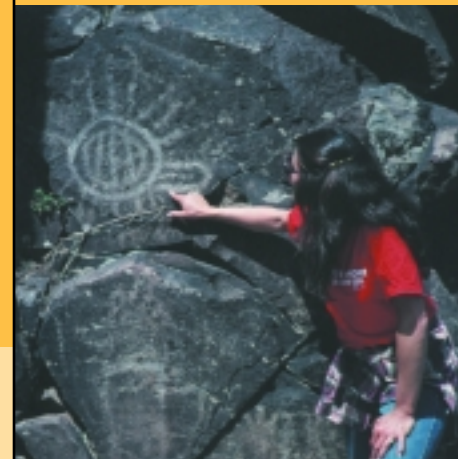
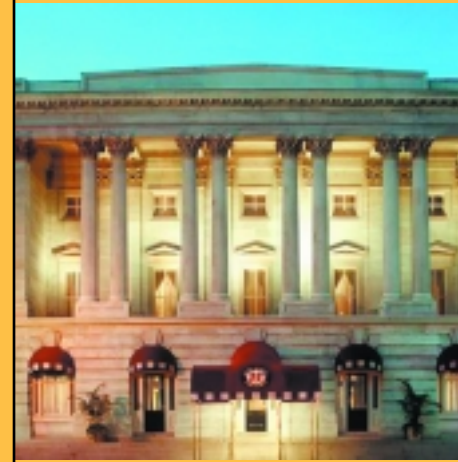


Becoming Better Stewards *of* Our Past



RECOMMENDATIONS
FOR ENHANCING
FEDERAL MANAGEMENT
OF HISTORIC PROPERTIES

MARCH 2004



Preserving America's Heritage

ADVISORY COUNCIL ON HISTORIC PRESERVATION

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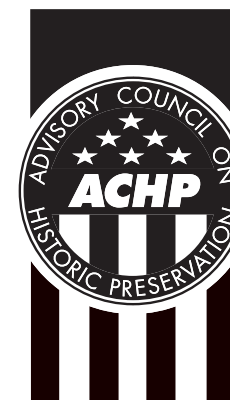
MARCH 2004

An independent Federal agency, the ACHP promotes the preservation, enhancement, and productive use of our Nation's historic resources, and advises the President and Congress on national historic preservation policy.

John L. Nau, III, of Houston, Texas, is chairman of the 20-member council, which is served by a professional staff with offices in Washington, DC, and Colorado.

For more information about the ACHP, contact:

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Preserving America's Heritage

Chairman's Message

It is the policy of the Federal Government to provide leadership in preserving America's heritage by actively advancing the protection, enhancement, and contemporary use of the historic properties owned by the Federal Government, and by promoting intergovernmental cooperation and partnerships for the preservation and use of historic properties. The Federal Government shall recognize and manage the historic properties in its ownership as assets that can support department and agency missions while contributing to the vitality and well-being of the Nation's communities and fostering a broader appreciation for the development of the United States and its underlying values.

Section 1, Executive Order 13287



John L. Nau, III

When President Bush issued Executive Order 13287 last year, he reaffirmed the Federal Government's commitment to protecting and productively using the many historic properties it controls. To assist Federal agencies, the Executive order tasked the Advisory Council on Historic Preservation with making recommendations to further stimulate initiative, creativity, and efficiency in the Federal stewardship of historic properties. In response, we are pleased to offer the recommendations embodied in this report.

Executive Order 13287 is a component of the Administration's *Preserve America* program, an initiative aimed at preserving our heritage, increasing awareness of what and who we are as a Nation, and passing on our legacy intact, and enhanced, to generations to come. Critical to achieving these goals is commitment and participation by Federal property-managing agencies.

As demonstrated by the examples cited in this report, many agencies are already implementing exciting stewardship initiatives. Their work demonstrates the potential benefits of productive partnerships, resourceful management, and cultivation of the preservation ethic. These three action areas are critical to the Federal Government becoming a better steward of our past, and they form the framework for our recommendations.

We look forward to working with the Administration and Federal agencies to encourage the implementation of these recommendations, and to advancing the goals of *Preserve America*.

A handwritten signature in black ink, appearing to read "John L. Nau, III".

John L. Nau, III
Chairman
Advisory Council on Historic Preservation

March 2004



Through its Passport in Time program, the Forest Service encourages volunteers to assist the agency in protecting and preserving historic properties. Since 1997, volunteers like Cassandra Flowers have been excavating and researching the remains of Scull Shoals village (founded 1782) at Oconee National Forest.

(Photo courtesy of the Friends of Scull Shoals, Inc.)



The General Services Administration has leased the General Post Office/Tariff Commission Building in Washington, DC, to a private developer to use as a hotel. This public/private reuse partnership ensured rehabilitation of the building and will generate approximately \$50 million for the agency to use in maintaining its historic properties.

(Photo courtesy of the General Services Administration)



The Bureau of Land Management has partnered with the Shoshone Paiute Tribe to address the impact of recreation and other uses on historic properties on southwest Idaho's public lands. The Lower Snake River District provides funding and the tribe monitors potentially threatened archeological sites and traditional cultural places.

(Photo Credit: Bureau of Land Management/photo by W. Meyer, BLM Idaho Office, Lower Snake River District)

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Executive Summary

The National Historic Preservation Act directs the Federal Government to administer federally owned, administered, and controlled historic resources in a spirit of stewardship. Executive Order 13287, issued in 2003 as part of the Administration's *Preserve America* initiative, reaffirms this mandate. Section 4(e) of the order requires that the Advisory Council on Historic Preservation make recommendations to the President and Federal agencies on further stimulating initiative, creativity, and efficiency in the Federal stewardship of historic properties. This report embodies those recommendations.

Section 4(e) recognizes that, notwithstanding the progress that Federal agencies have made in caring for their historic properties during the past several decades, there remains pressing need for agencies to be more enterprising, inventive, and productive. Funding and staffing for historic resource management are chronically inadequate, and agencies often lack sufficient institutional and organizational support for historic resources. Despite this, however, there are many success stories, and they provide the underpinning for the recommendations of this report.

To further stimulate initiative, creativity, and efficiency in the Federal stewardship of historic properties, the Advisory Council on Historic Preservation recommends the following:

Partner With Non-Federal Parties

- Federal agencies should partner with non-Federal parties, including the private sector, to find sustainable uses for federally owned historic properties that are unused or underused.

- Federal agencies should partner with non-Federal parties to preserve federally owned historic properties and (where appropriate) promote them and interpret them to help educate the public.

Work Smart

- Federal agencies should increase opportunities for volunteers to contribute to the stewardship of federally owned historic properties.
- Federal agencies should investigate nontraditional funding sources and new ways of using conventional funding authorities for the stewardship of federally owned historic properties.
- Federal agencies should fully exploit the potential for technology to improve the stewardship of federally owned historic properties.
- Federal agencies should strategically consider the transfer, exchange, or disposal of federally owned historic properties as a way of ensuring their long-term preservation.

Enhance the Preservation Ethic

- Federal agencies should demonstrate continued internal leadership commitment to stewardship

of federally owned historic properties, with sustained involvement of policy-level officials and development of agency preservation policy.

- Federal agencies should have recognition programs in place to honor and publicize agency achievements in the stewardship of federally owned historic properties and the contribution of volunteers and individual agency staff.
- Federal agencies should encourage agency policymakers and staff to increase their understanding of federally owned historic properties and to build skills in their stewardship.
- The Federal Government should create or enhance accountability systems to measure success in the stewardship of federally owned historic properties.

The *Preserve America* initiative provides a context for the Federal Government to foster implementation of these recommendations. It offers a framework for oversight of agency efforts under Executive Order 13287, as well as opportunities to promote exchange of information among agencies and develop new tools to assist agencies.



In March 2003, Laura Bush announced the Administration's Preserve America initiative. The same day, President Bush signed Executive Order 13287, directing Federal agencies to enhance their stewardship of historic properties. (Photo by Susan Sterner, White House)

The recommendations of this report are not panaceas. It is important to note that implementing them requires that the Federal Government sustain an investment in human and financial resources. But, as evident from the examples cited in this report, solid support of partnership development, resourceful management, and cultivation of the preservation ethic is worth the investment.

Introduction

As manager of parks, forests, and recreation areas, military installations, research laboratories, office complexes, and other public lands, the Federal Government is the caretaker of significant numbers of America's historic assets. Whether they are historic buildings or structures, archeological sites, or cultural places of traditional importance to Indian tribes or other groups, these historic places are important parts of our heritage.

The National Historic Preservation Act, signed into law in 1966, recognizes this and directs the Federal Government to "administer federally owned, administered, or controlled prehistoric and historic resources in a spirit of stewardship for the inspiration and benefit of present and future generations."

Executive Order 13287

Signed by President Bush on March 3, 2003, Executive Order 13287 reaffirms this mandate. It challenges Federal agencies not only to protect their historic properties and use them to support agency missions, but also to pursue preservation through intergovernmental cooperation and public/private partnerships. Preservation through such partnerships contributes to the well-being of local economies and fosters appreciation for the unique heritage of individual communities.

Executive Order 13287 is a component of the Administration's *Preserve America* initiative, which seeks to promote and celebrate America's historic and natural heritage assets and the role they can play in promoting tourism, revitalizing communities, creating jobs, and educating the public.

The recommendations of this report have been developed in response to Section 4(e) of Executive Order 13287, which requires that

The [Advisory Council on Historic Preservation (ACHP)], in consultation with the National Park Service and other agencies, shall encourage and recognize exceptional achievement by [agencies with real property management responsibilities] in meeting the goals of the NHPA and this order. By March 31, 2004, the Council shall submit to the President and the heads of agencies recommendations to further stimulate initiative, creativity, and efficiency in the Federal stewardship of historic properties.

Section 4(e) recognizes that, despite the progress that Federal agencies have made in caring for their historic properties during the past several decades, there remains pressing need for agencies to be more enterprising, inventive, and productive in their stewardship. As described in the ACHP's 2001 report, *Caring For the Past, Managing For the Future: Federal Stewardship and America's Historic Legacy*, agency funding and staffing for historic resource management are chronically inadequate.

In addition, Federal agencies often lack sufficient institutional and organizational support for historic resources. Agencies also need to improve their understanding of the views of non-Federal parties who have particular interests in historic resource preservation and use, and place greater emphasis on effective collaboration and partnership to achieve common goals.

Summary of Recommendations

Solving these and other problems will require ingenuity, resourcefulness, and a commitment to high achievement. To further stimulate such initiative, creativity, and efficiency in the Federal stewardship of historic properties, the ACHP recommends that the Federal Government:

Partner With Non-Federal Parties

- Partner to find new uses for historic properties; and
- Partner to preserve, promote, and interpret historic properties.

Work Smart

- Use volunteers;
- Explore nontraditional funding;
- Exploit technology; and
- Consider property transfers, exchanges, and disposals.

Enhance the Preservation Ethic

- Demonstrate continuing leadership commitment;
- Recognize agency achievements;
- Facilitate continuing education of staff; and
- Create or enhance accountability systems.

The remainder of this report discusses these recommendations in more detail and cites examples where Federal agencies are already implementing their intent. The report was developed based on the ACHP's previous findings in *Caring For the Past, Managing For the Future* and recent input from property-managing agencies, notably those represented on the ACHP—the General Services Administration and the Departments of Agriculture, Defense, and Interior.

Future Recommendations

In accordance with Executive Order 13287, the ACHP will be reporting triennially to the President beginning February 15, 2006, on the state of the Federal Government's historic properties and their contribution to local economic development. These reports will be based in large part upon information provided by Federal agencies in assessments they prepare in accordance with the Executive Order.

In 2004, property-managing agencies must report on:

- the status of inventorying their historic properties;
- the general condition and management needs of such properties and steps underway or planned to meet those needs;
- the suitability of their historic properties to contribute to community economic development, including heritage tourism; and
- compliance of their regulations, management policies, and operating procedures with Sections 110 and 111 of the National Historic Preservation Act.

Then in 2005 and every third year thereafter, agencies must provide updates on their progress in identifying, protecting, and using historic properties.

These data will permit the ACHP to expand upon the recommendations of this current report. The scope of the information will help answer questions about what agencies can do to help ensure that they are taking a truly comprehensive approach to their stewardship responsibilities.

Should they invest more in planning? Are program investment needs and costs being recognized and fully met? Do agencies need to pool and share information more effectively? Are priorities being set appropriately?

In its future summaries on the state of the Federal Government's historic properties, the ACHP will consider such questions in framing further recommendations on stimulating initiative, creativity, and efficiency in Federal stewardship.

Partner with Non-Federal Parties

Federal agencies should partner with non-Federal parties, including the private sector, to find sustainable uses for federally owned historic properties that are unused or underused.

Federally owned historic buildings that are not used are generally at greater risk for deterioration and neglect. Absent tenants or utilization, such properties fall to the bottom of agency maintenance schedules. As a downward spiral of deferred maintenance sets in, the buildings quickly are perceived not as assets, but rather as liabilities that cost too much to stabilize and rehabilitate.

The agency may not, however, be in a position to transfer the property out of Federal ownership. A potential solution to this situation is for agencies to seek partners who will use the properties and provide an influx of needed capital for their rehabilitation and maintenance. The agency, the historic resource, and the local economy all benefit.

Properties can be leased to non-profit organizations. An example is the General Services Administration's lease of the Galveston Customhouse, one of the oldest Federal buildings west of the Mississippi, to the Galveston Historical Foundation. This lease will provide the General Services Administration \$162,000 annually in cost avoidance for operating the building, and the Foundation invested \$1 million in restoration and repair work.

In another example, the National Aeronautics and Space Administration has partnered with Carnegie Mellon University to reuse vacant buildings at historic Moffett Field, now part of

the Ames Research Center in California. Under the terms of a long-term lease signed in 2003, the university will restore one building, converting it into office space and classrooms. The university also has optioned the right to renovate other historic buildings in the complex. The National Aeronautics and Space Administration is also pursuing third party partners to renovate another historic building and adjacent historic dormitories into a convention and meeting center.

Leases or other partnership arrangements can also be with for-profit developers. Another General Services Administration lease has led to the transformation of a Washington, DC, National Historic Landmark, the General Post Office/Tariff Commission Building, into a 172-room hotel. The private developer invested \$32 million in the redevelopment of the building, and it is estimated that the lease will generate approximately \$50 million for the agency's use in maintaining the historic property as well as others in its portfolio. This lease produced model documents



At Brooke Army Medical Center, Fort Sam Houston, Texas, the Department of the Army has partnered with a private developer to reuse several unused historic buildings. Under its enhanced-use leasing authority, the Army will lease back portions for continued military use. (Photo courtesy of the U.S. Department of the Army)

that the General Services Administration is now using in several other leases.

In an interesting twist on partnering with the private sector, Congress has given the U.S. Department of Defense the authority not only to lease underused buildings, but also to lease back portions for use by the Defense Department. The Department of the Army has launched its first such partnership, and the project showcases the potential benefits for historic properties. A private developer is transforming three buildings at the historic Brooke Army Medical Center at Fort Sam Houston into the “Offices at Ft. Sam Houston.” The redeveloped complex will provide space for the U.S. Army South Command, the Army Medical Information Systems and Services Agency, and other military and civilian tenants.

The National Park Service leases historic properties to public and private parties for reuse and also partners with the private sector through its concession program. Concessionaires provide park visitors with lodging, transportation, food services, shops, and other services. Historic properties can benefit from these public/private partnerships directly and indirectly.

When concessionaires use specific historic properties, such as historic park lodges, they are generally required to create capital improvement and cyclic maintenance accounts. In some cases, 20 percent of gross revenues have been dedicated to such investments, 10 percent each for capital improvement and regular, continuing maintenance. In general, concession contracts are an important source of revenue for the agency, with

80 percent of franchise fees kept at the park unit for use in improving visitor services and funding high-priority management programs.

Authorization for such public/private reuse partnerships comes from various sources. Section 111 of the National Historic Preservation Act provides blanket authorization for agencies to lease historic properties and retain the proceeds of such leases to defray the costs associated with stewardship of their historic properties. Various agency-specific authorities to enter into leases, special-use permits, and other cooperative arrangements can also be invoked in crafting public/private reuse partnerships. For instance, in the example cited earlier, the Army is using the Department of Defense’s enhanced-use lease authority.

The U.S. Forest Service is trying to work within the context of its special-use permitting authority to implement a pilot program for historic property management in its Rocky Mountain Region. The Forest Service has partnered with the well-established Rocky Mountain Nature Association to create the Rocky Mountain Heritage Society, a non-profit, to help the agency bring a business perspective to its property management, with all buildings managed together as assets to maximize financial options.

The goal is to be proactive in matching historic resources to potential new users in the private and non-profit sector, with the society assisting in developing business plans for certain buildings, undertaking capital campaigns, and facilitating the participation of outside partners. However, advanc-

ing this program has been hindered by questions regarding the flexibility of the agency’s permitting and partnership authorities. There is a lack of precedent within the agency for the entrepreneurial approach envisioned, and it remains unclear to what extent the Forest Service is constrained by law or policy in implementing the program.

As the examples cited above illustrate, public/private partnerships to reuse historic properties offer multiple benefits. The historic asset, which the Federal Government might not otherwise be able to rehabilitate in a timely manner, is brought back into productive use. The Federal agency might lease back and use all or a portion of the property for mission purposes. Regardless of whether the building has a Federal or non-Federal use, the economy of the local area will benefit from the jobs and economic activity generated by the property’s reuse.

To maximize these potential benefits, Federal agencies should identify and seek to correct any impediments or disincentives to public/private reuse partnerships that exist in their statutory, regulatory, policy, or operational environments, whether they are legal or a reflection of traditional corporate culture. Section 2 of Executive Order 13287 mandates such review, while Section 3(b) specifically requires agencies to review the compliance of their regulations, policies, and procedures with Section 111. In completing these reviews, agencies should seek not only to remove roadblocks to public/private reuse partnerships, but also to maximize the use of the profits of such partnerships for the stewardship of historic properties.

Federal agencies should partner with non-Federal parties to preserve federally owned historic properties and (where appropriate) promote them and interpret them to help educate the public.

While there are many federally owned historic properties that can benefit from reuse under public/private partnerships, other properties may not need a new use or do not lend themselves to reuse per se, such as archeological sites. Nevertheless, their long-term preservation may benefit immensely from creation of public/private partnerships.

Agencies may lack the resources to meet all the maintenance and protection needs of properties or to interpret properties to the public. Partnerships allow limited resources to be leveraged and bring new creative ideas and approaches to the complex demands of agency stewardship. They are particularly important in effectively managing, on a

cooperative basis, federally owned historic properties of religious and cultural significance to Indian tribes and Native Hawaiians.

An excellent partnership example is the U.S. Fish and Wildlife Service's work with non-Federal parties to excavate, preserve, and interpret the archeological remains of the village of Cathlapotle on the Ridgefield National Wildlife Refuge in Washington. Visited by Lewis and Clark in 1805, the village was one of the largest and most important settlements of the Chinook people on the Columbia River. Portland University staff and students excavated the site, providing the Fish and Wildlife Service with high-quality research for a relatively low cost.

The Chinook Tribe has also been actively involved, sharing its cultural knowledge of its history. Working with the tribe and the university, the Fish and Wildlife Service has developed an

The U.S. Fish and Wildlife Service has partnered with non-Federal parties to excavate, preserve, and interpret the archeological remains of the village of Cathlapotle, which was visited by Lewis and Clark. One product is an environmental and heritage education kit for local schools. (Photo courtesy of Dr. Kenneth Ames, Portland State University)



environmental and heritage education kit to help local teachers engage elementary school students in learning about the site. In 2002, the work of the Cathlapotle partnership was recognized by the ACHP with a Chairman's Award for Federal Achievement in Historic Preservation.

In another good example, the Bureau of Land Management's Anasazi Heritage Center, southwest Colorado's premier archeological museum and Federal curation center, relies on non-Federal partners to help provide curation services, research opportunities, interpretation for visitors and students, and volunteer and museum intern opportunities. In 2003, thirteen non-Federal partners contributed \$443,187 for museum services, almost twice the amount appropriated by Congress to run the facility.

Partners often include organizations formed specifically to support stewardship of a particular federally owned historic property. For instance, the Bureau of Land Management has partnered with the non-profit Garnet Preservation Association to preserve the town of Garnet, Montana's most intact ghost town. The National Park Service has been particularly successful in partnering with such cooperating associations or "friends" groups. In 2002, 65 associations supported 325 units of the National Park System, providing almost \$26.5 million in assistance. Such friends groups often play critical roles in publicizing resources and encouraging tourist visitation.

Through such partnerships, agencies can implement creative resource management approaches and support strategies that allow non-Federal

parties to essentially co-manage historic properties. The U.S. Coast Guard, for example, leases many of its historic lighthouses to non-profit groups that assume virtually all daily maintenance and oversight while the Coast Guard continues use of the property as an aid to navigation.

In many such cases, federally owned lighthouses are only open to visitation because of the non-profit lessee. While most lighthouses are slated for eventual transfer out of Federal ownership under the National Historic Lighthouse Preservation Act (P.L. 106-355), in the interim, non-profits are caring for dozens of lights throughout the country.

Another notable example of cooperative management is the Vancouver National Historic Reserve in Vancouver, Washington. Created by Congress in 1996, the reserve encompasses 366 acres that include Fort Vancouver National Historic Site, Vancouver Barracks, Pearson Air Museum and Air Field, and portions of the Columbia River waterfront.

The National Park Service, the Department of the Army, the State of Washington, and the City of Vancouver cooperatively manage the area, with support from the non-profit Vancouver National Reserve Trust. These partners, while maintaining full authority and management responsibilities for their portions of the Reserve, work cooperatively on all matters relating to the reserve. A jointly developed General Management Plan guides their efforts.

The cooperation among the partners in the Vancouver National Historic Reserve highlights

the potential that partnerships offer Federal agencies to co-promote public visitation to historic sites. The Federal and non-Federal partners at the Reserve work to make the public aware not only of the properties they individually administer, but of the full spectrum of historic resources at the Reserve. Federal agencies can take advantage of such opportunities to leverage their outreach to heritage tourists.

Such co-promotion of historic resources can be particularly effective in the context of regional partnerships. Such partnerships may include interagency and intergovernmental coalitions, such as was recently formed between a number of Federal agencies and the Southeast Tourism Policy Council. This coalition provides a vehicle for cooperation between private sector tourism interests and multiple Federal and State agencies in the southeastern United States to promote tourism, especially on federally managed lands.

Other avenues for regional partnerships are national heritage areas. Created by Congress upon application by local communities, a national heritage area provides the framework for cooperative promotion of heritage tourism among parties in the area, including Federal agencies. National heritage areas have traditionally been associated with areas near national parks, but any Federal agency with property in a designated area can benefit from active participation in this regional approach to preservation and heritage tourism.

Preservation partnerships need not always be site-specific or regional in context, but can also

extend to address a broader spectrum of an agency's historic resources. For example, the Department of Energy is working with the non-profit Atomic Heritage Foundation to preserve and interpret the history of the development of atomic power. The agency has awarded the foundation a grant to develop a report to Congress on how best to preserve the legacy of the Manhattan Project, including the remaining buildings and structures where the first atomic bomb was developed.

Establishing partnerships is particularly important in effective stewardship of federally owned historic properties of religious and cultural significance to Indian tribes and Native Hawaiians. The requirements of multiple laws and Presidential orders have led Federal agencies to develop and implement policies to ensure adequate consultation with Indian tribes and Native Hawaiians regarding historic properties.

But more than consultation is often needed. Agencies should seek partnerships that integrate the views of Native Americans into agency planning and allow them to actively participate in the management of federally owned historic properties.

A few examples from the Bureau of Land Management suggest the opportunities that exist. The agency and the Shoshone Paiute Tribe are engaged in a long-term partnership to address the impact of recreation and other uses on historic properties on southwest Idaho's public lands. The Bureau of Land Management provides funding

for the tribe to monitor potentially threatened archeological sites and traditional cultural places when public visitation is high, and to document and report on impacts. Other partnerships include cooperative management of Kasha-Katuwe Tent Rocks National Monument with the Pueblo of Cochiti and stabilization of the remains of the Ojo Pueblo with the Pueblo of Zuni.

Reflecting the potential inherent in cooperative management of resources, the Department of the Army and Native Hawaiians have established an innovative management structure for Ukanipo Heiau, an ancient Native Hawaiian religious site, which is located at Makua Military Reservation. A Native Hawaiian advisory council was established that developed a site stabilization plan, an access and use plan, and a long-term management and maintenance plan. The advisory council has assumed responsibility for maintaining landscaping and erosion control features, monitoring effects of site use, developing interpretive and educational programs, and implementing access and cultural protocols.

In 2002, the Department of the Army adopted procedures that should encourage similar partnerships with Indian tribes and Native Hawaiians. Approved by the ACHP as an alternative to the Federal regulations implementing Section 106 of the National Historic Preservation Act, the Army's alternate procedures offer installations the opportunity to implement a plan-based approach to stewardship under Section 106. Integral to that

planning is providing Indian tribes and Native Hawaiian organizations with the opportunity to participate in plan development.

Also, plans developed under the procedures must include a standard operating procedure for obtaining continued technical assistance from non-Federal parties during plan implementation. Indian tribes and Native Hawaiian organizations are specifically cited as uniquely qualified to provide such assistance, not only in identifying and evaluating historic properties of concern to them, but also in addressing the treatment of such properties. Pilot application of the procedures already appears to be sparking development of partnerships between Department of Army installations and Indian tribes.

Whether they are important to Native Americans or to others, most federally owned historic properties have non-Federal constituencies concerned about their preservation and interpretation. The examples cited above illustrate the commitment that such parties can bring to helping preserve these resources for future generations. They can raise funds, educate people about the resource and what it reveals about the development of the United States and its values, promote public visitation to historic sites, and even co-manage selected properties. Federal agencies should use such public/private partnerships as an integral component of their strategy to preserve and interpret historic properties.



Work Smart

Federal agencies should increase opportunities for volunteers to contribute to the stewardship of federally owned historic properties.

Each year, thousands of volunteers help to protect our public lands. In the Fish and Wildlife Service, more than 36,000 volunteers contribute more than 1.4 million hours and complete more than 20 percent of the work conducted on national wildlife refuges. Volunteers in national parks contributed 4.5 million hours in 2002.

The stewardship of historic properties has profited from such volunteer efforts, but there is significant room for expansion. For example, in 2003, volunteers contributed more than 1.5 million hours to projects on Bureau of Land Management lands, but only a little less than 7 percent of those hours directly supported the agency's cultural/historical program.

The recent revival of the Take Pride in America program provides a new opportunity for agencies to enhance their use of volunteers. Take Pride in America is a national partnership initiative established by the U.S. Department of the Interior with the USA Freedom Corps. The program is designed to raise public consciousness about the importance of volunteer service on public lands and make it easier for citizens to identify such volunteer opportunities. Federal agencies can participate as partners in the program. Presently, Federal partners include the bureaus of the Department of the Interior, the Forest Service, the Army Corps of Engineers, and the Department of Transportation.

Agencies can also develop their own programs to promote volunteer service in cultural resource stewardship. An excellent model is the Forest Service's Passport in Time program. This national program is designed to promote and coordinate volunteer participation in archeological excavation, rock art restoration, survey, archival research, historic structure restoration, and other activities in national forests.

Past projects have ranged from stabilizing ancient cliff dwellings in New Mexico, to restoring a historic lookout tower in Oregon, to excavating a 19th-century Chinese mining site in Idaho. Since the program began in 1989, over 22,000 volunteers have donated over 1 million hours to Forest Service cultural resources, with their time valued at over \$14 million. The program has been so successful that demand is outstripping supply: under the current scope of the program, more individuals are volunteering than can be used.

Agencies can also leverage the potential for volunteer participation in cultural resource stewardship

by partnering with State, tribal, and local governments, as well as non-profit and faith-based organizations. This approach has been used successfully in establishing archeological site steward programs. Volunteer stewards monitor archeological sites on public lands to detect, and hopefully deter, looting and vandalism. Stewards are also active in public education and outreach activities.

The Bureau of Land Management partners with the San Juan Mountains Association to support the Southwest Colorado Cultural Site Stewardship Program, which provided almost 2,900 volunteer hours to the agency in 2000. In another example, the Arizona Site Steward Program is sponsored by the public land managers of Arizona, tribal governments, the State Historic Preservation Office, and the Arizona Archaeology Advisory Commission. During the past year, Arizona site stewards made almost 4,100 visits to sites on Bureau of Land Management lands alone, contributing more than 9,000 hours of effort.

Such statistics highlight how important volunteers can be in the stewardship of federally owned historic properties. To help tap this potential, property-managing agencies that are not yet partners in the Take Pride in America initiative should consider becoming involved. Agencies should also explore development of innovative programs and partnerships, like the Passport in Time Program or the site steward programs. When doing so, however, agencies need to be prepared to demonstrate a long-term commitment and commit adequate resources to sustain the initiatives.

Federal agencies should investigate nontraditional funding sources and new ways of using conventional funding authorities for the stewardship of federally owned historic properties.

Federal agencies are chronically short on funds to meet their stewardship obligations. For example, as of 2001, heritage funding amounted to less than 1 percent of the budgets of the Bureau of Land Management and the Forest Service in spite of the increasingly critical role of recreation to the mission of these agencies. Given such limited dedicated funding, agency cultural resource management must compete for support from operations and maintenance accounts, facility management accounts, or environmental protection and remediation funding.

As discussed earlier, public/private partnerships are increasingly being used as one way of bridging the funding gap. There are also other nontraditional sources of funding and ways of exploiting traditional funding authorities that can help increase the financial resources available for stewardship of historic properties. Among these are targeted appropriated funds, user fees, and donations.

Strategic creation of a pool of targeted funds can help both to invigorate and sustain an agency's cultural resource management program. The most notable example of this approach is the Department of Defense Legacy Resource Management Program. Authorized by Congress in 1990, the Legacy Program provides financial assistance to military efforts to preserve natural



The National Park Service's Vanishing Treasures program seeks to address the preservation needs of archeological/architectural sites at national parks in the arid West. The program's targeted funding is helping to expedite restoration of sites like 700-year-old Casa Grande, shown being repaired by mason Ray Madril. (Photo courtesy of the National Park Service)

and cultural heritage assets on military lands while supporting military readiness.

Examples of recent initiatives funded by the Legacy Program include guidance for applying the Department of Defense Anti-Terrorism policy to historic buildings; heritage tourism projects in support of Executive Order 13287; and innovative and cost-efficient archeological investigations that maximize use of military training ranges. The "fenced" funding of the Legacy Program helped to jumpstart stewardship program development in the military services and continues to provide important program support.

Targeting funding can also be a successful approach when applied to a specific stewardship issue. Since 1998, Congress has funded the National Park Service's Vanishing Treasures Initiative. The program seeks to identify and address the

preservation needs of archeological/architectural sites at national parks in the arid West that are deteriorating from erosion, vandalism, and unanticipated negative effects of earlier repairs. While the program has not received the level of funding originally envisioned, the targeting of the funds has been important in crafting a more effective response to this stewardship problem.

User fees are another potential source of funding for Federal stewardship. Under the current Recreation Fee Demonstration Program, fees for recreational use of Federal lands help to fund backlogged repair and maintenance projects, interpretation, resource preservation, habitat enhancement, etc.

Created by Congress in 1996, the program authorizes the National Park Service, the Bureau of Land Management, the Fish and Wildlife Service, and the Forest Service to collect entrance fees and user fees at test locations and retain 80 percent of the funds for on-site improvements. The National Park Service and the Forest Service have made the greatest use of the program, collecting more than 90 percent of the program's total fees. In fiscal year 2001, the Forest Service collected \$35 million in fees while the National Park Service collected \$126 million.

The Recreation Fee Demonstration Program is not without its issues of concern, notably public controversy over charging user fees, the staffing and management needs it creates, and spending priority questions. However, the program is an undeniably important potential source of new

revenue for Federal asset management. Historic properties have benefited to varying degrees from this program, but the potential for funding stewardship activities is substantial, particularly when agencies are creative in targeting the revenue generation and use.

For example, the Forest Service is testing an innovative use of the fee program with an initiative called Heritage Expeditions. Heritage Expeditions are educational tours and programs, often led by private contractors or outfitters, that teach participants about historic properties in national forests. The fees collected are earmarked for the protection and enhancement of heritage resources. The Forest Service is also using the Recreation Fee Demonstration Program (along with its special-use permitting authority) to rent historic cabins and fire lookouts to the public as accommodations.

Donations are another source of funding that some agencies have begun to exploit. Since many non-Federal donors are either prohibited from giving to a Federal agency or disinclined to do so, creation of a non-profit adjunct organization can provide a mechanism to avoid such constraints. Such an organization may be focused on the rehabilitation of a particular building, such as the Committee for the Preservation of the Treasury Building, which has raised funds to help the U.S. Department of the Treasury restore its landmark headquarters.

Or the focus can be agency-wide, as with the National Park Foundation, which raised \$41 million

in contributions in 2002 to support national parks. In 2003, legislation introduced in Congress would have created a similar foundation, the non-profit National Defense Heritage Foundation, to support the preservation, protection, and use of the Department of Defense's historic properties.

As the examples discussed above suggest, there are nontraditional—but not unprecedented—sources of funding that can greatly enhance an



The Forest Service is using fees collected from its Heritage Expeditions program to fund protection of heritage resources. On the Sextants to Satellites expedition in the Salmon-Challis National Forest, participants used historic and modern navigation tools while exploring the Lewis and Clark National Historic Trail. (Photo courtesy of U.S. Forest Service)

agency's stewardship of historic resources. All property-managing agencies should explore them, and the Administration should work with Federal agencies and Congress to achieve permanent authorization for the Recreation Fee Demonstration Program and expand it to include other land managing agencies.

In considering the potential use of donations, agencies should bear in mind that the ACHP was directed by Executive Order 13287 to use its authority to accept donations to assist other agencies in their stewardship responsibilities, and this may provide another avenue for receiving funds. Agencies such as the General Services Administration, which has determined that it does not have the authority to supplement appropriated funds, should consult with the U.S. Department of Justice regarding that determination and what needs to be done to remove any legal impediments to accepting donations.

Federal agencies should fully exploit the potential for technology to improve the stewardship of federally owned historic properties.

Quality stewardship of historic properties is dependent in many ways on effectively storing, retrieving, and sharing information on those properties, and on best practices for their treatment. Cultural resource management is hindered when an agency does not understand what properties it controls and why they are significant. Likewise, cultural resource managers find themselves reinventing the wheel when

they cannot easily learn how others in their agency or in different agencies have solved similar stewardship problems.

Huge strides have been made toward addressing such issues through advances in computing, the Internet, and telecommunications.

Because historic properties exist in a geographic context, Federal stewardship has benefited immensely from databases and geographic information systems (GIS) software. These tools can enhance the inventorying of historic properties because they capture, store, analyze, and display geographically referenced information.

For example, Navy Region Hawaii's Regional Shore Installation Management System provides a comprehensive, GIS-based database of the region's infrastructure, including historic properties at Pearl Harbor, the Navy's largest National Historic Landmark district. The information is available to all facility planners, ensuring that the presence of cultural resources can be considered early in any project planning. Ideally, use of GIS-based systems would be instituted throughout an agency, as is currently being considered by the Fish and Wildlife Service.

Agencies can also benefit from working with non-Federal parties to use technology to inventory cultural resources. For example, the Bureau of Land Management is assisting western State Historic Preservation Offices (SHPOs) to automate SHPO inventories and make them available to the agency. The inventories are being

brought up to date as well as standardized in a format compatible with the agency's database and GIS system. Over the past six years, the agency has allocated more than \$1.5 million to western SHPOs as part of this cultural resources data-sharing project.

Computer programs that address the treatment of historic properties can also help agencies make informed stewardship decisions. The Department of the Army has developed two computer programs that provide economic analyses for the treatment of historic buildings. The Layaway Economic Analysis Program is designed to provide historic building life-cycle cost estimates to compare three management alternatives: renovation and reuse, layaway/mothball, and demolition. Similarly, the Window Econometric Program prepares life-cycle cost comparisons associated with the repair and/or replacement of windows.

The Internet also offers tremendous opportunities for agencies to share best practices within and between agencies, and to reach out to the public. The General Services Administration's internal Web site, for example, provides staff with technical, policy, and regulatory guidance, historic building information, and model documents. A Project Manager Tools page includes templates for preservation design, site selection, and construction procurement documents, and all Historic Building Preservation Plans are available. This year, an online version of the General Services Administration's Preservation Desk Guide will be launched,

which will include guidance and sample documents from all regions of the agency.

The General Services Administration's public Web site also includes a wealth of information, including a Historic Federal Buildings Database. The degree to which other agencies have posted information on their historic resources online varies considerably from agency to agency and among units within agencies. In some cases, access and security issues must be addressed, but technology may help to answer such questions. For example, the Department of Defense has funded a demonstration project to create an online, 3-D virtual tour of prehistoric and historic resources not otherwise accessible to the public.

Agencies might find that using technology, particularly new technology, can be expensive up front. But its long-term benefits for the agency's stewardship of historic properties can be significant, as suggested by the examples cited above. All property-managing agencies should be proactive in exploring how computers, telecommunications, the Internet, and other technology can assist them in managing historic properties.

In this regard, agencies should consider using the Internet to help fulfill their obligation under Executive Order 13287 to use their historic properties in conjunction with State, tribal, and local tourism programs. To the extent possible given security concerns, agencies should post information on their properties and create links with tourism sites to promote visitation to and understanding of federally owned historic properties.

Federal agencies should strategically consider the transfer, exchange, or disposal of federally owned historic properties as a way of ensuring their long-term preservation.

There are many ways in which Federal agencies can preserve and productively use their historic properties either directly or through public/private partnerships. But there are instances where retention of the property by a specific agency—or by the Federal Government—may not be in the best interest of the historic resource's long-term preservation. In many cases, transfer, exchange, or disposal of the property may be the best course of action.

Considering such issues led the Farm Service Agency in 2003 to transfer to the National Park Service the 470-acre Bailey Farm in Mississippi that the agency obtained through foreclosure on a mortgage. The property has important historical associations with the Vicksburg Campaign of the Civil War and abuts the National Park Service's Natchez Trace Parkway. The decision to transfer the property to the National Park Service rather than sell it will ensure its preservation and public interpretation.

As previously discussed, the General Services Administration has had success in retaining underused historic properties through public/private partnership arrangements. However, it has also recognized situations where transfer of historic properties out of its ownership is the best thing to do for both the agency and the properties.

For example, the General Services Administration transferred the Old U.S. Mint, a National Historic Landmark, to the City of San Francisco for public/private redevelopment. The agency also has transferred the Vicksburg Federal courthouse to the State of Mississippi for continued courthouse use, while relocating the Federal court to another historic building in Natchez.

The Coast Guard is transferring many of its historic lighthouses—which are subject to deterioration from harsh marine environments and lack onsite keepers due to automation of their optics—out of its ownership to ensure their long-term preservation. Under the terms of the National Historic Lighthouse Preservation Act, the agency will identify lighthouses to be transferred, triggering a disposal process that is designed to ensure that new owners are qualified and committed to preserving these important historic properties. Transferred lighthouses can remain in active use, but the Coast Guard only will be responsible for maintaining the aids to navigation.

Creating the lighthouse disposal process required an act of Congress since it departs from the provisions of existing Federal property transfer legislation. But even within existing authorities, Federal agencies can make wise use of their property disposal opportunities. Agencies should be proactive in identifying individual historic properties or classes of historic properties where transfer, exchange, or disposal is the best management option.

Enhance the Preservation Ethic

Federal agencies should demonstrate continued internal leadership commitment to stewardship of federally owned historic properties, with sustained involvement of policy-level officials and development of agency preservation policy.

Virtually all Federal property-managing agencies have internal policies to guide their stewardship of historic properties. But agencies need ongoing leadership vision and commitment to such policies to help ensure that historic preservation becomes fully integrated into their missions. Sustained and proactive stewardship policy development is critical, and agencies must have an organizational structure that keeps stewardship on the issue agenda.

Executive Order 13287 requires each Federal agency to designate a senior policy level official (SPO) to have policy oversight responsibility for the agency's historic preservation program. This senior official must be an assistant secretary, deputy assistant secretary, or the equivalent. This presents an unprecedented opportunity for crosscutting coordination of preservation policy throughout an agency.

The SPO is positioned to identify agency components that may not traditionally have considered cultural resource stewardship as part of their purview, but which may have a role to play. For example, recreation/tourism offices and public affairs offices can contribute to fulfilling agency responsibilities under Executive Order 13287 to partner with local communities to promote heritage tourism and local development.

Some agencies have been proactive in creating internal structures to provide support and advice to the SPO and other policymakers. For example, the

Bureau of Land Management has created a Preservation Board to advise the director, assistant directors, State directors, and field-office managers in developing and executing the agency's policies and procedures for historic properties. The board includes the agency's Federal and State office preservation officers, as well as representatives of line management and field office specialists.

In a different twist on this concept, the U.S. Department of Energy created a Corporate Board on Historic Preservation in 1998, consisting of senior headquarters managers from the various offices within the agency. While the board is not currently active, the concept is a sound one that other agencies should consider and the Department of Energy should revisit, particularly given the new potential for communication with the agency's SPO.

Regardless of the internal structure supporting it, policymaking is a continuing process of review and enhancement. In this spirit, the U.S. Department of

the Air Force is in the final stages of revising its internal instruction on cultural resources, and the Fish and Wildlife Service is proposing a comprehensive review during FY 2004 of its cultural resources management policies.

Reflecting the development of new policy, the General Services Administration recently introduced its new Legacy Vision policy. The goal of Legacy Vision is to position the agency's finest historic buildings to be the strongest financial performers possible, while exploring specific "turn around" measures that could make under-performing historic buildings financially viable. The policy is already making a difference in the ability of the General Services Administration to keep important historic buildings occupied and viable.

Whether agencies are developing new policy or implementing existing policy, there must be leadership from the top. Agencies should help shape the evolution of the newly created policymaking position of SPO. The SPO should assess how each component of his or her agency contributes

to or could contribute to the stewardship of historic properties, and then promote policies to capitalize on the identified opportunities.

The SPO and other agency policymakers should also periodically assess the continued relevance and effectiveness of their agency's over-arching preservation regulations, policies, and procedures. In this context, agencies should seek opportunities to tie into and support the Administration's *Preserve America* initiative.

Federal agencies should have recognition programs in place to honor and publicize agency achievements in the stewardship of federally owned historic properties and the contribution of volunteers and individual agency staff.

It is human nature to seek and enjoy recognition of a job well done. Public accolades for initiative, creativity, and efficiency help to breed more of the same, both in the individual being recognized and in others that would seek such recognition. By having



Federal agency historic preservation senior policy officials, who have been designated under Executive Order 13287, met as a group for the first time on February 20, 2004. Designation of these officials presents an unprecedented opportunity for crosscutting coordination of preservation policy throughout Federal agencies. (Photo by Bruce Milhans)

awards or other forms of recognition for quality stewardship of historic properties, a Federal agency encourages future high-caliber work and shares innovative and potentially reproducible models, both within its agency and with other agencies.

A number of agencies have stewardship recognition programs in place. For example, the Secretary of Defense Environmental Awards recognizes outstanding cultural resource management efforts by military installations and individual cultural resource managers. Each of the military services has similar awards.

In the Forest Service, Windows on the Past Awards are given annually to a project or program in each region and to a national winner for its significant contribution to the interpretation and preservation of heritage resources. The General Services Administration's Heritage Awards program bestows awards for exemplary restoration, rehabilitation, and adaptive-use projects, as well as achievements in preservation education, program management, and individual stewardship.

The General Services Administration also recognizes preservation projects in its prestigious Design Awards. The program honors "the best of the best" of the Federal projects designed and constructed by the agency, with professional private-sector peers selecting the entries. A 2002 award winner was the rehabilitation of the 1914 U.S. Post Office and Courthouse in Old San Juan, Puerto Rico. The building's renovation has helped revitalize the historic core of the city and demonstrates how historic building reuse and



A 2002 award winner in the General Services Administration's Design Awards was the rehabilitation of the 1914 U.S. Post Office and Courthouse in Old San Juan, Puerto Rico. These awards honor the best projects designed and constructed by the agency, with professional private-sector peers selecting the entries. (Photo courtesy of the General Services Administration)

restoration serve contemporary needs. This project also has been recognized by the ACHP with a Chairman's Award for Federal Achievement in Historic Preservation.

Recognizing the contribution of volunteers is also important, and some agencies are doing so through formal awards programs. For example, the Bureau of Land Management annually presents "Making a Difference" National Volunteer Awards. In 2003, recipients included volunteer interpreters at the National Historic Trails Interpretive Center in Casper, Wyoming, and the Mimbres Archeological Team, a volunteer archeological site-monitoring and research team that has contributed more than 3,500 hours of effort.

All Federal property-managing agencies should have recognition programs that celebrate quality

stewardship of historic properties. As part of such programs, volunteers should be recognized, as should employees who not only perform exceptionally at their job but who volunteer more than their paid time to advance the protection of heritage resources, such as by leading volunteer work or participating in educational programs when off duty. In addition to maintaining their own programs, agencies should showcase agency efforts through nominations to nationwide awards programs such as the *Preserve America* Presidential Awards, the ACHP Chairman's Awards for Federal Achievement in Historic Preservation, and the National Trust for Historic Preservation/ACHP Award for Federal Partnerships in Historic Preservation.

Federal agencies should encourage agency policymakers and staff to increase their understanding of federally owned historic properties and to build skills in their stewardship.

Why are historic properties important? What legal requirements underlie integrating preservation into the agency mission? How have others in the agency (or other agencies) solved tough stewardship problems? Federal agencies cannot hope to enhance their stewardship of historic properties without taking steps to ensure that policymakers and staff understand the fundamentals of historic preservation and can learn from previous successes.

Some agencies have developed their own suite of educational materials and opportunities. For

example, the Department of Defense has published detailed reports on historic property types and preservation treatments, as well as materials for staff members that range from a Commander's guide on the benefits of cultural resource conservation, to a booklet on historic military quarters written for their occupants. The agency also offers courses in cultural resource management through the Navy's Civil Engineers Corps Officers School, which are open to the staff of all the military services.

When developing or seeking educational materials and opportunities, agencies can consult the National Park Service. In accordance with the National Historic Preservation Act, the National Park Service has produced standards, guidelines, guidance, and educational resources on virtually all aspects of historic preservation. In 2000, the agency created the Federal Preservation Institute to assist Federal agencies in providing education, training, and awareness opportunities for Federal personnel with stewardship responsibilities.

Helping staff build skills to manage historic properties should be an ongoing priority given staff turnover within agencies. For both policymakers and staff, agencies should provide or facilitate access to training, educational materials, and information on stewardship "best practices." To enhance their continuing education strategy, agencies should use the information and materials developed by the National Park Service, as well as explore opportunities to work directly with that agency on educational initiatives.

The Federal Government should create or enhance accountability systems to measure success in the stewardship of federally owned historic properties.

Setting goals, measuring success, and imposing consequences when objectives are unmet are hallmarks of good management and create an atmosphere that encourages efficiency and problem solving. Executive Order 13287 sets up a general reporting system in which Federal property-managing agencies will be periodically assessing their progress in identifying, protecting, and using historic properties, with the ACHP reporting to the President after assessing these reports. This new system will be important in enhancing the management of federally owned historic properties, but should ideally function as one component in a larger network of accountability tools addressing stewardship.

Federal agencies already have tracking and assessment systems that have been, in varying degrees, useful in tracking their historic properties. For example, the National Park Service uses its List of Classified Structures, Cultural Sites Inventory, and individual park unit management plans to evaluate and manage their historic properties. In another example, the Department of the Navy has recently modified its real property tracking system to incorporate a specific data repository on historic properties.

It is important, however, that agencies not only collect information on their historic properties, but also assess how good a job they are doing in

meeting their stewardship responsibilities. The military services are using their environmental audit systems, originally designed to track compliance with hazardous waste cleanup, to identify broader environmental problems including lack of compliance with cultural resource laws. Such systems are designed to flag deficiencies so that the agencies can plan for and prioritize their correction.

All Federal property-managing agencies should have systems in place to track their historic properties and monitor performance in managing them. Such systems should be integral to agency compliance not only with Executive Order 13287, but also with the newly enacted Executive Order 13327 on Federal real property management.

Executive Order 13327 creates a new government-wide framework wherein property-managing agencies are required to develop asset management plans and provide them to the Office of Management and Budget. Agencies must also submit information on their real property to the General Services Administration, which has been tasked with maintaining a comprehensive Federal real property database.

Executive Order 13327 also creates a Federal Real Property Council, chaired by the Office of Management and Budget, which will assist agencies in developing and implementing their asset management plans. The order specifically requires that the plans incorporate the planning and management requirements for stewardship of historic properties set forth in Executive Order 13287.

In addition to Executive Order 13327, other government-wide management and financial accounting initiatives, such as the President's Management Agenda, the Government Performance and Results Act, and the Chief Financial Officers Act, can be used to help improve Federal stewardship of historic properties. These systems, if properly structured and enforced, can help ensure that Federal agencies fully integrate historic preservation into their strategic plans, performance measures, and management and accounting systems.

For example, the Federal Accounting Standards Advisory Board has established a supplemental reporting requirement for heritage assets under the Chief Financial Officers Act. It appears, however, that not all agencies are providing this

information. The board should review and, if appropriate, revise or clarify its guidance on heritage asset reporting to improve consistent and comparable data collection and reporting.

In addition, the Office of Management and Budget, in its oversight of the President's Management Agenda and Executive Order 13327, should consider making specific recommendations to agencies on improving their management of historic properties. The Office of Management and Budget's enhanced role in oversight of Federal real property asset management under Executive Order 13327 offers an important new opportunity for the Administration to help Federal agencies become better stewards of our past.

Conclusion

The Federal Government controls a vast array of important historic properties, and the task of being a good steward of these properties is not always an easy one. Limited funds and staff, coupled with inconsistent commitment among agencies, work against effective management of federally owned historic resources. To counter these negative influences, the Federal Government must continually seek to be more enterprising, inventive, and productive.

The recommendations of this report offer suggestions to stimulate the needed initiative, creativity, and efficiency to achieve these goals. Agencies should establish more partnerships and collaboration, and they need to "think outside the box," particularly in obtaining financial and human resources and using technology. From the policymaking levels of Government on down, agencies must make the effort to support stewardship policies, motivate staff, and ensure accountability.

These recommendations, of course, are not panaceas. It is important to note that implementing them requires that the Federal Government sustain an investment in human and financial resources. Agencies cannot support such activities in an

inadequate or inconsistent manner and hope to maximize their results. But, as evident from the examples cited in this report, solid support of partnership development, resourceful management, and cultivation of the preservation ethic is worth the investment.

The Administration has already demonstrated its support of such goals by creating the *Preserve America* initiative and issuing Executive Order 13287. *Preserve America* provides the context for the White House to continue to foster better stewardship of historic properties. The initiative provides a framework for effective oversight of agency efforts under the Executive Order. However, *Preserve America* also offers an opportunity to promote the exchange of



The Bureau of Land Management has partnered with the non-profit Garnet Preservation Association to preserve the town of Garnet, Montana's most intact ghost town. Federal agencies would benefit from government-wide guidance on using such partnerships to promote preservation, heritage tourism, and local economic development. (Photo courtesy of the Garnet Preservation Association)

information among agencies on innovative stewardship projects and programs, such as the examples highlighted in this report, and development of new tools to assist agencies.

The Administration should consider development through *Preserve America* of a government-wide clearinghouse of stewardship best practices. Likewise, it should consider using *Preserve America*

as a vehicle to create guidance on public/private partnerships; “tool-kits” could be developed to help agencies develop and use such partnerships to promote preservation, local economic development, and heritage tourism. Through such initiatives, *Preserve America* would provide Federal agencies with sources of examples and assistance that would support implementation of the recommendations of this report.

Appendices

Appendix A

Executive Order 13287: “Preserve America”

By the authority vested in me as President by the Constitution and the laws of the United States of America, including the National Historic Preservation Act (16 U.S.C. 470 et seq.) (NHPA) and the National Environmental Policy Act (42 U.S.C. 4321 et seq.), it is hereby ordered:

Section 1. Statement of Policy.

It is the policy of the Federal Government to provide leadership in preserving America’s heritage by actively advancing the protection, enhancement, and contemporary use of the historic properties owned by the Federal Government, and by promoting intergovernmental cooperation and partnerships for the preservation and use of historic properties. The Federal Government shall recognize and manage the historic properties in its ownership as assets that can support department and agency missions while contributing to the vitality and economic well-being of the Nation’s communities and fostering a broader appreciation for the development of the United States and its underlying values. Where consistent with executive branch department and agency missions, governing law, applicable preservation standards, and where appropriate, executive branch departments and agencies (“agency” or “agencies”) shall advance this policy through the protection and

continued use of the historic properties owned by the Federal Government, and by pursuing partnerships with State and local governments, Indian tribes, and the private sector to promote the preservation of the unique cultural heritage of communities and of the Nation and to realize the economic benefit that these properties can provide. Agencies shall maximize efforts to integrate the policies, procedures, and practices of the NHPA and this order into their program activities in order to efficiently and effectively advance historic preservation objectives in the pursuit of their missions.

Section 2. Building Preservation Partnerships.

When carrying out its mission activities, each agency, where consistent with its mission and governing authorities, and where appropriate, shall seek partnerships with State and local governments, Indian tribes, and the private sector to promote local economic development and vitality through the use of historic properties in a manner that contributes to the long-term preservation and productive use of those properties. Each agency shall examine its policies, procedures, and capabilities to ensure that its actions encourage, support, and foster public-private initiatives and investment in the use, reuse, and rehabilitation of historic properties, to the extent such support is not inconsistent with other provisions of law, the Secretary of the Interior’s Standards for Archeology and Historic Preservation, and essential national department and agency mission requirements.

Section 3. Improving Federal Agency Planning and Accountability.

(a) Accurate information on the state of Federally owned historic properties is essential to achieving the goals of this order and to promoting community economic development through local partnerships. Each agency with real property management responsibilities shall prepare an assessment of the current status of its inventory of historic properties required by section 110(a)(2) of the NHPA (16 U.S.C. 470h-2(a)(2)), the general condition and management needs of such properties, and the steps underway or planned to meet those management needs. The assessment shall also include an evaluation of the suitability of the agency's types of historic properties to contribute to community economic development initiatives, including heritage tourism, taking into account agency mission needs, public access considerations, and the long-term preservation of the historic properties. No later than September 30, 2004, each covered agency shall complete a report of the assessment and make it available to the Chairman of the Advisory Council on Historic Preservation (Council) and the Secretary of the Interior (Secretary).

(b) No later than September 30, 2004, each agency with real property management responsibilities shall review its regulations, management policies, and operating procedures for compliance with sections 110 and 111 of the NHPA (16 U.S.C. 470h-2 & 470h-3) and make the results of its review available to the Council and the Secretary. If the agency determines that its regulations, management policies, and operating procedures are not in compliance with those

authorities, the agency shall make amendments or revisions to bring them into compliance.

(c) Each agency with real property management responsibilities shall, by September 30, 2005, and every third year thereafter, prepare a report on its progress in identifying, protecting, and using historic properties in its ownership and make the report available to the Council and the Secretary. The Council shall incorporate this data into a report on the state of the Federal Government's historic properties and their contribution to local economic development and submit this report to the President by February 15, 2006, and every third year thereafter.

(d) Agencies may use existing information gathering and reporting systems to fulfill the assessment and reporting requirements of subsections 3(a)-(c) of this order. To assist agencies, the Council, in consultation with the Secretary, shall, by September 30, 2003, prepare advisory guidelines for agencies to use at their discretion.

(e) No later than June 30, 2003, the head of each agency shall designate a senior policy level official to have policy oversight responsibility for the agency's historic preservation program and notify the Council and the Secretary of the designation. This senior official shall be an assistant secretary, deputy assistant secretary, or the equivalent, as appropriate to the agency organization. This official, or a subordinate employee reporting directly to the official, shall serve as the agency's Federal Preservation Officer in accordance with section 110(c) of the NHPA. The senior official shall

ensure that the Federal Preservation Officer is qualified consistent with guidelines established by the Secretary for that position and has access to adequate expertise and support to carry out the duties of the position.

Section 4. Improving Federal Stewardship of Historic Properties.

(a) Each agency shall ensure that the management of historic properties in its ownership is conducted in a manner that promotes the long-term preservation and use of those properties as Federal assets and, where consistent with agency missions, governing law, and the nature of the properties, contributes to the local community and its economy.

(b) Where consistent with agency missions and the Secretary of the Interior's Standards for Archeology and Historic Preservation, and where appropriate, agencies shall cooperate with communities to increase opportunities for public benefit from, and access to, Federally owned historic properties.

(c) The Council is directed to use its existing authority to encourage and accept donations of money, equipment, and other resources from public and private parties to assist other agencies in the preservation of historic properties in Federal ownership to fulfill the goals of the NHPA and this order.

(d) The National Park Service, working with the Council and in consultation with other agencies, shall make available existing materials and information for education, training, and awareness of historic property stewardship to ensure that all Federal personnel have access to information and can

develop the skills necessary to continue the productive use of Federally owned historic properties while meeting their stewardship responsibilities.

(e) The Council, in consultation with the National Park Service and other agencies, shall encourage and recognize exceptional achievement by such agencies in meeting the goals of the NHPA and this order. By March 31, 2004, the Council shall submit to the President and the heads of agencies recommendations to further stimulate initiative, creativity, and efficiency in the Federal stewardship of historic properties.

Section 5. Promoting Preservation Through Heritage Tourism.

(a) To the extent permitted by law and within existing resources, the Secretary of Commerce, working with the Council and other agencies, shall assist States, Indian tribes, and local communities in promoting the use of historic properties for heritage tourism and related economic development in a manner that contributes to the long-term preservation and productive use of those properties. Such assistance shall include efforts to strengthen and improve heritage tourism activities throughout the country as they relate to Federally owned historic properties and significant natural assets on Federal lands.

(b) Where consistent with agency missions and governing law, and where appropriate, agencies shall use historic properties in their ownership in conjunction with State, tribal, and local tourism programs to foster viable economic partnerships, including, but not limited to, cooperation and

coordination with tourism officials and others with interests in the properties.

Section 6. National and Homeland Security Considerations.

Nothing in this order shall be construed to require any agency to take any action or disclose any information that would conflict with or compromise national and homeland security goals, policies, programs, or activities.

Section 7. Definitions.

For the purposes of this order, the term “historic property” means any prehistoric or historic district, site, building, structure, and object included on or eligible for inclusion on the National Register of Historic Places in accordance with section 301(5) of the NHPA (16 U.S.C. 470w(5)). The term “heritage tourism” means the business and practice of attracting and accommodating visitors to a place or area based especially on the unique or special

aspects of that locale’s history, landscape (including trail systems), and culture. The terms “Federally owned” and “in Federal ownership,” and similar terms, as used in this order, do not include properties acquired by agencies as a result of foreclosure or similar actions and that are held for a period of less than 5 years.

Section 8. Judicial Review.

This order is intended only to improve the internal management of the Federal Government and it is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or equity by a party against the United States, its departments, agencies, instrumentalities or entities, its officers or employees, or any other person.

GEORGE W. BUSH
THE WHITE HOUSE
March 3, 2003

Appendix B

The following Web sites provide more information on many of the Federal agencies and initiatives mentioned in this report.

Advisory Council on Historic Preservation www.achp.gov

Arizona Site Steward Program www.pr.state.az.us/partnerships/shpo/sitestew.html

Bureau of Land Management www.blm.gov

- **Anasazi Heritage Center**
www.co.blm.gov/ahc/
- **Garnet Ghost Town partnership**
www.garnetghosttown.org/
www.mt.blm.gov/bdo/pages/recsites.html
- **Heritage Program**
www.blm.gov/heritage/
- **Recreation Fee Demonstration Program**
www.blm.gov/recreation/fees/
- **Volunteer program**
www.blm.gov/volunteer/

Department of Defense www.dod.gov

- **Defense Environmental Network and Information Exchange (conservation)**
www.denix.osd.mil/denix/Public/Library/NCR/about.html
- **Legacy Resource Management Program**
www.denix.osd.mil/denix/Public/ES-Programs/Conservation/Legacy/legacy.html
- **Secretary of Defense Environmental Awards**
www.denix.osd.mil/denix/Public/Library/Awards/awards.html

Department of Energy www.doe.gov

- **Atomic Heritage Foundation partnership**
www.atomicheritage.org/
- **Historic preservation program**
ma.mbe.doe.gov/me70/history/historic_preservation.htm

Department of the Air Force www.af.mil

- **Conservation program**
www.af.mil/environment/enviro_conservation.asp
- **Gen. Thomas D. White Environmental Awards**
www.af.mil/environment/enviro_awards.asp

Department of the Army www.army.mil

- **Army Environmental Center cultural resources program**
aec.army.mil/usaec/cultural/index.html
- **Layaway Economic Analysis Program and Windows Econometric Program**
aec.army.mil/usaec/cultural/software.html
- **Secretary of the Army Environmental Awards**
aec.army.mil/usaec/publicaffairs/awards00.html#schedule
- **Ukanipo Heiau partnership**
crm.cr.nps.gov/archive/24-03/24-03-10.pdf

Department of the Navy www.navy.mil

- **Cultural resources program**
web.dandp.com/enviroweb/cultural/
- **Navy Region Hawaii Regional Shore Installation Management System**
tsc.wes.army.mil/downloads/CADDSymposium2000/pollock.ppt

Federal Accounting Standards Advisory Board www.fasab.gov/**General Services Administration** www.gsa.gov

- **Historic Preservation Program**
Navigate to: Home>Buildings>Public Buildings>Historic Preservation
- **Design Awards**
*Navigate to:*Home>Buildings>Public Buildings>Design and Construction>Design Excellence and the Arts>Design Awards

National Aeronautics and Space Administration www.nasa.gov

- **Ames Research Center Development Plan**
researchpark.arc.nasa.gov/Mainpages/what.html

National Historic Lighthouse Preservation Act www.cr.nps.gov/maritime/nhlpa/nhlpa.htm**National Park Service** www.nps.gov

- **Bailey Farm transfer**
data2.itc.nps.gov/parks/natr/ppdocuments/Bailey%20Farm%20Newsletter.pdf
- **Concessionaire program**
concessions.nps.gov/
- **Cooperating associations and partnerships**
www.nps.gov/partnerships
- **Federal Preservation Institute**
www.ncppt.nps.gov/fpi/
- **National Park Foundation**
www.nationalparks.org

- **Recreation Fee Demonstration Program**
www.nps.gov/feedemo/
- **Vanishing Treasures initiative**
www.cr.nps.gov/aad/vt/vt.htm
- **Volunteers-In-Parks program**
www.nps.gov/volunteer/

Office of Management and Budget www.whitehouse.gov/omb/**Preserve America** www.preserveamerica.gov**Take Pride in America** www.takepride.gov**U.S. Coast Guard** www.uscg.mil

- **Environmental Management Division**
www.uscg.mil/systems/gse/gsec-3H.htm

U.S. Fish and Wildlife Service www.fws.gov

- **Cultural resources program**
refuges.fws.gov/cultural/
- **Volunteer program**
volunteers.fws.gov/

USDA Forest Service www.fs.fed.us

- **Cabin and lookout rentals**
www.fs.fed.us/recreation/reservations/#cabins
- **Cathlapotle partnership**
pacific.fws.gov/crm/CRstatepgs/Washington/Cathlapotle.htm
- **General volunteer program**
www.fs.fed.us/fsjobs/volunteers.html
- **Heritage Expeditions**
www.fs.fed.us/recreation/programs/heritage/expeditions.shtml
- **Heritage resources program**
www.fs.fed.us/recreation/programs/heritage/
- **Passport in Time volunteer program**
www.passportintime.com
- **Recreation Fee Demonstration Program**
www.fs.fed.us/recreation/programs/feedemo/index.shtml

Vancouver National Historic Reserve www.vancouverhistoricreserve.org/

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