
Report

to the President

and Congress

1996-1997

ADVISORY COUNCIL ON
HISTORIC PRESERVATION

1100 PENNSYLVANIA AVENUE, NW, SUITE 809

WASHINGTON, DC 20004

(202) 606-8503/8505

The President
The President of the Senate
The Speaker of the House of Representatives

Dear Sirs:

The Advisory Council on Historic Preservation herewith transmits its annual report for Fiscal Years 1996 and 1997 in accordance with Section 202(b) of the National Historic Preservation Act of 1966, Public Law 89-665.

Respectfully submitted,

Cathryn Buford Slater
Chairman

Washington, DC



Report to the President and Congress 1996-1997 is available at the Council's Web site at www.achp.gov/report96-97.html.

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Council Mission Statement

As part of its 1996 restructuring, the Council adopted the following mission statement:

The mission of the Advisory Council on Historic Preservation is to promote the protection and enhancement of our Nation's historic resources. To fulfill this mission, the Council:

- *Advances Federal historic preservation planning by ensuring that Federal agency policies and operating procedures adequately consider historic preservation laws and policies.*
- *Oversees the Section 106 review process to ensure that it functions smoothly and effectively in the nearly 100,000 Federal actions requiring review annually.*
- *Serves as mediator in more than 1,000 individual cases annually, between project sponsors and local preservation interests to protect important historic resources from unnecessary harm.*
- *Develops legally binding agreements in those cases among Federal, State, and tribal officials and other affected parties to clearly set forth the treatment of historic properties.*
- *Provides essential training, guidance, and public information to make the Section 106 review process operate efficiently and with full opportunity for citizen involvement.*
- *Recommends administrative and legislative improvement for protecting the Nation's heritage with due recognition of other national needs and priorities.*

Financial Statement

	<u>FY 1996</u> (final)	<u>FY 1997</u> (final)
Appropriation: Income	\$ 2,497,000	\$ 2,500,000
<i>Expenditures from appropriated income:</i>		
Personnel compensation	\$1,636,000	\$1,622,000
Personnel benefits	\$408,000	\$403,000
Travel and transportation	\$40,000	\$50,000
Rent, communications, miscellaneous charges	\$254,000	\$260,000
Printing	\$10,000	\$10,000
Other services	\$136,000	\$140,000
Supplies	\$10,000	\$10,000
Equipment	<u>\$3,000</u>	<u>\$5,000</u>
Total	\$ 2,497,000	\$ 2,500,000

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CHAIRMAN'S MESSAGE



Deputy Assistant Secretary for Transportation Policy Joseph Canny swears in Cathryn Buford Slater, Little Rock, Arkansas, for a second term as Chairman of the Advisory Council on Historic Preservation.

I am pleased to present *Report to the President and Congress 1996-1997*, which describes the Council's continuing contributions to protecting and enhancing the Nation's cultural heritage. As the following text makes apparent, the past two years have been filled with challenges; however, through the efforts of the full membership and the national historic preservation community, the Council has emerged from this difficult period stronger than ever.

With a mission recast to support a proactive preservation agenda and authorization secured through the year 2000, the Council approaches the new millennium better prepared to address an issue currently confronting all Federal agencies: how to provide an increased level of services in an era of financial austerity.

R*eport 1996-1997* is one example of how the Council proposes to respond to that question. Capitalizing on new information technology, this latest "annual" report is designed to provide a wider and more diverse audience of individuals and organizations with information about the Council and its work in a timely, cost-effective manner. With that in mind, *Report 1996-1997* is available in two formats: as a conventional printed publication and as an electronic document published at the Council's Internet Web site (www.achp.gov). Note that the printed and the electronic reports are not the same; the former represents a compressed version of the document available on the Internet.

This approach does more than simply reduce the Council's production and distribution costs, though the savings are substantial. It also enables a global audience to access *Report 1996-1997* and, moreover, to tailor its contents to their individual requirements. For example, persons familiar with the Council and the Section 106 consultation process might find sufficient information about recent agency achievements between the covers of the printed report. Individuals less experienced with the Council, on the other hand, might determine the Internet version better suited to their needs.

Not only does the electronic document afford the same useful summary of Council activities as its printed counterpart, it also provides a means to access extensive supplementary materials delineating the role of the Council and its partners in the national historic preservation process, including the full text of Council regulations, "Protection of Historic Properties" (36 CFR Part 800), and the National Historic Preservation Act of 1966. In this era of shrinking resources and growing need, the Internet provides a mechanism to provide Council constituents better, faster service at minimum cost. This method of communication will prove increasingly invaluable, particularly as the Council moves toward implementation of its revised regulations.

On a personal note, I am delighted that President Clinton has reappointed me to the chairmanship and look forward to a second term as productive as the first.

We are engaged in exciting work here at the Council. In *Report 1996-1997*, we invite you to review our progress.



First appointed to the Council in 1993, Chairman Slater is also the State Historic Preservation Officer for Arkansas.

1996-1997 AT A GLANCE



As part of the Council's reorganization, former Deputy Executive Director and General Counsel John M. Fowler, shown here with Chairman Slater, was appointed Executive Director.

Building a more efficient and effective agency

was the Advisory Council on Historic Preservation's task for 1996 and 1997. Faced with potential elimination or at least severe downsizing and a difficult reauthorization, the Council took the opportunity to scrutinize its role and responsibilities within the National Historic Preservation Program. This agency-building process is discussed in detail on page 3.

The resultant two-year planning effort, coordinated with the Administration's National Performance Review and the Council's ongoing regulatory revisions, culminated in policy level action to carry the Council into the 21st century, most notably the adoption of a six-year strategic plan, which was prepared to meet the requirements of the Government Performance and Results Act. Through that exercise, the Council developed the following Mission Statement: "*The mission of the Advisory Council on Historic Preservation is to promote the protection and enhancement of our Nation's historic resources*" (see page iv). Highlights of the Council's strategic plan appear on page 2. The mission statement and an elaboration of the Council's long-range and six-year strategic goals are available at the Council's Web site (www.achp.gov/mission.html).

That the Council's revitalization took place over the course of 1996 and 1997 was particularly appropriate given that October 15, 1996, was the 30th anniversary of the National Historic Preservation Act (NHPA), the landmark law that set historic preservation as a national priority and established the Council to advise the President and Congress on matters of historic preservation. (The full text of NHPA is available at the Council's Web site at www.achp.gov/act.html.) Chairman Cathryn B. Slater traced the agency's evolution from a unit of the National Park Service (NPS) to the present day in "The Advisory Council at 30," the Council's contribution to *A Model Partnership: 30th Anniversary of the National Historic Preservation Act*, a collection of essays published by NPS to commemorate the event.

Against this immediate backdrop the Council's daily activities continued. In 1996 and 1997, 7,218 Federal undertakings were reviewed under Section 106, including 512 post-agreement plans submitted

by agencies. A total of 1,731 Memoranda of Agreement (MOAs), including Programmatic Agreements (PAs), were executed, and some 1,450 individuals were trained in Federal historic preservation procedure, policy, and practice. *Federal Historic Preservation Case Law, 1966-1996: Thirty Years of the National Historic Preservation Act*, a compendium of cases brought under NHPA, went to press, and the Council's Internet site, a key mechanism in the Council's ongoing efforts to broaden its outreach to constituents, was developed and launched.

This range of activities was pursued with an appointed membership of 20, a staff of 32, and an operating budget of approximately \$2.5 million. It took place under the leadership of Chairman Slater, who was reappointed to the chairmanship by President Clinton on August 14, 1997. Three new members participated in these endeavors: historic preservation expert Bruce D. Judd, FAIA, San Francisco, California; citizen member Arthur Q. Davis, FAIA, New Orleans, Louisiana; and Native Hawaiian member Raynard C. Soon, Honolulu, Hawaii. Biographical information about these and other Council members is available at the Council's Web site (www.achp.gov/members.html).

Responding to policy needs, encouraging responsible Federal agency project planning and historic property management, managing the array of Section 106 cases, and educating and advising organizations and individuals are but a few of the activities the Council undertakes to meet its statutory obligations. *Report 1996-1997* summarizes recent Council efforts toward that end, noting major achievements in four program areas: Policy Development; Federal Agency Historic Preservation Program Improvement; Management of the Section 106 Review Process; and Education, Training, and Public Awareness. More information about these topics is available at the Council's Web site.

Long-Range Goals and Six-Year Strategic Goals

The Council's activities fall into four basic program areas: *Policy and Program Coordination*; *Federal Agency Program Management*; *Management of the Section 106 Review Process*; and *Education, Training, and Public Awareness*. The long-range and six-year strategic goals for each program area appear below. Guiding principles and action items in each area are available at the Council's Web site (www.achp.gov/mission.html).

Policy and Program Coordination

To encourage effective public policies that promote the protection, enhancement, and use of historic properties and support and encourage historic preservation activities carried out by Federal, State, local, and tribal governments, and the private sector.

- *Shape Executive and Congressional preservation policy through a formally recognized role in policy formulation and program development.*

Federal Agency Program Management

To foster the development of Federal agency programs that meet the requirements of Section 110 of the National Historic Preservation Act.

- *Improve the effectiveness and consistency of the Federal preservation program through the Council's recognized leadership and facilitation.*

Management of the Section 106 Review Process

To promote outcomes in the Federal consideration of impacts to historic properties that advance the purposes of the National Historic Preservation Act.

- *Improve implementation of Section 106 and actively oversee its administration, while maximizing the effectiveness of the Council's role in Section 106 case review.*
- *Enhance the capabilities of Section 106 participants to carry out their respective roles in the Section 106 process.*

Education, Training, and Public Awareness

To advise the public and their governmental representatives on the value of historic preservation and the purposes, principles, and requirements of the National Historic Preservation Act.

- *Establish effective outreach programs that showcase the roles of the Council and other members of the national historic preservation partnership in achieving successful integration of preservation with other community values and public interests.*
- *Train the primary participants in the Section 106 process and facilitate their transition to use of the new regulations.*
- *Increase public access to information on historic preservation issues, opportunities, and resources through a variety of mechanisms, including use of new technologies.*

Building a Better Council

Assessing the Council's responsibilities, organizational structure, and various programs was the first step toward building a better Council. Spearheaded by the Task Force on the Future of the Advisory Council of Historic Preservation, appointed by Council Chairman Cathryn B. Slater in the summer of 1995, the group helped guide the Council through its critical 1996 oversight hearing. With reauthorization achieved in November as part of the Omnibus Parks and Public Lands Management Act of 1996 (P.L. 104-333), the task force continued its work, recommending measures to ensure a strong and viable Council whose work would continue into the 21st century.

Task Force Report

The task force report, submitted to the full membership at the end of Fiscal Year 1996, focused on how the Council's operations and activities might be realigned to reflect the broad goals of NHPA. Chief among its recommendations was the need for the Council to assert more aggressively its role as the advisor to the President and Congress through informing elected officials about matters that affect historic properties and assisting Federal agencies with embedding sound preservation practices within their daily operations.

The task force also encouraged the Council to broaden its education and training programs, so that Federal agencies might expand their capabilities to comply with NHPA and Indian tribes might assume the enhanced responsibilities that the Council's revised regulations impose. (For more about the regulations, see page 15.) More important for the purposes of this report was the task force's final recommendation: to restructure the Council itself to meet the challenges of budget reductions and government downsizing by utilizing available technology, reducing management-to-staff ratios, and better coordinating the eastern and western project review programs.

The Task Force on the Future of the Council was chaired by historic preservation expert member James K. Huhta, Murfreesboro, Tennessee. Also serving on the task force were citizen member Margaret Z. Robson, San Francisco, California; Judith Bittner, Anchorage, Alaska, president, National Conference of State Historic Preservation Officers (NCSHPO); and Richard Moe, Washington, DC, president, National Trust for Historic Preservation. Katherine Stevenson, Washington, DC, associate director for cultural stewardship and partnerships, National Park Service, was an observer.

Restructuring the Council

A directive from Chairman Slater dated September 13, 1996, established an Executive Committee to implement task force recommendations and advise the Chairman on policy matters. Chairman Slater serves as ex-officio chair of the committee, which is supported by Special Assistant to the Chairman Robert D. Bush. Current committee members include Council Vice Chairman Stephen B. Hand, New Orleans, Louisiana; James Huhta; the Secretary of the Interior; the administrator of the General Services Administration, the chairman of the National Trust for Historic Preservation; and the president of NCSHPO.

Reorganization at the staff level involved the consolidation of the Eastern and Western Offices of Project Review into a single Office of Planning and Review, headquartered in Washington, DC, and the reassignment of senior staff to leadership positions on policy development and program improvement initiatives. For example, the existing position of State liaison was expanded to include partnerships with other preservation organizations and government relations, while a new position, Native Affairs Coordinator, was created to provide effective liaison with Indian tribes and Native American groups. The capstone of the reorganization effort was the appointment of John M. Fowler, former deputy executive director and general counsel, as the Council's new executive director. A complete staff list appears on page 27. Individual staff e-mail accounts may be accessed through the Council's Web site (www.achp.gov/staff.html).

I. POLICY DEVELOPMENT AND PROGRAM COORDINATION



The Council's experience working with waterfront communities to protect, preserve, and enhance historic resources proved invaluable to the American Heritage Rivers Initiative. On the Mississippi River at Prairie du Chien, Wisconsin, the Council helped ensure that commercial harbor development took place without compromising cultural resources such as Effigy Mounds National Monument, above.

Dominating the Council's policy agenda

during 1996 was active participation in the congressional oversight of NHPA and legislative examination of the Council and its activities as reauthorization legislation was considered and eventually passed as part of the Omnibus Parks and Public Lands Management Act of 1996 (P.L. 104-333).

In the Conference Report accompanying the 1996 appropriations bill for the Department of Interior and related agencies, the House and Senate Committees directed the Council to study two issues and report on its findings: 1) that some activities conducted by the Council might duplicate those conducted by other preservation agencies; and 2) the other Federal agencies and departments that benefit from the expert advice of the Council should assist in covering the Council's costs through reimbursable agreements. Highlights of the Council's response appear in "Program and Operations Assessment" on page 7 and in "Council Views on the Status of Agency Preservation Programs" on page 8.

The Council also weighed in in the areas of heritage rivers revitalization; Federal property management; and affordable housing, urban redevelopment, and historic preservation.

American Heritage Rivers

Historic preservation's unique ability to revitalize communities was acknowledged in the American Heritage Rivers Initiative (AHRI), a program designed to protect and restore America's great rivers. Announced by the President in his February 4, 1997, State of the Union message, the initiative supports locally led efforts to protect natural re-



More information about the American Heritage Rivers Initiative is available at the AHR home page: www.epa.gov/rivers.

sources and the environment, spurring economic growth while preserving America's historic and cultural heritage. Executive Order 13061, signed on September 11, 1997, formally established the AHRI and created an interagency committee, including Council

Chairman Cathryn Slater, to oversee its implementation.

Under the leadership of the Council on Environmental Quality, the Council helped develop and refine the AHRI concept and, as the sole proponent of historic preservation in the initiative's early stages, was pivotal in ensuring that cultural heritage protection and enhancement were central components. As the program unfolds, the Council will provide technical assistance, direct designated river communities and other groups requesting assistance to sources of information, funding, and program support, and advise public and private entities about historic preservation needs and priorities. For more information about the AHRI, access the American Heritage Rivers home page through the Council's Web site (www.achp.gov).

Executive Order 13006

A similar link between historic preservation with economic revitalization was made manifest in 1996's Executive Order 13006. The direct result of a policy recommendation made by the Council in concert with the General Services Administration, the National Trust for Historic Preservation, and others, "Locating Federal Facilities on Historic Properties in Our

Nation's Central Cities" directs Federal agencies to look to the "historic centers of growth and commerce" when siting offices in metropolitan areas. According to E.O. 13006, historic properties located within historic districts should receive first priority; sites within historic districts, second; and historic properties outside historic districts, third.

Two provisions of E.O. 13006 have particular bearing on the Council's work: Section 3, which specifically encourages the Federal agencies to seek Council assistance in taking steps to "reform, streamline, and otherwise establish or maintain a presence in historic districts or to acquire historic properties to satisfy Federal space needs," and Section 4, which charges the Council and other agencies to "seek appropriate partnerships with States, local governments, Indian tribes, and appropriate private organizations with the goal of enhancing participation of these parties in the National Historic Preservation Program." The full text of E.O. 13006 is available at the Council's Web site (www.achp.gov/EO13006.html).

Affordable Housing, Urban Redevelopment, and Historic Preservation

The critical relationship between housing that is affordable to low- and moderate-income Americans and historic preservation continued to generate Council activity during the reporting period. As noted in *Report 1994-1995*, in June 1995, the Council issued a policy statement, "Affordable Housing and Historic Preservation," that encouraged Federal and State agencies, local governments, housing providers, and the preservation community to actively seek ways to reconcile national historic preservation goals with the special economic and social needs associated with affordable housing.

Recognizing that the provision of safe, decent, and affordable housing was one of the Nation's most challenging and controversial issues, the policy statement advanced a new, flexible approach toward meshing historic values with housing requirements. It received broad dissemination in 1996-1997, and its fundamental soundness was affirmed at the Council's 1997 spring business meeting in Washington, DC. The Council's policy statement and ten implementing principles are posted at the Council's Web site (www.achp.gov/afford.html).



Contractors rehabilitate an older building for use as affordable housing in Macon, Georgia. (Photo courtesy of the National Trust for Historic Preservation)

Archeology

Archeology's role in the National Historic Preservation Program received careful consideration during 1996-1997. As part of its regulatory reform process, the Council had occasion to examine a range of issues from the perspectives of industry, State Historic Preservation Officers (SHPOs), Native Americans, and the professional community. These include maximizing the public benefits of federally funded archeology, defining which archeological resources warrant a different level of consideration in the Federal planning process, and controlling costs of the identification and recovery of archeological resources.

In Fiscal Year 1996, Council staff participated in "Renewing Our National Archaeological Program," a conference cosponsored by the Society for American Archaeology (SAA), NPS, and several other professional organizations. SAA's subsequent report, issued in FY 1997, included recommendations related to the implementation of Sections 106 and 110 of NHPA.

In concert with organizational participants in the conference and other Section 106 users, the Council is pursuing these recommendations to ensure the cost-effective and consistent treatment of archeology in Federal resource management and project implementation. The Council's primary focus is improving the efficient consideration of archeological resources in revised Section 106 regulations.

Program and Operations Assessment

In the language that accompanied the Council's 1996 appropriation, the House and Senate Committees on Appropriations requested the agency to answer specific questions about the potential duplication of its activities by other members of the national historic preservation partnership. The committees also recommended that the Council explore opportunities to offset the budget cut through reimbursable agreements with Federal agency beneficiaries of the Council's services, prompting an examination of the issues surrounding such activities.

In the subsequent report to Congress, the Council drew the following conclusions:

- There is little to no de facto duplication in the core activities of the Council and other preservation agencies.
- Apparent overlaps between different agencies and their programs are a consequence of the agencies' related roles and placement in Government.
- Where the potential for duplication occasionally arises in secondary or peripheral activities, such as the development of guidelines, training, or publications, the various preservation agencies work in close cooperation and partnership to share efforts and work products and to realize efficiencies based on their individual strengths and different program focus.
- Completion and adoption of new regulations governing the Section 106 review process, currently underway, will further clarify the varying roles and responsibilities of the Council and other key players in the historic preservation process.
- While some reimbursable or cost-sharing arrangements with other Federal agencies for the Council's expert advice and assistance are both possible and appropriate, as evidenced by past and present successes, there are currently substantial obstacles and constraints in both the desirability of the Council seeking such reimbursement on a widespread basis and its practical ability to do so.
- As an independent agency with regulatory and program oversight responsibilities, the Council believes that any fee system or regular agency retainer for providing advice and assistance would be ill-advised and raise questions of conflict of interest.

The complete discussion can be found at www.achp.gov/reportrequested.html.

Council Views on the Status of Agency Preservation Programs

In questioning related to the Council's reauthorization, the House Resources Subcommittee on National Parks, Forests, and Lands asked for the Council's view on Federal agencies' progress in meeting their historic preservation program responsibilities under Section 110 of the National Historic Preservation Act. The Council responded that to fully answer the question, it would need to systematically conduct a comprehensive review of all agencies. Limited staff and budgetary resources had precluded the gathering of such information in the past; only with additional time and resources could the question be addressed in detail.

Under these circumstances, the shortcomings of each agency's historic preservation efforts could be enumerated and remedial steps recommended to ensure full compliance with Section 110. The amount of time individual agencies would require to achieve compliance could also be assessed. Close consultation with the involved agencies would be required in order for the Council to provide Congress with a realistic answer.

That said, the Council offered the subcommittee the following "partial answer" based on insights accumulated over the years from working with agencies on their internal programs. Information gained from daily contact with SHPOs and other participants in the National Historic Preservation Program and conclusions derived from the Section 106 review process were also factored into the Council's response. Simply put:

No Federal agency has yet developed an internal historic preservation program that meets all of the various requirements of Section 110 of NHPA, and no agency has "established such a program in consultation with the Secretary" since the act was amended in 1992. The agency that most closely meets that standard is probably the National Park Service for its operation and management of the individual units of the National Park System, although recent downsizing, reorganization, and decentralization of some NPS program activities, coupled with a growing list of maintenance, visitor services, and similar program priorities has, in our opinion, affected the service's ability to meet its historic preservation responsibilities.

A number of agencies have significant portions of effective Section 110 programs in place, and we have been actively working with several of them (at their request) to improve deficiencies the agencies themselves have recognized. These agencies include the Army, the Air Force, the Coast Guard, the Department of Energy, the General Services Administration, and the Federal Emergency Management Agency. Some agencies, most notably several of the major land and property managers such as the Forest Service, the Bureau of Land Management, and the Corps of Engineers, quite naturally place a high priority on archeological inventory and archeological resource protection on lands under their jurisdiction or control. They also emphasize the concerns of Native Americans for identifying and protecting properties of traditional cultural and religious importance on lands under their jurisdiction or control.

On the other hand, agencies with greater responsibility for facilities or complexes that contain important historic buildings and structures, such as the Air Force, the Army, the Navy, the Department of Veterans Affairs, the General Services Administration, and the Postal Service, typically focus on

developing operations and maintenance procedures for training and carrying out repairs and rehabilitation work on the buildings they manage.

Since NHPA was amended in 1992, however, the progress that many agencies were making toward establishing comprehensive and effective Section 110 programs has slowed or reversed. This can be attributed in part to reduced budgets, downsizing, reduced availability of experienced staff who have been reassigned elsewhere, and agency or program reorganization. At the same time, many agencies have had to focus their remaining expertise on other legislative mandates, which, unlike Section 110, have statutory time frames and a potential threat of legal actions.

A good example is the impact of the Native American Graves Protection and Repatriation Act (NAGPRA) on Federal land-managing agencies and the Bureau of Indian Affairs. Since NAGPRA was passed in 1990, agencies have had to assign more limited staff resources to developing the inventories of human remains, cultural items, and objects of cultural patrimony held in Federal collections and consulting with Indian tribes, Native Hawaiian organizations, and others about repatriation and related issues. As financial and personnel resources have grown scarcer, increased conflicts between primary mission activities and historic preservation mandates have also been a factor in the ability of some agencies to address Section 110 needs. Given the current and projected budgetary climate, this is expected to continue.

The Council went on to suggest the necessary components for an in-depth study of agency preservation programs and their success in addressing Section 110 program needs.

II.

FEDERAL AGENCY HISTORIC PRESERVATION PROGRAM IMPROVEMENT



As part of their spring 1996 business meeting, Council members visited Arlington National Cemetery, seen here from the vantage point of its symbolic entrance.

Program improvement activities of all kinds assume greater importance as Federal resources—both human and financial—dwindle. The Council’s emphasis on helping Federal agencies develop and improve internal procedures to meet historic preservation responsibilities reflects this new reality. The relatively small investment in maintaining Council expertise and sharing it with Federal agencies results in significant savings to the Federal Government and promotes the preservation of important historic properties.

During 1996 and 1997, the Council concentrated its program improvement efforts in five areas: redevelopment and housing issues; disaster assistance and historic preservation; historic military properties; improving land and resource management and planning; and transportation enhancements.

Redevelopment and Housing Issues

In 1996-1997, the Council continued to work cooperatively with the Department of Housing and Urban Development (HUD) to coordinate the consideration of historic preservation issues in the administration of HUD programs. In addition to emphasizing the affordable housing and historic preservation policy statement, the Council devoted considerable attention to problems associated with older homes. This included developing mechanisms for dealing with the abatement of lead paint, a major health and safety issue. An agreement for an abatement program at the State level was

concluded for Maryland; a local version was implemented for several medium-sized communities, including Manchester, Connecticut. These efforts will serve as useful tests for applications on a broader scale.

Public housing modernization and revitalization projects requiring Council attention increased as HUD began to implement new operation and management policies. Many of these facilities are now meeting the 50-year rule for National Register eligibility; the Council is working with HUD on programmatic approaches to streamline the reviews of such projects.

Disaster Assistance and Historic Preservation

Helping the Federal Government respond to the impact of natural disasters on historic properties continued as a Council policy direction. The Federal Emergency Management Agency (FEMA) relies on the Council for advice and assistance when historic properties are threatened or damaged by hurricanes, earthquakes, and floods, and recent Council-FEMA work has focused on improving coordination among the many agencies and organizations responsible for disaster relief.

A statewide Programmatic Agreement executed in 1996 served as the basis for a consistent approach to Section 106 being pursued with FEMA and the National Task Force on Emergency Response, a group that brings together Federal, State, and local officials, nongovernmental organizations, and citizens’ groups. Individual State agreements are now being developed



Mill Knoll, a multi-unit affordable housing project in Tilton, New Hampshire, combines rehabilitation and new construction. (Photo courtesy New Hampshire State Historic Preservation Office)

using the model PA; these establish a system in conjunction with State disaster plans for interagency coordination on historic preservation matters prior to natural disasters. In 1997, specific agreements addressing post-disaster activities were developed for Puerto Rico, Florida, North Carolina, and Pennsylvania.

The development of a nationwide approach to interagency emergency response in the event of oil and other hazardous material releases under the National Contingency Plan was concluded in 1997. The National Response Team headed by the Coast Guard and the Environmental Protection Agency (EPA) began work with the Council in FY 1995 on a nationwide PA covering both coastal and inland areas. The agreement built on lessons learned from past disasters such as the Exxon Valdez oil spill. Efforts will now be directed at implementing the agreement nationally through cooperative efforts with the large number of participating Federal agencies, including the Coast Guard, EPA, the Department of the Interior, the Department of Agriculture, and the Department of Defense (DoD), in addition to the States. The PA can be found on the Council's Web site (www.achp.gov/NCP-PA-intro.html).

Historic Military Properties

With regard to military downsizing, work continued in such areas as the management of historic Navy vessels and historic military residential quarters. In 1996, agreements were developed for several major closures, including the Navy's Charleston (South Carolina) Naval Station. With the final round of base closures and new DoD programs for streamlining and downsizing the military services, the Council turned its attention to addressing programs such as privatization, excessing of surplus property, including ships, and demolition of older or obsolete structures. Programmatic strategies to address these issues with both the Navy and the Army were under development at the close of 1997.

Under an interagency agreement with the Army executed in FY 1996, the Council also consulted on a prototype PA for Army closures and developed accompanying guidance for SHPOs; drafted a prototype PA for installation management; disseminated information about interim Army policies for the treat-

ment of Cold War properties and consultation with Native Americans; and helped write guidelines for the identification and protection of historic military landscapes. The prototype PA for Army closures can be found on the Council's Web site (www.achp.gov/armypa.html).



Council members toured historic military residential quarters at Ft. Myer in Arlington, Virginia, as part of their business meeting in spring 1996.

Finally, late in FY 1997, the Army and the Council began to develop counterpart procedures to substitute for Council regulations. These new procedures, pursued under a Memorandum of Understanding and Interagency Agreement, will tailor the standard review process to the Army's organizational structure and internal decisionmaking, enabling the Army to more effectively operate, maintain, and manage its historic properties. The proposed counterpart procedures can be found on the Council's Web site (www.achp.gov/army-counterpartregs.html).

Improving Land and Resource Planning and Management

The Council assisted several agencies with PAs intended to improve the relationship between Section 110 resource planning and management and Section 106 consultation. (Section 110 of NHPA specifies the obligations of Federal agencies with historic properties under their jurisdiction. For more information and to access the new guidelines for Section 110 implementation, visit the Council's Web site at www.achp.gov/section110.html). Such efforts are being pursued with the Forest Service, for example. In

addition, the 1995 National Park Service PA for operation of the National Park System has been subject to consolidated review and a variety of related implementation activities (see the Council's Web site at www.achp.gov/nps.html).

These efforts attempted to respond to the many and varied concerns of private industry and potential applicants for various uses of Federal lands. At the request of the Interstate Natural Gas Association of America, the Council joined in an interagency effort to simplify the processing of Federal permits required for gas pipeline construction. Since agencies such as the Federal Energy Regulatory Commission, the Bureau of Land Management, the Forest Service, and the Army Corps of Engineers have regulatory jurisdiction over pipeline construction, those agencies must meet the requirements of both the National Environmental Policy Act and NHPA.

Transportation Planning and Enhancement

The final area emphasis in this program area involved working with the Federal Highway Administration (FHWA) and State transportation departments on highway projects, including enhancements authorized and funded through the Intermodal Surface Transportation Efficiency Act (ISTEA). A State-based agreement developed for New Jersey was applied to



FERC Chairman Jim Hoecker signs an agreement for the modification of the World War II Big Inch and Little Big Inch Pipelines as historic preservation specialist Laura Henley Dean looks on. (Photo courtesy of FERC)

South Carolina and Wisconsin; this approach delegates responsibilities for much of the Section 106 process from FHWA to the individual State highway departments and emphasizes a dispute resolution and monitoring role for FHWA and the Council. A nationwide agreement for ISTEA enhancement projects was also developed and published for comment as the fiscal year closed. An agreement among FHWA, NCSHPO, and the Council was completed in FY 1997 and is available at the Council's Web site (www.achp.gov/fhwa-pa-memo.html).

III.

MANAGEMENT OF THE SECTION 106 REVIEW PROCESS



In summer 1997, the Council launched intensive consultation with Indian tribes in a series of meetings across the country, such as this one in Washington, DC.

The Section 106 process is the fundamental Federal legal protection for historic properties. Implemented by Council regulations as authorized by Section 211 of NHPA, it directs Federal agencies to identify, evaluate, and consider in good faith the impacts of proposed actions on properties included in or eligible for inclusion in the National Register of Historic Places. Section 106 further requires agencies to consult with SHPOs and the Council to resolve adverse impacts on historic properties with opportunity for input from local government, Indian tribes, applicants for Federal assistance, and the general public.

Most Section 106 cases are resolved satisfactorily through mutual agreement on modifications responsive to unfolding historic preservation needs. Each year, a few resist such resolution and are submitted to the Council membership for advisory comment. The Council's comments are forwarded to the head of the sponsoring Federal agency.

The Section 106 process has been recognized as a model conflict resolution process: it brings together parties with significant interest in the issues presented; defines a clear framework for consultation and interaction; and prescribes the format for negotiated outcomes reflecting the agreement of involved parties. The process represents an exemplary partnership among the Federal Government and State, local, and tribal governments. Roles for non-Federal interests are clearly defined and permit these parties to determine themselves the extent of their involvement in particular cases. A detailed explanation of the Section 106 process is available at the Council's Web site (www.achp.gov/work106.html).

Goals of the Section 106 Review Process

The Council's overall goal in the review of Section 106 cases is to encourage agencies to consider and, where feasible, to adopt measures to preserve historic properties that would otherwise be damaged or destroyed, giving deference to the views of the community that values those properties. The Council does not have the authority to unilaterally alter Federal actions that will affect historic properties, nor can it impose solutions on non-Federal parties. Council regulations, rather, emphasize consultation among the re-

sponsible Federal agency, SHPO, and the interested public through Section 106 review.

During the 1996 and 1997 fiscal years, the Council placed high priority on the ongoing management of the Section 106 process, which constitutes the major portion of its program activities. The role has three aspects: general oversight leading to procedural improvement; resolution of disputes when they arise; and project review, especially in cases involving controversy, public concern, or other complexities. The intensive effort to streamline its procedures has been the Council's primary effort to improve overall management of the review process in 1996 and 1997.

Improving Section 106 Review

The Section 106 process is at an important crossroads, as major changes forthcoming in the regulations will alter traditional roles and responsibilities. As noted above, in response to the 1992 amendments to NHPA and the Administration's National Performance Review, in 1993 the Council commenced a comprehensive review of its regulations to identify changes that could improve the efficiency and effectiveness of the process. Last amended in 1986, the regulations were carefully scrutinized to identify ways to improve the process and integrate new statutory charges. Focus groups of primary Section 106 users provided input on the direction of regulation reform. A questionnaire on the Section 106 process distributed to more than 1,200 Federal, State, and local agencies, Indian tribes, organizations, and individuals elicited additional information.

Led by the Regulations Task Force, created in 1993 to oversee the regulations process, the Council membership adopted policies to guide reform and

approve specific changes to the regulations. In October 1994 it endorsed a draft of revised regulations for publication in the *Federal Register* for public comment. Approximately 400 agencies, organizations, and individuals commented on the proposal. While most endorsed the Council's intentions, many expressed concerns about the actual content of the regulations. As a result, the Council took a fresh look at its proposal.

Further meetings were held with user groups, particularly business and industry users affected by the Section 106 process. The task force prepared an informal discussion draft, circulated in July 1995 to all previous commenters. Nearly 100 organizations and individuals responded, most commending the Council on significant improvement to its previous draft.

Following interagency and Office of Management and Budget review during the summer of 1996, a revised proposed regulation was published in the *Federal Register* for comment on September 13, 1996. By the close of the formal commenting period in mid-December, some 230 individuals and organizations had weighed in, the majority deeming the 1996 draft a "great improvement" over its predecessors.

Comments received from Native Americans both during and after the formal comment period, however, indicated general dissatisfaction with the lack of face-to-face consultation with Indian tribes in accordance with the President's 1994 Memorandum on Government-to-Government Relations with Native American Tribal Governments. In response, the Council launched intensive consultation with tribes in a series of Government-to-Government meetings held across the country in summer 1997.

Comments received on the 1996 draft and through the tribal consultation initiative were incorporated into the final draft regulation that went to the Office of Management and Budget for interagency review on November 22, 1997. Consultation on various issues continued, but revised regulations are scheduled to be in place in 1998.

Project Reviews

While regulatory revisions moved ahead, project

review continued under the current regulations. Numbers from 1996 and 1997 are roughly comparable to those from 1994 and 1995; the number of new cases submitted (5,776) decreased only slightly. Combined with cases carried over from the previous year and plans submitted for Council review, the overall caseload stood at 7,210. All but 18 cases were resolved through consultation; the remainder were commented upon by panels of Council members or through Chairman's letters. A list of key Section 106 cases from 1996-1997 appears on page 17.

Reviews necessitated by previously completed cases numbered 512 during 1996-1997. These include various mitigation proposals, data recovery plans, and final designs and specifications that have been developed pursuant to MOAs and PAs. Often the formal Section 106 review is completed with certain decisions related to the precise treatment of historic resources deferred until additional information is obtained. Council involvement in these activities depends on the complexity and number of issues remaining to be resolved under an executed agreement. For an overview of current and closed Section 106 cases, consult the Council's Web site (www.achp.gov/work106.html).

Related Section 106 Work

Providing technical assistance to agencies, responding to the public, and resolving problems that occur within the consultation are also major activity areas. Planning assistance is a particularly important and time-consuming task, and this type of work continues to assume even greater importance. In many respects, it remains the most important service the Council can provide, since much of the planning for historic resources by Federal agencies under the Section 106 review process draws upon services provided by SHPOs. The Council has taken steps to improve communication with SHPOs about specific Federal programs and cross-cutting preservation issues to help them do their jobs better. For a list of SHPOs, visit the Council's Web site (www.achp.gov/shpo.html).

Noteworthy Section 106 Cases, 1996-1997

- Arizona
Carlotta Mine Project, permit for open pit copper mine, Tonto National Forest (U.S. Forest Service)
- California
Long Beach Naval Station demolition (U.S. Navy)
Mount Shasta ski area permit for construction and operation (U.S. Forest Service)



The Keeper of the National Register of Historic Places has determined that the upper elevation and the Panther Meadows area of Mt. Shasta Trinity National Forest, California, are eligible for inclusion in the Register. (Photo courtesy of U.S. Forest Service)

- Colorado
Boodle Mill and Forester Cemetery transfer, Central City (Bureau of Land Management)
- District of Columbia
Convention Center construction, Mt. Vernon Square (National Capital Planning Commission)
General Post Office Building transfer (U.S. Postal Service)
- Florida
Okeechobee Battlefield National Historic Landmark, subdivision development (U.S. Army Corps of Engineers)
- Georgia
Broad River Pointe housing development, Atlanta (U.S. Army Corps of Engineers)
Eisenhower Parkway extension, Macon (Federal Highway Administration)
U.S. Federal Building and Courthouse expansion, Savannah (General Services Administration)

- Hawaii
Maluhia Hall demolition, Fort DeRussy, Honolulu (U.S. Army)
U.S.S. Missouri transfer, Honolulu (U.S. Navy)



Hawaii's Maluhia Hall, or "haven of rest," is characterized by wood-louvered doors and decorative cut-out panels depicting island motifs.

- Maryland
Woodrow Wilson Bridge replacement, Potomac River (Federal Highway Administration)
- Massachusetts
Greenbush Line commuter rail project, Hingham (Federal Transit Authority)
- Michigan
US-31 improvements, Petosky (Federal Highway Administration)
- Minnesota
Stillwater Lift Bridge demolition, St. Croix River (Federal Highway Administration)
- Missouri
Lambert St. Louis International Airport expansion (Federal Aviation Authority)
- New Mexico
El Rancho Electric Substation construction (Bureau of Indian Affairs and Rural Utility Service)
- Pennsylvania
Brandywine Battlefield National Historic Landmark, subdivision development, Chester County (U.S. Army Corps of Engineers)
Philadelphia Naval Hospital closure and disposal (U.S. Navy)
- Puerto Rico
San Juan National Historic Site stuccoing of defensive walls (National Park Service)

- Tennessee
Elkmont Historic District demolition, Great Smoky Mountains National Park (National Park Service)
Lauderdale Courts renovation, Memphis (Department of Housing and Urban Development)



The Tennessee SHPO has sought to work with NPS to address adverse effects resulting from the termination of leaseholds at Elkmont, a resort community located within the area subsequently designated Great Smoky Mountains National Park. Most of the structures resemble this one and were built between 1910 and 1925. (Photo courtesy of NPS)

- U.S. Virgin Islands
Water Island transfer, near St. Thomas (Office of Insular Affairs)
- Utah
Frank E. Moss Courthouse Annex construction, Salt Lake City (General Services Administration)
- Virginia
Christiansburg Post Office disposal (U.S. Postal Service)
George Washington Parkway barrier project (National Park Service)
Woodrow Wilson Bridge replacement, Potomac River (Federal Highway Administration)
- Washington
Cushman Hydroelectric Project licensing, Tacoma (Federal Energy Regulatory Commission)
- West Virginia
Corridor H Highway construction (Federal Highway Administration)
- Wisconsin
Stillwater Lift Bridge removal, St. Croix River (Federal Highway Administration)
Water Works Dam removal, Baraboo (U.S. Army Corps of Engineers)
- Wyoming
Old Faithful Snow Lodge at Yellowstone National Park, replacement (National Park Service)
Ranch A transfer (Fish and Wildlife Service)

IV.

EDUCATION, TRAINING, AND PUBLIC AWARENESS



During 1996 and 1997, the Council trained some 1,450 individuals in courses such as this one taught by historic preservation specialist Druscilla Null.

General knowledge about

Federal preservation laws, policies, and procedures is essential to the protection of historic properties. An understanding of NHPA and the processes it establishes helps citizens make decisions that support preservation and enables them to communicate their concerns about the treatment of their heritage to Federal officials.

The Council provides educational opportunities and information to all participants in the National Historic Preservation Program. It also offers information about other aspects of the historic preservation program, most notably those policies and activities of the Federal Government that affect historic preservation. In 1996-1997, the preponderance of activities in this area fell into three categories: education and training; publications and information; and liaison with Federal agencies, SHPOs, and Section 106 participants.

Education and Training

Educational outreach remained a dynamic and expanding component of the Council's mission during the reporting period. Linked closely to the Council's other technical assistance and program review activities, the education program is directed toward instructing Federal, State, local, and tribal officials, applicants for Federal assistance, contractors, and the public in the requirements of Federal historic preservation law and Section 106 review. Historic preservation education is a critical means of program improvement and preservation assistance. Experience has shown that educating Federal agency officials and others saves significant time in processing Section 106 undertakings, improves consultation, and results in better, more thoughtful planning and consideration of historic values. For information on the Council's education program and courses, visit the Council's Web site (www.achp.gov/training.html).

In 1996-1997, approximately 1,450 Federal, State, local, and tribal officials, contractors, and persons from the private sector attended Council training courses. The 1996 schedule featured 14 sessions of "Introduction to Federal Projects and Historic Preservation Law," cosponsored by the General Services Administration Interagency Training Center; six sessions of "Advanced Seminar on Preparing Agreement Documents Under Section 106 of NHPA," cosponsored by the University of Nevada, Reno (UNR); and two additional courses for the California Department of Parks and Recreation and the National Capital Area of the National Park Service.

Also in 1996, two versions of "Introduction to Cultural Resource Management Laws and Regulations," a new course for Federal Preservation Officers and cultural resource managers given in cooperation with NPS and NCSHPO, was offered to the Coast Guard and DoD. In addition, with support from the Air Force, the Council and UNR developed a new executive briefing that was offered at Elmendorf Air Force Base for the Alaska Cold War Working Group. While the number of course offerings dropped slightly in 1997 due to pending new regulations, the schedule included 11 sessions of "Introduction to Federal Projects and Historic Preservation Law," four advanced seminars, four sessions of "Introduction to Cultural Resource Management Laws and Regulations" for the Department of Defense, and two Executive Briefings for the Air Force and NASA. Sixty-six percent of trainees were Federal officials and 10 percent were State officials. Local and tribal officials each represented four percent, with the remaining 16 percent drawn from the private sector.

During fiscal years 1996 and 1997, the education program focused on developing partnerships and managing the expanding program. Consolidating cosponsorship of open-enrollment courses with UNR in 1997 enabled the Council to achieve administrative efficiencies and improve customer service. An ongoing joint initiative with NPS and NCSHPO to develop and offer an introductory-level cultural resource management course for DoD personnel led to a new training partnership with the Naval School, Civil Engineer Corps Officers (CECOS) through which the course is now offered. Four sessions of the course for

DoD and Coast Guard personnel were offered through CECOS in FY 1997, and four more sessions were scheduled for FY 1998. Efforts are underway with NPS to adapt the course for other Federal agencies.

ICCROM

As directed by NHPA, the Council promotes international training opportunities through its involvement with the International Centre for the Study and the Preservation and Restoration of Cultural Property (ICCROM), an autonomous, intergovernmental organization charged with addressing the scientific and technical problems of conservation. Founded by UNESCO in 1959, ICCROM is headquartered in Rome. As defined by its statutes, ICCROM concentrates on five principal areas: documentation, research, recommendation, training, and promotion of awareness. Each year, a jury of Council members chooses and recommends qualified American preservationists to participate in a selected ICCROM course held in Rome; the jury recommended six candidates during the reporting period. Final decisions rest with ICCROM. Additional information about ICCROM and the Council's role is available at the Council's Web site (www.achp.gov/iccrom.html).

Publications and Information

Development and distribution of information elucidating the Council's work and its function in the National Historic Preservation Program is a critical component of Council leadership. Both printed materials, such as formal reports mandated by Congress or prepared as part of a special Council project or initiative, as well as materials specifically designed for electronic dissemination are included in this category. While fiscal years 1996 and 1997 saw production of two major Council publications, *Report to the President and Congress 1994-1995* and *Federal Historic Preservation Case Law, 1966-1996: Thirty Years of NHPA*, budget and staff reductions coupled with a commitment to fully utilizing new technology have encouraged the Council to redirect its efforts toward the electronic medium.

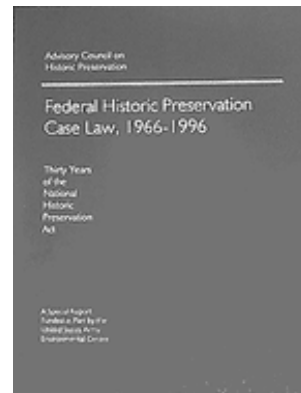
Released in 1996, *Report 1994-1995* illustrates the Council's new cost-conscious approach to its publications and communications. Spanning two fiscal years, the report provides the maximum information

at minimal production costs. Its wire binding permits easy reproduction should supplies run low, and its comparatively few illustrations—down 75 percent from 1993—exemplify a renewed commitment to content. The report also contains a compendium of selected Section 106 cases from the Council's archives. Drawn from across the country and organized by region, these 86 cases demonstrate the range of historic preservation concerns across the country and underscore the Council's national role in balancing protection of historic properties with necessary economic development. Access "Section 106 in Review: Selected Cases, 1986-1995" at the Council's Web site (www.achp.gov/cases1.html).

The second publication, *Federal Historic Preservation Case Law*, serves as the centerpiece of the Council's celebration of the 30th anniversary of NHPA. Documenting three decades of Federal commitment to preserving, protecting and maintaining for future generations the Nation's vast panoply of cultural resources, the book extensively revises and expands one of the Council's most enduring publications, *Federal Historic Preservation Case Law: A Special Report* (1985).

The book begins with an introductory essay that explains the current status of Federal historic preservation law, describes the provisions of major preser-

vation authorities, and discusses procedural issues in litigating preservation cases. It summarizes 135 court opinions concerning historic properties and provides an overview of Federal historic preservation legislation, beginning with the Antiquities Act of 1906 to put them in context. All aspects of *Federal Historic Preservation Case Law*, from research and writing through produc-

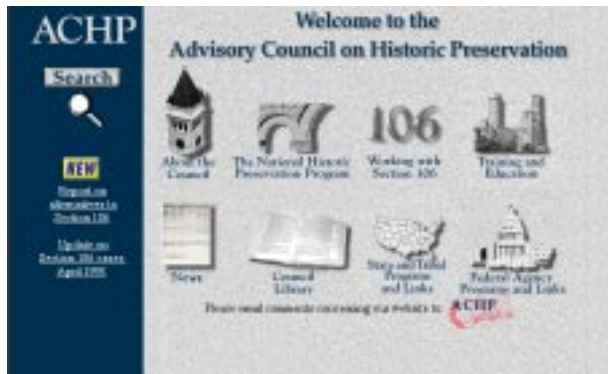


Federal Historic Preservation Case Law, 1966-1996 includes a summary of 135 court opinions concerning historic properties.

tion, were funded through the Council's cooperative agreement with the Army. The report can be ordered through the Government Printing Office or accessed at the Council's Web site (www.achp.gov/rptlist.html). The online document is fully searchable.

Council Web Site

The Council's commitment to broadening its outreach through the utilization of new technologies was made tangible with the 1996 debut of the agency's Web site. Visitors enter the site through the Old Post Office Building, the Council's headquarters in Washington, DC, and proceed to a menu of eight options: *About the Council*; *The National Historic Preservation Program*; *Working with Section 106*; *State Historic Preservation Programs and Links*; *Federal Historic Preservation Programs and Links*; *Training and Education*; *Council Library*; and *News*. Submenus guide users deeper into the site where they can locate general information such as the Council's role within the National Historic Preservation Program, the dates and locations of upcoming Council meetings, or descriptions of the Council's course offerings. The Web site also includes a complete staff list with links to individual staff e-mail accounts, enabling constituents to request information via their computers, and allowing staff to respond in a timely manner. The long-term objective of the Council's Web site is to provide



An emphasis on the use of new communications technology prompted development of the Council Web site (www.achp.gov).

“one-stop shopping” for anyone who wishes to learn about the National Historic Preservation Program. The Council's site links to sites maintained by Federal agencies, SHPOs, educational institutions, and preservation organizations, among others.

Liaison with Preservation Partners

Building better working relationships with SHPOs and private citizens concerned about the preservation of their heritage was central to the Council's 1996-1997 outreach endeavors. SHPOs, the Council's

primary partner in carrying out the Section 106 process, were a primary target. The Council has historically maintained close relations with NCSHPO and, in its recent restructuring, created the position of external affairs coordinator to serve as principal contact for SHPOs seeking information, guidance, and advice from the Council.

A similar arrangement with the regional offices of the National Trust for Historic Preservation was launched at the same time. A member of the Council, the National Trust has a membership of more than 250,000 individuals and local preservation organizations. National Trust members are frequently involved in historic preservation at the State and local levels. The Council helps inform them of opportunities to participate in the planning of Federal actions that may impact historic properties in their communities.

Establishing Native Americans as full partners in the Section 106 consultation process was another focus of Council outreach. In restructuring, the position of Native American Affairs Coordinator was created to acknowledge the importance of Native American and tribal interests in the Council's work. This emphasis mirrors the provisions of the 1992 NHPA amendments, which authorized tribal preservation programs and assured Native Americans a prominent role in the Section 106 process. The new position is dedicated to providing effective liaison with Indian tribes and Native American groups. A principal focus of 1997 work was related to Government-to-Government consultation on the proposed revised regulations. As regulations are finalized, the emphasis will shift toward providing essential training and guidance. A list of Tribal Historic Preservation Officers is available at the Council's Web site (www.achp.gov/thpo.html).

Comments from the business community on the Council's proposed regulatory revisions identified a new area for outreach. This group of Section 106 users typically encounters the review process through seeking the Federal permits or assistance necessary to carry out their activities. The Council responded to this interest by hosting and participating in a variety of meetings and conferences designed to establish ties between the historic preservation community and industry. Information gained from these exchanges is being incorporated into regulatory changes and the development of new techniques to reach business users.

CONCLUSION



The Council is headquartered in Washington, DC, in the Old Post Office, shown here before its rehabilitation in the late 1970s and early 1980s. The building, which became listed on the National Register of Historic Places in 1973, will celebrate its 100th anniversary in 1999. (Photo courtesy of GSA)

As the foregoing suggests, 1996 and 1997 were filled with challenges and opportunities for the Advisory Council on Historic Preservation. Confronting possible elimination and certain downsizing in addition to a difficult congressional reauthorization as the 1996 fiscal year opened, the agency drew upon its every available resource—human and financial—to ensure its continued survival. Once reauthorization was achieved in early FY97, the Council set about shoring up its position within the National Historic Preservation Program and laying the foundation for continued accomplishment into the new millennium. A dynamic vision for the future crystallized in a new, proactive mission statement and a six-year strategic plan that set goals and objectives in the Council’s four major program areas.

Making manifest that vision, however, particularly in a time of limited resources, demanded bold action. Toward that end, the Council took a close look at how it conducted its business with an eye toward doing more with less. Applying the streamlining principles inherent in regulatory reform to its organizational structure as a whole, the Council consolidated offices, realigned management, and introduced a team ap-

proach toward problem solving and, as a result, was able to make significant progress in spite of the uncertain economic climate. As 1997 drew to a close, the Council could point to improved internal and external communications, stronger preservation partnerships, and broader, more effective constituent outreach.

The approaching millennium is rich with possibilities to protect and enhance the Nation’s historic resources. The Council is poised to make them reality.

Council Members, 1996-1997

Chairman

Cathryn Buford Slater (Arkansas)

Vice Chairman

Stephen B. Hand (Louisiana)

Expert Members

James K. Huhta, Ph.D. (Tennessee)

Bruce D. Judd, FAIA (California)

Arva Moore Parks McCabe (Florida)

Barnabas McHenry (New York)*

Parker Westbrook (Arkansas)

Citizen Members

Arthur Q. Davis, FAIA (Louisiana)

Margaret Zuehlke Robson (California)

Native American/Native Hawaiian Member

William Tallbull (Montana) (*deceased*)

Raynard C. Soon (Hawaii)

Governor

Honorable Roy Romer (Colorado) (*resigned*)

Mayor

Honorable Emanuel Cleaver, II (Kansas City, Missouri)

Architect of the Capitol

Secretary of Agriculture

Secretary of the Interior

Administrator, Environmental Protection Agency

Administrator, General Services Administration

Secretary of Transportation

Secretary of Housing and Urban Development

Chairman, National Trust for Historic Preservation

President, National Conference of State Historic Preservation Officers

**term expired during reporting period*

Council Professional Staff

(September 30, 1997)

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Ronald D. Anzalone, assistant to the executive director
Sharon S. Conway, external affairs coordinator
Charlotte M. Fesko, administrative assistant and member services
Shauna J. Holmes, education coordinator
Adina Kanefield, assistant general counsel
Carol J. McLain, acting administrative officer
Elizabeth Moss, publications coordinator
Claudia Nissley, Native American affairs coordinator
Judith E. Rodenstein, training specialist
Stephanie A. Woronowicz, writer-editor/Web manager

Executive Committee

Robert D. Bush, special assistant to the Chairman

Information Technology Center

B. Marie Brown, director
Brenda K. Bolden, office systems assistant
Frances Gilmore, secretary
LaShavio Johnson, computer assistant

Office of Planning and Review

Don L. Klima, director
Martha C. Catlin, historic preservation specialist
Ralston Cox, historic preservation specialist
Jane Crisler, historic preservation specialist
Laura Henley Dean, historic preservation specialist
Valerie DeCarlo, cultural resource management liaison/
special initiatives and projects manager
Charlene Dwin-Vaughn, historic preservation specialist
Carol Gleichman, historic preservation specialist
Cornelia (Lee) Keatinge, historic preservation specialist
Nancy Kochan, office administrator
Tom M. McCulloch, historic preservation specialist
MaryAnn Naber, historic preservation specialist
Marjorie Nowick, historic preservation specialist
Druscilla Null, historic preservation specialist
Rebecca Rogers, historic preservation specialist
Alan L. Stanfill, historic preservation specialist
Raymond Wallace, historic preservation technician