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DEPARTMENT OF ADMINISTRATION'S SEVENTH BIENNIAL
STATE-OWNED HERITAGE PROPERTIES

Presented to the Preservation Review Board Pursuant to MCA 22-3-242 (4)

January 2024



INTRODUCTION

This document constitutes the Montana Department of Administration's (DOA) seventh 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.

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

A. A LIST OF THE HERITAGE PROPERTIES MANAGED BY THE AGENCIES AS THOSE PROPERTIES HAVE BEEN IDENTIFIED PURSUANT TO THIS SECTION

The Montana State Capitol Campus Historic District was listed on the National Register of Historic Places in 2015. The Montana State Capitol Campus Historic District covers approximately 60 acres. It is bounded to the south by E. Broadway Street, to the west by N. Montana Avenue and to the east by N. Carson Street. Its northern boundary steps up twice to the east of N. Montana Avenue, following E. 6th Avenue for one block, E. 8th Avenue for two blocks and E. 9th Avenue for (roughly) one block. The Capitol Campus developed outward from the original four-block Capitol Grounds to the north and east, and (to a lesser extent) the south. The centerpiece of the historic district, the Montana State Capitol, is centered on the Capitol Grounds, with other state office buildings found on the surrounding blocks. Capitol Park runs along a small ravine at the east side of district, creating a buffer of green space between the Capitol Campus and the post-World War II residential neighborhood found across N. Carson Street. Montana's Executive Residence (Governor's Mansion) stands at the south end of Capitol Park. More state-owned property is found immediately north of the historic district. This non-historic extension of the Capitol Campus is characterized by privately built residences, apartments and office buildings that were eventually purchased by the state and converted to office use.

Three of the contributing buildings are already individually listed in the National Register of Historic Places for their historical and architectural significance. The Original Governor's Mansion is not within the boundary but listed on the National Historic Register of Historic Places:

- Montana State Capitol, 1899-1902, wings 1909-1912,
- Montana Veterans & Pioneers Memorial Building, 1950-1952,
- Unemployment Compensation Commission Building Walt Sullivan Building, 1959-1961.
- Original Governor's Mansion, 1888

The buildings listed below are State-owned properties within the historic boundary of the campus.

- Governor's Mansion / Executive Residence, 1957-1959 (Contributing Building)
- Boiler Plant 1968; Addition, 1998 (Contributing Building)
- Board of Health Building, 1919-1920 (Contributing Building)
- Livestock Building, 1918 (Contributing Building)
- Montana Highway Department Building, 1936; Addition, 1956-1958 (Contributing Building)
- State Office Building / Sam W. Mitchell Building, 1948-1950; Addition, 1975-1977 (Contributing Building)
- Legislative Restaurant / Capitol Annex, 1910 (Contributing Building)
- State Laboratory Building / W. F. Cogswell Building, 1954-1955, Addition, 1981 (Contributing Building)
- Montana Teachers' Retirement System Building, 1969-1970 (Contributing Building) **This building is now owned by Board of Investments.*

- Fish & Game Department Building / FWP Headquarters Building, 1975-1976 (Contributing Building)
- Social & Rehabilitation Services Building / DPHHS Building, 1975-1976 (Contributing Building)
- Justice Building & Montana State Library / Mazurek Building, 1980-1982 (Contributing Building)
- DNRC Building / Metcalf Building, 1983-1985 (Non-contributing Building)

The building listed below is a State-owned heritage property outside of the historic boundary but still within the 10-mile radius of the campus.

- Aviation Support Facility, 1958, Additions 1972, 1976

B. THE STATUS AND CONDITION OF EACH HERITAGE PROPERTY

DOA's 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. The Department of Administration does not have any properties in endangered or threatened status as defined by the NHR. To extend longevity of DOA's properties, each building is routinely monitored for maintenance and repair. (See Appendix B, Facility Condition Assessment).

The Montana State Capitol Campus Historic District nomination form details the historic integrity and historical preservation of the properties on the campus. The report states:

“The Montana State Capitol Campus Historic District retains sufficient historic integrity to convey its statewide significance under National Register Criterion A in the area of Government and Criterion C in the area of Architecture.

The State of Montana is highly cognizant of the historic value of the Montana State Capitol and its surrounding campus. This is evidenced by the previous listing of three individual buildings (the Montana State Capitol, the Montana Veterans and Pioneers Memorial Building and the Unemployment Compensation Commission Building) in the National Register of Historic Places, as well as the funding of this district nomination. Moreover, the State has also invested in several brick-and-mortar preservation projects including a \$26-million restoration of the Capitol completed in 1999-2000. Smaller projects, such as a rehabilitation of the 1918 Livestock Building, is also important to preserving the historic and architectural character of the district. The completed Montana Capitol Complex Master Plan (2010) also emphasizes the importance of maintaining the campus's historic and architectural character. This includes a directive to retain extant historic resources, as well as design guidelines that promote historically sensitive development and planning in the future.

The Montana Historic Capitol Campus Historic District retains every permanent building constructed within its boundaries from 1895 through the present. As such, the historic district provides a complete architectural record of the state's physical expansion in the Capitol environs during (and beyond) its period of historical significance.”

The 68th Legislature appropriated approximately \$103 million in funding for the Remote and Office Workspace Study and Planning Project (ROWS). Of this, \$50 million is appropriated for renovation of Capitol Complex offices and the implementation of the 2022 Montana ROWS project, \$28.795 million is appropriated for State Capitol building improvements, \$19 million appropriated for moving Legislative Audit Division from the Capitol and into either an existing or constructed building and \$6 million appropriated for Department of Administration for additional resources to administer and implement the ROWS project.

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. GSD is responsible for the maintenance, operation and renovation of all Capitol Complex buildings including the Department's heritage properties. GSD provides service contracts for security, custodial care, solid waste removal, building system's maintenance, general facilities care, and monitors 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 lengthen the lifespan of the facility.

GSD uses a Facilities Condition Assessment (FCA) to prioritize the deferred 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 (LRBP) requests and assist in budget decisions. Each property is assessed on a three-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 building's:

- 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 (DR) to determine overall building system asset condition.

Good Condition= 0-5% DR

Fair Condition= 5-10% DR

Poor Condition= Above 10% DR

See Appendix A for stewardship efforts undertaken by the Department of Administration for each heritage property. See Appendix B for the FCA results for DOA's heritage properties and the properties included in the historic district.

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. Ninety-Two percent of GSD's buildings ranked in the poor category.

- Board of Health Building
 - o GSD ranked the property a 2 on the preservation scale
 - o Projects include repointing the building's brick veneer. Repointing masonry is a 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.
 - o FCA data determined this building to be the 13th most deficient on campus.
- Livestock Building
 - o GSD ranked the property a 2 on the preservation scale
 - o Projects include repointing the building's brick veneer
- The Capitol Annex
 - o GSD ranked the property a 1 on the preservation scale
 - o Projects include a new roof and repointing the brick veneer

- The Original Governor's Mansion
 - o GSD ranked the property a 1 on the preservation scale
 - o 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 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 22-3-424 (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

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 building is currently unoccupied and pending renovation as authorized in the 2019 Legislative Session. 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.
2. Walt Sullivan Building, 1315 East Lockey Avenue, was built in 1959. An addition was built in 1974. The building was 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. Board of Health Building, 1301 East Lockey Avenue, was built in 1919. The property is listed in the Montana 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. 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. 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. An addition to the building is currently being constructed as well as a renovation of the existing structure as authorized by the 2019 Legislative Session. 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. GSD ranked the building a 2 on the preservation priority scale.
9. 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. 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 Historical Society removed three end-of-life elm trees,

which were replaced with maple and crabapple trees by General Services Division in 2021. 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.

11. 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.

FACILITIES CONDITION ASSESSMENT SUMMARY REPORT

DEFICIENCY RATIOS & BUILDING CONDITION AS OF AUGUST, 2022



GENERAL SERVICES

GENERAL BACKGROUND

The General Services Division team has conducted over 100 Facilities Condition Assessment (FCA) audits since 2014. Each building on our campus is assessed every three to five years. GSD manages six percent of the State's building portfolio.

GSD's FCA program is modeled after the Facility Condition Inventory application and process built by Montana State University.

GSD conducts FCA's to establish spending priorities and to track the deferred maintenance backlog for our building portfolio. This tracking effort allows us to identify where deficiencies are, report on them, target the most prudent repairs, and take care of safety issues. The FCA allows General Services to understand the physical condition that our facilities and assets are in. Condition comparisons are made by using deficiency ratios.

DEFICIENCY RATIO

Each deficiency recorded on our audits has an associated remediation or repair cost. A deficiency ratio is found by taking the estimated cost of repair work and dividing it by the estimated cost to replace the entire building. These values are automatically calculated using MSU's FCI application.

DEFICIENCY BACKLOG

The total dollar value of maintenance projects and repairs that are postponed due to budget constraints.


ABOUT THIS REPORT

The following table, chart, and graphs show key building condition data collected by General Services. The team is currently in its third audit cycle.


FCA PROGRAM DATA 4/2014-8/2022

BUILDING	CYCLE ONE STATS	CYCLE TWO STATS	CYCLE THREE STATS	SQUARE FOOTAGE ASSESSED	APPA BUILDING CONDITION RATING
	2014-2015	2016-2019	2020-2023		
OPI 1300	25.9	45.9	55.9	20,125	Poor
Secretary of State Annex	26.6	30.1	52.6	3,156	Poor
1205 8th	17.5	25.5	48.4	2,004	Poor
DNRC Aviation Support Facility	16.6	16.6	47.2	42,541	Poor
1225 8th	25.5	36	45.6	1,707	Poor
1209 8th	5.8	16.6	40.3	2,302	Poor
1219 8th	19.6	19.6	40.1	1,221	Poor
Montana Wild Rehabilitation Center	2.2	2.4	36.1	500	Poor
OPI 1227	14.8	19.2	34.5	16,064	Poor
5 South Last Chance	9	27.1	33.1	53,132	Poor
Scott Hart	7.7	36.1	31.8	81,383	Poor
Executive Residence			28.4	11,018	Poor
Old Board of Health	28	18.8	27.5	8,265	Poor
326 Washington Drive	15.6	15.6	27.4	1,725	Poor
DNRC Water Resources Division	4	4	25.6	27,865	Poor
DPHHS Commodities Warehouse	0.3	0.3	24.4	38,000	Poor
Lee Metcalf Building	10.5	9.1	22.8	92,080	Poor
Diane Building	7.5	9.8	21.1	5,769	Poor
DPHHS 111 Sanders	17.8	20.6	21.1	48,682	Poor
Mitchell Building	16.6	15.8	20.8	130,320	Poor
Surplus Property Warehouse - 16 West	-	-	20.6	6,000	Poor
Montana Historical Society	18.2	19.8	19.8	93,653	Poor
FWP Headquarters	8.1	8.5	18	22,966	Poor
Capitol Building	4	7.4	17.2	179,672	Poor
Cogswell	17.1	26.5	15.4	108,868	Poor
Walt Sullivan	17.3	17.3	15.3	51,235	Poor
Montana Wild Discovery Center	0.2	0.2	13.9	8,940	Poor
Capitol Annex	15	10	13.7	1,460	Poor
State of Montana Data Center	0.6	0.6	13.4	15,024	Poor
Joseph P. Mazurek Building	11.1	17.7	12.4	103,864	Poor
Boiler Plant	4.2	4.2	11.1	7,946	Poor
Original Governor's Mansion	9.2	6.8	10.3	12,825	Poor
Old Livestock Building	4.3	3	7.8	7,936	Fair
Print & Mail - 1698 A Street	-	-	4.9	25,279	Good
Original Governor's Mansion Carriage H	0.6	0.5	4.6	2,764	Good
TOTAL BUILDINGS ASSESSED				TOTAL SQ FT	SEE BELOW
34				1,236,291	

BUILDING CONDITION RANKING INDEX



GOOD
 0-5%
 DEFICIENCY RATIO

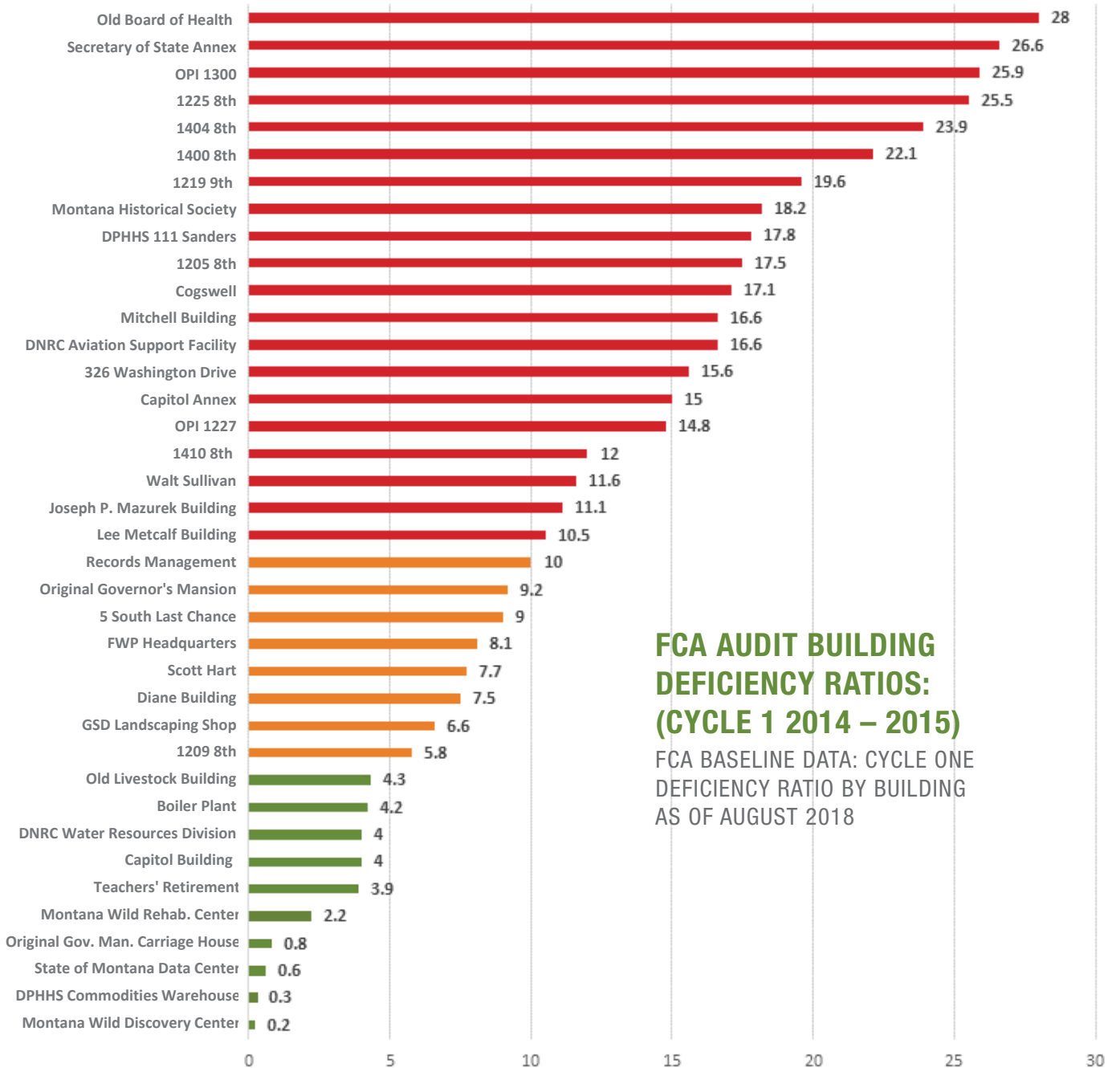
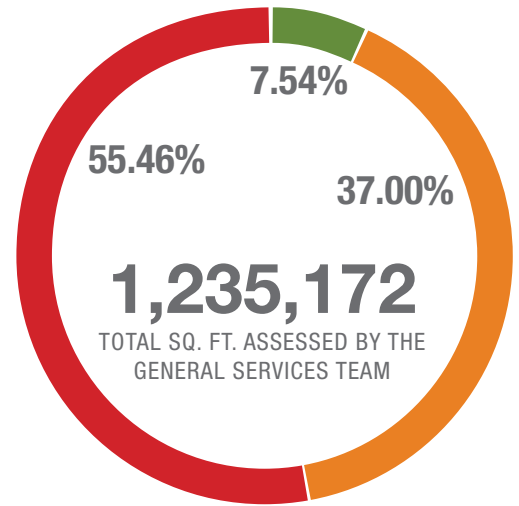
FAIR
 5-10%
 DEFICIENCY RATIO

POOR
 ABOVE 10%
 DEFICIENCY RATIO

CURRENT CONDITION PER THE FCA PROCESS

SQUARE FOOTAGE CONDITION BREAKDOWN

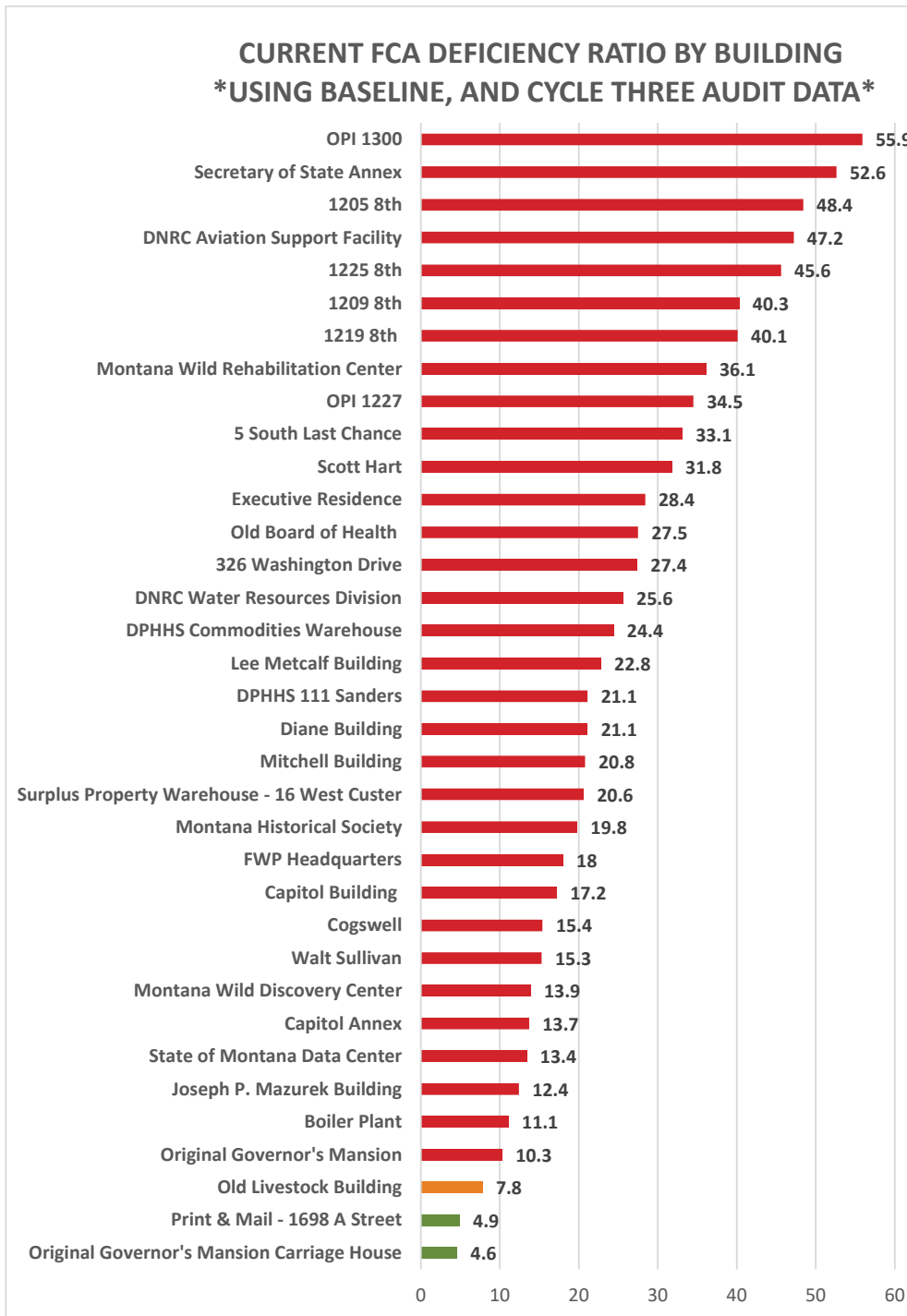
SQUARE FOOTAGE RATED AS POOR 	PERCENT OF TOTAL
685,026	55.46%
SQUARE FOOTAGE RATED AS FAIR 	PERCENT OF TOTAL
457,053	37.00%
SQUARE FOOTAGE RATED AS GOOD 	PERCENT OF TOTAL
93,093	7.54%



FCA AUDIT BUILDING DEFICIENCY RATIOS: (CYCLE 1 2014 – 2015)

FCA BASELINE DATA: CYCLE ONE DEFICIENCY RATIO BY BUILDING AS OF AUGUST 2018

A COMBINATION OF CYCLE TWO AND THREE DATA (2016-2022)



KEY TAKEAWAYS | TOTAL DEFERRED MAINTENANCE BACKLOG AS OF AUGUST 2022

The deferred maintenance backlog for the Montana Capitol Complex is approximately \$60-75 million dollars, based on data from the Facility Condition Assessment (FCA) cycle three process. Cycle four is currently underway but not yet completed. The deferred maintenance consists of many life safety and critical infrastructure issues. Exterior envelope components such as roofs, skylights, windows, doors and exterior finishes have deteriorated over time due to age and are in need of replacement. Interior systems and finishes, such as Heating, Ventilation, Air Conditioning (HVAC), flooring, fire protection, central alarming, building controls and wall finishes have deteriorated to a level requiring replacement. Exterior site improvements have also been deferred for a period of time which has had catastrophic results on parking lots, drainage, and campus accessibility.