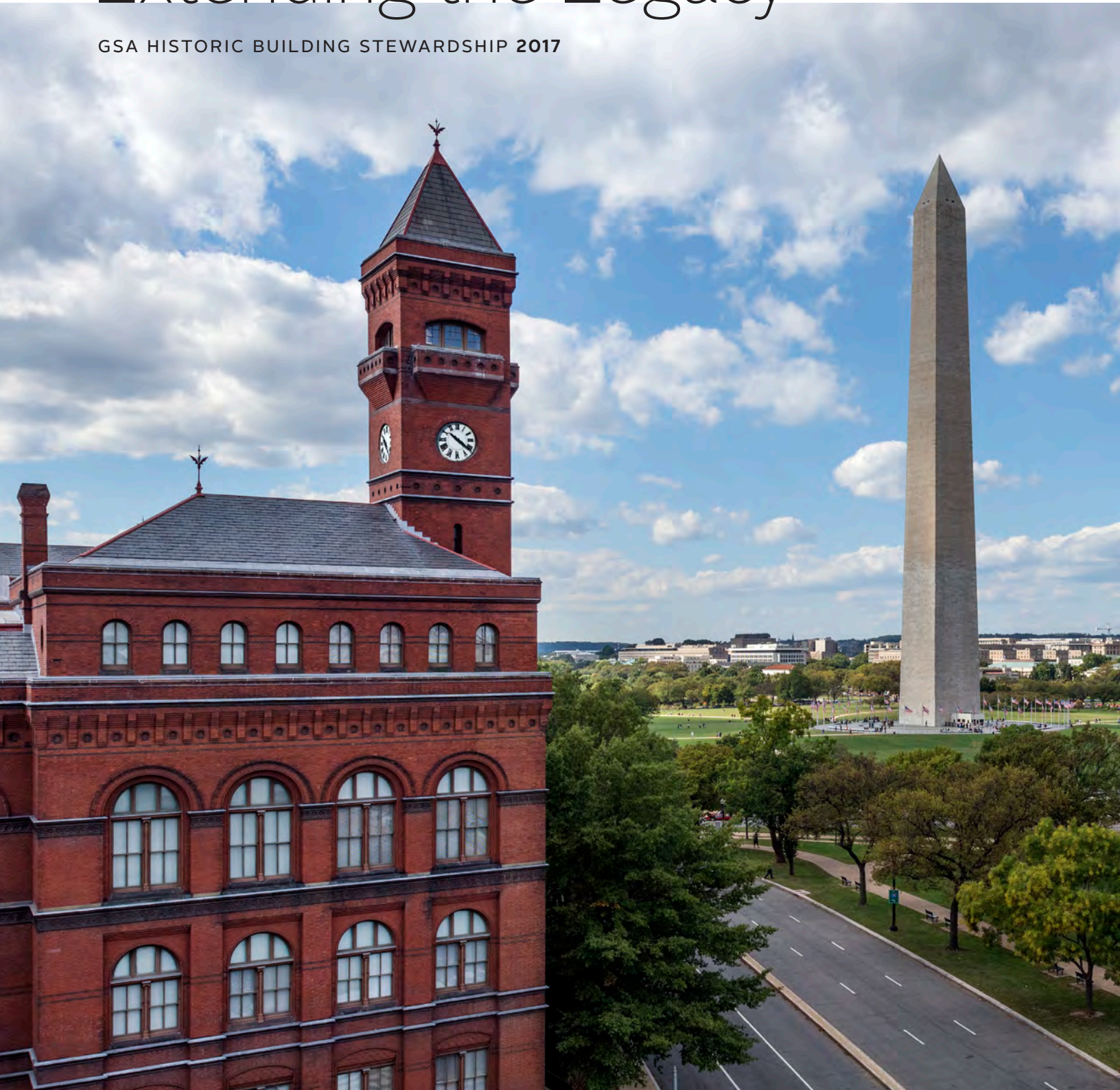




U.S. General Services Administration

Extending the Legacy

GSA HISTORIC BUILDING STEWARDSHIP 2017





WILLIAM JEFFERSON CLINTON FEDERAL BUILDING
WASHINGTON, D.C.

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 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.



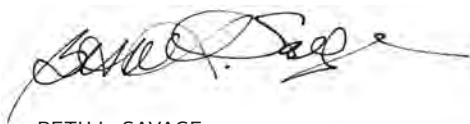
DANIEL W. MATHEWS
COMMISSIONER
PUBLIC BUILDINGS SERVICE

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.



BETH L. SAVAGE
DIRECTOR
CENTER FOR HISTORIC BUILDINGS
& FEDERAL PRESERVATION OFFICER



FEDERAL CENTER
CHICAGO, ILLINOIS



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Executive Summary

Since Executive Order 13287, Preserve America was issued in 2003, GSA has embraced the order's 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, which cited 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. GSA increased evaluation of modern-era properties approaching the fifty-year threshold using a proprietary tool developed for that significant subset of the inventory.¹ GSA also launched programs to verify the accuracy of the agency's Federal Real Property data for historic properties, and identify historic leased properties in order to better respond to actions affecting their historic status.

GSA has used the reporting opportunity to continually assess and refine its procedures for acquisition, reinvestment, and disposal of historic property, along with training and advocacy that support positive preservation outcomes. Ultimately, the report has strengthened GSA's commitment to balancing federal stewardship goals and mission requirements, raised awareness of emerging issues, and identified 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 activities 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. 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 National Park Service. Evaluation of the remaining few eligible properties 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 properties to the National Register. Listed properties of special interest include three courthouses designated by the Secretary of the Interior as National Historic Landmarks (NHLs) within the context of the NHL 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

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.

reuse, reprogramming, or disposal of existing courthouse facilities. Preference is given to alternatives that reuse historic buildings when feasible. Three courthouse expansion projects funded during the 2015–2017 reporting period will produce annexes for rehabilitated historic courthouses 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 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 1834–1836, the U.S. Custom House in New Bedford, Massachusetts, now houses a reduced U.S. Customs and Border Protection presence supplemented by NOAA.

Rehabilitation projects completed 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 its historic headquarters, 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 now houses the consolidated headquarters of the U.S. Forest Service. In so doing, the Forest Service also 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 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 building near Independence Mall. In that process, it reduced its footprint and used the remaining office space to relocate Census and Veterans Affairs 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.

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EXECUTIVE SUMMARY



REPLANTING THE WASTELAND
ERNEST FIENE



GATHERING DATES
NICOLAI CIKOVSKY



COMPLETION OF THE SIX-PHASE MODERNIZATION IN 2017 BROUGHT THE AGENCY'S CULTURAL AND NATURAL RESOURCE PROGRAMS TOGETHER FOR THE FIRST TIME IN DECADES.

STEWART LEE UDALL DEPARTMENT OF THE INTERIOR BUILDING WASHINGTON, D.C.

Outleasing Collaborations: GSA is pleased to report a successful collaboration with the State of California. The Superior Court will soon relocate to the NHL U.S. Post Office and Courthouse at 312 North Spring Street in Los Angeles, which was vacated when the federal courts moved into the newly completed courthouse on First Street 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 reposition 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 allowing both 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 that city's antebellum-era Hannah houses in the city's De Tonti Square Historic District to private residential or commercial office use, just as they functioned from 1855 until GSA's 2003 acquisition of the buildings for planned courthouse expansion. 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, all of which are achieved through transparent public consultation.

Rocky Mountain Programmatic Agreement Streamlines Section 106: In 2016, GSA's Rocky Mountain Region became the fourth among eleven GSA regions 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 that city planners and community activists had envisioned. Eleven acres at the northern edge of the site now house the U.S. Department of Transportation, while the Yards mixed-use redevelopment of the forty-two-acre riverfront portion of the property is substantially complete. By 2015, 95 percent of 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 communities in making the most of an invigorated federal presence. Collocation 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, which will also help to regenerate a facility shuttered by Base Realignment and Closure. 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 for a more cohesive and vibrant civic center. A similar effort was undertaken in Mobile, where 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. The partnership also conducted an Urban Planning Workshop with local stakeholders in Greenville, Mississippi, in association with the planning, design, and construction of a new courthouse funded in 2016.

High Performance Green Historic Buildings: GSA data on High Performance Green Building projects completed through 2015 validate historic buildings' ability to meet rigorous standards for improved performance and efficiency. Noteworthy projects completed during the 2015–2017 reporting period include a partial modernization of GSA's 1917 Federal Building, U.S. Post Office and Courthouse in Hilo, Hawaii, 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 original sustainability features.

Archeological Recovery: GSA's 2015–2017 compliance actions illustrate a range of mitigation approaches that meaningfully leverage federal investment for public benefit. Excavation at the Salt Lake City Odd Fellows Hall, relocated in 2009 to accommodate federal courthouse expansion, produced archeological evidence that sheds light on nineteenth-century life in the city. 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-

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EXECUTIVE SUMMARY



COURTS EXPANSION NEEDS WILL BE MET WITH AN ANNEX TO THE BUILDING.

JAMES M. ASHLEY AND THOMAS W.L. ASHLEY U.S. COURTHOUSE
TOLEDO, OHIO

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 public informed on the progress of the dig.

Architecture of An Asylum Exhibit: The redevelopment of the NHL St. Elizabeths campus as the Washington, D.C., headquarters of the Department of Homeland Security (DHS) is among the most comprehensive mitigation efforts in GSA history. GSA preservation program volunteers have donated many 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 off-campus organizations positioned to disseminate the story to a broad and fascinated public. In 2016–2017, 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 titled *Architecture of An Asylum: St. Elizabeths 1852–2017*.

Modernism Renewed Documentary: Mitigation measures for alterations addressing facade failure, security, and energy performance at the 1967 Anthony J. Celebrezze Federal Building in Cleveland, Ohio, include a thirty-minute documentary film. *Modernism Renewed* surveys the challenges faced by modern-era buildings and GSA's decision to clad over the Celebrezze 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 featured 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 Confederate gunboat that sunk 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. Department of Veterans Affairs facility.

Clara Barton Missing Soldiers Office Museum: Executive Order 13287, Preserve America calls on federal 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, as well as partnerships that create opportunities for public access to GSA historic properties.



ARTIFACTS FROM GSA'S MOBILE, ALABAMA, COURTHOUSE ANNEX SITE EXCAVATION.

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 artifacts found in the third-floor attic to the museum. This arrangement eliminated GSA's storage costs while making the collection more accessible for conservation, research, and interpretation. The museum continues to enrich its educational program with new exhibits, evening and weekend lectures, concerts, and the scholarly publication *Surgeon's Call*.

Renewing Modernism Principles for Practice: GSA collaborates with educational nonprofit organizations to promote its stewardship achievements, address joint 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, *Renewing Modernism*, held in conjunction with the Association for Preservation Technology's annual conference in Kansas City, Missouri. In concert with the event, GSA hosted a field session showcasing the innovative rehabilitation of the 1965 Richard Bolling Federal Building. It also contributed to the draft *Principles for Practice*, which was issued as symposium proceedings and published in APT's quarterly *Bulletin*. The draft focuses on the need for flexibility in applying preservation standards to modern-era buildings, to achieve sustainable rehabilitation and cost-effective reuse.

GSA Recognition in Awards: During the reporting period, GSA earned eleven major preservation awards from national, state, and local organizations. These awards honored preservation design achievements, exemplary project execution, and GSA's success in integrating preservation into its repair and alteration process. One award recognized federal stewardship achievements 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.

GSA Historic Buildings

Historic buildings contribute to the variety and quality of workplaces that GSA provides to its customers. First overseen by the U.S. Department of the Treasury, then the Public Buildings Administration of the Federal Works Agency, GSA's public buildings legacy includes custom houses, courthouses, border stations, and federal agency offices across the United States and its territories. 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.

Thirty-one percent of GSA's 1,603 federally owned buildings are listed in or eligible for the National Register of Historic Places. 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, state, 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 504 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 GSA's historic buildings are monumental structures designed to represent the federal presence and symbolize government's role in the lives of its citizens. Typically located in town or city centers, these public buildings were designed both to dignify the functions they serve and 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 and artwork, which also reinforce themes of democracy.

Contrasting these monumental public buildings are historic land ports: modest, often remotely located public buildings conceived in response to increased immigration controls, Prohibition, and growing automobile ownership. Fifty-nine border inspection buildings were constructed from 1930–1941 as part of the nation's first comprehensive land border crossing vehicle inspection program, thirty-seven of which remain in use today.

GSA historic buildings also include repurposed military-industrial facilities constructed to meet wartime manufacturing needs. Soon after GSA was established in 1949, it began rehabilitating many properties to serve needs of the postwar civilian government. These properties include seminaries, hotels, a sanitarium, and other sites acquired and adapted to serve as hospitals, offices, and support facilities during World War II. 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 that houses several federal agencies.

Consistent with its broader footprint reduction efforts, GSA is working with tenant agencies to reduce the federal presence in suburban office parks adapted from military complexes. These collaborations are redirecting federal activity to locations nearer to public transportation and other infrastructure.

Post–World War II buildings constructed by GSA to meet the needs of a growing federal workforce represent 27 percent of GSA's overall inventory. In accordance with the Guiding Principles for Federal Architecture, issued by the Kennedy Administration in 1962, these buildings demonstrate a shift away from the derivative Beaux Arts, Romanesque, and other revival styles that had traditionally characterized public buildings. Modern-era federal buildings generally reflect commercial office design trends of the time, with 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 transparency, community engagement, and environmental sensitivity, as well as the “dignity, enterprise, vigor, and stability of the Federal government” as articulated in the Guiding Principles.



HART-DOYLE-INOUYE FEDERAL CENTER
BATTLE CREEK, MICHIGAN

MURAL RESTORATION. IN KEEPING WITH DR. KELLOGG'S PHILOSOPHY TO PROMOTE HEALING AND WELL-BEING THROUGH NATURE, THE PAINTINGS DEPICT SWEEPING, IDYLIC LANDSCAPES OF TREES AND MOUNTAIN VISTAS.



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
- 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 multi-phased modernizations.

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. These iconic buildings will continue to serve the purpose for which they were built.

Historic Courthouse Additions

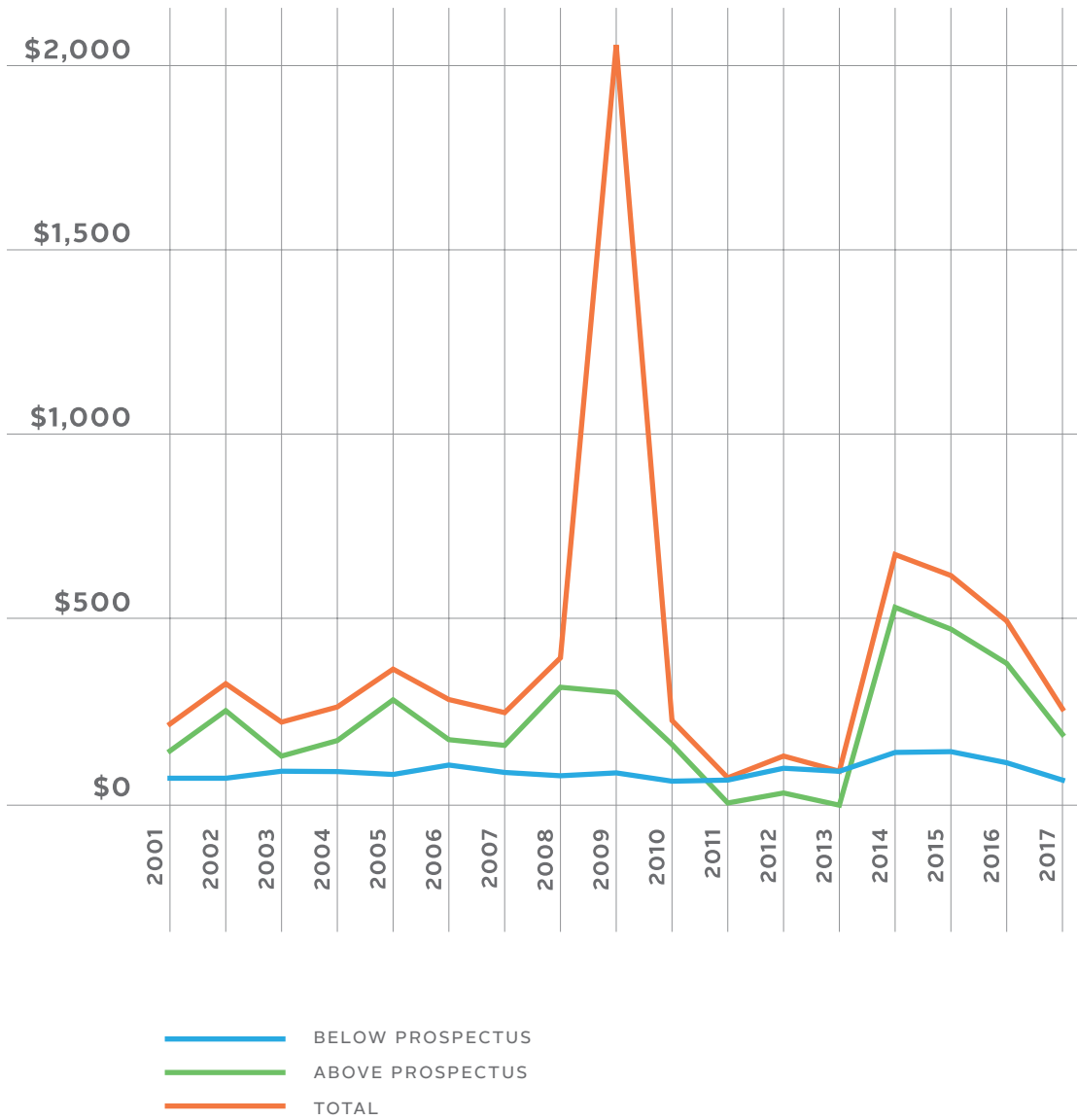
CHARLES R. JONAS FEDERAL BUILDING AND U.S. COURTHOUSE, CHARLOTTE, NORTH CAROLINA

JAMES M. ASHLEY AND THOMAS W.L. ASHLEY U.S. COURTHOUSE, TOLEDO, OHIO

TOMOCHICHI U.S. COURTHOUSE, SAVANNAH, GEORGIA

² The 2009 total includes American Recovery and Reinvestment Act funding. Projected below-prospectus repairs and alterations through July 2017 with August–September estimated based upon overall percentage of annual below-prospectus obligations.

GSA HISTORIC BUILDING REINVESTMENT 1999-2017²
DOLLARS IN MILLIONS



Since 2004, when Congress placed a two-year moratorium on federal courthouse construction, GSA has worked closely with the courts to rethink planned expansion projects wherever government-owned buildings may be reused cost-effectively. 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 historic Jonas building through a reverse exchange that returned the proposed building site to the city. 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 growing and vibrant downtown, while GSA rehabilitates the historic courthouse to continue serving its original use; the newly designed courthouse annex will accommodate tenants' expansion.

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 the U.S. Bankruptcy Court. In addition, future-funding requests for courts in Greenville, South Carolina, will rehabilitate the 1937 Clement F. Haynsworth Federal Building and U.S. Courthouse after the district court vacates it, for use by the circuit court as well as federal tenants relocating from leased space.

Several projects will improve security at historic courthouses to keep them viable for continued use. Also underway are judiciary-funded studies on security improvements to GSA courthouses in Portland, Maine, and Detroit, Michigan, that will keep those buildings 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, which will shrink the federal real estate footprint and strengthen the Federal Buildings Fund:

CONSOLIDATION IN HISTORIC BUILDINGS

MARY E. SWITZER BUILDING, WASHINGTON, D.C.
 FEDERAL BUILDING, MINNEAPOLIS, MINNESOTA
 WILLIAM R. COTTER FEDERAL BUILDING, HARTFORD, CONNECTICUT
 11 W QUINCY COURT FEDERAL BUILDING, CHICAGO, ILLINOIS
 201 VARICK STREET, NEW YORK, NEW YORK
 CLAUDE PEPPER FEDERAL BUILDING, MIAMI, FLORIDA
 ESTES KEFAUVER FEDERAL BUILDING, NASHVILLE, TENNESSEE
 JOHN F. KENNEDY FEDERAL BUILDING, BOSTON, MASSACHUSETTS
 JOHN C. KLUCZYNSKI FEDERAL BUILDING, CHICAGO, ILLINOIS
 JOSEPH F. WEIS U.S COURTHOUSE, PITTSBURGH, PENNSYLVANIA
 FEDERAL 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 demonstrate 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 the National Register of Historic Places, the Historic American Buildings Survey, and Heritage Preservation Services—reunited with other Department of the Interior programs in the department's 1936 Main Interior building for the first time in a half-century. The Stewart Lee Udall Department of the Interior Building once again provides a consolidated headquarters. Buffalo motifs on doors and an extensive collection of murals commissioned by the Treasury Department's Section of Fine Arts promote the Interior Department's programs and conservation philosophy to visitors and employees.

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, fireproofing, central air-conditioning, and a central vacuum system. The rehabilitation built upon the building's inherently sustainable attributes, adding green roofs and solar panels for renewable energy.

³ GSA's gBUILD (Green Building Upgrade Information Lifecycle Database) energy improvement project tracking data on 107 historic buildings show an overall EUI (kBtu/GSF) improvement of 24 percent from 2008 levels, as well as 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.

Responsible stewardship is informed by local portfolio plans and building-specific preservation plans. Minor repairs and alterations at historic buildings continue to reflect GSA's strategic focus on improved building performance, operational savings, life safety, and spatial efficiencies that support customer agency missions.⁴

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 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 at the custom house between 2015 and 2017 includes exterior repointing, marble floor repair, energy-saving HVAC upgrades, and thoughtfully integrated exterior accessibility. It remains the oldest continuously operating custom house in the nation, and now houses a reduced U.S. Custom and Border Protection presence supplemented by the National Oceanic and Atmospheric Administration (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 NHL to full occupancy.

Terracotta repairs stabilized colorful antefixae along the cornice of the 1935 Robert F. Kennedy Department of Justice Building on Washington, D.C.'s Pennsylvania Avenue.

Recently completed interior rehabilitation and conservation of 137-year-old brick work, terracotta, windows, doors, and iron grilles at the nearby Sidney R. Yates Federal Building will safeguard another sustainably located and constructed historic property. Once filled with printing presses for production of America's banknotes and stamps, the building remains a rare vestige of the federal government's industrial past; it now houses the consolidated headquarters of the U.S. Forest Service. It illustrates how twenty-first-century office space can capitalize on a 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 installed four sixty-inch-diameter Roman clocks in the clock tower. A crowning touch to the building's interior and exterior rehabilitation, the clocks will benefit area workers and visitors to the National Mall.

PUBLIC-PRIVATE PARTNERSHIPS: SECTION 111 OUTLEASING

GSA's use of National Historic Preservation Act Section 111 authority for leasing unneeded space to non-federal entities continues to make an important difference at historic buildings in smaller markets. Combined with other funding sources, proceeds from Section 111 leases fill critical gaps and enable GSA to seize opportunities for

⁴ In 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."

meeting stewardship goals. Most outleases, as GSA refers to them, fill vacant space or provide retail services in buildings that predominantly house 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 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 in Los Angeles, which was vacated when the federal courts relocated to a new courthouse in 2016. Now employed as the State Superior Court, 312 North Spring Street will meet the judicial needs of the state and maintain its historic function, all while remaining 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 execution of the project. A symbol of America's early grassroots preservation movement, 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.⁵ Revenue generated by the ground lease has already funded conservation of onsite art by Robert Irwin and of the Benjamin Franklin statue on Pennsylvania Avenue. In 2017, the 315-foot bell tower reopened, offering panoramic 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 spring 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:

⁵ Plans 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 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.

3

USING HISTORIC BUILDINGS



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 CLOCK TOWER.

SIDNEY R. YATES FEDERAL BUILDING
WASHINGTON, D.C.



THE CLOCKS WILL BE VISIBLE TO MILLIONS ATTENDING THE CITY'S ANNUAL CHERRY BLOSSOM FESTIVAL AND OTHER EVENTS.

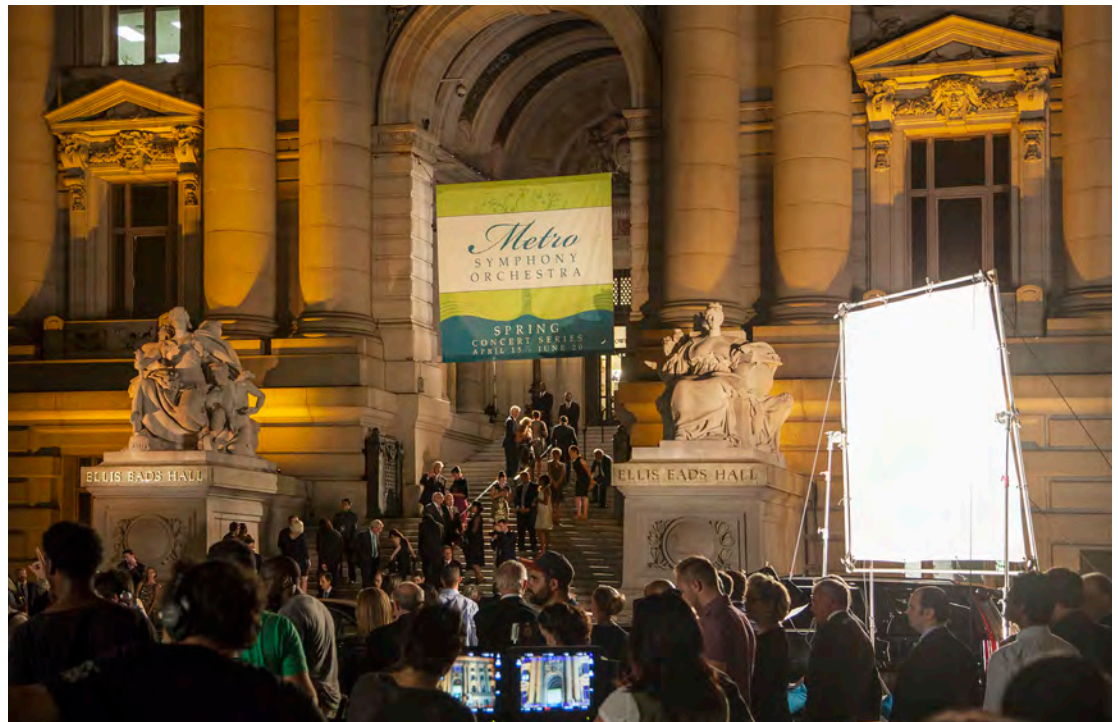
THE NINETEENTH-CENTURY INDUSTRIAL INTERIOR CONSTRUCTED IN 1880 FOR THE BUREAU OF ENGRAVING NOW PROVIDES THE U.S. FOREST SERVICE EFFICIENT WORKSPACE THAT PROMOTES COLLABORATION.

3

USING HISTORIC BUILDINGS

SHOWTIME CREWS FILMING *BILLIONS* AT THE ALEXANDER HAMILTON U.S. CUSTOM HOUSE, NEW YORK CITY, 2017.

GSA FILM LOCATION OUTLEASES ALLOW THE PUBLIC TO SEE SOME OF THE GOVERNMENT'S FINEST CEREMONIAL SPACES.



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 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 v 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)

3

USING HISTORIC BUILDINGS

U.S. CUSTOM HOUSE, NEW ORLEANS, LOUISIANA

Trumbo (2015, Bleecker Street)

NCIS New Orleans (2015, CBS episode) "Insane in the Membrane"

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

Geostorm (2017, Warner Bros. Pictures)

Zoo (CBS)

GUS J. SOLOMON U.S. COURTHOUSE, PORTLAND, OREGON

Bounty Hunter (2016, TNT)

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, events, and blogs that promote outleasing successes to GSA employees nationwide.

Other landholding agencies are seeking GSA outleasing expertise to reduce the operating cost of underutilized federal properties that have potential for shared use. In 2015, GSA concluded commercial lease negotiations to rehabilitate and operate the National Aeronautics and Space Administration's (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 allowing 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. Priority is given to buildings that earn revenue, work necessary to make or keep a historic building viable, critical repairs, and restoration in highly significant spaces and 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 to full occupancy following the departure of the National Park Service. Outlease proceeds are funding construction of a secondary egress stair at the nation's only Pueblo Revival-style border inspection station in Naco, Arizona, allowing U.S. Customs and Border Protection to use the building's vacant second floor.

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. Testing and analysis eliminated water infiltration and restored elaborately detailed windows. In GSA's Great Lakes Region, cyclical maintenance sustained the agency's 2008 investment in window restoration at the Milwaukee Federal Building and U.S. Courthouse. Outlease revenue also funded completion of window restoration, extending the life of the 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. Work undertaken during this reporting period included limestone cornice repairs and related restoration work at the William Jefferson Clinton Federal Building and the Mellon Auditorium bordering the National Mall.

In Nogales, Arizona, outleasing funds enabled GSA to retrofit historic wood windows with bullet-resistant glazing, meeting U.S. Customs and Border Protection security requirements. 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 making it possible to stabilize and restore two tile-roofed Immigration and Customs inspector residences that contribute to the historic integrity of this high-volume crossing. In GSA's Washington, D.C., Art Deco-style Central Heating Plant, outlease revenue is rectifying damage to the building that had affected both working conditions for personnel and the building integrity.

Outleasing also enables GSA to reclaim compromised architectural spaces and features, improve visitors' first impressions, and strengthen federal 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, Michigan, and at 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 U.S. 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.⁶

GSA's National Capital Region was able to conserve columns in the NHL U.S. Pension Building (now the National Building Museum) and to conserve 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.

At the Chicago Loop post office, GSA restored book-matched walnut veneer paneling, a centerpiece of its original Ludwig Mies Van der Rohe design. Additionally, GSA and the U.S. Postal Service collaborated to restore and reunite two New Deal murals that had been relocated from the Chestnut Street post office building when it was converted into theaters during the 1980s. Strategically placed behind the glass facade, the murals are visible both to passers-by and building occupants. Sign guidelines for GSA-controlled retail space around the corner on State and Jackson Streets will help 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, which is easily maintained by damp mopping thereafter.

LEASING

GSA leasing in non-federal historic buildings, which often depends 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

⁶ The murals were executed during the height of the popularity of the sanitarium, in 1922. While little is known about the artist, it is likely that J.J. Haidt was from the area and hired specifically to create the 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.



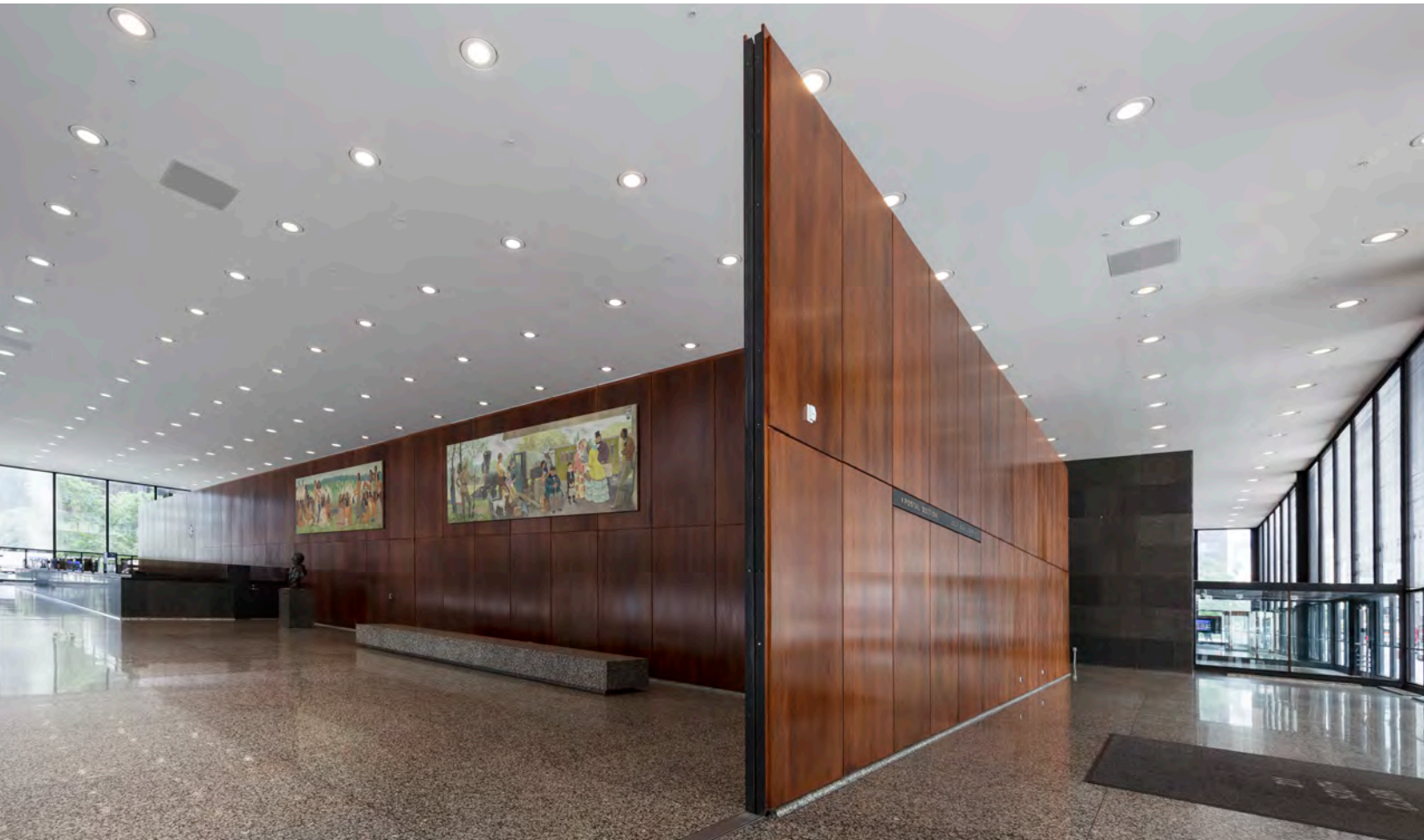
THEODORE LEVIN U.S. COURTHOUSE
DETROIT, MICHIGAN

3

USING HISTORIC BUILDINGS



ADVENT OF THE PIONEERS
FRANCIS FOY



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.

FEDERAL CENTER
CHICAGO, ILLINOIS

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 1949 transferred custody of federal buildings not predominantly occupied by the Post Office Department to GSA.⁷ USPS retained control of all other post office buildings, and over time it often leased space no longer needed for postal purposes to GSA. Many of these leased post office buildings are now predominantly occupied by the U.S. Courts.

Opportunities to lease space in non-federal 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 by contemporary leased buildings—or, when a federally owned building is not available, through new construction. 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 for the duration of a federal presence.

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 Affairs offices from expiring leases in non-historic buildings. 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 slightly more than two acres in the heart of the city's retail district, the historic department store building features a helipad, patios, marble lobby, and ceilings that reach between twelve and fifteen feet.

SUSTAINABLE STEWARDSHIP: INTEGRATING GSA PORTFOLIO AND PRESERVATION STRATEGIES

Since GSA issued its portfolio strategy for a financially sustainable inventory in 2002, the agency's preservation and portfolio management programs have worked together continually to balance GSA's fiscal responsibilities and

⁷ Enacted 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 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.

stewardship goals. Giving special attention to buildings of high architectural merit and construction quality dovetails with GSA interest in workplace decisions that pursue 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 non-performing. Non-performing properties with poor prospects for improvement 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, the strategy's limitations were 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 revising the portfolio strategy to include non-financial considerations that 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 substantiated 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 that reflect market dynamics, qualitative factors, condition, and performance. This approach goes beyond per-person space utilization rates to focus on effective use of space. The decision to hold or dispose of a property now considers non-financial factors including the property's historic significance, ability to meet federal sustainability performance goals, energy use, and tenant satisfaction scores. It also incorporates qualitative risk factors, such as seismic zoning, floodplain risks, and environmental liabilities like 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 disposal 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, which examine real estate in the context of the local market and more thoroughly consider decisions that may have ripple effects. 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. 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. The Anniston facility will remain occupied until a new courthouse is completed there in 2021. Funding for rehabilitation of historic courthouses in Greenville, South Carolina; Mobile; and Toledo, signifies the judiciary's commitment to reusing these buildings as components in upgraded complexes.⁸ 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 posed a cost-effective solution.

Equally significant 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 a local landmark that has housed federal courts since 1909 led GSA to explore relocating the Social Security Administration from lease space into the building. GSA also considered having the courts use the building's historic courtroom instead of the leased space currently meeting 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, further affirm the value of a sustained commitment to balancing stewardship 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, in spring 2017 GSA issued templates and guidance for landholding agencies to submit data and recommendations for real property disposal, consolidation, collocation, reconfiguration, or redevelopment supporting the act's footprint-reduction and sales-revenue goals.

⁸ Includes appropriated funding for Mobile and GSA's commitment to pursue funding for Greenville.

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. Yet GSA has been working toward the legislation's aims of reducing inventory and utilizing agency properties more cost-effectively since 2002, in accordance with its evolving portfolio management strategy. Local portfolio planning that considers the opportunities and implications of real estate actions within a broader regional context is 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, by using preservation covenants, guidance documents such as building preservation plans, and other established means to steer post-conveyance maintenance, repairs, and alterations.

GSA's downsized courthouse expansion in Mobile, Alabama, is returning two houses in the city's De Tonti Square Historic District to the community. Constructed in 1853 by merchant Cornelius Robinson, the Hannah houses were rehabilitated as offices in 1963 and acquired by the federal government in 2003 for courthouse expansion. Sale of the buildings will return them to private residential or commercial use.

GSA's 1935 U.S. Courthouse in Austin, Texas, will continue its historic function as the Travis County Probate Court, through a public benefit conveyance. After close to a century of 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 through judicial downsizing. Named in honor of a former District 3 U.S. Congressman who served as speaker of the House from 1971–1976, this Neoclassical building is dominated by a two-story central loggia featuring monumental Corinthian columns. One option under consideration by the city would make the Albert building available to the Choctaw Nation for its 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.

3

USING HISTORIC BUILDINGS

GSA's 1935 Appraisers Stores in Baltimore, Maryland, was sold with preservation covenants for redevelopment as residences. The eight-story Appraisers Stores is located one block from Baltimore's Inner Harbor, now a bustling tourist destination. GSA also sold the Cotton Annex, built in 1937 as a laboratory and offices for the Bureau of Agriculture and Economics in Washington, D.C., with preservation covenants to meet continuing demand for housing and commerce 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 with preservation covenants are committed to maintaining its Neoclassical features, which include a colonnaded marble facade and an allegorical mural by Thomas Gilbert White depicting the protection of individual rights by the Greek goddess of justice.

GSA used 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) to Swain County. The move will allow the county to house local government offices as well as a revenue-generating restaurant.

Long stalled plans to redevelop the 1874 NHL U.S. Mint in San Francisco, conveyed to 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. 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 seismic retrofit and other rehabilitation requirements.

Promising developments are also emerging from a GSA collaboration with the City of Chicago to preserve several State Street properties in the Loop Retail Historic District, which 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 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 no longer needed by the government.



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.

GAY HEAD LIGHTHOUSE
MARTHA'S VINEYARD, MASSACHUSETTS

3

USING HISTORIC BUILDINGS

GSA's 2015 relocation and transfer of the 1856 Gay Head Lighthouse in Martha's Vineyard showcases the agency's ability to facilitate complex partnerships and real property transactions in order to save at-risk structures. GSA's responsibility as conveyance authority for the erosion-threatened lighthouse required unprecedented coordination 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 129 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 towns contributing funds, as well. The USCG established a temporary aid to navigation light (ATON), to be extinguished upon the lighthouse's successful relocation, and conducted 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 and the National Park Service.

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

- 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
- 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 octagonal French Second Empire–style Penfield Reef Lighthouse off the coast of Fairfield, Connecticut, to private ownership with preservation covenants. As a condition of the sale, the new owner



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.

POINT FERMIN LIGHTHOUSE
SAN PEDRO, CALIFORNIA

3

USING HISTORIC BUILDINGS

must allow continued operation of the light and foghorn, which protect boaters in one of the most treacherous areas of 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 public safety. 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 architect 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. 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's training needs.

Conveyances involving culturally significant personal property rely on strategic marketing to promote preservation outcomes in the absence of real property protection mechanisms like 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. Originally 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.

Section 110: Documentation, Assessment, and Planning

NATIONAL REGISTER NOMINATIONS

GSA is nearing completion of 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 office facilities)
- thirteen office buildings (one constructed for commercial use; another built to house courts)
- two post offices (now federal offices)⁹
- 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 in Washington, D.C.
- eight buildings, including the individually designated Old Naval Observatory NHL, that comprise 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) in Montgomery, Alabama; the Elbert P. Tuttle U.S. Court of Appeals Building (originally the U.S. Post Office and Courthouse), in Atlanta, Georgia; and the John Minor Wisdom U.S. Court of Appeals Building (originally the Fifth Circuit U.S. Court of Appeals), in New Orleans, Louisiana. 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

⁹ Excludes post office buildings that historically contained court, customs or federal agency offices, acknowledged here under those functional designations for broad categorization only.

4

SECTION 110: DOCUMENTATION, ASSESSMENT, AND PLANNING



UNDER A THEME STUDY ASSOCIATED WITH THE CIVIL RIGHTS MOVEMENT AND DESEGREGATION IN PUBLIC EDUCATION, THREE BUILDINGS WERE DESIGNATED AS NATIONAL HISTORIC LANDMARKS.

LEFT
JOHN MINOR WISDOM U.S. COURT OF APPEALS BUILDING
NEW ORLEANS, LOUISIANA

CENTER
FRANK M. JOHNSON, JR. FEDERAL BUILDING
AND U.S. COURTHOUSE
MONTGOMERY, ALABAMA

RIGHT
ELBERT P. TUTTLE U.S. COURT OF APPEALS BUILDING
ATLANTA, GEORGIA

and judicial reform. 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 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. Designed in 1911 and constructed in 1919, the courthouse is among New Haven's most distinguished public buildings. Its design by architect James Gamble Rogers exemplifies the City Beautiful movement. Another National Register listing, the 1916 U.S. Post Office and Courthouse in Cookeville, Tennessee, is an example of the clay tile-roofed Italian Renaissance Revival style favored by supervising architect of the Treasury, 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, the historic Washington, D.C., campus of the Mount Vernon Seminary for Girls includes sixteen contributing buildings constructed between 1916 and 1952; the navy acquired the property 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 the fourteen-acre hilltop site features curving roadways, perimeter walls, and mature trees—including a Civil War-era White Oak and a Yoshino Cherry tree donated by Japan in 1912. Classically inspired, early-twentieth-century buildings 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. Listing of the 1941 Edward F. Hebert Building in New Orleans expands upon the city's Upper Central Business District National Register nomination; the individual building documentation will be incorporated into 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 in 1940 to house the U.S. Railroad Retirement Board (USRRB) when it was relocated from Washington, D.C. to Chicago. The relocation reflected a broader effort to decentralize non-defense-related government agencies and to make room in the capital for critical offices as wartime 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, which 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 classifying and standardizing 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 mid-century modern buildings (constructed between 1950 and 1979) continue to increase in breadth and volume. During the 2015–2017 reporting period, GSA listed ten modern-era properties containing sixteen buildings. The earliest of these is the Estes Kefauver Federal Building and U.S. Courthouse in Nashville, 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 Neoclassical to modernist architecture following World War II. It features traditional massing and symmetry, as well as 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 modernism 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 titled *Federal Services* by Edgar Britton and an original 1966 mahogany carving titled *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 for the future of downtown. Completion of the courthouse in 1966 fulfilled the intent of the downtown Denver Federal District, and it 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 inner suburban ring. The sensitivity of AEC programs made the commission an ideal candidate for the federal government's dispersal policy, which gained momentum with

discovery of the Soviet Union's successful development of an atomic bomb in 1949. Amid rising concern about 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 1957–1958, which were constructed of special materials to resist 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.

The Federal Building in Hawthorne, California, was 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 the earlier Art Moderne style contribute to this 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 as part of the Oklahoma City National Memorial. Listed under criteria consideration G for exceptional significance, the memorial incorporates remains of the federal building, garage, landscape features, and the 2001 memorial that honors the period from the Oklahoma City bombing to the opening of the Oklahoma City National Memorial Museum. The 1995 bombing—which killed 168 people, injured 680 others, and destroyed or damaged 324 buildings within a sixteen-block radius—was an event of national significance that continues to affect many aspects of American life. In addition to prompting 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 keep apprised of buildings potentially eligible for the National 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



LISTED UNDER NATIONAL REGISTER CRITERION G FOR EXCEPTIONAL SIGNIFICANCE, THE PLAZA INCORPORATES REMAINS OF THE FEDERAL BUILDING AND GARAGE, LANDSCAPE FEATURES, AND AN OUTDOOR SYMBOLIC MEMORIAL COMPLETED IN 2001.

ALFRED P. MURRAH FEDERAL BUILDING
PLAZA AND GARAGE
OKLAHOMA CITY, OKLAHOMA

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 criteria consideration 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 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 were conducted by professionals who specialize in evaluation of modern-era buildings. All concluded that the buildings failed to meet National Register eligibility thresholds as strong representations of an architectural style or construction type, or as 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: This icon evokes an 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 was a prolific architect, Hollywood art director, and science fiction aficionado, whose vast legacy of imaginative buildings helped 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 National Mall's other World War I temporary buildings was demolished in 1971, clearing the way for construction of Constitution Gardens.

BUILDING PRESERVATION PLANS AND HISTORIC STRUCTURE REPORTS

Despite a number of building preservation plan (BPP) contracts deferred while database replacement was underway, GSA completed nine new BPPs, four BPP updates, four in-depth Historic Structure Reports (HSRs), and one HSR update during the 2015–2017 reporting period. 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. BPP and HSR updates are primarily kindled by projects requiring current guidance, as well as 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 document attachment, now enable GSA to convene various historic building documentation—formats of which include narrative Historic Structure Reports, material conservation studies, and images of different types—in a single, accessible location.

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, Washington, are now being used to assess effects of tunnel drilling for Seattle's subterranean, double-decked Highway 99, which is scheduled to open in 2019.

4

SECTION 110: DOCUMENTATION, ASSESSMENT, AND PLANNING



FEDERAL BUILDING
SEATTLE, WASHINGTON



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 HIGHWAY 99, SCHEDULED TO OPEN IN 2019.

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 in dovetailing 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 (IMMs) for structured exchange between preservation experts and PBS program leaders. IMMs 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, as well as 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 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 GSA regions 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, such as expansion of GSA's Program Comment, which simplifies Section 106 compliance for select envelope and infrastructure repairs and upgrades at historic buildings.



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

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 whose keepers include Native Americans. 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 guides traders, fishermen, cruise ships, and recreational boaters to this day.

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 129 feet inland before 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 by NOVA and the CBS Evening News. CNN named Gay Head one of the five biggest preservation "wins" of 2015. GSA's subsequently collaborated with the Advisory Council ACHP to document the Gay Head undertaking as a "106 Success Story," which will benefit future conveyances that require cooperation among several organizations. Several other GSA projects are also highlighted in "106 Success Stories."

COMMUNITY DEVELOPMENT PARTNERSHIPS

In contrast to urgent undertakings like the Gay Head Lighthouse relocation, urban redevelopment partnerships require 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 long 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 workspace 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 offices. Redevelopment of the forty-two-acre riverfront portion of the property, which encompasses 3.6 million square feet of residential space for 2,800 housing units, 1.8 million square feet of office, approximately 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 dialogue on the mixed-use development that resulted in a 2004 Memorandum of Understanding with the National Capital Planning Commission (NCPC) and U.S. Commission of Fine Arts (CFA) as well as a 2007 Section 106 Programmatic Agreement with the Washington, D.C., SHPO. Under these agreements, the federal government was required to complete a \$19 million remediation prior to sale and construction. That remediation abided 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, NCPC, CFA and the D.C. SHPO
- encourage high-density residential development appropriate to a subway-accessible site near the city center
- limit on- and above-grade parking
- include landscaping that complements private development, the public streetscape, and open-space destinations
- promote a mix of neighborhood and waterfront-oriented retail, service, and cultural uses along major streets and buildings facing the waterfront park

The five-and-a-half-acre Yards Park, completed in 2010, was built through a public-private partnership comprising 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 park's mile-long Riverwalk Trail opened in 2011. Since 2010, Yards Park has hosted 120 events including festivals, corporate fundraisers, and a fifteen-week Friday evening concert series. The widely used park is managed and programmed by the Capitol Riverfront Business Improvement District (BID). The Capitol Riverfront BID is one of the largest riverfront



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.

SOUTHEAST FEDERAL CENTER
WASHINGTON, D.C.

redevelopment projects in the United States, now housing an employment population of 35,000 people, 2,760 residential units, a 204-room hotel, and multiple parks including Washington Nationals Park.

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 now a riverfront retail/dining location with retrofitted glass walls that frame sweeping river views for patrons and office tenants. The 1918 Boilermaker shop today houses restaurants and shops. Retailers include a grocery, fitness center, dry cleaner, salon, spa, microbrewery, and several restaurants.¹⁰ 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 show 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.¹¹ By 2015, 95 percent of the housing units had been leased or sold and perceptions of safety had improved dramatically, paralleling area property values and tenant satisfaction at GSA federal properties in the vicinity. More than 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 simultaneously promote positive preservation outcomes and achieve larger goals. Collocation of the State Department with the National Guard at the former base offered an exceptional fit for the training center, and places federal activity where it will help regenerate the economy of Blackstone, which has flagged since Base Realignment and Closure shuttered Fort Pickett. Establishment of the training center will create new jobs and spur additional economic development such as housing, lodging, and related services as the new FASTC facility becomes operational. 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 wider 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. These discussions position the local community to proactively plan for growth

¹⁰ Selective list of retail uses encompassing historic and newly constructed buildings in the Yards redevelopment.

¹¹ 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 was established.

that reinforces existing values, contributes to its 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 a plan for growth that is compatible with the area's character
- assisted the town in exploring possible adaptive reuse of the historic armory and former United Methodist Church center buildings
- 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 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 federal investment, 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. The vision posits a single design concept for the mall that incorporates recreation, storm water management, parking, streetscape improvements, and artwork. It also includes 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 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 redesign and construct the St. Louis Street Corridor, using sustainable "Complete Streets" practices.¹²

¹² 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.

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SECTION 106 PROJECT DEVELOPMENT AND PUBLIC PARTICIPATION



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
HILO, HAWAII

SUSTAINABILITY AND WORKPLACE INNOVATION

GSA gBUILD data on High Performance Green Building (HPGB) projects completed through 2015 show historic buildings' ability to meet rigorous standards for improved performance and efficiency.¹³ 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, as well as the six-phase modernization of the Stewart Lee Udall Department of the Interior Building completed in 2016.

The 1936 Interior Department headquarters was the first building authorized, designed, and built by the Roosevelt administration. 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. 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; building automation controls for mechanical, electrical, and lighting systems; and 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–style federal building 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 Hawaii. Designed by architect Henry Whitfield, the U-shaped federal building features elements suited to the island's tropical climate, such as the open-air loggias that provide circulating air currents. In addition to fuel-conserving HVAC and lighting upgrades, the project restored compromised historic features, by removing suspended ceilings to expose original skylights. Moreover, while retrofitting the building to meet federal seismic, life-safety, and water-conservation goals, GSA restored 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 houses the consolidated headquarters of the U.S. Forest

¹³ GSA gBuild High Performance Green Buildings (HPGB) energy improvement project tracking data as of 2017 show an overall EUI (kBtu/GSF) improvement of 24 percent from 2008 levels and 37 percent improvement from reported project baselines for 107 historic buildings.

Service. The building's open industrial spaces have proven adaptable to a variety of workplace design solutions and modern infrastructure. Goals of the consolidation included efficient workspace that promotes collaboration while integrating new technology and diverse work styles. Each floor has a "spine" of informal meeting spaces, 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.¹⁴

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 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. Exposed ductwork minimizes suspended ceilings and maintains the visibility of the high vaulted ceilings, which 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. Archeological monitoring for the relocation of the Odd Fellows Hall and federal courthouse expansion in Salt Lake City, undertaken in phases from 2008 through 2014, produced thousands of artifacts that shed light on nineteenth-century life in the city during a time of expansion and change. Investigated sites contained remains of a Chinese frontier house, assay office, jeweler, sign printer, and a blacksmith shop containing three forges.¹⁵ Artifacts are now on exhibit in the new courthouse lobby.

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 posters kept GSA's courthouse tenants and interested public informed on the dig's progress.

¹⁴ Workstations are grouped by floor in the thematically named clusters Forest, Grasslands, Watersheds, and Mountains. New operational practices, digitized records, and centralized printing have substantially reduced paper consumption as well.

GSA collaborated with the City of San Antonio on archival and archeological research of a city-owned site selected for the new federal courthouse, pursuant to an exchange that will allow the Hemisfair Park Area Redevelopment Corporation (HPARC) to redevelop San Antonio's 1968 World's Fair site. GSA studies of 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 has resulted in: 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 an illustrated 300-page online book dedicated to the history of St. Elizabeths Hospital. These efforts 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, which explains 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 time 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 off-campus organizations positioned to share the story with a broad and fascinated public. In 2016–2017, GSA collaborated with the National Building Museum to display artifacts, architectural elements, historic photographs, documents, and models of the evolving campus in an exhibit titled *Architecture of An Asylum: St. Elizabeths 1852–2017*. GSA's National Capital Region worked with museum curators to salvage building artifacts and locate items. Evocative displays included an iron-grilled doorway, scrapbooks, letters, images of early electroshock equipment, 1960s photographs of dance therapy, patient artwork, and a conserved 1904 model created for the St. Louis World's Fair. Relics of the hospital's past juxtaposed with images of recent development informed visitors about changing theories on care for the mentally ill. Today, the 300-acre site is transforming into a campus with federal workspace, a smaller hospital, and mixed-use urban development.¹⁶

¹⁵ By the mid-nineteenth century, Salt Lake City included a substantial community of Chinese immigrants who came to work on the transcontinental railroad and mines. Many lived and worked in Chinatown, centered on nearby Second Avenue. The immigrants commonly adapted local vernacular construction. Excavated remains included evidence of log construction.

¹⁶ 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, which contains the original hospital building and a majority of the institution's associated historic buildings and landscape.



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.

Mitigation for alterations necessary to address facade failure at the 1967 Anthony J. Celebrezze Federal Building in Cleveland, Ohio, included the thirty-minute documentary film *Modernism Renewed*. The video highlights GSA's decision to clad over the Celebrezze building facade. While installing the second skin obscured the original materials from view, it did allow GSA to preserve the historic facade, undertake work while the tower remained occupied, and create an insulating cushion of air in the two-and-a-half-foot gap between 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 specialize in mid-century modern architecture.

GSA's primary preservation strategy is to avoid mitigation, by pursuing alternatives that avoid or at least minimize adverse effects on historic buildings. GSA project team qualification and scope requirements ensure that qualified preservation architects play a collaborative role in developing design solutions for historic public buildings. 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 northbound traffic from Tijuana.¹⁷ GSA's innovative design solution, using tandem inspection lanes to decrease the overall booth area, accommodates 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 as well as 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-style building is a featured 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.

¹⁷ The crossing currently processes an average of 70,000 northbound vehicle passengers and 20,000 northbound pedestrians per day.

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 a competent, collaborative workforce.

TRAINING INITIATIVES

Bimonthly Historic Masonry Workgroup meetings hosted by GSA's national preservation program feature case-study presentations by GSA staff, project teams, industry representatives, and outside specialists. Initiated in response to knowledge gaps identified 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 realign the group with GSA's building envelope experts, so that it addresses issues facing historic buildings of all eras. Highlights of the 2015–2017 reporting period include presentations on terracotta 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 includes one-hour webinars featuring internal and external speakers, who broach topics of interest to the design and construction community. ODC's PM Knowledge Exchange also consists of one-hour webinars, in which PBS project teams discuss 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 stay informed on activities beyond their normal day-to-day program responsibilities.



THE U.S. COURTHOUSE WAS THE SUBJECT OF A LEARNING FROM OUR LEGACY CASE STUDY.

U.S. COURTHOUSE
ERIE, PENNSYLVANIA

GSA monthly RHPO calls routinely use webinars to communicate regional projects, preservation program initiatives, and 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.

Annual Internal Management Meetings (IMM) complement subject-specific training with structured and strategically focused exchange, which 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; 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, and 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
- PBS project manager training regarding effective coordination of NHPA and NEPA compliance

RECOGNITION IN AWARDS

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

GSA's biennial Design Awards trumpet 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 in meeting GSA customer agency needs while also achieving larger social, cultural, and economic goals that contribute to the community. Over the years, the program has expanded its focus from 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 awards ceremony and uploaded online, to raise standards for future GSA projects. In 2016, GSA launched a new ten year award category that emphasizes the correlation between creative achievement and long-term community gain. Historic building projects recognized in 2016 involve 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 rehabilitations, including one adaptive-use project and two projects 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 GSA's regional project teams in pursuing accolades from other organizations. During the reporting period, GSA earned eleven major preservation awards from national, state, and local organizations. These awards largely emphasize preservation design achievements as well as exemplary project execution, though one award recognizes federal stewardship achievement over time: GSA takes special pride in the naming 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 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, KANSAS CITY, MISSOURI

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)

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

CLARA BARTON BUILDING, WASHINGTON, D.C.

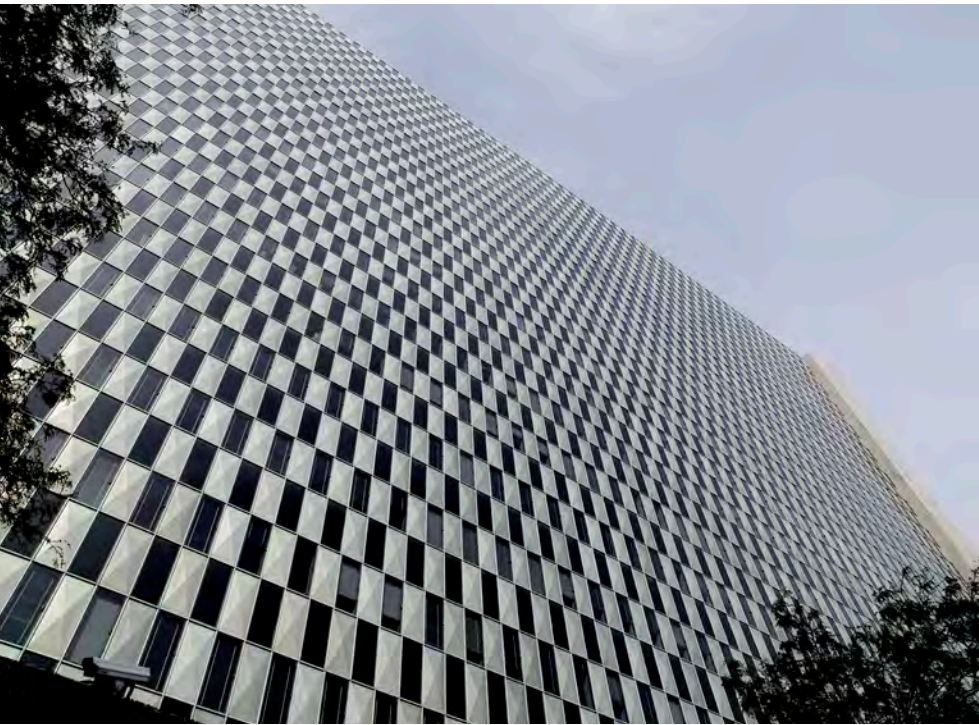
2015 District of Columbia Award for Excellence in Historic Preservation

2016 New Jersey Historic Preservation Award

2016 GSA Design Award (Preservation)

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ADVOCACY AND EDUCATION



RICHARD BOLLING FEDERAL BUILDING
KANSAS CITY, MISSOURI



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.

ST. ELIZABETHS CAMPUS, WASHINGTON, D.C.

2016 GSA Design Award (Construction)¹⁸

U.S. COAST GUARD HEADQUARTERS, WASHINGTON, D.C.

2016 GSA Design Award (Planning & Landscape)

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 nonprofit organizations to promote its stewardship achievements, jointly address challenges, and raise the standard of practice among professionals.¹⁹ In 2015, GSA participated as an organizational member of an Association for Preservation Technology International (APT) symposium titled *Renewing Modernism*, held in Kansas City, Missouri, 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.

¹⁸ New construction sympathetic with National Historic Landmark buildings and landscape; award recognizes the quality of completed construction.

¹⁹ 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 at which presented research is subject to peer review and where opportunities for substantive professional exchange justify the expense of onsite training.

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

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 its balancing of 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 transforming 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 the sunken Confederate gunboat *CSS Pee Dee* 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, which was 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, South Carolina, for permanent display.

Additional outreach conducted during this reporting period includes GSA presentations and tours for educational



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.

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

PHOTOGRAPHS AND BROCHURES

Building documentation is integral to historic preservation. Architectural photographs serve as a primary resource for many types of projects. Since 2001, GSA has been documenting its historic buildings in high-resolution photographs. These images form a permanent archival record, and serve the needs of GSA business lines, project teams, tenant agencies, researchers, and the public.

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. Since its inception, the program has documented approximately 240 GSA historic buildings in more than 3,000 images. 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 of sharing GSA's historic buildings and preserving that legacy for future generations.

GSA's far-reaching Public Buildings Heritage Program engages tenants and the public through educational publications, including the historic building brochure series. 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 efforts to maximize the utility of its finest historic buildings, its architectural photography partnership with the Library of Congress, and the public consultation process that resulted in positive preservation outcomes for nine GSA projects highlighted in the Advisory Council's *106 Success Stories*.

GSA regions complement agency-wide 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 Great Lakes 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 on-site 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 centennials of the John Minor Wisdom U.S. Courthouse in New Orleans and the Ed Edmondson U.S. Courthouse centennial in Muskogee, Oklahoma, with plaque installation and a brochure and ceremony, respectively.

GSA's Northeast and Northwest regions posted blogs showcasing GSA historic buildings as film locations. GSA's Rocky Mountain Region launched the social media campaign "Modernism is the New Old" on Facebook as well as "Historic Architecture Trivia" on Twitter. 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 2016 *Wichita Eagle* article about GSA's U.S. Courthouse in Wichita, Kansas.

PRESERVE AMERICA

Since its issuance in 2003, Executive Order 13287, Preserve America has called on federal agencies to improve their historic property management, nominate properties to the National Register, and promote heritage tourism. GSA supports heritage tourism goals by uploading information to 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. The agreement established the museum's responsibility to provide public access to and interpretation of spaces formerly occupied by Clara Barton upon GSA's conservation of those spaces. 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 437 Seventh Street’s third-floor attic to the Clara Barton 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. It has also 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. Its 2015–2016 accomplishments include:

- third-floor displays interpreting artifacts associated with Clara Barton’s battlefield support work, Missing Soldiers Office, and domestic life
- evening and weekend lecture series
- Concerts at Clara’s live music series
- *Atlas Obscura* culture and history lecture series
- weekday interactive lectures on topics including Clara Barton’s Callers, Civil War pensioner widows, and GSA’s restoration of 437 Seventh Street
- *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
- digital outreach via Facebook, Instagram, Twitter, and museum blogs

GSA’s Northeast Caribbean Region collaborates with cultural organizations to host events and special exhibits that allow 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

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ADVOCACY AND EDUCATION



RESTORED THIRD FLOOR ROOM.

CLARA BARTON MISSING SOLDIERS
OFFICE MUSEUM
WASHINGTON, D.C.

panelists of Preserving Our Architectural History: The Business Case for Landmarks Preservation. In concert with the event, which celebrated the fiftieth anniversary of the New York Landmarks Conservancy, the Conservancy also sponsored a temporary photograph exhibit titled *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 *Lucky Dip* in the rotunda and outdoor steps of GSA's NHL Alexander Hamilton U.S. Custom House in Lower Manhattan. The artwork's afternoon performances underscored the historic use of the custom house as a portal for international trade in objects and activity. They included a reading in which two actors explored the cries of London market traders from the fourteenth century to the turn of the twentieth century.

Conclusion

As GSA continues honing its strategies for sound and visionary stewardship, two broad themes emerge. The first is that the increasing sophistication of GSA's portfolio planning and asset reinvestment directly benefits historic properties. A second theme is that GSA's leadership of collaborations among government, commercial, and nonprofit organizations yields greater support for historic properties. 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 courthouse expansions in Toledo, Ohio, and Mobile, Alabama, have better positioned each of these communities to respond to the economic development opportunities of a new or expanding federal presence.

A principal factor in GSA's ability to foster collaboration among external groups is an internal culture of collaboration. 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.

GSA is committed to efficient and fiscally prudent compliance. Priorities for the next reporting period include further streamlining of compliance for recurring, low-impact undertakings. GSA initiatives concerning 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 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 report "Earthquakes," 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. This creates a corresponding risk of prohibitive reinvestment costs to comply with federal safety standards set by the Interagency Committee on Seismic Safety in Construction (ICSSC). The viability of 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 the viability of historic buildings in secondary markets where strategic reinvestment will support a federal presence.

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