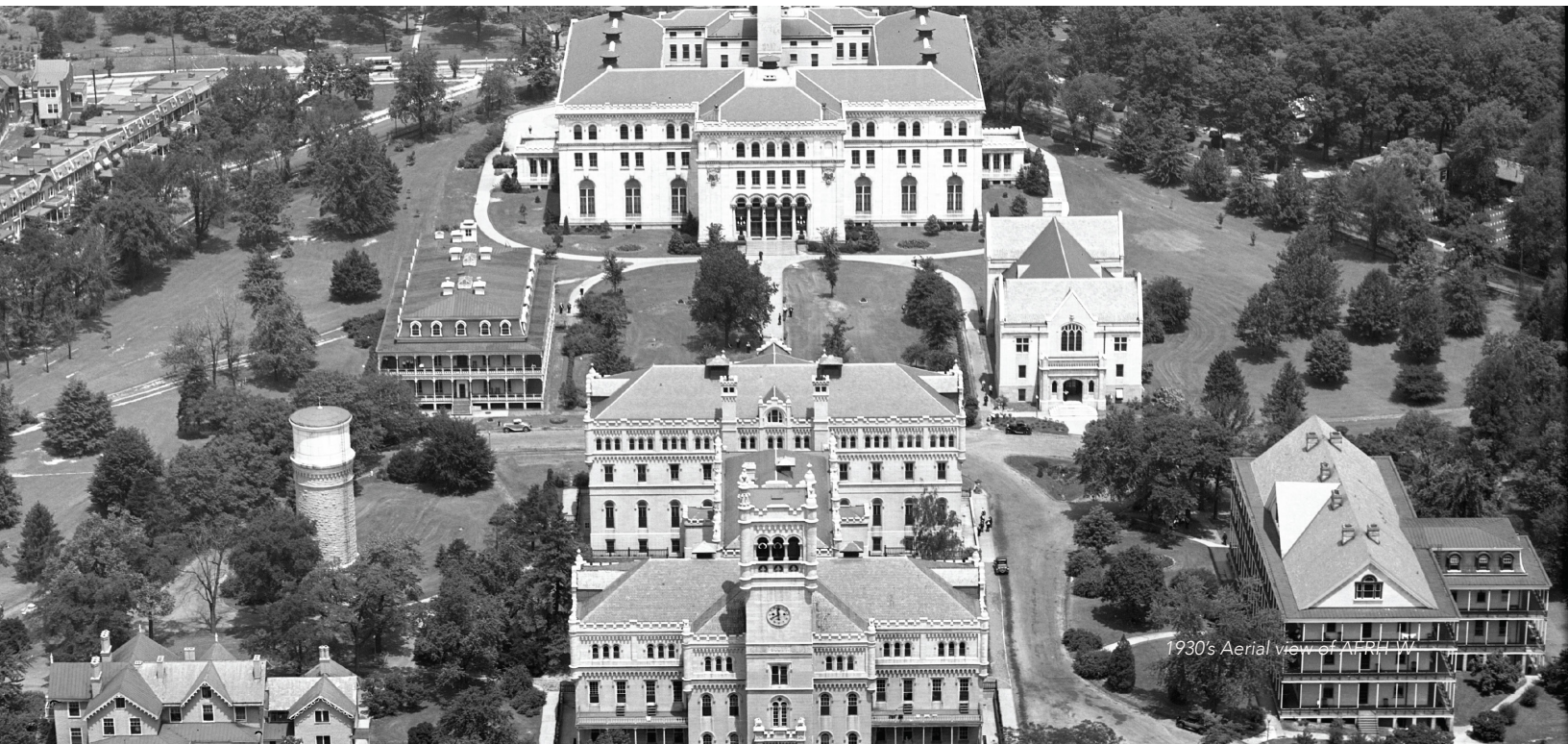
# I. INTRODUCTION

The Armed Forces Retirement Home (AFRH) presents this report to satisfy requirements stipulated in Executive Order 13287, “Preserve America,” which was issued by President George W. Bush on March 3, 2003. The intention of the Executive Order is to reaffirm the Administration’s commitment to Federal stewardship of historic properties and to promote inter-governmental cooperation and partnership for the preservation and use of historic properties. Section 3, “Improving Federal Agency Planning and Accountability,” is a major component of the Executive Order and calls for the collection of data on historic property holdings. According to Sections 3(a)-(c), individual agencies are to prepare and submit to the Chairman of the Advisory Council on Historic Preservation (ACHP) and the Secretary of the Interior an assessment of: the current status of their inventory of historic properties; the general conditions and management needs of such properties; the steps underway or planned to meet the management needs of such properties; and an evaluation of the suitability of the agencies’ types of historic properties to contribute to community

economic development initiatives, including heritage tourism. The Executive Order also instructs agencies to review their regulations, management policies, and operating procedures for compliance with Sections 110 and 111 of the NHPA, and to provide the results of that review to the ACHP and the Secretary of the Interior.

AFRH submitted its Preserve America Section 3 Baseline Report to ACHP in January 2010. AFRH submitted progress reports in 2011, 2014 and 2017 based on the triennial schedule established in EO 13287. The 2020 report is the agency’s fourth progress report.

To ensure that AFRH provides ACHP with all data needed to complete its 2021 report to the Secretary of the Interior, the following progress report is consistent with the “Advisory Guidelines Implementing Executive Order 13287, ‘Preserve America,’ Section 3: Reporting Progress on the Identification, Protection, and Use of Federal Historic Properties” (Guidelines), which were updated by ACHP in March 2020.



1930's Aerial view of AFRH

## BACKGROUND

The Armed Forces Retirement Home (AFRH) is an independent Federal agency that manages the nation's oldest continuously operating retirement community for enlisted military personnel. The agency was created in 1991 when Congress incorporated the United States Soldiers' and Airmen's Home in Washington, D.C. and the United States Naval Home in Gulfport, Mississippi into a single independent establishment in the Executive Branch. In 2002, Congress reorganized the administration of the agency, replacing its military Board of Commissioners and governor system with a civilian model headed by a single chief operating officer. At that time, the Naval Home was re-named the Armed Forces Retirement Home-Gulfport (AFRH-G), and the Washington, D.C. facility was re-named the Armed Forces Retirement Home-Washington (AFRH-W) — distinguishing the campuses from AFRH as the agency. Today, AFRH owns and manages these two campuses with a mission to fulfill our nation's commitment to its veterans by providing a premier retirement community, exceptional residential care, and extensive support services.

### AFRH-G

The Gulfport facility is a 47-acre campus fronting the coast of the Gulf of Mexico in Gulfport, Mississippi. The property now known as AFRH-G originally served as the Gulf Coast Military Academy, a preparatory school



*View of pedestrian bridge leading to AFRH-G*

for boys founded in 1912 and closed in 1951. The land was purchased by the United States Department of the Navy in the late 1960s to serve as the new site for the United States Naval Home, replacing the historic facility in Philadelphia. In 2005, the Gulfport facility was devastated by Hurricane Katrina, and the late-twentieth-century residential structure that occupied the site at the time suffered severe water damage necessitating demolition. Construction of a new residential facility was completed in 2010. The campus chapel is the only historic resource located within the facility. Although the chapel was also severely damaged during the Hurricane, AFRH has taken measures to preserve the building.

### AFRH-W

The Washington facility is a 272-acre campus located in the northwest quadrant of the District of Columbia. The property now known as AFRH-W was established in 1852 as the northern branch of a new Congressionally organized U.S. Military Asylum, an institution created to provide care for old and disabled veterans of the regular Army. AFRH-W is the only surviving branch of the three original branches established in 1852 and has remained a symbol of the nation's commitment to its military veterans for more than 150 years. The entirety of AFRH-W is listed as a historic district in the National Register of Historic Places (NRHP) and in the District of Columbia Inventory of Historic Sites. Sections of AFRH-W have further designation as the United States Soldiers' and Airmen's Home National Historic Landmark and the President Lincoln's and Soldiers' Home National Monument.

Because there is only one historic resource at AFRH-G (the chapel) the primary focus of this progress report is on the processes and procedures of AFRH-W, which is the primary historic property of the agency.

## II. AFRH-W MASTER PLAN

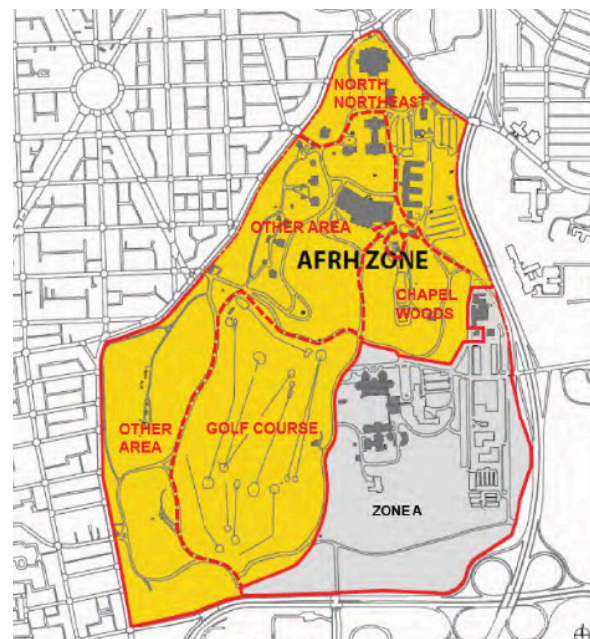
In 2008, AFRH finalized the AFRH-W Master Plan. The AFRH-W Master Plan divides the Washington campus into two zones: the AFRH Zone and Zone A. The AFRH Zone comprises a majority of the campus and is set aside primarily for continued federal use by AFRH. Zone A consists of 80 acres in the southeast corner of the campus that is slated for private redevelopment.<sup>1</sup> AFRH will execute a long-term ground lease for the redevelopment, by a third-party developer to create an opportunity for additional income to the AFRH Trust Fund.

To develop the Master Plan, AFRH undertook a multi-year planning process involving over thirty local and federal stakeholders. The planning process required extensive consultation under Section 106 of the National Historic Preservation Act (NHPA), as well as an Environmental Impact Statement under the National Environmental Policy Act (NEPA). The Advisory Council on Historic Preservation (AHCP) was involved in review throughout the process and commended AFRH on the high level of cooperation and assessment during consultation, stating in 2015, “The U.S. Armed Forces Retirement Home (AFRH) set the bar high in its master planning for its Washington, D.C. campus.”<sup>2</sup> AFRH held numerous on-site and off-site consultation meetings, some of which consisted of all-day working sessions with multiple public and government stakeholders. Consultation meetings included on-site viewshed studies using cranes and balloons, hands-on modeling exercises, and a detailed review of the assessment of effects. Consultation also included the review of a Historic Preservation Plan, which was

*The development of the AFRH-W MOU and PA through multi-stakeholder cooperation allows AFRH and SHPO to successfully manage the regulatory burden associated with the operation and redevelopment of the 272-acre AFRH-W Historic District.*

completed in coordination with the Master Plan.

The Final Master Plan incorporates a comprehensive inventory of historic resources and provides design guidelines, open space and viewshed requirements, and building height restrictions that must be considered as part of the protection of the AFRH-W Historic District.



*Division of AFRH-W into AFRH Zone and Zone A (AFRH-W Master Plan, as amended in 2018)*

<sup>1</sup> As stated in past progress reports, Zone A was previously 77 acres. An amendment to the Master Plan in 2018 adds 3 acres to Zone A to incorporate the historic Heating Plant parcel as part of the redevelopment.

<sup>2</sup> Katry Harris, “Section 110 and the Spirit of Stewardship,” [forum.savingplaces.org](http://forum.savingplaces.org), 29 July 2015.

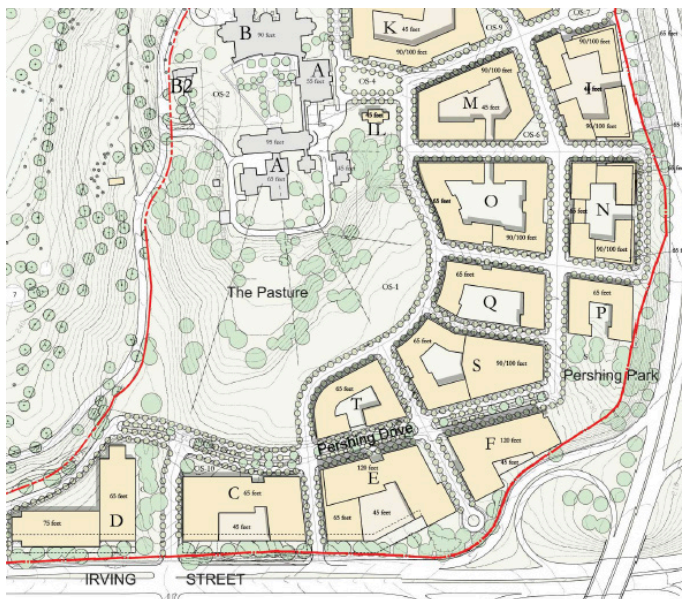
To accompany the Master Plan, AFRH also executed a Programmatic Agreement (PA) and a Memorandum of Understanding (MOU) that collectively dictate the process by which historic preservation will be considered during the redevelopment process (see Section IV for more information about the PA and its role in the agency's preservation program). The MOU creates a hybrid review process for all development in Zone A. According to the MOU, once the Master Plan is approved by NCPC, the redevelopment area will be zoned according to local zoning regulations. Once zoned, all projects in Zone A that are consistent with the approved Master Plan will be subject to local permitting. The PA states that compliance with Section 106 of the NHPA for the AFRH-W Master Plan is complete, and once zoned, all projects in Zone A that are consistent with the Master Plan will fall under the purview of the District of Columbia Historic Preservation Review Board (HPRB) as part of the local permitting process. Any proposed action that is inconsistent with the Master Plan will require a Master Plan Amendment, which would require additional Section 106 compliance with both the PA Signatories and all Consulting Parties. The PA also stipulates that the beginning of lease payments for Zone A will trigger specific mitigation actions that benefit the maintenance and preservation of historic resources.

*AFRH's strategic use and integration of multiple planning documents and agreement vehicles has resulted in a viable solution for revenue creation, the rehabilitation of underutilized historic assets, and effective management of regulatory compliance while continuing to ensure the protection of the AFRH-W Historic District.*

## 2020 Update

In 2018, AFRH began a solicitation process to select a private development team for the redevelopment of Zone A based on the approved master plan. The Request for Proposals (RFP) ensured that a team would not be considered unless it sufficiently addressed all required historic preservation considerations from the Master Plan, Historic Preservation Plan, and PA. AFRH evaluated proposals based on how well historic preservation was incorporated into development

concepts, professional qualifications, and past performance, as well as how the proposal demonstrated an understanding of the historic preservation requirements and related processes. The solicitation process encouraged offerors to provide proposals that maximized consistency with the Master Plan and required justification for any deviation from the plan. AFRH announced the selection of a development team in 2019 and is currently in negotiations with the team to execute a long-term ground lease for the property. The ground lease will further reiterate all required historic preservation requirements to ensure they are met throughout implementation.



Original development concept for Zone A from the AFRH-W Master Plan.

# III. AFRH HERITAGE INVENTORY

## AFRH-G

As a result of Department of the Navy's 1960s modernization of the campus for use as the United States Naval Home and by the devastation caused by Hurricane Katrina in 2005, the Chapel of AFRH-G is the only historic building extant within the boundaries of the facility. While there is ongoing consultation between the Mississippi SHPO and AFRH as to the historic significance of the Chapel, AFRH continues to maintain the Chapel as a historic resource until a final determination is made.

Since the 2017 Progress Report, AFRH has not acquired any additional property at AFRH-G and has not identified any additional historic resources.

## AFRH-W

### Basis for Identification and Evaluation

As reported in the Section 3 Baseline Report, AFRH completed a comprehensive resource survey of all objects, buildings, structures, and sites (landscape and archaeology) located within the boundaries of the Washington campus from 2006 to 2007. The survey resulted in the identification of 250 resources, each of which was evaluated for its eligibility for the National Register of Historic Places as a Contributing resource to a historic district. As a result of this documentation and evaluation effort, the AFRH-W Historic District was listed in the National Register of Historic Places in 2008 and comprises the entire 272-acre AFRH-W campus. The Historic District is also listed in the District of Columbia Inventory of Historic Sites.

### Identification Policies

There have been no updates to AFRH's identification policies since 2017. AFRH considers the 2006-2007 survey effort at AFRH-W comprehensive, but the agency implements a policy of continued inventory review. AFRH-W resources are re-assessed on a regular basis to ensure that the eligibility status of each resource is maintained based on the criteria established for the AFRH-W Historic District. In the case that AFRH acquires additional resources, the resources are evaluated based on the agency's established assessment criteria. The AFRH-W Historic Preservation Plan also calls for a periodic full review of the resource inventory in attempt to identify any new or lost resources.

The definition of a schedule for the resource inventory review has proven to be a helpful guideline for AFRH to ensure that cultural resources management contracts include adequate scope and funding for such efforts.

### Identification Updates

AFRH completed its most recent comprehensive resource inventory review in the fall of 2014. As of 2014, the total number of evaluated resources within the AFRH-W Historic District is 240, with 140 Contributing resources and 100 Non-Contributing Resources. Changes to the inventory since the baseline report include the

*To ensure the most efficient use of its financial resources, AFRH will schedule the next historic inventory update after the execution of a ground lease for the development of Zone A.*

demolition of four Non-Contributing buildings and structures, the loss of a Non-Contributing object, and the loss of a Contributing object. The change in quantity of evaluated sites reflects an updated methodology presented by a revised Phase 1A archaeological assessment conducted for the entire campus in 2014.

The 2014 review also resulted in the identification of fifteen built resources (buildings, objects, and structures) that have not yet been evaluated for their significance to the AFRH-W Historic District. Only four of these fifteen resources potentially date from the period of significance of the Historic District, and the remaining eleven resources will most likely be considered Non-Contributing based on their date of construction or installation.

AFRH will schedule the next periodic review of the resource inventory strategically to capture changes to inventory data that will occur once a ground lease is executed for the 80-acre redevelopment at AFRH-W (see Section II). Execution of the ground lease will likely occur in 2021.

### Resource Classification

There are no updates to AFRH's resource classification practices since the 2017 progress report. AFRH uses the primary heritage asset classifications provided in SSFAS 29:

Collection-Type Heritage Assets and Non-Collection-Type Heritage Assets. For Non-Collection-Type Heritage Assets, AFRH identifies buildings, structures, sites, and objects, consistent with the classifications defined by the National Register of Historic Places (NRHP). Because these accounting classifications were not taken into consideration during the original (2006-2007) survey and identification effort, the accounting classifications (Collection-type and Non-Collection-Type Heritage Assets) do not directly relate to how AFRH's assets are managed as historic resources. Therefore, the accounting classifications have not proven a useful tool for cultural resources management particularly for historic landscapes and archaeological sites.

Because AFRH is not one of the "CFO Act" agencies, AFRH is not subject to the reporting requirements under Executive Order 13327 and has not adopted the Federal Real Property Profile (FRPP) definitions and categories for reporting and managing information on historic resources.

The NRHP classifications (buildings, structures, objects, sites, and districts) are the framework by which assets are managed as historic and cultural resources at AFRH-W. All treatment recommendations and procedures are related to the NRHP classifications.

NRHP Resource Type	2010 Baseline		2011 Progress		2014 Progress		2017 Progress		2020 Progress	
	C	NC	C	NC	C	NC	C	NC	C	NC
Structure	43	29	43	29	43	27	43	27	43	27
Building	43	39	43	39	43	38	43	37	43	37
Object	16	13	16	14	15	14	15	13	15	13
Site	42	24	42	24	42	24	39	23	39	23
<b>TOTAL</b>	<b>144</b>	<b>106</b>	<b>144</b>	<b>106</b>	<b>143</b>	<b>103</b>	<b>140</b>	<b>100</b>	<b>140</b>	<b>100</b>

*Changes to the AFRH Resource Inventory since the 2010 Baseline Report. C = Contributing, NC = Non-Contributing to the AFRH-W Historic District. These numbers do not reflect new resources that have not yet been evaluated.*

## IV. AFRH PRESERVATION PROGRAM

AFRH has maintained its preservation program as reported in the 2017 progress report. The basis for the agency's preservation program is the AFRH-W Historic Preservation Plan (HPP) and the AFRH-W PA. There have been no changes to the AFRH preservation program in the last three years, but adjustments that were reported in 2017 have since proven to be beneficial to the program as evidenced by greater efficiency in compliance procedures.

### Staffing

Because AFRH maintains a small mission-focused staff, the agency does not have any staff positions dedicated solely to implementing the agency's historic preservation program. Since 2017, the role of the Federal Preservation Officer (FPO) has been transferred from AFRH-W's Chief of Campus Operations (CCO), a campus-level role, to the AFRH Chief Facility Manager (CFM), an agency-level role. The CFM has numerous duties in addition to typical CFM duties and duties associated with the role of the FPO, including Senior Sustainability Officer, Senior Real Property Officer, and Senior Policy Officer.

To assist the FPO in the implementation of the AFRH-W HPP and all stewardship policies and responsibilities, the agency has a Cultural Resources Manager (CR Manager). Under the Terms of the PA, AFRH must retain the services of a CR Manager for the duration of the agreement (twenty years), and the CR Manager must be a qualified preservation professional certified under the requirements of 36 CFR 61. The CR Manager works under the supervision of the FPO and assists the FPO with the integration of stewardship policies into the day-to-day operations of the agency. As reported in 2017, the CR Manager is contracted outside the agency to a qualified professional.

### Programmatic Agreement

AFRH-W entered into a PA in 2008 as a result of the development of the AFRH-W Master Plan. The purpose of the PA is "to mitigate adverse effects anticipated from the mixed-use development outlined in the Master Plan and to ensure compliance with Sections 106 and 110 of the [NHPA]."

The PA sets forth tailored Section 106 procedures for AFRH undertakings. If proposed undertakings are consistent with the Master Plan, AFRH can consult directly with the District of Columbia State Historic Preservation Office (SHPO) through the Undertaking Review Request (URR) process. If the undertaking is not anticipated by the Master Plan, a Master Plan amendment is required, and a typical Section 106 consultation is initiated for the review of that amendment. This distinction encourages the agency to comply with the Master Plan, ensuring the relevancy and longevity of that document. Additionally, the simplification of the review process for those undertakings that are consistent with the Master Plan makes compliance with Section 106 more manageable for the agency.

The PA also provides for a hybrid process that combines Section 106 review with other federal design reviews that are required for federal projects in the National Capital Region, namely reviews through the National Capital Planning Commission (NCPC) and the Commission of Fine Arts (CFA). The combination of preservation review and design review is often a very cumbersome and sometimes onerous process for agencies, and the hybrid approach developed for AFRH makes the process more defined and manageable. AFRH is better able to anticipate and scope the level of effort required for an undertaking, which is helpful in

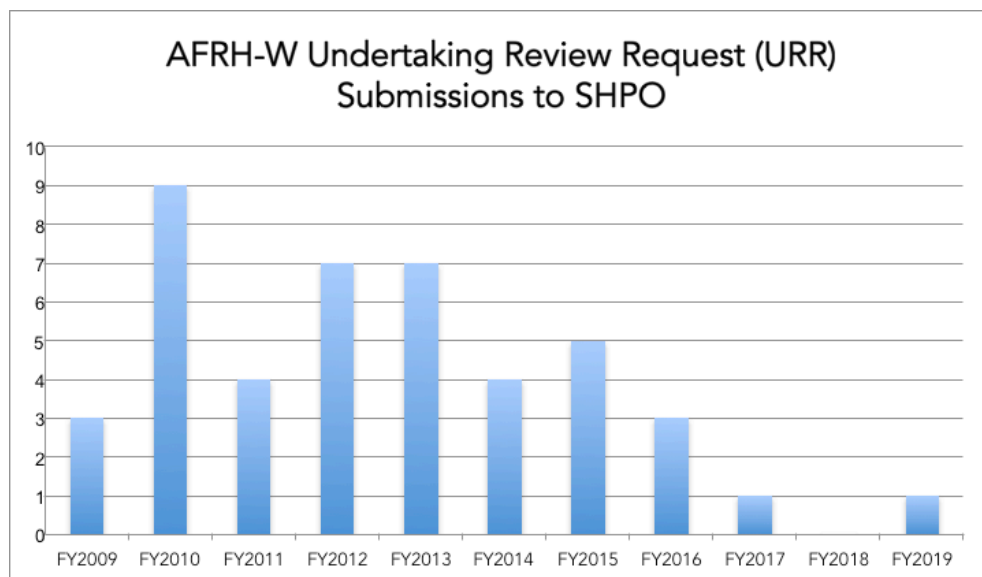
planning and contracting for reviews. Built within the Section 106 procedures in the PA is a defined process for internal resolution of potential adverse effects prior to consultation with SHPO, helping to expedite SHPO concurrence. The inclusion of this process ensures that even minor repair and maintenance work at AFRH-W undergoes some level of preservation review. Internal review is the responsibility of the FPO and CR Manager, and engaging agency staff and consultants in the review process allows preservation to be carried through all stages of a project. This system also helps to avoid the perception of preservation as an external requirement rather than an internal responsibility.

In 2015, AFRH and the PA signatories amended the PA to further improve the Section 106 procedures to AFRH's needs. The amendment was based on a careful study of the effectiveness of the procedures and lessons learned from the first several years of the implementation of the PA and HPP. These clarifications, revisions, and refinements have made the tailored Section 106 process more approachable to agency staff and have eliminated the cost and time associated with external review of routine undertakings. These simplifications are possible because of the agency's experience

implementing its procedures for at least five years since the execution of the PA and a better understanding between AFRH and the SHPO as to what undertakings should require SHPO

review. The amendment will also greatly improve the agency's ability to communicate review responsibilities to other action agents, particularly the private developer who will be selected to redevelop Zone A pursuant to the Master Plan. Since the execution of the PA amendment in 2015, the number of actions requiring formal SHPO review via URR have substantially decreased. This decrease is likely the result of numerous factors including a major shortfall in budget to cover campus improvements and a focus on executing a ground lease for the redevelopment zone to generate additional revenue. AFRH also attributes the reduction in URRs to the improved procedural efficiency and greater level of internal guidance provided by the PA amendment.

*Refinement of AFRH's Section 106 procedures has improved the efficiency of compliance for both AFRH and SHPO. Average annual review submissions has decreased from 5.6 to 1.25 since the 2015 PA Amendment.*



## V. CHALLENGES TO PRESERVATION

AFRH continues to experience many of the same challenges to preservation that were presented in the 2017 progress report. The agency continues to maintain its historic preservation program and staff in an effort to uphold the policies and procedures set forth in the Programmatic Agreement (2008) and Historic Preservation Plan (2007); but there continues to be a steady decrease in the resources available to make progress in areas such as adaptive use and maintenance. The primary challenges affecting the agency's preservation program are related to its fixed income sources, as well as the need to focus on the agency's unique mission and address the security needs of the campus residents.

### Leasing

The previously reported (2017) issue related to AFRH's inability to effectively lease historic properties was resolved through the restoration of the agency's leasing authority in the Defense Authorization Act of 2018. The AFRH COO once again has the authority to execute leases, which has already resulted in increased revenue, as well as potential avenues for reuse of underutilized historic assets.

### Revenue

As reported in 2017, AFRH's primary limitation in the preservation of historic resources continues to be related to limited spending authority, particularly funding available for repair and maintenance of its physical assets. This limitation is primarily a result of federal laws and regulations that define AFRH's fixed income sources, which are insufficient to fund campus operations and improvements. For the past 165 years, AFRH has financed its operations with income from its Trust Fund, which is capitalized through resident fees, paycheck deductions from active duty enlisted military

personnel, fines and forfeitures by the military, and interest on the Trust Fund (law restricts investments to US Treasury Bills) and other smaller investments. Incoming revenue to the Trust Fund has drastically decreased over the last several years. From FY2009 to FY2016, AFRH total revenue receipts had fallen by 24% reduction while the cost of health care for AFRH residents continues to increase. As a result, although AFRH historically has not received annuals appropriation to fund its operations, it has received taxpayer funds each year since FY2016. AFRH has been working to address the limitations on its income sources. While revenue increases from its leasing program will increase income to the Trust Fund, AFRH will only be able to better implement its historic preservation program with support for additional spending authority from both the Administration and Congress.

### Mission

As previously reported, AFRH'S mission to provide a premier retirement community for its veteran residents has been an ongoing challenge to the agency's responsibilities to use and maintain its historic buildings. As the character of military action continues to evolve, future residents at AFRH-W will have different medical and accessibility requirements than past and current residents. Therefore, AFRH facilities must accommodate the changing needs and challenges of veterans from recent conflicts. AFRH must also provide its residents with facilities designed to reflect

*AFRH's continues to experience many of the same challenges to its preservation program as previously reported but has made progress since 2017 in addressing them.*

the latest standards and practices in senior housing and healthcare. These needs and standards are often challenging to accommodate in historic buildings while maintaining historic character, especially the historic character of interior spaces. Since 2017, a new assessment of AFRH's mission has led to an exploration of ways to enhance its ability to serve retired veterans, such as accommodating couples, as well as providing a wider range of housing options. AFRH-W's historic resources may be better suited to these types of accommodations, providing a potential avenue for adaptive reuse that is consistent with AFRH's mission.

### Aging Infrastructure

As AFRH-W's infrastructure continues to age, rising costs of maintenance and operation of historic buildings drain the Trust Fund and compete with the agency's responsibility to provide services to the Home's veteran residents. Therefore, the agency must choose to mothball many of its historic buildings rather than maintain them as viable facilities for the agency's operations.

### Security

*Progress on restoring and growing revenue streams, combined with a fresh assessment of AFRH's mission and longterm goals, may lead to significant improvements to the AFRH historic preservation program over the next three years.*

AFRH is also challenged by the need to provide a secure facility for its residents. Possibilities for using heritage tourism or economic development to subsidize the cost of maintaining its historic buildings are greatly reduced by this aspect of the agency's mission. Although AFRH has made great efforts to find potential new uses for its vacant buildings, the limitations associated with the secure campus and the desire of the agency to limit foot and vehicular traffic on the property are not viewed favorably by many prospective tenants. As such, many of these buildings remain vacant or underutilized, making their maintenance a burden on the agency's Trust Fund. Finding ways for AFRH to reuse its historic resources for its own operations would eliminate these



## VI. PREPARING FOR THE FUTURE

As reported in 2017, AFRH has remained committed to maintaining its historic preservation program despite a steady reduction in available resources. Between 2014 and 2017, agency staff and contractors worked to build a strong foundation of information, policies, and procedures that would guide activities at AFRH-W once regulatory and funding challenges are resolved. Since 2017, AFRH has continued these proactive steps so that the agency can effectively and efficiently address its historic preservation compliance responsibilities as increased revenue results in increased federal activity on campus. AFRH has also continued to foster relationships with non-profit groups that assist the agency with protection and use of its heritage resources. AFRH reports the following successes related to its preservation program in the last three years (FY2017-FY2020):



The new Section 106 module for IRIS will facilitate more efficient completion of a URR for SHPO review. Once an APE is defined, the module will autopopulate a URR form with the APE information and a list of affected resources.

*AFRH is using its limited resources to continue building a strong foundation of information and technology that will be valuable tools once funds are available for more physical improvements on campus.*

### Technology

As reported in 2017, AFRH launched the Information and Resource Inventory System (IRIS). This innovative, web-based cultural resources management platform is the first federal implementation of open source software called Arches. The system provides AFRH with a dynamic, accessible tool that aids in internal management, public education, and external coordination. AFRH is now working on an update of the system and an additional module to facilitate more efficient Section 106 compliance. This module will facilitate the compliance workflow while drawing on the extensive data in the AFRH-W historic resources inventory. AFRH expects the module to be finalized in 2020.

### Adaptive Use

As reported in 2017, AFRH successfully executed a long-term lease with a local charter school that has led to the adaptive use and renovation of Sherman North and Sherman Annex, two of the most significant and prominent buildings on campus. Since 2017, AFRH has continued to work closely with the school to ensure that the use remains compatible with the building's historic character. The school's operations have expanded into additional sections of the building, further utilizing previously vacant space.

### Assessments

Although AFRH is currently unable to fund large-scale repair and rehabilitation projects for its historic buildings, the agency has used available funds to conduct assessments and studies that will inform physical improvements once funding is available. For instance, in 2018, AFRH retained a historic architect to conduct a thorough conditions assessment of the 1870s Rose Chapel, the first religious structure constructed on campus. The building's distinctive red sandstone exterior evidences areas of severe deterioration, leading to water infiltration on the buildings interior. The CR Manager worked closely with the architect to develop an assessment approach that would result in maximum flexibility in budget and scope as funds became available for repairs.

The resulting report presents a range of repair strategies that can be tailored to available

budget. Each general building issue was isolated with related recommendations developed on their own merits, so that an evaluation can be made of every issue on an independent basis. Issues were assigned a priority (Immediate Emergency, Near Future, or Longer-Term Repair/ Restoration/Replacement). The report then provides conceptual budgets based on each building program issue, resulting in a greater level of flexibility in developing a program for restoration and construction. Each line item breaks out "Add-Ons" to allow AFRH to project costs with and without Contractor mark-ups and to facilitate more realistic testing of scenarios removing one line item versus another to meet available funds. This assessment approach will be invaluable to AFRH campus operations staff as funds for repair become available.



*Damage assessed on the exterior red sandstone of the 1870s Rose Chapel at AFRH-W*

## VII. PARTNERSHIPS

Despite AFRH's challenges related to security, the agency continues to foster partnerships that benefit its historic campus. Three key partners include the President Lincoln's Cottage at the Soldiers' Home (PLC), The Friends of the Old Soldiers' Home (FOSH), and Creative Minds International Public Charter School (Creative Minds). These partnerships were previously reported in 2017. Since 2017, each of these partnerships has been expanded or improved, and AFRH has entered into a new public-private partnership for the development of Zone A.

### President Lincoln's Cottage

Since 1999, AFRH has worked in partnership with PLC for the use of the Lincoln Cottage and the Administration Building as the President Lincoln's Cottage and Soldiers' Home heritage tourism site. AFRH and the National Trust for Historic Preservation (NTHP) executed a Cooperative Agreement in 1999 with the goal to study, recommend, and pursue ways to implement options to preserve and rehabilitate the Lincoln Cottage for interpretation and public education. This CA resulted in the Preservation and Management Plan for the rehabilitation and restoration of Lincoln Cottage. Subsequent

modifications (2001 and 2004) of this initial agreement have resulted in the restoration of the Lincoln Cottage as a heritage tourism site and the rehabilitation of the Administration Building as a visitor's center. The agreement and modifications protect the historic AFRH-W campus by stipulating controlled public visitation, establishing liability for any damage done to the site during its use by NTHP, and establishing a review process for all work performed on the historic properties by NTHP. In 2015, NTHP established a separate organization, President Lincoln's Cottage at the Soldiers' Home (PLC), as a nonprofit, 501(c)(3) public charity that now works directly with AFRH on the management of the historic site.

### FOSH

As first reported in 2014, AFRH continues to work in partnership with FOSH to provide limited public access to its historic landscape and promote community awareness and stewardship of the campus. Each year, FOSH and AFRH work together to host community events such as a Spring Fling, Oktoberfest, and Independence Day fireworks viewing. Since 2017, AFRH has instituted a program that allows FOSH members to purchase campus passes that allow them to use the grounds for passive recreation. To address security issues, members seeking access must pass a background check. This new program fosters more awareness and stewardship of the historic campus and strengthens the relationship between AFRH and the community.

### Creative Minds

AFRH and Creative Minds entered into an agreement in 2014 for the rehabilitation and adaptive use of two of the most significant buildings on campus, Sherman North and



One of AFRH-W's historic bandstands is a popular attraction for visitors to President Lincoln's Cottage (background).

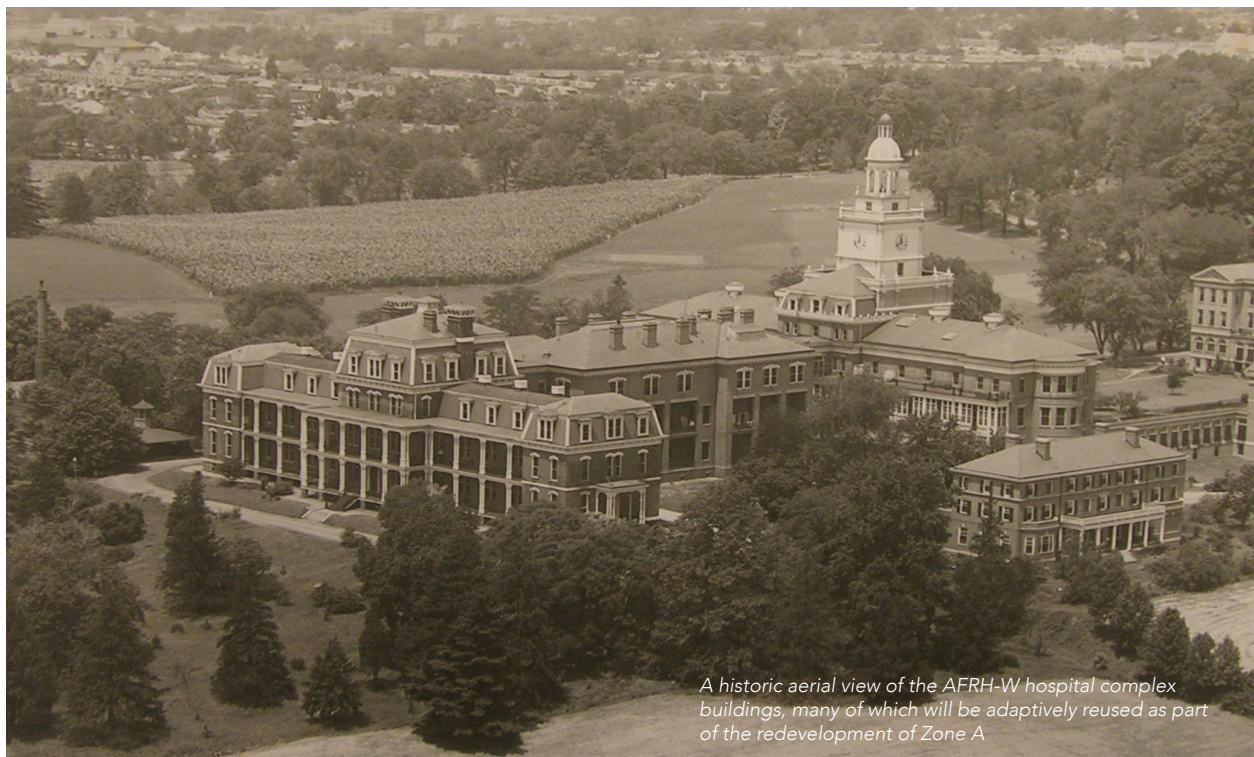
Sherman Annex. Through this agreement, the school is responsible for renovating the buildings to meet the school's specific needs while ensuring the sensitive treatment of the buildings' historic fabric. AFRH's FPO and CR Manager work in coordination with school staff to ensure that the school has the resources it needs to conduct the review process for its improvements per the procedures in the AFRH-W PA and HPP. Creative Minds opened its doors for operation in the fall of 2015. Since opening, the school has expanded its operation into other sections of the building and of the adjacent Sherman Building. The school's lease has also been extended, making them a long-term partner with AFRH.

#### Development Partnerships

Since 2017, AFRH has made important steps toward establishing a new public-private partnership that will benefit its preservation pro-

*Partnerships continue to be an important part of AFRH's ability to educate the public about its historic significance and to build relationships with the community.*

gram. In 2019, AFRH successfully completed a solicitation process in pursuit of a public-private partnership for the redevelopment of Zone A at AFRH-W. This milestone is a major step toward the reuse of historic buildings in Zone A and the increase in AFRH's revenue to help fund maintenance and repair of historic assets in the AFRH Zone. AFRH is currently in negotiations with the selected development team and hopes to execute a ground lease for Zone A in 2021.



*A historic aerial view of the AFRH-W hospital complex buildings, many of which will be adaptively reused as part of the redevelopment of Zone A*

## VIII. OPPORTUNITIES

AFRH has recently begun to explore new opportunities to enhance its mission through the use of historic buildings on campus. Over the past several years, the agency's focus has been on finding non-agency related uses for its vacant buildings and minimizing AFRH's footprint on campus. Finding potential tenants and redevelopment partners has presented challenges, including but not limited to the security issues discussed in Section V. Substantial rehabilitation costs paired with the requirement to meet the Secretary of the Interior's Standards for substantial rehabilitations has also presented itself as a challenge for many potential users.

One of the primary targets of these efforts has been the Grant Building, a large historic building located on the northern point of the campus. Constructed in 1910 as a dining hall and dormitory, the building is notable for its monumental architecture, its beautiful open lobby, and the impressive views from its upper floors. With 169,000 square feet and an open courtyard, the building presents a substantial development opportunity. After an abandoned effort to use the building for housing in the early 1990s, AFRH has long focused on finding a third-party tenant for the building, including both federal and private entities. Many different types of potential partners



have explored the use of the Grant Building, including but not limited to embassies, schools, technology companies, multi-family housing developers, and senior living developers. The ability to provide interior security between the Grant Building and AFRH residents, to provide exterior access by vehicle or transit, to provide parking, and to meet preservation requirements have all been stated as challenges to reuse by these tenants.

In the last two years, AFRH has initiated studies to reuse the building for agency purposes. AFRH is interested in expanding its housing offerings to include larger units, as well as housing for couples. The Grant could provide an opportunity to provide this wider range of accommodations while reusing one of its most notable buildings. Agency use of the Grant Building would also eliminate many of the challenges presented by external users.

AFRH has initiated studies to determine the market for the expanded housing offerings, as well as the ability of the Grant Building to accommodate them. This pivot in the agency's approach to the use of the Grant Building and the desire to retain the northern part of the historic campus for AFRH use is a positive step for the agency's preservation program.

## VI. Contact Information

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