

**DEPARTMENT OF
ADMINISTRATION'S
FOURTH BIENNIAL REPORT ON
STATE-OWNED HERITAGE
PROPERTIES
PRESENTED TO THE
PRESERVATION REVIEW
BOARD
PURSUANT TO MCA 22-3-42 (4)**

January 2018



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Introduction

This document constitutes the Montana Department of Administration's (DOA) fourth biennial report to the Historic Preservation Review Board as required under the 2011 Montana Senate Bill No. 3 (the State Heritage Stewardship amendment to the Montana Antiquities Act), a regulation that requires State Agencies and the Montana University System to biennially report to the Board on the status and maintenance needs of agency heritage properties.

2-17-811 MCA states that the Department of Administration General Services Division is responsible for: "custodial care of capitol buildings and grounds. (1) The department of administration is custodian of all state property and grounds in the state capitol area, which is the geographic area within a 10-mile radius of the state capitol. (2) The department shall supervise and direct the work of caring for and maintaining buildings and equipment in the state capitol area. The department shall provide or approve all custodial, maintenance, and security work done on state-owned or leased buildings in the state capitol area."

This report includes the state-owned heritage properties, within a 10-mile radius of the state Capitol, their status, condition, and priority for preservation. In 2016, DOA reported 14 heritage properties owned by the agency. Since that reporting period, no properties were added to the list and two properties have been removed from DOA ownership: 1100 N Last Chance Gulch, the National Guard Armory, and 920 Front Street, the Old Liquor Warehouse. The State traded those buildings to D&M Development LLC. for 1698 A Street, the new home of the Department of Administration's State Print and Mail Services. As recorded in the warranty deed, the new owner of the aforementioned buildings will "fully comply with all the applicable historic preservation laws and regulations in its management and control...".

This biennial report is formatted to mirror the order of requirements for agencies in 22-3-424 (4) MCA.

In 2018, the DOA's heritage properties list includes 12 historic properties. Of those properties described in this report the following classifications can be made; eight properties are office buildings, two properties are museums, two properties are multiple use. Included at the end of this narrative report, Appendix A discusses individual buildings in detail such as their status, condition, stewardship efforts, and prioritized maintenance needs.

A. A list of the heritage properties managed by the agencies as those properties have been identified pursuant to this section

The Department of Administration's General Services Division identified state buildings located within a 10-mile radius of Capitol complex in Helena Montana that meet the reporting criteria. Three of DOA's buildings are listed on the National Register of Historic Places for their historical and architectural significance:

- Montana State Capitol (1899-1902, wings 1909-1912), 1301 East Sixth Avenue

- Montana Veterans & Pioneers Memorial Building (1950-1952), 225 North Roberts
- Unemployment Compensation Commission Building (Walt Sullivan Building, 1959-1961), 1315 East Lockey

The buildings listed below are state-owned heritage properties within the 10-mile boundary of the camps.

- Aviation Support Facility/Department of Natural Resources (1958) – 2800 Airport Road
- Legislative Restaurant/Capitol Annex – 118 North Roberts Street
- Governor’s Mansion/Executive Residence (1957, 1959), – 2 Carson Street
- Boiler Plant (1968, 1998), 120 N Roberts
- Old Board of Health Building (1920) – 1301 East Lockey Avenue
- Old Livestock Building (1918) – 1310 East Lockey Avenue
- Old Stone House (1895) – 1219 8th Avenue
- Original Governor’s Mansion (1885) – 304 Ewing Street
- Records Management Warehouse (1935) – 1320 Bozeman Avenue
- Montana Department of Highways/Department of Agriculture and Department of Livestock (1936)/Scott Hart Building (1958) – 302 North Roberts Street

In 2016, the Montana State Capitol Campus Historic District was listed on the National Register of Historic Places. The district is bounded to the south by East Broadway Street, to the west by North Montana Avenue, following East Sixth Avenue for one block, East Eighth Avenue for two blocks and East Ninth Avenue for (roughly) one block. The buildings, listed below, contribute to the historic district but are not listed as heritage properties in this report because the date of construction is after 1968.

- State Laboratory(1954)/W.F. Cogswell Building(1981)
- Social and Rehabilitation/DPHHS Building (1975), 111 N Sanders
- Fish and Game Department/Fish, Wildlife and Parks Headquarters Building (1975), 1420 East Sixth Avenue
- Montana Teachers Retirement System Building (1970), 1500 East Sixth Avenue
- Justice/Montana State Library/Joe Mazurek Building (1982), 215 N Sanders
- Department of Natural Resources and Conservation/Metcalf Building (1985) 1520 East Sixth Avenue

Twelve state buildings that were once private houses were built before 1968. These buildings are located on East Sixth and Eighth Avenues between Montana and Sanders. The properties are not listed in this report as heritage as they are considered noncontributing resources and have minimal impact on the historic district. The Montana Capitol Complex Master Plan directs DOA to raze those properties to relieve overcrowding and construct new office space on the complex. Legislation passed during the 2009 designates the location of the future Montana Historical expansion on the northeast corner of Roberts Street and Sixth Avenue. If a new museum is built, the houses on Eighth Avenue between Roberts and Sanders streets will be demolished to make room for a parking lot.

B. The status and condition of each heritage property

DOA's 12 heritage properties are in good status and listed as satisfactory condition as defined by the National Historic Register (NHR). The Montana State Capitol is listed as satisfactory condition and excellent condition as defined by the NHR. To extend longevity of DOA's properties, each building is routinely monitored for maintenance and repair. The Department of Administration does not have any properties in endangered or threatened status as defined by the NHR.

C. The stewardship efforts in which the agencies have engaged to maintain each heritage property and the cost of those activities

The Department of Administration's General Services Division (GSD) is the custodian of all state property and grounds on the Capitol Complex which is the geographic area within a 10-mile radius of the state capitol. The Department is responsible for the maintenance, operation and renovation of all Capitol Complex buildings including the Department's heritage properties. GSD's services include water, sewer, electricity, natural gas, garbage collection, custodial, security, and monitoring all facilities for routine maintenance and repairs.

DOA's heritage facilities, along with all the department's properties, undergo preventative maintenance monitoring to ensure the comfort of the occupants and to extend the longevity of the building.

GSD uses a Facilities Condition Assessment (FCA) to prioritize the maintenance needs of all facilities on the Capitol Complex. The FCA provides a way to measure and account for total building system asset condition. Reports generated can help justify the *Long Range Building Program* requests and assist in budget decisions. Each property is assessed on a two-year cycle.

The FCA is a periodic evaluation of the condition of an institution's total physical assets. Evaluations are accomplished by completing building walkthrough audits to collect data about a facility. The FCA provides an overview of the status of a building's major systems in terms of observable deferred maintenance. The systems audited in each walk-through include the buildings:

- Foundation
- Envelope
- Floor System
- Roof System
- Electrical System
- Plumbing System
- HVAC System
- Safety Systems

Members of the evaluation team are stakeholders with a broad variety of technical and professional backgrounds. During walkthroughs, teams collect observed infrastructure deficiencies data. This data is entered into a database for further analysis. At the end of each audit an overall deficiency ratio is assigned to a facility. The deficiency ratio =

estimated renewal costs/estimated replacement costs given the infrastructure in place. Smaller deficiency ratios are a positive sign, while higher ratios denote much higher levels of wear and tear.

The Association of Physical Plant Administration uses deficiency ratios to determine overall building system asset condition.

Good Condition= 0-5% DR

Fair Condition= 5-10% DR

Poor Condition= Above 10% DR

The table below illustrates the FCA results for DOA’s heritage properties and the properties included in the historic district. The table details the deficiency category and the number of recorded deficiencies.

State - Owned Buildings	Def Cat 1-6 %	Condition (APPA)	Year	Number of Deficiencies Recorded
Teachers' Retirement	3.9	Good Condition	1970	6
State Capitol	4	Good Condition	1889	23
DNRC Water Resources	4	Good Condition	1972	9
Old Livestock	4.3	Good Condition	1918	14
Boiler Plant	4.6	Good Condition	1969	5
1209 8th Ave	5.8	Fair Condition	1954	7
425 N. Roberts	6.6	Fair Condition	1939	5
Diane Building	7.5	Fair Condition	1954	9
Scott Hart	7.7	Fair Condition	1936	16
Fish Wildlife and Parks HQ	8.1	Fair Condition	1975	13
OGM	9.2	Fair Condition	1885	18
Records Management	10	Poor Condition	1935	13
Metcalf Building	10.5	Poor Condition	1985	27
Justice Mazurek Building	11.1	Poor Condition	1982	36
Walt Sullivan Building	11.6	Poor Condition	1959	22
Board of Visitors - 1410 8th	12	Poor Condition	1961	13
Capitol Annex	15	Poor Condition	1910	19
Mechanical Maintenance Shop (FICO)	15.2	Poor Condition	1947	9
DNRC Aviation Support Facility	16.6	Poor Condition	1958	11
Mitchell Building	16.6	Poor Condition	1949	51

Cogswell Building	17.1	Poor Condition	1955	27
DPHHS 111 Sanders	17.8	Poor Condition	1975	25
Montana Historical Society	18.2	Poor Condition	1950	26
1205 8th Ave	18.5	Poor Condition	1952	14
1219 8th Ave - Stone House	19.6	Poor Condition	1895	9
1400 8th	22.1	Poor Condition	1964	8
1404 8th	23.9	Poor Condition	1961	12
1225 8th	25.5	Poor Condition	1949	12
Secretary of State Annex	26.6	Poor Condition	1954	14
Old Board of Health	28	Poor Condition	1919	29

The buildings highlighted in gray are DOA's heritage properties. The non-highlighted buildings are included in the historic building boundary.

The Capitol building underwent a massive skylight project in the summer of 2017. No other heritage property or building within the historic district had a project that require reporting; basic routine maintenance.

The skylight project was triggered by the many leaks, the extreme temperatures that their utilitarian spaces were exposed to and the ultimate relating damages to the spaces below especially to the delicate stained glass lay lights, plaster work, and scagliola (imitation marble). Through a professional evaluation, it was determined that the deterioration level of the skylights was such that maintenance repairs alone were not able to address the long-standing materials failure and deterioration.

After extensive research and consideration, the team including the design team, GSD, and SHPO, it was concluded the need to replace the skylights was too great. The new state of the art glazing and cladding system of the new skylights will provide the same light quality to the stained glass lay lights as before but with the added benefit of better temperature control and a more sophisticated system of weather protection.

The project is in the final stages and the total expected costs are \$981,000.00. These costs break down into approximately \$ 875,000.00 of (all-encompassing) construction costs and \$ 106,000.00 of design and professional assessment (all-encompassing) costs.



The original 1912 Capitol skylights were replaced over the Old Supreme Court, Senate and House chambers, and the Old Law Library in the summer of 2017. The photo shows a skylight panel being placed above the House Chamber.

The reroof of the west wing of the Capitol took place concurrently to the Capitol skylight project. This project addressed a portion of the Capitol roof that had seen severe deterioration. The roofing material was well beyond the life-cycle expectation and decades beyond the manufacturer's warranty. The existing roofing membrane had reached levels of deterioration where roofing maintenance and patching was not able to address or even keep up with the levels of deterioration of the substrate. This area was considered high priority on the need of roofing replacement. Consultation with SHPO was also vital to this project success. Total project costs including permitting, design and construction costs is \$ 155,000.00

See Appendix A for stewardship efforts undertaken by the Department of Administration for each heritage property.

D. A prioritized list of the maintenance needs for the properties

The buildings listed below are priorities for historical preservation work, however, those buildings compete with all state-owned facilities for maintenance funding. Fifty-four percent of GSD's buildings ranked in the poor category.

- 1301 East Lockey – the old Board of Health
 - GSD ranked the property a 2 on the preservation scale
 - Projects include repointing the building's brick veneer. *Repointing masonry is labor intensive and expensive process that must be completed once every 100 years. Repointing is the renewing of the external mortar joints in masonry construction.*
 - FCA data determined this building to be the most deficient on campus.
- 1310 East Lockey – the Old Livestock
 - GSD ranked the property a 2 on the preservation scale
 - Projects include repointing the building's brick veneer
- 118 North Roberts – the Capitol Annex
 - GSD ranked the property a 1 on the preservation scale
 - Projects include a new roof and repointing the brick veneer
- 304 North Ewing – the Original Governor's Mansion – 24lc0883
 - GSD ranked the property a 1 on the preservation scale
 - Projects include:
 - Exterior paint, repointing the brick and stone work, repairing the balcony box beams, stabilizing porch decking, repair and paint the basement rug room wall, interior painting, interior electrical upgrades, and Carriage House electrical system upgrade as outlined by CTA Architecture and Engineering dated March 31, 2013.

E. A record of the agencies' compliance with subsections 22-3-424 (4) MCA

22-3-424 (4) MCA **Duties of state agencies.** State agencies, including the Montana university system, shall:

(4) pursuant to [22-3-422](#)(6), provide to the preservation review board on the first Tuesday in February of every even-numbered year the following information:

- (a) a list of the heritage properties managed by the agencies as those properties have been identified pursuant to this section;
- (b) the status and condition of each heritage property;
- (c) the stewardship efforts in which the agencies have engaged to maintain each heritage property and the cost of those activities;
- (d) a prioritized list of the maintenance needs for the properties; and
- (e) a record of the agencies' compliance with subsections (1) and (2).

22-3-424 (4) MCA outlines five reporting requirements state agencies must include in their report to the Preservation Board. The statute requires the following:

- A. A list of heritage properties managed by the agencies as those properties have been identified pursuant to this section
- B. The status and condition of each heritage property
- C. The stewardship efforts in which the agencies have engaged to maintain each heritage property and the cost of those activities
- D. A prioritized list of the maintenance needs for the properties
- E. A Record of the agencies' compliance with subsections MCA 22-3-424 (1) and (2)

DOA complies with 22-3-242 (4) MCA regarding the maintenance and repair of the agency's heritage and non-heritage properties. The Department confers with the State Historic Preservation Office staff during maintenance, repair, and construction projects.

Appendix A

Department of Administration's Heritage Properties



1. Executive Residence, 2 Carson Street, was built in 1958. The property is listed in the Montana Capitol Complex Master Plan as “significant structures, potentially eligible for individual listing in the National Register of Historic Places for its association with the Governor’s role in state government.” The status of the building is **satisfactory**, and the condition/integrity is **good**. On a scale of 1-5, 1 being the highest and 5 being the lowest, the Executive Residence is ranked at a 5 on the preservation priority scale on the preservation priority scale.



2. Walt Sullivan Building, 1315 East Lockey Avenue, was built in 1959. An addition was built in 1974. The building will be added to the National Register of Historical Places in 2012 and has a Smithsonian number – 23LC2193. The status of the building is **poor**, and the condition/integrity is **good**. GSD performs regular/routine maintenance on the property. GSD ranked the building a 5 on the preservation priority scale.



3. Old Board of Health Building, 1301 East Lockey Avenue, was built in 1919. The property is listed in the Montana Capitol Complex Master Plan as a “significant structure potentially eligible for listing in the National Register of Historical Places for architectural significance.” The status of the building is **satisfactory**, and the condition/integrity is **good**. GSD performs regular/routine maintenance on the property. GSD ranked the building a 2 on the preservation priority scale.



4. Old Livestock Building, 1310 East Lockey Avenue, was built in 1918. The building is listed in the Montana Capitol Complex Master Plan as a “property that potentially contributes to a potential historic district focused on the Capitol Campus.” The status of the building is **satisfactory**, and the condition/integrity is **good**. GSD performs regular/routine maintenance on the property. A \$5000 security window was installed in 2015. The facilities brick veneer needs repointing. GSD ranked the building a 2 on the preservation priority scale.



5. Capitol Annex, 118 North Roberts Street, was built in 1910. The facility is listed in the Montana Capitol Complex Master Plan as a “property that potentially contributes to a potential historic district focused on the Capitol Campus.” The status of the building is **satisfactory** and the condition/integrity is **good**. GSD performs regular/routine maintenance on the property.

The property needs a new roof and the brick veneer needs repointing. GSD ranked the building a 1 on the preservation priority scale.



6. Montana State Capitol, 1301 East 6th Avenue, was built in 1902 and east and west wings were added in 1912. The Capitol is already listed on the National Register of Historic Places and has a Smithsonian number – 24LC-786. The status of the building is **satisfactory** and the condition/integrity is **excellent**. GSD performs

regular/routine maintenance on the property. GSD ranked the building a 3 on the preservation priority scale.



7. Montana Historical Society, 225 North Roberts Street, was built in 1950 and additions were completed in 1970 and 1985. The facility is already listed on the National Register of Historic Places and has a Smithsonian number – 24LC1970. The status of the building is **satisfactory**, and the condition/integrity is **good**.

GSD performs regular/routine maintenance on the property. GSD ranked the building a 4 on the preservation priority scale.



8. Montana Department of Highways/Department of Agriculture and Department of Livestock Scott Hart Building, 302 North Roberts Street, was built in 1936 and the addition currently housing the Montana Department of Justice was completed in 1957. This facility is listed in the Montana Capitol Complex Master Plan as a “property that does not appear to

contribute to a potential historic district focused on the Capitol Campus.” The status of the building is **satisfactory** and the condition/integrity is **good**. GSD performs regular/routine maintenance on the property. The property received a \$10,000 renovation in the auditorium. GSD ranked the building a 2 on the preservation priority scale.



9. Old Stone House, 1219 8th Avenue, was built in 1895. The property is listed in the Montana Complex Master Plan as “a significant structure potentially eligible for individual listing in the National Register of Historical Places for architectural significance.” The status of the building is **satisfactory** and the condition/integrity is **good**. GSD ranked the building a 5 on the preservation priority scale.



10. Records Management Building, 1320 Bozeman Avenue, was built in 1935. The facility falls within the parameters for historical property designation, but the historical significance of the property is yet to be determined. The status of the building is **satisfactory** and the condition/integrity is **good**. GSD ranked the property a 5 on the preservation priority scale.



11. Original Governor's Mansion, 304 North Ewing Street, was built in 1888. The property is listed on the National Register of Historical P Smithsonian number – 24LC0883. The status of the building is **satisfactory** and the condition/integrity is **excellent**. GSD performs regular/routine maintenance on the property. GSD ranked the property a 1 on the preservation priority scale.



12. Aviation Support Facility, 2800 Airport Road, was built in 1958. Additions were completed in 1972 and 1976. The facility falls within the parameters for historical property designation, but the historical significance of the property is yet to be determined. The status of the building is **satisfactory** and condition/integrity is **good**. GSD performs regular/routine maintenance on the property. GSD ranked the property a 5 on the preservation priority scale.