



**GSA HISTORIC BUILDING STEWARDSHIP 2023**

# INTRODUCTION

Preserve America Executive Order 13287, issued in 2003, directs federal agencies to advance the protection, enhancement, and contemporary use of federal historic properties in compliance with the National Historic Preservation Act of 1966 (NHPA), as amended, and to promote partnerships for the preservation and use of historic properties. Section 3, Improving Federal Agency Planning and Accountability, requires each agency with real property management responsibilities to report to the Advisory Council on Historic Preservation triennially on agency progress in identifying, protecting, and using historic properties in its ownership. The Council synthesizes these report findings in a report to the president, which is made available online, along with individual agency reports.

GSA's 2023 Section 3 report covers fiscal year agency activities from October 2021 through September 2023. The challenges, initiatives and accomplishments described in the report underscore the continuing importance of adaptability and collaboration. GSA's commitment to maintaining a diverse, capable, and nimble workforce remains a linchpin of effectively disbursed stewardship, enabling the agency to respond to changing needs and circumstances.

Throughout the reporting period, unprecedented events posed new challenges with long-term implications for GSA historic buildings, the broader federal inventory, and communities throughout the nation. GSA benefitted from its investment in mobile workplace technology and a mobile workforce. Today's hybrid workplace reflects support for flexible, safe work environments that support client agency missions.

In the wake of the pandemic and shifting federal workspace needs, GSA's portfolio investment strategy focuses on modernizing and optimizing the inventory to support its customer agency needs. As the agency strives to strategically preen its inventory to a financially sustainable portfolio of fewer and better buildings, GSA remains hampered by an endemic Federal Buildings Fund income and capital outlay gap placing many historic buildings at risk of disposal. GSA joins other executive agencies in seeking relief from administrative obstacles that prevent them from making use of agency-specific authorities intended to provide reinvestment financing flexibility, including access to FBF funds intended for responsibly managing the federal portfolio.

# INTRODUCTION

Highlights of the 2023 reporting period include:

- Acquisition of the 1911 Tacoma, Washington Union Station for U.S. District courts, who have occupied the Beaux Arts landmark since 1987. Exercising the Government's \$1 purchase option at the end of its 35-year lease will reduce annual lease costs by \$6.4 million.
- Department of Education relocation from leased space into the Jacob K. Javits Federal Building in New York City will save \$1.15 million in annual rent costs for the agency while providing an annual lease cost avoidance of \$4.3 million for the Federal Government.
- GSA collaboration with the Veterans Benefit Administration (VBA) on a restacking plan to consolidate the agency in 48,000 square feet within 201 Varick Street in lower Manhattan, resulting in a \$13 million annual leased cost avoidance and \$3.1 million in rent savings for the VBA.
- State Department-funded, GSA constructed, rehabilitation and restoration of the former postal lobby in the 1937 Robert N.C. Nix, Sr. Federal Building and U.S. Courthouse in Philadelphia, enabling the relocated U.S. Passport agency to reduce their space rental costs and double their processing rate while earning GSA a 2023 Grand Jury Award from the Philadelphia Preservation Alliance and Federal Executive Board collaboration champions gold medal.
- Public benefit conveyance of the Veterans Administration Medical Center at Highland Drive in Pittsburgh to continue serving the community as the city's law enforcement and emergency management training and operations center, concluding a multi-year community engagement and collaboration that resulted in continued public use, onsite interpretation, and a GSA drone footage video.
- National Trust for Historic Preservation and Advisory Council Federal Partnerships Award recognition for GSA's outleasing program for contributing to the vitality of communities while leveraging the unique value of historic buildings. A new tool for identifying properties with high outleasing potential builds on GSA's 2022 public-private study exploring ways to expand the potential of historic properties for generating outlease revenue.
- A Section 106 compliance exemption for routine maintenance and repairs that reflects the GSA's track record for maintaining qualified preservation personnel, policies, and procedures integral with GSA's business practices.

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- Improved access to historic building documentation and project resources, including an upgraded Historic Building Documentation Resource, 106 compliance tracking tool, and Google Site providing centralized access to consolidated technical, training, policy and acquisition resources supporting GSA's national and regional preservation programs.



GSA ACQUISITION OF THE 1911 TACOMA UNION STATION EXERCISED THE GOVERNMENT'S \$1 PURCHASE OPTION AT THE END OF A 35-YEAR LEASE THAT BEGAN IN 1987. THE U.S. DISTRICT COURTS HAVE OCCUPIED THE BUILDING SINCE 1992, CATALYZING REVITALIZATION OF THE COMMUNITY. (STEVE KEATING PHOTOGRAPHY)

GSA serves as the primary steward of the federal government's civilian real property, a portfolio continually in transition as the agency responds to changing needs and priorities.

More than one fourth of GSA's 1862 federally owned buildings are historic. Among these 515 buildings, 74 are National Historic Landmarks, 355 are listed in the National Register of Historic Places and 86 have been determined eligible for the National Register.

Created in 1949 with the enactment of the Federal Property and Administrative Services Act, GSA has a broad mission of bringing efficiency and economy to federal government operations concerned with procurement, use and disposal of property. Over time, technology services have risen as acquisition activities on which the Government increasingly depends to function efficiently and economically. Integrated into GSA acquisition of the 21st century are strategies addressing environmental responsibility, diversity, access, and inclusion goals that also promote cost-effective and efficient workplaces.

Soon after the agency was established, GSA assumed stewardship responsibility for a public buildings legacy that included Custom Houses, courthouses, border stations, and federal agency offices across the United States and its territories. Among these are centrally located, well-constructed monumental buildings that are candidates for sustainable reinvestment as core long-term PBS assets. Others are town center icons in locations where demographic trends and Government needs no longer support a federal presence.

The historic building portfolio also includes industrial military complexes that GSA adapted for use as federal offices, typically in suburban locations where large tracts of land could be acquired quickly during World War II. Historic buildings acquired by the Department of Defense to meet wartime office space needs—seminary campuses, a retail arcade, a former sanitarium—met GSA workspace needs for an array of civilian agencies after the war. Some have been or are being returned to community use. Former military-industrial complexes that no longer align with GSA's sustainable portfolio vision often present challenges. Strategic divestment of these properties may require environmental remediation, community engagement and local government collaboration in support of community development needs.

## GSA MISSION AND INVENTORY

During the 1960s and 70s, GSA selectively modernized its inventory, replacing older public buildings with larger new facilities, where required, to meet the needs of a growing government focused on efficiency and economy. New federal construction created opportunities to collaborate with local governments on urban renewal initiatives designed to boost flagging city centers. This large, now aging, segment of the inventory is a current focus of GSA evaluation, reinvestment, and divestment efforts.

Following passage of the NHPA, opportunities to preserve significant historic properties introduced a more incremental wave of adaptive use acquisitions now guided by the Secretary of the Interior's Rehabilitation Standards. These buildings include nineteenth century rowhouses, a Spanish Colonial Revival hotel, a Beaux Arts train station, and an antebellum community hall. Most such efforts resulted from community advocacy aided by supportive federal tenants.

Historic border inspection buildings remain GSA's most remotely located buildings, along with special use facilities built to serve as laboratories, storage, and campus support structures. On the southern border, once remote land ports of entry now encompass major commercial corridors undergoing significant capacity expansion. Functional programming at many special use historic properties has changed dramatically, driving a need for reconfiguration, repositioning, or replacement.

As GSA buildings of the 1970s and 80s reach evaluation age, the age of the agency's historic buildings inventory is shifting: close to one-third of GSA's historic buildings were constructed during and after World War II. Traditional historic buildings constructed between 1810 through 1940 now comprise 21% of GSA's overall portfolio, compared to 33% constructed after 1940 through the 1970s, 45% constructed after 1980, and 1% consisting of land to which no dates are ascribed.

# 2

## GSA'S PRESERVATION PROGRAM

The NHPA requires agencies to establish and maintain implementing policies, preservation programs, and a qualified Federal Preservation Officer to oversee agency compliance. GSA's administrative directive ADM 1020.3 Procedures for Historic Preservation, lays out the details of GSA's implementation policy, including roles, responsibilities and procedures for compliance with each applicable section of the Act. Foundational to the recognized effectiveness of GSA's program are well integrated personnel, procedures and policies that include supplemental guidance for specific activities requiring a consistent compliance approach.

Qualified Regional Historic Preservation Officers oversee agency compliance in each of GSA's eleven regions, supplemented by staff meeting Department of the Interior professional qualification standards for required subject matter expertise. National program subject matter experts support regional compliance with technical guidance, information resources such as Building Preservation Plans, project troubleshooting and help with complex compliance issues. Accountability and risk management controls for preservation program compliance with OMB Circular A-123 include the program's business framework, technical resources supporting compliance, information management, and process controls, such as FPO concurrence on agreement documents.

GSA uses the Section 3 report as an opportunity for assessing program effectiveness in each business line activity affecting historic property. These findings, along with feedback from regional preservation programs during monthly meetings and annual training, inform process improvements and initiatives for addressing emerging issues and recurring challenges.

# 3

## USING HISTORIC PROPERTIES

Section 2 of the National Historic Preservation Act establishes historic preservation as a proactive federal policy, making agencies responsible for using and preserving historic properties. In mandating federal responsibility for use of available historic property, described in 54 U.S.C. § 306101, that Act acknowledges that active use is foundational to viability and preservation. It also recognizes the Federal Government's power as a model for other governments and its potential to serve as a catalyst promoting economic growth and reinvestment by others.

Specifically, 54 U.S.C. § 30610 states, "Prior to acquiring, constructing, or leasing a building for purposes of carrying out agency responsibilities, a Federal agency shall use, to the maximum extent feasible, historic property available to the agency, in accordance with Executive Order No. 13006 (40 U.S.C. 3306 note)."

As landlord for the civilian Federal Government, GSA has responsibility for wisely and sustainably acquiring, maintaining, reinvesting, reprogramming, and divesting of federal real estate. Over the years, GSA has seized many opportunities to use and adapt historic buildings. Federal courts, collaborating with regional GSA offices and communities, have championed expansion and consolidation in local landmarks and scores of Post Office-Courthouses vacated by the U.S. Postal Service.

To keep iconic, monumental buildings in public use, GSA has undertaken imaginative annex and within footprint expansions to reprogram underutilized space and reuse its historic buildings and. In Erie, Pennsylvania, GSA combined its 1938 U.S. Courthouse, an 1898 city library (public benefit conveyance to GSA) and 1947 Art Moderne clothing store to minimize required site acquisition and new construction while leveraging the value of the Government's original investment in its historic courthouse. Along with such successes, GSA has missed reuse opportunities, lacking funding for necessary reinvestment or buy-in from federal customers preferring newly constructed buildings.

As federal space needs contract with increased mobility and telework, GSA assists agencies in downsizing and consolidating, giving preference, to the extent possible, to historic buildings, especially those that best represent the public building legacy. Tipping the scales toward consolidating in legacy historic buildings can be challenging, however, when agencies are invested in suburban locations, where relocation or swing space costs are substantial, or where funding constraints have kept otherwise strong reinvestment candidates too long in the backlog queue. As footprint reduction to realign the inventory with the space needs of a mobile workforce continues, securing reinvestment funding

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for best value historic buildings will depend, more than ever, on collaborative effort and GSA's ability to engage customer agencies toward a shared vision of sustainable reuse.

## OPTIMIZING THE OWNED INVENTORY: REINVESTMENT, REUSE AND CONSOLIDATION

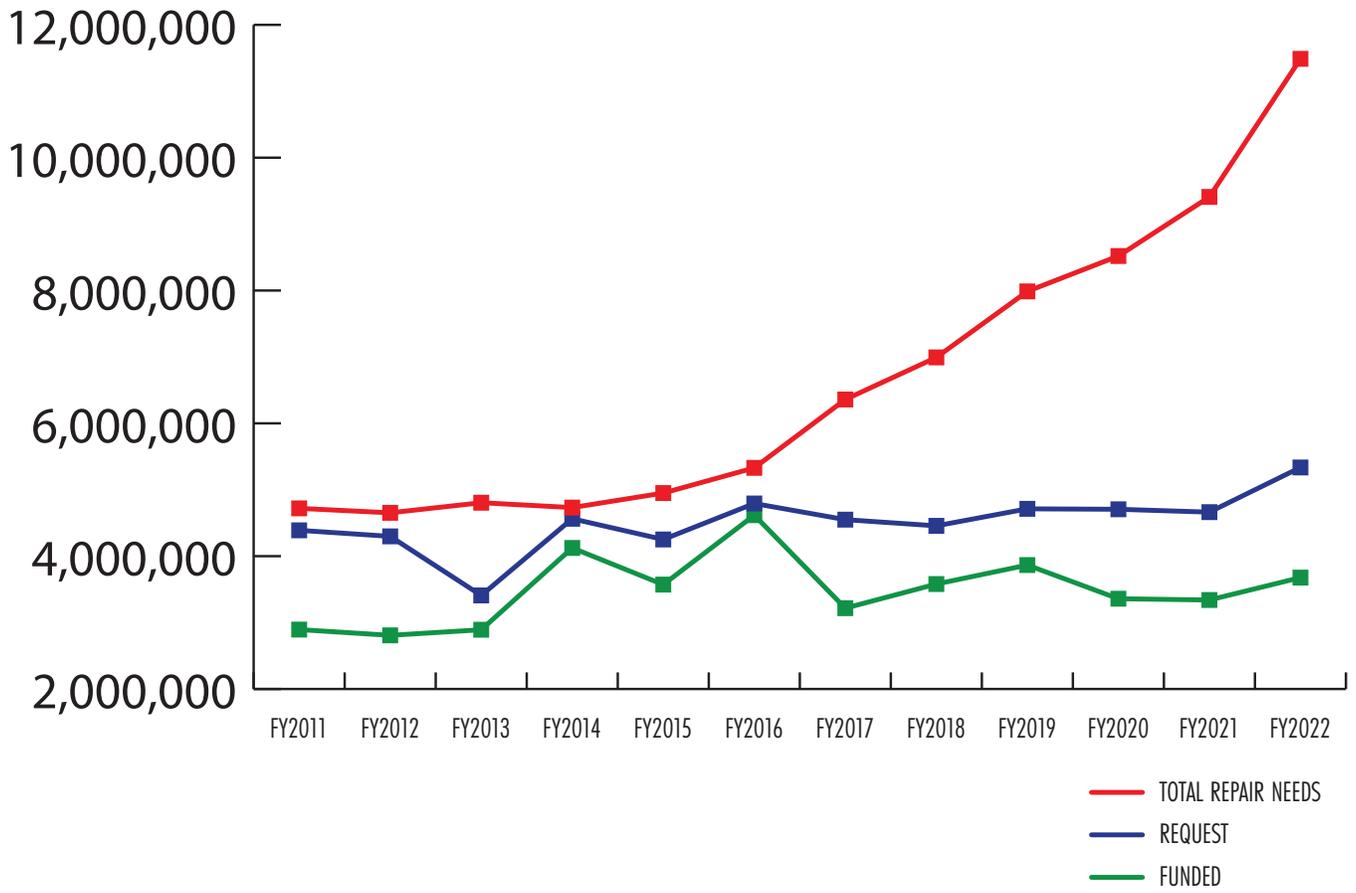
Despite administration priorities calling for nationwide infrastructure reinvestment, essential capital spending required to maintain GSA's portfolio remains challenged by a low threshold for projects requiring Congressional authorization and insufficient appropriation of GSA's earned Federal Buildings Fund (FBF) revenue for needed reinvestment. As a result, costly deferred maintenance places some public buildings at risk of disposal out of federal ownership.

The FBF was established in 1972 to finance GSA acquisition, repair, maintenance of, and reinvestment in buildings that house federal civilian agencies. Agencies occupying space in GSA-controlled buildings pay market-based rents, which are deposited in the Fund and then made available in annual appropriations to GSA for major and minor repairs, construction, leasing, and real property operations. Objectives of this approach are to make executive agencies accountable for the space they use while providing GSA with a reliable and adequate funding stream to meet federal workspace needs.

However, Congress has consistently returned less FBF revenue to GSA for repairs, maintenance and reinvestment than is generated by the Fund for that purpose. A 2022 GAO study confirmed that low prospectus thresholds contribute to delay of needed repairs, given the 14 months required by committees to approve capital projects, following a 9-month GSA process to develop the project prospectuses required by committees to justify funding them.<sup>1</sup> Unfunded cumulative repairs have, in some cases, led to building vacancies, in others, to increased project costs no longer supportable by capital investment benchmarks, resulting in federal asset disposal and agency relocation to leased space.

GSA estimates that if the prospectus threshold was increased from the current \$3.4 million to \$10 million, it could save taxpayers \$50 million per year and deliver on projects 23 months sooner—even though about 60% of current projects and 80% of major capital projects would still be subject to the prospectus process. GSA would be better positioned to respond to emergency circumstances, enabling agencies to perform their missions with minimal disruptions. Streamlining the process, which currently requires sub-

<sup>1</sup> US GAO Report to Congressional Committees GAO-22-104639 Federal Real Property



GSA CAPITAL FUNDING REQUESTS AND FUNDING RECEIVED BY YEAR (2011-2022)

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mitting a prospectus proposal to two committees for capital projects above the threshold, would free GSA to direct more of its resources to efficient and cost-effective repair and reinvestment.<sup>2</sup>

GSA seeks support for relief from constraints that prevent GSA from fully accessing FBF funds for their intended purpose of promoting responsible management of the federal portfolio. GSA joins other executive agencies in seeking relief from administrative obstacles that prevent them from making use of agency-specific authorities intended to provide reinvestment financing flexibility.

GSA's necessarily selective capital investment in historic buildings continues to focus on critical safety, security and infrastructure needs, exterior repairs, and consolidations that reduce the federal footprint and reliance on leasing.

Highlights of the reporting period include rehabilitation pursuant acquisition of the Tacoma, Washington Union Station (now housing federal courts) and the 1932 U.S. Post Office and Courthouse in Clarksburg, WV. GSA's long-awaited acquisition of the Beaux Arts train station exercised the Government's \$1 purchase option at the end of a 35-year lease renovation that began in 1987. The U.S. District courts have occupied the building, completed in 1911, since 1992. GSA's acquisition will reduce annual lease costs by \$6.4 million. The rehabilitation project will address seismic and life safety deficiencies, fund critical exterior and building system repairs, and extend the service life of this treasured community icon.

Rehabilitation following GSA's 2020 acquisition of the U.S. Post Office and Courthouse in Clarksburg, WV will address critical roof repair, safety, and operational efficiency needs while repurposing space vacated by the U.S. Postal Service to consolidate court functions currently housed in separate facilities. Rehabilitation of the 1932 courthouse will meet the court's long-term housing needs by creating secure corridors, a new courtroom and chambers in the former post office workroom and annex, while right-sizing the existing courtroom and associated support space. Concurrently, the project will restore and better integrate historic public spaces within the overall space plan for improved space utilization and efficiency.

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<sup>2</sup> PBS Commissioner Nina Albert June 22, 2022 testimony before the House Transportation and Infrastructure Subcommittee on Economic Development, Public Buildings, and Emergency Management.

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Additional consolidation, backfill, and space recapture projects that will reduce federal reliance on leasing include:

John C. Kluczynski Federal Building, Chicago, Illinois  
Jacob K. Javits Federal Building, New York, New York  
201 Varick Street Federal Office Building, New York, New York

At 201 Varick Street in lower Manhattan, GSA worked with the Veterans Benefit Administration (VBA) on a restacking plan to consolidate the agency in 48,000 square feet within the building, resulting in a \$13 million annual leased cost avoidance and \$3.1 million in rent savings for the VBA. The VBA's workspace consolidation created contiguous space for DHS to relocate into the Varick Street building from leased space, realizing a \$7 million annual rent savings for the Immigration and Customs Enforcement-Homeland Security Investigations (ICE-HSI) and \$13 million in annual lease cost avoidance.

In Chicago, a Health and Human Services relocation from 122,389 usable square feet of leased space to 50,663 square feet in the John C. Kluczynski (JCK) building at the Chicago Federal Center will result in an estimated annual lease cost avoidance of \$32.5 million. Electrical, mechanical, architectural and fire safety systems will be upgraded to meet current safety and energy standards, reducing GSA operations and maintenance costs as well. Designed by modern architecture pioneer Mies Van der Rohe and completed in 1964, the 42-story JCK building, companion post office, courthouse, plaza and Art-in-Architecture centerpiece Flamingo sculpture, are icons of the city's downtown Loop district.

Department of Education relocation from leased space into the Jacob K. Javits Federal Building in New York City will save \$1.15 million in rent costs annually for the agency while providing an annual lease cost avoidance of \$4.3 million for the Federal Government. The department worked with GSA to reduce their space requirements by 45% to improve their space utilization rate at a substantial savings to the agency and taxpayers. HVAC and electrical system repairs and improvements will increase water and energy efficiency, exceeding Public Buildings Service Facilities Standards for compliance with current requirements along with long-term lifecycle costs savings.

Agency mission-specific reconfiguration-backfill efforts in several locations reduced the federal footprint while improving agency efficiency and public access to prominent public places:

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State Department-funded, GSA constructed, interior rehabilitation at the 1937 Robert N.C. Nix, Sr. Federal Building and U.S. Courthouse in Philadelphia enabled the U.S. Passport agency to double their processing rate and expand their service offerings. By expanding within the federal building, conveniently located across the street from a downtown transit center, the agency was able to reduce their footprint and space rental costs while gaining an inviting public service location in the Art Deco lobby vacated in 2017 by the U.S. Postal Service. The 2022 project garnered a 2023 Preservation Alliance of Greater Philadelphia award.

At the Conrad B. Duberstein Courthouse in Brooklyn, NY, relocating the US Attorney from leased space to the building's 1930s addition created an opportunity to restore and reopen the long-closed primary entrance of the original 1890s Post Office. Vestibule doors in the 1890s entrance were restored using private outlease revenue. Along with efficient and thoughtfully integrated public screening, the reopened entrance serves as a gracious public gateway. The project was recognized in a 2023 GSA Design Award juried by leading private sector professionals.

In addition to consolidation-rehabilitation projects funded during this reporting period, Congress appropriated funds for infrastructure, envelope, and safety reinvestment project at the following buildings:

Alexander Hamilton U.S. Custom House, New York, New York  
U.S. Federal Building and Courthouse, Selma, Alabama  
William J. Holloway, Jr. U.S. Courthouse and U.S. Post Office and Courthouse, Oklahoma City, Oklahoma  
Federal Justice Center & U.S. Courthouse, Augusta, GA (1906)  
Federal Center South, Seattle, Washington  
Mike Mansfield Federal Building and U.S. Courthouse, Butte, Montana  
Saint Albans Federal Building, U.S. Post Office and Custom House, Saint Albans, Vermont  
Anthony J. Celebrezze Federal Building, Cleveland, Ohio  
William M. Colmer Federal Building and U.S. Courthouse, Hattiesburg, Mississippi  
E Ross Adair Federal Building and U.S. Courthouse, Fort Wayne, Indiana  
Walter H. Rice Federal Building and U.S. Courthouse, Dayton, Ohio  
Thomas G. Abernathy Federal Building, Aberdeen, Mississippi

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Anchorage Federal Building, Anchorage, Alaska  
Juneau Federal Building, Juneau, Alaska  
Federal Building at 300 North LA, Los Angeles, California

An iconic conical tower, ornamental iron, copper roof details and Romanesque arches of the 1893 Mississippi River Commission Building in Vicksburg, Mississippi recall the city's legacy as a prosperous center for steamboat traffic when cotton trade sustained the region. In 1903, the U.S. Army Corps of Engineers, rescued the local economy by completing the Yazoo Diversion Canal reconnecting the port city to the Mississippi River following a flood that changed the river's course. Originally built as the city's post office and federal courthouse in 1894, the Romanesque Revival icon has housed the U.S. Army Corps of Engineers since 1943. Repairs to the roof, walls, windows, and interior building systems will restore the building's physical integrity, improve safety, reduce operating costs, and extend its service life for another 125 years.

GSA's 1912 U.S. Post Office and Courthouse in Oklahoma City was expanded in 1919 and 1932, listed in the National Register in 1974, and restored by GSA in 1988. Phased rehabilitation projects will address seismic and life safety deficiencies and replace systems at the end of their service life, renewing both buildings to efficiently meet the operational needs of the courts while improving the safety of visitors and occupants. A new entrance ramp will provide universal access to the main entrance, contributing to a positive federal presence that reflects well on the Government.

Concluding a two-phase envelope repair project at the National Historic Landmark 1907 Alexander Hamilton U.S. Custom House in lower Manhattan will remediate repair damage caused by water infiltration and restore exterior features that contribute to the building's exceptional architectural significance. One of GSA's most prominent and significant public buildings, the building was designed by renowned architect Cass Gilbert and includes artwork by Daniel Chester French and Reginald Marsh. Its rotunda is graced by eight murals depicting life in the harbor when New York was one of the greatest port cities in the world. Designed to instruct and inspire the public, the legacy federal building remains a popular outlease location for school graduation ceremonies and a host of other events that provide public access to one of GSA's most beautiful ceremonial spaces.

The 1909 Renaissance Revival Federal Building and U.S. Courthouse in Selma, Alabama continues to provide an iconic federal presence while housing the U.S. District Courts.

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Reinvestment to restore the 110-year-old façade and rehabilitate interior systems and surfaces will mitigate safety risks, improve the integrity of the exterior and reduce operating costs to renew the building for another century of service.

U.S. Courthouse, Augusta, GA. Located in the heart of Augusta's Downtown Historic District, GSA's marble-clad, Renaissance Revival U.S. Courthouse was completed in 1916. While creating secure, separated circulation for judges and prisoners to align with courthouse security requirements, GSA took the opportunity to install a sympathetic ramp for access by the disabled. In addition to security upgrades to comply with U.S. Marshals Service standards, the project includes building systems repairs, fire and life safety upgrades and interior upgrades to be completed while the building remains fully occupied and operational.

Safety and security remain priorities for selective upgrading at prominent public buildings, especially courthouses. Multi-building, nationwide special appropriations focused on courthouse security continue, along with single system security and life safety upgrades for specified buildings, including:

- George H. Fallon Federal Building, Baltimore, Maryland
- Robert A. Young Federal Building, St. Louis, Missouri
- GSA Central Office Building, Washington, DC
- U.S. Custom House Federal Building and Courthouse, Denver, CO
- John F. Kennedy Federal Building, Boston, Massachusetts
- Jacob K. Javitz Federal Building
- National Capital Region

Noteworthy projects completed and nearing completion include collaborations to meet security requirements and sustainably built annexes that met court space and security needs at a lower cost and with less disruption than new construction and relocation would have required. At the only federal courthouse straddling two state borders, GSA is partnering with the City of Texarkana to coordinate federally funded court security improvements with city-planned streetscape amenities, including landscaping and lighting to make the most of the building's unique status as a local landmark and tourist attraction.

In 2022, GSA completed rehabilitation and annex construction of the 1918 Charles R. Jonas U.S. Courthouse in Charlotte, North Carolina. Twenty years earlier, GSA had exchanged the courthouse for a city-owned parcel of downtown land on which to con-



GSA REDUCED THE COST AND DISRUPTION OF BUILDING A NEW COURTHOUSE BY REACQUIRING, REINVESTING IN, AND EXPANDING THE 1918 CHARLES R. JONAS U.S. COURTHOUSE WITH A SMALLER NEW ANNEX, AN OUTCOME PRAISED BY THE COURTS FOR MEETING THEIR SECURITY AND SPACE NEEDS WHILE PRESERVING THE NEOCLASSICAL REVIVAL LANDMARK FOR CONTINUED COURT USE.

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struct a new courthouse. When it became evident that a sustainably built annex could accommodate the courts' needs at a lower cost and with less disruption, GSA revisited its plan. The City of Charlotte agreed to reverse the exchange, returning the historic courthouse to the federal inventory, along with city-funded roof repairs to compensate for the increased value of the vacant site.

The exterior of the new annex features mosaic tiles, created under GSA's Art in Architecture program, depicting significant events that happened at the historic courthouse, such as classroom scene commemorating the *Swann v. Board of Education* desegregation case.<sup>3</sup> The U.S. Courts have praised the project as a reuse success that meets 21st century judicial standards for security, support space, and energy efficiency. "Preserving the beauty of the historic Jonas Courthouse and the Potter Courtroom, while getting the best of modern technology in the Wing, has been a win-win result for us," remarked U.S. District Judge Robert J. Conrad Jr. in the Courts' December 2022 news story.<sup>4</sup>

Annex design and rehabilitation of the 1932 James M. Ashley and Thomas W. L. Ashley U.S. Courthouse in Toledo, Ohio includes thoughtfully conceived accessibility paths, a transparent connector and seamless gateway through the historic monumental entrance to public spaces in the complementary new building. GSA provides virtual public access to these spaces in an online walk through showcasing the gateway design solution.

Public buildings will benefit beyond this reporting period, from funding in the Inflation Reduction Act (IRA) and Bipartisan Infrastructure and Investment Act (IIJA), also known as the Bipartisan Infrastructure Law (BIL). In GSA's New England Region, eight historic land ports of entry will be expanded and modernized. All eight projects will reuse or repurpose historic inspection buildings. Two larger land ports of entry in Trout River and Rouses Point, New York face complex locational issues and are exploring the feasibility of reusing historic inspection buildings. Inspection for the Rouses Point crossing may be relocated for closer border proximity, with a fall back of outleasing or disposing of the historic inspection building for nonfederal use.

Inflation Reduction Act funding for GSA will focus on projects able to make use of low embodied carbon materials, particularly concrete, steel, and flat (window) glass. Such opportunities could enable GSA to expand the scope of historic building projects funded by other means.

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<sup>3</sup> The landmark 1971 case established that busing was an appropriate remedy for the problem of racial imbalance in schools.

<sup>4</sup> "New Courthouse in N.C. Weds Past and Present," U.S. Courthouse News, December 1, 2022.

# USING HISTORIC PROPERTIES

## PUBLIC PRIVATE PARTNERSHIPS: SECTION 111 OUTLEASING

Although GSA regions reported pandemic loss of revenue from retail tenant services supporting federal employees, overall revenue from leasing space in historic federal buildings to nonfederal entities under NHPA Section 111 has remained relatively stable, in part reflecting the value that commercial roof antennas and whole building leases to nonfederal tenants provide as stabilizing revenue sources.

Facing an increased number of underutilized buildings in the wake of the pandemic, in 2022, GSA's preservation and portfolio management programs collaborated on a study exploring ways to expand the potential of historic properties for generating outlease revenue. A charrette with outside industry experts confirmed private sector interest in leasing space in GSA historic buildings. Recommended strategies for leveraging the value of historic buildings through outleasing focus on overcoming challenges presented by federal security requirements and resources available for marketing, administration and building improvements. Solutions for further study include a database posting available spaces for access by targeted markets, reconfiguration options for secure separation between federal and nonfederal tenants, aligning space types with marketing strategies, nonfederal access to flexible space and co-working space, and greater use of photography to promote unique and architecturally significant buildings. A second study now underway will develop objective criteria for identifying excess space in buildings that are the best candidates for leasing to nonfederal tenants.

GSA has already begun establishing formal partnerships for shared marketing, management and event revenue participation in legislated tenancies that promote public access to significant spaces. In 2022, GSA completed a memorandum of understanding with the Smithsonian Institution's National Museum of the American Indian for shared effort and benefit from revenue producing events held in the rotunda of the 1907 Alexander Hamilton Custom House in lower Manhattan.

Where tenant agencies welcome the revenue generating opportunity, event and film location fees allow GSA to leverage the value of architecturally significant buildings, including those that remain fully occupied, most still serving purposes for which they were designed. These short-term outleases also provide opportunities for a diverse community to access public buildings historically conceived as public places. Some promote activities through which federal government serves its citizens; others serve as compelling educational backdrops.

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As part of a spring break exchange program, Georgetown University hosted mock trials at the 1914 Jose V. Toledo U.S. Courthouse in Old San Juan. In addition to housing the U.S. Bankruptcy Court, regional offices of the National Archives and the National Museum of the American Indian, the Alexander Hamilton U.S. Custom House earns out-lease revenue as a film location and special event space. Prominently situated in the New York's Wall Street Historic District, the Beaux Arts National Historic Landmark provided a memorably symbolic setting for the 2022 graduation ceremony and holiday pageant of the New York Charter School of the Arts, a Turkish Consulate event, and an episode of the television show "Law and Order." Nearby in lower Manhattan, GSA's Thurgood Marshall U.S. Courthouse provided a courtroom setting for the film "Juliet," scheduled for release in 2024.

Another National Historic Landmark, the U.S. Custom House in New Orleans, built between 1848 and 1889, provides an authentically monumental backdrop for the Showtime series "Your Honor." GSA's 1917 Tulsa, Oklahoma U.S. Post Office and Courthouse provided the federal setting in "Killers of the Flower Moon," a soon to be released film dramatizing the factual story of Native American tribe member murders by criminals seeking royalty rights to proceeds from the production of oil on Osage reservation land during the 1920s. In addition to promoting public awareness of the atrocities, the film recognizes undercover efforts by the newly established Federal Bureau of Investigation through which several criminals were brought to justice.

At the 1932 Richard Sheppard Arnold Courthouse in Little Rock, Arkansas, GSA collaborated with the U.S. Courts to educate the public about the Little Rock Nine and the importance of the courts in American history. While repurposing an auxiliary courtroom to create HUD workspace after the courts vacated the space, GSA partnered with the District and Supreme Courts to conserve for display in the U.S. Supreme Court building a courtroom bench used by Judge Ronald Davies in 1957 to rule in favor of nine black children, affirming their right to attend a formerly segregated high school after Brown vs. the Board of Education declared "separate but equal" policies unconstitutional in 1954. Thurgood Marshall served as attorney for the NAACP in the Little Rock case, which led to the Cooper vs. Aaron Supreme Court case affirming Brown vs. the Board of Education. After the Supreme Court desegregation exhibit ends, the Cooper bench will return to the courthouse and be the centerpiece of a civic learning center in the Arnold Courthouse which will be open to the public.

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Outlease revenue continues to make an important difference for historic buildings in smaller markets, especially buildings requiring only modest reinvestment to remain viable. Combined with other funding sources, proceeds from Section 111 outleases fill critical gaps and enable GSA to seize windows of opportunity for meeting stewardship goals. At GSA's 1911 O.C. Fisher Federal Building and U.S. Courthouse in San Angelo, Texas, an outlease revenue-funded egress stair extension will enable GSA to meet current codes, maintain full building occupancy and remove an unsympathetic chain link enclosure. Occupied by the courts for more than a century, the Renaissance Revival courthouse is one of the city's most architecturally significant buildings.

At GSA's Art Deco U.S. Courthouse at 312 Spring Street in Los Angeles, now occupied in part by the Judicial Council of California, outlease revenue will fund a building envelope maintenance system, roof repairs, and new ramp and lift for universal access at the building's main entrance. Outleasing revenues will also fund repointing and cleaning limestone walls at GSA's 1932 U.S. Courthouse in Wichita, Kansas; restoration of historic wrought iron fencing at the 1879 U.S. Custom House in Charleston, South Carolina and bronze door restoration at the 1932 Gene Snyder U.S. Courthouse and Custom House in Louisville, Kentucky and the 1931 Harold D. Donohue Federal Building and U.S. Courthouse in Worcester, Massachusetts.

An outlease-funded prototype window rehabilitation at 201 Varick Street in lower Manhattan will reduce operating costs while improving the quality of interior workspace and restoring the exterior appearance of the building with energy efficient replicas of historic windows replaced with smaller units decades ago. Possible use of Inflation Reduction Act (IRA) funds for procurement of low embodied carbon glass may enable GSA to expand the project scope to upgrade more windows.

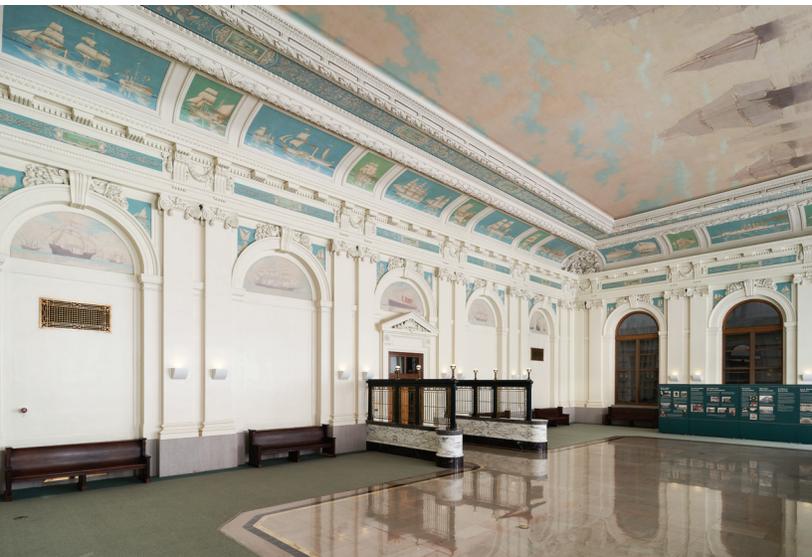
GSA completed outlease revenue-funded restoration of the auditorium's acoustic stone walls and ornamental finishes in 2023. The Andrew W. Mellon Auditorium in Washington, D.C. has served federal agencies as a setting for ceremonies and special events since the building opened in 1934. Listed in the National Register in 1966 as a contributing property in the Pennsylvania Avenue National Historic Site, the 450-seat auditorium has also witnessed events significant in world history. The North Atlantic Treaty that established NATO was signed by President Harry Truman there in 1949. In 1994, President Bill Clinton signed the North American Free Trade Agreement in the auditorium. In 2024, it will serve as a reception location where GSA will welcome attendees to the National Trust for Historic Preservation's National Preservation Conference.



USE OF SECTION 111 AUTHORITY KEEPS THE NATIONAL HISTORIC LANDMARK U.S. COURTHOUSE AT 312 NORTH SPRING STREET IN LOS ANGELES IN PUBLIC USE SERVING THE STATE SUPERIOR COURT, WHILE RETAINING THE BUILDING FOR FUTURE FEDERAL USE. THE COURTHOUSE IS NATIONALLY SIGNIFICANT AS THE VENUE FOR *MENDEZ ET AL V. WESTMINSTER SCHOOL DISTRICT (1946)*, A CASE INVOLVING FIVE HISPANIC FAMILIES WHOSE CHILDREN WERE DENIED ADMISSION TO PUBLIC SCHOOLS IN SOUTHERN CALIFORNIA. THE COURT'S PRECEDENT-SETTING DECISION FORBADE SEGREGATION ON THE GROUNDS THAT SEPARATE WAS, IN FACT, NOT EQUAL.

## USING HISTORIC PROPERTIES

Outleasing also remains a principal means of stewarding architecturally integral artwork in GSA historic buildings. At the 1907 U.S. Customhouse in Baltimore, Maryland, outlease revenue funded window repairs, restoration of ornamental iron grates and gates, and conservation of navigation-themed lunettes that rim the building's double-story call room. Created by prominent muralist Francis (Frank) Davis Millet, the five lunettes depicting the evolution of navigation portray over 125 vessels, from ancient Egyptian ships to the R.M.S. Mauritania of 1907, accompanied by J.P. Morgan's yacht, the Corsair. Only a few years after creating the murals, Millet perished along with 1,500 others in the 1912 sinking of the Titanic.



OUTLEASING AVAILABLE SPACE IN HISTORIC BUILDINGS REMAINS A PRINCIPAL MEANS OF STEWARDING ARCHITECTURALLY INTEGRAL ARTWORK. AT THE 1907 U.S. CUSTOM HOUSE IN BALTIMORE, MARYLAND, OUTLEASE REVENUE FUNDED WINDOW REPAIRS, RESTORATION OF ORNAMENTAL IRON GRATES AND GATES, AND CONSERVATION OF NAVIGATION-THEMED LUNETTES THAT RIM THE BUILDING'S DOUBLE-STORY CALL ROOM. (NEIL GREENTREE PHOTOGRAPHY)

# USING HISTORIC PROPERTIES

## **SUSTAINABLE STEWARDSHIP: INTEGRATING GSA PORTFOLIO AND PRESERVATION STRATEGIES**

Two decades ago, in the face of a growing repair backlog and insufficient capital investment funding, GSA initiated its first Portfolio Strategy for creating a financially sustainable inventory. Over the years, GSA's preservation and portfolio management programs have collaborated on a series of initiatives, such as decision assisting reinvestment tools, to balance GSA's fiscal responsibilities and stewardship goals. A core principle underlying this effort is that giving special consideration to buildings of high architectural merit and construction quality, where reinvestment is justified by a federal presence, dovetails with GSA commitment to workplace solutions that offer the best long-term value.

## **PORTFOLIO SEGMENTATION AND REPOSITIONING**

Pandemic safety measures accelerated a widespread shift toward increased telework, technology-based, mobile workplace models, and workspace consolidation supporting federal footprint reduction goals. Toward that end, GSA's National Portfolio Planning process seeks to achieve a smaller, financially sustainable, operationally efficient portfolio that supports climate and environmental goals, with flexible workspace optimized to meet current and future federal needs.

As a first step toward consolidating its inventory, GSA is segmenting its portfolio into core assets that meet long-term needs, such as federal courthouses in growing or stable locations, disposal prospects no longer supportable due to an insufficient federal presence or unachievable reinvestment needs, and interim hold assets that fall between the two. GSA's Office of Portfolio Management and Customer Engagement is developing strategies for optimal utilization and investment, working with the Center for Historic Buildings on repositioning strategies for underperforming historic buildings.

## **LEVERAGING HISTORIC ASSETS**

Where market conditions support non-federal occupancy or shared use, these strategies include creative alternatives for leveraging the value that historic buildings may provide as architectural icons providing high-quality work, meeting, and event space. GSA's 2022 study exploring ways to expand the potential of historic properties for generating outlease revenue is a first step toward better leveraging the tangible and intangible value inherent in historic buildings.

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Working with Emax, a financial and real estate advisory service, GSA is now developing a tool that will examine GSA's entire historic building inventory to identify the best prospects for producing Section 111 outleasing revenue. The tool will examine existing vacant space, apply market rates to determine income potential, and evaluate parking options, events and full building outlease opportunities.

Other tools promoting consolidation and reinvestment in historic buildings consider life-cycle costs and the embodied carbon value of existing buildings—especially historic buildings constructed of durable, high quality natural materials.

### EMBODIED CARBON PROTOCOL DEVELOPMENT

Renovating existing owned space for new needs instead of new construction has great potential in achieving carbon avoidance and meeting the goals laid out in Executive Order 14057 "Catalyzing Clean Energy Industries and Jobs Through Federal Sustainability." Consistent, reliable empirical data needs to be compiled to help advocate for the reuse of existing buildings, and better cost comparison is necessary to provide supportive data on carbon avoidance. Hence, GSA is working with the Department of Energy and a national laboratory to develop a protocol to calculate the embodied carbon of whole buildings and estimate the carbon impacts of various retrofitting options. The benefit of this protocol is to utilize as-built baselines of existing buildings as benchmarks for demonstrating carbon avoidance through building rehabilitation, leading to more efficient and informed portfolio planning and move towards more sustainable and carbon-conscious building practices.

### WORKPLACE 2030

Leveraging the long-term value of historic buildings as post pandemic federal workplaces also requires envisioning the future of federal work. In 2020-2021 GSA convened more than 100 private-sector experts and government leaders from 18 agencies in a series of working sessions to anticipate future scenarios for federal work.

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Exchanging insights on how distributed workforces performed during the pandemic, the working groups agreed on guiding principles for meeting current and future federal workplace needs that

- signal a shift in focus from real estate to technology that supports a mobile workforce and brings workers together,
- acknowledge benefits of distributed work and hybrid work arrangements, and
- envision the purpose of federal offices shifting to places that enable workers to collaborate, maintain connections, and access secure resources.

Workplace 2030 is GSA's multi-faceted initiative to align its workplace offerings with federal workspace needs through the next decade, guided by these principles and a continuing commitment to:

- government's stewardship of the environment,
- representation and workplace equity,
- the well-being of federal employees and their clients, and
- supporting communities as a catalyst for economic growth.

Workplace 2030 offerings include, among others, commercial coworking options that provide federal agency employees with short-term access to shared commercial office spaces where they can collaborate with teammates or other agencies. The program also provides agencies access to top industry workplace and design experts with competitive pricing through GSA's Architecture, Engineering and Interior indefinite delivery, indefinite quantity contract. GSA's workplace investment and feasibility modeling (WIFM) tool helps agencies forecast their office, desk, and space needs. Also available are workplace engagement services allowing federal employee customers to evaluate human, space, and technology, adapting to new ways of working.

A centerpiece of GSA's strategy for creating human-centered, sustainable, flexible, and tech-enabled workspaces is its Workplace Innovation Lab (WIL), which opened in January 2022. Located in GSA's 1917 headquarters building in Washington, D.C., the lab offers shared collaboration spaces, conference rooms, and office space, divided into six suites featuring different workspace and furniture layouts.

Federal agencies are invited to reserve spaces and use the lab at no cost during GSA's 2023 pilot, allowing agencies to try new technology and furniture options from multi-

## USING HISTORIC PROPERTIES

ple vendors before purchasing. Technology includes products that enhance employees' hybrid experience, promote health and wellness, and support the federal government's commitment toward a net zero carbon emissions operation.

GSA is operating the lab as a pilot Federal Coworking Space. For the first iteration of the lab, GSA has partnered with six vendors, providing agencies access to six model workspace layouts showcasing innovative office design, furnishings and technology. Federal employees are able to work in the 25,000-square-foot space and can use the lab for periods ranging from a single hour to weeks. Visitors from federal agencies can request tours and sign up to be notified when online reservations are available. GSA will gather anonymous user feedback and data from the lab to improve its offerings and solutions.

Looking ahead toward 2030, GSA anticipates that on-site work will continue to be essential to the mission of some agencies. Others will move toward a more distributed model, redirecting real estate costs toward technologies and services that empower the workforce. Locating the Workplace Innovation Lab in GSA's sustainably modernized 1917 headquarters building, blocks from the White House and multiple transit options, affirms GSA confidence in the adaptability of historic buildings to meet current and future federal workspace needs. At the same, the agency is keenly aware that its inventory of buildings constructed to serve traditional civilian workspace requirements exceeds the needs of a mobile workforce more reliant on technology than physical space.

In the months and years ahead, GSA's Center for Historic Buildings, portfolio management and sustainability programs will continue collaborating on tools and strategies that support reinvestment and consolidation in well-located, well-built historic buildings able to offer best value workspace aligned to GSA customer needs. Where local markets support public-private collaboration, new opportunities for leveraging the special value of historic buildings suggest untapped potential for responsibly maintaining the viability of GSA historic buildings, especially those that best represent the federal legacy.

## NATIONAL REGISTER NOMINATIONS

During the 2021-2023 reporting period, GSA nominated 19 historic properties. All but one designation, updating GSA documentation on GSA's 1937 border inspection station in Sasabe, Arizona, listed buildings constructed during the 1960s and 70s.

In contrast to GSA's traditional monumental historic buildings, modern era public buildings often rely more on the historic significance of activities they housed or contributed to than architectural distinction as qualifying criteria for National Register listing. Some represent federal-local government collaboration on urban redevelopment initiatives or noteworthy advances in energy conserving design. GSA's Art-in-Architecture program, launched fifty years ago in 1963, is often a component of cultural significance in GSA's modern inventory.

At the 1971 Earle Cabell Federal Building and U.S. Courthouse in Dallas, Judge Harold Barefoot Sanders broke barriers to equal access in cases that implemented laws desegregating schools throughout the city. The William J. Holloway Jr. U.S. Courthouse in Oklahoma City was the setting of a case spanning three decades as African American families sought meaningful implementation of local desegregation plans. Midcentury modern GSA architectural design teams of the time were also becoming more diverse. Among the consortium of firms who designed the Federal Building at 300 North Los Angeles St. in Los Angeles is Paul Revere Williams, the first African American admitted to the American Institute of Architects.

Several nominations document GSA collaboration with city governments on urban renewal initiatives aimed at regenerating flagging city centers. After World War II, Baltimore suffered economic decline brought by the arrival of container ships outmoding old harbors, loss of associated manufacturing jobs, and competing suburban development. The Charles Center Plan, largely implemented between 1958 and 1965, was among the first urban renewal plans in the U.S. to propose reinventing a large portion of a central business district, relying on public-private partnerships to address urban disinvestment. GSA's agreement to locate its new federal building (later known as the George B. Fallon Federal Building) in Charles Center contributed notably to the success of that effort, which ultimately transformed the vacant waterfront district into a landmark seaport attraction and sightseeing hub.



THE JOHN F. KENNEDY FEDERAL BUILDING, COMPLETED IN 1966 AND LISTED IN THE NATIONAL REGISTER OF HISTORIC PLACE IN 2021, IS RECOGNIZED AS ONE OF GSA'S FOUR NATIONALLY SIGNIFICANT, EXCEPTIONAL EXAMPLES OF MODERNIST CONCEPTS APPLIED TO A FEDERAL OFFICE BUILDING. (CAROL M. HIGHSMITH PHOTOGRAPHY, INC.)

## IDENTIFYING HISTORIC PROPERTIES: SECTION 110

In downtown Boston, the John F. Kennedy (JFK) Federal Building, completed in 1966, reflects a similar collaboration to reinvigorate a city center with a civic plaza and federal city government presence. Designed by The Architects Collaborative, led by Walter Gropius, the JFK building is recognized as one of four nationally significant exceptional examples of modernist concepts applied to a federal office building. Twin 26-story attenuated towers adjoining an attached four-story low-rise section reduce the million square foot structure's visual massing alongside City Plaza while admitting ample daylight into interior workspace. Two sculptures commissioned under GSA's Art-in-Architecture program, Herbert Ferber's cooper and steel *Full Circle: Profile in Courage* and Dmitri Hadzi's 17-foot-tall bronze *Thermopylae*, serve as courtyard and plaza centerpieces complementing the building.

The 1966 Lee H. Hamilton Federal Building and U.S. Courthouse was one of four civic buildings with connecting plazas constructed as part of an urban planning project in New Albany, Indiana. Rimmed on three sides by a staggered colonnade of limestone columns, in an open setting of connecting plazas the classically modern, curtain wall building is noteworthy as an example of strong example New Formalism that garnered national attention in the wake of the bicentennial. Among 1000 historically significant courthouses comprising a Museum of Modern Art-commissioned photographic archive, of which 64 were exhibited, GSA's New Albany, Indiana courthouse was included as a worthy example of modern courthouse design. Following the 1977 exhibit in New York, the exhibit went on a national tour under the auspices of the National Trust for Historic Preservation.

GSA's 18-story, International style Richard Bolling Federal Building in Kansas City is noteworthy as an early effort to improve the cost effectiveness and efficiency of federal workspace by consolidating agencies in a central, modernist federal office building. Housing approximately 7000 employees from eighteen departmental and agency offices, the building included a retail corridor, featuring artist Frederick Conway's 39-foot mural *The Movement of Time from Redman to Truman*, a tableaux of Kansas City history, offering employees direct access to a post office, convenience store, and cafeteria overlooking the building's landscaped setting. Outside the building, a bas relief sculpture series *The Builders*, by artist Constantino Nivola, celebrates the civic spirit of America.

Other modern era buildings nominated during this reporting period were progressive in their adaptation of traditional regional architecture or noteworthy as early federal efforts to conserve finite resources. A midcentury modern adaptation of the territorial architec-

## IDENTIFYING HISTORIC PROPERTIES: SECTION 110

ture, the Joe Skeen Federal Building and U.S. Courthouse in Roswell, New Mexico, completed in 1967, features a patterned concrete screen wall functioning like a traditional brise soleil, or perforated concrete screen, diffusing sunlight to reduce heat gain while providing peripheral natural ventilation, an early advance in energy conserving design.

### MODERN ERA DETERMINATION OF ELIGIBILITY ASSESSMENT TOOL

In 2023, GSA released its digital Modern Era Determination of Eligibility Assessment Tool. Updated in part under Memorandum of Agreement mitigation terms for a facade enclosure project at the Anthony J. Celebrezze Federal Building in Cleveland, the tool reflects insights gained during the two decades since the agency released the GSA Eligibility Assessment Tool as part of its Growth Efficiency and Modernism context study in 2003. Created and refined specifically to assist in the internal assessment of GSA buildings, especially those constructed after 1950, the tool applies National Register eligibility criteria through a GSA lens that more deeply examines the design, construction, and impact of federal public buildings on the communities where they were built.

Acknowledging that local considerations have emerged as primary factors justifying National Register eligibility, the updated tool supports comprehensively examining statewide and local significance, establishing direct associations with significant programs, and qualitatively evaluating buildings as representations of a style or master architect's work. GSA anticipates that the tool's shift from a prescriptive checklist approach to guidance for thoughtful evaluation by qualified professionals will improve the efficiency of GSA's internal assessment efforts and reduce the time required to resolve formal determinations of eligibility with SHPOs.

### HISTORIC BUILDING DOCUMENTATION RESOURCE AND BUILDING PRESERVATION PLANS

GSA developed the Historic Building Documentation Resource (HBDR), launched in 2020, to serve as the principal repository of building-specific documentation and guidance on GSA historic buildings. The HBDR makes available to PBS employees involved in project planning or historic building maintenance Building Preservation Plans (BPPs) and Historic Structure Reports, including images and preservation zoning plans, as well as supporting materials such National Register of Historic Places nomination forms, determinations of eligibility, and other building-specific studies.

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GSA's 2023 HBDR upgrade incorporates an intuitive and user-friendly interface that allows PBS employees to easily understand which buildings are significant, why they are important, and which features must be preserved to maintain their historic integrity. This functionality facilitates a broader understanding of GSA's historic inventory that will streamline project planning and Section 106 compliance. The ability to easily view and compare buildings within the national inventory will inform decisions regarding the potential eligibility of unevaluated buildings.

### **BUILDING PRESERVATION PLANS AND HISTORIC STRUCTURE REPORTS**

Building Preservation Plans (BPPs) and Historic Structure Reports (HSRs) completed during this reporting period provide new building-specific documentation and guidance, update existing BPPs to reflect completed rehabilitation projects, or expand upon available guidance supporting nineteen historic buildings in thirteen states.

HSRs and new or updated BPPs completed during the period include:

- seven modern era federal office buildings,
- one historic land port of entry historic border inspection building (Naco, Arizona HSR), and
- eleven monumental historic buildings constructed before World War II.

### **LIBRARY OF CONGRESS PHOTOGRAPHS**

Since 2001, GSA has been documenting its historic building inventory in professional high-resolution photographs that provide a permanent archival record and serve the needs of GSA business lines, project teams, tenant agencies, researchers and the public. The online digital documentation supports GSA's due diligence, asset repositioning, and social media initiatives with high quality images. Since its inception, the program has documented more than 300 GSA historic buildings in more than 4000 photos. Photographs commissioned since 2005 are available copyright free with attribution in the Carol Highsmith collection on the Library of Congress website. While physical access to federal buildings is often limited, these photographs provide an additional means for sharing GSA's historic building legacy and preserving it for future generations.

## INITIATIVES FOR IMPROVED EFFICIENCY AND EFFECTIVENESS

Core components of GSA's approach to navigating Section 106 compliance for a varied and dispersed inventory are its qualified network of preservation professionals supported by policy and processes that promote consistent, meaningful compliance, along with tools that provide easy access to historic building documentation, technical solutions, and other resources. As a result, most GSA projects avoid adverse effects and the time and complexity of pursuing alternatives to minimize or mitigate them.

Recent compliance streamlining initiatives focus on reducing the compliance time and effort for compliance associated with routine recurring activities, allowing GSA preservation professionals and oversight entities to focus on more complex and challenging compliance cases. GSA's Section 106 Exemption for Routine Operations and Maintenance, approved by the Advisory Council and published in January 2023, enables GSA to undertake routine operations and maintenance, including in kind repairs, without having to conduct public Section 106 consultation for those activities. A program alternative in accordance with provisions of 36 CFR Part 800, Protection of Historic Properties, the exemption provides an alternative compliance mechanism that is already saving GSA compliance time and costs nationwide.

Given GSA's comprehensive preservation policies, preservation personnel qualifications, widely recognized program, and long track record of compliance, the ACHP recommended GSA pursue an exemption as a tool to streamline and strengthen the agency's approach to the ongoing management of these activities. Public support for the exemption reflects confidence the national preservation community has in GSA's program and its professional preservation infrastructure.

Agency compliance for the limited routine operations and maintenance activities is managed internally by GSA Regional Historic Preservation Officers to validate that work is undertaken in accordance with the Secretary of the Interior's Standards for the Preservation of Historic Properties and other exemption terms. Since the exemption went into effect in mid-January, it has been applied to 85 undertakings, saving an estimated 680-850 hours of staff time and nearly 3000 days in project time, compared to standard compliance management.

GSA also benefits from a 106-compliance exemption issued by the Council in 2022 to relieve federal agencies from preservation review requirements for most projects involv-

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ing installation, maintenance, repair, and expansion of electric vehicle supply equipment (EVSE) and charging stations.

GSA participated in the informal interagency coalition that worked with the Council to explore programmatic solutions to address a significant increase in undertakings expected to result from the Infrastructure Investment and Jobs Act (IIJA) of 2021, as well as Executive Orders 14008 and 14057. These orders committed the federal government to modernizing its entire vehicle fleet, which will necessitate the installation of supply equipment to support the operation of electric vehicles.

In addition to exemption monitoring, GSA is currently developing a nationwide Section 106 tracking application within its project management software that will provide a centralized system for efficiently tracking agency-wide compliance. The application holds promise for allowing regional preservation staff to more efficiently and consistently administer Section 106 compliance, including annual reporting required under regional programmatic agreements. Providing the Federal Preservation Officer (FPO) simplified access to information on compliance activities nationwide will reduce the need for manual data calls required for cyclical reporting and oversight at the national level.

### REPAIRS, ALTERATIONS, AND NEW CONSTRUCTION

GSA also collaborates with client agencies on programmatic approaches that promote project consistency, cost-effective decisions, and compliance efficiency. In the wake of civil unrest and ongoing attacks on federal facilities during the pandemic GSA initiated a partnership with the Administrative Office of the Courts (AOC) to bring consistency and interdisciplinary expertise to projects funded by the Courts through special appropriations aimed at improving perimeter security at vulnerable facilities.

The GSA-AOC courthouse hardening partnership brought together agency experts in engineering, security, courthouse design requirements, preservation, and design excellence to establish a consistent process for sound and efficient decision making toward solutions that are tailored to each building and its community context. The process begins with an online questionnaire that captures building-specific considerations, including whether buildings are historic or located in historic districts. Program participants meet monthly to track program progress and to review and guide planning for individual projects.



GSA's COURTHOUSE HARDENING PARTNERSHIP WITH THE ADMINISTRATIVE OFFICE OF THE COURTS, ESTABLISHED A CONSISTENT, SECTION 106 COMPLIANT, PROCESS FOR SOUND DECISION MAKING ON PROTECTIVE MEASURES AFFECTING COURTHOUSE EXTERIORS. THE INITIATIVE LED TO A REVERSIBLE AND VISUALLY DISCRETE SOLUTION FOR INSTALLING INTRUSION-RESISTANT GLAZING PANELS TO PROTECT VULNERABLE WINDOWS, AN APPROACH THAT WILL BENEFIT HISTORIC AND NON-HISTORIC BUILDINGS ALIKE. (CAROL M. HIGHSMITH PHOTOGRAPHY, INC.)

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Among the positive results of the partnership is a reversible and visually discrete solution for installing polycarbonate intrusion-resistant glazing panels to protect vulnerable lower-level windows. Developed by a leading manufacturer in cooperation with GSA's national and regional preservation programs, the newly available product improvement demonstrates the potential federal agencies have for influencing industry to adapt their products to meet preservation standards that will serve a broader market of federal, nonfederal historic and existing building owners.

A benefit of GSA's investment in its skilled and effective national network of preservation professionals is that little time need be devoted to developing and negotiating memorandums of agreement because most GSA projects avoid adverse effects. Complex cases requiring extended consultation increasingly concern unavoidable preservation challenges associated with the evolving federal inventory, as GSA works with its client agencies to balance inventory optimizing, security, stewardship, and taxpayer accountability goals.

In 2005 and 2006, GSA acquired historic State Street properties adjoining the Chicago Federal Center with intent of accommodating court expansion needs and federal tenants within a federally secure setting. As market conditions and space needs have evolved, expansion space is no longer needed, but the proximity of the buildings to the potentially vulnerable Everett M. Dirksen U.S. Courthouse building raises concerns about private occupancy that may compromise the security of GSA's judicial tenants adjoining the State Street block. Section 106 consultation is in progress, seeking viable alternatives for reuse of the buildings, which are contributing properties in the city's Loop Retail Historic District.

### DISPOSAL OF HISTORIC PROPERTY

GSA uses varied real property disposal authorities to address the specific circumstances of each property while meeting taxpayer interests and community goals. A 2022 study on the socio-economic and environmental impacts of GSA conveyances found that among 533 properties transferred during the five-year period of 2018-2022, 80 were conveyed for public benefit purposes, while disposals also generated \$10.68 million in local tax revenue and more than 300 acres benefitted from environmental remediation. Through community engagement, redevelopment of underutilized federal properties also catalyzed revitalization efforts that create jobs and boost local economies.<sup>5</sup>

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<sup>5</sup> GSA Real Property Disposition report to the Public Buildings Service Commissioner, 2023.

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Historic property disposals completed during the 2021-2023 reporting period are now benefitting communities with improved law enforcement and emergency management, educational programs, recreational opportunities, direct and indirect tax revenues, and consolidated government services in central locations that support sustainable development goals. GSA also brought to fruition several complex, multiyear collaborative efforts.

The 2021 public benefit conveyance of the Veterans Administration Medical Center at Highland Drive to the city of Pittsburgh concluded a four-year consultation effort to resolve terms for selective reuse of the 167-acre campus, which closed in 2013. Having served area veterans for close to 60 years, the property will continue serving the community as the City of Pittsburgh's Law Enforcement and Emergency Management Training and Operations Center. Under the terms of the transfer, a number of primary buildings will be rehabilitated to serve new uses, while GSA, VA and the city jointly contributed documentation and interpretation for public use, including GSA drone video footage available online.

A simpler, smaller 2021 Public Benefit conveyance to Nicholas County, West Virginia will put GSA's 1966 Federal Office and Post Office Building in Summerville, West Virginia to similar use housing local law enforcement and emergency management programs.

To the extent that disposal authorities and local need permits, GSA strives to identify opportunities for continued or increased public use of GSA's most significant monumental buildings. GSA's public benefit conveyance of the 1913 Federal Building U.S. Courthouse and Post Office in Missoula, Montana will enable disbursed city and county government offices to consolidate at a central location in one of the city's most architecturally significant buildings.

In Anniston, Alabama, GSA exchanged its turn of the century historic courthouse with city owned land for constructing a new courthouse meeting federal judiciary security and space requirements. GSA mitigation for the adverse effects of the project included updating the National Register nomination for the historic district, along with online interpretation of the former USO Hall demolished for the project, interpretive signage, and archeological investigation of the construction site. Conveyed to the city with preservation covenants, the 1906 Beaux Arts landmark will continue in public use as the new home of Anniston's city hall.

Some facilities are not viable candidates for preservation and public access, requiring

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a more pragmatic stewardship strategy. Terms for GSA's conveyance of the C-47 Nike Missile Site in Hobart, Indiana, already in an advanced state of deterioration, are laid out in an MOA requiring no preservation covenant. Absent an identified public benefit recipient, terms for public sale stipulate interpretation and managed decay for public safety. The C-47 site, created as part of a defensive ring encircling Chicago, was one of the first Nike sites to receive the Hercules missiles in the late 1950s.

Effective sale strategies can attract stewardship-minded buyers for potentially usable historic properties in marketable locations. In May 2022, GSA closed a sale of a long vacant nineteenth century farmhouse, barn and wagon shed in Newtown, Pennsylvania on behalf of the Department of Veterans Affairs (VA). The VA controlled historic buildings as part of the Bucks County national cemetery. Unable to outlease the unneeded farm structures under Section 111, VA reported the property excess to GSA. GSA rebranded the property as "the Homestead at Washington Crossing" and marketed it as a unique opportunity to own a piece of Pennsylvania's history, citing the property's National Register eligibility and preservation covenants that would be included in the deed. GSA's grantee intends to restore and occupy the property.

Remote or depopulating locations can present a greater challenge. GSA worked with the North Dakota SHPO and Certified Local Government of Pembina, North Dakota on site-specific preservation covenant terms for protecting the Colonial Revival Custom House after the U.S. Customs and Border Protection Agency (CBP) vacated the building to consolidate in the Main Port Building of the Pembina Land Port of Entry. With limestone pediments, fluted pilasters, leaded transoms and a dentilled cornice, Pembina's 1931 Custom House is the most architecturally imposing building in the city. Placed on the market in 2022, the property remains available for office and mixed use.

Historic cemeteries present special challenges and—like lighthouses—depend substantially on local stewardship interest. The Thielke Cemetery in Wisconsin is one of three historic pioneer cemeteries on land acquired by the Government in the early 1940s to construct the former Badger Army Ammunition Plant (BAAP). The Thielke Cemetery dates to 1854 and has 37 recorded burials, one of which is a Civil War Veteran. It is located within the boundary of lands previously transferred to the Wisconsin Department of Natural Resources under the Federal Lands to Parks program. When GSA entered into negotiations with the State of Wisconsin, pressure from residents and desire to avoid public sale of the cemetery convinced them to take over ownership and maintenance of the cemetery. At the Fort Stevens Post Cemetery, established in 1866, GSA worked with

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the City of Warrington to accept maintenance responsibility for a public roadway that is also the U.S. access point to the cemetery.

The National Lighthouse Preservation Act of 2000 (NHLPA) created a unique authority through which NPS, GSA, and the U.S. Coast Guard work together to find new stewards for decommissioned historic lighthouses. Potentially qualified public benefit recipients include nonprofit organizations as well as state and local governments to promote options providing both preservation and public access. Where no suitable public stewards exist, the lighthouse is sold for uses that may not offer public access, conditioned on conveyance with preservation covenants, also required for public benefit conveyances.

During the 2021-2023 reporting period, GSA completed seven lighthouse conveyances, a majority located along the Florida coast, with others in the Mid-Atlantic, New England and Midwest (Lake Erie). The Carysfort Reef, Sombrero Key, American Shoal, and Sand Key Lighthouses are mid-nineteenth century structures in the Florida Keys National Marine Sanctuary (FKNMS), which is managed by the National Oceanic & Atmospheric Administration (NOAA). Each lighthouse consists of a cast iron skeletal tower with keeper's quarters. Lacking public benefit grantees, all four were successfully marketed and sold with preservation covenants protecting their character-defining historic materials and features.

The Historic Hooper Island Lighthouse in the Chesapeake Bay was built in 1902, conveyed to the Lighthouse Preservation Society in 2009, and reconveyed by public sale with preservation covenants in 2022, when the Society was no longer able to maintain the property. The 1874 Penfield Reef Light in the Long Island Sound at Fairfield, Connecticut also sold with preservation covenants in 2022.

Two public benefit conveyances made possible by the (NHLPA) will provide public access and education along with stewardship. Ten years ago, Islamorada-based Friends of the Pool began organizing "Swim for the Alligator Lighthouse" to raise funds annually for scholarships and donations supporting restoration and maintenance of the Alligator Reef Lighthouse. In 2021, the nonprofit acquired the 144-year-old lighthouse, named for a schooner the USS Alligator, scuttled in 1822 to avoid its capture by pirates after running aground. Rethos, a St. Paul-based preservation nonprofit, acquired the 1910 Duluth Harbor South Breakwater Outer Light this year. Interpretive signs are being developed for public tours beginning next summer.



UNDER THE NATIONAL LIGHTHOUSE PRESERVATION ACT OF 2000, GSA, THE NATIONAL PARK SERVICE, AND THE U.S. COAST GUARD WORK TOGETHER TO FIND NEW STEWARDS FOR DECOMMISSIONED HISTORIC LIGHTHOUSES. GSA SOLD THE 1874 PENFIELD REEF LIGHT IN THE LONG ISLAND SOUND AT FAIRFIELD, CONNECTICUT WITH PRESERVATION COVENANTS IN 2022.

## PROTECTING HISTORIC PROPERTIES: SECTION 106

Past disposal success stories include GSA's 1933 Federal Building and Post Office in Modesto, California. Known locally as El Viejo, the Mediterranean style former post office sold with preservation covenants in 2013. Six tempora lunettes from a series of twelve by New Deal artist Roy Boynton were removed during a post office renovation in 1967. Capturing the region as it appeared when the building was constructed, the murals depict agricultural scenes in the Central Valley, where farming sustained the community through the Great Depression. After the conveyance, GSA was able to recover two of the missing murals from a private owner. Using funds from Section 111 outleasing space in historic buildings, GSA restored the murals and returned them to their original locations in 2022, to the delight of the community, which enjoys continued access to the restored postal lobby. To the extent possible, GSA's preservation program tracks past historic property disposals to gain insights that may inform future stewardship strategies.

In 2008, GSA transferred the U.S. Courthouse and Federal Building in Kansas City as an Historic Monument public benefit conveyance to the Planned Industrial Expansion Authority of Kansas City, Missouri. The Neo-Classical New Deal building has a significant history. In 1952, Thurgood Marshall represented the plaintiff in the Swope Park Swimming Pool desegregation case at the courthouse, the first major desegregation case in Kansas City. Harry S. Truman maintained his senatorial office in the building before he became president. Redeveloped as the Courthouse Lofts, the building now provides 176 affordable, income-restricted housing units in Kansas City's central downtown area. Leveraging the building's architectural significance and National Register eligibility, the developer, who specializes in residential reuse of historic buildings, was able to apply historic preservation tax credits supporting preservation of the building's historic exterior, marble floors and ornate ceiling of the entrance lobby and distinctive historic features throughout the building.



AFTER CONVEYING THE 1933 FEDERAL BUILDING AND POST OFFICE IN MODESTO, CALIFORNIA WITH A PRESERVATION COVENANT, GSA WAS ABLE TO RECOVER TWO MISSING TEMPURA LUNETTES FROM A PRIVATE OWNER. USING FUNDS FROM OUT-LEASING SPACE IN HISTORIC BUILDINGS, GSA RESTORED THE MURALS AND RETURNED THEM TO THEIR ORIGINAL LOCATIONS IN 2022, TO THE DELIGHT OF THE COMMUNITY, WHICH ENJOYS CONTINUED ACCESS TO THE RESTORED POSTAL LOBBY.

## TRAINING PROGRAMS AND RESOURCES

GSA training programs continue to make the most of the agency's investment in mobile workplace technology, in-house expertise and agency partnerships to cost effectively support the need for a competent, collaborative workforce. In a reporting period characterized by an unprecedented number of retirements, monthly nationwide program coordination meetings and training opportunities have helped to bring new employees working in a largely virtual environment up to speed on issues affecting historic buildings and strategies for addressing them.

In 2023, Following a two-year hiatus in face-to-face interaction, the Center for Historic Buildings convened preservation professionals in GSA's national and regional programs for a preservation program management meeting focused on critical issues facing the agency in the wake of workspace changes accelerated by the pandemic. When they can be held safely, these in person, program-focused training events inform GSA's national stewardship strategy while strengthening the agency's network of geographically disbursed specialists who rely on one another for project solutions and best practices.

The Center's popular bimonthly Historic Masonry Workgroup training webinar program broadened its scope 2023 to encompass a wider range of technical topics as the newly dubbed Historic Materials Work Group. Drawing from GSA project teams and preservation practitioners involved in other relevant projects, the workgroup hosted webinars on a variety of topics such as masonry cleaning, terrazzo repair, acoustic stone restoration, rehabilitation of water damaged interiors, material identification, and using BPPS and HSRs to improve repair project efficiency and quality control.

The preservation program participates in national training such as GSA's Public Buildings Service Boot Camp for new employees, Office of Architecture and Engineering program conferences, and project management Knowledge Exchange webinars to share historic building project achievements and best practices. Regional preservation programs host cyclical NHPA compliance training, sometimes combined with NEPA training, to meet the needs of specific PBS programs. Regional preservation programs also collaborate with client agencies such as U.S. Customs and Border Protection on joint compliance training.

GSA online preservation resources supplement internal preservation training with policy documents, best practice technical guidance, specifications, and contract templates. In 2023, the Center consolidated resources supporting GSA's national and regional pres-

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ervation programs in a new Google Site designed to serve as a resource directory and repository for preservation staff nationwide. Site menus categorize resources and identify core reference documents to provide users intuitive access to content and an understanding of the larger body of available resources.

### **PARTNERSHIPS, OUTREACH AND ADVOCACY**

In 2020, the Center began a partnership with the Association for Preservation Technology International (APT) to host thematic technical training courses that provide GSA employees access to the expertise of leading practitioners who specialize in repair and rehabilitation of historic buildings. During the 2021-2023 reporting period, GSA collaborated with APT technical committees to host virtual training courses on modern building envelopes, seismic retrofitting, concrete repair, HVAC reinvestment for whole building performance, meeting codes and standards in historic buildings, and sustainable repair and reinvestment in historic building envelopes.

GSA also collaborates with other agencies and organizations on training programs developed for a larger national audience that includes GSA employees. In 2021, GSA's Northeast Caribbean Region preservation and ABAAS compliance programs joined the National Park Service (NPS) Park Facility Management Program (PFMD) in training on Historic Sites and Accessibility Compliance that remains available online to employees of both agencies and the public.

An interagency working group and training partnership with the U.S. Courts, National Archives Administration and Smithsonian Institution focuses on diversity, equity and inclusion challenges raised by site-specific artworks that become targets of civil unrest. GSA's presentation "The Four Continents: Hidden in Plain Sight," a centerpiece of the program, examines interpretive and awareness raising strategies for responding to contested history concerns associated with a prominent metaphorical sculpture created by artist Daniel Chester French for the 1907 Alexander Hamilton U.S. Customs House in lower Manhattan, a building exceptionally significant for its art as well as its ornate architecture.

An important voice in national preservation organizations and training conferences, GSA regularly presents on agency innovations, best practices, and accomplishments in professional conference venues. GSA participated in a symposium on security for public buildings and provided a virtual tour of the Department of Interior modernization and

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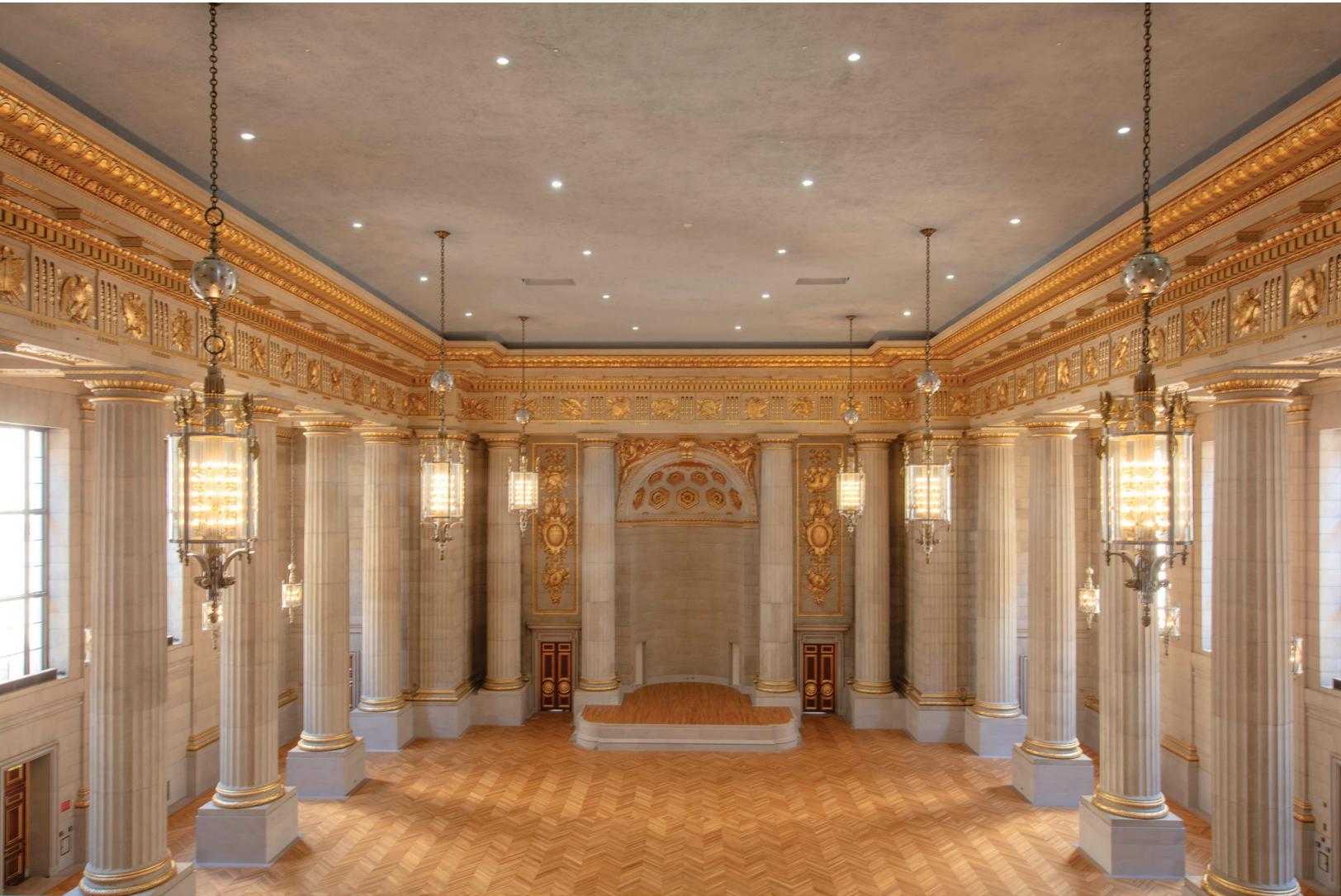
Native American murals for APT's 2021 Washington, DC conference; showcased the Theodore Levin U.S. Courthouse modernization and presented on the Industrial Sites, Embodied Carbon and Adaptive Reuse symposium for APT's 2022 conference in Detroit, and will participate in a symposium on repair and renewal of composite materials and assemblies for APT's 2023 conference in Seattle. GSA will also host a reception in GSA's newly resorted Mellon Auditorium with welcoming remarks by GSA leadership for the 2023 National Trust Preservation Conference in Washington, DC.

Along with its contributions to training partnerships, GSA collaborates with the National Park Service and National Council for Preservation Education to recruit student interns from preservation programs throughout the country. These internships provide undergraduate and graduate students meaningful professional experience while providing GSA cost-effective preservation program support.

When historic properties may be affected, the preservation program also participates in Planning Outreach Partnerships organized by GSA's Urban Development program. These partnerships engage city governments in collaborative planning to address common concerns such as transportation, civil unrest, and graffiti prevention.

Regional preservation programs raise awareness of the legacy GSA stewards and GSA's stewardship accomplishments, with contributions to regional newsletters, participation in statewide and local preservation advocacy events, and preservation month activities. In March 2023, as part of Atlanta's annual Phoenix Flies event sponsored by the Atlanta Preservation Center in partnership with other organizations, GSA provided public tours of the Martin Luther King, Jr. Federal Building, Elbert P. Tuttle U.S. Court of Appeals building, and former Rich's Department Store building, now part of the Sam Nunn Federal Building. 2023 marks GSA's 15th year participating in the program.

For National Historic Preservation Month in May 2022, the Center and GSA's National Capital Region (NCR) preservation program collaborated on a video about GSA's modernization of the Sydney R. Yates Federal Building in Washington, DC. GSA Administrator Robin Callahan, Federal Preservation Officer Beth Savage, and NCR Regional Historic Preservation Officer Gary Porter provided remarks about the building and project. Originally constructed in 1880 for the Bureau of Engraving, the Yates building now houses the U.S. Forest Service national headquarters.



THE ANDREW W. MELLON AUDITORIUM IN WASHINGTON, D.C. HAS SERVED FEDERAL AGENCIES AS A SETTING FOR CEREMONIES AND SPECIAL EVENTS SINCE THE BUILDING OPENED IN 1934. GSA COMPLETED OUT-LEASE REVENUE-FUNDED RESTORATION OF THE AUDITORIUM'S ACOUSTIC STONE WALLS AND ORNAMENTAL FINISHES IN 2023. GSA IS CURRENTLY DOCUMENTING THE PROJECT THROUGH ITS PUBLIC BUILDINGS HERITAGE PROGRAM. (CAROL M. HIGHSMITH PHOTOGRAPHY, INC.)

# EDUCATION AND ADVOCACY

## AWARDS AND RECOGNITION

In October 2020, the National Trust and Advisory Council recognized GSA's outleasing program in a Federal Partnerships Award as an innovative federal agency model for the effective use of excess space in historic buildings. The award statement praised GSA's creative team approach for maintaining the viability historic federally owned buildings while making them more accessible to the public and contributing to the vitality of the surrounding community.

Using another collaborative strategy for keeping historic buildings viable, GSA won a 2023 Philadelphia Preservation Alliance Grand Jury Award and Federal Executive Board collaboration champions gold medal for its rehabilitation of vacant space in the Robert N.C. Nix Sr. Federal Building and U.S. Courthouse for the U.S. Passport office. Funded by a Reimbursable Work Authorization for the relocation, the project restored and adapted the building's vacated historic postal lobby, making the space again accessible to the public while enabling the Department to increase its passport processing volume and efficiency at a vital public location.

When GSA resumed its Design Awards program in 2022, close to half of the citation awards went to projects at historic buildings, underscoring the importance of historic buildings in GSA's portfolio and their ability to meet multiple project requirements and high design standards. Standout projects include GSA's U.S. Bankruptcy Court consolidation at the Conrad B. Duberstein U.S. Post Office and Courthouse in Brooklyn, New York, recognized for making the most of the Richardsonian Romanesque building's historic character while providing bankruptcy and probation court employees inviting, state of the art office space. The project also seized the opportunity to reactivate the building's south-facing public entrance.

Design award jurors recognized the 1933 San Ysidro, California U.S. Custom House restoration as a preservation and community triumph. Once endangered, now an integral part of the expanded land port of entry, the Spanish Colonial icon welcomes pedestrian visitors with restored stucco, terracotta, woodwork, and cobalt highlighted features, along with improved security and energy performance.

A workplace demonstration project at the Robert C. Weaver Federal Building, designed by Marcel Breuer and completed in 1968, rehabilitated midcentury office space lacking adequate access to daylight access by removing enclosed spaces from the perimeter



**GSA 2022 DESIGN AWARD JURORS** RECOGNIZED THE 1933 SAN YSIDRO, CALIFORNIA U.S. CUSTOM HOUSE RESTORATION AS A PRESERVATION AND COMMUNITY TRIUMPH. ONCE ENDANGERED, THE SPANISH COLONIAL ICON IS NOW AN INTEGRAL PART OF THE EXPANDED LAND PORT OF ENTRY. (STEVEN SHAFER PHOTOGRAPHY)

and sheathing offices and conference rooms in glass, respecting the building's significant architectural character while creating efficient and inviting workspace for the consolidated Department of Housing and Urban Development headquarters.

The John Fitzgerald Kennedy Federal Building in Boston, designed by Walter Gropius and the Architects Collaborative and completed in 1966, was recognized for high performance reglazing that meets high thermal performance and federal security standards while authentically replicating original façade details that contribute to the building's significance. Jurors recognized the Tomochichi Federal Building and U.S. Courthouse Annex for exemplary urban design and planning that respects the unique historic street plan of Savannah's National Historic Landmark Historic District, with contemporary façade design that responds to the scale, materials and character of adjoining historic buildings. Like other historic building projects, the Tomochichi Annex design was "deeply informed" by stakeholder engagement and public input, an outcome of the Section 106 process.<sup>6</sup>

### CONCLUSION: STEWARDING THE WORKPLACE OF THE FUTURE

In PBS Commissioner Nina Albert's June 2022 testimony before the House Transportation and Infrastructure Committee, she discussed GSA's post pandemic opportunity to reevaluate its portfolio and put buildings that are underutilized to better use.<sup>7</sup> Toward that end, GSA's preservation and real estate portfolio management programs continue collaborating on strategies for leveraging the value of historic buildings as locations for agency consolidation, multi-agency coworking space, and shared public-private use through outleasing that meets nonfederal space needs.

During the 2021-2023 reporting period, GSA undertook relocations from leased space to consolidate in GSA historic buildings and consolidations within historic buildings for better space utilization, that will save or already are saving taxpayers more than \$60 million in avoided leasing costs while saving agencies millions in rent costs, with workspace often enabling them to accomplish their missions more efficiently and productively.

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<sup>6</sup> Juror Taryn Williams, president of the Association for Preservation Technology International.

<sup>7</sup> PBS Commissioner Nina Albert June 21, 2022, testimony before the House Transportation and Infrastructure Committee's Economic Development, Public Buildings, and Emergency Management panel on opportunities and needs for GSA and the federal real estate portfolio.

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GSA resumed welcoming nonfederal access to architecturally significant spaces for special events and film location use, providing diverse communities access to a national legacy of iconic public buildings. Revenue derived from short and long-term outleases, in turn, funded restoration of unique historic interiors and artwork, as well as bricks and mortar projects and safety improvements to keep historic buildings occupiable.

To keep these unique public spaces accessible while achieving a sustainable inventory of fewer and better buildings, GSA will need to make effective cases that historic buildings offer the best value among investment options where the Government has a continued need for workspace or a physical presence for public facing activity. GSA will also need support from the Advisory Council and other partners, advocating for full and timely access to needed Federal Building Fund revenue for cost-effective reinvestment.

Other important partners guiding the future of the federal workplace include customer agencies GSA serves and nonfederal entities that might be engaged with effective marketing. Success tipping the scales toward location in GSA historic federal buildings will require ahead of the curve outreach and tangible successes to show prospective tenants that space in GSA historic buildings can meet their needs cost effectively, while offering workspace locations, technology, quality, and amenities that give employees a reason to come to the office.

GSA directive 1098.1 PBS Sustainability Performance, issued in 2023, calls for fiscally sound reinvestment focused on critical infrastructure, long-term building performance, and climate change adaptation toward a sustainable and flexible core inventory that supports evolving federal workplace needs. GSA's interagency Workplace Innovation Lab created in its 1917 headquarters building demonstrates how centrally located and well-constructed historic buildings align with inventory optimizing and sustainability goals.

GSA 2022 Design awards earned for historic building projects such as the U.S. Bankruptcy Court consolidation at the 1892 Conrad B. Duberstein U.S. Post Office and Courthouse in Brooklyn, the 1899 Tomochichi Federal Building and U.S. Courthouse Annex in Savannah, Georgia, the 1933 Spanish Colonial U.S. Custom House restoration and reuse in San Ysidro, California, the 1966 John Fitzgerald Kennedy Federal Building reglazing project in Boston and the workplace demonstration project at the 1968 Robert C. Weaver Federal Building in Washington, DC, underscore the value of GSA's historic public buildings and their potential as competitive workplaces.

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Each of these projects exemplifies GSA Administrator Robin Carnahan's 2023 Preservation Month message to GSA employees that: "...preservation is often not just the right thing to do - it's the smart thing to do. By preserving these buildings, we're ensuring high-performing, cost-effective, and sustainable places for people to work. More often than not, these buildings are resilient and adaptable, so modernizing them is good for our environment, taxpayers, and the economy."

In addition to its real estate, acquisition resources and technology, human resources are considered core assets fundamental to GSA as a forward-thinking agency whose mission is to support other agencies' needs. In the years to come, the extent to which GSA's can reuse and reinvest in historic buildings as core assets and premier properties will also depend on the agency's ability to leverage its investment in human expertise and acumen as well as technology and buildings to meet evolving federal workplace needs.

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