



HELD IN PUBLIC TRUST

PBS STRATEGY
FOR USING
HISTORIC BUILDINGS

U.S. GENERAL SERVICES ADMINISTRATION
PUBLIC BUILDINGS SERVICE

HELD IN PUBLIC TRUST sets out a comprehensive historic preservation strategy for the Public Buildings Service of the United States General Services Administration. Although in part it is an update of the 1979 report by Administrator Solomon’s *Task Force on Historic Preservation*, it examines GSA’s significant stewardship responsibilities in a new light—one that integrates them better into the agency’s businesslike approach to providing and maintaining Federal workspace. Included are suggestions for better managing GSA’s historic assets to insure their viability and attractiveness within our funding limitations, for being more aggressive in seeking out private historic leaseholds, reaching out to work hand-in-hand with organizations and agencies across the country to ensure livable communities, and—among other things—understanding the value of careful and appropriate daily maintenance and repair of historic properties to guarantee a uniform and inviting first impression of GSA facilities.

The report includes many examples of solutions to frequently encountered challenges and best preservation practices developed by GSA regions, other agencies, other countries, and the private sector. These strategies will help GSA put the American government’s architectural treasures to 21st century use while stretching the dollars available to renovate historic courthouses, custom houses, border stations, and other Federal buildings.

We must all embrace these initiatives to use historic buildings imaginatively and sensibly. This report is just one of many steps GSA is taking to ensure that historic buildings remain a vital part of our inventory and day to day business.



ROBERT A. PECK, COMMISSIONER
PUBLIC BUILDINGS SERVICE

PREFACE

In February, 1999, The Historic Buildings and the Arts Center of Expertise was invited to update a report prepared by General Services Administration (GSA) Administrator Jay Solomon's 1979 *Task Force on Historic Preservation. The Solomon Report*, as it has come to be called, was GSA's first substantive effort to reflect on the agency's stewardship role and preservation practice. Two decades later, a new report is being undertaken to reexamine GSA's preservation goals and strategies in light of today's economic, political, social, and cultural climate.

Much has happened in the fields of preservation, architecture, urban planning and real property management since 1979. Preservation has come of age as a profession supported by a multidisciplinary, international network of technical and advocacy organizations bound by a common value. Post modernism and contextual design have arisen as moderating alternatives to the dehumanizing aspects of modernism and the trite revival of past styles. New technical interest groups have formed to support the preservation of modernist architecture and 20th century materials such as reinforced concrete, stone veneer, plastic laminates, and modern alloys. Urban renewal has been supplanted by Main Street revitalization and Business Improvement Districts that support reinvestment in historic buildings and urban infrastructure.

Federal agencies are learning to do more with less. A shift in emphasis from expense-based facilities management to return-on-investment-based asset management has broadened GSA's traditional engineering focus and increased the accountability of facilities management teams. We are using cutting edge software to objectively balance economic and social goals in capital investment decisions. We are also aware of the limitations of quantitative decision-making tools. Our *Public Buildings Heritage* program and *Planning with Communities* initiative seek to broaden GSA employee and customer appreciation of our profound opportunity to lead the nation in urban reinvestment and public building stewardship. Welcoming this opportunity, we recast GSA's stewardship strategy.

We are grateful to the many firms and individuals who have contributed to the comprehensiveness and depth of this effort. We apologize for any participants overlooked in the list of contributors provided at the end of the report. Special thanks are due to Rolando Rivas-Camp, Director of the Historic Buildings

and the Arts Center of Expertise, for his support of this research and creative ideas on presentation; to Joan Brierton and Hellie Snyder, of the Center, for invaluable editorial assistance, the bibliography, and coordination of illustrations and other details; to Andrea Mones, NCR Regional Historic Preservation Officer, for insightful advice on structure and for conceiving many of the innovations described in the report; to Don Horn, co-creator and manager of the BPP program, for his extraordinary knowledge of GSA's nationwide inventory and databases; to Connie Ramirez, for generously providing Cultural, Environmental and Accessibility (CEA) Program research and case studies; to Claire Crerar and Brad Wolf of the CEA Program, for exceptional responsiveness to frequent requests for statistics, program data, and images.

We are also indebted to Sheldon Kravitz, Michael Vaughn, Stan Kaczmarczyk, Curt Smith, and Ivan Swain, for their invaluable perspectives on PBS capital investment and portfolio management initiatives; to Jim Bergdahl, for sharing his extensive knowledge of courts projects and concerns; to virtual Center members Kyle Brooks and Steve Kline, for contributing precedent-setting case studies and photographs; to all Regional Historic Preservation Officers, for participating in group discussions about PBS stewardship, scrutinizing the report drafts, and gathering information for the report; to Dottie Washington, Adrienne Coleman, and Marty Shore, for case histories on private fundraising efforts; to Marilyn Kaplan, Preservation Architecture, and Jack Watts, Fire Safety Institute, for the latest research on historic building codes; and to Tom McGrath and Imogene Bevit, National Park Service, and Andrew Powter and Natalie Bull, Public Works Canada, for sharing the National Park Service and Heritage Canada training models.

We invite your continued participation in the stewardship initiatives outlined in this report. We remain interested in innovative practices and model case studies that contribute to these goals. Send comments and questions through our website at www.gsa.gov/historicpreservation or to Caroline Alderson, GSA Historic Buildings and the Arts Center of Expertise (PNH), 1800 F Street, NW, Washington, DC 20405.



CAROLINE ALDERSON
HISTORIC BUILDINGS AND THE ARTS
CENTER OF EXPERTISE

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EXECUTIVE SUMMARY

Historic buildings contribute significantly to the range, quality, and quantity of space the Public Buildings Service (PBS) has to offer its customers. PBS' 455 buildings listed in and potentially eligible for the National Register of Historic Places contribute 55 million gross square feet (47 million rentable) to the PBS inventory. To meet the National Historic Preservation Act's goals of using and preserving historic buildings, PBS needs to be on the cutting edge in developing innovative building investment strategies and design solutions to keep our historic buildings occupied, in good repair, economically viable, and to the greatest extent possible, accessible to the public.

The objective of this report is to increase PBS' use of historic buildings and improve PBS stewardship of the GSA historic building inventory within an asset management framework. The report focuses on:

Ways to manage cultural assets with limited funds so that properties maintain their architectural integrity, functionality, and rental appeal;

Promoting revitalization of older urban areas by using our own historic buildings and leasing historic buildings in city centers;

Strategies for developing an agency-wide stewardship outlook by training PBS staff to embrace the responsibilities of managing historic buildings and rewarding collaboration across PBS business lines and among communities to promote historic building use.

The reasons for and means by which we will accomplish these objectives are addressed in the report's four primary sections:

Section 1, the Introduction, explains GSA's stewardship philosophy as it relates to our mission and business practices, including the

economic benefits and urgency of establishing a proactive stewardship strategy.

The next three sections detail how GSA's stewardship strategy supports PBS portfolio objectives. Section 2, *Maintaining a Stewardship Outlook within Fiscal Constraints*, traces the evolution of PBS planning and capital investment practices and presents a strategy for better managing our historic buildings portfolio through sensible reinvestment, priority setting, and encouraging flexibility in satisfying tenant requirements, codes, and other standards geared toward new construction. Common challenges to and solutions for maintaining economic viability in the face of changing requirements, expectations, and market conditions are discussed. Case studies highlight GSA success stories and model approaches. At the crux of this section is an analysis of reinvestment strategies aimed at promoting the viability of historic buildings.

Section 3, *Satisfying Customers in an Urban Preservation Framework*, examines strategies for increasing the use of GSA owned space, GSA leasing of historic buildings, and maintaining public access to public buildings while ensuring employee security. Initiatives discussed here include reexamination of the 10% lease preference in light of PBS' repeated difficulty identifying historic building leases able to meet tenant requirements. Training under GSA's new *Planning with Communities* program will provide realty specialists tools and negotiating techniques to help clients think creatively about their space needs.

Section 4, *Developing an Agency-Wide Stewardship Outlook*, explores PBS best practices and incentives for integrating stewardship into our everyday business. A close look is taken at training initiatives, model practices for procuring design and construction services, and ways to

integrate historic building information and priorities contained in GSA's Building Preservation Plan database into other GSA databases, Asset Business Plans, and cyclical building evaluations. How GSA markets its stewardship commitment to its employees, customers, and the public is addressed in subsequent discussions on award initiatives to encourage innovation in solving preservation design challenges and PBS' community outreach and public education efforts.

Section 5, the Conclusion, sets forth 18 strategic initiatives that outline GSA's reestablished commitment to historic resources. Goals of these initiatives are:

- Work to make the most of GSA's historic buildings inventory;
- Sustain these properties in a fiscally prudent manner; and
- Extend our stewardship commitment and capability into *every* PBS activity.

Accompanying these initiatives in Section 6 is a detailed Action Plan that outlines policy initiatives, business process improvements, technical research, public-private partnerships, and training programs that—together—set out to raise the level of sophistication and professionalism of GSA's preservation practices. Following are summaries of the top six Action Plan objectives:

Renewed PBS Reinvestment Philosophy for Historic Buildings

To keep historic buildings viable and in Federal ownership.

Flexible Application of Codes and Standards

To creatively meet the intent of codes and standards to minimize cost and adverse architectural impact.

Quality Assurance for Design and Construction Affecting Historic Buildings

To adopt contract language that will ensure the integral involvement of preservation experts in design and construction.

Employee Education and Tenant Awareness

To develop training programs and negotiating techniques to provide staff with solutions for overcoming common obstacles.

Early Consultation for Site Selection, Lease Acquisition, Adaptive Reuse, Outleasing-Reuse and other Major Undertakings

To coordinate with communities and review groups before decisions are made.

Building Preservation Plans (BPPs) as a Decision-Making Tool for All Buildings

To use BPPs for Cyclical Building Evaluation, Capital Investment Prioritizing, and to maintain the design integrity of all owned buildings, including new construction.

A detailed bibliography listing reports, studies, and model GSA products described in the report follows Section 6, along with appendices including lists of contributors to this report, GSA's most architecturally significant historic buildings, GSA buildings listed on or potentially eligible for the National Register of Historic Places, and GSA historic building awards received since 1990, along with information on the Building Preservation Plan program and a recommended format for design project preservation reports.

INTRODUCTION

This year, GSA celebrates its 50th anniversary. More than half of the buildings in GSA's inventory are over 50 years old. Of these, 205 are listed on the National Register of Historic Places, and another 250 are potentially eligible for the National Register based on their age, building type, architectural style and cultural significance (Appendix C). Many are monumental buildings having a major impact on the urban streetscape. These buildings also contribute significantly to the range, quality, and quantity of space PBS has to offer its customers: the 205 listed buildings contain 30 million gross square feet (17 million rentable); listed and potentially eligible buildings together contribute over 55 million gross square feet (47 million rentable) to the PBS inventory.

Today, more than ever, the Federal Government must meet high standards of fiscal accountability. Investment must be justified by financial return. PBS needs to be on the cutting edge in developing innovative building investment strategies and design solutions to keep our historic buildings occupied, in repair, economically viable, and, to the greatest extent possible, accessible to the public.

1.1 OBJECTIVES OF THE REPORT

The primary objective of this report is to explore what PBS is doing and can do to improve our stewardship, or long-term care, of GSA's historic building inventory in the coming years. Exploring these objectives within PBS' portfolio management and asset management frameworks, the report will focus on:

Ways to manage historic buildings with limited funds so properties do not lose their architectural integrity, functionality, or rental appeal

How we might do more to promote the revitalization of older urban areas by:

1. Commitment to using and maintaining our own historic buildings;
2. Seeking opportunities to lease privately owned historic buildings and buildings in historic districts.

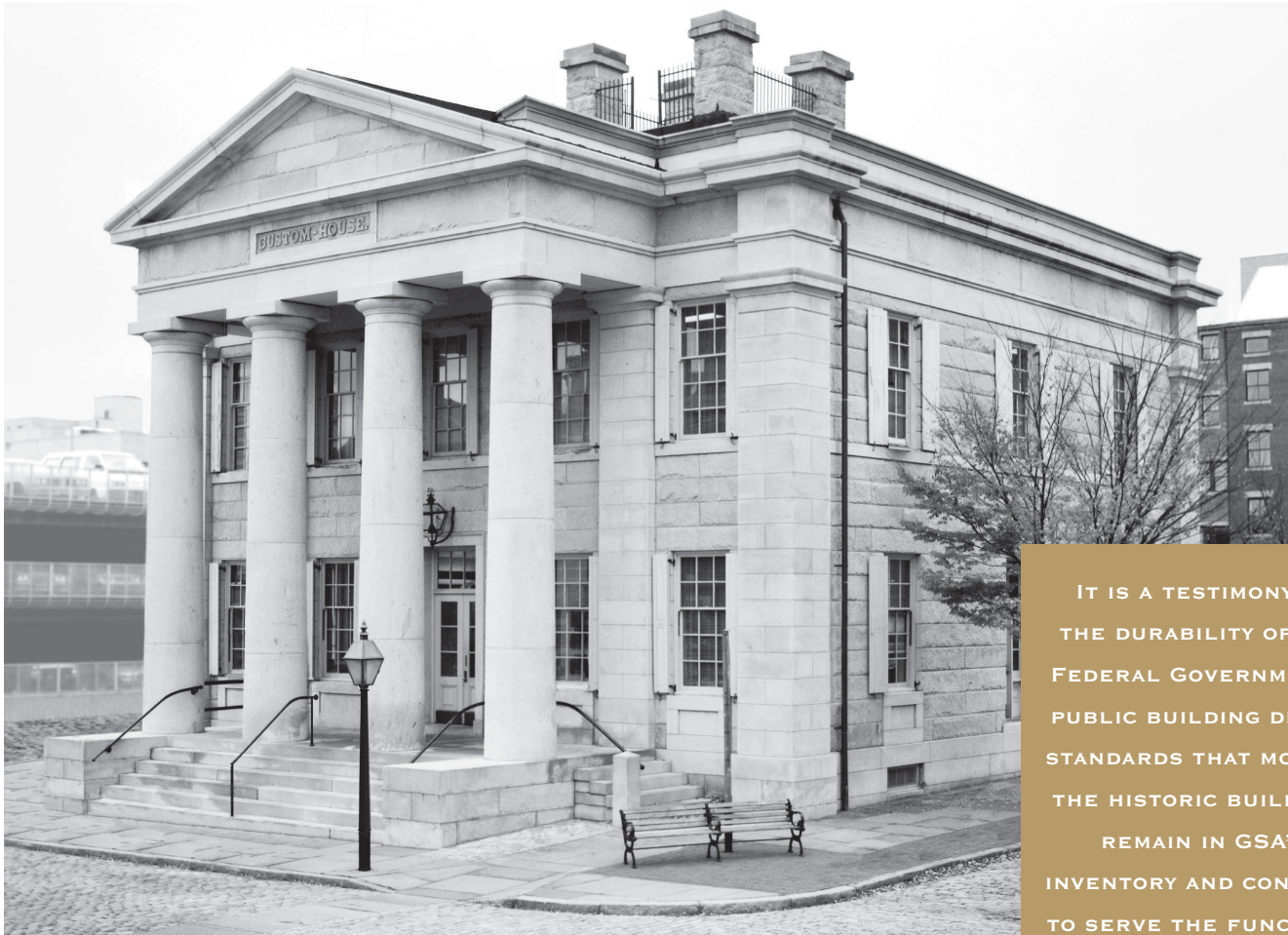
Strategies for developing an agency-wide stewardship outlook by:

1. Training PBS staff to appreciate our public buildings legacy;
2. Communicating the benefits and responsibilities of managing heritage buildings;
3. Creatively solving design challenges;
4. Rewarding collaboration between PBS business lines, government entities, and communities to promote use of historic buildings.

1.2 BACKGROUND

1.2.1 Public Buildings Legacy

The Federal Government has a long history of constructing and maintaining public landmarks. Primary responsibility for the design, construction, and care of America's public buildings passed from the Department of the Treasury and individual agencies to the Public Works Administration (PWA) in 1939, and to the General Services Administration (GSA), Public Buildings Service (PBS), in 1949. By this time, the public buildings legacy included custom houses, courthouses, post offices, and Federal agency offices all over the United States and its territories—Greek Revival, Romanesque, Beaux Arts, Art Deco, and Neo-Classical monuments symbolizing the permanence and stature of the Federal Government. The roster of individuals employed to design



IT IS A TESTIMONY TO
THE DURABILITY OF THE
FEDERAL GOVERNMENT'S
PUBLIC BUILDING DESIGN
STANDARDS THAT MOST OF
THE HISTORIC BUILDINGS
REMAIN IN GSA'S
INVENTORY AND CONTINUE
TO SERVE THE FUNCTIONS
FOR WHICH THEY WERE
CONSTRUCTED.

U.S. CUSTOM HOUSE,
NEW BEDFORD, MASSACHUSETTS

these edifices included many of America's leading architects, such as Robert Mills, Cass Gilbert, and John Russell Pope.

During the 1930s, an expanded Federal construction program—inspired by the classical aesthetic of the City Beautiful movement (1893-1910) as well as the currently fashionable Art Deco and industrial design trends—established a high standard for government buildings housing civil service activities. Monumental entrances, ornamental lobbies, and elegant public spaces extended a gracious welcome to citizens visiting the offices of the Federal Government. Integrated into many of these public buildings were sculptural details, murals, and statuary symbolizing or representing important civic activities taking place inside. It is a testimony to the durability of these design standards that most of these buildings remain in GSA's inventory and continue to serve the functions for which they were constructed.

1.2.2 PBS Preservation Policy - Legislative Intent

As early as 1906, when Congress enacted the Antiquities Act, Federal legislation has been in place to protect historic (and prehistoric) remains and objects of antiquity on Federal land. The Historic Sites, Buildings and Antiquities Act of 1935 declared as national policy the preservation of historic sites, buildings, and objects of national significance, launching the Historic American Buildings Survey, Historic American Engineering Record, and National Historic Landmarks Programs.

It was, however, the National Historic Preservation Act (NHPA) of 1966 and Executive Order 11593, issued in 1971, that positioned the Federal Government to take an unprecedented leadership role in the preservation of these historic resources. Federal agencies were now responsible for identifying historic buildings and structures that may be affected by their projects and planning changes thoughtfully to preserve the significant qualities of these resources.

In 1976, the Public Buildings Cooperative Use Act encouraged GSA to make public buildings more accessible to the public by locating cultural, educational, recreational, and commercial activities in Federal properties. By giving GSA authority to lease space for these activities, it

created a new alternative for keeping Federal buildings occupied and economically viable. The Act also directed GSA to consider leasing space in privately-owned historic buildings. Subsequent amendments to the National Historic Preservation Act provided agencies additional flexibility to exchange historic buildings or lease space in Federal historic buildings to non-Federal tenants (NHPA Section 111).

In 1996, Executive Order 13006 broadened the Federal policies of historic building stewardship and of locating in central business areas to promote location of Federal facilities in urban historic districts. A focus of PBS portfolio strategy today is to work with communities to satisfy Federal stewardship goals and customer needs within an urban planning framework that contributes to the revitalization of historic downtown areas.

1.2.3 Administrator Solomon's *Task Force on Historic Preservation*

In 1979, GSA Administrator Jay Solomon formed a task force to recommend ways to improve GSA's preservation practices. His *Task Force on Historic Preservation* represented a broad spectrum of professionals with experience in urban development and historic preservation. Their report urged GSA to play a major role in the preservation and adaptive reuse of the Nation's cultural resources and to develop sensitivity to and expertise in the objectives and practices of historic preservation. The Task Force made over 80 recommendations within ten general categories:

1. Organizational Structure, Staffing, and Skills;
2. Public Information and Education;
3. Technical Standards;
4. Economics of Historic Preservation;
5. Professional Services: The Design Team and Preservation;
6. Intergovernmental Relationships and Public Involvement in GSA's Historic Preservation Program;
7. Space Acquisition and Historic Preservation;
8. Management of Historic Buildings in GSA's Inventory;
9. Disposal of Historic Surplus Real Property;
10. Planning and Budgeting for Federal Space Needs.

1.2.4 PBS Accomplishments Since 1979

In the two decades since the Task Force issued its Report, PBS has implemented many of the Task Force's recommendations. We have created computer-age preservation tools, such as the Building Preservation Plan (BPP), Fine Arts Conservation and Inventory Tools (FACIT) and Web-accessible Historic Preservation Technical Procedures, Preservation Notes, and BPP Database.

We have pioneered the development of model products and processes:

- Scopes of Work and Qualification Criteria for procuring preservation design and construction services;
- Request for Proposals for Section 111 outlease reuse projects;
- Conservation guidelines for art in historic buildings;
- Design charrettes to develop guidelines for complex design issues such as sensitively accommodating increased security requirements;
- Interpretive exhibits and brochures;
- Community planning partnerships to obtain public assistance in and support for GSA decisions.

The quality and professionalism of our Historic Structure Reports and Building Preservation Plans has enabled PBS to successfully execute Programmatic Agreements (PA) streamlining NHPA Section 106 compliance review in two of our eleven regions (National Capital Region, Region 4), including an eight-state agreement between the Southeast Sunbelt Region and corresponding State Historic Preservation Officers. PA's in the works include an agreement for antenna installations nationwide and a five-state agreement for Region 7.

We are represented on the boards of professional preservation organizations, such as the Association for Preservation Technology International (APTI) and Preservation Action, as well as community-based architectural review boards and preservation advocacy groups such as the National Building Museum; Historic Fort Worth, TX; Historic Deerfield, CO; and the D.C. Preservation League, in Washington, DC.

The sophistication of our historic building projects has risen dramatically in the past 20 years. Our preservation achievements have been recognized with at least 16 TOBY (The Office Building of the Year) awards from the Building Owners and Managers Association (BOMA), 24 GSA Design Awards, 5 American Institute of Architects (AIA) awards, 3 state and 2 local preservation project awards, 4 Presidential Design Awards, and awards from the National Trust for Historic Preservation, American Planning Association (APA), American Society of Interior Designers (ASID), and the U.S. Small Business Administration (Appendix E).

Our innovative retrofitting practices and quality rehabilitations are recognized in professional and industry publications such as the Association for Preservation Technology Bulletin, Building Design and Construction, and Historic Resources Facilities 1997 Review (AIA Press, 1997). Federal agencies, municipalities, and architecture firms in private practice regularly request our model scopes of work, qualification criteria, technical briefs, and historic material repair specifications.

PBS has made possible imaginative reuse projects such as the Erie, PA Courthouse Complex, which will restore an historic courthouse, sensitively incorporate new court construction, and adapt an historic library and clothing store for court use. Creative PBS lease developments have supported historic urban areas by supplying Federal tenants for major landmarks such as the Rookery in Chicago, IL; the Wanamaker Building in Philadelphia, PA; Tacoma Union Station, in Tacoma, WA; the Stegmaier Brewery in Wilkes-Barre, PA; and the Sarah Cook House at the Lincoln Home Historic Site in Springfield, IL. New life has been given to public buildings such as the old Federal Courthouse in Little Rock, AR, declared excess in 1976, converted to a law school for the state of Arkansas, and re-acquired for use by the Federal courts in 1993. Outleases for the Galveston, TX, Custom House and General Post Office in Washington, DC will create public-private partnerships to ensure architecturally-sympathetic reuse, a revenue stream for restoration, and

increased public access while retaining these rare 19th century public landmarks in the Federal inventory.

We've come far in 20 years. At the same time, we need to acknowledge obstacles that remain and PBS strategies that merit reexamination in light of today's political, social, and economic climate.

1.3 A STRATEGY BASED ON STEWARDSHIP VALUES

1.3.1 Urgency

Even as PBS-sanctioned historic building demolitions decline and our roster of award-winning restorations and reuse projects grows, we must reconcile ourselves to the possibility that our use of historic buildings may actually be declining. Unless our housing strategies prevent historic buildings from becoming troubled assets, we may soon be disposing of landmark public buildings at an accelerated rate. Our list of pending disposals includes several historic properties of exceptional cultural significance. If we are to meet the stewardship intent of the National Historic Preservation Act to use historic buildings we must examine the conditions that put these buildings on the block.

1.3.2 Philosophy for Reinvestment

Federal stewardship policies recognize the tangible and intangible value of historic buildings to the government and community. Our stewardship philosophy must drive our economic decisions, not the other way around. We must operate in a fiscally sound manner. At the same time, we must purposefully convey to our employees and clients that we place a high value on creative thinking that helps us use historic buildings wisely. Why?

PBS Values

Federal laws, policies, business sense, and responsibility toward the communities we affect support stewardship values:

Community value – Our historic buildings represent a national legacy that we hold in public trust. They represent the tangible presence of the

Federal government in big cities and small towns. They have both cultural and monetary value, as do parks, forests, and other Federal real property assets. Generously finished lobbies and gathering spaces designed to receive the public graciously reflect the importance of the public to the Federal Government and the importance of the government's civic functions to the public.

Enduring investment value – From an asset perspective, historic buildings often possess innate qualities that reflect durable, sound investment, and long-term value: high quality finishes and design, lower operating costs, high value urban locations, and high recognition value.

From a portfolio perspective, historic buildings offer maximum gain from past investments for long-term public benefit. A sound investment strategy for most historic properties is to maintain their basic physical value and rental appeal, rather than invest with the expectation of meeting new construction standards.

Prestige value – There is an important reason for retaining exceptionally significant cultural properties: as the Federal Government's major landlord, we are what we own. The prestige value of our culturally significant holdings is important to PBS' public image and should be harnessed in our marketing efforts.

Policy of Preference

Although it is not the only way we use historic buildings, the primary way we use them is through ownership. A policy of preference for retaining our most treasured jewels might strengthen our resolve to seek creative solutions to the challenges of functional obsolescence, downsizing, and the need to keep our client agencies happy.

Except in cases where there is no foreseeable Federal use of an urban location (Federal presence no longer exists), or another reliable entity can provide better preservation and better public access, we should explore all available retention strategies before disposing of historic buildings—especially highly significant cultural property. We must enlist the



CREATIVE PBS LEASE
ACQUISITIONS HAVE
SUPPORTED HISTORIC
URBAN AREAS BY
SUPPLYING FEDERAL
TENANTS FOR MAJOR
LANDMARKS SUCH AS
THE ROOKERY IN
CHICAGO, ILLINOIS.

THE ROOKERY, CHICAGO, ILLINOIS
(PHOTO: NICK MERRICK, HEDRICH BLESSING)



THE PRESTIGE VALUE
OF CULTURALLY
SIGNIFICANT FEDERAL
HOLDINGS IS IMPORTANT
TO PBS'S PUBLIC IMAGE
AND SHOULD
BE HARNESSSED IN OUR
MARKETING EFFORTS.

U.S. COURT OF APPEALS, NINTH CIRCUIT,
SAN FRANCISCO, CALIFORNIA
(PHOTO: ABBY SADIN, SKIDMORE,
OWINGS, & MERRILL LLP.)

support of communities and all PBS business lines in developing solutions to preserve and sustain vulnerable historic buildings. We must also acknowledge that the best intentions of entities assuming ownership of Federal historic buildings do not always ensure the preservation of or continued public access to these properties.

1.3.3 Benefits

Reuse Potential

Carnegie Mellon University's studies on the Workplace of the Future make a strong case for retaining and investing in historic properties¹. These studies recognize the innate value of the large volumes of space, high quality materials, and daylight that historic buildings provide. They also document the ability of historic buildings to live many lives.

Traditional post offices, for example, contain large postal work areas that have proven eminently adaptable as magistrate chambers and courtrooms for expanding court properties (e.g., Danville, IL; Brooklyn, NY). Custom houses, post offices, and courthouses too small to accommodate District and Circuit Courts have provided ideal ceremonial space for Bankruptcy Courts (Alexander Hamilton Courthouse, NY, NY; Dayton, OH, Post Office; Nashville, TN Custom House). Historic industrial properties offer floorplate flexibility and daylight adaptable to many uses and tenants (Stegmaier Brewery, Wilkes-Barre, PA; former Bureau of Engraving, DC [Auditors Building]; former Navy Yard Annex [Southeast Federal Center], DC; and 4300 Goodfellow [former military complex], St. Louis, MO).

Small offices can be advantageously placed in rehabilitated residential properties offering easy access for visitors and intimate scale (GSA offices at Lincoln Home National Historic Site, Springfield, IL; White House-affiliated offices at Jackson Place, DC).

¹ *Re-Valuing Buildings: Investing Inside Buildings to Support Organizational and Technological Change Through Appropriate Spatial, Environmental, and Technical Infrastructures* by Vivian Loftness, Center for Building Performance and Diagnostics (CBPD), Department of Architecture, Carnegie Mellon University and Advanced Building Systems Integration Consortium (ABSIC); Jack Beckering, P.E., Advanced Systems Technology, Steelcase, Inc.; William L. Miller, Ph.D., Research and Business Development, Steelcase, Inc.; and Arthur Rubin, Ph.D., National Institute of Standards and Technology, Building and Fire Research Laboratory. Steelcase, Inc., 1996

Well-designed Federal office buildings have proven adaptable to changing technological expectations and agency program requirements again and again (U.S. Labor Dept., DC [1930s], subsequently served the U.S. Custom Service and now provides state-of-the-art offices for the consolidated Environmental Protection Agency; the former Globe Insurance Company Headquarters, Newark, NY [1920], has served the Veterans Administration and recently the National Labor Relations Board and Railroad Retirement Board).

Contemporary construction is generally less adaptable to new uses and reinvestment is unlikely to ever create space commensurate with that provided by historic buildings.

Operating Costs

Recent analysis conducted by PBS' Cultural, Environmental and Accessibility programs indicates that cleaning, maintenance, and utility costs at GSA-controlled historic buildings have been consistently lower than comparable operating costs for non-historic GSA buildings. Post-World War II buildings tend to consume more energy due to higher glazing-to-surface ratios and thinner exterior wall construction. Contemporary interior finishes using man-made materials are more likely to require frequent renewal or replacement in contrast to generously dimensioned natural finish materials such as stone and wood, designed to last indefinitely with routine maintenance. Minimally engineered modern building envelopes are also more prone to detailing failures remedied only by major capital investment after 20-30 years of service life. On the other hand, many of GSA's pre-World War II traditional stone buildings remain architecturally sound after minimal exterior investment over a 60-70 year period.

Public Image

Stewardship accomplishments provide some of our best opportunities for good press and positive recognition. They provide valuable opportunities to win public trust. This is of profound importance because people hold familiar landmarks close to their hearts.

MAINTAINING A STEWARDSHIP OUTLOOK WITHIN FISCAL CONSTRAINTS

Responding to public concerns about the scope and cost of Federal programs, the Clinton Administration's National Performance Review (NPR) examined the way the Government does business. To address changing needs with fewer resources, PBS has adopted the principles of portfolio management and asset management, creating a different internal environment for planning and capital investment decisions. We have a new emphasis on the financial performance of the portfolio and its component assets.

2.1 STEWARDSHIP PRIORITIES FROM A PORTFOLIO PERSPECTIVE

How are PBS' resources best spent?

Strategic use of limited funds requires PBS to make choices that will benefit some properties more than others. PBS' general business policy is to base investment on the quantitative criterion of predicted return. Intangible values, however, are at the heart of American preservation law; so, in stewardship decisions, qualitative criteria must also come into play. Principles which might guide stewardship investment for large inventory include:

1. *Utilitarian principle* (greatest good for the greatest number): which kinds of investment will help the most buildings?
2. *Triage principle* (place effort where it is most likely to achieve a result): in a fiscal environment where there isn't enough money to preserve all buildings, which buildings are most likely to remain viable as a result of investment?
3. *Legacy principle*: special consideration should be given to buildings having the greatest cultural merit.

In combining these principles, PBS seeks to maintain the basic usefulness and integrity of most historic buildings, giving special consideration to highly significant properties. A benefit of this approach is that it maintains the asset value of the historic building inventory as a whole and boosts GSA's image as an agency that embraces stewardship.

A strategic stewardship focus weighs historic building vulnerability against cultural significance and financial performance.

2.1.1 Relative Cultural Significance

Commissioner Solomon's *Task Force on Historic Preservation* recommended that GSA develop a computerized data bank of its historic buildings and evaluate the historic, architectural, and functional value of each building in fulfilling its mission. The Task Force suggested that this data bank eventually be extended to include all GSA-controlled buildings. GSA's Historic Building Preservation Plan (HBPP) software, which evolved into the all purpose Building Preservation Plan (BPP), does just this, providing data on historic buildings that is accessible from any region (Appendix D). The BPP rating system provides an objective method for comparing the architectural merit of historic spaces.

HIST Software Developed by NIST to Rate Buildings

GSA's *Historic Inventory Software Tool (HIST)*, developed by the National Institute of Standards and Technology (NIST) for GSA in 1995, used BPP data available as of 1996 to rank by architectural merit approximately 150 National Register-listed properties. This program needs to be updated to operate on GSA's Windows NT platform to include the approximately 200 buildings for which BPPs have now been completed. However, it offers a useful starting point for singling out buildings of outstanding architectural merit.

Buildings having Historic Quality Index (HQI) rankings above 30 (on a scale of 0 to 100) represent most of GSA’s showcase historic properties designed with highly ornamental public spaces (Appendix B). A majority of these buildings were designed to serve as principal urban landmarks accessible to the public: custom houses, courthouses, post offices, and Federal offices requiring ceremonial receiving space for dignitaries and the public (e.g., in Washington, DC: Pension Building, Old Executive Office Building, and agency headquarters for the Interior, Commerce, and Justice Departments). These buildings deserve special recognition and stewardship attention.

2.1.2 Financial Performance

PBS may gain the most from an immediate stewardship focus on two groups of monumental urban historic buildings:

- *Revenue Producers*: Maintain asset value and rent stream of strong revenue producers, especially historic buildings serving their original tenants or substantially modified for existing tenants;
- *Vulnerable Tenancies*: Assess revenue producing potential and long-term market value.

Substantial landmark properties in stable or on-the-rise urban areas may benefit significantly from targeted investment and marketing. Larger properties able to accommodate a range of tenants and the cache associated with recognized landmarks in central locations can be easily capitalized upon.

The financial performance problems of small buildings in out-of-the-way locations may be more difficult to solve. Operating costs of small buildings tend to be higher and smaller floorplates are suited to fewer Federal tenants

when vacancies occur. However, these buildings often benefit from municipal constituencies committed to preserving Federal historic buildings for public use. Small, highly significant buildings are good candidates for groundleases. Small buildings that are less significant and not strategically important may fare better, from a preservation standpoint, in disposal with conditions.

Absent public-private partnerships to keep GSA’s *rare jewels* in use and accessible to the public, a case might be made for special Congressional funding to create or support a joint Federal-community use. The

HQI ranking could be used as the basis for singling out properties worthy of exceptional effort to maintain public ownership and access. Congress would most likely consider such exceptions to PBS’ return-on-investment criteria as one-time investments to secure otherwise self-sustaining uses. Short videos appealing for public funding of such projects (such as Region 9’s compelling video on Pioneer Courthouse), could be circulated or aired on television to build support for funding these special projects.

2.1.3 Strategic Focus

A fiscally conservative investment strategy could target buildings that meet the following criteria:

1. Outstanding architectural significance – HQI ranking above 30;
2. Vulnerable building type – historic buildings most prone to obsolescence and disposal: courthouses, custom houses, post offices, border stations;
3. Urban location – long-term real estate market potential, landmark recognition value;
4. Building type and scale that permits adaptation for new uses.

ASHEVILLE, NORTH CAROLINA’S
 1929 GROVE ARCADE, SEIZED
 BY THE GOVERNMENT IN 1942,
 HAS BEEN RETURNED TO THE
 COMMUNITY TO SERVE ITS
 ORIGINAL USE. THE GROVE
 ARCADE PUBLIC MARKET
 FOUNDATION HAS LEASED THE
 BUILDING FROM THE CITY AND
 PLANS TO RESURRECT THE
 MARKETPLACE.

GROVE ARCADE, ASHEVILLE, NORTH CAROLINA
 (IMAGE: KAREN DESIMONE,
 BOOZ ALLEN AND HAMILTON)



2.2 VIABILITY CHALLENGES AND SOLUTIONS

Challenges to the viability of vulnerable building types can be solved in a variety of ways. Section 1.3, A Strategy Based on Stewardship Values, lists common adaptive reuse scenarios.

2.2.1 Increased Tenant Requirements

Demand for larger court facilities providing additional courtrooms, separate prisoner circulation, holding cells, security, and other needs is one of PBS' most common reasons for exessing well-known public landmarks and demolishing historic buildings on newly acquired sites. The rejection of new court building proposals in favor of continued use of historic courthouses at San Juan, PR, and Fargo, ND, speaks strongly to the value our customers sometimes place on the quality of historic courtrooms, lobbies, and executive spaces. A constituency for reusing historic court facilities often exists. Challenges to satisfying new court requirements can be met in a number of ways:

- Locating Bankruptcy Courts in historic courthouses and custom houses (eliminates the prisoner circulation, holding cell, and other strict security requirements): Alexander Hamilton Custom House, NY, NY; Metzenbaum Courthouse, Cleveland, OH; Tallahassee (courthouse), FL; Little Rock (courthouse), AR; Pioneer Courthouse, Portland, OR; Jacob Weinberger Courthouse, San Diego, CA;
- Constructing new courtrooms and circulation in non-significant space within historic buildings: San Juan, PR; Spokane, WA; Portland, ME; Milwaukee, WI; Columbus, OH;
- Constructing annexes to accommodate additional courtrooms, circulation, or sally ports for District and Circuit Courts: Trenton, NJ; Camden, NJ; Fargo, ND; Washington, DC; Tallahassee, FL; Muskogee, OK; Montgomery, AL;
- Constructing vertical circulation and sally ports in existing service courts: Portland, ME; Gainesville, GA;

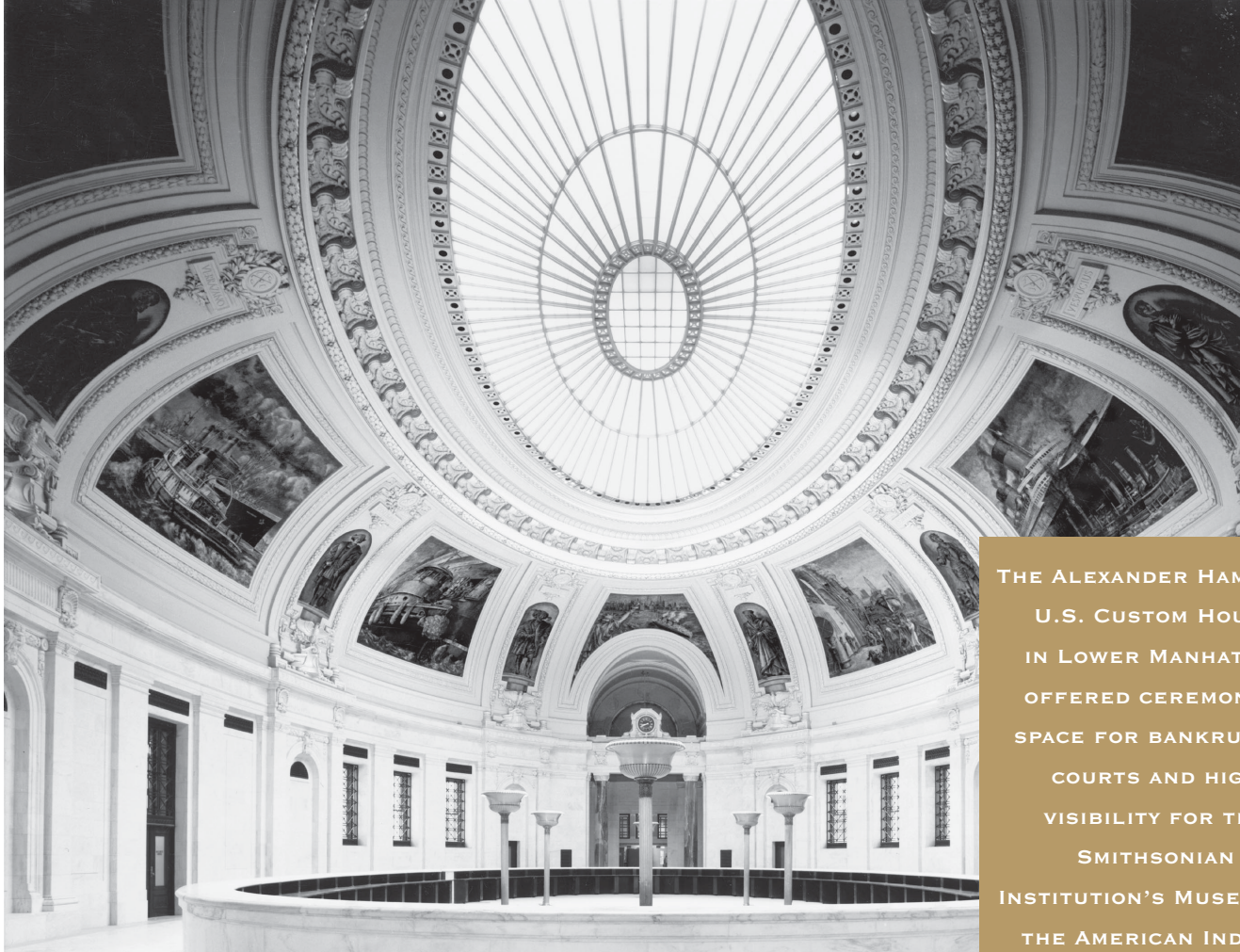
- Acquiring adjoining sites and demolishing non-historic infill buildings to accommodate new infill construction housing additional courtrooms and circulation: Little Rock, AR; Scranton, PA;
- Expanding Federally owned court sites to reuse existing Federal and non-Federal historic structures, along with new construction: Erie, PA;
- Reusing historic courthouses, with new stand-alone court construction at nearby, non-adjoining location: Foley Square, New York, NY; Columbia, SC; Miami, FL; Sioux Falls, SD.

Multi-Asset Portfolio Planning (MAPP) analyses of reuse and new construction alternatives should consider all possible reuse scenarios. When no retention scenario appears feasible, historic building renovation cost assumptions should be examined closely to determine whether costs could be reduced by developing alternative solutions to court requirements.

At San Juan, PR, for instance, reuse of an undersized historic building was feasible because the Bankruptcy, Circuit, and District Courts were willing to accept new courtrooms smaller than normally required under Court Design Guide requirements and agreed to a collegial sharing of courtroom space. This alternative approach to court requirements sufficiently met the needs of the courts, enabled a landmark to be reused, and saved money by reducing the project requirements in absolute terms. The durability of such negotiations can be ensured through:

1. Correspondence documenting the District Court's understanding of location-specific conditions supporting reuse and accepting deviation from the Court Design Guide;
2. Resolution from the Circuit Judicial Council approving deviation from the Court Design Guide.

Buildings no longer serving their original tenants are also prone to becoming troubled assets. The ability to turn around such properties appears to depend most heavily on location, with architectural quality sometimes contributing to tenant willingness to relocate. The difficulty attracting tenants to remote suburban Washington locations (LaSalle



THE ALEXANDER HAMILTON
U.S. CUSTOM HOUSE
IN LOWER MANHATTAN
OFFERED CEREMONIAL
SPACE FOR BANKRUPTCY
COURTS AND HIGH
VISIBILITY FOR THE
SMITHSONIAN
INSTITUTION'S MUSEUM OF
THE AMERICAN INDIAN.

ALEXANDER HAMILTON U.S. CUSTOM HOUSE,
NEW YORK, NEW YORK
(PHOTO: LEONARDO BARRETO, EHRENKRANTZ,
ECKSTUT & KUHN)

School at Avondale, MD; former Navy buildings at Suitland Federal Center) and the successful turn-around of properties in the Federal Triangle (Ariel Rios Building—modernized as consolidated EPA Headquarters) and White House environs (1724 F Street, NW) illustrate the predominating importance of location. Landmark recognition value appears to play a positive role in lease-development projects (Tacoma Union Station, Tacoma, WA; Stegmaier Brewery, Wilkes-Barre, PA) and relocations from suburban leased to urban owned property (IRS relocation to former courthouse at 801 I Street, Sacramento, CA).

2.2.2 Safety and Seismic Code Compliance

Executive Order 12841 authorizes agencies to apply the less stringent provisions of Federal Emergency Management Administration Standards (FEMA 178) over the standard seismic requirements of the Uniform Building Code (UBC80). The intent of FEMA 178 is to ensure safe egress rather than prevent building damage. The San Juan, PR Courthouse upgrade saved over \$2 million by inserting sheer walls to meet the standards of FEMA 178 only. While it is certainly desirable from a preservation standpoint to protect historic buildings from seismic damage, the benefits of retrofitting alternatives must be weighed against their costs, the actual potential for loss of structural integrity, and preservation trade-offs such as loss of architectural character and original materials.

2.2.3 Insufficient Size to Merit Capital Investment Required

Architecturally outstanding smaller properties, such as custom houses and 19th century public buildings in strong urban locations are good candidates for groundlease-development, authorized under Section 111 of the National Historic Preservation Act. This reuse option allows the Federal Government to obtain private investment in and occupancy of historic Federal buildings having no current Federal use with long-term Federal ownership—a potentially attractive alternative where the value

of the property and community interest merits a Federal landmark's long-term retention as a publicly-owned asset (Custom House, Galveston, Texas; General Post Office, Washington, DC).

2.3 REINVESTMENT DECISION PROCESS

We have adopted a capital investment policy based on the business principals of portfolio and asset management. We are developing a national reinvestment philosophy grounded in a commonly held sense of value for culturally significant property. Our preservation triumphs and debacles reflect, to a considerable extent, varying regional commitment to historic building stewardship, politics, and the presence or absence of effective reuse champions. We need a formal process outlining the range of economically viable investment alternatives, with an order of preference that encourages protection of architectural integrity and basic asset value, public access, and retention of showcase historic properties in public ownership.

2.3.1 Cultural Assets Reinvestment Team (CART) Decision Tree

The PBS Cultural Asset Reinvestment Team (CART) is currently analyzing historic building investment patterns at the Cleveland, OH, Courthouse; St. Louis, MO, Post Office; and Raleigh, NC, Courthouse to develop a decision tree that encourages regional staff to consider long-term market strength, investments already made, and cultural importance in making investment and disposal decisions. The Decision Tree offers alternatives to disposal and continued investment for Federal occupancy, outlining factors conducive to successful use of NHPA Section 111 authority and conditions that merit short-term mothballing.

The Decision Tree will help guide PBS staff in determining whether to reinvest in historic buildings for continued Federal tenancy, to outlease for private investment and use while retaining Federal ownership, mothball, or sell with protective covenants when continued Federal ownership is not in the public's interest for economic or stewardship reasons.

2.3.2 Decision Criteria for Capital Investment

The PBS Portfolio Management Division is currently developing formal decision criteria for capital investment with the goal of ensuring that we invest wisely, taking into account both performance and the value of our monumental historic properties. GSA's capital program Expert Choice software for ranking prospectus project submissions includes a community factor addressing historic building significance, importance to the community, and the impact of anticipated tenant housing changes on the owned inventory. The latter helps ensure special consideration for projects necessary to keep historic buildings occupied and viable.

2.3.3 Multi-Asset Portfolio Planning Analysis

PBS' recently developed Multi-Asset Portfolio Planning (MAPP) analysis program ensures that financial analysis of new construction considers the economic effects of all project options on existing Federally owned space.

The development of more economical approaches to keeping historic buildings operational, such as reuse of selected system components and upgrade approaches requiring less disruption, may in turn lower the rehabilitation cost assumptions in these analyses, improving the feasibility of reusing existing historic buildings.

It is still up to PBS asset managers, Regional Historic Preservation Officers, and other staff to identify important non-financial factors, such as community interest and changing market conditions, that should be considered in evaluating the impact of project options on the portfolio and community. It is also up to regional staff to initiate consultation with State Historic Preservation Officers well before decisions concerning new uses, major modifications, adaptation for outleasing, new construction, or disposal are made.

2.3.4 Decision Criteria for Repair and Alteration

In an effort to understand the relationship between minor investment and customer satisfaction, PBS is currently developing regional teams

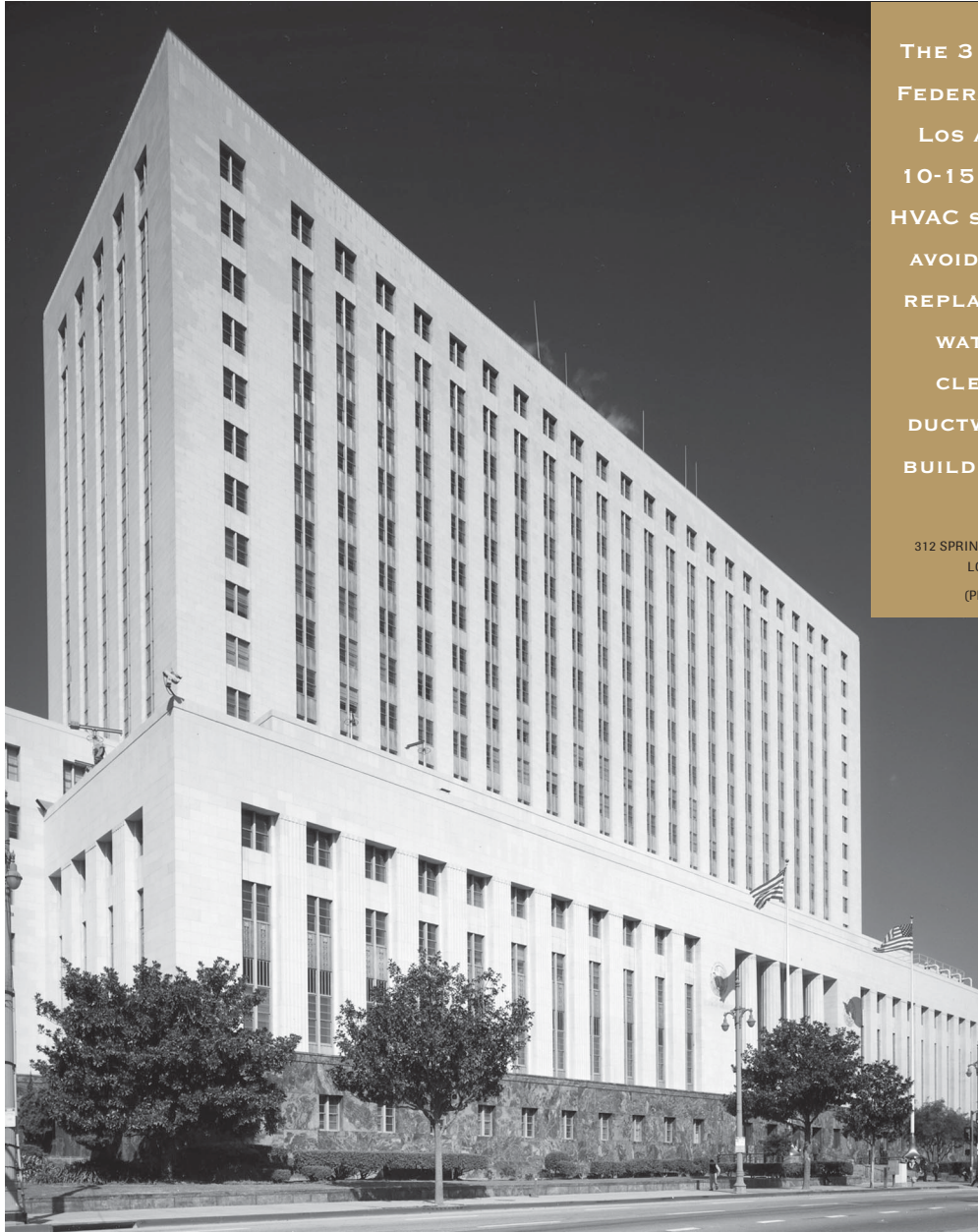
including asset managers, facilities staff, and PBS technical experts to identify repair and alteration needs more effectively and maximize the benefit of below prospectus spending. PBS is also developing decision criteria linking repair and alteration budgets to building performance. It is important that a commitment is made to ensuring that budget decisions are both economical and technically appropriate from a preservation standpoint. Often, this simply means less intervention and lower spending.

2.4 REINVESTMENT STRATEGIES TO PROMOTE HISTORIC BUILDING VIABILITY

The 1979 *Task Force on Historic Preservation* encouraged PBS to consider socio-economic factors such as Federal preservation and urban revitalization in its cost-benefit analysis of investment alternatives, using project phasing and other methods to reduce the costs of rehabilitating historic buildings, and pursuing creative strategies for funding preservation projects.

2.4.1 National Performance Review and Business Process Reengineering

In the drive to balance the Federal budget, the National Performance Review (NPR) focused GSA on improving the efficiency and cost of maintaining its real property assets. In 1996, GSA's Business Process Reengineering (BPR) effort redefined the agency's planning and capital investment process to anticipate dynamic tenant agency requirements and shrinking resources. The BPR's report projected revenue shortfalls and recommended that PBS abandon the unrealistic objectives of its comprehensive modernization program in favor of a more practical approach based on client needs and return on investment. Henceforth, asset business plans would be required to support repair and alteration project proposals.



THE 312 SPRING STREET
FEDERAL COURTHOUSE IN
LOS ANGELES BOUGHT
10-15 YEARS ADDITIONAL
HVAC SERVICE LIFE WHILE
AVOIDING RENT LOSS BY
REPLACING THE CHILLED
WATER SYSTEM AND
CLEANING EXISTING
DUCTWORK SO THAT THE
BUILDING COULD REMAIN
OCCUPIED.

312 SPRING STREET FEDERAL COURTHOUSE,
LOS ANGELES, CALIFORNIA
(PHOTO: CAROL HIGHSMITH)

The report also advised against delaying needed building system repairs in pursuit of prospectus level funding for comprehensive modernizations. Instead, it recommended creating a Budget Activity (BA) 54.5, so named to imply a process offering GSA more discretion than BA55 (requiring project prospectuses and Congressional approval for work above a certain threshold) and less discretion than BA54 (project selection at GSA's discretion for recurring repairs and alterations under a certain threshold). Under this recommendation, GSA would pursue an agreement with the Office of Management and Budget (OMB) and Congressional committees to consider high-cost periodic, routine repairs such as single-system replacement (up to a threshold of \$10 million) outside the prospectus requirement, thereby discouraging over-scoped modernization projects that embrace the philosophy of getting everything you can when going to the well once.

2.4.2 Go Team on Strategic Finance

The PBS Go Team on Strategic Finance further refined the BPR's capital program analysis. The Go Team's 1996 report, while acknowledging the merits of occasional showcase projects, urged PBS to invest as necessary to keep historic buildings comfortable and functional, without attempting to transform them into imitations of new office buildings.

The Go Team's report underscored the importance of using government-owned space first to ensure the availability of Federal Building Fund (FBF) money for capital program needs. Recapture of vacant space, the report stressed, should be given top priority, and in areas where leases are expiring and vacant space exists, client agencies should be required to relocate into government-owned space.

The report reiterated the BPR's advice against delaying building system repairs in pursuit of prospectus level funding for comprehensive modernizations, especially when systems can be repaired at a cost below the prospectus threshold. If Congressional agreement could not be reached to consider single-system repairs outside the prospectus requirement, GSA might request a budget line item to handle these projects. If

unable to effect an "operating expense" budgeting for building systems replacements, costs in excess of the prospectus threshold—such as chiller replacement—could be submitted for authorization as part of a Systems Prospectus. Funding building systems separately from tenant improvement work, the report pointed out, is consistent with the new pricing policy. Further economy might be achieved by bundling procurement for system work in several buildings within the same community.

Finally, the report urged PBS to consider possible economic benefits of alternative solutions to compliance with codes and standards and to foster collaboration between structural, architectural, security, preservation, and other disciplines to meet the intent of conflicting requirements. It advised training PBS staff to respond to customer requests in a manner that establishes realistic expectations. A change in emphasis from full-scale modernization projects to more frequent systems and finished-based expenditures should enable PBS to meet urgent needs on a more timely basis, resulting in higher customer satisfaction.

In the two years since these reports were circulated, many of the BPR and Go Team's recommendations have been implemented. PBS has moved toward investment based on return, developed more realistic funding expectations, and greatly scaled back its modernization program.

2.4.3 Reducing Repair and Alteration Costs

Scope cutting

Reduced Congressional willingness to fund mega-modernization projects has contributed to a shift from comprehensive to single-system projects and selective replacement. At the National Capital Region, for example, this shift is evident in the major historic building projects salvaged by phasing (Main Interior, State, Old Executive Office Building) and scope reduction (IRS Headquarters, Mary Switzer Building, Commerce Building Headquarters, Old Executive Office Building). Nationally, court construction costs have been reduced by scaling back projects from the total makeovers of the past to selected systems and backfill work (Portland, ME; Portsmouth, NH; Albuquerque, NM; Muskogee, OK).

The repeated inability of occupied monumental historic buildings in strong markets to obtain capital funding to upgrade systems approaching the end of their service life underscores the need to decrease our inventory's overall reliance on prospectus level funding. Proposed BA54.5 procedural changes would do that by raising the prospectus threshold for high-cost periodic, routine repairs such as single-system replacement. The Historic Buildings and the Arts Center of Expertise is currently re-examining a selection of historic building prospectus-level upgrade proposals to determine if scope reductions such as more selective repair or increased reuse of existing system components (air handlers, ductwork) might help to insure some assets against potential loss of property value resulting from accelerated deterioration and the risk of vacancy resulting from system failure, water infiltration, or other serious inconveniences.

Center research on HVAC alternatives for historic buildings is exploring the costs and benefits of upgrade solutions that minimize the need to install new ductwork. PBS is also challenging the industry to develop less intrusive alternatives, such as the development of central drainage systems for freestanding portable (ductless) AC units. The 312 Spring Street courthouse in Los Angeles recently bought 10-15 years of additional HVAC service life and avoided rent loss by replacing the chilled water system and cleaning existing ductwork so that the building could remain occupied. Similar savings were achieved by reusing main ducts at the Tulsa, OK Post Office and Courthouse.

In electrical upgrade projects savings can be achieved by reusing existing electrical closets (GSA Headquarters, DC) and conduit, where concealment of new conduit would require costly repair of ornamental finishes (Tax Court, DC).

We also need to address the differences between large, high visibility properties and small or lower profile properties that have difficulty competing for BA55 funds. Rather than defer system replacement or needed repairs indefinitely, these less competitive properties may need to pursue smaller BA54 projects, phased, if necessary, to address the most urgent needs and reuse existing system components to the maximum

extent practical, even as GSA continues to pursue alternative mechanisms, such as BA54.5, for funding major infrastructure repairs. High profile buildings might benefit from a combination of upgrade approaches that reserve the most aesthetically attractive, if more costly, approach for the most architecturally significant spaces and use less expensive, utilitarian solutions elsewhere.

Also crucial is the need to anticipate, in PBS budget forecasts, periodic envelope repair/renewal necessary to protect building systems and interior finishes.

Performance-Based Code Compliance and Flexible Design Standards

The 1979 Task Force recommended a flexible approach to compliance with codes and design standards to reduce the costs and architectural impact of keeping old buildings in use. The 1996 Go Team on Strategic Finance recommended that GSA assess actual risk within the building-specific context, correct egregious deficiencies, and seek to meet overall code intent.

We are developing a policy that acknowledges that older buildings cannot always achieve new construction standards without great expense and loss of integrity. Most codes include provisions for alternative solutions to meet code intent in historic buildings. Increased concern that the cost of compliance with prescriptive codes written principally to guide new construction may discourage investment in older urban areas has lead states such as New Jersey and Maryland to adopt "Smart Codes", or rehabilitation codes, that provide flexibility to achieve life safety goals without major building reconfiguration or reconstruction.

In 1989 GSA and the Advisory Council on Historic Preservation jointly issued the guideline *Fire Safety Retrofitting in Historic Buildings*, which outlines how the Qualitative Risk Assessment method can be used to preserve significant architectural features such as ornamental open stairs. Substantial cost savings have already been achieved by using Qualitative Risk Assessment to evaluate the overall safety risk resulting

from individual deficiencies: National Capital Region projects at the Mellon Auditorium and ICC/Customs buildings saved close to \$1,000,000 by using horizontal egress into adjoining office buildings instead of constructing new egress stairs and using a sprinkler curtain to support retention of original (not fire-rated) stair doors.

Extensive testing of historic building materials by the National Institute of Standards and Technology and the United Kingdom attests to the inherent fire resistance of historic building materials such as terra cotta, stone walls, and generously dimensioned wood doors commonly used in GSA's monumental buildings.² This test data lends support to the retention of original materials within corridors where fire-rated materials are required for safe egress.

In addition, the 2001 edition of the National Fire Protection Association (NFPA) 914 Code for Fire Protection in Historic Structures will provide alternatives, including performance-based approaches and operational solutions, for meeting the intent of the NFPA Life Safety Code within the framework of the Secretary of Interior's Standards for Rehabilitation. The intent of NFPA 914 is to ensure prompt escape of building occupants while minimizing the impact of fire and fire protection on the structure, contents, and architectural features that give a building its historic character.

Getty-funded research is currently underway to develop a draft Historic Building Code intended to complement the International Code Council (ICC) International Building Code (IBC), scheduled for publication in April 2000. The draft Historic Building Code will incorporate the principles included in rehabilitation and historic building codes currently in existence and technical advancements in the industry and architectural and engineering professions.

Historic Building Code researchers Marilyn Kaplan, a preservation architect affiliated with the Association for Preservation Technology (APT), and John M. Watts, a New York State fire protection engineer and committee member of the NFPA are also developing a Fire Safety/

² *Guideline on Fire Ratings of Archaic Materials and Assemblies*. U.S. Department of Housing and Urban Development, 1980.

Heritage Buildings Training Manual for the National Park Service (NPS) that might assist GSA in drafting PBS parameters for consideration of performance and equivalency-based compliance solutions. The NPS draft manual summarizes eight rehabilitation/restoration codes, with recommendations for applying these codes to historic buildings.

GSA must build collaborative relationships between fire safety engineers, architects, preservationists, and research organizations to develop imaginative approaches that contain code compliance costs while preserving historic character and ensuring that GSA buildings, old and new, are safe.

Emphasis on Cyclical Maintenance over Recurring Repair

Preventive maintenance is always less costly than repair, but is not adequately addressed by our Building Engineering Reports (BER) and funding mechanisms, which encourage periodic budgeting for recurring repair or replacement over cyclical maintenance. Only a few high profile Executive Branch and Congressional Buildings (not under GSA control, generally) maintain substantial on-site maintenance staff.

Some courthouses (Ft. Worth, TX; Savannah, GA) and ceremonial properties (Mellon Auditorium, DC) have greatly benefited for a decade or more from the presence of a single, deeply committed maintenance engineer personally dedicated to the smooth operation of the building's ailing systems and infrastructure. Absent the institutional memory and personal interest provided by such individuals, PBS must develop a simpler mechanism for scheduling and budgeting cyclical maintenance.

In 1998, the National Research Council (NRC) of the National Academy of Sciences issued the findings of the NRC Committee to Assess Techniques for Developing Maintenance and Repair Budgets for Federal Facilities in a report titled *Stewardship of Federal Facilities: A Proactive Strategy for Managing the Nation's Public Assets*. The Report describes endemic deterioration of Federal facilities portfolios due, in part, to the Federal Government's failure to recognize the total costs of facility ownership. Managing, budgeting, and financial processes, the

report contends, have disincentives and institutional barriers to cost-effective facilities management. One of these barriers is the laborious process of preparing Federal condition assessments such as GSA's Building Evaluation Reports (BER's). Changes the committee recommended to address these problems include:

1. Empowering facilities managers to operate in a more business-like manner;
2. Modifying budgeting procedures to allow the carryover of unobligated funds;
3. Establishing revolving funds for non-recurring maintenance;
4. Standardized budgeting and cost accounting to improve tracking of maintenance and repair funding requests, allocations, and expenditures to reflect the total costs of facilities ownership.

One solution to the laborious BER process is to merge the Building Preservation Plan (BPP) and BER programs. The BPP's standardized electronic format has already been used to create an easily updatable BPP/BER for the Federal Building and U.S. Courthouse in Medford, OR, and U.S. Post Office and Courthouse in Brownsville, TX. The BPP program has the added advantage of enabling PBS to generate reports identifying the most commonly occurring GSA building deficiencies nationwide to establish future Repair and Alteration priorities.

PBS' recent transition from the Repair Alteration and Construction Automated Tracking System (RACATS) to the new automated Inventory Reporting Inventory System (IRIS) and Project Management Toolbox will improve our ability to monitor allocations, expenses, and project progress at many levels. We are also exploring ways to simplify our building evaluation and prospectus planning to reduce the time and expense of preparing information that is soon dated. Our field operations may also benefit from automated checklists or smart systems that encourage preventive maintenance and early correction of minor deficiencies for which delays are most costly.

2.4.4 Public-Private Partnerships

The 1979 Task Force recommended exploring joint public/private solutions, not-for-profit foundation funding, and other Federal funding sources to pay appropriate "premium" costs for preservation projects that exceed investment criteria.

Private Investment for Continued Federal Use

Use of unconventional funding sources for Federal preservation and non-critical interior makeovers has increased during the past 15 years. Case histories on partnerships initiated by the Departments of Treasury, State, and Interior for properties in the Washington Metropolitan area provide insight into the success of these funding mechanisms and practical parameters for applying them to PBS.

The Treasury Historical Association, a not-for-profit organization of over 100 past and present Department of Treasury employees, was organized in the mid 1980s and has successfully funded restoration of architecturally significant spaces in the 19th century Main Treasury building, including the Cash Room, Andrew Johnson Suite, and Samuel Chase Suite (Appendix G). During the 1980s, the Department of State launched a highly successful marketing campaign to obtain private funds for an opulent makeover of the Main State building's Diplomatic Reception Rooms. Marketing literature invited visitors and the Department's diplomatic constituency to donate funds for specified furnishings (shown in glossy color photos) needed to recreate fashionable domestic interiors of Maryland's late-18th century aristocracy.

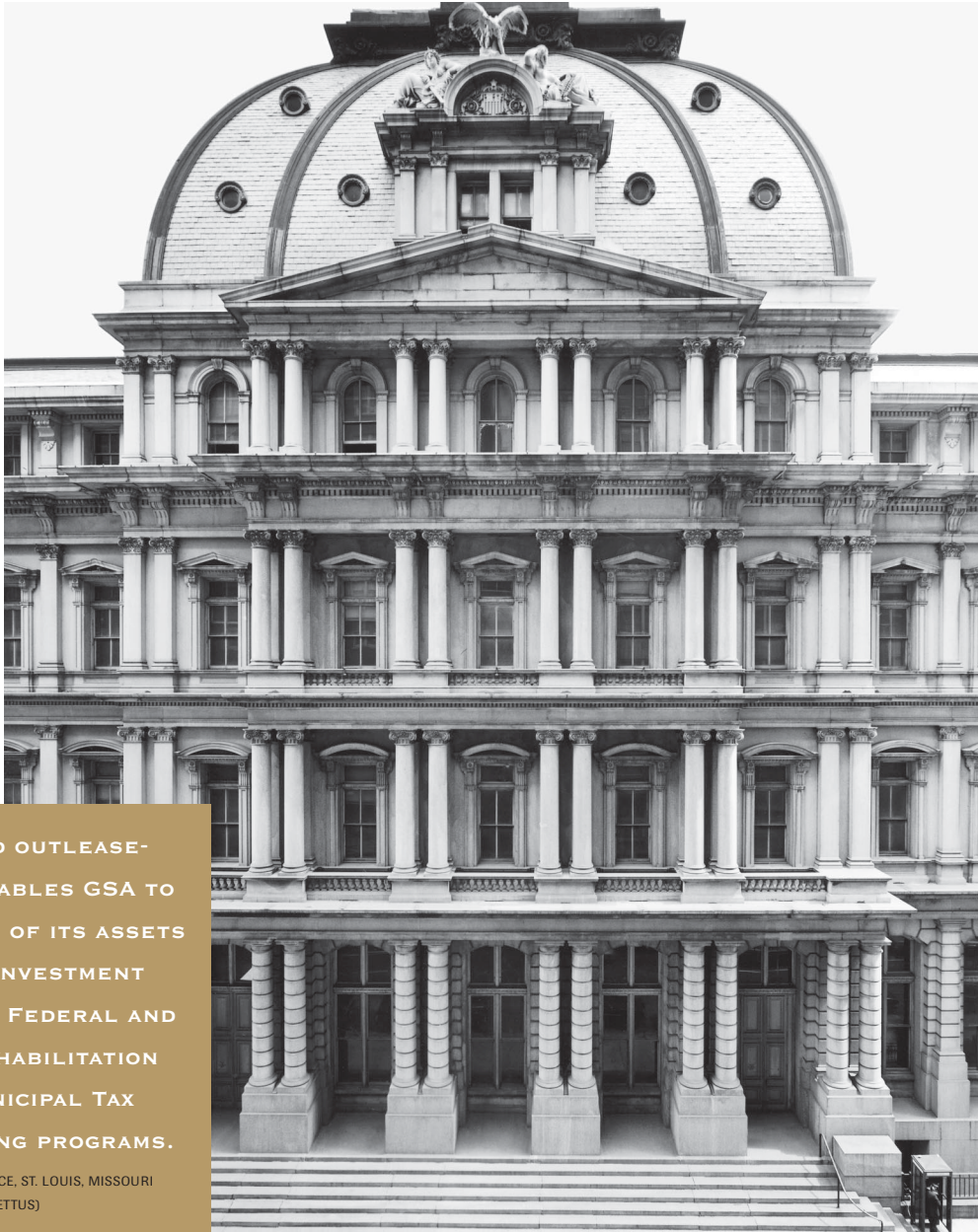
Turkey Run Farm on the George Washington National Memorial Parkway in Northern VA, closed by the National Park Service in 1981 in response to Federal budget cuts, has maintained a constituency strong enough to sustain private maintenance and operation of the low-overhead recreation of an 18th century farm.

During the 1980s, the Glen Echo Foundation organized to address the NPS's inability to obtain a Congressional appropriation for major repairs necessary to stabilize seriously deteriorating 19th and early-20th



GROUNDLEASES
OFFER AN ATTRACTIVE
ALTERNATIVE TO DISPOSAL
OF HIGHLY SIGNIFICANT
PUBLIC BUILDINGS.

U.S. CUSTOM HOUSE,
GALVESTON, TEXAS



PRIVATELY FUNDED OUTLEASE-
REDEVELOPMENT ENABLES GSA TO
LEVERAGE THE VALUE OF ITS ASSETS
AGAINST PRIVATE INVESTMENT
INCENTIVES SUCH AS FEDERAL AND
STATE HISTORIC REHABILITATION
CREDITS AND MUNICIPAL TAX
INCREMENT FINANCING PROGRAMS.

U.S. CUSTOM HOUSE AND POST OFFICE, ST. LOUIS, MISSOURI
(PHOTO: ROBERT PETTUS)

century structures at the former amusement park in suburban Maryland. After entering into a cooperative agreement with the NPS, the foundation raised \$250,000 in in-kind services and cash to obtain a \$250,000 matching grant from the state of Maryland. This well-timed success, occurring during an election year state and county budget surplus, led to a three-way partnership between Montgomery County, the state of Maryland, and the Federal Government to contribute \$6 million each to the renovation of the park for continued public use as a cultural center housing arts-related programs.

The long vacant, early-19th century Eastern State Penitentiary in Philadelphia, PA has a similar not-for-profit group that sponsors regular fund-raising events at the site to build support for emergency stabilization and preservation-sensitive reuse.

These case histories show what PBS can and cannot expect from not-for-profit funding to support historic building projects. Treasury and State had relatively deep pocket constituencies, including Cabinet level management and diplomatic families associated directly with the properties over many years. Both agencies continue to occupy buildings constructed for them. The State Department targeted the diplomatic community with an aggressive marketing campaign appealing to prestige value and patriotism.

The local community constituencies of the two parks were primarily successful in developing advocacy that led to success in obtaining public funds. Both park groups still rely on public funds for capital investment. NPS staff caution that private fund raising efforts for park-affiliated properties—including the Kennedy Center for the Performing Arts—demand a great deal of time from NPS staff and have been much more successful obtaining funds for programming than infrastructure.

PBS can probably expect its best success raising private funds for restoration of Federally occupied space in highly visible historic buildings having Cabinet level or equivalent constituencies and “heritage” tenancies, i.e., a long history of agency association with the particular

property—ideally buildings occupied by the agency for whom they were designed. The Treasury, State, and Park Service models also suggest that PBS efforts should focus on showcase finish restorations—replication of ornamental fixtures, furnishings, or decorative paint schemes—rather than less glamorous repairs that cannot be attractively portrayed in a color glossy brochure.

Good prospects for private restoration funding, if these models hold true, include historic courthouses and agency headquarters buildings such as those occupied by the Departments of Commerce, Interior, and Justice in Washington, DC, along with the nearby Old Executive Office Building (original construction of the latter for State, War, and Navy is beyond the memory of most OEOP constituents).

Custom houses and post offices are good candidates for community-based advocacy building for public-private or public-public (Federal-state-local) partnerships.

GSA’s Historic Buildings and the Arts Center of Expertise; Cultural, Environmental, and Accessibility Programs; and regional offices are collaborating to identify constituencies likely to support discrete restoration projects at this subset of historic buildings.

Private Investment for Non-Federal Use (Outleasing)

Section 111 of the National Historic Preservation Act authorizes Federal agencies to exchange historic buildings and lease space in historic buildings to non-Federal tenants. Opportunities for exchanging historic properties have been limited by the same factors that limit GSA leasing of historic properties (agency square footage, space layout requirements) But Section 111’s outleasing authority, first used by the National Park Service to cover repair and upkeep costs for secondary historic structures in national parks, could have a profound impact on GSA’s ability to maintain full occupancies in small or multi-tenant Federal buildings (e.g., Railroad Retirement Building, Chicago, IL) and ornamental, special-use spaces not supportable by Federal rental revenues alone (Old Post Office Pavilion and Mellon Auditorium, Washington, DC).

The flexibility to outlease portions of historic buildings or execute groundleases for private investment and reuse of entire historic buildings enables PBS to use the tool as a temporary or long-term solution to underutilization, lack of Congressional funding to correct major deficiencies, or absence of an architecturally sympathetic Federal use.

Where supportable by long-term (30-year) market strength, groundleases offer an attractive alternative to disposal for highly significant government property. GSA lease-funded rehabilitation of the historic Cook and Robinson houses for use as Senate and Congressional offices within the Lincoln Home National Historic Park in Springfield, IL, shows how we are helping other agencies maintain treasured landmarks. Financial loser building turnarounds with jewel box restoration are now underway at the mid-19th century Galveston Custom House, TX and Tariff (General Post Office) Building in DC as a result of strategic marketing to sympathetic investor-tenants, a historical society and hotel-developer, respectively. Privately funded outlease-redevelopment enables GSA to leverage the value of its assets against private investment incentives such as Federal and state historic rehabilitation credits and municipal Tax Increment Financing programs. An outlease now being explored to provide state offices, classrooms and retail space in the National Historic Landmark St. Louis Post Office, MO, will also benefit from millions of dollars in charitable contributions in recognition of the building's potential to spur development of the downtown historic district.

Early PBS consultation with National Park Service staff to document the lessons learned from the agency's outlease successes and failures underscored the importance of sustaining momentum in the RFP and selection process. Successful selection and community involvement processes at Tariff and Galveston also underscore the value of selection criteria that stresses the architectural compatibility of new uses and the importance of an effective regional champion. Outlease agreements need to include preservation guidelines stipulating how repairs and alterations are to be planned and executed, including groups involved; and a clear explanation of the responsibilities of GSA and the tenant.

2.4.5 Disposal

The 1979 Task Force urged GSA to maintain and protect historic properties awaiting disposal and to ensure that appraisals take into account applicable preservation covenants in estimating fair market value.

A shift toward limited investment to retain functionality, use of owned over leased space, and adaptation of owned space over new construction, where economics and market conditions warrant, should diminish PBS' need to dispose of historic property. However, there will remain cases where market conditions, demographics, long-term government space needs, and community interest do not support retention of historic property in the Federal inventory.

Smaller municipalities have a strong record of commitment and reliability assuming stewardship responsibility for historic Federal buildings, perhaps because these buildings stand out amid a smaller supply of public landmarks. The stewardship investment of larger cities, conversely, may be spread thinner over a larger number of historic buildings, increasing the risk that uses planned to maintain continued public access may not materialize (Boston Custom House, now condos).

Located in a rural area and offering under 25,000 SF, the Federal Courthouse in Chickasha, OK, had no foreseeable Federal use or national significance to merit a long-term groundlease to keep the building in the Federal inventory. However, the building was one of the most significant buildings within its small town context and the city of Chickasha was committed to funding its rehabilitation and restoration, so the property was transferred to the city with covenants to preserve its significant qualities in perpetuity.

Asheville, NC's Grove Arcade was constructed in 1929 as a year-round, indoor public market place. It was seized by the Federal Government in 1942 to house expanding agencies not needed in Washington for the World War II effort. When a new Federal Building was constructed in 1996 just a block away, the Federal tenants, including the National Climatic Data Center, were moved out of the Grove Arcade and the property was conveyed to the city of Asheville under the Historic

Monument Act. A non-profit organization, the Grove Arcade Public Market Foundation, has leased the building from the city and plans to resurrect the marketplace. A local landmark has been returned to the community to serve its intended use.

Similarly, GSA has conveyed to local municipalities properties such as the Cocoa, FL, Federal Building (1940), now used as a historical research facility by the Florida Historical Society and Florida Historical Library; the Danville, KY, Federal Building, now used by Danville for park and recreational purposes; the DuBois, PA, Federal Building (1925), now a municipal annex; and the Brenham, TX, Federal Building, now an educational facility that celebrates the history of that region. The Everett, WA, Federal Building (1914), originally a U.S. Post Office, has been conveyed to Henry Cogswell College with covenants restricting it to educational use and governing future alterations to require concurrence of the State Historic Preservation Officer.

The Historic Buildings and the Arts Center of Expertise and Cultural, Environmental and Accessibility Programs are working with the PBS Disposal Committee to draft standard property transfer conditions to ensure that Federal stewardship goals are met to the greatest extent possible when historic properties are excessed. Programmatic Agreements could be executed with State Historic Preservation Offices and the Advisory Council on Historic



GSA'S HISTORIC
PRESERVATION AND DESIGN
MANUAL FOR THE 172-ACRE
GOVERNOR'S ISLAND,
A 62 BUILDING NATIONAL
HISTORIC LANDMARK
VACATED BY THE
U.S. COAST GUARD IN 1996,
IS A USEFUL MODEL
FOR APPLYING TRANSFER
CONDITIONS TO
A SPECIFIC SITE.
GOVERNORS ISLAND,
NEW YORK, NEW YORK

Preservation accepting these standard conditions to simplify Section 106 consultation for historic property transfers.

As part of our Planning with Communities Program, we will be working closer with states, municipalities, and advocacy groups to enlist their help identifying a) sympathetic reuse alternatives and b) entities financially able and committed to embracing a stewardship role in GSA historic property transfers.

Governors Island, a 172 acre, 62 building National Historic Landmark located one-half mile off the southern tip of Manhattan, NY, was vacated by the U.S. Coast Guard in 1996 as part of a national streamlining plan. GSA, the Coast Guard, New York State Historic Preservation Office, National Trust for Historic Preservation, and City of New York have executed a Programmatic Agreement governing the closure and disposal of the island. Capitalizing on its unique location, the objective of the disposition and redevelopment plan is for the island to be economically self-sufficient, support and reinforce the revitalization of neighboring communities, and retain its historic character. The Historic Preservation and Design Manual being developed under this agreement is a useful model for guidelines applying general transfer conditions to a specific site.

We are also adopting a policy of budgeting for minor investment in maintenance and security as needed to ensure the sales value of historic properties pending disposal.

SATISFYING CUSTOMERS IN AN URBAN PRESERVATION FRAMEWORK

Underlying our Planning with Communities and Good Neighbor Programs are a history of Federal laws and policies supporting urban revitalization and use of historic buildings.

The National Historic Preservation Act (NHPA) of 1966 specifically directed the Federal Government to use historic buildings. The National Environmental Policy Act (NEPA) requires assessment of the environmental impact of Federal use or discontinued use of historic properties, both on the community as well as the resource itself. NEPA expanded on the NHPA to consider properties significant to the community, whether or not they meet National Register eligibility criteria.

Executive Order 12072, *Federal Space Management*, issued in 1978, directs executive agencies to give first consideration to urban areas when filling Federal space needs. Executive Order 13006, *Locating Federal Facilities on Historic Properties in Our Nation's Central Cities*, issued in 1996, directs agencies to remove regulatory barriers to using historic buildings and buildings in historic urban areas. Section 2 of EO 13006 requires Federal agencies to give first consideration to locations in the following hierarchy:

1. Historic properties within historic districts;
2. Sites within historic districts;
3. Historic properties outside historic districts.

We are working to educate our clients to embrace the Federal goals of urban revitalization and historic building stewardship. We are training our employees to use available tools and authorities to achieve these goals in a manner that is both responsible and responsive. A broad-based understanding of urban planning and preservation strategies will better equip PBS staff to expand the range of housing solutions by helping customers define their needs more flexibly.

3.1 PROMOTING USE OF GSA HISTORIC BUILDING INVENTORY OVER LEASING AND NEW CONSTRUCTION

The National Performance Plan and Regional Strategic Plans implicitly promote the use of and investment in owned space over leased space.³ In Region 9, this effort has demanded skilled diplomacy from asset managers and realty specialists to persuade the IRS, Indian Health Service, and Department of Labor to disrupt established commuting patterns and relocate from suburban leased facilities to government-owned space in urban Sacramento, CA. While generally pressing the requirement to use available government-owned space over agency objections, PBS hopes to win the Sacramento tenants over by calling attention to above standard ornamental finishes in the historic buildings and offering agency-specified retail tenant services (self-supporting) to compensate for the loss of free parking and the rustic settings of the suburban lease properties.

To support PBS realty specialists nationwide in this effort, the Planning with Communities program is training PBS staff to promote housing choices that support urban communities. The Cultural, Environmental and Accessibility Program and the Historic Buildings and the Arts Center of Expertise are participating in development of this training to proactively market historic properties.

PBS' *First Impressions* initiative is developing design guidelines for signage, security, accessibility, and lighting in entrances, lobbies, and other public spaces to improve the impression our buildings make on tenants and visitors. Calling attention to ornamental finishes, features, and spacial proportions in historic buildings may also contribute to the appeal of relocating from suburban leased space.

³ *within a portfolio framework of choices between economically and functionally viable housing options. This may require revisiting rehabilitation or pricing assumptions to contain costs and ensure positive cash flow.*

3.2 LEASE ACQUISITION

The 1979 Task Force recommended extending GSA's 10% lease preference (rent rate differential for historic properties) to properties deemed likely to be eligible for the National Register and to properties recognized under state laws or local ordinances. Certainly, any efforts to define which leases fall under the historic property umbrella should include these buildings. However, the limited effectiveness of the 10% preference in moving agencies from non-historic to historic property over the past two decades suggests that PBS should be exploring other strategies to increase use of historic properties in lease acquisitions.

3.2.1 Limitations of the 10% Preference

It is difficult to systematically and quantifiably assess the influence of the 10% preference on lease procurement outcomes because it is rare that historic properties make the first cut in meeting our client's minimum requirements as they define them. In older urban environments where historic building lease procurements have been most successful, such as Philadelphia (Wanamaker Building, Bourse Building, Public Ledger Building, Curtis Center, Mellon Independence Center), historic buildings may be competitive enough to win leases on their own merits. Our move toward private-sector competitive leasing under the *Can't Beat GSA* leasing program compels us to ask whether increased rent rates passed along to our customers are justified, and whether we should instead be focusing on helping customers define their needs more flexibly.

3.2.2 Overcoming Obstacles to Leasing Historic Buildings

To better assess the effectiveness of the lease preference program, PBS Cultural, Environmental and Accessibility, Historic Buildings and the Arts, and Planning with Communities programs are collaborating with regional realty specialists on research plans to study lease acquisition histories at three older cities with substantial numbers of historic commercial buildings: Philadelphia, San Francisco, and Chicago. This study will examine historic building lease awards and assess the extent

to which outcomes would have differed in the absence of the preference. The study will also identify:

- Types of tenants most suited to space available in historic leased buildings;
- Common obstacles in meeting client requirements;
- Solutions to historic building floorplates, column spacing, and other physical limitations (such as separating occupied and storage space);
- Negotiating strategies for realty specialists to encourage clients to think creatively about their space needs.

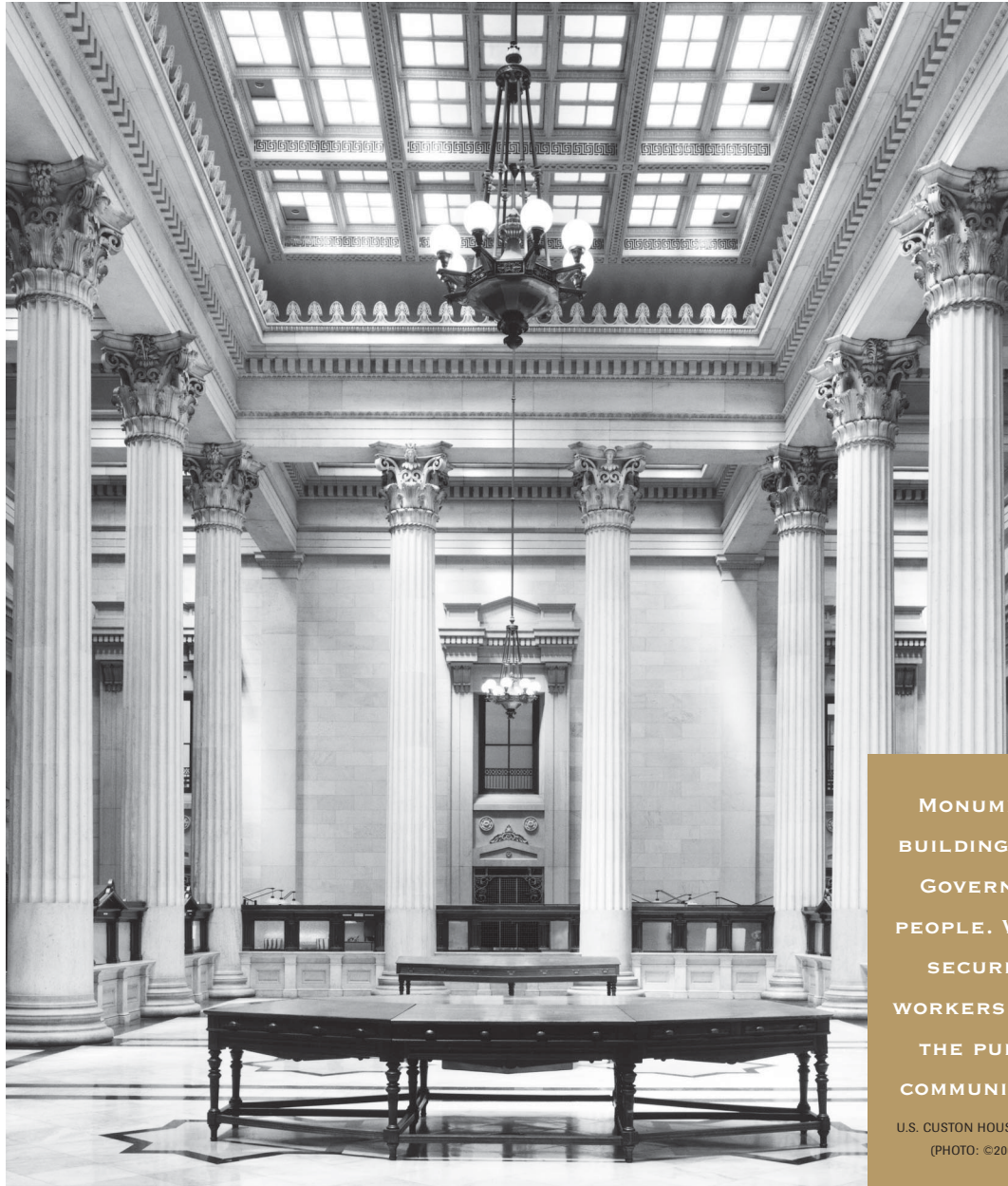
One of the goals of our Planning with Communities training is to cultivate agency upper-management to build support for executive orders promoting preservation and urban revitalization so that their facilities staff are predisposed to consider alternative solutions to agency requirements. PBS also needs to partner with agency unions to promote the benefits of locating in historic buildings. PBS leasing specialist training under the program will include a menu of incentives to counter trade-offs such as disruption of established commuting patterns and loss of free parking, including mass transit credits and building amenities such as health centers and retail services.

3.3 SECURITY AND PUBLIC ACCESS

How can secure buildings embrace the city?

A necessary concern in the use of public buildings, security can challenge stewardship efforts. Monumental public buildings were historically designed to connect the government to the people. Architectural ornament, inscriptions, and artwork depicted or symbolized important civic functions taking place within Federal buildings. Ceremonial entrances welcomed pedestrians. Monumental stairs literally elevated visitors to higher ground as they approached public edifices. Generously proportioned entrance lobbies awaited them. The highest quality finishes were reserved for public spaces.

The Cooperative Use Act of 1976 sought to reinforce these architectural gestures by creating new opportunities to use space in Federal



MONUMENTAL PUBLIC
BUILDINGS CONNECT THE
GOVERNMENT TO THE
PEOPLE. WELL-DESIGNED
SECURITY PROTECTS
WORKERS AND WELCOMES
THE PUBLIC TO THEIR
COMMUNITY LANDMARKS.

U.S. CUSTOM HOUSE, NEW ORLEANS, LOUISIANA
(PHOTO: ©2001 ROBERT S. BRANTLEY)

buildings. We need to work with tenant agencies to ensure a secure workplace while enabling the public to enjoy their buildings—especially treasured landmarks that serve as icons within the community. Buildings with large ceremonial spaces adjoining entrances can usually accommodate public activity by using well-designed physical or operational barriers to separate circulation (Pension, District, and Mellon Auditorium buildings, Washington, DC). Some agencies reach out to the community by offering regularly scheduled tours (Old Executive Office Building and Main Treasury, Washington, DC).

A benefit of creating public access—besides the revenue generated—is that it builds a constituency for preserving public buildings. Although they are no substitute for being there, brochures and Web sites can provide virtual tours of spaces not otherwise accessible to the public (Governors Island, NY; Clara Barton Office, Washington, DC).

Desire to accomplish security and access for the disabled as easily as possible can conspire to provide equal, lowly access by directing all visitors to secondary entrances, thereby denying all the opportunity to experience a building as its designers intended.

Access for the disabled and perimeter security improvements should aim for maximum public access to ceremonial entrance areas. Thoughtfully placed security equipment in or adjoining ceremonial public space is certainly less offensive than back door entry or circuitous access through below-grade space intended for mechanical equipment and other utilitarian functions.

Perimeter security projects can even create opportunities for greater urban engagement, such as the addition of landscaped barrier-benches at the State Department building in Washington, DC. In 1997, the National Capital Region held a charrette to address the challenge of accommodating security in prominent landmarks designed for highly public access. Results of the charrette were published in a guideline entitled *Security and Urban Design: Urban Design Guidelines for the Exterior Security of the Federal Triangle in Washington, DC*. The guide offered the following recommendations for minimizing the intrusiveness of security measures:

- Provide as much security as possible within the perimeter of public buildings before intervening in public exterior space;
- Coordinate design of exterior security measures for building groups to avoid piecemeal appearance;
- Tailor security designs to individual street conditions (changes in width, level, and use);
- Develop well-designed pedestrian or off-street paving (consistent within building groups) and integrated street furniture (guard booths, bus shelters, signage, news stands);
- Design, layer, and space street furniture and landscaping along streets as a vehicle barrier in lieu of lines of bollards or planters that impede pedestrian travel;
- Reinforce freestanding building plinths or landscape enclosures, where they exist, in lieu of constructing barriers at curbside;
- Consider creative alternatives for protecting vehicular and service entries, pedestrian entrances, and other special edge conditions such as retractable bollards, planters, and drop-in plinths;
- Enhance the urban design quality of bollards and other security devices by including artists in design teams.

The physical and visual impact of exterior security cameras can be reduced by selecting the smallest available products, custom coating cameras (to camouflage), or mounting cameras on freestanding poles designed to blend with nearby lamp standards (1724 F Street and Winder Building, DC; Fort Worth Courthouse, TX).

Bulky visitor-processing security equipment inside buildings can sometimes be placed in a non-ornamental space adjoining ceremonial entrances (Main Justice, Washington, DC) or custom clad and treated as architectural furnishings (Old Executive Office Building, Washington, DC). Computer monitors can be enclosed in contextually designed guard stations (State Department and General Services Administration buildings, Washington, DC).

TRAINING THAT STRESSES
PRACTICAL SOLUTIONS
HELPS COUNTER
ASSUMPTIONS THAT
TENANT REQUIREMENTS
ARE BEST MET WITH NEW
CONSTRUCTION, WHEN
PRESCRIPTIVE STANDARDS
MIGHT BE NEGOTIATED SO
THAT HISTORIC BUILDINGS
CAN BE REUSED.

NEW COURTROOMS AND PRISONER
CIRCULATION WERE CONSTRUCTED
IN NON-SIGNIFICANT SPACE
TO ENABLE CONTINUED USE.

FEDERAL BUILDING AND U.S. COURTHOUSE,
OLD SAN JUAN, PUERTO RICO
(PHOTO: KYLE BROOKS)



DEVELOPING AGENCY-WIDE STEWARDSHIP VALUES

Our business procedures, employee performance measures, and training need to provide PBS staff with a shared philosophy and commitment to surmounting the obstacles of limited human resources and habit.

4.1 TRAINING PBS STAFF

Administrator Solomon's *Task Force on Historic Preservation* recommended increased preservation education at all levels of PBS. The Task Force also recommended increased employment of individuals with professional training and experience in historic preservation:

- Facilities managers of significant historic buildings should have preservation training and/or backgrounds, similar to the system of specialized managers for historic properties developed in the National Park Service;
- Regional Historic Preservation Officers should be assigned this responsibility full-time, supplemented by additional staff, where workload dictates.

The Task Force also recommended incentive awards recognizing individuals and craftspersons for outstanding contributions to historic preservation.

Preservation awareness throughout the agency has advanced significantly since the Task Force issued its recommendations. Building managers are much more likely now than 20 years ago to seek help from Regional Historic Preservation Officers (RHPOs) and technical preservation support staff or consultants. External review groups are consulted more often. But we have yet to fully integrate preservation into GSA's everyday business practices.

Employee performance measures, training, and award programs need to provide PBS staff with incentives and tools showing that preservation done right *can* compete. We will do this by actively encouraging creativity in meeting customer requirements, codes, and standards—and by recognizing best practices and innovative solutions.

4.1.1 Process versus Outcome

Consultation with external groups, for Section 106 compliance or common sense investment in good will, tends to be most meaningful when collegial relationships exist between GSA and SHPO staff. Such relationships develop more easily when the staff representing GSA (RHPO's, technical support staff, project managers) have a professional preservation background and negotiating skill. The professional background ensures credibility. Fluency in preservation philosophy and terminology, coupled with negotiating skill, ensures PBS staff the ability to anticipate external views and the confidence to represent GSA and customer interests effectively, without sacrificing professional integrity. Such abilities increase SHPO trust that GSA's representation of the project tradeoffs is accurate and its approach reasonable. Small, uncontroversial projects offer GSA excellent opportunities to develop a rapport with SHPO staff and interested external groups.

Where trust exists, SHPO staff are more likely to accept GSA's cost, time, and other constraints, offer constructive and realistic solutions to preservation design problems, and contribute to the overall project quality by increasing the repertoire of solutions. Other stakeholders are more likely to accept GSA's project approach when SHPO staff perceive themselves as part of the solution and serve as GSA's advocates, increasing the likelihood of quick consensus.

National Office and regionally sponsored training on Section 106 and NEPA processes has been effective in conveying Federal responsibilities and rights to PBS staff. RHPO's and project staff, where they have Section 106 compliance responsibility, demonstrate an understanding of the compliance process. But, ultimately, a successful project outcome gains PBS more than just a successful compliance process. Personal interest in doing the right thing is a stronger motivator for a good project outcome than competence in the process. In the absence of individual interest, a time-consuming process of going through the motions—perhaps with no meaningful effect on project outcome—is a likely result of GSA's Section 106 compliance effort.

In the absence of collegial relationships and trust, external review staff and community groups are more likely to view GSA with mistrust and seek to use the process as a means of buying time to mobilize opposition or wrangling to get as much from GSA as possible.

It is time we shift our general PBS training focus from compliance to values and practical solutions. Staff who believe in stewardship and urban revitalization and have faith that customer satisfaction and preservation goals are not mutually exclusive will seek help, when they need it, to achieve a successful process and successful project outcome. We need a variety of approaches for developing professional credibility and negotiating skill among RHPO's, project managers, realty staff and others engaged in NHPA compliance and EO 13006 implementation.

Training for field staff and geographically dispersed design/construction teams currently being developed by the Cultural, Environmental and Accessibility programs and the Historic Buildings and the Arts Center of Expertise focuses on cultivating a stewardship outlook and sense of ownership. This training program will assess and adopt successful components of the NPS's highly successful Skills Development Program. The NPS program, stressing both philosophy and practical skills, has been in place for over 20 years and subject to extensive evaluation and refinement.

4.1.2 National Park Service (NPS) Skills Development Program

The NPS Skills Development Program originated as a certifying program for non-registered historical architects employed by the Federal Government. The program's curriculum now establishes universal essential (core) competencies for all NPS employees and essential competencies for employees associated with historic buildings, including facilities management, maintenance staff, and restoration specialists. These competencies must be achieved to obtain preservation certification required for working in historic buildings. Universal essential competencies for all NPS employees include, among others things, mission comprehension, resource stewardship, and fundamental values. Essential competencies for facilities managers, maintenance staff, and restoration specialists include practical and philosophical knowledge such as:

- Knowledge of preservation law and the Secretary of Interior's Standards for the Treatment of Historic Properties;
- Knowledge of historic materials, methods of construction, and building types;
- Ability to distinguish between period and contemporary work;
- Ability to use NPS cultural resource inventories and databases;
- Ability to assess historic character, material conditions, and the probable impact of proposed uses and treatments.

The key to developing a stewardship attitude, NPS officials report, is to describe the Secretary of Interior's Standards in a manner that translates well into each employee's particular function. A principal goal of PBS' stewardship training design is to arm PBS staff with practical solutions for applying GSA preservation and urban planning policies to day-to-day activities such as lease negotiation and handling of customer repair and alteration requests.



THE WEB PROVIDES
A TERRIFIC OPPORTUNITY
TO PROACTIVELY MARKET
WHAT WE DO WELL.
AN IMAGINATIVE REUSE
PROJECT IN ERIE,
PENNSYLVANIA, WILL
RESTORE THE TOWN'S
HISTORIC FEDERAL
COURTHOUSE, SENSITIVELY
INCORPORATE NEW COURT
CONSTRUCTION, AND ADAPT
AN HISTORIC BEAUX ARTS
LIBRARY AND ART DECO
CLOTHING STORE FOR
COURT USE.

FEDERAL BUILDING AND U.S. COURTHOUSE,
ERIE, PENNSYLVANIA

4.1.3 Canadian Public Works and Government Services Training Program

The Heritage Conservation Program of Public Works and Government Services Canada (equivalent to GSA and NPS combined) was engaged by Canada's Federal Heritage Buildings Review Office (FHBRO) of Parks Canada in the 1980s to develop a curriculum for annually training employees of government departments responsible for the care of historic buildings.

The program provides comprehensive training for Federal property managers, project architects and engineers, project managers, maintenance staff, and their consultants on preservation philosophy and techniques for Federally owned and leased buildings. The introductory course is offered free with the idea that it is essential information for all employees, and technical courses are offered at a cost recovery basis, averaging around \$250 U.S. dollars.

Annually offered courses include Heritage Buildings & Building Envelope, Maintenance and Repair of Heritage Buildings, Structural Interventions to Heritage Buildings, Masonry for Managers of Heritage Buildings, and Windows in Heritage Buildings. These courses stress the concepts of conservation, i.e., minimum intervention, and the basics of FHBRO policy and how it is implemented (evaluation of buildings, guidance for interventions, approval process). Each technical course includes a refresher on FHBRO policy and implementation. Courses include practical exercises that teach students to answer questions such as how access for the disabled might be sensitively accomplished at a particular site and building configuration.

The Historic Buildings and the Arts Center of Expertise and Cultural, Environmental and Accessibility Programs are exploring development of a similar curriculum of introductory and technical courses, offered annually, to disseminate PBS philosophy and best practices in areas of particular interest to PBS and its customers, such as the building envelope, systems integration, energy conservation, code compliance,

and access for the disabled. Training courses will be supplemented with Web-accessible technical briefs and workbooks to ensure the broadest possible availability of this guidance.

4.1.4 Theory vs. Practice: Importance of Performance Measurement

Training, practical application, and performance incentives go hand-in-hand. PBS Business Plans, Regional Strategic Plans, and employee Performance Plans convey what PBS regards as important. Articulating stewardship goals in employee performance plans benefits PBS by translating general principles into daily tasks and showing how the approach to each challenge can make the a difference between an outcome that merely satisfies tenant requirements and one that meets or exceeds tenant requirements while achieving PBS' vision of contributing to the community. Once performance measurements are established, successful use of stewardship techniques needs to be recognized and rewarded.

4.1.5 Changing "Path of Least Resistance" Habits

Training emphasis on broadening ownership of historic properties and improving the ability of front line staff to give customers realistic expectations will diminish inclinations to pursue a path of least resistance to pleasing customers—such as avoiding external reviews when potential conflicts might be resolved through early consultation. This point can be demonstrated effectively through case studies in which consultation and collaboration produced results that customers actually prefer to the initially proposed approaches.

Another common path of least resistance assumption is that tenant requirements are best met with new construction or leasing contemporary buildings when prescriptive standards might be negotiated so that historic buildings can be adapted and reused. The Historic Buildings Center of Expertise is developing partnerships between the Courthouse Management Group, Design Excellence Center of Expertise, Realty Specialists, Cultural, Environmental and Accessibility, and Planning with Communities programs to identify and promote solutions for adapting

tenant requirements to existing buildings, through on-site education, brochures, and Web-accessible case studies.

4.1.6 Using External Consultation to Assist Decision-Making for Site Selection and Major Undertakings

Although site selection is defined as an undertaking under Section 106, compliance review is still often initiated after site selection is complete, locking GSA into construction alternatives that make adverse impact difficult or impossible to avoid. Demolitions of historic buildings to accommodate new court facilities remain one of GSA's major sources of public criticism.

Initiating consultation for use changes, lease acquisition, and out-lease-development after decisions have been effectively made places GSA at risk of foreclosure (and legal action) for denying the SHPO and Advisory Council on Historic Preservation an opportunity for meaningful comment. To counter staff perceptions that consultation should begin after GSA and customers have all the information and know the answers, PBS compliance education efforts will focus on incorporating Section 106 and NEPA consultation meaningfully into site selection and other high-impact decisions, with emphasis on community participation.

4.1.7 Placing Problem-Solving Skills Where they are Needed

GSA's long-term hiring freeze has prevented recruitment of preservation professionals, as recommended in the 1979 Task Force's report. Downsizing has increased regional pressure to assign already-overloaded RHPO's additional responsibilities, such as asset management and project development. The low grade range of RHPO positions discourages employees from investing in education and certification. Developing an RHPO certification program could provide incentive for RHPO's to obtain professional preservation credentials by linking educational accomplishment and experience to grade level promotion.

Where staff time or skill shortages exist, regional staff should be supplemented with contract technical preservation specialists to place

problem-solving skills where they are needed. An effective solution used in Region 8 and NCR is to contract technically-trained preservation professionals to assist the RHPO in solving project design and construction problems in historic buildings.

Equally important is the geographic distribution of these problem-solving skills. An effective response to regional decentralization that has been highly successful at NCR is to place technical preservation contract specialists with construction experience in geographically dispersed service delivery teams. This skill distribution addresses the gap that occurs because preservation architects are often retained only for large projects such as major modernizations. Decentralized technical specialists can provide a cost-effective source of expertise for field-office-initiated repair and alteration projects. They also provide an objective means (i.e., no financial interest in the project) of evaluating proposed changes to major projects when unanticipated conditions require deviating from the planned design approach.

4.2 PRESERVATION EXPERTISE IN DESIGN AND CONSTRUCTION TEAMS

The 1979 Task Force recognized the importance of the team approach to pre-planning, integrating preservation goals into the design evaluation process, and involving architectural conservators and preservation design professionals more fully in planning, design, and execution of historic building projects.

Procuring preservation design skills for historic building projects is cost-effective insurance that our building improvements do just that. While PBS A/E scopes of work for major modernizations generally give preservation design professionals an integral role in project development, GSA has no standard criteria for determining the competency of design professionals serving this role and no standard requirements ensuring that GSA gets what it pays for when procuring preservation design services.

4.2.1 Scope of Work Requirements for Preservation Services

Our master A/E scopes of work will benefit from standard minimum requirements clearly describing PBS expectations so that GSA staff need not choose between playing a preservation police role and ignoring a project altogether. A simple way to ensure the accountability of preservation specialists in design teams (and prime A/E's responsible for making sure their services are used) is to require a standard product, or report, with each design submission.

4.2.2 Usefulness of Standardized Reports

Exactly what is needed?

A model that has benefited from 19 years of refinement is a standard preservation services scope developed in the National Capital Region for major and minor repair and alteration design projects. To contain costs while ensuring that project preservation design and documentation needs are met, NCR now requires a compact report format that provides precisely what is needed and no more (Appendix F). This report, required with each design submission, and bearing the signature of the preservation specialist, contains the following:

- Brief narrative describing the project purpose, preservation design issues, and (as they are resolved during the course of design) a rationale for the preservation design solutions chosen;
- Captioned photos of existing conditions in preservation zones that will be affected by the project;
- Reduced detail drawings showing preservation design solutions.

The compact format enables the report to serve multiple purposes:

- Quick glance project monitoring: provides a time-saving means of internal oversight to ensure that a) the preservation specialist is solving the project's preservation design problems and b) GSA is apprised promptly of issues requiring interdisciplinary or cross-business line coordination, policy resolution, or external consultation.

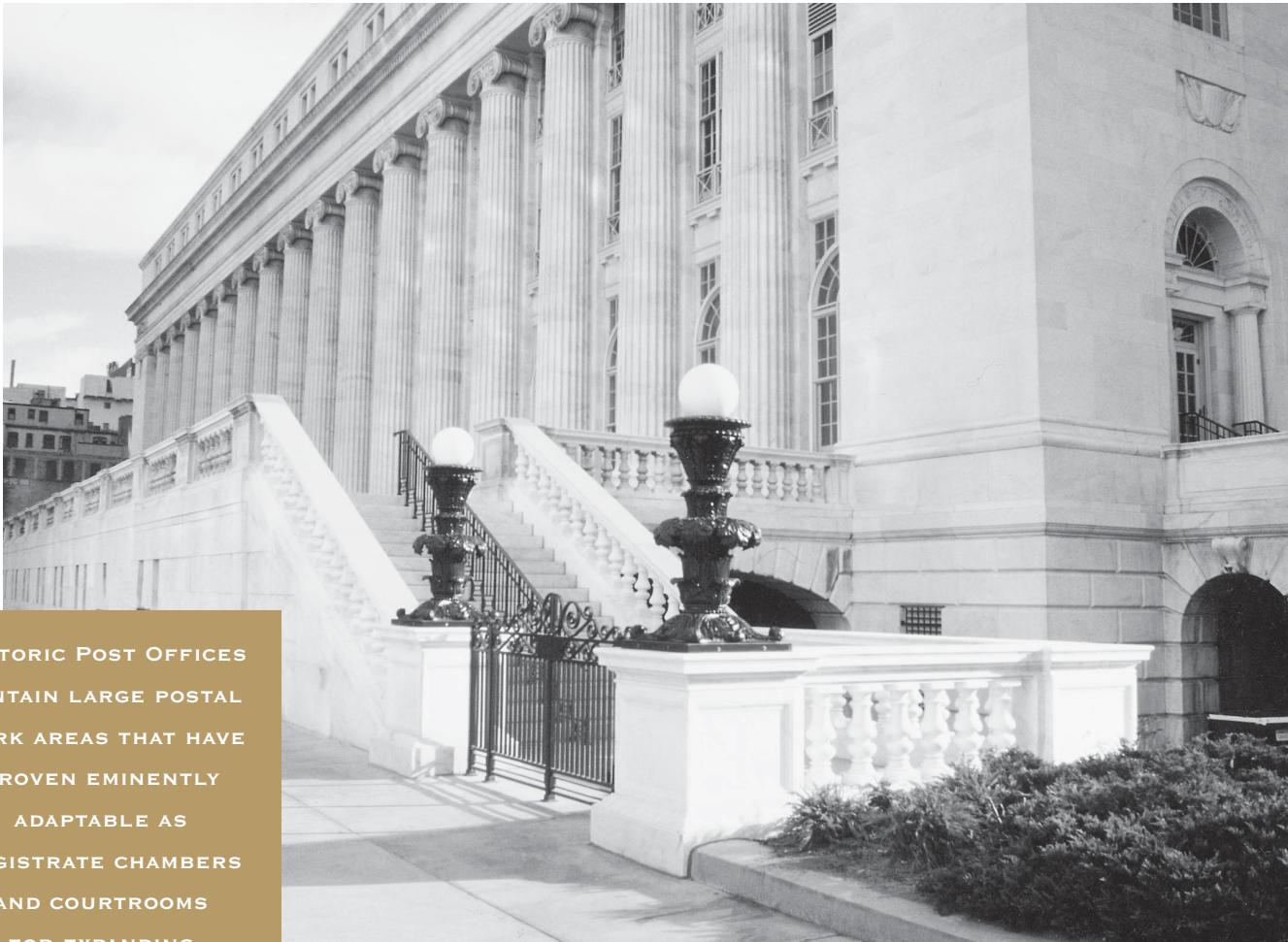
The reports provide selected information, such as design details, already called for in the A/E scope. This culling and design justification allows GSA staff to keep informed of the project with very little effort, cutting internal design review time from days to minutes.

- Streamlined external review: simplifies Section 106 compliance by focusing on the specific issues of interest to review staff SHPO; Advisory Council on Historic Preservation), eliminating their need to sift through voluminous design documents. In several instances, the regulatory review period of 30 days has been effectively reduced because the report, by cutting to the chase, enabled SHPO staff to respond to GSA informally prior to formally responding in written correspondence.
- Institutional memory: provides a convenient and space-saving project record, eliminating need for PBS to store bulky project documents after design completion.
- Technical resource for solving similar design problems elsewhere: NCR has already created a subject-indexed database enabling A/E's to locate preservation reports addressing specific design and conservation issues. The Historic Buildings and the Arts Center of Expertise is exploring development of a nationwide database for subject-cataloguing scanned preservation design details, with the intent of enabling design teams in any region to access the solutions developed for similar projects in other regions.

4.2.3 When to Use Preservation Services

When do we need preservation specialists? Are they too expensive for small projects? Is use of a preservation architect and the prime A/E project architect redundant?

All projects, large and small, benefit from the right design skills. Accommodating the learning curve of a generalist can actually be more costly (and more of a burden on GSA staff) than retaining the appropriate specialists. The preservation specialist ensures that new work is



HISTORIC POST OFFICES
CONTAIN LARGE POSTAL
WORK AREAS THAT HAVE
PROVEN EMINENTLY
ADAPTABLE AS
MAGISTRATE CHAMBERS
AND COURTROOMS
FOR EXPANDING
FEDERAL COURTS.

BYRON WHITE U.S. COURTHOUSE,
DENVER, COLORADO



USE OF TECHNICAL
PRESERVATION
SPECIALISTS TO PERFORM
CONSTRUCTION PHASE
DUTIES ASSOCIATED WITH
THE EXECUTION OF
PRESERVATION DESIGN
SOLUTIONS SHOULD BE
BUDGETED AND
CONFIRMED IN THE A/E
NEGOTIATION PROCESS.

U.S. CUSTOM HOUSE,
PHILADELPHIA, PENNSYLVANIA
(PHOTO: TOM BERNARD)

sympathetic with original design, that alterations are as unobtrusive as possible, that GSA has credibility with external design reviewers, and that preservation design solutions get it right the first time. A cost-effective approach for small projects or projects primarily involving material repair or architectural alterations is to retain a preservation architecture firm as the prime A/E.

Technical preservation specialists (architectural conservator, historical architect) should be retained for any project potentially involving historic materials or preservation zones (ornamental space, public space, circulation, other architecturally significant areas), including office space alterations potentially affecting the appearance of corridors or building exteriors.

Use of design team preservation specialists to perform construction phase duties associated with execution of preservation design solutions or architectural conservation (such as sample review) should be budgeted and confirmed as part of the A/E selection and scope negotiation processes.

4.2.4 Qualifying Preservation Design Specialists

Minimum qualifying criteria for preservation professionals are provided in the Secretary of the Interior's Professional Qualification Standards, published in the Federal Register on September 29, 1983 (Vol. 48, No. 190). These standards establish general requirements for academic training and experience, but do not provide qualitative criteria for evaluating professional merit, such as conformance of projects to the Secretary of Interior's Standards for Rehabilitation. NCR's Requirements For Establishing Competency As Historic Preservation Team Member (HPTM) supplement the DOI's first-cut evaluation process by requiring architects to submit photographs, references, and other project documentation evidencing that the individual's preservation experience is comparable in complexity to work to be undertaken for GSA and has been technically and aesthetically successful from a preservation standpoint.

4.2.5 Construction Team Competency

Lowest bid contracting necessitates consistent, precise, and legally supportable criteria for determining that bidders are technically competent.

NCR's Competency of Bidder and Restoration Specialist contract specifications, first developed in 1982, establish standard, specialty-specific, qualitative criteria for evaluating the skills of construction firms and technicians working in GSA historic buildings. These standards, organized according to Construction Specification Index (CSI) trade divisions to conform to standard bid documents, were published in 1990 in the region's Desk Guide to 00900 Competency of Bidder Specifications.

The standards identify specific skills required for each specialty, such as repointing and patching for stone and qualification standards for each skill, such as the abilities to remove existing mortar without damaging stone units, maintain original joint width, and match historic mortar joints in color, texture, and profile. These criteria are legally supportable because they are consistent from one project to another and conform to established Federal criteria for preservation work, the Secretary of the Interior's Standards for Rehabilitation.

PBS bidder evaluation panels or individuals assigned this function must have the technical knowledge to apply these criteria using project descriptions, photographs and telephone reference checks. To minimize risk of contractor protest, all review and evaluation criteria (such as the trade/skill-specific qualitative criteria and independent verification that contractors actually performed the referenced specialty work) are provided in the bid package submittal forms. This process has been highly successful in assuring that PBS' contracting processes are competitive without compromising quality, by awarding specialized work to the lowest competent bidder.

4.3 INTEGRATING HISTORIC BUILDING PRIORITIES INTO GSA DATABASES

The 1979 *Task Force on Historic Preservation* urged GSA to develop a computerized data bank of profiles on each building in the PBS inventory, beginning with those listed on or eligible for the National Register—including buildings being considered for acquisition—and eventually encompassing all GSA owned buildings. It also recommended that GSA develop a program for the acquisition, preservation, cataloguing, and study of original drawings and building records.

The Building Preservation Plan (BPP) database, developed for GSA by the Center for Architectural Conservation, Georgia Institute of Technology, in 1989, provides comprehensive information on individual buildings, including images, documentation on building alterations over time, CAD-generated floor plans “zoned” to show the relative significance of interior and exterior spaces, inventories of original materials, historic material deficiencies, recommended treatments, and general estimates (Appendix D). BPP’s have been completed for 212 buildings.

4.3.1 Archival Records Inventory

The program can be used to generate comprehensive reports identifying archival documentation sources for buildings in the BPP database. Recent additions to the BPP data include HABS documentation on PBS buildings. The Historic Buildings and the Arts Center of Expertise and Cultural, Environmental and Accessibility Programs are developing a field survey to identify archival construction documents housed in regional offices and historic buildings, with the goal of developing an archival document protection program to produce working copies of such documents so that originals may be stored centrally in an archivally stable environment.

4.3.2 Historic Inventory Software Tool

The BPP zoning and building element inventory also provides a basis for ranking PBS properties nationally by architectural, historic, and cultural merit. The Historic Inventory Software Tool (HIST), developed for GSA by the National Institute of Standards and Technology (NIST) in 1993, uses a series of algorithms to synthesize the relative merit of historic building spaces, elements, overall design, and cultural factors. The resulting Historic Quality Index has been used to develop budgeting priorities for capital investment and identify PBS properties of exceptional significance (Appendix B). Use of the HIST program was discontinued in 1996 when PBS converted to a Windows NT-based computer network. The 1996 ranking analyzed 115 historic properties. In order to generate a current ranking of all buildings for which Preservation Plans have been completed, the software must be updated to operate on PBS’ NT platform.

4.3.3 Building Preservation Plans as a Decision Tool

What originated as the Historic Building Preservation Plan (HBPP) evolved into the Building Preservation Plan (BPP), acknowledging the importance of maintaining the architectural merit and physical integrity of all buildings, historic and non-historic. Preservation Plans have been prepared for the recently completed Point Roberts Border Station in Washington State (1997), Foley Square Federal Office Building in New York, NY (1995), and Mark O. Hatfield U.S. Courthouse in Portland, OR (1997). This practice is not yet universal in PBS, but should be.

Including BPP’s as part of the original architect’s as-built documentation ensures GSA’s understanding of design intent and seizes the opportunity to anticipate and guide change with the benefit of the building creator’s perspective. The Point Roberts BPP demonstrates the effectiveness of the program as a post-occupancy evaluation document to identify details requiring correction. An analogy can be made between

the utility of the BPP to the building manager/project team and the operator's manual to the car owner. It is the building-specific and model-specific nature of the manuals that makes them indispensable to users. Likewise, buildings constructed of high quality ornamental materials, like top of the line automobiles, will last longer and be more beautiful, but may require higher investment when repair and replacement of specialized materials is necessary.

Universal documentation of the entire GSA inventory using the BPP program will help GSA improve its management of all buildings by:

- Promoting the BPP's ability to be integrated with other GSA databases and programs, e.g., System for Tracking and Administering Real Property (STAR), Inventory Reporting Inventory System (IRIS) /Project Management Toolbox, Asset Business Plans);
- Encouraging context-sensitive design that respects the architectural merit and material integrity of all buildings;
- Maintaining asset value by discouraging inappropriate repairs and alterations that may later have to be undone;
- Providing a marketing tool to promote employee and tenant agency ownership of all PBS buildings;
- Mainstreaming preservation: eliminating distinctions between historic and non-historic properties that contribute to employee perceptions of preservation as an isolated activity, rather than a character-sensitive approach applicable to all buildings.



USING TRADE-SPECIFIC
QUALIFICATION STANDARDS IN
COMPETITIVE-BID PROJECTS
ENSURES THAT SPECIALIZED
WORK IS AWARDED TO THE
LOWEST COMPETENT BIDDER.

U.S. PENSION BUILDING,
WASHINGTON, DC

Critical to the effectiveness of the BPP program as a decision tool is integration of the program information and priorities into all project budgeting, prioritizing, and tracking programs, especially the Project Management Toolbox and cyclical Building Engineering Reports (BER).

4.3.4 Streamlining Cyclical Building Evaluation

BER's and BPP's should be combined into a single, building management tool using a consistent, updateable format. Merging the BPP and BER programs will solve the perennial PBS problem of engineer-generated recommendations uninformed by an understanding of the building's architectural importance or architecturally appropriate remedies. The use of the BPP as part of PBS' everyday business will contribute to PBS' ability to mainstream stewardship.

The PBS offices of Business Performance and Portfolio Management are currently exploring how this can be accomplished cost-effectively. These offices are also working to establish a BPP data exchange with IRIS, to allow BPP work items to be down loaded directly into current PBS information systems. Another goal of this data exchange is to include BPP zoning links in Toolbox,

enabling project managers to quickly distinguish between important and less important areas in a building. Toolbox templates could also include quality assurance documents for historic building projects, such as standard preservation compliance checklists, report formats, scopes for preservation services, and qualification criteria.

4.3.5 Incorporating BPP Priorities into Asset Business Plan Strategies

Finally, BPP priorities must be incorporated into Asset Business Plan strategies. A flag that a building is or is not historically significant is not enough to ensure that PBS pursues culturally appropriate alternatives in the financial management of historic buildings. ABP strategies need to address the related factors of historic/architectural significance, tenant interests, and the place of the building in the community. Where housing changes or economic considerations may result in occupancy or use changes, this combination of factors must drive PBS' consideration of what uses and occupancies are appropriate.

Where the building is a community icon designed to serve a public function, every effort must be made to seek uses and occupants that are physically compatible with the historic building configuration and provide public access to public space. Where a building is located in a remote area, was not originally designed to serve a public function, or is of secondary importance to the community, public access is less important. Integrating BPP guidance into our portfolio strategy and fiscal management of individual assets provides PBS a basis for early consultation with State Historic Preservation Officers about troubled assets and properties in transition. By keeping our external stakeholders informed, we enlist their help and secure their buy-in on alternatives we pursue.

4.4 AWARDS

4.4.1 GSA Design Awards

GSA's Design Awards program recognizes individuals and firms who contribute to exemplary preservation projects. Because this award program includes new construction and art as well as rehabilitation, only a limited number of preservation projects are recognized each year and awards usually go to large projects.

4.4.2 Public Buildings Heritage Awards

We are exploring the creation of a new annual program of Public Buildings Heritage Awards to recognize both large and small rehabilitation design categories such as Architectural Barriers Act compliance, fire safety retrofitting, systems integration, adaptive use of individual spaces, and finish repair or restoration. Specific awards could be given for outstanding craftsmanship, innovative preservation program management, and best practices that save time, effort, or project costs while contributing to preservation goals. The intent is to convey to project staff that the quality of every project, large and small, is important.

4.5 COMMUNITY OUTREACH AND PUBLIC EDUCATION

4.5.1 Public Buildings Heritage Program

GSA's Public Buildings Heritage Program implements the recommendations of the *Task Force on Historic Preservation* to improve public education. Since 1996, PBS has completed educational exhibits for approximately 25 buildings and developed brochures on GSA's nationwide preservation program, building types such as custom houses, and at least six individual buildings.

4.5.2 GSA Brand Brochures

To increase customer and GSA pride in our buildings, PBS is working with regions to establish a standard brochure prototype that will convey brand name recognition of the brochures as GSA products, much as National Park Service brochures on park properties do. PBS anticipates completing a brochure for every region by October 1999.

4.5.3 GSA Visibility in Professional Conferences and Advocacy Venues

Although for years our contract A/E firms have sought professional recognition by submitting award nominations and presenting papers on GSA historic building projects, GSA has made relatively little effort

to take credit for its preservation achievements in the professional community.

Today, as GSA preservation staff are becoming increasingly visible as speakers at professional and industry events and GSA posters are prominently displayed at major conferences such as Fed Facilities, Restoration, and the annual meeting of the National Trust for Historic Preservation, this tradition of reticence is waning. Encouraging PBS staff to participate in professional organizations promotes a broader agency perspective, professional integrity, and a more knowledgeable employee base—gaining GSA leverage in the preservation community and making us a more competitive service provider.

4.5.4 Linking Capital Investment, Public Education, and Marketing

We now need to link our public education and capital investment strategies to develop an order of priority for investing in brochures, exhibits, and other educational efforts. An initial focus might include buildings of especially high architectural or community significance and buildings in transition likely to benefit economically from marketing.

4.5.5 Education and Outreach: Do They Compete with Maintenance?

If PBS is to sustain the Public Buildings Heritage Program, we must address regional perceptions that public education and outreach compete with basic maintenance. Regional Administrators and upper and middle management need to promote the importance of a variety of marketing strategies to GSA's credibility and competitiveness.

We also need to establish formal processes to sustain the education program. One such process would be to include heritage education exhibits in design and construction scopes of work for major rehabilitation projects. Using material generated for the design project could reduce exhibit research and production costs.

4.5.6 Proactively Marketing What We Do Well: Tours, the Web, and New Initiatives

During Preservation Week 1999, GSA will announce new exhibits at eight GSA historic buildings, sponsor tours and special events hosted by Federal judges at three GSA courthouses, and launch several websites containing extensive information on GSA historic buildings. Rewarding employees for publicizing GSA accomplishments encourages the extra effort—part of daily business in the private sector—to build a positive GSA image.

We must make the fullest use of the Internet to educate and to respond to community interest in particular properties, projects, and initiatives. We are using the Web to provide public access to otherwise inaccessible locations at Governors Island, NY; to provide project information and images of reuse schemes for Federal and non-Federal buildings in the Erie, PA courthouse complex; and to provide an armchair tour of rare Civil War-era artifacts discovered at the former office of Clara Barton in a 19th century building in Washington, DC, that GSA assumed from the Pennsylvania Avenue Development Corporation. The Web provides a terrific opportunity to proactively market what we do well.

Brochures, exhibits, and public tours can also serve as marketing tools to outlease public space and to attract tenants to leased space in Federally-owned historic buildings. We might even partner with local community groups to act as docents.

We should experiment with creative marketing tools to raise awareness about PBS, such as a calendar with compelling images of historic buildings and captions describing PBS services or how PBS contributes to the community. PBS could coordinate with the U.S. Postal Service to develop a commemorative stamp series on public buildings, perhaps tied to recognition of GSA's 50th Anniversary.

Finally, we must continue to seek opportunities for good press and television exposure by submitting press releases and distributing information on successful projects and initiatives.

CONCLUSION

We have come far since Administrator Solomon's Task Force issued GSA's first comprehensive report on PBS preservation policy and practice 20 years ago. Still, there is much PBS can do to improve its stewardship of historic buildings and contribute to the revitalization of historic urban areas.

Federal policy and our mission support recognition of the tangible and intangible values of historic buildings. With over 55 million square feet of historic building space in our owned inventory and responsibility for major leasing acquisitions, we have an opportunity to make a tremendous difference in the viability of America's historic building legacy.

PBS COMMITMENT

A summary of our strategy for achieving this vision in PBS follows. Specific actions are detailed in Section 6.

A stewardship philosophy and urban planning framework will guide our portfolio strategy.

To make the most of our historic building inventory, we will:

- Make every attempt to use and retain historic buildings in the GSA inventory and make them financially viable, giving top priority to urban landmarks of outstanding architectural merit or public interest;
- Pursue innovative strategies, such as outleasing and other public-private partnerships, to retain small landmarks of exceptional significance;
- Anticipate customer needs to keep GSA-controlled historic buildings occupied;
- Cultivate values among our employees and customers to reverse the conventional bias toward new construction as the simplest way to meet changing customer needs.

Well in advance of lease expiration, we will:

- Actively promote relocation from leased to owned space in GSA historic buildings, and from suburban locations to central business districts;
- Develop creative marketing techniques to increase the appeal of historic urban property, such as helping customers to visualize the aesthetic potential of historic buildings prior to initial space alteration by showing them finished historic space elsewhere.

When GSA's historic building inventory cannot meet customer needs, we will:

- Partner with communities to support creative lease-developments to keep important community landmarks viable;
- Encourage our realty specialists and customers to apply agency requirements flexibly so that lease acquisitions use historic buildings and urban locations as much as possible.

When disposal of historic buildings is unavoidable, we will:

- Partner with communities to identify architecturally appropriate, economically viable use alternatives, and entities interested in and able to embrace stewardship;
- Seek every opportunity to ensure public access to important civic landmarks;
- Develop realistic, durable covenants and transfer conditions to ensure the long-term preservation of Federal historic property.

We will make the most of limited resources.

Within PBS's performance-based capital investment framework, we will make a greater effort to maintain all historic buildings with the funds available to us. Certain high-profile, strong revenue-producing

monuments will continue to merit investment as showcase properties and Class A space. However, for the bulk of our historic building inventory, we must focus on maintaining building utility through conservative investment, with increased emphasis on preventive maintenance; more frequent, albeit selective, repairs to increase the life of building systems and components; and basic cosmetic care to ensure customer satisfaction and continued occupancy.

To sustain our historic building inventory in a fiscally prudent manner, we will:

- Explore new technologies and unobtrusive repair and alteration approaches to reduce disruption of tenants, replacement and repair of historic materials, and costly hazard abatement;
- Promote performance-based retrofit approaches, to cost-effectively meet the intent of codes and standards for fire and life safety; protection from hazards such as earthquakes, floods, and toxic materials; security;

GSA IS PARTNERING WITH
COMMUNITIES TO ENSURE
THAT OUR PROJECTS
CONTRIBUTE TO LOCAL
ECONOMIC DEVELOPMENT.
GSA'S LEASE OF THE TACOMA
UNION STATION FOR THE
U.S. COURTS HAS SPURRED
REVITALIZATION THROUGHOUT
THE SURROUNDING HISTORIC
BUSINESS DISTRICT.

U.S. COURTHOUSE AT UNION STATION,
TACOMA, WASHINGTON



system performance; occupant comfort; and accessibility for the disabled;

- Consider operational and programmatic solutions to reducing safety and security hazards, such as seeking the best possible building-tenant fit.

We will make every employee a partner in realizing this vision.

To extend stewardship commitment and capability into every PBS activity, we will:

- Develop agency-wide values to end the perception of historic preservation as an isolated activity;
- Train our employees to treat all buildings with care;
- Provide our employees with practical tools to translate preservation and urban revitalization ideals into workable solutions for housing our customers;
- Reward creativity and vision to show that we embrace these values.

ACTION PLAN

A detailed Action Plan citing time frames and responsible individuals will be circulated following dissemination of this report and further discussion with participating offices.

6.1 POLICY

Develop policy language. Coordinate PBS review and comment.

6.1.1 PBS Reinvestment Philosophy for Historic Buildings

Reinvestment preference will be given to rehabilitation and reuse alternatives that enable historic buildings to remain viable in Federal ownership, unless Federal uses will result in irreparable destruction of the historically significant qualities of a building and other entities can ensure better preservation and public access.

Developer/tenant selection for outleases involving historically significant spaces will be made not on the basis of greatest revenue generation, but upon the degree of architectural compatibility and public access from among economically viable reuse alternatives. Special Congressional funding authorization or alternative funding sources (private donation, state/local/non-profit partnerships) may be pursued to maintain, in Federal ownership, exceptionally significant properties not otherwise supportable. PBS will budget for minor investment in maintenance and security to ensure the value of vacant historic property pending rehabilitation, reuse, outlease, or disposal.

While allowing for occasional showcase restoration of exceptional properties, the general intent of historic building reinvestment will be to maintain the property's basic physical value, historic integrity, and rental appeal. To contain project costs and encourage use of historic buildings, PBS will actively encourage flexibility in meeting customer requirements.

Lead: Historic Buildings and the Arts Center of Expertise

Participants: Cultural, Environmental and Accessibility Programs; Portfolio Management; PBS Commissioner; Office of Governmentwide Policy, Office of Real Property

6.1.2 Flexible Application of Codes and Standards

Acknowledging that historic buildings cannot always achieve new construction standards without great expense and loss of integrity, PBS will encourage and promote innovative solutions that reduce the cost and architectural impact of making buildings safe, comfortable, and accessible.

Project design teams will apply the risk assessment principles and procedures outlined in the GSA Fire Safety Retrofitting manual, assessing actual risk within the building-specific context, and collaborating with preservation specialists and other disciplines to correct egregious deficiencies in a manner that meets the overall code intent while preserving original materials and design as much as possible.

GSA fire safety engineers and other code compliance specialists are encouraged to review test data supporting retention of original materials within fire-rated areas, historic building codes, research on new technologies, and solutions employed outside GSA to identify appropriate performance and equivalency-based alternatives to prescriptive compliance.

Lead: Historic Buildings and the Arts Center of Expertise

Participants: Cultural, Environmental and Accessibility Programs; Fire Safety and Environmental Programs (Business Performance); Design Excellence; Courthouse Management Group; PBS Commissioner; Office of Governmentwide Policy, Office of Real Property

6.1.3 Quality Assurance for Design and Construction at Historic Buildings

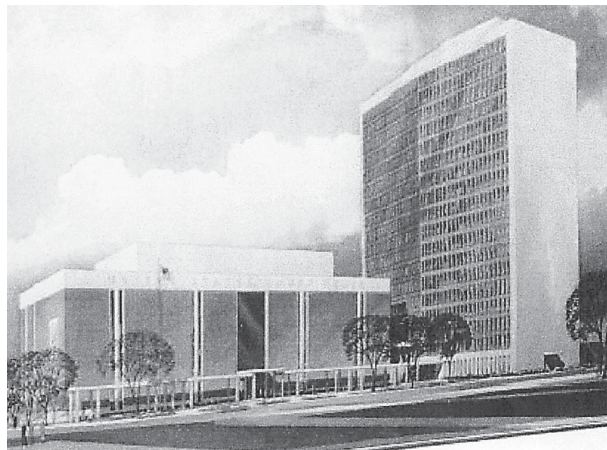
Scopes of work for design projects potentially affecting historic building preservation zones must ensure the integral involvement of preservation professionals throughout design development and project execution. The need for preservation expertise can be met in a number of ways, such as retaining preservation consultants in A/E teams, using preservation A/E firms for historic building projects, or recruiting technical preservation staff/contract support who can be allowed reasonable time for project review, documentation, and construction phase resolution of unanticipated issues. Scopes of work for alteration projects affecting preservation zones will include visual and descriptive documentation of preservation design solutions for external reviews and PBS records.

Construction specifications for projects affecting original materials or design in preservation zones will include qualification requirements for specialized preservation work. Contractor qualification submissions should include visual and descriptive evidence of contractor competence.

Lead: Historic Buildings and the Arts Center of Expertise

Participants: Cultural, Environmental and Accessibility Programs; Design Excellence; Business Performance; Regional Project Development, Property Management, and Property Acquisition and Realty Services; PBS Commissioner; Office of Governmentwide Policy, Office of Real Property

GSA CHARRETTES
FOR PROJECTS SUCH AS
PLAZA AND ENTRY
RECONFIGURATION AT THE
MODERNIST BYRON G.
ROGERS FEDERAL OFFICE
BUILDING AND COURTHOUSE
IN DENVER, CO BRING
TOGETHER EXPERTS OF
DIVERSE DISCIPLINES AND
PERSPECTIVES TO GENERATE
CREATIVE OPTIONS, RESOLVE
COMPLEX PRESERVATION
DESIGN CHALLENGES,
AND DIFFUSE PUBLIC
CONTROVERSY.
BYRON G. ROGERS FEDERAL
OFFICE BUILDING AND COURTHOUSE,
DENVER, COLORADO



6.2 BUSINESS PROCESSES

6.2.1 Cultural Assets Reinvestment Team Decision Tree

Develop decision tree to assist in making investment, outleasing, mothballing, and disposal decisions. Design decision path to consider long-term market strength, investments already made and cultural importance.

Lead: Portfolio Management

Participants: Cultural Assets Reinvestment Team

6.2.2 Prospectus Threshold for Single System Upgrades

Negotiate with OMB/Congressional oversight committee to raise or waive prospectus threshold for single system upgrades.

Lead: Portfolio Management

Participants: Legal Counsel

6.2.3 Lease Preference Evaluation and Incentives Research

Research lease histories in Philadelphia, Chicago, and San Francisco to assess impact of the 10% preference on lease outcomes. Identify common obstacles, solutions, and types of agencies most likely to lease space in historic buildings.

Lead: Cultural, Environmental and Accessibility

Participants: Historic Buildings and the Arts, Portfolio Management, Regional Property Acquisition and Realty Services

6.2.4 Standard Disposal Conditions

Identify model documents and develop standard conditions for inclusion in historic building transfers.

Lead: Cultural, Environmental and Accessibility

Participants: Disposal Committee, Office of Disposal (R1)

6.2.5 Site Selection Consultation Timing

Determine site selection status nationwide and coordinate with regions to ensure early consultation.

Lead: Cultural, Environmental and Accessibility

Participants: Site Selection Center of Expertise, Regional Portfolio Divisions

6.2.6 BPP for Cyclical BER's

Coordinate with regions to promote use of the BPP program for BER's. Provide model BPP/BER and scope of work.

Lead: Cultural, Environmental and Accessibility

Participants: Business Performance, Regional Repair and Alteration Divisions

6.2.7 Design and Construction Teams

Coordinate with regions to promote integral role of preservation professionals in historic building design teams and inclusion of competency requirements for specialized construction work.

Lead: Historic Buildings and the Arts

Participants: Cultural, Environmental and Accessibility, Regional Project Development, Property Management, and Realty Services (PARS)

6.2.8 BPP Information and Priorities in IRIS/Toolbox, STAR, and ABP's

Coordinate BPP links to STAR and IRIS. Coordinate ABP template

adjustments to ensure that cultural significance and community importance are considered in the development of asset strategies.

Lead: Cultural, Environmental and Accessibility

Participants: Business Performance, Portfolio Management, Planning with Communities

6.2.9 BPP's for New Construction

Coordinate with Design Center of Expertise, Courthouse Management Group, and regions to contract for BPP's as part of design as-built documentation and guidance. Educate Asset and Building Managers to regard BPP's as a building user's guide.

Lead: Cultural, Environmental and Accessibility

Participants: Business Performance, Design Center of Expertise, Courthouse Management Group, Regional Repair and Alteration Divisions

6.2.10 Link Public Education/Outreach and Portfolio Priorities

Identify opportunities to use brochures, exhibits, and other public education as marketing vehicles for historic building outleases, tenant relocation/backfill and other Portfolio purposes.

Lead: Cultural, Environmental and Accessibility

Participants: Portfolio Management, Retail Tenant Services, and Asset Managers

6.3 TECHNICAL RESEARCH

6.3.1 Mechanical System Upgrades – Minimizing New Ductwork

Analyze costs and benefits of duct reuse in historic buildings, ductless alternatives, and approaches that minimize the need for new ducts and disturbance of historic materials.

Lead: Historic Buildings and the Arts

Participants: Design Excellence

6.3.2 Mechanical Upgrade Alternatives - Department of Commerce Study

Assess national applicability of NCR cost benefit analysis of duct reuse vs. replacement.

Lead: Historic Buildings and the Arts

Participants: NCR Regional Historic Preservation Officer

6.3.3 Alternative Approaches to Court Design Guide requirements

Identify precedents and national applicability of exceptions to courts requirements for reuse of existing buildings.

Lead: Historic Buildings and the Arts

Participants: Courts Management Group

6.4 PARTNERSHIPS

6.4.1 Private Funding Prospects for Public Building Restoration

Identify constituencies and likely fund-raising champions. Target 2-3 high profile buildings with heritage tenancies. Coordinate with regions and private groups to estimate benefit in relation to cost and effort.

Lead: Historic Buildings and the Arts

Participants: Cultural, Environmental and Accessibility, Regional Historic Preservation Officers and Asset Managers

6.5 TRAINING AND RECOGNITION

6.5.1 Public Buildings Heritage Awards

Develop award concept, schedule, solicitation, and cost estimate.

Leads: Historic Buildings and the Arts, Cultural, Environmental and Accessibility

Participant: PBS Commissioner

6.5.2 Planning with Communities

Develop training module with menu of solutions to common obstacles in E.O. 13006 compliance (leasing and reuse of historic buildings, location in urban areas), using 13006 guideline case studies. Target audience: leasing specialists, asset managers.

Lead: Cultural, Environmental and Accessibility

Participants: Planning with Communities/Good Neighbor, Historic Buildings and the Arts

6.5.3 Repair and Alteration Projects and Facilities Management

Develop stewardship and technical training modules to foster staff appreciation and ability to solve common historic building repair and alteration problems. Target audience: building managers, planner/estimators, project architects, construction engineers.

Leads: Historic Buildings and the Arts, Cultural, Environmental and Accessibility

Participants: Project Development, Property Management

6.5.4 Employee Performance Measures

Identify essential competencies and draft performance measures reinforcing PBS commitment to rewarding stewardship interest and skill. Focus on information exchange, collaboration, creativity, and flexibility to achieve successful project outcomes.

Leads: Historic Buildings and the Arts, Cultural, Environmental and Accessibility

Participants: Portfolio Management, Project Development, Property Management, Property Acquisition and Realty Services

BIBLIOGRAPHY

INTERNET SOURCES

[User Note: At the time this report went to print, the following Internet addresses were in effect. Please note that changes in technology, programs, and information services may result in modifications to these addresses over time.]

**General Services Administration
Cultural, Environmental & Accessibility Programs**
<http://www.gsa.gov/pbs/pt/pts/cultural.htm>

Historic Buildings and the Arts Center of Expertise
<http://www.gsa.gov/historicpreservation>

Historic Federal Buildings
<http://www.gsa.gov/historicpreservation>
(click on "GSA Historic Buildings Database")

Preservation Note Series
<http://ncr.gsa.gov/historicpreservation/note.asp>

The National Capital Region's Preservation Note Series offers practical tips for planning and executing preservation projects. Preservation Note 9 provides a Scope of Work for projects needing a historic preservation specialist in the project design team. Preservation Note 3 provides the Competency of Bidder guidelines and submission forms to insure that contractors working on historic buildings are qualified. All 42 Notes of the Series are available through the NCR Website.

Major Project Status Reports (New Construction and Repair and Alterations)
<http://w4.gsa.gov/projects>

Public Buildings Service Home Page
<http://www.gsa.gov/pbs>

Sample Project Web Page, National Capital Region, "Clara Barton in Washington"
<http://ncr.gsa.gov/historicpreservation/clarabarton>

The Public Buildings Service of the General Services Administration uses the Internet to keep employees and the general public informed about GSA activities. The Internet is also used to provide virtual tours of otherwise inaccessible spaces in GSA properties (e.g. views of artifacts discovered in the Seventh Street, N.W., Washington, D.C. office occupied by Clara Barton during the Civil War.)

National Park Service
<http://www.nps.gov>

Historic American Buildings Survey (HABS)
<http://www.cr.nps.gov/habshaer/habs/index.htm>

Links to the Past (Publications)
<http://www.cr.nps.gov/linkpubs.htm>
<http://www2.cr.nps.gov/tps/tpscat.htm>

Secretary of the Interior Standards (Rehabilitation, Professional Qualifications, etc.)
<http://www.nps.gov/linklaws.htm>

National Register of Historic Places
<http://www.cr.nps.gov/nr>

National Register Publications
<http://cr.nps.gov/nr/publications>

OTHER

Code of Federal Regulations, Part 61, Procedures for Approved State and Local Government Historic Preservation Programs
<http://archnet.uconn.edu/topical/crm/usdocs/36cfr61.html>

Advisory Council on Historic Preservation
<http://www.achp.gov>

PUBLISHED SOURCES

Alderson, Caroline and Nick Artim. "Fire Safety for Historic Spaces." *Design & Construction*, Volume 39, No.11, November 1998, p. 54.
<<http://www.bdcmag.com>>

Guideline on Fire Ratings of Archaic Materials and Assemblies, U.S. Department of Housing and Urban Development, 1980.

Re-Valuing Buildings: Investing Inside Buildings to Support Organizational and Technological Change Through Appropriate Spatial, Environmental, and Technical Infrastructures. Carnegie Mellon University, 1996.

UNPUBLISHED SOURCES

Fire Safety Codes and Heritage Preservation Training Manual. Prepared for the National Park Service, Heritage Preservation Services by John M. Watts, Jr., Ph.D, Fire Safety Institute, and Marilyn E. Kaplan, Preservation Architecture, December, 1998.

Fire Safety Retrofitting in Historic Buildings. Jointly issued by the Advisory Council on Historic Preservation and the General Services Administration. August 1989. [For a copy of this document, please contact the Historic Buildings and the Arts Center of Expertise at caroline.alderson@gsa.gov.]

Documents process for successful fire safety retrofitting in historic buildings. Also provides general guidance on maintaining safety and property integrity while preserving the distinct historic features of a property.

Security and Urban Design: Urban Design Guidelines for the Exterior Security of the Federal Triangle in Washington, D.C. Prepared for the General Services Administration by Sorg and Associates, P.C., Thomas Walton, Ph.D., April 1997.

GOVERNMENT DOCUMENTS

A New Vision for A Washington Landmark: Design Guidelines for the Expansion and Completion of the National Building Museum, Washington, D.C.

Report of the Design Charrette Team. Prepared for the General Services Administration and the National Building Museum by the Design Program of the National Endowment for the Arts, August 1995.

Results of the design charrette to improve the visibility and programs of the National Building Museum within the historic Pension Building.

Establishing Competency to Serve as an Historic Preservation Team Member on A/E Services Contracts. [Forms available electronically through the National Capital Region (Regional Historic Preservation Officer) or the Historic Buildings and the Arts Center of Expertise.]

Information for firms interested in establishing themselves as Historic Preservation Team Members (HPTM) on A/E design services contracts for the following specialties: 1) art conservator, 2) architectural conservator, 3) historical architect, 4) historic landscape architect, and 5) architectural historian.

Governors Island, New York. Produced by the U.S. General Services Administration and the United States Coast Guard. For further information on Governors Island, the disposal process and current events, access Website <http://www.governorsisland.gsa.gov>

Discusses the partnership established between the General Services Administration and the United States Coast Guard to preserve and maintain the island's resources, general information and history, a map of the island, fast facts, historic points of interest and more.

Report to the Administrator of General Services from the Task Force on Historic Preservation (Solomon Report). U. S. General Services Administration, Washington, D.C., February 1979.

Request for Qualifications: Development and Management of National Historic Landmark Property, General Post Office, Washington, D.C. U.S. General Services Administration. Produced by the Portfolio Management Division of the National Capital Region, 7th and D Streets, S.W., Suite 7600, Washington, D.C. 20407.

Published solicitation of a Request for Qualifications and an adaptive use concept for redeveloping and restoring the 1842 General Post Office in Washington, D.C. Outlines the opportunity offered, legislative authority, adaptive use concept objectives, developer's requirements, submission phases, public participation, and the selection process. Appendices include: A) building floor plans, B) excerpts from the Pennsylvania Avenue Plan, and C) developer's statement for public disclosure.

Proceedings of the Roundtable and Public Forum: Determination of Reuse for a National Historic Landmark Property, General Post Office, Washington, D.C. U.S. General Services Administration. Prepared for the U.S. General Services Administration, GSA Portfolio Management, National Capital Region. Prepared by National Building Museum and Marcia Axtmann Smith, Design/Communication, Alexandria, Virginia. September 1997.

U.S. General Services Administration, Thematic Resource Brochure: GSA Celebrates Our Nation's Custom Houses. U.S. General Services Administration, Public Buildings Service, Cultural, Environmental & Accessibility Programs, 1800 F Street, N.W., Washington, D.C. 20405.



GSA'S NATIONAL CAPITAL REGION HAS SET AN EXAMPLE FOR CROSS-REGIONAL EXCHANGE OF PROFESSIONAL EXPERTISE TO MAKE THE MOST OF LESSONS-LEARNED FROM COMPLEX AND INNOVATIVE PRESERVATION PROJECTS. NCR ATTORNEYS, REAL ESTATE SPECIALISTS, ASSET MANAGERS, AND PRESERVATION PROFESSIONALS CREATED A NEW PROCESS, USING SECTION 111 AUTHORITY, TO LEASE GSA'S NATIONAL HISTORIC LANDMARK GENERAL POST OFFICE IN WASHINGTON, DC FOR AN APPROPRIATE NEW USE. THEY ARE NOW WORKING WITH OTHER GSA REGIONS TO SIMPLIFY THE EFFORT INVOLVED IN PURSUING SIMILAR PUBLIC-PRIVATE PARTNERSHIPS.

GENERAL POST OFFICE (TARIFF BUILDING),
WASHINGTON, DC

(PHOTO: HELEN HANSSSEN)

APPENDIX A: CONTRIBUTORS

U.S. General Services Administration

Rolando Rivas-Camp
Historic Buildings & the Arts

Caroline Alderson
Historic Buildings & the Arts

Joan M. Brierton
Historic Buildings & the Arts

Helenor Snyder
Historic Buildings & the Arts

Constance Ramirez
Cultural, Envir. & Accessibility

Donald Horn
Cultural, Envir. & Accessibility

Claire Crerar
Cultural, Envir. & Accessibility

Douglas Pulak
Cultural, Envir. & Accessibility

Bradley Wolf
Cultural, Envir. & Accessibility

Colin Wagner
Cultural, Envir. & Accessibility

Pamela Wessling
Portfolio Management

Michael Vaughn
Portfolio Management

Curt Smith
Portfolio Management

Ivan Swain
Portfolio Management

John Holloway
Portfolio Management

Stan Kaczmarczyk
Portfolio Management

William Wyrick
Portfolio Management

Hillary Levitt
Portfolio Management

Frank Giblin
Portfolio Management

Kay McNew
Portfolio Management

Joseph Lawler
Portfolio Management

Les Shepherd
Design Excellence

Brian K. Polly
Assist. Comm. for Property Disposal

Jim Bergdahl
Courthouse Management Group

Deborah Connors
Office of Governmentwide Policy

National Capital Region

Anthony (Tony) Costa
Assistant Regional Administrator

Andrea Mones
Regional Historic Pres. Officer

Elizabeth Gibson
Portfolio Management

Judith Binder
Portfolio Management

Jonathan Cohn
Portfolio Management

Randy Zalis
Portfolio Management

Mary Arndt
Portfolio Management

Debbie Burns
Historic Preservation Specialist

Tom McDowell
Historic Preservation Specialist

Gary Porter
Historic Preservation Specialist

Rick Hendricks
Project Development

Tony Alonso
Project Development

Doug Nelson
Potomac Service Delivery Team

Helen Hanssen
Marketing Division

Terry Forline
Webmaster

Region 1

Glenn Rotondo
Property Disposal Division

Janine Kurth
Regional Historic Pres. Officer

Region 2

Kyle Brooks
Regional Historic Pres. Officer

Daniel Carillo
Property Management

Robert Locantore
Repair and Alterations

Mark Dremel
Property Acquisition & Realty Services

Peter Sneed
Portfolio Management

Region 3

Maryann Dobbins
Reg. Historic Pres. Officer

Edward Myers
Project Manager

Gina Waring
Business Development

Region 4

Audrey Entorf
Reg. Historic Pres. Officer

Gisela Collazo
Portfolio Management

MaryJo Thompson
Property Disposal Division

Region 5

Regina Nally
Regional Historic Pres. Officer

Richard Heimlich
Supervisory Property Manager

Richard Gee, Chief
Repair and Alterations Branch

Region 6

William Boos
Regional Historic Pres. Officer

Region 7

Steve Kline
Regional Historic Pres. Officer

Allan Carlton
Chief of Technical Services

John Robinson
Realty Specialist

Sharon Jennings
Realty Specialist

Region 8

Paul Prouty
Assistant Regional Administrator

Susan Damour
Deputy Regional Administrator

Lisa Morpurgo
Regional Historic Pres. Officer

Karen Waddell
Historic Preservation Specialist

Region 9

Arthur Layne
Regional Historic Pres. Officer

Eleanora Bletnisky
Project Manager

Dennie Richards
Asset Manager

Michael R. Wirtz
Senior Property Manager

Region 10

Robin Graf
Assistant Regional Administrator

Kitty Clemenson
Director, Portfolio Management

Linda Bee
Regional Historic Pres. Officer

Donald Bednarz
Property Management

Michelle Fagerlie
Real Estate Division

Carole Diamond
Real Estate Division

U.S. Department of the Interior

National Park Service

Thomas McGrath
Williamsport Training Center

Emogene Bevitt
Washington Office

Rebecca Stevens
National Capital Region

Dotie Washington
National Capital Region

Adrienne Coleman
National Capital Region

U.S. Department of Treasury

Marty Shore
Office of the Curator

Canadian Government

Heritage Conservation

Natalie Bull
Public Works and
Government Services

Andrew Powter
Public Works and
Government Services

Private Consultants

Karen DeSimone
Booz-Allen & Hamilton,
McClean, VA

Ashley Power
Booz-Allen and Hamilton,
McClean, VA

John Connors
The Brickstone Co.,
Philadelphia, PA

Pamela DuBois
Ernst & Young Kenneth Leventhal

T. Gunny Harboe, AIA
McClier, Chicago, IL

Frederic Knapp, AIA
Page & Turnbull

Marilyn Kaplan, AIA
Preservation Architecture

APPENDIX B:
TOP RANKED HISTORIC BUILDINGS: HISTORIC QUALITY INDEX

BLDGNUM	BLD	ZON	ELT	HQI	BUILDING	CITY	BLDGNUM	BLD	ZON	ELT	HQI	BUILDING	CITY
DCO035ZZ	100	60	50	73.1	Old Executive Office Building	Washington	NY06510C	58	46	20	43.0	Robert C. McEwan Custom House	Ogdensburg
CA0095ZZ	100	43	41	65.2	Old Mint	San Francisco	SCO018ZZ	49	44	34	43.0	U.S. Courthouse	Columbia
OR0024ZZ	100	55	29	65.2	Pioneer Courthouse	Portland	WA0037ZZ	60	41	21	42.5	Federal Building (Justice	Seattle
CA0096ZZ	100	47	30	63.3	U.S. Court of Appeals, Ninth	San Francisco	SCO011ZZ	38	59	32	42.2	U.S. Custom House	Charleston
NY0131ZZ	100	46	26	61.6	Alexander Hamilton US Custom	New York	NY0026ZZ	49	44	31	42.1	Michael J. Dillon Courthouse	Buffalo
MO0074ZZ	100	39	31	61.1	Old Post Office	St. Louis	NCO005ZZ	49	46	28	41.7	USPO/Courthouse	Asheville
CA0093ZZ	75	49	41	57.1	Federal Office Building	San Francisco	FL0029AD	49	45	28	41.5	Federal Courthouse Square	Miami
IN0048ZZ	89	35	33	55.9	Federal Building/US Courthouse	Indianapolis	ID0008ZZ	58	37	24	41.5	Coeur d'Alene Federal Building	Coeur d'Alene
PA0144ZZ	70	45	42	54.2	U.S. Custom House	Philadelphia	PR0003ZZ	49	40	32	41.1	Federal Building/US Courthouse	Old San Juan
MD0006ZZ	65	54	36	53.0	Custom House	Baltimore	ND0006ZZ	49	37	34	40.9	US Federal Building/Courthouse	Fargo
CA0092AA	62	59	33	52.4	U.S. Custom House	San Francisco	NY0218ZZ	49	38	32	40.4	Alexander Pirnie Federal Building	Utica
VA0053ZZ	60	54	38	51.6	U.S. Custom House	Norfolk	VA0020ZZ	28	58	39	40.1	C. Bascom Slemper Federal Building	Big Stone Gap
OH0033ZZ	69	44	36	51.3	Federal Building/U.S. Courthouse	Cleveland	AR0031ZZ	38	41	40	9.3	Old Post Office and Court House	Little Rock
VA0063ZZ	58	55	38	51.2	U.S. Courthouse	Richmond	GA0009ZZ	38	41	40	39.3	U.S. Courthouse	Augusta
LA0035ZZ	58	51	41	51.0	John Minor Wisdom U.S. Court	New Orleans	MD0003ZZ	49	42	24	39.3	Appraisers Stores	Baltimore
OR0023ZZ	58	50	39	49.8	Gus Solomon Courthouse	Portland	GA0078ZZ	38	41	37	38.5	Federal Building/US Courthouse	Savannah
GA0076ZZ	62	49	34	49.7	U.S. Custom House	Savannah	TN0025ZZ	57	29	23	38.5	Federal Building/US Courthouse	Greeneville
AL0043ZZ	62	43	39	49.5	Federal Building/U.S. Courthouse	Montgomery	FL0019ZZ	49	38	25	38.4	USPO/Courthouse/Customs House	Key West
VA0054ZZ	60	43	40	48.7	Walter E. Hoffman U.S. Court	Norfolk	WA0035ZZ	38	48	30	38.4	U.S. Courthouse	Seattle
NY0130ZZ	70	49	20	48.5	U.S. Courthouse	New York	DCO002ZZ	69	19	15	37.7	West Heating Plant	Washington
NY0002ZZ	62	39	39	48.1	USPO/Courthouse	Albany	MO0073ZZ	28	47	41	37.4	US Courthouse/Customhouse	St. Louis
DCO032ZZ	60	39	39	47.2	Department of the Interior	Washington	WA0015ZZ	49	36	23	37.3	Everett Federal Building	Everett
UT0017ZZ	60	39	38	47.1	Frank E. Moss Courthouse	Salt Lake City	AR0057ZZ	20	54	43	36.9	USPO/Courthouse	Texarkana
KY0043ZZ	58	46	33	46.7	Federal Building/US Courthouse	London	WI0044ZZ	38	39	33	36.8	Federal Building/US Courthouse	Milwaukee
DCO021ZZ	60	37	35	45.6	General Services Administration	Washington	TX0069ZZ	30	38	42	36.1	US Courthouse	El Paso
NMO015ZZ	60	45	27	45.6	U.S. Courthouse	Santa Fe	NMO502AQ	30	51	29	35.8	Federal Building/US Courthouse	Albuquerque
PA0158ZZ	58	42	32	45.5	U.S. Post Office/Courthouse	Pittsburgh	TX0075ZZ	20	52	40	35.5	U.S. Courthouse	Fort Worth
DCO022ZZ	65	47	18	45.3	Internal Revenue Service	Washington	TX0164ZZ	30	43	35	35.4	USPO/Courthouse	San Antonio
NY0234ZZ	58	41	31	45.0	U.S. Post Office	Brooklyn	MI0029ZZ	30	37	40	35.2	Theodore Levin U.S.	Detroit
WA0036ZZ	58	43	29	44.8	Old Federal Office Building	Seattle	PA0182ZZ	28	45	35	34.9	Scranton Federal Building	Scranton
OR0025ZZ	58	48	23	44.3	Custom House	Portland	VT0004ZZ	30	44	32	34.7	Federal Building	Bennington
KS0070ZZ	49	50	31	43.9	U.S. Courthouse	Wichita	FL0016ZZ	28	38	40	34.6	USPO/Courthouse	Jacksonville
PA9999ZZ	38	63	33	43.9	Main Library of the City	Erie	NJ0015ZZ	28	46	32	34.5	U.S. Post Office and Courthouse	Camden

BLDGNUM	BLD	ZON	ELT	HQI	BUILDING	CITY	BLDGNUM	BLD	ZON	ELT	HQI	BUILDING	CITY
SD0021ZZ	30	47	28	34.4	Federal Building\Courthouse	Sioux Falls	CA0091ZZ	49	14	16	28.5	U.S. Immigration Station	San Francisco
FL0049ZZ	40	38	22	34.2	US Courthouse	Tallahassee	PA0054ZZ	28	34	24	28.5	Federal Building	Du Bois
OR0026ZZ	30	41	30	33.4	Federal Building	Portland	NJ0056ZZ	28	34	24	28.4	Federal Office Building	Newark
PA0064ZZ	28	47	27	33.3	Federal Building/US Courthouse	Erie	WV0002ZZ	28	34	25	28.4	Federal Building/US Courthouse	Beckley
NV0005ZZ	28	44	30	33.2	Federal Building - U.S. Post	Las Vegas	FL0039ZZ	28	29	28	28.1	US Courthouse	Pensacola
GA0057ZZ	38	36	24	33.1	Federal Building/US Courthouse	Macon	OR0018ZZ	28	43	14	28.1	Medford Federal Building	Medford
CA0801LL	57	21	12	32.9	U.S. Inspection Station	Tecate	AZ0010ZZ	28	25	31	27.6	Federal Building-U.S. Post Office	Phoenix
CT0024ZZ	20	52	31	32.9	New Haven U. S. Courthouse	New Haven	MS0031ZZ	28	28	26	27.3	James Eastland Federal Building	Jackson
NMO501AQ	28	49	24	32.7	Federal Building	Albuquerque	NY0181ZZ	28	34	21	27.3	Federal Building	Plattsburgh
WA0004ZZ	28	47	25	32.6	Bellingham Federal Building	Bellingham	IL0173ZZ	28	34	20	27.2	Findley Federal Building	Springfield
MD0033ZZ	28	39	32	32.4	Toulson Federal Building	Salisbury	KY0042ZZ	30	26	24	27.1	USPO/Courthouse	Lexington
TX0031ZZ	30	41	26	32.3	USPO/Courthouse	Brownsville	AR0021ZZ	28	28	25	26.9	USPO/Courthouse (Ft. Smith)	Ft. Smith
ID0002ZZ	28	42	29	32.1	Federal Building/U.S. Post	O'Boise	GA0007ZZ	28	32	21	26.9	Martin Luther King, Jr. Fed Bldg	Atlanta
PA0204ZZ	28	37	33	32.1	Uniontown Federal Building	Uniontown	DC0001ZZ	28	29	24	26.8	Central Heating Plant	Washington
MT0004ZZ	30	38	28	32.0	Federal Building/US Courthouse	Butte	CO0006ZZ	28	37	15	26.7	Federal Building - Custom House	Denver
CA0041ZZ	30	43	23	31.9	U.S. Courthouse	Los Angeles	SCO028ZZ	28	27	24	26.4	C.F. Haynsworth FB/Courthouse	Greenville
CA9551RR	38	42	14	31.7	U.S. Court of Appeals, Old H	Pasadena	TX0101ZZ	28	38	13	26.1	US Custom House	Houston
FL0051ZZ	28	42	27	31.7	US Courthouse	Tampa	NH0001ZZ	20	34	25	25.8	Federal Building	Alamogordo
MA0013ZZ	20	48	31	31.7	John W. McCormack Post Office	Boston	AK0001ZZ	30	26	19	25.6	Federal Building/US Courthouse	Anchorage
WA0053ZZ	30	48	17	31.4	William O. Douglas Federal Building	Yakima	IA0013ZZ	20	42	16	25.5	U.S. Courthouse	Cedar Rapids
NJ0088ZZ	28	43	24	31.3	Clarkson S. Fisher Courthouse	Trenton	GA0002ZZ	28	26	22	25.3	USPO/Courthouse	Albany
WV0016ZZ	28	38	30	31.2	Sidney L. Christie Federal Building	Huntington	VT0651PD	20	29	24	24.1	U.S. Border Station	Derby Line
WV0047ZZ	28	42	26	31.2	Wheeling Federal Office Building	Wheeling	VT0002ZZ	20	28	25	23.9	U.S. Border Station	Beecher Falls
MT0017ZZ	30	33	31	31.0	Federal Building/USPO/Courthouse	Missoula	WY0003ZZ	20	45	8	23.9	Ewing T. Kerr Federal Building	Casper
OH0028CN	30	36	27	31.0	USPO/Courthouse	Cincinnati	IL0033ZZ	20	26	27	23.8	Federal Building (USRRB)	Chicago
UT0010ZZ	28	49	17	30.9	U. S. Forest Service Building	Ogden	VT0601BP	20	28	24	23.8	U.S. Border Station	Beebe Plain
AZ0015ZZ	28	38	28	30.8	James A. Walsh Courthouse	Tucson	VT0851BW	20	30	21	23.5	U.S. Border Station	West Berkshire
VT0701BH	20	54	22	30.7	Border Station	Highgate Sprg	VA0062ZZ	20	31	20	23.4	U.S. Courthouse Annex	Richmond
MA0113ZZ	28	41	25	30.6	Harold Donahue Federal Building	Worcester	NY0211ZZ	28	24	17	23.1	Federal Office Building	St. George/Sta
MO0040ZZ	28	36	28	30.4	U.S. Courthouse/Post Office	Kansas City	VT0551BS	20	28	21	22.8	U.S. Border Station	Alburt Springs
TX0006ZZ	20	42	32	30.1	J Marvin Jones Federal Building	Amarillo	WV0003ZZ	20	33	15	22.4	Elizabeth Kee Federal Building	Bluefield
NY0016ZZ	28	36	28	30.0	Federal Building/US Courthouse	Binghamton	VT0751BT	20	26	18	21.2	U.S. Border Station	North Troy
AR0030ZZ	28	38	25	29.9	USPO/Courthouse	Little Rock	NH0010ZZ	20	28	15	20.9	Federal Office Building	Laconia
AL0034ZZ	40	26	19	29.5	U.S. Post Office	Huntsville	MA0011ZZ	20	23	16	20.0	Captain John Foster Williams	Boston
IL0154ZZ	28	35	25	28.9	Federal Building / U. S. Courthouse	Peoria	AK0005AK	20	22	17	19.7	Federal Building (Ketchikan)	Ketchikan
VT0018ZZ	28	37	22	28.8	Federal Building/USPO/Custom	St Albans	VT0014ZZ	20	23	15	19.4	U.S. Border Station	Richford
CA0088ZZ	30	37	18	28.6	Jacob Weinberger U.S.	San Diego	TX0058DA	20	24	11	18.7	Federal Building (Santa Fe B	Dallas
MN0036ZZ	28	33	25	28.6	Federal Office Building	Minneapolis	NY0576CB	20	16	12	16.5	Old Border Station	Champlain
CA0083ZZ	28	37	21	28.5	The Federal Building	Sacramento	NY0024ZZ	20	12	6	13.4	Federal Building	New York/Kings

APPENDIX C: GSA HISTORIC BUILDINGS

GSA HISTORIC BUILDINGS BY NATIONAL REGISTER OF HISTORIC PLACES CATEGORY

Class 1

A National Historic Landmark; a building which is highly distinctive, unique, or significant in American History, or a contributing building in an NHL Historic District. Often an archetypal example of an architectural style distinguished by unusually fine materials and details. The work of a famous architect, or a building recognized in acknowledged architectural publications.

Class 2

A building on, or eligible for, the National Register at the National significance level. A typical example of a recognized architectural style, having all the primary elements and details intact.

Class 3

A building on, or eligible for, the National Register at the State or Local significance level.

Class 4

A building considered potentially eligible for the National Register based on historical documentation and/or informal consultation with the SHPO. Appears to meet the criteria, but has not been listed or evaluated.

Class 5a

A building 50 years old or older which has not been evaluated for National Register eligibility, but likely is eligible, such as a courthouse, custom house, or historic office building.

RATING	BLDGNUM	BLDGNAME	CITY	YEAR FINISHED
1	CA0093ZZ	Federal Office Bldg	San Francisco	1936
1	CA0095ZZ	Old Mint	San Francisco	1874
1	CA0096ZZ	U.S. Court of Appeals, Ninth Circuit	San Francisco	1905
1	DC0002ZZ	West Heating Plant	Washington	1948
1	DC0007ZZ	Veterans Admin	Washington	1919
1	DC0030ZZ	Pension Bldg (Nat'l Bldg Museum)	Washington	1885
1	DC0035ZZ	Old Executive Office Bldg	Washington	1888
1	DC0036ZZ	US International Trade Commission	Washington	1835
1	DC0042ZZ	President's Guest House (Blair Ho	Washington	1827
1	DC0111AA	Dolly Madison House	Washington	1820
1	DC0112AA	Ben O. Tayloe House	Washington	1828
1	DC0113AA	Cosmos Club	Washington	1910
1	DC0117AA	Trowbridge House	Washington	1859
1	DC0118AA	Rathbone House	Washington	1869
1	DC0119AA	Jackson Place Complex	Washington	1868
1	DC0120AA	Lafayette Square	Washington	1968
1	DC0121AA	Lafayette Square	Washington	1968
1	DC0122AA	Jackson Place	Washington	1968
1	DC0123AA	O'Toole-Steele	Washington	1869
1	DC0124AA	Glover House	Washington	1878
1	DC0125AA	Knower-Scott House	Washington	1869
1	DC0126AA	Lafayette Square	Washington	1968
1	DC0127AA	Lafayette Square	Washington	1968
1	DC0592BE	Old Naval Observatory	Washington	1843
1	GA0076ZZ	U.S. Custom House	Savannah	1852
1	GA0078ZZ	Federal Bldg/US Courthouse	Savannah	1899
1	IA0504ZZ	Bldg 87	Ft. Des Moines	1902
1	IN0048ZZ	Federal Bldg/US Courthouse	Indianapolis	1905
1	LA0033ZZ	US Custom House	New Orleans	1862
1	MA0076ZZ	New Bedford Custom House	New Bedford	1836
1	MO0074ZZ	Old Post Office	St. Louis	1884
1	NY0131ZZ	Alexander Hamilton US Cust House	New York	1909
1	OR0024ZZ	Pioneer Courthouse	Portland	1875
1	TX0057ZZ	Federal Bldg	Dallas	1930
1	VA0003ZZ	USPO/Courthouse	Alexandria	1931
2	AZ0681HH	Border Station Main Bldg	Naco	1937
2	CA0501BB	Border Station Old Customs Bldg	Calexico	1933
2	CA0801LL	U.S. Inspection Station	Tecate	1934
2	CA0802LL	Immigration Inspector's Residence	Tecate	1934
2	CA0803LL	Custom Inspector's Residence	Tecate	1934
2	DC0003ZZ	US Dept of Agriculture Admin Bldg	Washington	1908

RATING	BLDGNUM	BLDGNAME	CITY	YEAR FINISHED	RATING	BLDGNUM	BLDGNAME	CITY	YEAR FINISHED
2	DC0013ZZ	Herbert Hoover Bldg (Commerce)	Washington	1932	3	DC0029ZZ	Old Post Office	Washington	1899
2	DC0016ZZ	US Court of Military Appeals	Washington	1910	3	DC0501BC	Auditors Bldg (Main)	Washington	1880
2	DC0019ZZ	Federal Trade Commission	Washington	1938	3	DC0504BC	W. Auditors Bldg (Annex 3)	Washington	1906
2	DC0020ZZ	Department of Interior	Washington	1936	3	FL0013ZZ	Federal Bldg/US Courthouse	Fort Myers	1933
2	DC0021ZZ	General Services Admin Central Office	Washington	1917	3	FL0019ZZ	USPO/Courthouse/Customs House	Key West	1933
2	DC0022ZZ	Internal Revenue Service	Washington	1936	3	FL0022ZZ	Federal Bldg	Lakeland	1919
2	DC0023ZZ	Department of Justice Bldg	Washington	1935	3	FL0029AD	Federal Courthouse Square	Miami	1933
2	DC0028ZZ	Ariel Rios Federal Bldg (New Post Office)	Washington	1935	3	FL0046ZZ	Federal Bldg	Sarasota	1934
2	DC0048ZZ	Winder Bldg	Washington	1848	3	FL0049ZZ	US Courthouse	Tallahassee	1937
2	DC0521AB	Interstate Commerce Commission	Washington	1934	3	FL0051ZZ	US Courthouse	Tampa	1905
2	DC0522AB	US Customs Service Bldg	Washington	1934	3	GA0002ZZ	USPO/Courthouse	Albany	1912
2	DC0523AB	Dept Auditorium (Connecting Wing)	Washington	1934	3	GA0008ZZ	Elbert Parr Tuttle U.S. Court of Appeals	Atlanta	1911
2	MD0006ZZ	Custom House	Baltimore	1907	3	GA0025ZZ	USPO/Courthouse	Columbus	1934
2	NM0015ZZ	U.S. Courthouse	Santa Fe	1889	3	GA0044ZZ	Federal Bldg/US Courthouse	Gainesville	1910
2	NY0130ZZ	United States Courthouse	New York	1936	3	GA0057ZZ	Federal Bldg/US Courthouse	Macon	1905
2	PA0144ZZ	U.S. Custom House	Philadelphia	1934	3	HI0001ZZ	Federal Bldg/USPO/Courthouse	Hilo	1917
2	TN0025ZZ	Federal Bldg/US Courthouse	Greeneville	1904	3	IA0013ZZ	U.S. Courthouse	Cedar Rapids	1933
2	UT0017ZZ	Frank E. Moss Courthouse	Salt Lake City	1905	3	IA0030ZZ	Courthouse	Des Moines	1929
2	VA0053ZZ	United States Custom House	Norfolk	1858	3	ID0002ZZ	Federal Bldg/U.S. Post Office (Boise)	Boise	1905
2	WA0037ZZ	Federal Bldg (Justice-INS)	Seattle	1931	3	ID0008ZZ	Coeur d'Alene Federal Bldg	Coeur d'Alene	1928
3	AK0001ZZ	Federal Bldg/US Courthouse (Old)	Anchorage	1940	3	IL0173ZZ	Findley Federal Bldg (Springfield)	Springfield	1930
3	AL0004ZZ	Federal Bldg/US Courthouse	Anniston	1906	3	IN0057ZZ	Charles A. Halleck Federal Bldg	Lafayette	1932
3	AL0011ZZ	Federal Bldg/US Courthouse	Birmingham	1921	3	IN0096ZZ	Federal Bldg/US Courthouse	South Bend	1933
3	AL0019ZZ	Federal Bldg/US Courthouse	Dothan	1911	3	KS0070ZZ	U.S. Courthouse	Wichita	1932
3	AL0028ZZ	Federal Bldg/US Courthouse	Gadsden	1910	3	KY0006ZZ	Federal Bldg/US Courthouse	Bowling Green	1913
3	AL0034ZZ	US Post Office and Courthouse	Huntsville	1936	3	KY0043ZZ	Federal Bldg/US Courthouse	London	1910
3	AL0043ZZ	Federal Bldg/US Courthouse	Montgomery	1933	3	KY0058ZZ	Federal Bldg/USPO/Courthouse	Owensboro	1911
3	AL0046ZZ	George W. Andrews FB/Courthouse	Opelika	1918	3	KY0059ZZ	Federal Bldg/US Courthouse	Paducah	1938
3	AL0055ZZ	Federal Bldg/US Courthouse	Selma	1909	3	KY0062ZZ	USPO/Courthouse	Pikeville	1932
3	AR0031ZZ	Old Post Office and Court House	Little Rock	1881	3	LA0035ZZ	John Minor Wisdom U.S. Court Bldg	New Orleans	1915
3	AR0051ZZ	Henry R. Koen Federal Bldg	Russellville	1939	3	MD0003ZZ	Appraisers Stores	Baltimore	1935
3	AZ0010ZZ	Federal Bldg-U.S. Post Office	Phoenix	1936	3	ME0034ZZ	US Courthouse	Portland	1911
3	AZ0015ZZ	James A. Walsh Courthouse	Tucson	1930	3	ME0035ZZ	US Custom House	Portland	1872
3	AZ0551BB	US Customs House (BS Office Bldg)	Nogales	1935	3	MI0073ZZ	Charles Chamberlain Federal Bldg	Lansing	1934
3	AZ0611DD	Border Station Main Bldg	Douglas	1933	3	MI0097ZZ	Federal Bldg/US Courthouse	Port Huron	1877
3	CA0024ZZ	Federal Bldg/USPO/Courthouse	Eureka	1910	3	MI0503BC	Federal Center Bldg 2	Battle Creek	1902
3	CA0051ZZ	Federal Bldg	Merced	1933	3	MI0504BC	Federal Center Bldg 2A	Battle Creek	1902
3	CA0053ZZ	Federal Bldg	Modesto	1933	3	MI0505BC	Federal Center Bldg 2B	Battle Creek	1902
3	CA0083ZZ	The Federal Bldg	Sacramento	1933	3	MI0506BC	Federal Center Bldg 2C	Battle Creek	1902
3	CA0088ZZ	Jacob Weinberger US Courthouse	San Diego	1913	3	MN0015ZZ	Federal Bldg/US Courthouse	Duluth	1930
3	CA0092AA	U.S. Custom House	San Francisco	1911	3	MN0049ZZ	Federal Bldg	St. Cloud	1938
3	CA0121ZZ	Federal Bldg	Stockton	1933	3	MS0031ZZ	James Eastland Federal Bldg	Jackson	1934
3	CA0581GG	Old US Custom House	San Ysidro	1933	3	MS0055ZZ	USPO/Courthouse	Vicksburg	1937
3	CA9551RR	U.S. Court/Old Hotel Vista del Arroyo	Pasadena	1938	3	MS0071ZZ	Mississippi River Commission Bldg	Vicksburg	1894
3	CO0006ZZ	Federal Bldg - Custom House	Denver	1937	3	MT0004ZZ	Federal Bldg/US Courthouse	Butte	1904
3	CO0009ZZ	Federal Bldg/USPO	Denver	1916	3	MT0017ZZ	Federal Bldg/USPO/Courthouse	Missoula	1913
3	CO0018ZZ	Wayne Aspinall FB/US Couthouse	Grand Junction	1918	3	NC0004ZZ	Federal Bldg	Asheville	1929
3	CT0013ZZ	William R. Cotter Federal Bldg	Hartford	1933	3	NC0005AE	USPO/Courthouse	Asheville	1930
3	DC0026ZZ	Lafayette Bldg	Washington	1940	3	NC0013ZZ	Charles R. Jonas Federal Bldg	Charlotte	1918

RATING	BLDGNUM	BLDGNAME	CITY	YEAR FINISHED	RATING	BLDGNUM	BLDGNAME	CITY	YEAR FINISHED
3	NC0020ZZ	Federal Bldg/US Courthouse/USPO	Elizabeth City	1906	3	WA0004ZZ	Bellingham Federal Bldg/Post Office	Bellingham	1913
3	NC0029ZZ	Federal Bldg	Greenville	1915	3	WA0015ZZ	Everett Federal Bldg	Everett	1917
3	NC0032ZZ	Federal Bldg	Hendersonville	1915	3	WA0024ZZ	Federal Bldg	Olympia	1914
3	NC0058ZZ	Federal Bldg/Century Station	Raleigh	1878	3	WA0028ZZ	Federal Bldg	Port Angeles	1933
3	NC0085ZZ	Alton Lennon FB/Courthouse	Wilmington	1919	3	WA0035ZZ	United States Courthouse	Seattle	1940
3	ND0002ZZ	Federal Bldg	Bismarck	1913	3	WA0036ZZ	Old Federal Office Bldg	Seattle	1933
3	ND0006ZZ	US Federal Bldg/Courthouse	Fargo	1931	3	WA0045ZZ	Federal Bldg/USPO	Spokane	1904
3	ND0008ZZ	Federal Bldg/US Courthouse	Grand Forks	1906	3	WA0053ZZ	William O. Douglas Federal Bldg	Yakima	1912
3	ND0014ZZ	Federal Bldg/US Courthouse	Minot	1915	3	WI0016ZZ	Federal Bldg/US Courthouse	Eau Claire	1909
3	ND0018ZZ	PO/Customhouse	Pembina	1932	3	WI0044ZZ	Federal Bldg/US Courthouse	Milwaukee	1897
3	NJ0056ZZ	Federal Office Bldg	Newark	1920	3	WV0023ZZ	Old PO/Cthse (FAA Records Center)	Martinsburg	1895
3	NM0501AQ	Federal Bldg	Albuquerque	1908	3	WV0026ZZ	Federal Office Bldg	Moundsville	1915
3	NM0502AQ	Federal Bldg/US Courthouse	Albuquerque	1930	3	WV0047ZZ	Wheeling Federal Office Bldg	Wheeling	1914
3	NV0005ZZ	Federal Bldg - U.S. Post Office	Las Vegas	1933	4	AR0030ZZ	USPO/Courthouse	Little Rock	1932
3	NY0002ZZ	USPO/Courthouse	Albany	1932	4	AZ0553BB	Border Station Garita 2	Nogales	1936
3	NY0016ZZ	Federal Bldg/US Courthouse	Binghamton	1935	4	CA0041ZZ	United States Courthouse	Los Angeles	1940
3	NY0234ZZ	United States Post Office	Brooklyn	1892	4	CT0024ZZ	New Haven U. S. Courthouse	New Haven	1919
3	NY0651OC	Robert C. McEwan Custom House	Ogdensburg	1809	4	DC0001ZZ	Central Heating Plant	Washington	1934
3	OH0033ZZ	Federal Bldg/US Courthouse (Cleveland)	Cleveland	1910	4	DC0004ZZ	Agriculture South Annex (Cotton)	Washington	1937
3	OH0168ZZ	Federal Bldg	Zanesville	1906	4	DC0005ZZ	Agriculture South Bldg	Washington	1936
3	OK0046CT	USPO/CT	Oklahoma City	1912	4	DC0032ZZ	Department of the Interior - South	Washington	1933
3	OR0018ZZ	Medford Federal Bldg-U.S. Courthouse	Medford	1916	4	DC0033ZZ	Mary E Switzer Memorial Bldg	Washington	1940
3	OR0023ZZ	Gus Solomon Courthouse	Portland	1933	4	DC0034ZZ	Wilbur J. Cohen Bldg	Washington	1940
3	OR0025ZZ	Custom House	Portland	1901	4	DC0046ZZ	State Department	Washington	1957
3	OR0026ZZ	Federal Bldg	Portland	1918	4	DC0075ZZ	Federal Bldg (HOLC)	Washington	1934
3	PA0064ZZ	Federal Bldg/US Courthouse	Erie	1937	4	DC0531AC	Central Bldg	Washington	1904
3	PA0143ZZ	Robert N.C. Nix FB/Courthouse	Philadelphia	1937	4	DC0532AC	East Bldg	Washington	1919
3	PA0158ZZ	U.S. Post Office/Courthouse	Pittsburgh	1934	4	DC0533AC	South Bldg	Washington	1919
3	PA0204ZZ	Uniontown Federal Bldg	Uniontown	1933	4	DC0591BE	Potomac Annex 1	Washington	1910
3	PR0003ZZ	Federal Bldg/US Courthouse	Old San Juan	1940	4	DC0593BE	Potomac Annex 3	Washington	1910
3	RI0009ZZ	US Federal Bldg/Courthouse	Providence	1908	4	DC0594BE	Potomac Annex 4	Washington	1910
3	RI0010ZZ	Pastore Federal Bldg	Providence	1940	4	DC0595BE	Potomac Annex 5	Washington	1910
3	SC0011ZZ	United States Custom House	Charleston	1879	4	DC0596BE	Potomac Annex 6	Washington	1910
3	SC0012AC	USPO/Courthouse	Charleston	1896	4	DC0597BE	Potomac Annex 7	Washington	1914
3	SC0018ZZ	US Courthouse	Columbia	1936	4	DC0631AE	Navy Yard 74	Washington	1898
3	SD0021ZZ	Federal Bldg\Courthouse	Sioux Falls	1895	4	DC0638AE	Navy Yard 158	Washington	1917
3	TN0006ZZ	Joel W. Solomon FB/Courthouse	Chattanooga	1933	4	DC0639AE	Navy Yard 159	Washington	1919
3	TX0019ZZ	Jack Brooks FB/USPO/Courthouse	Beaumont	1934	4	DC0640AE	Navy Yard 159E	Washington	1940
3	TX0080ZZ	US Custom House	Galveston	1861	4	DC0641AE	Navy Yard 160	Washington	1918
3	TX0101ZZ	US Custom House	Houston	1911	4	DC0642AE	Navy Yard 167	Washington	1919
3	TX0126ZZ	Ward R. Burke Courthouse	Lufkin	1935	4	DC0643AE	Navy Yard 173	Washington	1919
3	TX0163ZZ	O.C. Fisher FB/Courthouse	San Angelo	1911	4	DC0646AE	Navy Yard 197	Washington	1940
3	TX0164ZZ	USPO/Courthouse	San Antonio	1937	4	DC0648AE	NYA Bldg 202	Washington	1941
3	UT0010ZZ	U. S. Forest Service Bldg	Ogden	1934	4	FL0016ZZ	USPO/Courthouse	Jacksonville	1933
3	VA0020ZZ	C. Bascom Slemp Federal Bldg	Big Stone Gap	1912	4	IL0069ES	U.S. Courthouse	East St. Louis	1910
3	VA0036ZZ	Watkins M. Abbott Federal Bldg	Farmville	1919	4	IN0031ZZ	Federal Bldg/US Courthouse	Ft. Wayne	1932
3	VA0054ZZ	Walter E. Hoffman U.S. Courthouse	Norfolk	1934	4	KY0042ZZ	USPO/Courthouse	Lexington	1934
3	VA0063ZZ	United States Courthouse	Richmond	1858	4	MA0013ZZ	John W. McCormack PO and Court	Boston	1933
3	VT0004ZZ	Federal Bldg	Bennington	1914	4	MA0113ZZ	Harold Donohue Federal Bldg/Court	Worcester	1931

RATING	BLDGNUM	BLDGNAME	CITY	YEAR FINISHED	RATING	BLDGNUM	BLDGNAME	CITY	YEAR FINISHED
4	MD0033ZZ	Toulson Federal Bldg	Salisbury	1924	5a	DC0635AE	Navy Yard 135	Washington	1919
4	MI0005ZZ	Federal Bldg	Alpena	1913	5a	DC0645AE	Navy Yard 191	Washington	1937
4	MO0040ZZ	U.S. Courthouse/Post Office	Kansas City	1939	5a	DC0650AE	Navy Yard 213	Washington	1942
4	MO0041ZZ	Federal Office Bldg	Kansas City	1931	5a	FL0011ZZ	US Custom House	Ft. Lauderdale	1938
4	MO0073ZZ	US Courthouse/Customhouse	St. Louis	1934	5a	FL0039ZZ	US Courthouse	Pensacola	1939
4	MO0505AE	Federal Center Bldg 3	Kansas City	1919	5a	FL0053ZZ	USDA Lab	Winter Haven	1935
4	NJ0015ZZ	U.S. Post Office and Courthouse	Camden	1932	5a	GA0005ZZ	USPO/Courthouse	Athens	1942
4	NJ0088ZZ	Clarkson S. Fisher Courthouse	Trenton	1932	5a	GA0007ZZ	Martin Luther King, Jr. Federal Bldg	Atlanta	1933
4	NY0026ZZ	Michael J. Dillon Courthouse	Buffalo	1936	5a	GA0009ZZ	US Courthouse	Augusta	1916
4	NY0059ZZ	Border Station	Ft. Covington	1932	5a	GA0036ZZ	Federal Bldg/US Courthouse	Dublin	1937
4	NY0157ZZ	Federal Office Bldg	New York	1914	5a	GA0052ZZ	Federal Bldg	Lafayette	1937
4	NY0196ZZ	Border Station	Rouses Point	1931	5a	GA0075ZZ	Federal Bldg	Sandersville	1932
4	NY0197ZZ	Border Station	Rouses Point	1931	5a	IA0027ZZ	Federal Bldg/US Courthouse	Davenport	1933
4	NY0211ZZ	Federal Office Bldg	St. George/Staten Island	1931	5a	IA0035ZZ	USPO/Courthouse	Dubuque	1934
4	NY0216ZZ	Border Station	Trout River	1931	5a	IA0087ZZ	Federal Bldg/US Courthouse	Sioux City	1932
4	NY0218ZZ	Alexander Pirnie Federal Bldg	Utica	1929	5a	ID0551PD	Border Station	Porthill	1940
4	NY0576CB	Old Border Station	Champlain	1932	5a	IL0032ZZ	Customhouse	Chicago	1932
4	NY0586CI	Inspection Center	Chateaugay	1933	5a	IL0033ZZ	Federal Bldg (USRRB)	Chicago	1923
4	NY0626MI	Inspection Bldg	Mooers	1932	5a	IL0054ZZ	Federal Bldg	Chicago	1912
4	SC0028ZZ	C.F. Haynsworth FB/Courthouse	Greenville	1937	5a	IL0059ZZ	US Postal Service Bldg	Danville	1911
4	TX0075ZZ	U.S. Courthouse	Fort Worth	1934	5a	IL0154ZZ	Federal Bldg / U. S. Courthouse	Peoria	1938
4	VT0002ZZ	U.S. Border Station	Beecher Falls	1932	5a	IN0044ZZ	Federal Bldg/US Courthouse	Hammond	1906
4	VT0007ZZ	US Border Station	Canaan	1935	5a	IN0104ZZ	Federal Bldg	Vincennes	1907
4	VT0008ZZ	Border Station	East Richford	1931	5a	KS0049ZZ	Federal Bldg	Manhattan	1913
4	VT0014ZZ	U.S. Border Station	Richford	1934	5a	KY0045ZZ	Custom House and Courthouse	Louisville	1932
4	VT0551BS	U.S. Border Station	Alburg Springs	1937	5a	LA0002ZZ	USPO/Courthouse	Alexandria	1933
4	VT0601BP	U.S. Border Station	Beebe Plain	1937	5a	LA0006BT	Federal Bldg/US Courthouse	Baton Rouge	1933
4	VT0651PD	U.S. Border Station	Derby Line	1932	5a	LA0029ZZ	Federal Bldg/US Courthouse	Monroe	1934
4	VT0701BH	Border Station	Highgate Springs	1935	5a	LA0034ZZ	F. Edward Hebert Federal Bldg	New Orleans	1939
4	VT0751BT	U.S. Border Station	North Troy	1937	5a	MA0011ZZ	Capt. John Foster Williams USCG Bldg	Boston	1918
4	VT0801BN	Border Station	Norton	1934	5a	MD0032ZZ	Federal Bldg/USPO	Rockville	1939
4	VT0851BW	U.S. Border Station	West Berkshire	1935	5a	MD0070AG	Suitland House	Suitland	1920
4	WA0611MB	Station	Metaline Falls	1932	5a	ME0009ZZ	Border Station	Calais	1938
4	WA0612MB	Residence Immigration	Metaline Falls	1932	5a	ME0501BC	Border Station	Calais	1936
4	WA0613MB	Residence Customs	Metaline Falls	1932	5a	ME0551BE	Border Station	Coburn Gore	1932
4	WV0002ZZ	Federal Bldg/US Courthouse (Old)	Beckley	1933	5a	ME0552BE	Border Station/Customs Residence	Coburn Gore	1936
4	WV0003ZZ	Elizabeth Kee Federal Bldg	Bluefield	1911	5a	ME0553BE	Border Station/Immigrat. Residence	Coburn Gore	1936
4	WY0004ZZ	Federal Office Bldg	Cheyenne	1933	5a	ME0601BF	Border Station	Fort Fairfield	1934
5a	AK0005AK	Federal Bldg (Ketchikan)	Ketchikan	1938	5a	ME0701BL	US Border Station	Limestone	1934
5a	AL0039AB	John A. Campbell US Courthouse	Mobile	1932	5a	ME0751BT	US Border Station	Orient	1937
5a	AR0006ZZ	Federal Bldg	Blytheville	1934	5a	ME0752BT	US Border Station	Orient	1937
5a	AR0021ZZ	USPO/Courthouse (Ft. Smith)	Ft. Smith	1936	5a	MI0011ZZ	Federal Bldg	Benton Harbor	1931
5a	AR0057ZZ	USPO/Courthouse	Texarkana	1933	5a	MI0029ZZ	Theodore Levin US Court	Detroit	1934
5a	AZ0006ZZ	Federal Bldg	Mesa	1937	5a	MI0048ZZ	Federal Bldg	Flint	1931
5a	AZ0601CC	Border Station Main Bldg	Sasabe	1937	5a	MI0072ZZ	Federal Bldg/USPO/Courthouse	Kalamazoo	1939
5a	CA0129ZZ	Federal Bldg	Vallejo	1933	5a	MI0501BC	Federal Center, Bldg 1	Battle Creek	1928
5a	DC0024ZZ	Liberty Loan	Washington	1918	5a	MI0502BC	Federal Center, Bldg 1A	Battle Creek	1928
5a	DC0078ZZ	1724 F Street NW	Washington	1920	5a	MI0507BC	Bldg 4 Federal Center	Battle Creek	1928
5a	DC0561ZZ	Weather Bureau	Washington	1941	5a	MI0508BC	Bldg 4A Federal Center	Battle Creek	1928

RATING	BLDGNUM	BLDGNAME	CITY	YEAR FINISHED	RATING	BLDGNUM	BLDGNAME	CITY	YEAR FINISHED
5a	MI0509BC	Bldg 5 Federal Center	Battle Creek	1921	5a	OH0143ZZ	US Custom House/Courthouse	Toledo	1932
5a	MI0510BC	Bldg 6 Federal Center	Battle Creek	1886	5a	OK0005ZZ	Federal Bldg/US Courthouse	Ardmore	1916
5a	MI0513BC	Bldg 11 Federal Center	Battle Creek	1909	5a	OK0039ZZ	Carl Albert FB/Courthouse	McAlester	1914
5a	MI0524BC	Bldg 28 Federal Center	Battle Creek	1945	5a	OK0041ZZ	Federal Bldg/US Courthouse	Muskogee	1915
5a	MI0525BC	Bldg 30 Federal Center	Battle Creek	1945	5a	OK0063ZZ	Federal Bldg	Tulsa	1917
5a	MI0526BC	Bldg 7 Federal Center	Battle Creek	1912	5a	OK0074ZZ	Federal Bldg/US Courthouse	Lawton	1917
5a	MI0527BC	Bldg 8 Federal Center	Battle Creek	1900	5a	OK0502OC	Admin Bldg	Oklahoma City	1942
5a	MI0528BC	Bldg 20 Federal Center	Battle Creek	1902	5a	PA0054ZZ	Federal Bldg	Du Bois	1925
5a	MI0529BC	Bldg 22 Federal Center	Battle Creek	1880	5a	PA0153ZZ	Federal Bldg	Philadelphia	1915
5a	MI0530BC	Bldg 23 Federal Center	Battle Creek	1902	5a	PA0182ZZ	Scranton Federal Bldg & Courthouse	Scranton	1931
5a	MI0531BC	Bldg 24 Federal Center	Battle Creek	1942	5a	PA0601AT	Federal Bldg #1	Philadelphia	1928
5a	MI0532BC	Bldg 31 Federal Center	Battle Creek	1945	5a	PA0602AT	Federal Bldg #2	Philadelphia	1942
5a	MI0601DI	Federal Bldg/INS Center	Detroit	1933	5a	SC0002ZZ	US Courthouse	Aiken	1936
5a	MN0036ZZ	Federal Office Bldg	Minneapolis	1915	5a	SC0004ZZ	Federal Bldg/US Courthouse	Anderson	1938
5a	MN0521NB	Immigration & Customs	Noyes	1932	5a	SC0029ZZ	Federal Bldg	Greenwood	1911
5a	MO0021ZZ	Federal Bldg	Columbia	1936	5a	SC0041ZZ	Federal Bldg/US Courthouse	Spartanburg	1931
5a	MO0038ZZ	Durward G. Hall FB/Courthouse	Joplin	1904	5a	SC0044ZZ	Federal Bldg	Sumter	1910
5a	MO0083ZZ	Federal Bldg	Sedalia	1931	5a	SD0001ZZ	USPO/Courthouse	Aberdeen	1937
5a	MO0106ZZ	Robert A. Young Federal Bldg	St. Louis	1933	5a	TN0007ZZ	Federal Bldg	Clarksville	1936
5a	MT0501AD	Chief Mtn Border Station & Qtrs	Babb	1939	5a	TN0010ZZ	Federal Bldg/US Courthouse	Columbia	1941
5a	MT0551AE	Piegan Border Station & Qtrs	Babb	1933	5a	TN0011ZZ	USPO/Courthouse	Cookeville	1916
5a	MT0701AG	Roosville Border Station	Eureka	1933	5a	TN0029ZZ	Ed Jones Federal Bldg/Courthouse	Jackson	1932
5a	MT0702AG	Roosville BS Res Immig	Eureka	1933	5a	TX0006ZZ	J Marvin Jones Federal Bldg	Amarillo	1938
5a	MT0703AG	Roosville BS Res Cu	Eureka	1933	5a	TX0012ZZ	US Court House	Austin	1935
5a	NC0003ZZ	Federal Bldg	Asheboro	1935	5a	TX0031ZZ	USPO/Courthouse	Brownsville	1931
5a	NC0028ZZ	Federal Bldg/USPO/Courthouse	Greensboro	1933	5a	TX0033ZZ	Federal Bldg	Bryan	1915
5a	NC0065ZZ	Federal Bldg	Rutherfordton	1932	5a	TX0050ZZ	US Courthouse	Corpus Christi	1918
5a	ND0501AK	Ambrose Border Station	Ambrose	1932	5a	TX0058DA	Federal Bldg (Santa Fe Bldg)	Dallas	1925
5a	ND0502AK	Ambrose Border Station Res 1	Ambrose	1932	5a	TX0069ZZ	US Courthouse	El Paso	1936
5a	ND0503AK	Ambrose Border Station Res 2	Ambrose	1932	5a	TX0081ZZ	USPO/Courthouse	Galveston	1937
5a	ND0521AM	Portal Border Station	Portal	1932	5a	TX0117ZZ	USPO/Courthouse/Custom House	Laredo AFB	1906
5a	ND0531AN	St. John Border Station	St. John	1931	5a	TX0130ZZ	Federal Bldg/US Courthouse	Marshall	1914
5a	ND0532AN	St. John Border Station Res 1	St. John	1931	5a	TX0182TY	Federal Bldg/USPO/Courthouse	Tyler	1934
5a	ND0533AN	St. John Border Station Res 2	St. John	1931	5a	TX0210ZZ	Federal Bldg/US Courthouse	Sherman	1907
5a	NE0018ZZ	Federal Bldg	Grand Island	1910	5a	TX0652SA	Federal Center Bldg 3	San Antonio	1860
5a	NE0032ZZ	Federal Office Bldg	Omaha	1933	5a	UT0561AV	Admin Bldg	Salt Lake City	1943
5a	NH0010ZZ	Federal Office Bldg	Laconia	1940	5a	VT0018ZZ	Federal Bldg/USPO/Customs House	St. Albans	1938
5a	NM0001ZZ	Federal Bldg	Alamogordo	1938	5a	WA0026ZZ	Federal Bldg/USPO	Pasco	1932
5a	NM0005ZZ	Federal Bldg	Carlsbad	1935	5a	WA0551FB	Station & Quarters	Curlew	1937
5a	NY0181ZZ	Federal Bldg	Plattsburgh	1928	5a	WA0601LB	Station	Laurier	1936
5a	NY0587CI	Customs Residence	Chateaugay	1933	5a	WA0602LB	Residence Immigration	Laurier	1936
5a	NY0588CI	Immigration Residence	Chateaugay	1933	5a	WA0603LB	Residence Customs	Laurier	1936
5a	NY0637BB	Federal Bldg #2	New York-Kings	1918	5a	WA0621OB	US Border Station	Oroville	1933
5a	OH0023ZZ	Frank T. Bow Federal Bldg	Canton	1933	5a	WA0956KC	Federal Center South Bldg No. 1206	Seattle	1932
5a	OH0028CN	USPO/Courthouse	Cincinnati	1938	5a	WI0082ZZ	Federal Bldg	Wausau	1938
5a	OH0046ZZ	Federal Bldg/US Courthouse	Columbus	1935	5a	WV0010ZZ	Forest Service	Elkins	1937
5a	OH0100ZZ	Federal Bldg	Medina	1938	5a	WY0003ZZ	Ewing T. Kerr Federal Bldg/Courthouse	Casper	1932

APPENDIX D: BUILDING PRESERVATION PLAN

COMPUTER-BASED HISTORIC BUILDING MANAGEMENT

Building Preservation Plan (BPP) is a comprehensive management plan for historic buildings. It provides a standardized, automated system for the analysis, management and treatment of GSA's historic buildings. The present information can be grouped into three stages:

Stage 1 contains the basic, minimal level of data to be maintained on all buildings. From this level of information the initial significance of the building can be determined, as well as a basis for comparison with other GSA buildings. It can then be decided which buildings will receive the more detailed Stage 2 and Stage 3 assessments.

Stage 2 divides the building into major zones based on distinctive historic or architectural qualities. From this analysis one can be aware of the historic importance of a space or area. This begins to have implications for building usage, maintenance procedures and construction activities in the building.

Stage 3 is comprised of a detailed building element inventory and condition assessment within each zone. Within this stage one determines the significant elements (or building components) in each zone and evaluates their condition. The results support decision making for maintenance, repair and construction activities.

A visual cue to indicate the significance of a building or element is the BPP Rating: a 3 digit number reflecting the findings of each of the 3 stages. On the building level the Stage 1 rating relates to National Register level of significance. Stage 2 zone ratings identify preservation, rehabilitation, or free zones, as well as hazardous and impact zones. Stage 3 elements indicate level of treatment from Preserve to Remove/Replace.

For example, a rating of 1 indicates the highest level of preservation. A significant architectural element in a preservation zone of a highly significant building would have a BPP Rating of "111."

A basic understanding of the rating system helps with building management at several levels, from planning (especially budget planning) at Central Office or a regional office, to daily maintenance for an individual building manager. The classification system can be used to identify areas where special maintenance procedures are needed, areas where attention is required to preserve irreplaceable features or serve as a basis for funding allocation.

A separate database integrated into the program contains procedures, or specifications, which are linked to individual building elements through the CSI numbering system. These procedures can be of three types: preventive maintenance procedures, repair specifications and standards/references. This link makes the information easily accessible and helps to bring the proper technical information and guidance to those who are responsible for building maintenance.

Reports can be printed in a variety of formats to present information by zone, feature inventory, condition or maintenance priority. Cost summaries are also included by condition, priority and building system.

For more information contact:

Don Horn
Cultural, Environmental & Accessibility Programs, GSA/PXS
Room 2306, 1800 F Street, NW, Washington, DC 20405
202-501-4525
www.gsa.gov/pbs/pt/pts/cultural.htm

APPENDIX E:
HISTORIC FEDERAL BUILDING AWARDS
(SINCE 1990)

Harold Donohue Federal Building and U.S. Courthouse

Worcester, MA
1996-1997 TOBY Award, Local & Regional
1996 TOBY Award, Local & Regional

Federal Office Building

Newark, NJ
1998 TOBY Award, Local & Regional
1998 TOBY Award, Local & Regional

Alexander Hamilton U.S. Custom House

New York, NY
1995-1996 TOBY Award, Local & Regional
1994 TOBY Award, Local & Regional

U. S. Courthouse

New York, NY
1996 TOBY Award, Local & Regional
1992 TOBY Award, Local & Regional

U.S. Custom House

Baltimore, MD
1997 TOBY Award, Local & Regional

U.S. Custom House

Philadelphia, PA
1994 TOBY Award, Local & Regional

Federal Building/U.S. Courthouse

Montgomery, AL
1997 TOBY Award, Local & Regional

U.S. Courthouse

Augusta, GA
1997 TOBY Award, Local & Regional

U.S. Courthouse

Pensacola, FL
1997 TOBY Award, Local & Regional

Gene Snyder U.S. Courthouse and Custom House

Louisville, KY
1997-1998 TOBY Award, Local & Regional

Hollings Judicial Center

Charleston, SC
1990 TOBY Award, Local & Regional

Federal Building/U.S. Courthouse

Danville, IL
1993-1994 TOBY Award, Local & Regional

Robert A. Young Federal Building

St. Louis, MO
1995-1996 TOBY Award, Local & Regional
1991-1992 TOBY Award, Local & Regional

John Minor Wisdom U.S. Court of Appeals

New Orleans, LA
1994 TOBY Award, Local & Regional

U.S. Custom House

New Orleans, LA
1996 TOBY Award, Local & Regional
1995 TOBY Award, Local & Regional
1992 TOBY Award, Local & Regional
1992 TOBY Award, Local & Regional
1990-1991 TOBY Award, Local & Regional

U.S. Post Office/Courthouse

Oklahoma City, OK
1994 GSA Design Award, Honor Award for Preservation & Restoration
1993 Oklahoma Chapter ASID, Historic Interiors Preservation Award
1993 Oklahoma Council AIA, Award for Excellence, Historic Restoration & Rehabilitation
1993 Oklahoma State Historic Preservation Officer's Citation of Merit

Federal Building

Tulsa, OK

1996 GSA Modernization Award, Excellence in Quality of Space and Historic Restoration

Byron White U.S. Courthouse

Denver, CO

1998 TOBY Award, Regional

1996 Colorado AIA Award, Honor Award

1994-1995 TOBY Award, Regional

1994 Presidential Design Award

1994 Historic Denver Community Preservation Award

1994 GSA Design Award, Honor Award

Richard Chambers U.S. Courthouse

Pasadena, CA

1990 GSA Design Awards, Honor Award for Preservation and Restoration

Jacob Weinberger U.S. Courthouse

San Diego, CA

1995-1996 TOBY (The Office Building of the Year) Award, International

1994 GSA Design Award, Honor Award for Preservation and Restoration

U.S. Court of Appeals, Ninth Circuit

San Francisco, CA

1996 GSA Design Award, Honor Award for Preservation and Restoration

1994 GSA Design Award, Honor Award for Engineering, Technology, and Innovation

Gus Solomon U.S. Courthouse

Portland, OR

1993-1994 TOBY Award, Regional

Federal Building

Seattle, WA

1993 Public Buildings Service Award, Annual Prospectus Project

Federal Building

Spokane, WA

1994 Public Buildings Service Award, Annual Prospectus Project

Tacoma Union Station

Tacoma, WA

1994 National Preservation Honor Award

1994 AIA Northwest Pacific Region Commendation

1994 TOBY Award

Auditors Building

Washington, DC

1992 GSA Design Award, Honor Award for Preservation and Restoration

U.S. Department of Agriculture

Washington, DC

1992 GSA Design Award, Honor Award for Preservation and Restoration

Herbert Hoover Building (Commerce)

Washington, DC

1990 GSA Design Award, Citation Award for Preservation and Restoration

Internal Revenue Service

Washington, DC

1994 GSA Design Award, Honor Award for Preservation and Restoration

Old Executive Office Building

Washington, DC

1996 GSA Design Award, Citation Award for Preservation

1990 GSA Design Award, Citation Award For Preservation and Restoration

1990 GSA Design Award, Honor Award

Old Post Office

Washington, DC

1992-1993 TOBY Award, Regional

1991-1992 TOBY Award, Regional

1990 GSA Design Award, Honor Award for Preservation and Restoration

1983 Postal Service First Day of Issue Postal Card for Rededication of the Old Post Office & Dedication of the Ditchey Bells

National Building Museum (Pension Building)

Washington, DC

1990-1991 TOBY Award, International

1990 GSA Design Award, Honor Award for Preservation and Restoration

State Department

Washington, DC

1996 GSA Design Award, Citation Award for Preservation

Historic Preservation Team

Washington, DC

1997, 1995 GSA Regional Creativity and Innovation Award

APPENDIX F: PRESERVATION REPORT FORMAT

PRESERVATION REPORT FORMAT

Cover:

Building Name, Address, Project Title, Project Control Number, Author (HPTM), HPTM's Signature, and Date of Submission.

Executive Summary:

- A. Scope and purpose of project
- B. Individuals and groups involved: A/E firm, Preservation Consultant, GSA Project Officer, Field Office or Delegated Agency contact, Property Management contact.

Site Conditions:

- A. Building and project location
- B. Building size, configuration, materials, conditions.
Include reduced project drawings of site plan, elevations, sections, and details.

Preservation Design Issues:

Explain solutions explored, how resolved and why, such as (not inclusive):

- A. Locating new work/installation: visibility, protection of ornamental finishes, cost concerns
- B. Design of new work/installation: address compatibility with existing original materials, research on original design (if original materials non-extant), materials/finishes chosen
- C. Method of supporting new work/installation
- D. Preservation and protection of historic materials

Include captioned photographs, originals and color photocopies, inserting original negatives in final report; restoration specifications for work requiring restoration specialists; competency of bidder requirements (Sections 00120 and 009[00]).

Effects:

Summarize effects the project will have on the building's architecturally significant qualities. If there are unavoidable adverse affects, explain measures proposed to mitigate the negative impact of changes.

**APPENDIX G:
SOLICITATION FOR PRIVATE DONATION**

**TREASURY
Historical Association**

Post Office Box 28118
Washington, D.C. 20038-8118



Special Treasury Restoration Committee

January 1999

Sponsoring Members

Former Secretaries of the Treasury

James A. Baker III
1985-1988

W. Michael Blumenthal
1977-1979

Nicholas F. Brady
1988-1993

C. Douglas Dillon
1961-1965

Henry H. Fowler
1965-1968

G. William Miller
1979-1981

Donald T. Regan
1981-1985

George P. Shultz
1972-1974

William E. Simon
1974-1977

Committee Members

Donald C. Alexander
Cynthia G. Beerbower
Reginald A. Berry
Clifford R. Northup
Charles H. Powers
Daisy Mullett Smith
Lori Santamorena
Michael D. Serlin, Chair

Ms. Caroline Alderson
GSA--National Capital Region
7th & D Streets, SW
Washington, DC 20407

Dear Ms. Alderson:

I am writing to seek your support in restoring the North Wing of the historic United States Treasury Building. It is the third oldest continuously occupied federal office building in our Nation's Capital and a National Historic Landmark.

The photos in the enclosed brochure explain why the Treasury Historical Association has decided to make this special capital fundraising appeal for donations. Nine former Secretaries of the Treasury have agreed to sponsor this effort.

I am pleased to inform you that The Dillon Fund has approved a challenge grant of up to \$20,000 for the first \$100,000 raised. We have enclosed a return envelope and look forward to your generous donation. Donors will be invited to join us at a reception celebrating the restoration of the Cash Room and North Wing staircase domes.

Sincerely,

Thomas P. O'Malley
Chairman, Board of Directors

Enclosures

INCLUDING BUILDING
PRESERVATION PLANS AS
PART OF THE ORIGINAL
ARCHITECT'S "AS BUILT"
DOCUMENTATION FOR NEW
CONSTRUCTION ENSURES
GSA'S UNDERSTANDING OF
DESIGN INTENT AND SEIZES
THE OPPORTUNITY TO
ANTICIPATE AND GUIDE
CHANGES WITH THE
BENEFIT OF THE BUILDING
CREATOR'S PERSPECTIVE.

RONALD REAGAN BUILDING,
FEDERAL TRIANGLE, WASHINGTON, DC
(PHOTO: ANICE HOACHLANDER,
HOACHLANDER DAVIS PHOTOGRAPHY)



