



EXTENDING THE LEGACY

GSA HISTORIC BUILDING STEWARDSHIP | 2014



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

A MESSAGE FROM THE COMMISSIONER

At the U.S. General Services Administration (GSA), we are the proud steward of 486 historic federal buildings listed in or eligible for the National Register of Historic Places. We are committed to reinvesting in these valued community landmarks so that they can continue to serve the American people.

Since its founding sixty-five years ago, GSA has proven that the greenest building is the one already built. Reusing buildings and extending their service life creates a more sustainable federal government. Through innovative design, these buildings are modern, efficient, and inspiring workplaces that serve the missions of our client agency partners and the communities where the government does business.

For example, our own headquarters building in Washington, D.C., was built in 1917, and today stands as a model for the rest of the federal government. The new design respects the building's historic origins and incorporates the latest mobile office layouts, daylighting, a green roof and other sustainable features. The building's transformation is saving millions of taxpayer dollars and increasing productivity.

GSA stewardship efforts also create jobs that support small businesses throughout the nation, employing craftsmen and retrofit technicians, whose skills sustain the nation's heritage while renewing GSA historic buildings for improved performance and operational savings.

The 2014 *Extending the Legacy: GSA Historic Building Stewardship* report details GSA's sustainable preservation initiatives and impressive historic stewardship. Highlights include GSA's first LEED Platinum and net zero buildings, footprint reduction projects that reduce costs and improve workplace efficiency, and GSA's role in preserving historic lighthouses. You'll also read about GSA's efforts to promote Executive Order 13287, Preserve America, as well as education and access programs such as those at the St. Elizabeths campus and Clara Barton Missing Soldiers Office in Washington, D.C. And, you can view one of GSA's most innovative modern designs, the U.S. Tax Court Building in Washington, D.C., in our award-winning documentary film *Victor Lundy: Sculptor of Space*.

GSA's expert preservation staff, whose qualifications exceed those set by the U.S. Department of the Interior for preservation professionals, is the foundation of our stewardship strategy and successes. The staff works closely with all GSA disciplines to assure an integrated approach and respect for the unique requirements of project delivery in historic buildings.

GSA is committed to ensuring our treasured historic buildings serve federal mission needs today and tomorrow to achieve the best value for American taxpayers.



NORMAN DONG, COMMISSIONER
PUBLIC BUILDINGS SERVICE

PREFACE

Preservation is an ethic embraced by GSA leadership at all levels. It is an inherent principle in design excellence, historic property stewardship, livable communities, and conservation of natural resources—touchstones of making and maintaining a sustainable government. GSA's preservation projects deliver value and savings through long-term reinvestment in community landmarks that represent the federal presence and serve as inspiring work places for our client agencies. GSA's preservation program proactively identifies, evaluates, and nominates historic properties to the National Register of Historic Places; avidly documents the historic inventory in brochures, posters, films, and photography; maintains a clearinghouse of best practice solutions; and ensures compliance with all federal preservation laws, regulations, and stewardship directives through well established policy, procedures, and personnel.

Teamwork and collaboration are core components of GSA culture critical to sustainable preservation outcomes. Our preservation professionals cultivate effective relationships with colleagues within and across business lines to integrate the preservation perspective into sound decision making. The Center for Historic Buildings in the Office of the Chief Architect, Office of Design and Construction, leads the national program, which is implemented by regional associates throughout the country. Working with Design and Construction subject matter experts, program and project managers, Portfolio Management, Disposal, Leasing, Facilities Management, Sustainability and Workplace initiatives, knowledgeable members of GSA's national and regional preservation network bring experience and innovation to the table. The team strengthens the agency, mainstreams preservation practices, and serves our partners by meeting ever-changing challenges with talent and alacrity. Within this engaging context responsible stewardship is the norm.



**BETH L. SAVAGE, DIRECTOR
CENTER FOR HISTORIC BUILDINGS
AND FEDERAL PRESERVATION OFFICER**



GSA DESIGN EXCELLENCE HONOR AWARDS DEMONSTRATE THE CONGRUENCY OF PRESERVATION, GOOD DESIGN, AND VALUE.

INNOVATIVE DESIGN SOLUTIONS AND STRATEGIC REINVESTMENT ALLOW THESE HISTORIC BUILDINGS TO CONTINUE FUNCTIONING AS PRODUCTIVE WORKPLACES THAT PROVIDE A POSITIVE FEDERAL PRESENCE.

THURGOOD MARSHALL
U.S. COURTHOUSE
NEW YORK, NEW YORK



DWIGHT D. EISENHOWER
EXECUTIVE OFFICE BUILDING
WASHINGTON, D.C.

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EXECUTIVE SUMMARY

This year marks a decade of federal reporting under Executive Order 13287, Preserve America. Section 3 of the order requires landholding agencies to report every three years on their progress in complying with the National Historic Preservation Act (NHPA) mandate to identify, protect, and use federal historic properties. This is the fourth progress report issued as part of GSA's triennial publication series *Extending the Legacy: GSA Historic Building Stewardship*.

At the close of the 2012–2014 reporting period, GSA is proud to have substantially addressed all compliance issues previously identified by the Advisory Council on Historic Preservation following its review of federal agency submissions. Principal GSA challenges included keeping historic buildings occupied and viable, working through the backlog of eligible properties not yet nominated to the National Register of Historic Places, and identifying historic properties in its lease holdings. Highlights of GSA accomplishments for the 2012–2014 reporting period and areas of continued concern include:

Historic Building Identification: To comply with Section 106 of the NHPA, agencies must identify historic properties that may be affected by federal activities they undertake or assist. Section 110 requires agencies to identify, evaluate, and nominate eligible properties to the National Register of Historic Places. Despite an effective program for identifying historic properties, progress lagged on nominating eligible properties, a costly and time-consuming process. Under a multiyear GSA initiative, nominations for more than one hundred properties have been completed; fifty-five GSA properties, encompassing ninety-three buildings, were added to the National Register during the 2012–2014 reporting period. Two previously listed properties were designated National Historic Landmarks (NHL). Evaluations for more than 85 percent of properties approaching or having reached the fifty-year eligibility threshold are completed or underway.¹

Modern-era Buildings: GSA has made noteworthy strides evaluating 515 modern-era buildings constructed between the 1950s and 1970s. To ensure that potentially eligible buildings are identified prior to project development, most regions have undertaken comprehensive surveys using GSA's modern-era eligibility tool.² GSA completed determinations of eligibility for more than 60 modern-era buildings, and 8 modern-era buildings were listed in the National Register.

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

² Preliminary assessments based on age and other criteria such as architectural or historic significance. The eligibility tool includes a detailed checklist of significance factors specific to modern buildings of the 1950s, 1960s, and 1970s. Results inform funding priorities for full eligibility determinations, National Register nominations, and project planning.

Identifying Leased Historic Buildings: Identifying GSA lease holdings in historic buildings—needed to flag space alterations requiring NHPA Section 106 compliance—has always been challenging because lessors do not always provide accurate information. In 2012, GSA completed a building-by-building internal review to identify buildings listed in, eligible for, or likely to meet eligibility criteria for the National Register, more than doubling GSA's known leased historic property from 80 to 170 holdings.³

Outleasing Funds Recapture: Under NHPA Section 111, income from non-federal leases in historic buildings must be spent on the building that earned the revenue or another GSA-owned building listed in the National Register. During a fiscal year 2013 nationwide initiative, the identification of \$1.8 million in outlease revenue not previously coded as such increased the funds available for repair and restoration projects in historic buildings by 34 percent.

Outlease Reinvestment: Funds from GSA historic building outlease revenue played a critical role in securing tenants for the largely vacant Minneapolis, Minnesota, Federal Building. Upgraded building systems, safety, security, and a daylight-flooded, barrel-vaulted lobby will provide an inviting workplace in a central downtown location for five federal agencies scheduled to occupy the building by 2015.

Leasing Templates for NHPA Compliance: GSA's leasing and preservation programs collaborated to develop standard lease clauses, policy guidance, and training for consistent Section 106 compliance in GSA's master leasing templates. GSA launched the new templates in 2014, with training planned for the second quarter of fiscal year 2015.

Sustainability Firsts: Proof that historic buildings are the ultimate green investment came in noteworthy firsts: GSA's first Leadership in Energy and Environmental Design (LEED) Platinum project at the Hipolito F. Garcia Federal Building and U.S. Courthouse in San Antonio, and GSA's first target site net zero energy project at the Wayne N. Aspinall Federal Building and U.S. Courthouse in Grand Junction, Colorado.⁴ GSA's American Recovery and Reinvestment Act (ARRA) funded modernization of the Federal Building at 50 United Nations Plaza in San Francisco, now housing GSA's Pacific Rim regional headquarters, was noteworthy for what it did not include—air conditioning. Taking advantage of the building's natural ventilation, added daylight management, and temperate climate will save taxpayers thousands of dollars in energy costs each year.

³ Given the magnitude of the leased inventory, the review undertaken by GSA preservation program staff focused on obvious age indicators such as a building's appearance in available photographs. The review employed National Register GIS mapping tools to identify only those properties that were individually listed in the National Register or specifically mentioned in a digitally accessible National Register District nomination.

⁴ These projects join an earlier first: GSA's first LEED Gold rehabilitation at the historic John W. McCormack U.S. Post Office and Courthouse in Boston, reported in 2011.

Freezing the Footprint Transformation Prototype: Using its historic Washington, D.C., headquarters as a prototype, GSA seized the opportunity provided by ARRA to invest in collaborative workspace solutions for increasing the government's space utilization by taking into account teleworking and advances in mobile workplace technology. GSA uses the completed first phase of the project as a living demonstration for agencies seeking to reduce costs and improve their operational efficiency. Upon completion of Phase 2, the building will house GSA's National Capital Region offices, in addition to headquarters programs located in the building since 1949 and Federal Acquisition Service employees who relocated from leased space on completion of Phase 1.

Old Post Office, Washington, D.C., Redevelopment: GSA awarded a sixty-year ground lease on the 1899 Old Post Office building in Washington, D.C., for redevelopment as a 270-room hotel, concluding a multiyear effort to reactivate the iconic community landmark and Pennsylvania Avenue. Visitors will enjoy access to restaurants in the nine-story historic atrium, a sidewalk invigorated with open-air cafes, the National Park Service-operated bell tower that affords breathtaking views of monumental Washington, and an enhanced museum experience.

Legacy Buildings Watchlist: Supplementing GSA's financially underperforming buildings watchlist with Key Performance Indicators aided early identification of historic buildings potentially at risk of leaving the inventory due to unmet investment needs or anticipated space actions, such as agency relocation plans to vacate a historic building in favor of leased space or new construction. Retention prospects for eight at-risk buildings flagged by Key Performance Indicators have improved as a result of targeted reinvestment or reconsideration of space actions that could threaten the buildings' viability.

Federal Real Property Profile Data Dictionary: During the 2012–2014 reporting period, GSA resolved data accuracy challenges that had been the subject of Government Accounting Office (GAO) and Advisory Council concern. Following the release of a 2012 GAO report on landholding agency preservation programs, GSA collaborated with other agencies to clarify Federal Real Property Profile (FRPP) historical status definitions and improve consistency in data reporting across agencies.⁵ Clarified data dictionary definitions resulting from this effort will be integrated into the upcoming nationwide call for FRPP data.

Clara Barton Missing Soldiers Office Museum: The culmination of a unique transfer, operating agreement, public-private partnership, and painstaking restoration, the satellite location of the National Museum of Civil War Medicine will ensure public access to a nationally significant site and fulfill GSA's NHPA responsibilities. GSA's restoration employed an array of small businesses as general contractor and subcontractor conservators, craftsmen, and fabricators to restore and retrofit spaces once used by Barton with modern heating, cooling, and lighting.

⁵ *Federal Real Property: Improved Data Needed to Strategically Manage Historic Buildings, Address Multiple Challenges.* GAO-13-35, December 11, 2012. <http://www.gao.gov/products/GAO-13-35>.

Victor Lundy: Sculptor of Space: In 2014, GSA released its first documentary film to examine the mid-century modern movement. Through extensive archival research and oral history interviews with the master architect for the boldly cantilevered U.S. Tax Court Building in Washington, D.C., one of GSA's most significant historic buildings, the film documents the cultural context of the era and Lundy's approach to creating an award-winning body of work renowned for sculptural expressiveness and serenity.

St. Elizabeths Public Education Partnership: Leveraging government resources to ensure the greatest possible public benefit from federal construction, GSA collaborated with the DC Preservation League (DCPL) to develop an extensive public access and education program promoting the history and significance of the NHL St. Elizabeths campus in Washington, D.C., under development as the U.S. Department of Homeland Security consolidated headquarters. Earning a 2014 D.C. Mayor's Award for preservation, the program includes monthly Saturday public tours; a brochure produced in cooperation with DCPL; video-recorded oral histories; conservation and digitization of historic drawings; an extensive archeological research, recovery and management program; laser documentation of the west campus buildings and landscape; Historic American Buildings Survey and Historic American Landscapes Survey documentation, and a generously illustrated three-hundred-page online book on the history of St. Elizabeths Hospital.

National Awards: Fifty-eight regional and national awards recognized twenty-five GSA projects in nineteen states during the 2012–2014 reporting period.⁶ Among the most noteworthy are achievements recognized by the National Trust for Historic Preservation and the Advisory Council.

At its 2012 National Preservation Conference, the National Trust recognized GSA's lease-redevelopment of the Main Post Office in Philadelphia, Pennsylvania, as the consolidated regional service center for the Internal Revenue Service with an Honor Award. To conserve energy and reduce long-term operating costs, the project included high-efficiency work areas designed to be closed off and shut down at the end of each tax season. GSA's restoration and rehabilitation of the NHL U.S. Custom House in New Orleans following severe damage by Hurricane Katrina won a second Honor Award. GSA's preservation of the historic Greyhound Bus Station in Montgomery, Alabama, as part of its expanded U.S. Courthouse won the National Trust/Advisory Council Federal Partnerships award for its reuse and interpretation as a civil rights museum under a lease agreement with the state.

The Advisory Council recognized GSA's rehabilitation of the Martin Luther King Jr. Federal Building in Atlanta, Georgia, with the Chairman's Award for Achievement in Historic Preservation at its fall 2012 business meeting. GSA's decision to relocate its Southeast Sunbelt regional headquarters to the former downtown post office enabled the community landmark to remain in active public use and served as a catalyst for redevelopment in the neighborhood.

⁶ Includes nine 2011 awards received or reported to GSA after completion of GSA's last report, released in September 2011, and District of Columbia projects (D.C. not included in state total). Excludes GSA design and project award programs cited in the list of preservation-related awards included in this report.

1

SUMMARY



DOUGLAS A. MUNRO
U.S. COAST GUARD HEADQUARTERS
WASHINGTON, D.C.

AS THE FIRST PHASE OF THE U.S. DEPARTMENT OF HOMELAND SECURITY HEADQUARTERS RELOCATION, THE DOUGLAS A. MUNRO U.S. COAST GUARD HEADQUARTERS BUILDING AT ST. ELIZABETHS CONSOLIDATED MORE THAN 3,800 EMPLOYEES, WHO WERE PREVIOUSLY SCATTERED AMONG 24 LOCATIONS AROUND WASHINGTON, D.C. COMPLETED UNDER A DESIGN-BUILD CONTRACT, THE 1.2 MILLION SQUARE-FOOT, 11-LEVEL OFFICE BUILDING, WHICH CASCADES DOWN THE SLOPING HILLSIDE, IS ONE OF THE LARGEST CONSTRUCTION PROJECTS IN GSA'S HISTORY AND IS THE DEFERENTIAL CENTRAL COMPONENT OF THE 176-ACRE NHL CAMPUS. COMPRISED OF COMPATIBLE BRICK, GLASS, SCHIST STONE AND ZINC DESIGN FEATURES, THE BUILDING'S SITE, EIGHT INTERCONNECTED COURTYARDS AND 550,000 SQUARE FOOT GREEN ROOF (CURRENTLY THE SECOND LARGEST IN THE U.S. AND THE THIRD LARGEST IN THE WORLD) ARE KEY TO THE CAMPUS'S STORM WATER MANAGEMENT SYSTEM AND ITS LEED GOLD CERTIFICATION.

CHALLENGES

Mid-twentieth century American architecture has now reached the threshold for potential historic significance. As GSA continues to evaluate and nominate eligible resources from this era, the agency's historic building inventory is shifting, with larger and younger buildings increasing the number of owned historic buildings. Constructed using non-traditional building materials and feats of engineering not possible in earlier periods of design, reinvestment in these resources presents a new set of preservation challenges. Largely rooted in structural and energy performance, GSA, a leader in mid-century modernization, is pushing the industry to better understand the strengths and failures of this era and to develop solutions as innovative as—or parallel to—original design intent. Ultimately, GSA is as committed to developing compatible treatments for its historic mid-century modern resources as it has been to the more traditional resources in its inventory that require more familiar, conventional approaches.

At the same time, GSA is facing challenges regarding an inconsistency in mid-century modern eligibility determinations from both State Historic Preservation Offices and the National Register of Historic Places. A trend toward loosening the application of eligibility criteria for buildings of the recent past and inconsistently applying criteria considerations has potentially significant implications for GSA's capital program. GSA participation in professional symposiums and initiation of forums concerned with evaluating, maintaining, and preserving buildings of the recent past will continue to promote reasonable and consistent deliberation and decision-making.⁷

⁷ In March 2013, GSA participated in "Colloquium to Advance the Practice of Conserving Modern Heritage," sponsored by the Getty Conservation Institute. The colloquium brought together leading professionals from around the world to examine challenges governments face in evaluating and addressing the complex repair and alteration needs of modern-era buildings, with case studies on the application of values-based approaches to decision making for reinvestment and long-term care.

INTRODUCTION

GSA has a long history of constructing and adapting buildings for public use. One of the agency's first tasks after it was established in 1949 was to find new federal uses or owners for hundreds of buildings acquired or constructed during World War II. GSA converted industrial buildings, hospitals, and commercial buildings across the nation to federal offices. At that time, the nation's public building legacy included Greek Revival, Romanesque, Beaux-Arts, Art Deco, and Neoclassical custom houses, courthouses, post offices, and federal agency offices all over the United States and its territories. Many were town and city center icons designed by leading American architects, such as Robert Mills, Cass Gilbert, and John Russell Pope.

As many Americans questioned the wisdom of indiscriminately replacing old buildings with new ones in the 1960s and 1970s, GSA began planning for federal office and courthouse expansion projects that integrated historic buildings previously slated for demolition. Early examples include Washington's Lafayette Square houses that GSA incorporated into the expanded Executive Office Building complex, and the French Second Empire style Court of Claims building on Pennsylvania Avenue, which was returned to its inherent museum use and now houses the Smithsonian's Renwick Gallery.⁸ Since then, GSA has worked with local governments to rehabilitate historic hotels, department stores, schools, and a train station for federal space needs. With the passage of the Cooperative Use Act in 1976, GSA found opportunities to provide public access to treasured historic buildings while generating needed reinvestment revenue. Today, GSA historic buildings appear on screen as settings in films and television broadcasts such as *Boardwalk Empire*, *Law and Order*, and *Men of Honor*.

Prior to the creation of GSA, early public buildings constructed under the auspices of the U.S. Treasury Department—and subsequently by the Public Buildings Administration of the Federal Works Agency—set a high standard for government buildings housing civil service activities. It is a testament to the durability of these design standards that many remain in GSA's inventory and continue to serve the functions for which they were constructed. Their inherently sustainable attributes—central locations near transportation infrastructure, ample daylight, durable natural building materials, and generous spatial volumes—offer a high value for American taxpayers and welcoming environments for federal tenants and visitors.

Learn more about GSA's strategy and best practices for making the most of this legacy in this year's edition of *Extending the Legacy: GSA Historic Building Stewardship*.

⁸ Originally constructed as the Corcoran Gallery of Art in 1874, the Renwick Building housed the U.S. Court of Claims from 1899 until it outgrew the building in 1964. When interest in preserving the historic building emerged, GSA abandoned plans to raze and replace it, instead constructing a new National Courts Building on the east side of Lafayette Square, incorporating into the court complex the 1910 Cosmos Club, 1828 Benjamin Tayloe House, and 1820 Dolley Madison House. Houses on the west side of the square had been slated for demolition to accommodate the planned New Executive Office Building. Ultimately, historic houses on both sides of the square were retained and new construction located behind them to preserve the historic scale and character the public space historically conceived as Presidents Park due its location opposing the White House. In 1970, the seven-acre square and surrounding structures were designated an NHL District.



DWIGHT D. EISENHOWER
EXECUTIVE OFFICE BUILDING
WASHINGTON, D.C.

GSA HISTORIC PROPERTIES

Historic buildings contribute to the variety and quality of workplaces GSA offers its customers. Overseen by the U.S. Department of the Treasury and then the Public Buildings Administration of the Federal Works Agency, the public buildings legacy that GSA now stewards includes custom houses, courthouses, border stations, and federal agency offices across the United States and its territories.⁹ The inventory also includes historic industrial military structures and buildings originally constructed for nonfederal use, such as a train station, a hotel, a sanitarium, schools, and commercial office buildings.

Nearly one-third, or 32 percent, of GSA's 1839 federally owned buildings are listed in or eligible for the National Register. Established by the NHPA, the National Register is the nation's official list of historic places worthy of preservation. The inventory includes 12 individual NHLs, a designation reserved for America's most exceptional, nationally significant properties. Another 68 contribute to NHL Districts, and 10 contribute to National Historic Sites, which are federally owned properties of special significance designated by Congress or the Secretary of the Interior under the National Historic Sites Act of 1935. Together, these 486 historic buildings provide more than 60 million rentable square feet of space. In addition, GSA leases space in 170 historic buildings.

GSA's cultural properties also include 54 archeological collections produced as a result of federal construction projects overseen by GSA since its creation in 1949. These include more than 1010 cubic feet of recovered artifacts and 13 linear feet of records, including maps and photos associated with archeological site research. Through curatorial agreements with state and local governments and nonprofit organizations, GSA stewards archeological artifacts, including underwater remains of sunken Civil War vessels for which GSA assumes responsibility under the Confederate Property Doctrine of Succession. GSA also collaborates with federal agencies such as the National Park Service and Library of Congress to preserve and interpret significant personal property discovered as a result of federal undertakings. A recent example is the possessions of Clara Barton and Edward Shaw, discovered in the attic of a Civil War-era boarding house in Washington, D.C., that formerly served as Clara Barton's Missing Soldiers Office.

Of GSA's 486 owned historic buildings, 82 percent were built before World War II. Nineteenth-century buildings comprise 14 percent of the historic building inventory, and 27 percent were built during the first three decades of the twentieth century. During the Great Depression, 41 percent were built, and another 6 percent were built during and immediately following World War II. The remaining 12 percent were completed between 1950 and 1979, during the postwar modern era of federal office design and construction.

⁹ <http://www.archives.gov/research/guide-fed-records/groups/162.html#162.1>

**GSA OWNED
BUILDINGS BY ERA**

12%	19TH CENTURY AND EARLY 20TH CENTURY 1810-1928
11%	GREAT DEPRESSION 1929-1940
9%	WAR YEARS 1941-1945
29%	POST WAR AND MODERN ERA 1946-1979
11%	POST MODERN ERA 1980-1993
28%	DESIGN EXCELLENCE 1994-2014

More than 200 of these historic buildings are monumental structures that symbolize the strength and permanence of the federal government as well as the important role it plays in the lives of its citizens. Recognized by GSA as legacy buildings, they were generally built in town and city centers, with elegantly finished ceremonial spaces, such as courtrooms, lobbies, hearing rooms, auditoriums, and libraries designed to dignify the functions they serve and to graciously welcome the public. Historic functions are often depicted or symbolized in architectural details or commissioned artwork reinforcing themes about the value of the government.

Soon after it was established in 1949, GSA assumed responsibility for hundreds of properties constructed or acquired for the war effort. Early War Department acquisitions included large buildings and campuses that could be repurposed to serve as hospitals and offices. GSA adapted many of these properties to serve the postwar civilian government. La Vista del Arroyo Hotel in Pasadena, California, now houses the U.S. Court of Appeals. The Battle Creek Sanitarium in Michigan, now the Hart-Dole-Inouye Federal Center, houses several federal agencies.

In recent years, GSA has disposed of several War Department acquisitions so they can be returned to appropriate community uses, such as the Grove Arcade in Asheville, North Carolina, which has resumed its historic use as a community marketplace, and the National Park Seminary in Forest Glen, Maryland, first adapted to serve as an army rehabilitation center, and now cooperative housing with a historic ballroom operated by the county for community meetings and events. GSA's Urban Development program also advocates reducing the federal presence in suburban office parks adapted from industrial complexes in an effort to place federal activity in sustainable locations proximate to public transportation and other infrastructure.

Once it had absorbed or divested of surplus properties acquired during the war, GSA focused its attention on the emerging needs of America's growing federal workforce. Technology, changing esthetics, and GSA's mission of bringing economies of scale to federal procurement, called for a new approach to construction of federal office space. These progressive ideals were captured in the Guiding Principles for Federal Architecture, issued by the Kennedy Administration in 1962. Federal buildings of this era generally reflect commercial office design trends of the time, using current materials, technology, and space planning emphasizing efficiency over traditional symbolism and ceremony. More recent construction under GSA's Design Excellence program, initiated in 1994, has sought to reaffirm the civic ideals of the public building legacy in contemporary design that expresses goals of transparency, community engagement and respect for the environment, in addition to the "strength and vigor of the federal government," as articulated in the Guiding Principles.

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 in several ways 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 nonfederal tenants when there is no immediate federal need;
- leasing historic buildings from nonfederal building owners, when no federal space is available;
- acquiring historic properties to meet federal needs, when acquisition is the most prudent alternative; and
- creating disposal strategies to promote preservation-appropriate reuse of historic properties having no current or anticipated federal use.

REINVESTMENT

The unprecedented capital infusion of ARRA continues to improve the long-term outlook for many GSA historic buildings, as ARRA-funded sustainability improvements begin to yield measurable cost savings. The availability of funding for new sustainability technologies and deferred repairs and alterations reinvigorated historic buildings at risk of leaving the inventory with improved performance that will benefit GSA tenant agencies for years to come.

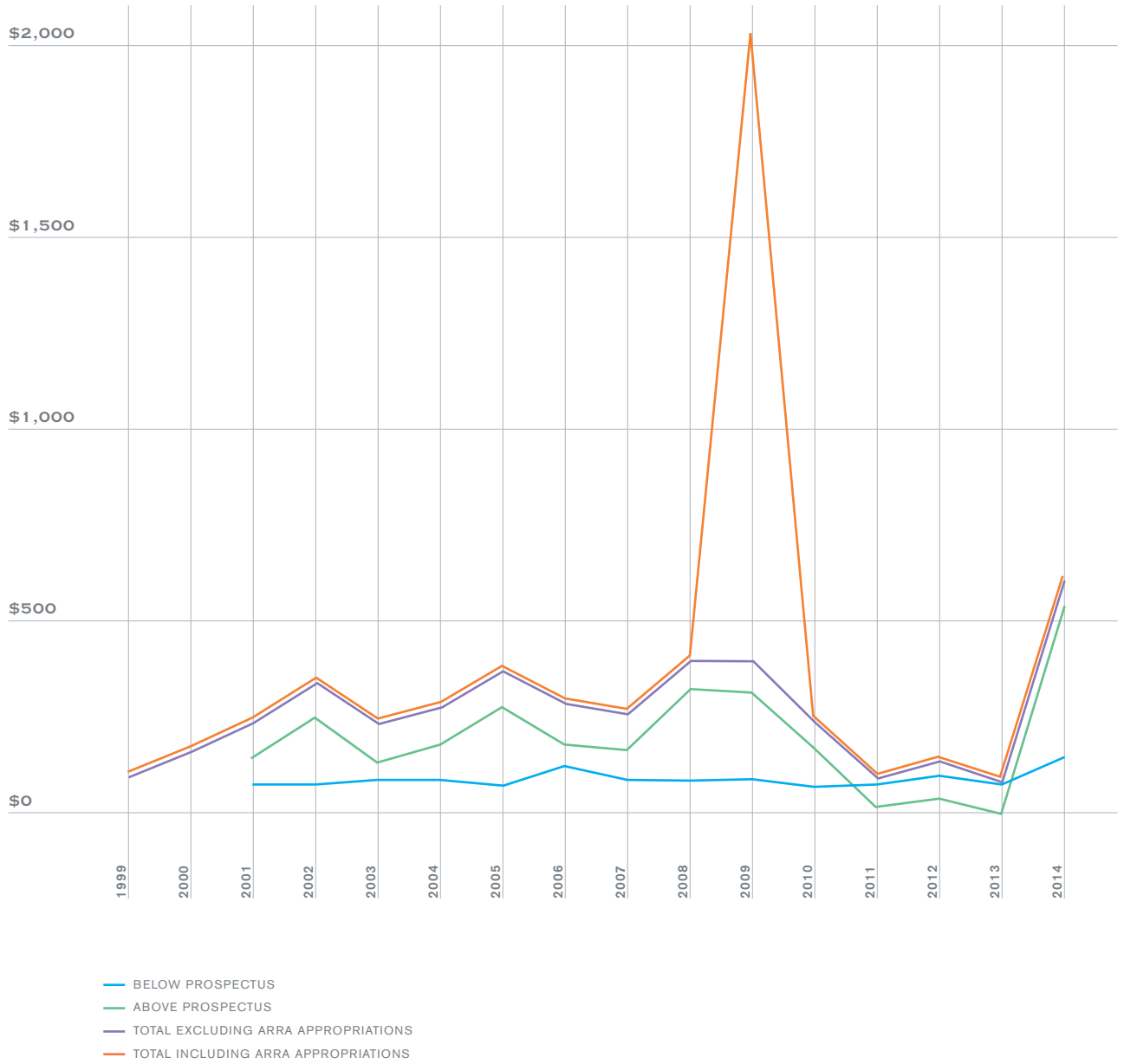
A limited 2012 and 2013 capital investment program focused on improving judiciary security included two historic buildings—the 1959 Frank M. Scarlett Federal Building in Brunswick, Georgia, recently listed in the National Register; and the 1934 U.S. Post Office and Courthouse in Lexington, Kentucky. Other historic buildings relied on minor repair and alterations funding.¹⁰ As part of GSA's strategy for containing costs and making the most of limited investment dollars, spending plans for minor repairs and alterations are now subject to central review and nationwide ranking similar to GSA processes for prioritizing prospectus-level projects.

Offsetting reduced 2012-2013 capital outlays, 2014 appropriations favored historic buildings, which received more than 70 percent of GSA's major repair and alterations funding. At \$664 million, the program more than doubled average annual Federal Buildings Fund spending on historic buildings since 1999, and is the largest historic building reinvestment appropriation to date excluding the ARRA program.

¹⁰ Projects funded above a specified threshold (\$2.85 million in 2014 and \$2.79 million in 2012 and 2013) require submission of a detailed project prospectus for approval by the Office of Management and Budget and Congress. GSA has discretionary control, within applicable laws and regulations, over projects below the prospectus threshold. Though such activities are categorized as minor repairs and alterations, many GSA buildings rely primarily on below prospectus funding to accomplish necessary work beyond routine maintenance.

HISTORIC BUILDING REINVESTMENT

DOLLARS IN MILLIONS



MAJOR MODERNIZATIONS

The 2014 program includes six historic building major modernizations, four of which will complete or continue multi-phased projects at headquarters buildings in Washington, D.C.:

LAFAYETTE BUILDING
(EXPORT-IMPORT BANK OF THE UNITED STATES),
WASHINGTON, D.C. (Phase 2 of 2)

HERBERT CLARK HOOVER
DEPARTMENT OF COMMERCE BUILDING,
WASHINGTON, D.C. (Phase 4 of 8)

STUART LEE UDALL
DEPARTMENT OF THE INTERIOR BUILDING,
WASHINGTON, D.C. (Phase 4 of 4)

J. J. "JAKE" PICKLE FEDERAL BUILDING,
AUSTIN, TEXAS

HARRY S. TRUMAN FEDERAL BUILDING
(U.S. DEPARTMENT OF STATE),
WASHINGTON, D.C. (Phase 5 of 5)

THEODORE LEVIN U.S. COURTHOUSE,
DETROIT, MICHIGAN (Phase 1)

LIMITED SCOPE REPAIRS AND ALTERATIONS

Ten 2014 limited scope projects focus on building envelope repairs, system upgrades for improved energy performance, and compliance with seismic, fire safety, and security requirements to keep a geographically dispersed array of historic buildings viable:

BYRON R. WHITE U.S. COURTHOUSE,
DENVER, COLORADO

RICHARD C. LEE U.S. COURTHOUSE,
NEW HAVEN, CONNECTICUT

ROBERT A. YOUNG FEDERAL BUILDING,
ST. LOUIS, MISSOURI

201 VARICK STREET,
NEW YORK, NEW YORK

FEDERAL BUILDING,
LITTLE ROCK, ARKANSAS

JOSE V. TOLEDO FEDERAL BUILDING
AND U.S. COURTHOUSE,
SAN JUAN, PUERTO RICO

FEDERAL CENTER,
CHICAGO, ILLINOIS

U.S. CUSTOM HOUSE,
BALTIMORE, MARYLAND

ESTES KEFAUVER FEDERAL BUILDING,
NASHVILLE, TENNESSEE

U.S. COURTHOUSE,
ALBUQUERQUE, NEW MEXICO

Five 2014 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:

JOHN A. CAMPBELL U.S. COURTHOUSE,
MOBILE, ALABAMA

LEWIS F. POWELL JR. U.S. COURTHOUSE/ANNEX,
RICHMOND, VIRGINIA

FRANK E. MOSS U.S. COURTHOUSE,
SALT LAKE CITY, UTAH

HUBERT H. HUMPHREY FEDERAL BUILDING,
WASHINGTON, D.C.

MARY E. SWITZER FEDERAL BUILDING,
WASHINGTON, D.C.



RECENTLY COMPLETED NEW CONSTRUCTION TO ACCOMMODATE AN EXPANDING CASELOAD SUPPLEMENTS, RATHER THAN REPLACES, THE 1936 U.S. COURTHOUSE IN EL PASO, TEXAS, WHICH NOW HOUSES THE BANKRUPTCY COURT, U.S. MARSHALS SERVICE, PRETRIAL SERVICES, THE FEDERAL BUREAU OF INVESTIGATION, AND OTHER FEDERAL TENANTS.

U.S. COURTHOUSE
EL PASO, TEXAS



ABOVE AND AT RIGHT:
WAYNE N. ASPINALL FEDERAL BUILDING
AND U.S. COURTHOUSE
GRAND JUNCTION, COLORADO

Following fifteen years of flat funding and declining spending power, GSA's 2014 minor repairs and alterations budget for historic buildings rose 43 percent (representing 44 percent of GSA's nationwide minor repair and alterations program).¹¹ This is a promising direction for historic buildings which depend heavily on minor repair and alterations funding sources.

Strengthened congressional commitment to reinvesting in the historic building inventory reflects, in part, confidence in GSA's ability to execute an ambitious capital program while continually seeking opportunities for improving building performance and operational savings. It also reflects increasing recognition that historic public buildings offer long-term value justifying a reinvestment preference.

Recently completed ARRA historic building projects are meeting ambitious sustainability goals, proving the ability of historic buildings to meet high performance standards. GSA achieved its first LEED Platinum project with the ARRA-funded modernization of the Beaux-Arts Hipolito Garcia Federal Building and U.S. Courthouse in the heart of San Antonio's Alamo Plaza Historic District. Completed in 1936, the classically inspired courthouse offered employees and visitors the nation's first air-conditioned post office, according to local press announcing the dedication.¹² A second LEED Platinum project at the 1918 Renaissance Revival style Wayne N. Aspinall Federal Building and U.S. Courthouse in Grand Junction, Colorado, is GSA's first target site net zero energy building. GSA's ARRA-funded modernization of the 1936 Federal Building at 50 United Nations Plaza in San Francisco earned a LEED Platinum certification while reestablishing the federal presence in the San Francisco Civic Center NHL.

GSA's ARRA successes also demonstrate the adaptability of historic buildings to meet the government's emerging need for flexible workspace able to accommodate changing technology and requirements. Taking advantage of advances in mobile workspace technology and the need for continuous operation capabilities, GSA used its headquarters modernization as an opportunity to test a bold collaborative workspace model by consolidating GSA employees from three buildings into one.¹³ At the close of Phase 2 (not yet funded), the completed headquarters will house GSA's National Capital Region offices, in addition to Federal Acquisition Service employees who relocated from leased space in ARRA-funded Phase 1.

¹¹ Yearly funding for minor repairs and alterations ranged from \$76 million in 2001 to \$92 million in 2013, averaging \$89 million annually, while construction costs increased as much as 44 percent (Engineering News-Record Building Cost Index). Funding for minor repairs and alterations increased to \$143 million in 2014.

¹² San Antonio Light, March 23, 1937.

¹³ GSA investment in backup data centers and mobile access to GSA networks also supports federal disaster planning efforts to ensure continued operation of agency functions in the event of a disaster or short-term building closure due to inclement weather, facility repair needs or other routine disruptions.

THROUGH REFINEMENT OF THE REHABILITATION DESIGN FOR THE WAYNE N. ASPINALL FEDERAL BUILDING AND U.S. COURTHOUSE, GSA'S FIRST TARGET NET ZERO SITE PRESERVED THE HISTORIC APPEARANCE OF THE BUILDING'S PRIMARY FAÇADE WHILE EARNING A LEED PLATINUM RATING.



Replacing out-of-date building systems invariably brings about opportunities to reclaim compromised historic spaces while improving building performance and utilization. Completion of the long-deferred Dwight D. Eisenhower Executive Office Building modernization put GSA's most architecturally significant building back into full service. Built after the Civil War to house the departments of State, War, and Navy, the NHL houses Office of Administration staff and functions as the principal support facility in the White House complex. By the time its Seventeenth Street wing was vacated in response to increased security following the September 11, 2001 attacks, bundles of exposed cables filled the vaults of the building's grand corridors. Concerns mounted over fire safety risks posed by the building's aged and overtaxed electrical system. GSA's three-phase modernization replaced outdated electrical and mechanical systems and brought the building into compliance with modern security and life-safety requirements. Elaborately painted ceremonial office ceilings discovered during the project, domed stairwells, and other public spaces were painstakingly restored.



DWIGHT D. EISENHOWER
EXECUTIVE OFFICE BUILDING
WASHINGTON, D.C.

COMPLETION OF THE LONG-DEFERRED REHABILITATION OF THE 1888 EISENHOWER EXECUTIVE OFFICE BUILDING PUT GSA'S MOST ARCHITECTURALLY SIGNIFICANT BUILDING BACK INTO FULL SERVICE FOR THE FIRST TIME IN MORE THAN A DECADE. THE THREE-PHASE PROJECT BROUGHT THE BUILDING UP TO MODERN SECURITY AND LIFE SAFETY REQUIREMENTS, WHILE ALSO SEIZING OPPORTUNITIES TO RESTORE ELABORATELY DECORATED CEILINGS DISCOVERED DURING THE PROJECT.

EXPANSION AND REPROGRAMMING

Three new construction projects will supplement, rather than replace, historic buildings so they can remain in federal use. Plans for constructing a freestanding annex to the 1932 John Archibald Campbell U.S. Courthouse in Mobile, Alabama, have been reduced in scale. A smaller annex will now supplement the historic courthouse being rehabilitated for the bankruptcy court and clerk. The revised project will result in an estimated taxpayer savings of \$16,083,000, as compared to leasing.¹⁴ At the U.S. Land Port of Entry in San Ysidro, California, necessary expansion to accommodate exponential increases in traffic volume since the inspection station opened in 1933 will preserve the Spanish Colonial Revival custom house as the southbound pedestrian processing center.

Repair and alterations funds were also appropriated to ensure timely backfilling of vacated historic buildings as previously funded new construction projects approach completion. Reconfiguring vacated space in the Frank E. Moss U.S. Courthouse in Salt Lake City to accommodate multiple federal agencies relocating from leased space is projected to save taxpayers \$2.2 million annually.¹⁵

Other projects support re-occupancy of vacated historic buildings. Appropriations totaling \$155 million will fund infrastructure and rehabilitation of the 1853 Center Building at the NHL St. Elizabeths Hospital West Campus in Washington, D.C.¹⁶ Redevelopment of the 176-acre campus for the U.S. Department of Homeland Security (DHS) will reuse fifty-two historic buildings in one of GSA's most significant cultural landscapes. Hospital buildings returned to active use include a Stick style gatehouse that has served as the public face of the campus since 1874 and Atkins Hall, built in 1878. Designed to complement the seven-wing Center Building, the sixty-five-bed dormitory ushered in a shift away from housing patients in large, linear buildings to a more dispersed "cottage plan" with smaller dormitories where patients with less severe illnesses could be allowed more personal freedom. The newly rehabilitated hall now houses, among other things, the Coast Guard historian's office, along with a Pentagon Federal Credit Union office and other retail services. Rehabilitation of the long vacant 1885 Queen Anne style dining hall building, completed in 2013, restored its use as a dining facility in conjunction with its 1900 kitchen building. The construction shops, built between 1856 and 1929, now house campus retail services.

¹⁴ Approved GSA Prospectus for Alteration of the John A. Campbell U.S. Courthouse, 2014.

¹⁵ Approved Prospectus for Alteration of the Frank E. Moss U.S. Courthouse, 2014.

¹⁶ Approved GSA Prospectus for St. Elizabeths campus, 2014.

OUTLEASING

Section 111 of the NHPA authorizes agencies to lease space not needed for federal use to nonfederal tenants. Revenue generated from Section 111 outleases is reinvested in historic buildings to preserve and restore their architectural integrity and keep them physically and financially viable. Most GSA outleases fill vacant space or provide retail services in buildings predominantly housing federal agencies. Discretely placed rooftop antenna leases also generate Section 111 outlease revenue.

GSA asset managers work with federal tenants to address security and other marketability obstacles so that underutilized historic buildings may remain in public use. They also work with GSA's preservation and budget oversight programs to monitor accounting of outlease proceeds so that funds are reinvested in historic buildings, as the authority requires, and assist in selecting projects funded with outlease revenue. A 2013 nationwide initiative focused on consolidating historic building outlease proceeds to recapture \$1.8 million, increasing the funds available for repair and restoration projects in historic buildings by 34 percent.

National Register eligibility determinations and listings for buildings that have reached the fifty-year eligibility threshold since 2000 increased Section 111 outlease proceeds in four regions from 25 percent to 100 percent.¹⁷ In the District of Columbia, rooftop antennas on historic buildings earn close to \$1 million, and 75 percent of these outlease revenue funds became available, as a result of GSA's account classification review, to support reinvestment in historic buildings.¹⁸ Renegotiating an event space lease management contract doubled outlease revenue from the Mellon Auditorium, in Washington, D.C., to nearly a half million dollars.

The most significant outlease award of the reporting period brought to completion a multiyear effort to reactivate the underutilized 1899 Old Post Office in Washington, D.C. Saved from demolition by community opposition that led to passage of Washington, D.C.'s Historic Landmark and Historic District Protection Act, the granite-clad Romanesque Revival edifice remains a city focal point and a symbol of the preservation movement. Following a succession of retail tenant failures in the publicly accessible atrium, GSA began exploring alternative reuse scenarios. Under a sixty-year ground lease awarded to the Trump Organization, the building is being redeveloped as a 270-room luxury hotel, with no adverse effect and in accordance with a programmatic agreement that includes review by Section 106 consulting parties to ensure that the project meets the Secretary of the Interior's Rehabilitation Standards.¹⁹ Visitors will enjoy access to restaurants in the nine-story historic atrium, invigorated sidewalks with open air cafes, and 315 foot bell tower offering panoramic views of the nation's capital and an enhanced museum experience.

¹⁷ Outleases in the now eligible Montoya Federal Building in Santa Fe, Alfred P. Murrah Federal Building Parking Garage in Oklahoma City, and La Branch Federal Building in Houston earned \$815,013 in 2013, more than doubling GSA's Greater Southwest Region Section 111 earnings. GSA's Southeast Sunbelt, Northwest Arctic, and National Capital Regions increased their Section 111 earnings by 31 percent, 67 percent and 75 percent, respectively.

¹⁸ Section 111 authorizes reinvestment of outlease proceeds for preservation purposes in historic buildings that earned the revenue or other National Register-listed properties.

¹⁹ The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings, 1992.



A SIXTY-YEAR SECTION 111 GROUND LEASE WILL REDEVELOP THE 1899 OLD POST OFFICE IN WASHINGTON, D.C., AS A 270-ROOM HOTEL, PRESERVING HISTORICALLY SIGNIFICANT SPACES, FEATURES, AND PUBLIC ACCESS TO THE BUILDING'S ATRIUM AND OBSERVATION TOWER.

OLD POST OFFICE
WASHINGTON, D.C.



FEDERAL BUILDING
MINNEAPOLIS, MINNESOTA



PROJECT FUNDS FROM NONFEDERAL LEASES IN HISTORIC BUILDINGS ENABLED GSA TO DRAMATICALLY IMPROVE SECURITY SCREENING IN THE MONUMENTAL LOBBY AND SECURE TENANTS FOR THE FEDERAL BUILDING IN MINNEAPOLIS.

GSA is also pleased to report a proposed preliminary plan, now under SHPO review, for outleasing the David W. Dyer Federal Building and U.S. Courthouse in Miami, Florida, to Miami Dade College. Following the completion of the Wilkie D. Ferguson Jr. U.S. Courthouse in 2008, the U.S. District Court and related agencies moved out, leaving the 1933 Mediterranean Revival courthouse vacant. Capital funding shortages and difficulties securing tenant commitments thwarted plans to reoccupy the building, placing it on GSA's watchlist for potential disposal. Any transfer would have been greatly complicated by the building's location in a campus of five federally controlled buildings with shared mechanical systems and security management. The prospective ground lease with the college will fund the building's rehabilitation and long-term preservation and keep a significant asset in federal ownership. In addition to the GSA's Building Preservation Plan, a building inventory recently prepared by GSA's regional preservation program staff documents significant exterior and interior spaces and features to guide development of the lease agreement.

Although modest compared to GSA's other capital investment programs, strategically invested outlease revenue makes an important difference for many historic buildings unable to compete for prospectus level funding. Combined with other funding sources, it can fill critical gaps, enabling GSA to address historic material repair needs and seize opportunities to meet federal stewardship goals.

Outlease revenue played a critical role in repositioning the nearly vacant Neoclassical Federal Building in Minneapolis, Minnesota. Almost empty after its anchor tenant, the Food and Drug Administration, relocated to leased space in 2008, the century-old building faced marketing challenges after years of declining rental income, accumulating repair needs, and incremental alterations obscuring its historic grandeur. Using a graphic simulation showing how the restored interior would look, GSA was able to secure an occupancy commitment from the Department of State passport processing center, followed by the Defense's Military Enlistment Processing Command for the Twin Cities area. Awarded over a four-year period from 2011 to 2014, \$2.25 million in outlease project funds addressed accessibility, security and marketability challenges associated with the building's altered interior. A restored and accessible entrance and daylight-flooded, barrel-vaulted lobbies, corridors and offices now provide an inviting workplace in a premier downtown location within walking distance of the city's light rail transit.

Four federal agencies are scheduled to occupy the building by 2014, when the Department of Housing and Urban Development and the National Labor Retirement Board will join the Department of State's passport processing center and GSA's Property Management Service Center. The showcase project earned GSA a Minneapolis Heritage Preservation Award from Preserve Minneapolis, the Minneapolis Heritage Preservation Commission, and the American Institute of Architects Minnesota.

The outleasing program helps GSA meet critical bricks-and-mortar repair needs to keep historic buildings occupiable and to accomplish priority restoration work that improves first impressions and promotes tenant satisfaction. Completed in 1836, the NHL U.S. Custom House in New Bedford, Massachusetts, is the oldest continuously operating custom house in the country. Once a center of the nation's thriving whaling industry, New Bedford's harbor now supports a more modest commercial fishing and cargo shipping economy and reduced federal presence. Outlease funds have been allocated to replace the roof with historically accurate new copper, and replica windows restored the building's historic appearance while improving its energy efficiency and prospects for attracting tenants to fill space not needed by U.S. Customs and Border Protection.²⁰

Outlease funds are repairing historic walls, roofing, and windows at historic buildings throughout the country, while also seizing opportunities for energy saving improvements and reducing long-term operating costs. These projects are addressing water infiltration challenges at the 1934 Federal Building and U.S. Courthouse in Monroe, Louisiana; providing the opportunity to evaluate the granite at the 1910 Howard M. Metzenbaum U.S. Courthouse in Cleveland, Ohio, in order to determine its condition and proactively assess repair needs; restoring the historic windows at the 1932 James M. Ashley and Thomas W.L. U.S. Courthouse in Toledo, Ohio; and studying the shifting granite panels at the modernist Robert C. Weaver Federal Building in Washington, D.C. At the entrance of the Gus J. Solomon U.S. Courthouse in Portland, Oregon, outlease funds were used to replace aging mats with salvaged marble and Wilkeson sandstone from the original quarry.

Revenue from nonfederal tenants restored a historic skylight, reducing reliance on artificial lighting, at 50 United Nations Plaza in San Francisco. Outleasing funds also restored historic exterior lighting, with energy saving improvements, at the 1930 Seattle Federal Building, the imposing E. Ross Adair Federal Building and Courthouse in Fort Wayne, Indiana, and the Colonial Revival style U.S. Post Office and Custom House, in Pembina, North Dakota. All of these buildings serve as architectural focal points in their communities and provide a valued federal presence.

GSA also depends on outlease funds to conserve historic artwork created as an integral part of many historic federal buildings, especially those constructed during the City Beautiful movement of the early twentieth century and the Great Depression.

²⁰ The building's long-time anchor tenant, the National Park Service, relocated in 2008 to a building donated for New Bedford Whaling National Historical Park use.



LEASES TO NONFEDERAL TENANTS IN GSA HISTORIC BUILDINGS FUNDED THE FINE ARTS PROGRAM'S CONSERVATION OF NEW DEAL-ERA MURALS HIGHLIGHTING THE ROLE OF THE FEDERAL GOVERNMENT IN THE LIVES OF KANSAS SETTLERS AND FARMERS AT THE 1932 U.S. COURTHOUSE IN WICHITA.

KANSAS FARMING
RICHARD HAINES

LEASING

Fewer reports on new leases in historic buildings during the 2012–2014 reporting period may reflect a positive trend toward leased inventory containment and consolidation in federally owned buildings, from which vacancy-troubled legacy buildings benefit. A noteworthy exception is GSA's Mid Atlantic Region headquarters' move to the Rohm and Haas corporate headquarters building in downtown Philadelphia. The move will relocate 600 employees from an expiring lease in the historic Strawbridge Department Store to the nearby 1964 building. Listed in the National Register in 2007 as a noteworthy example of the International Style, the nine-story building features energy saving translucent sunscreens made of Plexiglas, acrylic safety glass patented by Otto Rohm and manufactured by Rohm and Haas throughout World War II for aircraft windshields, canopies, gun turrets, and submarine periscopes. Inside the building, open space work areas allow flexibility for reconfiguration and collegial workspace sharing that supports GSA's mobile workforce and footprint containment goals. The fifteen-year lease relocation further compresses the region's footprint from 165,000 to 135,000 square feet.

In its expiring lease location, GSA's Mid Atlantic headquarters took advantage of the Strawbridge Department Store's open retail area and auditorium to develop collaborative work space models for improved efficiency and space utilization. Rentable square footage had been reduced from 171,942 square feet at the former lease location in the historic Wanamaker Department Store to 133,128 square feet in the historic Strawbridge Department Store. A 12,000 square foot former retail space and auditorium served as a Workplace Laboratory for testing different furnishings and spatial layouts, along with organizational solutions for improved employee effectiveness. The historic auditorium's ceiling height allowed it to accommodate a plug-and-play data network access center containing centralized filing, support services, a library, and shared meeting space. The case study, which served as the basis for workspace types used in the Rohm and Haas build-out, is detailed in "Workplace Matters," prepared by GSA's Workplace 20:20 program. The publication documents GSA pilot project testing solutions that respond to changing workspace needs and technology for improved organizational performance. Historic buildings housed five of the thirteen case study prototypes.

Where federal needs support leasing, GSA tenant agencies are keeping many community landmarks in use, contributing to the economic health of historic town and city centers across the nation. In 2014, GSA renewed leases for the Internal Revenue Service and U.S. Courts in the historic Penn Traffic Company Department Store Building in Johnstown, Pennsylvania. The largest structure in downtown Johnstown, the 1908 building occupies an entire city block. Federal courts have occupied the building since 1989.

Courts also lease the 1911 Union Station in Tacoma, Washington, the 1915 Old Post Office in Dayton, Ohio, and nineteenth-century custom houses (no longer federally owned) in Nashville and Chattanooga, Tennessee, along with historic commercial buildings in West Virginia, Pennsylvania, and Alaska. Other federal agencies contribute to continued occupancy of NHLs such as the 1886 brownstone Rookery Building, Chicago's oldest high-rise, and the Neo-Gothic Woolworth Building in lower Manhattan, the world's tallest skyscraper from 1913 to 1930.

THE INTERNAL REVENUE SERVICE AND U.S. COURTS HAVE HELPED TO KEEP JOHNSTOWN, PENNSYLVANIA'S LARGEST DEPARTMENT STORE, THE 1908 PENN TRAFFIC BUILDING, OCCUPIED SINCE 1989. GSA RENEWED TWO LEASES TOTALING 35,000 SQUARE FEET IN 2014.



PENN TRAFFIC BUILDING
JOHNSTOWN, PENNSYLVANIA



GSA'S MID ATLANTIC REGIONAL HEADQUARTERS RELOCATION TO THE 1964 CORPORATE HEADQUARTERS OF PLEXIGLAS DISTRIBUTOR ROHM AND HAAS WILL CONSERVE RESOURCES USING COLLABORATIVE WORKSPACE, CENTRALIZED FILING AND THE BUILDING'S ORIGINAL, ACRYLIC GLASS SUNSCREENS.

ROHM AND HAAS
CORPORATE HEADQUARTERS
PHILADELPHIA, PENNSYLVANIA

IDENTIFYING HISTORIC BUILDING LEASES

GSA is pleased to report an important first step toward systematically examining its leased inventory to identify historic buildings. As early as 2006, the Advisory Council expressed concern with GSA's inability to identify historic properties in its leased inventory of more than 8,500 buildings.²¹ Even if construction dates were required in lease space proposals, lessors do not always provide or even have accurate information, leaving GSA little means to flag historic buildings that may be affected by initial space alterations or subsequent projects undertaken to meet tenant agency needs. However, local press responses to space actions, considered minor by GSA, reveal the importance of historic building leases to communities where vacant local landmarks are located. A single historic property identification oversight can have serious consequences in the eyes of the affected community.

While necessarily focused on key indicators such as age and published National Register status, the 2012–2013 preliminary review was GSA's first building-by-building examination of its 7364-building leased inventory.²² The effort more than doubled the number of leased historic buildings for which GSA can account from 80 to 170.²³

GSA historic building leases also enable the federal government to keep public buildings public in twenty-five towns and cities where GSA leases space in vacant or underutilized post office buildings controlled by the U.S. Postal Service (USPS). Through an interagency Memorandum of Understanding, USPS gives first consideration to GSA for lease or acquisition of space no longer needed for postal activity.

LEASING TEMPLATES FOR PRESERVATION COMPLIANCE

Continued efforts to better integrate NHPA compliance into GSA's day-to-day business advanced with the collaboration between GSA's leasing and preservation programs to develop standard lease clauses and guidance for Section 106 compliance in GSA's master leasing templates.²⁴ The templates provide standard lease clauses and guidance for GSA realty specialists on requirements concerned with historic buildings that GSA leases, lease construction sites containing historic property, historic districts affected by lease development, and archeological resources that may be disturbed by lease construction activity. GSA launched new templates in 2014.

²¹ Initial efforts to identify GSA leaseholds in historic buildings relied on anecdotal reporting. In *GSA Historic Building Leasing*, 2000, undertaken by the Center for Historic Buildings in collaboration with GSA's national and regional leasing programs, identified only 50 leases in historic buildings.

²² Total leased buildings in GSA's property data management system REXUS (Real Estate Across the U.S.) as of April 2014.

²³ Given the magnitude of the leased inventory and time limitations, the preliminary review, undertaken by GSA's national preservation program staff, focused on obvious age indicators such as a building's appearance in available photographs, location, name, and related factors. The review employed National Register GIS mapping tools to identify only those properties that were individually listed in the National Register or specifically mentioned in a digitally accessible National Register District nomination.

²⁴ The standard leasing clauses advise leasing specialists and offerors about NHPA Section 106 requirements, to ensure that project plans and budgets address the government's responsibility to avoid, minimize, or mitigate adverse effects on historic properties, including historic buildings or archeological resources on offered sites.

ACQUISITION

Reduced property acquisition during the reporting period is another positive reflection of GSA efforts to reduce the federal real estate footprint and make the most of available federally owned property, especially legacy historic buildings that represent the federal presence in many communities.

GSA's planned space acquisition for the Department of State's Foreign Affairs Security Training Center at Fort Pickett in Blackstone, Virginia, affirms the value of locational directives and Section 106 public consultation in promoting alternatives that meet the mission needs of federal agencies, while placing federal activity where it supports community development and sustainability goals.²⁵ Facing opposition to development that would intrude upon a quiet rural area, GSA worked with the Department of State to explore the feasibility of locating the training center at Fort Pickett. The Virginia Army National Guard has occupied and maintained Fort Pickett since the U.S. Army vacated in 1997 as a part of the Base Realignment and Closure initiative. Co-location with the National Guard at the former fort offered an exceptional fit for the Security Training Center and welcome economic development for the Blackstone community. Firing ranges and tactical training areas created for the army will be used by the State Department to prepare embassy personnel for security threats and emergencies.

²⁵ Due diligence is currently underway with the acquisition, scheduled for summer of 2015.

FORT PICKETT
BLACKSTONE, VIRGINIA



CO-LOCATING THE DEPARTMENT OF STATE'S FOREIGN AFFAIRS TRAINING CENTER WITH THE NATIONAL GUARD AT FORT PICKETT, VACATED BY THE U.S. ARMY IN 1997, WILL PROVIDE A WELCOME BOOST TO THE TOWN OF BLACKSTONE, VIRGINIA, WHILE REDUCING THE COST OF CREATING TACTICAL TRAINING AREAS TO PREPARE EMBASSY PERSONNEL FOR SECURITY THREATS.

INTEGRATING PORTFOLIO AND STEWARDSHIP STRATEGIES

GSA's Legacy Vision, the policy statement formally articulating GSA's commitment to using and reinvesting in its inventory of monumental historic buildings that best represent the federal government's public building legacy, has now been in place for more than a decade. Sharpening GSA's focus on properties of enduring value dovetails with GSA's broader efforts to ensure the sustainability of the overall inventory, while contributing to the sustainability of communities where the government does business.

In 2003, as part of a comprehensive initiative to assess the financial health of the inventory, GSA's preservation program began tracking historic building performance in cooperation with its Office of Portfolio Management. GAO reports had raised alarm about the condition of the government's real property assets and the scale of the repair backlog. A sustainable government would require paring the inventory of underperformers and investing strategically in core assets that were or could become strong performers. GSA-controlled buildings were each assessed and classified as performing, nonperforming, or underperforming. Financially troubled buildings were placed on a watchlist for focused attention and monitoring, while GSA worked toward a resolution of improved performance or disposal.

By 2012, with the inventory substantially trimmed of underperforming assets, GSA's preservation and portfolio programs collaborated to fine tune this approach, supplementing the watchlist with Key Performance Indicators, or KPIs, to identify historic buildings potentially at risk of leaving the inventory due to unmet investment needs or anticipated space actions, such as plans to vacate a historic building in favor of leased space or new construction.

Concurrently, a 2013 GAO study on the impact of new courthouse construction on old courthouses called on GSA to improve its planning for reuse or disposal of courthouse buildings commonly vacated as a result of courthouse consolidation into newly constructed space.²⁶ Absent funding to address deficiencies or accommodate new tenants, backfill plans for reoccupying vacated courthouses did not always materialize, leading to eventual disposal of historic courthouses left behind by new construction.

Although turning around at-risk buildings usually involves a multiyear effort, retention prospects for eight at-risk buildings flagged by KPIs have already improved as a result of targeted reinvestment or reconsideration of space actions that could threaten the historic building's viability. As GSA pauses to rethink a number of courthouse expansion plans, constrained budgets are increasing judiciary receptiveness to expansion plans that will not necessarily consolidate the courts in a single new building, improving prospects for keeping courts at their historic locations in Anniston, Alabama, and Charlotte, North Carolina, as well as GSA's nineteen-story, NHL U.S. Courthouse at 312 North Spring Street in Los Angeles.

²⁶ *Better Planning Needed Regarding Reuse of Old Courthouses*, GAO-14-48, November 7, 2013.



AS PART OF A COOPERATIVE EFFORT WITH THE CITY TO IDENTIFY SUITABLE FEDERAL AND NON-FEDERAL TENANTS FOR THE 1836 U.S. CUSTOM HOUSE—A FOCAL POINT OF THE NEW BEDFORD WHALING NATIONAL HISTORIC PARK—GSA SHOWCASED THE LANDMARK IN A MONTHLY AHA! (ART, HISTORY AND ARCHITECTURE) EVENT FEATURING A VIRTUAL VIDEO TOUR AND VISIONING SESSION WITH COMMUNITY REPRESENTATIVES AND MEDIA.

U.S. CUSTOM HOUSE
NEW BEDFORD, MASSACHUSETTS

Courthouse expansion strategies for accommodating increased district court caseloads in Texas supplement rather than replace historic courthouses. GSA's 1936 U.S. Courthouse in Austin will be retained for other court functions. In the growing border city of El Paso, consolidating federal tenants in GSA's 1936 U.S. Courthouse will help to reduce federal reliance on leasing. Plans for constructing an annex to the 1932 John A. Campbell U.S. Courthouse in Mobile, Alabama, will relocate criminal court functions to newly constructed space, retaining the historic courthouse for the bankruptcy court. Reuse by bankruptcy courts eliminates the need to accommodate district court security requirements, including reconfiguration to provide separate circulation for prisoners, judges, and the public.

GSA's strategic approach to reinvesting revenue from nonfederal occupancy of underutilized historic buildings demonstrates the difference that modest and incremental funding can make in repositioning buildings to attract new tenants. Occupancy of the 1915 Minneapolis, Minnesota, Federal Building increased substantially as a result of targeted investment to address building system, security, accessibility, and marketability challenges.

STEWARDSHIP PLANNING FOR HISTORIC PROPERTIES LEAVING THE FEDERAL INVENTORY

GSA continues working with state and local government and community groups to identify appropriate uses and reliable stewards when long-term government space needs no longer support retention of a historic property in the federal inventory. In 2012, GSA's Center for Historic Buildings, the Office of General Counsel, and the Office of Real Property Utilization and Disposal collaborated to develop joint guidance to improve GSA's internal coordination and consistency in meeting compliance responsibilities associated with the conveyance of historic property belonging to both GSA and other agencies. The programs collaborated with the ACHP to develop and test pilot Section 106 compliance training focused on the specific needs of GSA disposal teams.

Many historic building transfers use public benefit or historic monument conveyance provisions of GSA's disposal authority under 40 U.S.C. 550 to reuse the properties for recreational, park, educational, government, or other alternatives that support preservation and continued public access. Historic monument transfers allow state and local governments to lease space in historic buildings for commercial uses that generate revenue for reinvestment while creating opportunities for public access.

When public benefit transfer is not appropriate or possible, GSA conditions public sale on bidder acceptance of preservation requirements such as covenants, third party oversight, easements, development team preservation qualifications, or mitigation such as a commitment to meet specified restoration goals or provide public interpretation.

After an unsuccessful attempt at conveyance to local government, GSA sold the 1933 Federal Building in Modesto, California, with a preservation covenant tied to a detailed Historic Structure Report (HSR) containing building-specific guidance for ongoing restoration and rehabilitation. The HSR includes preservation zoning that delineates the relative architectural significance of spaces in the building, which will be used as the basis for future restoration, repair, and alterations. The HSR also identifies historic materials and features to be maintained, including detailed guidance for the protection, care, interpretation and display of nine New Deal murals commissioned for the building under the Treasury Relief Art Project when the post office was built. The new owner, a local law firm, is committed to maintaining public access to the historic postal lobby where the murals are located.

A description of the agriculture-themed murals in a news story about the impending transfer convinced a local citizen to contact GSA and arrange for return of two additional murals removed when the building was remodeled during the 1960s. The murals have since been returned to GSA and await stabilization.

Public-private ground lease redevelopment made possible by GSA monument conveyances of the 1884 U.S. Post Office and Custom House in St. Louis, Missouri (2004), and Asheville, North Carolina's 1929 Grove Arcade (1997) funded rehabilitations for commercial uses that reopened these community landmarks. As GSA's own challenges in achieving stable commercial tenancies in Washington, D.C.'s Old Post Office demonstrate, public-private partnerships can take unexpected turns, requiring exit strategies and backup plans for addressing unanticipated obstacles.²⁷

One of the few buildings to survive the 1906 San Francisco earthquake, the 1876 U.S. Mint closed following the 1989 Loma Prieta earthquake, which collapsed a section of the San Francisco-Oakland Bay Bridge, Nimitz Freeway, and many area buildings. GSA transferred the NHL to the City of San Francisco in 2003, using monument conveyance authority to allow the city to engage in public-private partnerships to fund, redevelop, and operate the Old Mint for public or commercial use. Over the next decade, the San Francisco Museum and Historical Society, under a ground lease with the city, raised \$15 million to remediate hazardous materials and develop plans to meet seismic code requirements and reprogram the interior to house exhibits, educational activities and visitor amenities.

²⁷ GSA's initial redevelopment for retail use of the atrium created the Old Post Office Pavilion, which opened in 1983. The three-level, retail development included shops, restaurants, a food court, and a raised stage for entertainment, surrounded by federal offices along the building perimeter. GSA and Congress subsequently approved expansion of Pavilion into a glazed annex referred to as the East Atrium, which opened in 1992. Nevertheless, the Old Post Office Joint Venture eventually failed in 1993. Hill Partners, hired by Collin Equities/Wells Fargo, who had financed the redevelopment, undertook improvements, but were never able to lease more than half of the East Atrium and the quality of retail shops in the Pavilion declined. By 2000, GSA began exploring alternative strategies to address the differing needs of the government, occupant agencies and the preservation community.

Plans to restore and reopen the stately granite Old Mint building as a city museum and visitors center took a new turn in 2014 when the city announced plans to terminate its partnership with the historical society to pursue other arrangements to accelerate progress. Reopening the building will cost another \$15 to \$20 million, according to city estimates. Discussions are underway with the California Historical Society, whose statewide reach and assets may provide greater leverage for bringing the project to closure.

Where reuse options are uncertain, GSA has used a two-step solicitation process to identify and compare alternatives that the local real estate market can support. Responses to an initial solicitation for expressions of interest aid GSA in judging its ability to balance preservation and revenue retention goals for capturing the value of assets leaving the federal inventory. Preliminary responses enable GSA to refine or eliminate conditions that cannot be met under current market conditions, and they also serve as a basis for directing Section 106 consultation toward achievable reuse outcomes.

Alternatively, GSA can undertake preliminary market research to identify plausible options and, if adverse effects to accommodate new uses are unavoidable, negotiate a Section 106 Memorandum of Agreement accordingly. Most circumstances, fortunately, support public sale conditioned on developer acceptance of preservation covenants requiring changes to be consistent with Secretary of Interior's Rehabilitation Standards.²⁸

Prior to auctioning the Art Moderne West Heating Plant in 2013, GSA conducted a highest and best use analysis to identify probable options for redeveloping the functionally obsolete building, located in the heart of Washington, D.C.'s Georgetown NHL District. Built in 1948, the plant ceased providing steam service to buildings in 2000, serving as a backup location and fuel storage facility until declared excess to the government's needs in 2011.

Given its location in a residential neighborhood containing many early nineteenth-century buildings, industrial reuse was neither the highest and best use nor a reasonable option for redevelopment of the property. Before issuing a solicitation for public sale, GSA considered how new uses could be accomplished while maintaining the building's character-defining features, thus informing Section 106 consultation that concluded with the development of a preservation covenant requiring alterations to be consistent with the Secretary's Rehabilitation Standards. The D.C. Historic Preservation Officer assumed responsibility for covenant enforcement, with the U.S. Commission of Fine Arts and Georgetown Advisory Neighborhood Commission also participating in review of the redevelopment plans under local ordinances. The structure is currently being proposed for residential reuse.

²⁸ The Secretary of the Interior's Standards for Rehabilitation, codified as 36 CFR 67. The Guidelines for Rehabilitation assist in applying the Standards, strategies to address the differing needs of the government, occupant agencies and the preservation community.



GSA AND THE NATIONAL PARK SERVICE WORK TOGETHER TO FIND STEWARDS FOR SURPLUS HISTORIC LIGHTHOUSES, GIVING FIRST PREFERENCE TO PUBLIC BENEFIT USES. ALL DEEDS INCLUDE PRESERVATION COVENANTS FOR LONG-TERM MAINTENANCE AND CARE.

GRAVES ISLAND LIGHT STATION
BOSTON, MASSACHUSETTS

GSA also assists in locating suitable new owners for decommissioned historic lighthouses. The National Lighthouse Preservation Act of 2000 (NHLPA), which amends the NHPA, created a unique authority through which NPS, GSA, and the U.S. Coast Guard work together to find new stewards for historic lighthouses that are no longer needed by the government. Through the NHLPA program, GSA issues Notices of Availability soliciting interest from eligible public groups such as state and local governments and non-profit organizations. These public entities may submit a letter of interest to GSA and later a full application to NPS detailing their programmatic and preservation plans for adapting an available light station to serve a new use. NPS reviews the submitted applications for each light and determines the most suitable steward.

If there are neither expressions of interest nor a suitable public steward, the lighthouse is sold through an online auction allowing additional flexibility for residential reuse and other preservation options that may not entail public access. In all NHLPA conveyances, GSA includes covenants in the deed to ensure the continued preservation.

Occasionally, lighthouses originally conveyed to public stewards revert back to federal ownership when grantees are no longer able or willing to properly care for them. GSA then works with partner agencies to find a suitable new steward or the lighthouse is publicly sold. In no case has GSA needed to remove preservation covenants to convey a historic lighthouse out of federal ownership. During the fourteen years since the NHLPA was enacted, GSA has successfully conveyed more than one hundred historic lighthouses through the program.

SECTION 110 DOCUMENTATION, ASSESSMENT, AND PLANNING

NOMINATING PROPERTIES TO THE NATIONAL REGISTER OF HISTORIC PLACES

Under GSA's multiyear Section 110 compliance initiative, the number of historic GSA-owned buildings listed in the National Register of Historic Places since GSA's first Section 3 report in 2005 has increased 70 percent from 217 to 370.²⁹ More than 76 percent of GSA's federally owned historic buildings are now listed in the National Register and dozens of nominations are in progress.

Fifty-five properties encompassing ninety-three buildings were nominated to the National Register during the reporting period.³⁰ These include:

- Ten courthouses (most originally containing post offices or custom houses)
- Four federal office buildings (one of which originally served as a post office)
- Two immigration stations
- One bank
- Two manufacturing plants
- Fourteen buildings contributing to the Battle Creek Sanitarium Complex in Michigan³¹
- Forty-six buildings in thirty border inspection stations located in ten states

Noteworthy listings include the 1932 Ford Motor Company Assembly Plant in Seattle, now part of GSA's downtown Seattle Federal Center, and the 1942 Pratt and Whitney Plant within the Bannister Federal Complex in Kansas City, Missouri. Originally constructed for the manufacture of Double Wasp engines to serve the Army Air Corps during World War II, the Kansas City plant was put into service by the Atomic Energy Commission after the war, where it produced 85 percent of the non-nuclear components of the nation's nuclear bomb arsenal prior to National Nuclear Security Administration's 2013 relocation to a smaller facility in South Kansas City.³² The suburban federal center is one of several military industrial complexes that GSA adapted for use as federal offices after the war.³³

²⁹ Includes buildings nominated during calendar year 2011, after submission of GSA's 2011 report in September, through September 2014.

³⁰ Ibid. Updated documentation was also submitted for seven buildings already listed in the National Register.

³¹ Due to a boundary increase expanding the portion of the complex listed on the Register.

³² The Atomic Energy Commission retained the Bendix Corporation in 1949 to operate the plant. Bendix eventually became Honeywell Federal Manufacturing and Technologies. As part of the government's space reduction initiative, plant operations relocated from 3 million square feet at the Bannister Complex to a 1.5 million National Security Campus in South Kansas City. The move was projected by NNSA to save taxpayers \$100 million annually while reducing energy consumption by 50 percent (Pratt and Whitney Plant Wikipedia, June 2014). Plans are also underway to relocate GSA's regional headquarters to downtown Kansas City.

³³ Listed in the National Register as a historic district, the complex also includes buildings constructed later by GSA to meet federal agency space needs.

As part of the NPS's American Latino Heritage Initiative, the U.S. Courthouse at 312 North Spring Street in Los Angeles achieved NHL status for its significance in the history of the civil rights movement. There, in 1946, the federal court presided over the case of *Mendez v. Westminster School District*, a lawsuit filed by five Mexican-American families whose children were denied admission to public schools in Southern California. It was the first court to declare segregation unconstitutional on the grounds that separate was not equal. The decision marked a turning point in the legal struggle against segregation in primary education and set a precedent in striking down segregation of Mexican Americans in the Southwest. Though relatively unknown, it served as a key precedent for the Supreme Court case of *Brown v. Board of Education*, which declared segregation in public schools unconstitutional.

The Renaissance Revival building at 1724 F Street Northwest, three blocks from the White House, served as the headquarters of the U.S. Civil Service Commission from 1911 to 1932. The commission played a major role in establishing conditions and requirements for federal employment, replacing what was commonly an Executive Office spoils system with one based on merit. While headquartered at the F Street building, the commission addressed major concerns such as retirement, job classification, salaries, and the enormous employment demands created by World War I and the onset of the Great Depression. In this capacity, the commission had a national impact, contributing to fair and equitable treatment of federal employees.

Successor to the Angel Island Immigration Station, the U.S. Appraisers Stores and Immigration Station in San Francisco, served for many years as a primary gateway for Asian entrants to the United States. Designed in 1939 and completed in 1944, it is one of few such buildings in continuous use for immigration services.

GSA's Renaissance Revival U.S. Post Office and Courthouse in Fergus Falls, Minnesota, was a valued symbol of progress in the development of Fergus Falls as a regional center of government and commercial activity. The building's completion in 1904 brought welcomed business from out-of-town visitors who attended court or served as jurors. Growing demand for food, lodging and other services eventually lead to the construction of the area's first-class River Inn Hotel. A seamlessly designed 1932 addition that nearly doubled the size of the courthouse maintains the symmetry, quality, and craftsmanship of the original building, contributing to its architectural significance.

The U.S. Immigration Station in Detroit was completed in 1933 as part of a national initiative responding to the dramatic increase in smuggling across the nation's borders following passage of the Eighteenth Amendment. Smuggling alcohol from Canada was widespread, and Detroit was the gateway for this traffic. After the amendment was repealed, the border inspection and immigration management system remained in place. The station was renamed the Rosa Parks Federal Building in 2005.

Five new National Register listings recognize modern-era buildings constructed during the 1950s, 1960s, and 1970s: the Frank M. Scarlett Federal Building of Brunswick, Georgia; the courthouse annex to the Federal Building in Anchorage, Alaska; the Federal Reserve Bank of San Francisco, Seattle Branch; the Strom Thurmond Federal Building and U.S. Courthouse in Columbia, South Carolina; and Building 50 in the Kansas City Federal Center that originated as the Pratt and Whitney plant during World War II.

PRELIMINARY EVALUATION AND DETERMINATIONS OF ELIGIBILITY

Progress also continues on GSA's national initiative to evaluate and develop strategies for prudently addressing the investment needs of 515 modern-era buildings constructed between the 1950s and 1970s.³⁴ Most regions have undertaken comprehensive surveys using GSA's Modern-Era Eligibility Tool to flag properties appearing to meet National Register Criteria. Use of the tool early in project planning helps to reduce the risk of delays when potentially historic properties come to light during project development.³⁵ Results of these preliminary evaluations provide GSA a sound basis for pursuing formal determinations of eligibility or ineligibility. An additional eighty-three modern-era buildings were evaluated during this reporting period, leading to determinations of eligibility for eight buildings and ineligibility for twenty-five buildings.³⁶

Three buildings less than fifty years of age—the Federal Building in Hawthorne, California; the Anthony J. Celebrezze Federal Building in Cleveland; and the Oklahoma City parking garage that once served the Alfred P. Murrah Federal Building—were determined exceptionally significant and eligible under National Register Criteria Consideration G. Others that have already reached fifty years old, were determined likely eligible for the National Register or are the subject of continuing consultation with SHPOs.

Determinations of eligibility for buildings of all eras include, in addition to post offices, courthouses, federal offices, industrial buildings, and border inspection facilities, federally acquired institutional and commercial properties such as two Denver, Colorado, garages. Built in 1925 and 1945, the Spanish Colonial revival garages originally housed motor coaches for the Denver-Colorado Springs Pueblo Motorway Company, later absorbed by Transcontinental Bus Lines (Trailways) before GSA acquired them during the 1960s.

Industrial properties include the Denver Federal Center, longtime location of GSA's Rocky Mountain Regional headquarters, now under review. Created during World War II as the Denver Ordinance Plant, the center includes thirty buildings spanning the war and GSA occupancy from 1941 to 1969 that are the focus of current discussion.

³⁴ Exceptionally significant properties less than fifty years old may also qualify for listing.

³⁵ Preliminary eligibility assessments are based on age and other criteria such as architectural or historic significance. The eligibility tool includes a detailed checklist of significance factors specific to modernist buildings of the 1950s–1970s. Results are used to guide funding priorities for full eligibility determinations and project planning.

³⁶ Excludes earlier determinations of eligibility that led to National Register listings reported above.

The Federal Executive Institute in Charlottesville, Virginia, originally opened in 1951 as the Thomas Jefferson Inn. Designed by nationally recognized architect Milton L. Griggs, the inn was noteworthy at the time for combining traditional hotel services with the conveniences of motel style lodgings, at a time when automobiles were replacing trains as the chief means of long distance travel in America. Imposingly situated in a gracious landscaped setting, the Neoclassical main building and Pendleton Hall, completed in 1956, were determined eligible. Two other buildings on the campus may become eligible upon reaching fifty years of age. Acquired by the U.S. Civil Service Commission (now part of the Office of Personnel Management) in 1968, the property is also significant as the nation's first residential training facility for federal government executives.

Together, GSA's Section 110 compliance accomplishments for the 2012–2014 reporting period leave only eighteen buildings over fifty years old—less than 1 percent of GSA's owned inventory—awaiting evaluation.³⁷ Most of these buildings are undistinguished structures such as warehouses, substantially altered buildings, or buildings that have reached the fifty-year threshold in recent years.

BUILDING PRESERVATION PLANS AND HISTORIC STRUCTURE REPORTS

GSA's program of creating and updating Building Preservation Plans (BPPs) remains focused on the need for current information to support capital projects, buildings undergoing substantial repairs and alterations, and recently rehabilitated buildings.

BPPs have floor plans that delineate preservation zones, which correlate prescribed treatment levels to the relative architectural significance of interior and exterior spaces. When buildings merit in-depth guidance, GSA supplements BPPs with traditional HSRs providing more detailed documentation, conditions analysis or treatment recommendations for anticipated redevelopment or reuse. In preparation for adaptive use of Washington, D.C.'s 1899 Old Post Office as a hotel, for example, GSA's National Capital Region prepared a new HSR to reflect work undertaken during the 1980s for the building's retail and federal office use, a retail addition constructed in 1992, and anticipated changes for planned hotel use. Updated BPPs were also completed for the recently rehabilitated Dwight D. Eisenhower Executive Office Building and the President's Guest House in Washington, D.C., neighboring NHLs constructed during the nineteenth century that now function as part of the White House complex.

Other legacy buildings for which new BPPs were created include three early-twentieth-century courthouses in Alabama: the 1911 Greek Revival Federal Building and U.S. Courthouse in Dothan, the 1910 Federal Building and U.S. Courthouse in Gadsden, and the 1918 Renaissance Revival George W. Andrews Federal Building and

³⁷ Buildings listed as unevaluated in GSA's REXUS database. Buildings more than fifty years old as of October 1, 2013, less buildings evaluated since then, through September 2014.

U.S. Courthouse in Opelika. GSA's Rocky Mountain Region completed BPPs for five early-twentieth-century legacy buildings that are focal points in historic town and city centers in the West: the 1916 Byron White U.S. Courthouse in Denver; the 1906 Ronald N. Davies Federal Building in Grand Forks, North Dakota; the 1913 Federal Building, Bismarck, North Dakota; the 1932 Ewing T. Kerr Federal Building and U.S. Courthouse in Casper, Wyoming; and the 1933 Federal Building in Cheyenne, Wyoming.

GSA's National Capital Region created HSRs for three federal office buildings: the 1848 Winder Building, leased, then purchased by the government in 1854, and the Wilbur Wright and Orville Wright Federal Buildings, constructed for the Federal Aviation Administration and National Aeronautics and Space Administration in 1963. BPPs were also prepared for two modern era buildings west of the Mississippi: the pre-cast reinforced concrete Joseph O' Mahoney Federal Building and U.S. Courthouse in Cheyenne, Wyoming, completed in 1964, and the 1965 James V. Hansen Federal Building in Ogden, Utah.

GSA's Pacific Rim Region completed HSRs for Spanish Colonial border stations in Nogales, Arizona; Douglas, Arizona; Sasabe, Arizona; and Tecate, California. Completed in 1934, the Tecate complex includes an original clay tile roofed inspection building, two residences, and an employee garage. It remains one of the most historically intact border inspection complexes in the country. Additional HSRs were completed for the 1917 Federal Building and U.S. Courthouse in Hilo, Hawaii, and the exceptionally significant modern-era Hawthorne Federal Building.

GSA's Northwest Arctic Region undertook BPPs for historic commercial buildings adapted for federal use, including one long-term historic property lease, triggering GSA's policy requirement for repairs and alterations to be guided by a BPP. The U.S. District Court has occupied Tacoma Union Station in Washington State since 1992. Seattle's Federal Center South originally housed a Ford Motor Company Assembly Plant. A new BPP for the 1950 Federal Reserve Bank of San Francisco, Seattle Branch, will guide long-term care of the building after its anticipated transfer out of federal ownership. GSA's Rocky Mountain Region preservation program staff prepared BPPs for two Spanish Colonial Revival garages originally built to house motor coaches for the Denver-Colorado Springs Pueblo Motorway Company.

The Pacific Rim Region prepared an HSR to guide care of a hotel adapted for federal court reuse in Pasadena, California. Once an opulent resort in a garden setting with fountains, tennis courts, and a swimming pool, the 1920 Vista del Arroyo Hotel and Bungalows was acquired under the War Powers Act in 1942 to serve as a hospital and offices.³⁸ After the last federal agency tenants left in 1974, the building remained vacant for more than a decade until Judge Richard H. Chambers championed restoring the former hotel for use by the courts. In 1995, it was renamed the Richard H. Chambers U.S. Court of Appeals.

³⁸ Following completion of the main building in 1920, bungalows were added by wealthy families under ground lease agreements until 1931.



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

THE OPERATIONS AND MAINTENANCE PROCESS AND CONSTRUCTION MANUAL FOR THE GUS J. SOLOMON COURTHOUSE PROVIDES A CATALOG OF CONDITIONS KEYED TO PHOTOGRAPHS, DRAWINGS, AND TREATMENT GUIDELINES FOR THE BUILDING'S WILKESON SANDSTONE, GLAZED TERRACOTTA, AND HISTORIC BRICKWORK.



BUILDING DESIGN STANDARDS PREPARED ON COMPLETION OF THE MARTIN LUTHER KING JR. FEDERAL BUILDING REHABILITATION WILL HELP TO RETAIN THE VALUE OF GSA'S REINVESTMENT BY ENSURING CARE AND CONSISTENCY IN INTEGRATING TENANT CHANGES IN SIGNIFICANT SPACES.

MARTIN LUTHER KING JR.
FEDERAL BUILDING
ATLANTA, GEORGIA



LASER RECORDING, BUILDING DESIGN STANDARDS, AND CUSTODIAL GUIDELINES

In addition to its ongoing architectural photography program for documenting the federal public building legacy, GSA supplements BPPs with photogrammetry, laser recording, custodial guidelines and building-specific design standards, where conditions or anticipated activities warrant more detailed documentation and guidance. Laser scanning and photogrammetry is being used to assess and monitor exterior facade conditions at the Gus J. Solomon U.S. Courthouse in Portland, Oregon, and interior surfaces at the President's Guest House on Pennsylvania Avenue, where maintaining the building's nineteenth-century finishes has created challenges with the daily demands of hosting world leaders and other diplomatic guests. Laser recording was also undertaken in preparation for repair and alteration activities at the Byron R. White U.S. Courthouse in Denver, Colorado. GSA's Northwest Arctic Region laser scanned the exterior of the Federal Building in Seattle prior to construction of a transportation tunnel under the building to be able to detect any cracks resulting from movement of the building during construction.

Documentation and analysis at the Solomon Courthouse in Portland, and the Eisenhower Executive Office Building, President's Guest House, and Clara Barton Missing Soldiers Office Museum, in Washington, D.C., served as the basis for building-specific operations, maintenance, and custodial guides. The Operations and Maintenance Process and Construction Manual for the Solomon Courthouse provides a catalog of conditions keyed to photographs, drawings, and treatment guidelines for the repair and ongoing care of the building's Wilkeson sandstone, glazed terracotta, and brick masonry envelope. At the Clara Barton building, guidance includes daily and periodic care instructions for museum staff as well as photographs and narratives interpreting replicated Civil War-era wallpapers and many discoveries that came to light during conservation of the spaces for museum use.

Building Design Standards (BDSs) help building managers respond to common tenant requests and requirements in a consistent manner to ensure that every change is well-integrated into a building and does no harm to its architecturally significant attributes. BDSs prepared on completion of the Martin Luther King Jr. Federal Building rehabilitation will help to retain the value of GSA's reinvestment in the building's significant interior spaces. BDSs prepared by GSA's Great Lakes Region for Buildings 1 and 2 in the Hart-Dole-Inouye Federal Center in Battle Creek, Michigan, will help to maintain GSA's investment preserving historic features and spaces within the former sanitarium once patronized by celebrities such as Warren G. Harding, Henry Ford, Amelia Earhart, and Johnny Weissmuller before the U.S. Army acquired the property during World War II. BDSs were also created to preserve historic spaces and features in Atlanta's 1925 Rich's Department Store (now part of the Sam Nunn Federal Building) and the nearby John C. Godbold Federal Building, two early twentieth-century commercial buildings combined to serve as GSA's annex to the Elbert P. Tuttle U.S. Court of Appeals Building. The Great Lakes Region also developed Preservation and Adaptive Reuse Guidelines to supplement the BPP for the Chicago Loop Postal Station, designed by Ludwig Mies van der Rohe as part of the Federal Center. The study was undertaken to address future modifications likely necessary to repurpose the space, should the U.S. Postal Service reduce its need within the 100,000 square foot distribution facility.

SECTION 106 PROJECT DEVELOPMENT AND PUBLIC PARTICIPATION

During this reporting period, GSA met ambitious sustainability, footprint reduction, and stewardship goals by retaining skilled preservation design teams, using BPPs and HSRs to guide preservation priorities, and working iteratively through alternative solutions for achieving program and performance goals. Procedural accomplishments include recently completed standard lease clauses and guidance addressing the range of Section 106 compliance requirements associated with lease acquisitions affecting historic properties. Progress continues on updating GSA's online Technical Procedures to ensure that project teams have access to current preservation guidance.

Continuing 106 challenges include inconsistency among SHPOs in the application of National Register criteria for evaluating modern era buildings, with implications for GSA's ability to meet its mission of providing the best value for tenant agencies and taxpayers. Inclinations to assess federal use as inherently significant and federal buildings as intrinsically National Register-eligible raise concerns for GSA's ability to balance limited reinvestment dollars and operating budgets against increasing building performance requirements and workspace flexibility needs.

SUSTAINABILITY AND FOOTPRINT REDUCTION

Many historic buildings offer sustainability advantages, such as durable natural materials, generous daylight, tall ceilings, and central locations that make them strong candidates for reinvestment. ARRA-funded projects completed during the reporting period enabled GSA to build upon inherent sustainability attributes to create high-performing historic buildings meeting the government's rigorous energy conservation requirements.

At the Hipolito F. Garcia Federal Building and U.S. Courthouse in San Antonio, Texas, GSA seized opportunities to restore significant spaces while making the most of the legacy building's historic features and sustainability potential. A green roof, photovoltaics to fuel the building's hot water, window and HVAC improvements, and smart building systems that respond to changing daylight and temperature conditions earned the project GSA's first LEED Platinum rating, with no adverse effects on the building's architecturally significant qualities. The project included an educational display on the history and architecture of the building, as well as its new sustainability features, encouraging agency tenants to conserve energy.

Geothermal heating and cooling facilitated by the city's granting of an alley easement, increased insulation, highly efficient lighting, 385 rooftop photovoltaic solar panels and state-of-the-art building controls transformed the 1918 Wayne N. Aspinall Federal Building and U.S. Courthouse in Grand Junction, Colorado, into GSA's first target site net zero energy building. Through iterative refinement of the solar array design, the project maintained the historic appearance of the building's neoclassical facade while earning GSA's second



A GREEN ROOF, PHOTOVOLTAICS, HVAC IMPROVEMENTS AND SMART BUILDING SYSTEMS EARNED THE HIPOLITO F. GARCIA FEDERAL BUILDING AND U.S. COURTHOUSE A LEED PLATINUM RATING WHILE PRESERVING FEATURES THAT QUALIFY THE BUILDING FOR THE NATIONAL REGISTER OF HISTORIC PLACES.

HIPOLITO F. GARCIA FEDERAL BUILDING AND U.S. COURTHOUSE
SAN ANTONIO, TEXAS



FEDERAL BUILDING
SAN FRANCISCO, CALIFORNIA

ENERGY SAVING IMPROVEMENTS AT THE 1936 FEDERAL BUILDING AT 50 UNITED NATIONS PLAZA IN SAN FRANCISCO TAKE ADVANTAGE OF THE REGION'S TEMPERATE CLIMATE, ELIMINATING THE COSTS OF INSTALLING, MAINTAINING, AND OPERATING AIR CONDITIONING. MITIGATION FOR NECESSARY ALTERATIONS INCLUDES COURTYARD LANDSCAPE RENEWAL, UNDER GSA'S ART IN ARCHITECTURE PROGRAM, RESPONDING TO THE HISTORIC LANDSCAPE. THE COURTYARD REFUGE INTEGRATES NEW RIBBON BENCHES AND A SCULPTURAL CUBE FOUNTAIN BY ARTIST CLIFF GARTEN WITH HISTORIC BENCHES, LIGHT FIXTURES AND A PAVING DESIGN BASED ON THE ORIGINAL.

LEED Platinum rating. The project also restored character-defining spaces and features that had been compromised over the building's ninety-six-year life. The main lobby—which had been reduced to a small entry vestibule—has been restored to its original grandeur, exposing original arched windows, decorative column capitals, a marble-bordered terrazzo floor and a three-story-high curved stair that had been hidden behind a wall. GSA also restored the building's historic limestone and brick facades and ornamental metals, based on historic documentation.

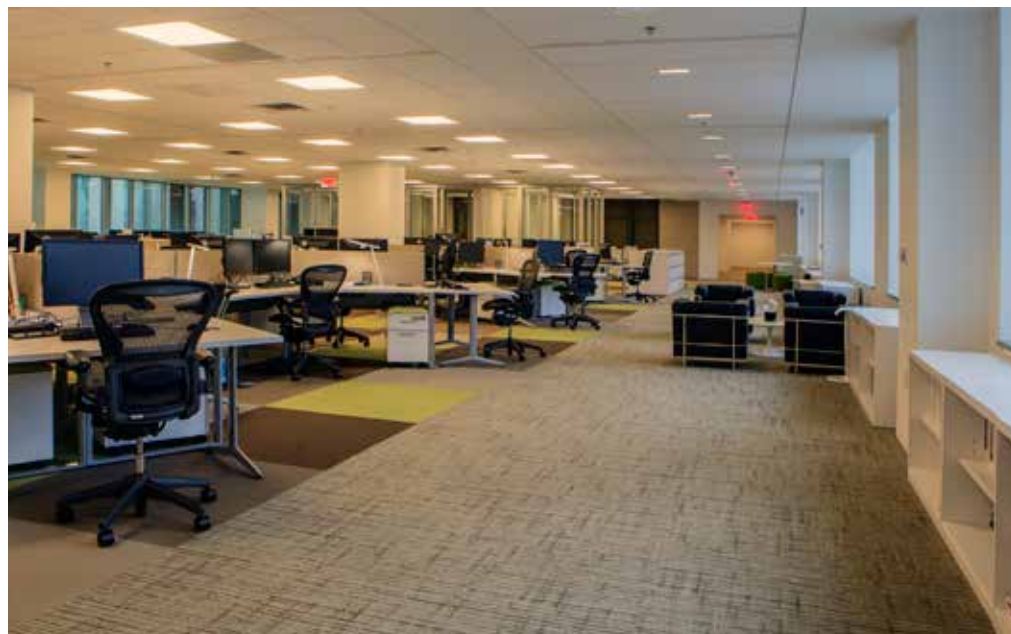
Facade restoration at the U.S. Custom House in Philadelphia demonstrates how much can be accomplished to improve a building's energy performance while maintaining its historic integrity and character-defining features. The project included restoration and cleaning of the building's granite, limestone, and terracotta elements, roof replacement, rehabilitation of the historic steel casement windows on the building's first three floors, new exterior lighting, and restoration of the revolving doors and security gates. Selectively replaced windows match the appearance of the building's original windows, are operable, and meet federal workspace blast protection requirements. The conserved decorative rotunda and lobby, completed in 1938, contains one of the finest examples of government sponsored art in the region, the product of an extraordinary collaboration between artist George Harding, architect Howell Lewis Shay, and architect and Philadelphia Museum of Art director Fiske Kimball. Ships, planes, conch shells, seahorses, and reclining Neptunes in the thirty-one mural panels decorating the vestibule, elevator lobby, and rotunda represent the building's functional connection to one of the world's largest freshwater ports. Determined to have no adverse effect on the building's significant qualities, the project has been recognized in an Advisory Council on Historic Preservation online Section 106 Success Story.

Six years ago the Beaux-Arts Federal Building at 50 United Nations Plaza in San Francisco's Civic Center district stood vacant and under consideration for disposal, lacking funds for seismic code compliance. A \$121 million ARRA-funded rehabilitation has brought the building up to current codes while providing sustainable workspace that meets new federal standards for resource conservation and operational efficiency. High-performing green building improvements include advanced lighting controls, storm and gray water capture, and roof-mounted photovoltaics. In lieu of air conditioning, the building will take advantage of San Francisco's temperate climate and use operable windows and daylight management to keep the building comfortable. This project, too, earned a LEED Platinum certification.

Mitigation for interior modifications necessary to accommodate open workspace needs includes landscape renewal under GSA's Art in Architecture program in a design responding to the historic landscape. New ribbon benches and a sculptural cube fountain by artist Cliff Garten are integrated with historic benches, light fixtures, and a paving design based on the original. The courtyard provides a welcome refuge from the surrounding urban environment. GSA's stewardship strategy of relocating its regional headquarters and consolidating tenants from expiring leases to reoccupy space it vacated at 450 Golden Gate Avenue also supports the agency's core business goal of achieving a sustainable inventory of high-performing assets that contribute to the Federal Building Fund.

Completed ARRA projects also demonstrate the adaptability of historic buildings to respond to changing workplace approaches to reduce the federal footprint. Taking advantage of advances in mobile workspace technology, GSA used its headquarters modernization as an opportunity to test a bold prototype for consolidating employees from three locations into one. An online reservation system provides shared access to a common pool of meeting rooms and workspaces. Digitized records enable mobile access to a wealth of institutional memory and resources. GSA actively promotes its workplace transformation as a living demonstration for agencies seeking to reduce costs and improve their operational efficiency. Once completed the headquarters will eventually house GSA's National Capital Region offices as well as Federal Acquisition Service employees who relocated from leased space in ARRA-funded Phase I of the modernization.

GSA USED ITS WASHINGTON, D.C., HEADQUARTERS MODERNIZATION AS A TESTING GROUND FOR CONSOLIDATING EMPLOYEES FROM THREE LOCATIONS INTO ONE TO TAKE ADVANTAGE OF TELEWORKING AND ADVANCES IN MOBILE WORKSPACE TECHNOLOGY.



U.S. GENERAL SERVICES ADMINISTRATION
WASHINGTON, D.C.

MODERN-ERA BUILDINGS

Built of materials and assemblies commonly requiring more frequent renewal than traditional construction demands, modern era buildings of the 1950s–1970s often suffer envelope shortcomings not easily remedied by conventional preservation approaches. GSA also faces a continuing challenge of inconsistency among SHPOs in how National Register criteria are applied to buildings of the modern era. A trend toward broadening the eligibility parameters for buildings of the recent past has potentially significant implications if disproportionate resources must be directed to this subset of GSA's owned inventory.

Mitigation for alterations necessary to address facade failure at the 1967 Anthony J. Celebrezze Federal Building in Cleveland, Ohio, included a modern-era buildings symposium sponsored by GSA regional staff in collaboration with the SHPO and consulting parties at the American Institute of Architects (AIA) statewide convention in Ohio. The symposium focused on challenges modern era buildings present, including the Celebrezze building, where GSA clad over a failing facade, retaining the original facade underneath the new one. The second skin will create an insulating cushion of air in the two-and-a-half-foot gap between the old and new facades. The solution enabled GSA to undertake the work while the tower remained fully occupied. In concert with roof replacement and mechanical upgrades, the double-wall facade is projected to substantially improve the building's energy conservation to meet current performance targets.

GSA continues collaborating with professional organizations to promote consistency in evaluating and treating buildings from the modern era. In March 2013, GSA joined fifty-six critical thinkers in "A Colloquium to Advance the Practice of Conserving Modern Heritage" sponsored by the Getty Conservation Institute. Organized as part of the Getty's Conserving Modern Heritage initiative, the colloquium brought together leading professionals from around the world to address issues raised by the characteristics of modern architecture, which challenge traditional preservation approaches. These issues include, among other things, the common use of new and innovative construction methods and materials, along with the development of new building types and forms after World War II. Colloquium themes examined the evolving state of practice to identify actions for meeting current needs in four areas: philosophy and approach; physical conservation challenges; education and training; and identification, assessment, and interpretation. Case studies explored the application of value-based approaches to decision making for reinvestment and long-term care. An eighty-page report detailing the colloquium's findings and recommendations, including follow up opportunities for further collaboration, is available online at http://www.getty.edu/conservation/our_projects/field_projects/cmhai/colloquium_report.pdf

COMMUNITY OUTREACH

Occasionally, GSA uses Section 106 consultation as a format to address issues of interest to the community that may not necessarily result in a 106 undertaking. GSA consulted the Mississippi SHPO and various state and local organizations to guide research and planning for replacement of World War I plaques at the U.S. Courthouse in Natchez, Mississippi. Originally constructed in 1853 as Institute Hall, an auditorium for the adjacent Natchez Institute School, the building quickly became the city's popular entertainment venue. It was renamed Memorial Hall in honor of the World War I veterans of Adams County, and in 1924 four large bronze plaques listing names and ranks of soldiers who served in the war, in addition to several small bronze plaques containing quotations, were installed. As was common practice at the time, the plaques listed white soldiers only, omitting the names of African Americans, women and others who also served.

Learning of this omission near the end of the rehabilitation, GSA initiated consultation under Section 106, collaborating with the Mississippi Department of Archives and History, Natchez Historic Foundation, American Legion, and other groups to devise project management and public engagement plans for involving the community in addressing the issue. GSA's research team then worked with the National World War I Museum in Kansas, the Natchez Museum of African American History and Culture, Africa House Ya Providence Edu-Cultural Museum and Gallery, Mississippi State Veterans Affairs Board, U.S. Veterans Administration, American Legion, Veterans of Foreign Wars, Disabled American Veterans, the U.S. District Courts, *Natchez Democrat* newspaper, Armstrong Library, Natchez City Hall and Visitors Center, and Shane Peterson, whose 2008 California State University graduate thesis brought attention to the omission, to research Adams County veterans of World War I, to compile a more comprehensive list. This effort resulted in the installation of new plaques on the building that contain all the names of the Adams County World War I Veterans, and the retention and interpretation of the original plaques inside.

Seven hundred new names were added to the list, more than doubling the number of veterans recognized. Exhibit panels were also developed highlighting the role and experience of African-American soldiers in the war. Newly fabricated plaques containing all 1219 names were dedicated at a public ceremony in November 2011, honoring all men and women of Adams County who served in World War I. The newly restored original plaques were unveiled as part of an interpretive display inside the courthouse that respectfully bridges the gap between the two versions of history. GSA's short documentary film relaying the story is available at www.gsa.gov/historicbuildingfilms.



U.S. COURTHOUSE
NATCHEZ, MISSISSIPPI



CITY HALL
SAN FRANCISCO, CALIFORNIA

DURING LANDSCAPING WORK FOR REHABILITATION OF THE 1936 FEDERAL BUILDING AT 50 UNITED NATIONS PLAZA, GSA DISCOVERED FOUNDATION REMAINS OF SAN FRANCISCO'S 1897 CITY HALL, WHICH COLLAPSED DURING THE EARTHQUAKE AND FIRE OF 1906, AFTER TWENTY-FIVE YEARS IN CONSTRUCTION AND NINE YEARS USE.

ARCHEOLOGY

GSA continues seeking opportunities for public benefit from federal investment in archeological artifact recovery and research associated with federal construction projects. Compliance agreements for artifact recovery include interpretation, dissemination of research findings and provisions for public display, when possible.

In Salt Lake City, archeologists who discovered three significant sites during construction of the new District Courthouse are developing an interpretive display that places the artifacts in the context of the city's commercial development and history of the courts in the area. Excavations revealed portions of a livery stable foundation, a nineteenth-century storefront, a wooden horse trough, evidence of a blacksmith shop, and tools from a mining assay business, offering clues to the character of the block and downtown Salt Lake City before the previous courthouse was constructed in 1905.

During landscaping work to plant trees along the west side of the Federal Building at 50 United Nations Plaza, GSA discovered foundation remains of the San Francisco's 1897 City Hall. Constructed on the site of the Yerba Buena Cemetery, where many prospectors were buried, the massive complex took twenty-five years to complete. Much of the building collapsed in the earthquake and fire of 1906. Earlier excavation work for the Federal Building's seismic upgrade yielded a gold coin from 1849 and bone fragments from the cemetery.

GSA also assists in the stewardship of underwater artifacts over which it assumes responsibility under the Confederate Property Doctrine of Succession.³⁹ Highlights of this reporting period include Civil War-era cannons discovered in the Pee Dee River of South Carolina and remains of the 1852 *Torrent*. GSA collaborated with the State of South Carolina and University of South Carolina on plans for recovery and interpretation of the Pee Dee cannons and developed a long-term loan agreement to guide care and display of the artifacts at a museum in Florence, South Carolina.

Torrent was a 641 ton, 141 foot long, three-masted sailing ship chartered by the U.S. Army to carry soldiers and their families, along with building materials and supplies for a new fort to protect American interests in the region after the United States signed the Alaska Treaty with Russia in 1867. Carrying 150 men and family members that included 11 children, the ship set sail in 1868, struck a reef, and sunk before reaching its destination. Employing the ship's lifeboats, all passengers safely reached shore. GSA worked with the U.S. Coast Guard and the State of Alaska on plans for recovery and conservation conducted by Texas A & M University and a display at the Alaska State Museum in Juneau. A local native-Alaskan tribal community maintained a watch over the site so that the wreck and artifacts were not disturbed by unauthorized dive activity. Recovered items include guns, cannons, shoes, ceramic pottery, flatware, and sections of the hull, anchors, service metals, buttons and insignia. The wreck site currently awaits formal listing as a NHL.

³⁹ Under the Confederate Property Doctrine of Succession, GSA assumes control, on behalf of the United States, over Confederate vessels and their remains, as well as other underwater artifacts that do not come under ownership of other federal agencies or private entities.

ADVOCACY AND EDUCATION

PHOTOGRAPHS, BROCHURES, POSTERS AND FILMS

Commitment to historic building stewardship begins with broad recognition that historic buildings are worth preserving. To that end, GSA launched the Public Buildings Heritage Program in 2001, encouraging its eleven regions to develop exhibits and brochures promoting GSA's historic buildings. GSA's fourteen-year commitment has created a body of high-quality historic building documentation accessible to the public while meeting the National Historic Preservation Act's call for federal leadership in historic preservation and Executive Order 13287's call for federal agencies to promote public appreciation for federal historic places.

Also since 2001, GSA has been documenting its legacy historic buildings in high-resolution photographs to provide a permanent archival record and serve the needs of GSA business lines, project teams, tenant agencies, researchers, and the public. In 2005, GSA entered into an agreement with the Library of Congress to commission, catalog, and make available to the public professional architectural photographs. High-resolution photographs are available on the Library of Congress website.

As a highlight of the program, GSA celebrates National Preservation Month each year by showcasing newly released publications, which are provided to GSA regional offices, historic building managers, tenants, and the public. Since its inception, the program has documented close to 200 GSA historic buildings, including ten posters and fifteen brochures completed during the 2012–2014 reporting period.

Thousands of brochures have been distributed and hundreds of posters are on display in courthouses and other federal buildings throughout the country. In 2012, GSA issued a special color poster series featuring architecturally exceptional interiors. Posters and brochures produced during the 2012–2014 reporting period document the historic buildings listed at right.

POSTERS

FEDERAL BUILDING AND U.S. COURTHOUSE*
PROVIDENCE, RHODE ISLAND

ALEXANDER HAMILTON U.S. CUSTOM HOUSE*
NEW YORK, NEW YORK

U.S. CUSTOM HOUSE*
PHILADELPHIA, PENNSYLVANIA

BIRCH BAYH FEDERAL BUILDING
AND U.S. COURTHOUSE*
INDIANAPOLIS, INDIANA

HOWARD M. METZENBAUM U.S. COURTHOUSE*
CLEVELAND, OHIO

U.S. PENSION BUILDING*
WASHINGTON, D.C.

DWIGHT D. EISENHOWER
EXECUTIVE OFFICE BUILDING*
WASHINGTON, D.C.

WINDER BUILDING
WASHINGTON, D.C.

WILBUR J. COHEN FEDERAL BUILDING
WASHINGTON, D.C.

CENTRAL HEATING PLANT
WASHINGTON, D.C.

*Color series

BROCHURES

WINSTON E. ARNOW FEDERAL BUILDING
PENSACOLA, FLORIDA

FEDERAL BUILDING / CENTURY POSTAL STATION
RALEIGH, NORTH CAROLINA

U.S. POST OFFICE AND COURTHOUSE
LEXINGTON, KENTUCKY

U.S. COURTHOUSE
AUGUSTA, GEORGIA

MISSISSIPPI RIVER COMMISSION BUILDING
VICKSBURG, MISSISSIPPI

U.S. POST OFFICE AND COURTHOUSE
TEXARKANA, ARKANSAS/TEXAS

FEDERAL BUILDING
MINNEAPOLIS, MINNESOTA

U.S. POST OFFICE AND COURTHOUSE
GALVESTON, TEXAS

U.S. COURTHOUSE
AUSTIN, TEXAS

U.S. COURTHOUSE
ALBUQUERQUE, NEW MEXICO

FEDERAL BUILDING
TULSA, OKLAHOMA

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

WINDER BUILDING
WASHINGTON, D.C.

WILBUR J. COHEN FEDERAL BUILDING
WASHINGTON, D.C.

CENTRAL HEATING PLANT
WASHINGTON, D.C.

GSA has also produced a series of documentary films celebrating the federal legacy it stewards. Focusing on architecturally exceptional buildings that have undergone major modernizations, the approximately twenty-minute documentaries weave together archival and contemporary images, and include interviews with preservation experts, historians, and tenants. The films promote preservation success stories and have been screened locally at public events hosted by tenants, historical societies, and architectural organizations. The documentaries have been recognized in awards from the National Association of Government Communicators as well as Telly Awards and an Aurora Award.

In 2013, GSA released an eighteen-minute documentary film tracing the history of the U.S. Custom House in New Orleans, Louisiana, from construction through its restoration and modernization following Hurricane Katrina. Among the oldest federal buildings in the country, the building was damaged during Hurricane Katrina in 2005. Transforming disaster into opportunity, GSA expanded the scope of a modest rehabilitation project to comprehensively rehabilitate and restore the building and bring federal employees back to downtown at a time when the city's future was unsure.

Particularly important to the city's struggling tourism industry was the 2008 opening of the Audubon Nature Institute's Insectarium on ground floor of the Custom House. In its first four years, the innovative museum has attracted more than 600,000 visitors, generating an estimated \$20 million for the local economy. In 2011, the U.S. Customs and Border Protection returned to its historic offices in the Custom House, where it was joined by other federal tenants, including the U.S. Tax Court, Small Business Administration, and Department of Commerce. Along with visitors to the museum, federal employees in the building contribute daily to the economic health and vitality of the city's central business district.



TRANSFORMING DISASTER INTO OPPORTUNITY, GSA EXPANDED A LIMITED SCOPE PROJECT TO REHABILITATE AND RESTORE THE HURRICANE KATRINA-DAMAGED BUILDING AND BRING FEDERAL EMPLOYEES BACK TO DOWNTOWN AT A TIME WHEN THE CITY'S FUTURE WAS UNSURE. THE STORY IS CAPTURED IN *RESTORING A TREASURE: U.S. CUSTOM HOUSE, NEW ORLEANS*.

U.S. CUSTOM HOUSE
NEW ORLEANS, LOUISIANA



U.S. TAX COURT BUILDING
WASHINGTON, D.C.

FILMS CURRENTLY AVAILABLE INCLUDE:

POWER AND POETRY: HOWARD M. METZENBAUM U.S. COURTHOUSE, CLEVELAND, OHIO

A POEM IN MARBLE, A PLACE ON THE MAP: BYRON R. WHITE U.S. COURTHOUSE, DENVER, COLORADO

AN AMERICAN CLASSIC: GENE SNYDER U.S. COURTHOUSE AND CUSTOM HOUSE IN LOUISVILLE, KENTUCKY

AT THE FRONTIER OF ADVENTURE AND ARCHITECTURE: PIONEER U.S. COURTHOUSE, PORTLAND, OREGON

A MONUMENT REBORN: U.S. POST OFFICE AND COURTHOUSE, PITTSBURGH, PENNSYLVANIA

A HOMECOMING IN NATCHEZ: U.S. COURTHOUSE, NATCHEZ, MISSISSIPPI

100 YEARS OF GRANDEUR: ALEXANDER HAMILTON U.S. CUSTOM HOUSE, NEW YORK, NEW YORK

BOSTON'S DAZZLING CLIFF: JOHN W. MCCORMACK U.S. POST OFFICE AND COURTHOUSE, BOSTON, MASSACHUSETTS

RESTORING A TREASURE: U.S. CUSTOM HOUSE, NEW ORLEANS, LOUISIANA

VICTOR LUNDY: SCULPTOR OF SPACE (U.S. TAX COURT BUILDING, WASHINGTON, D.C.)

VICTOR LUNDY: SCULPTOR OF SPACE

In 2014, the National Building Museum in Washington, D.C., hosted a premier screening of the feature film *Victor Lundy: Sculptor of Space*, produced by the Center for Historic Buildings in collaboration with GSA's Office of Communications. The film offers an intimate portrait of the architect who designed the boldly cantilevered, modernist U.S. Tax Court Building in Washington, D.C. The ground-breaking documentary, which was soon thereafter honored with a 2014 Telly Award, recalls the extraordinary life and legacy of this prolific mid-century modern master. Commanding international attention, the film is serving as a key educational tool in further informing the public of the individuals, innovations, and extraordinary feats of engineering that define this era in American architecture. To watch the film, go to <http://www.gsa.gov/historicbuildingfilms>



VICTOR LUNDY: SCULPTOR OF SPACE, OFFERS AN INTIMATE PORTRAIT OF THE MASTER ARCHITECT WHO CREATED THE BOLDLY CANTILEVERED U.S. TAX COURT BUILDING IN WASHINGTON D.C., ONE OF GSA'S MOST NOTEWORTHY MODERN-ERA BUILDINGS.

NATIONAL PRESERVATION MONTH

Each May, GSA joins agencies and organizations throughout the nation in celebrating the nation's public building heritage with special events, webpage features and exhibits. From 2001 through 2012, GSA celebrated Preservation Month with the release and display of posters and brochures celebrating GSA's historic building legacy. Preservation Month efforts for 2013 and 2014 focused on the expanding the body of brochures and documentary films to build awareness of historic buildings and project accomplishments. In 2013, GSA debuted its documentary film on the legacy of the New Orleans Custom House. In 2014, GSA showcased its newly released documentary on Victor Lundy and the U.S. Tax Court. For the 2014 National Preservation Month theme, New Age of Preservation: Embark, Inspire, Engage, GSA also released a short video showcasing preservation projects nationwide, with commentary from project participants and tenant agencies whose commitment to occupying historic buildings made these successes possible. To watch the film, go to <http://www.gsa.gov/portal/category/104111>.

PRESERVE AMERICA

Executive Order 13287, Preserve America, issued in 2003, encourages agencies to improve their historic property management and preservation programs, actively nominate properties to the National Register, and promote heritage tourism. GSA supports heritage tourism goals with its online historic building database and regional preservation websites.

In addition to these online resources and archeological displays interpreting artifacts recovered during construction projects, GSA is proud to report two major Preserve America initiatives were brought to completion during this reporting period.

CLARA BARTON MISSING SOLDIERS OFFICE MUSEUM (SQUARE 457 REDEVELOPMENT)

Through an innovative GSA transfer, operating agreement and public-private partnerships, the stabilization, adaptive reuse and restoration of the Clara Barton Missing Soldiers Office in Washington, D.C., has come to fruition with minimal federal funding. GSA sold the former Pennsylvania Avenue Development Corporation (PADC) property in 2001 to Jefferson at Penn Quarter, LLP a subsidiary of JPI Inc., retaining a preservation easement on the façade and portions of the interior in accordance with GSA's Section 106 memorandum of agreement for the Square 457 redevelopment. The precedent-setting easement required the transferee-developer to fund an array of improvements necessary to support a museum providing public access to the third floor spaces occupied by Barton. In 2005, JPI completed an \$8 million stabilization and rehabilitation, which added a rear elevator, egress stairs, toilets, a replicated façade, basic buildings systems and fire suppression. In 2007, JPI sold the property to Douglas Development, which assumed responsibility for maintenance of the exterior in perpetuity and base building system operating costs.

UNDER ITS MUSEUM OPERATING AGREEMENT WITH GSA, THE NATIONAL MUSEUM OF CIVIL WAR MEDICINE IS FUNDING EXHIBITS, TOURS, AND EDUCATIONAL PROGRAMS HIGHLIGHTING GSA'S DISCOVERY OF CLARA BARTON'S FORMER MISSING SOLDIERS OFFICE IN A WASHINGTON, D.C., ROW BUILDING SLATED FOR SALE AND DEMOLITION.



CLARA BARTON MISSING SOLDIERS OFFICE WASHINGTON, D.C.

The imaginative redevelopment met the community's need for increased residential density while taking advantage of the building's proximity to mass transit, museums, and entertainment. GSA managed the \$1.8 million museum-quality conservation and selective restoration, completed in 2013, using sales proceeds set aside for Square 457 mitigation and historic building outlease funds.

Completed by a minority-owned, small business known for its accomplishments in cutting-edge historic building documentation, preservation, and sustainability, GSA's restoration also employed an array of small business subcontractors as conservators, craftsmen and fabricators to retrofit spaces once used by Barton with mechanical, electrical and plumbing systems for the first time since she occupied the building during and immediately following the Civil War. Under an operating agreement with GSA, the National Museum of Civil War Medicine is funding museum exhibits, educational programs, marketing and daily operations. The museum is now open on weekends and is scheduled to open daily in 2015.



ST. ELIZABETHS WEST CAMPUS
WASHINGTON, D.C.

BUILT IN 1878 FOR WASHINGTON, D.C.'S GROWING ST. ELIZABETHS HOSPITAL, THE REHABILITATED ATKINS HALL DORMITORY NOW HOUSES THE COAST GUARD HISTORIAN'S OFFICE, PENTAGON FEDERAL CREDIT UNION, AND OTHER RETAIL SERVICES SUPPORTING THE DEPARTMENT OF HOMELAND SECURITY.

(SHOWN HERE IN 1897)



GSA WON A 2014 DC MAYORS PRESERVATION AWARD FOR ITS PUBLIC EDUCATION PARTNERSHIP WITH THE DC PRESERVATION LEAGUE THAT PRODUCED A PRINTED BROCHURE ON THE 160-YEAR HISTORY OF ST. ELIZABETHS HOSPITAL BY THE DC PRESERVATION LEAGUE, A GENEROUSLY ILLUSTRATED 300-PAGE ONLINE BOOK, MONTHLY TOURS, HISTORIC DRAWING DIGITIZATION, ARCHEOLOGICAL RECOVERY, AND RESEARCH AND LASER DOCUMENTATION OF THE WEST CAMPUS BUILDINGS AND LANDSCAPE.

ST. ELIZABETHS PUBLIC EDUCATION PARTNERSHIP

Leveraging government resources to ensure the greatest possible public benefit from federal construction, GSA collaborated with the DC Preservation League (DCPL) to develop an extensive public access and education program promoting the history and significance of the NHL St. Elizabeths campus in Washington, D.C., now under development as the Department of Homeland Security headquarters. Earning a 2014 D.C. Mayors Award for preservation, the program includes monthly public tours, a brochure about St. Elizabeths produced by DCPL, video-recorded oral histories, conservation and digitization of historic drawings, an extensive archeological recovery, research and management program, laser documentation of the west campus buildings and landscape, and a generously illustrated 300-page online book on the history of St. Elizabeths Hospital, available at <http://stelizabethsdevelopment.com>

RECOGNITION IN NATIONAL AWARDS

National and regional awards recognizing preservation successes promote high standards among design and construction firms serving GSA. The broad and geographically disbursed range of these awards validates GSA's confidence in the professional caliber of its employees and project teams nationwide. GSA received fifty-seven regional and national awards recognizing twenty-five preservation projects in nineteen states during the reporting period, and is particularly proud of the achievements recognized by the National Trust for Historic Preservation and the Advisory Council on Historic Preservation.

At its 2012 National Preservation Conference, the National Trust recognized GSA's lease-redevelopment of the Main Post Office in Philadelphia, Pennsylvania, as the consolidated regional service center for the Internal Revenue Service. To conserve energy and reduce long-term operating costs, the project included high-efficiency work areas designed to be closed off and shut down at the end of each tax season. GSA's restoration and rehabilitation of the NHL U.S. Custom House in New Orleans, which followed severe damage by Hurricane Katrina, won a second Honor Award. GSA, the Alabama SHPO and others won the partnership award for the preservation and reuse of the historic Greyhound Bus Station in Montgomery, Alabama, as a civil rights museum under a lease agreement with the state. The lease agreement met the security needs of the adjoining district court while recognizing the significance of the 1933 station as the site of 1961 Freedom Rides challenging segregation in interstate transportation.

At the meeting of the Advisory Council in fall 2012, Council Chairman Milford Wayne Donaldson, FAIA, recognized GSA's rehabilitation of the Martin Luther King Jr. Federal Building in Atlanta, Georgia, in a Chairman's Award for Achievement in Historic Preservation. Like GSA's Pacific Rim headquarters relocation, GSA's decision to relocate its Southeast Sunbelt regional headquarters to the former downtown post office enabled a community landmark to remain in active public use and act as a catalyst for neighborhood revitalization.

Two additional national awards recognized GSA's leadership for rehabilitation meeting high sustainability standards. The Society for History in the Federal Government awarded the 2012 John Wesley Powell Prize for Outstanding Achievement in Historic Preservation to GSA for its LEED Gold rehabilitation and documentary film of the John W. McCormack U.S. Post Office in Boston, Massachusetts. The AIA Committee on the Environment (COTE) placed the rehabilitation of the Wayne N. Aspinall Federal Building and U.S. Courthouse on its Top Ten Green Projects list.

At the GSA's own 2014 Design Excellence Design Awards celebration, an independent jury of nationally eminent architects recognized four historic building rehabilitation projects, demonstrating again the congruency of preservation, good design and value.⁴¹

Projects and programs honored in awards received during the 2012-2014 reporting period include:

PRESERVATION INITIATIVES

VICTOR LUNDY: SCULPTOR OF SPACE, PUBLIC BUILDINGS HERITAGE PROGRAM FILM SERIES, GSA

2014 Telly Award

PROJECTS

JOHN W. MCCORMACK U.S. POST OFFICE AND COURTHOUSE, BOSTON, MA

2012 Society for History in the Federal Government John Wesley Powell Prize for Outstanding Achievement in Historic Preservation

U.S. CUSTOM HOUSE, PORTLAND, ME

2013 Associated General Contractors of Maine Build Maine Award for Building (Historic Preservation)

CONRAD B. DUBERSTEIN U.S. BANKRUPTCY COURTHOUSE, BROOKLYN, NY

2013 Building Design + Construction Reconstruction Awards, Silver Award (Envelope Restoration)

MICHAEL J. DILLON U.S. COURTHOUSE, BUFFALO, NY

2011 BOMA TOBY Award Local

THURGOOD MARSHALL U.S. COURTHOUSE, NEW YORK, NY

2014 GSA Design Award, Honor Award

OLD MAIN POST OFFICE (LEASED), PHILADELPHIA, PA

2011 Engineering News Record Best Projects of 2011, Award for Renovation/Restoration

2011 Preservation Pennsylvania, Pennsylvania Historic Preservation Award

2012 National Trust for Historic Preservation Honor Award

U.S. COURTHOUSE, NATCHEZ, MS

2011 Historic Natchez Foundation Mary Postlethwaite History Award (World War I Plaques)

U.S. CUSTOM HOUSE, PHILADELPHIA, PA

2013 Illuminating Engineering Society Illumination Award of Merit

2013 Preservation Alliance for Greater Philadelphia Preservation Achievement Grand Jury Award (Envelope Restoration)

2013 Mid Atlantic Chapter Construction Management Association of America, Project of the Year (Envelope Restoration)

JOHN C. GODBOLD FEDERAL BUILDING, ATLANTA, GA

2012 Georgia Trust Award for Excellence in Rehabilitation

2012 Atlanta Urban Design Commission Award of Excellence for Adaptive Use

JOHN MCKINLEY FEDERAL BUILDING AND U.S. COURTHOUSE (LEASE), FLORENCE, AL

2013 Kentucky Chapter AIA Honor Award

**MARTIN LUTHER KING JR. FEDERAL BUILDING,
ATLANTA, GA**

2011 Georgia Chapter AIA Citation Award

2011 Georgia Branch Associated General Contractors of America Build Georgia Awards, Best Sustainable Building Practices Division (Interior)

2011 South Atlantic Chapter Construction Management Association of America Project Achievement Award (Building Renovation/Modernization)

2011 Central Atlanta Progress Atlanta Downtown Design Excellence Award (Interior)

2011 Atlanta Urban Design Commission Award of Excellence for Historic Preservation

2012 Advisory Council on Historic Preservation Chairman's Award for Achievement in Historic Preservation

2012 South Atlantic Chapter International Interior Design Association Forum Design Award for Best of Historic Preservation

**BUS STATION,
MONTGOMERY, AL**

2012 Advisory Council on Historic Preservation/National Trust for Historic Preservation Award for Federal Partnerships in Historic Preservation

**U.S. CUSTOM HOUSE,
CHARLESTON, SC**

2012 South Carolina Chapter AIA Merit Award (Preservation)

**BIRCH BAYH FEDERAL BUILDING
AND U.S. COURTHOUSE, INDIANAPOLIS, IN**

2013 Engineering News Record, Midwest, Government/Public Buildings Award

2014 Indiana Landmarks, Central Indiana Preservation Award for Outstanding Restoration

FEDERAL BUILDING, MINNEAPOLIS, MN

2014 Preserve Minneapolis, Minneapolis Chapter AIA, and Minneapolis Heritage Preservation Commission, Minneapolis Heritage Preservation Award for Historic Restoration, Rehabilitation or Adaptive Reuse

**JOHN C. KLUCZYNSKI FEDERAL BUILDING
AND U.S. POST OFFICE, LOOP STATION,
CHICAGO, IL**

2013 Engineering News Record, Green Project Award, Best Project

**ROBERT A. YOUNG FEDERAL BUILDING,
ST. LOUIS, MO**

2013 Landmarks Association of St. Louis Most Enhanced Award (Rehabilitation)

U.S. COURTHOUSE, DES MOINES, IA

2012 City of Des Moines Excellence in Historic Preservation Award

U.S. COURTHOUSE, WICHITA, KS

2013 Department of Energy, Better Buildings Federal Award

**HIPOLITO F. GARCIA FEDERAL BUILDING
AND U.S. COURTHOUSE, SAN ANTONIO, TX**

2013 San Antonio Downtown Alliance Best of Downtown (Sustainability)

2013 EDC Magazine Excellence in Design Award, Institutional/Government Category (Renovation)

2013 EPA National Energy Star Buildings Award

2013 GSA Construction Management Award, Large Construction

2013 City of San Antonio 5th Annual Green Building Awards (Commercial Construction)

2013 City of San Antonio 5th Annual Green Building Awards, Bill Sinkin Solar Technology Award

U.S. CUSTOM HOUSE, NEW ORLEANS, LA

2011 Texas & Louisiana Engineering News Record Best Projects in 2011, Award of Merit for Renovation/ Restoration

2012 National Trust for Historic Preservation Honor Award

2012 Associated Builders and Contractors National 2011 Excellence in Construction Eagle Winner (Preservation/ Historical Restoration—\$10–100 Million)

ODD FELLOWS HALL, SALT LAKE CITY, UT

2012 Utah Heritage Foundation Heritage Award (For GSA building preservation and move prior to transfer with preservation easement)

**WAYNE N. ASPINALL FEDERAL BUILDING
AND U.S. COURTHOUSE, GRAND JUNCTION, CO**

2013 Colorado Chapter AIA Honor Award
for Built Architecture

2013 Denver Chapter AIA Citation for Interior Architecture

2013 Colorado Chapter Associated General Contractors
Award for Construction Excellence

2013 Associated General Contractors Citation Award
for Interior Architecture

2013 Mountain States Chapter Engineering News Record
Best Renovation/ Restoration (Colorado)

2013 Design Build Institute of America, Best Project in
Rehabilitation/Renovation/Restoration Category

2014 GSA Design Excellence Design Awards Citation

FEDERAL BUILDING, SAN FRANCISCO, CA

2014 GSA Commissioner Award for Service
for Modernization Team

2014 GSA Design Excellence Design Awards Citation

FEDERAL BUILDING, HAWTHORNE, CA

2011 BOMA TOBY Award Local

**DWIGHT D. EISENHOWER EXECUTIVE OFFICE BUILDING,
WASHINGTON, D.C.**

2012 Washington Building Congress Craftsmanship Award,
Historic Restoration (Cast Iron Repair and Restoration)

2014 GSA Commissioner Award for Service
for Modernization Team

2014 GSA Design Excellence Design Awards Honor Award

**U.S. GENERAL SERVICES ADMINISTRATION BUILDING,
WASHINGTON, D.C.**

2014 Administrator's Award for Excellence in Performance
(Efficiency), for 1800 F Transformation Project Team

MARY E. SWITZER BUILDING, WASHINGTON, D.C.

2012 Metropolitan Washington, D.C., Associated General
Contractors Award for Historic Renovation/Restoration

2013 NAIOP, Commercial Real Estate Development
Association, Best Renovation/Historic Restoration
Award of Merit

ST. ELIZABETHS WEST CAMPUS, WASHINGTON, D.C.

2013 Washington Building Congress Craftsmanship Award,
Adaptive Reuse (Atkins Hall Windows and Storefronts)

2013 Associated General Contractors of Metropolitan
Washington, D.C., Washington Contractor Award for Historic
Renovation/Restoration (Atkins Hall, Dining Hall, Detached
Kitchen, Hitchcock Hall, and Construction Shops)

2014 Associated General Contractors of America,
Alliant Build America Award for Best Renovation Project
(Atkins Hall, Dining Hall, Detached Kitchen, Hitchcock Hall,
and Construction Shops)

2014 District of Columbia Award for Excellence in Historic
Preservation, Construction Phase I Archaeology Project and
Saint Elizabeths: A History

OLD POST OFFICE, WASHINGTON, D.C.

2014 Administrator's Award for Excellence in Performance
(Efficiency), for Old Post Office Redevelopment Team



GSA's 1940 U.S. Courthouse at 312 North Spring Street achieved National Historic Landmark status for its significance in the Civil Rights Movement as the place where federal courts first declared segregation unconstitutional on the grounds that separate was not equal.

U.S. COURTHOUSE
LOS ANGELES, CALIFORNIA

CONCLUSION: LEVERAGING THE LEGACY

GSA goals and responsibilities to federal agencies, American taxpayers, and communities demand readiness to collaborate. During the 2012–2014 reporting period, GSA took bold steps to reduce the federal real estate footprint while reinvesting in cherished community landmarks that represent the federal presence in towns and cities throughout the nation. GSA employees served as test case workers in an innovative shared workplace approach that could save millions of dollars for other agencies seeking ways to reduce the cost of doing business so funds can be redirected to programs. GSA completed its first project to earn a LEED Platinum rating and its first target net zero site energy project. All of these innovations took place in GSA historic buildings.

Projects at GSA historic buildings employed small businesses, aided in the nation's economic recovery, and boosted historic communities with needed town and city center activity. Along the way, GSA found opportunities to create greater public access to this legacy through educational programs, publications, films, public tours, and museums that support Preserve America heritage tourism goals.

At the February 9, 2012 meeting of the Advisory Council on Historic Preservation, ACHP Chairman Milford Wayne Donaldson, FAIA, recognized GSA in a Chairman's Award for the restoration, rehabilitation, and reuse of the Martin Luther King Jr. Federal Building in Atlanta, saying "GSA has shown how an iconic structure in a historic urban setting can receive new life and purpose and become a renewed asset to its community. Recognizing that it is usually better to upgrade and improve the efficiency of existing structures rather than raze and replace them, this accomplishment by GSA is worthy of widespread emulation."

Eight months later, the National Trust presented GSA with awards for the restoration and reuse of the 1889 U.S. Custom House in New Orleans and the 1951 Greyhound Bus Station in Montgomery, Alabama, where Freedom Riders challenged segregated interstate transportation in 1961. Following water damage from Hurricane Katrina that collapsed the custom house roof, GSA turned disaster into opportunity, installing energy efficient systems and uncovering long-hidden vaulted ceilings, and original signage. As part of the Frank M. Johnson U.S. Courthouse expansion in Montgomery, GSA collaborated with the Alabama Historical Commission, the U.S. District Court, and members of the Greyhound Bus Station Advisory Committee to preserve the bus station as a civil rights museum focused on the Freedom Riders. State funds were used to restore the bus station's facade, rehabilitate the interior and develop exhibits detailing the role of the bus station in civil rights history.

"Thanks to an innovative partnership between a federal agency, local government and private interests, visitors will now be able to fully appreciate the role both of these buildings played in the Civil Rights Movement," Stephanie Meeks, president of the National Trust, stated. "We applaud the visionary leadership of federal and private partners that successfully transformed a once humble bus station into a place where future generations will be able to learn about an important chapter in our nation's history."

At the 2013 rededication of GSA's Federal Building at 50 United Nations Plaza, San Francisco Mayor Ed Lee ruminated on past and present in the city's NHL Civic Center complex: "It was three years ago and there was a 30 percent vacancy rate, a darkness to it. People hurried down the street to be avoided. We're going to see this building complement all of what we do in Central Market and it will be sustained," he said of GSA's rehabilitated Federal Building, adding that it is "symbolic of the renewed way we do things with public and private partnerships."

A Washington Post article published on the completion of GSA's headquarters Phase 1 modernization in 2013 detailed how the agency's collaborative workspace model is expected to save as much as \$24 million annually by consolidating employees from six leases and two federally owned buildings into one building. The administrator's own private office, containing leaded glass windows, elaborate plaster relief, oak-paneled walls, and a Tudor-style fireplace, is shared with all GSA employees to provide an inviting setting for award ceremonies, presentations, and large meetings. Like GSA's first projects to earn LEED Gold and LEED Platinum ratings, the setting for GSA's innovative workplace first is a legacy historic building, constructed for the Department of the Interior in 1917.

At GSA's 2014 Design Excellence program's Design Awards celebration, an independent jury of nationally eminent architects recognized four historic building rehabilitation projects, demonstrating again the congruency of preservation, good design, and value. NPS Historian Dennis Montagna echoed these values at the 2012 rededication of GSA's 1933 U.S. Custom House in Philadelphia, recognizing the landmark as a good neighbor among other city center buildings, as a functional and uplifting workplace, and an inspiration to visitors taking in the lobby's vibrant art-deco paint scheme, thirty-one murals and aluminum relief panels celebrating American industry, trade and commerce: "The Custom House is the expression of a federal government that wanted to demonstrate that it was proud to be doing the work of the American people. It is a building created at a time when the public was invited to do more than merely arrive, carry out its business and leave. Instead, a place like this one invites us to linger, to look, to enjoy, and to be inspired."

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