

In a spirit of Stewardship



IN A SPIRIT OF STEWARDSHIP:
A REPORT ON FEDERAL HISTORIC PROPERTY MANAGEMENT
2009

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A REPORT ON FEDERAL HISTORIC PROPERTY MANAGEMENT

Stewardship

THE PRESERVE AMERICA EXECUTIVE ORDER REPORT TO THE PRESIDENT

FEBRUARY 15, 2009



Preserving America's Heritage

An independent federal agency, the Advisory Council on Historic Preservation (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. It also provides a forum for influencing federal activities, programs, and policies that affect historic properties. In addition, the ACHP has a key role in carrying out the Preserve America initiative.

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ACKNOWLEDGEMENTS

The Advisory Council on Historic Preservation (ACHP) wishes to extend its appreciation and thanks to the following individuals and organizations for their time and contribution in assisting the ACHP to implement the provisions of Section 3 of Executive Order 13287:

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Caroline Alderson, General Services Administration
 Richard Brooks, formerly with the Bureau of Land Management
 Caroline Hall, National Park Service
 Eric Haukdal, formerly with the Department of Health and Human Services
 Mike Kaczor, Forest Service
 Tina Norwood, National Aeronautics and Space Administration
 Kathleen Schamel, Department of Veterans Affairs
 Maureen Sullivan, Department of Defense
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ACRONYMNS AND ABBREVIATIONS

ACHP	Advisory Council on Historic Preservation
Army	Department of the Army
AMP	Asset Management Plan
BRAC	Base Realignment and Closure Act
BIA	Bureau of Indian Affairs
CANM	Canyons of the Ancients National Monument
C.F.R.	Code of Federal Regulation
DoD	Department of Defense
DHS	Department of Homeland Security
DOE	Department of Energy
DOI	Department of the Interior
E-106	Electronic Section 106 system
EUL	Enhanced Use Lease
EISA	Energy Independence and Security Act of 2007
EO	Executive Order
FASAB	Federal Accounting Standards Advisory Board
FAA	Federal Aviation Administration
FCC	Federal Communications Commission
FEMA	Federal Emergency Management Agency
FPO	Federal Preservation Officer
FRPC	Federal Real Property Council
FRPP	Federal Real Property Profile
FS	Forest Service
FMFADA	Fort Monroe Federal Area Development Authority
GPCAA	General Provisions, Consolidated Appropriations Act
GSA	General Services Administration
GIS	Geographic Information System
GPS	Geographic Positioning System
GMRA	Government Management Reform Act of 1994
HA/SL	Heritage assets and stewardship land

HAP	Heritage Assets Partnership
HABS	Historic American Buildings Survey
HAER	Historic American Engineering Record
HALS	Historic American Landscapes Survey
INFRA	Infrastructure applications
LEED	Leadership in Energy and Design
LOC	Library of Congress
NOAA	National Oceanic and Atmospheric Administration
NHL	National Historic Landmark
NHPA	National Historic Preservation Act of 1966 as amended
NPS	National Park Service
OMB	Office of Management and Budget
PRV	Plant Replacement Value
PA	Programmatic Agreement
REMS	Real Estate Management System
RSI	Required Supplementary Information
SPO	Senior Policy Official
SHPO	State Historic Preservation Officer
SFFAS	Statement of Federal Financial Accounting Standards
Task Force	Heritage Emergency National Task Force
TAC	The Architects Collaborative
U.S.	United States
USCG	United States Coast Guard
U.S.C.	United States Code
USGBC	United States Green Building Council
USFWS	United States Fish and Wildlife Service
USPS	United States Postal Service
VA	Department of Veterans Affairs

CHAIRMAN'S MESSAGE



In accordance with Executive Order 13287 "Preserve America," the Advisory Council on Historic Preservation (ACHP) is pleased to present its report on the health of historic properties held by federal agencies in stewardship for the American people. The report assesses how agencies are managing these assets, how these historic properties contribute to local economic development, and what can be done to improve the state of federal stewardship.

Since 2003, the Preserve America Executive Order has required federal agencies to assume a leadership role in the management of historic properties. Its premise is that historic preservation is not a cost for maintaining the past but rather a wise investment in the future. Historic preservation's many benefits include the integration of landmark buildings into the living fabric of a town or countryside. Preservation also provides unmatched economic benefits through revitalization, sustainability, and tourism. Historic places and the stories they tell strengthen the underlying fabric of our nation and ensure that our nation's fundamental values continue to influence our daily lives.

This Preserve America Executive Order Report to the President is an evaluation of what federal agencies have accomplished in their stewardship efforts since the ACHP's last Report to the President in 2006. Federal agencies provided progress reports to the ACHP in 2008 that have been summarized in this report. Based on these submissions, the ACHP has developed a series of recommendations for action to advance the goals of the Executive Order and the National Historic Preservation Act.

It is important that we recognize the successes federal agencies have achieved, as well as their challenges, and identify ways those agencies can help local communities as they seek to be effective stewards of the historic properties in their care. This report showcases federal agency efforts to use historic properties to both meet their mission needs and contribute to the economic health and quality of life in their surrounding communities. The ACHP, through the recommendations of this report and in its daily work, supports agency initiatives to maintain and reuse those unique expressions of the federal government that exist in every community. Federal agencies have a wide

reach and can be standard bearers in showing how historic preservation can advance national as well as local goals of economic vitality and stable and sustainable communities.

Enhancing federal stewardship is a critical element of advancing the national historic preservation program. In 2006, former First Lady Laura Bush hosted the Preserve America Summit, attended by more than 450 professional preservationists, educators, government leaders, and others. The Summit produced 70 key ideas to shape the future of the national program. The ACHP distilled these ideas into 13 priority recommendations that are now being implemented under the leadership of federal agencies. Federal stewardship is integral to a number of these recommendations. A positive response to this report will further fulfill the vision that emerged from that unprecedented gathering.

Thank you for your consideration of this report. We look forward to the new Administration's leadership and interest in historic preservation.

A handwritten signature in black ink, reading "John L. Nau, III". The signature is written in a cursive style with a large initial "J" and a stylized "N".

John L. Nau, III
Chairman, Advisory Council on Historic Preservation
February 15, 2009

DEPARTMENT OF THE INTERIOR MESSAGE

Since 2003, I have worked with John Nau, chairman of the Advisory Council on Historic Preservation, as co-chair of the Preserve America initiative. The pioneering Preserve America Executive Order, signed in 2003, emphasizes integration of places of history and culture into local economies and communities. The Executive Order strengthens the focus on federal historic assets and incorporation of these assets into agency missions, programs, and practices.

Stewardship of historic assets is, of course, not a new phenomenon; however, that stewardship at the federal level was given new momentum under the Executive Order.

Americans revere historic sites for the stories they convey of people and places that have shaped this nation. Yet historic sites have modern purpose, too. They can be adaptively used. Four key themes emerge in the Executive Order. First is the power of information. Agencies are now compiling a comprehensive inventory of assets. This inventory is more than just a building count. It includes an evaluation of those properties, their condition, and their functionality. All good management starts with knowledge.

Second is the imperative of integrating stewardship into agency planning and practice. Stewardship is not merely an afterthought or something someone else does. It is the responsibility of each agency. That responsibility is not a burden. Rather, it presents an opportunity. For example, the Bureau of Reclamation surveyed an area in the Four Corners region of Colorado and New Mexico for the Animas-La Plata Project that resulted in the discovery of over 200 archeological sites dated primarily from the Pueblo I Period (AD 700-900). The site surveyed found 72 pit structures, hundreds of extramural features, over 300 burials, over 100,000 ceramic artifacts, bone artifacts, and textile remains.

A third theme is the power of partnerships. Preserve America celebrates and encourages stewardship partnerships in preservation. All our agencies have untapped opportunities to build stronger relationships with tribes, states, local communities, nonprofit organizations, and the people of America. The Bureau of Land Management's Heritage Adventures Program, for example, is a successful partnership with the Museum of the Western Colorado, an established center for community participation in heritage activities. The Ute Ethnobotany Project is a partnership between BLM Colorado, U.S. Forest Service Grand Valley Ranger District, National Park Service, Mesa State College, Colorado Council on the Arts, and the Ute Indian Tribe of the Ouray and Uintah Reservation.

The fourth theme is the matter of management—a bedrock of all stewardship. It is important to clearly articulate our agency missions and corresponding goals as well as develop clear actions to achieve those goals. We need the right tools, with the right people possessing the right skills to implement those actions. And we need metrics to assure accountability. Preserve America participants strengthen those management tools by identifying and sharing best practices; developing templates for gathering, reporting and using information; and strengthening historic preservation networking.

A key management consideration is on how to incorporate historic properties into useful assets to fulfill the various missions of our respective agencies. How might we assure that these assets add value?

Each agency has unique assets and responsibilities. But as we think about the nexus between our historic assets, our mission, and stewardship of these assets, management challenges cluster into several categories. These include regulatory functions—how do we meet federal regulatory requirements of historic preservation?

A second cluster is information generation, including inventorying. Interior, with its broad mission that spans 12 time zones, operates in 2,400 locations with 40,000 buildings and 120,000 other structures that include 4,200 bridges, 120,000 miles of roads, and 2,500 dams. Celebrating America's history, culture, and natural settings is a central mission of the Interior Department. Yet even with that mission, in 2001 we had no complete inventory of our assets—and certainly no assessment of their condition. Now we have those inventories and assessments, though work is still in progress to fully assess the condition of facilities.

Historic preservation also includes an educational dimension—we can use our resources to tell the tales relevant to our respective missions. Related to this dimension of historic preservation is a celebratory purpose—opportunities to recognize, acknowledge, and highlight historic assets and sites, thereby enhancing our understanding of their importance as part of the fabric of who we are as a nation.

There is, too, an economic dimension—these assets can bring economic opportunity to communities and be incorporated into our own missions to make high-value use of them. Section 3 reports are not simply an inventory. These reports document, fundamentally, how we are identifying, protecting, and using historic properties, whether through adaptive use, economic development options, educational programs, or restoration efforts. I am delighted to see the progress all federal agencies have made to identify, preserve, and use their historic properties.



P. Lynn Scarlett
U.S. Department of the Interior
Deputy Secretary, 2005-2009
Assistant Secretary—Policy, Management and Budget, 2001-2005
Co-Chair of Preserve America 2003-2009



HALEAKALA VOLCANO NATIONAL PARK, HI (PETER DANIELLO / SHUTTERPOINT)



EXECUTIVE SUMMARY

Executive Summary



CHRIS GIBSON / SHUTTERPOINT

THE NATIONAL PARK SERVICE ADMINISTERS
ALCATRAZ ISLAND AS A UNIT OF THE GOLDEN GATE
NATIONAL RECREATION AREA, CA.

This is the second triennial Report to the President required under Executive Order 13287: “Preserve America,” addressing the state of the federal government’s historic properties and their contribution to local economic development. Signed by President George W. Bush on March 3, 2003, EO 13287 reaffirmed the federal government’s responsibility to show 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.”

Information in this document came primarily from the progress reports submitted to the Advisory Council on Historic Preservation (ACHP) in September 2008 by real property managing agencies within the executive branch, as well as stewardship meetings with policy and preservation officials committed to the stewardship of these important properties. Agency reports focused on progress made in identifying, protecting, and using historic properties in their

ownership. They also provided examples of how they have leased federal historic properties, creatively used others, established public-private partnerships, and supported heritage tourism programs and local economic development.

In coordination with the Secretary of the Interior, represented by its Heritage Asset Partnership and the National Park Service’s Federal Preservation Institute, the ACHP reviewed these Section 3 progress reports to measure the critical progress federal agencies have made in the last three years. The ACHP is pleased to report that 21 agencies submitted reports on or near the September 30, 2008, deadline.

The 2008 progress reports demonstrate that many federal agencies continue to embrace partnerships with non-federal entities to protect historic properties and bring significant social and economic benefit to local communities. While many agencies have more fully embraced partnerships with state, tribal, and local communities, there is demonstrated interest by local communities to further expand these partnerships and embrace the opportunities that these properties provide to local communities. Greater awareness of and appreciation for the value of the resources under federal ownership will undoubtedly foster better management practices that benefit agencies, the American people, and the historic properties themselves.



THE U.S. FOREST SERVICE JEMEZ RANGER DISTRICT,
SANTA FE NATIONAL FOREST, MAINTAINS AN
INFORMATIONAL BOOTH IN CONJUNCTION WITH THE
PUEBLO OF JEMEZ WALATOWA VISITOR CENTER AND
MUSEUM OF HISTORY AND CULTURE. THE PUEBLO OF
JEMEZ IS A FEDERALLY RECOGNIZED TRIBE LOCATED
IN NORTH-CENTRAL NEW MEXICO.

In addition to the information federal agencies provided on the identification, protection, and use of historic properties, many agencies reported on emerging issues in the management of historic properties that will require new strategies. Because these issues affect property-managing agencies in different ways, they were not reported on uniformly in the progress reports. They include the following:

- **Inventory Reduction.** Since 2006, the federal government has further transformed its real property holding and encouraged agencies to dispose of assets that do not support mission need. Many federal agencies are confronted by the prospect of disposing large numbers of non-essential or under-performing buildings, facilities, and structures no longer critical to agency mission, many of which are historic. Agencies report that donation; sale; transfer to other federal, state, tribal, or private entities; leasing; and demolition are all utilized on a case-by-case basis. Few agencies report, however, that the reduction process is guided by the initial consideration of the value historic properties may possess, or a complete awareness of the benefit these properties may have for retention, when screening properties for potential disposal.
- **Energy Efficiency and Sustainability.** The Energy Independence and Security Act of 2007 established broad directives to federal property managers to reduce energy consumption and increase the energy efficiency of federal buildings in the next 20 years. Agencies faced with meeting these standards will need to assess the energy efficiency and performance of current property holdings, including historic buildings. Agencies are under pressure to dispose of older, underperforming buildings to make way for new, more energy efficient buildings. In meeting these goals, agencies will need to consider the benefits of retaining and retrofitting historic buildings using new technologies that can transform many underperforming historic buildings into better performers while preserving other heritage values.
- **Preserving Legacy Buildings.** Federal agencies that own iconic historic buildings report that they have experienced decreasing levels of funding to support the repair and alteration necessary to ensure these buildings remain occupied and viable. Often considered to be the most recognizable public buildings in federal ownership, these structures include monumental courthouses, custom houses, and agency headquarters, as well as administrative buildings, post offices, residences, and health care facilities owned by other federal agencies, most of which were constructed to high architectural standards and with recognizable artisanship. These buildings remain profoundly important symbols of federal stewardship and community pride. With increasing material costs and shrinking maintenance budgets, federal agencies lack flexibility to leverage the value of these assets and risk losing legacy buildings they can no longer afford to maintain.
- **Growth in the Modern Era.** American infrastructure underwent substantial growth in the 1950s, 1960s, and 1970s as the result of social and economic programs to expand and stimulate



VISITORS REVIEW A SPACESUIT EXHIBIT IN FRONT OF CHAMBER A, A SPACE ENVIRONMENT SIMULATOR AND NATIONAL HISTORIC LANDMARK, DURING JOHNSON SPACE CENTER, TX, OPEN HOUSE, 2005.



BLM

POSO CREEK OILFIELD FEDERAL LEASE NEAR
BAKERSFIELD, CA

the economy. Known by some in the 1960s as the “Great Society,” the economic expansion of this time resulted in the construction of many federally owned buildings throughout America. Similarly, economic growth in the Cold War Era produced many defense-related structures on federal lands. New federal military housing, post offices, administrative complexes, courthouses, research facilities, dams for energy production and water retention, office complexes, and other federal facilities were built to accommodate an expanding economy and population. Agencies report that, over the next 10 years, many of the buildings and structures in their ownership constructed often to utilitarian standards during this period will reach 50 years of age and will require evaluation for eligibility to the National Register of Historic Places. Anticipating this challenge, agencies should consider programmatic approaches to the identification and evaluation of property types for which there are numerous examples of similar design and construction.



ACHP

UNITED STATES AIR FORCE ACADEMY CADET CHAPEL, CO

In assessing the progress federal agencies have made over the last three years and the challenges noted above, the ACHP has made six key findings about the current state of federal historic property stewardship along with recommendations on how agencies can continue to improve their performance in these areas. These findings are summarized as follows:

- ♦ Many agencies have not developed strategies for evaluating modern-era properties in their inventories that will soon reach 50 years in age and have not developed plans to address the stewardship needs of under-performing and non-mission critical historic properties within these inventories.
- ♦ Agencies would benefit from guidance on how to consider the benefits of retaining and converting historic buildings and structures into better energy performers to meet the goals of the EISA, as well as guidance on how to promote the development of a sustainable federal infrastructure that recognizes the economical and environmental value of retaining historic properties.
- ♦ Federal agencies that own legacy buildings and other iconic and monumental historic buildings and structures are not receiving adequate reinvestment funding to conduct needed repairs and alterations to keep these properties occupied and viable. Federal agencies would benefit from improved flexibility in using public-private partnerships through Section 412 of General Provisions, Consolidated Appropriations Act, Section 111 of the National Historic Preservation Act, enhanced use leases, and similar authorities, consistent with agency mission and governing laws, for the preservation and use of these and other federally owned and controlled historic buildings and structures.



BETWEEN 1803 AND 1806, THE LEWIS AND CLARK EXPEDITION COMPLETED THE UNITED STATES' FIRST TRANSCONTINENTAL CROSSING OF THE NORTH AMERICAN CONTINENT. FROM 2005 THROUGH 2006, THE BLM IN IDAHO PARTICIPATED EXTENSIVELY IN COMMEMORATING THIS LANDMARK EVENT IN AMERICAN HISTORY. THE NUMEROUS ACTIVITIES AND PROGRAMS THAT TOOK PLACE IN IDAHO INVOLVING THE BLM INCLUDED SPECIAL EVENTS, RECREATION IMPROVEMENTS, AND ACQUISITIONS. HERE BLM STAFF MANNED THE LEWIS AND CLARK IN IDAHO HISTORY QUIZ EXHIBIT.

BLM

- Many agencies confronted by multiple federal reporting requirements continue to provide incomplete Section 3 progress reports, use and define terminology describing their inventory of historic properties differently, and struggle to provide comprehensive and complete information regarding the historic properties in their inventory.
- Agency strategic plans, prepared by senior policymakers, frequently do not address historic property management needs or establish goals for improvement.
- While federal agencies and the historic properties under their ownership or control have tremendous potential to contribute to local economic development through job creation, public-private partnerships, property management practices, and participation in local and regional heritage tourism initiatives, they have not systematically done so.

The recommendations accompanying the findings in Chapter 6 offer a range of actions for the ACHP and its partners to further the goals of EO 13287, the NHPA, and real property management. The ACHP is committed to assisting federal agencies in moving forward with these recommendations so that future actions proposed by the Administration, and agencies themselves, recognize historic properties as important public assets worthy of full consideration in federal property management.



THE DEPARTMENT OF DEFENSE'S *IN THEATER HERITAGE DEPLOYMENT TRAINING FOR DEPLOYING PERSONNEL* WAS AWARDED THE ACHP CHAIRMAN'S AWARD FOR FEDERAL ACHIEVEMENT IN HISTORIC PRESERVATION IN NOVEMBER 2007. THE CHAIRMAN'S AWARD RECOGNIZES FEDERAL PROJECTS, PROGRAMS, INITIATIVES, AND POLICY LEADERS OR CAREER STAFF THAT MAKE SIGNIFICANT CONTRIBUTIONS TO HISTORIC PRESERVATION IN THE FEDERAL GOVERNMENT.

ACHP





1

INTRODUCTION
AND
BACKGROUND

Introduction



Federal historic properties range from courthouses to missile silos, historic farmsteads to battlefields, expansive archaeological sites to remote Native American sacred sites, and vernacular residences to mansions. Agencies own, acquire, and manage these diverse properties through a variety of programs and have developed wide ranging internal protocols for their inventory and stewardship. It is useful in this context to briefly review key federal mandates that require agencies to consider the value of historic properties and their management requirements.

HISTORY OF EXECUTIVE ORDER NO. 13287

Executive Order No. 13287, “Preserve America” issued by President George W. Bush on March 3, 2003, directed federal agencies to recognize that historic properties owned by the federal government are valuable assets that support agency missions and also stimulate local economic development. Agencies approach the oversight and management of historic properties differently, based on budgetary, program, and management considerations unique to each agency. While many have made the preservation and protection of historic properties a priority, others face daunting challenges given the sheer volume and condition of their historic property inventory and competing mandates.

The policy set forth in Section 1 of EO 13287 reaffirms major principles of the National Historic Preservation Act of 1966, as amended, by recognizing that federal agencies should manage federal historic properties in a manner that “support the department and agency missions while contributing to the vitality of the economic well being of the nation’s communities and fostering broader appreciation for the development of the United States and its underlying values.” Section 2 of the EO focuses on the need for each agency to build preservation partnerships consistent with agency missions and governing authorities and to ensure that the department or agency encourages, supports, and fosters initiatives and investment in the protection and use of historic properties.

Section 3 of the EO established an accountability system to gauge agency implementation of the mandates of the NHPA and the EO. It requires the Advisory Council on Historic Preservation to prepare a Report to the President on the current state of the federal government’s historic properties and their contribution to local economic development. The ACHP’s report is to incorporate data submitted by real property managing agencies in accordance with Sections 3(a), (b), and (c) of the EO.

Section 4 of the EO requires each agency to promote the long-term preservation and use of historic properties as federal assets and, where consistent with agency missions, governing laws, and the nature of the historic properties, contribute to the local community and its economy.

As required by Section 4(e), in March 2004 the ACHP submitted to the President and the heads of agencies a report titled *Becoming Better Stewards of Our Past: Recommendations for Enhancing Federal Management of Historic Properties*. This report provided recommendations to (1) partner with non-federal parties, (2) work smart, and (3) enhance the preservation ethic in order to further stimulate initiative, creativity, and efficiency in the federal stewardship of historic properties.

Promoting preservation through heritage tourism is specifically called for in Section 5 of the EO. As a primary goal of the Preserve America initiative, federal agencies are encouraged to support community efforts to preserve and enjoy the nation’s priceless cultural and natural heritage by 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. By working with states, Indian tribes, and local communities, agencies can use historic properties in their ownership to foster viable economic partnerships in cooperation with tourism officials and others with interests in the properties.

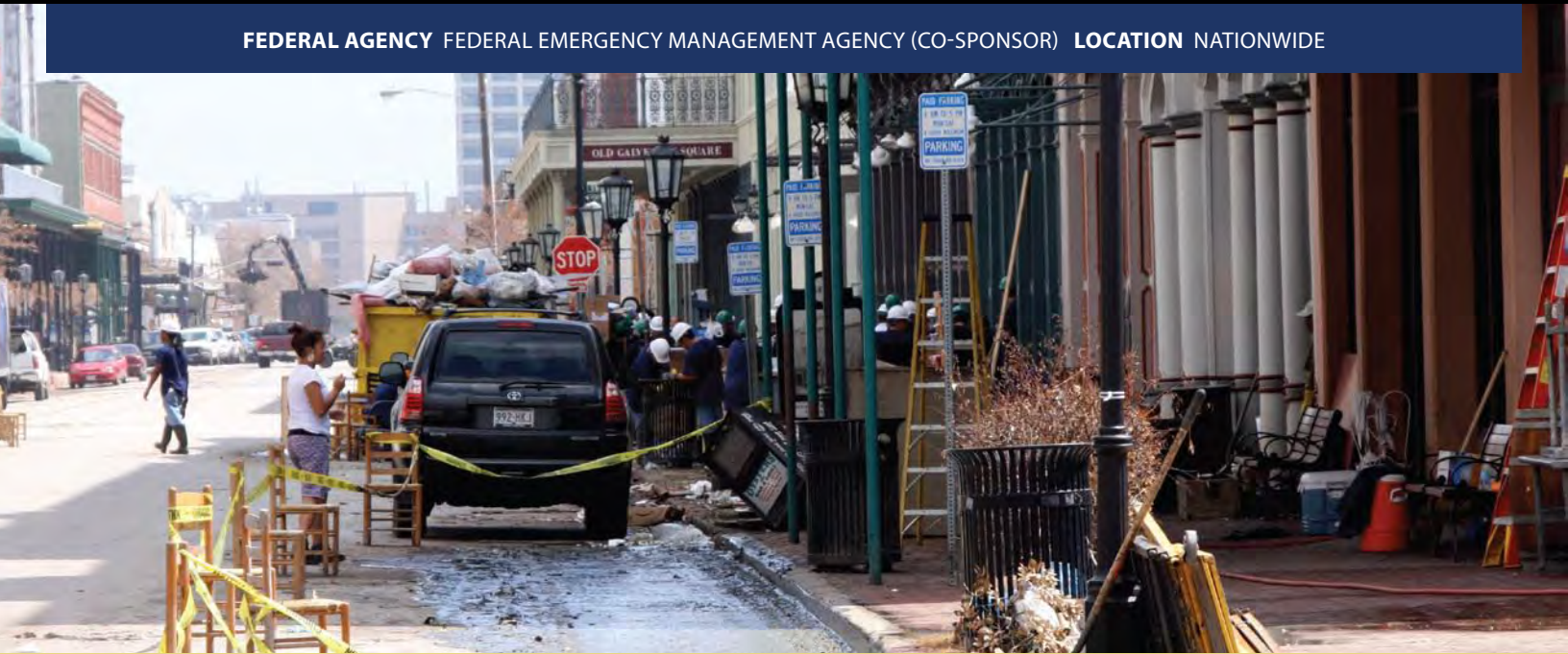


BUREAU OF RECLAMATION

HOOVER DAM IS ONE OF THE BUREAU OF RECLAMATION'S MAJOR DAMS CONSTRUCTED ON THE COLORADO RIVER. THE DAM WAS LISTED ON THE NATIONAL REGISTER OF HISTORIC PLACES IN 1981 AND DESIGNATED A NATIONAL HISTORIC LANDMARK IN 1985. WHEN COMPLETED IN 1935 IT WAS THE WORLD'S LARGEST HYDROELECTRIC POWER PRODUCING FACILITY AND LARGEST CONCRETE STRUCTURE.

CASE STUDY

FEDERAL AGENCY FEDERAL EMERGENCY MANAGEMENT AGENCY (CO-SPONSOR) LOCATION NATIONWIDE



Work crews continue clean up efforts in Downtown Historic Galveston as businesses prepare for the return of residents in September 2008. Galveston Island, TX, had been closed to the community as debris was removed and utilities repaired due to damages caused by Hurricane Ike.

FEMA

HERITAGE EMERGENCY NATIONAL TASK FORCE

As a result of Hurricane Hugo and the Loma Prieta earthquake in 1989, the Midwest floods in 1993, and the Northridge earthquake in 1994, the Federal Emergency Management Agency, within the Department of Homeland Security, recognized the need to develop better ways to meet its Section 106 responsibilities under the NHPA when carrying out disaster assistance programs following federally declared disasters. Stakeholders concerned about the protection of historic properties and other cultural resources stepped forward to assist.

It became apparent that the preservation of collections and other cultural property affected by disasters called for a coordinated effort.

In 1995, the non-profit organization Heritage Preservation, with assistance from the Getty Conservation Institute, approached FEMA to create the Heritage Emergency National Task Force. Collaboration among these member entities continues in the wake of every major declared disaster, most recently invoked after the 2008 Midwest floods and Hurricane Gustav. The purpose of the Task Force is “to protect cultural heritage from the damaging effects of natural disasters and other emergencies.”

While this is a national program, upon activation after a declared disaster, state and local officials and stakeholder groups play a critical role in recovery. Post-disaster coordination activities of the Task Force begin early and include all or most affected or involved federal agencies. In the case of Hurricane Katrina in 2005, Task Force communication resulted in deployment of teams of National Park Service professionals to conduct damage

assessments in New Orleans, after the immediate needs of affected national parks had been addressed.

An early initiative of the Task Force was the development of a prototype Programmatic Agreement for FEMA's disaster assistance programs. Additional programs, notably the Hazard Mitigation Program for disaster preparedness, were soon added to the PAs, thus extending efforts into the realm of disaster planning. The PAs provide for identification, protection, and use of public properties, although federal properties are usually the responsibility of the federal owner, not FEMA.

Since its inception, the Task Force has demonstrated that coordinated federal involvement early on in disaster recovery can result in improved management of historic properties. Partnerships between federal agencies and non-federal partners like this one serve as a model for all federal agencies committed to the identification, protection, and use of historic properties.

For a full list of the 41 national service organizations and federal agencies see <http://www.heritagepreservation.org/PROGRAMS/TASKFER.HTM>

In order to better fulfill their stewardship responsibilities, agencies have been required to consider historic properties as assets that must be cared for in a manner that reflects the broader public interest. To that end, EO 13287 requires agencies to explore partnerships for sustaining the long-term preservation and productive use of such properties. Specifically, the EO, which applies to executive branch agencies and departments, encourages agencies to foster viable partnerships with tribal, state, and local heritage tourism programs for the use of historic properties.

NATIONAL HISTORIC PRESERVATION ACT OF 1966, AS AMENDED: THE CORNERSTONE OF FEDERAL STEWARDSHIP

The requirement that executive branch agencies inventory, protect, and use historic properties has its basis in the NHPA. Section 2 of the NHPA states the following:

It shall be the policy of the federal government, in partnership with other nations and in partnerships with states, local governments, Indian tribes, and private organizations, and individuals to:

...(3) 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...

Amendments to the NHPA in 1980 and 1992 clarified the responsibilities of federal real property managing agencies by specifying the actions that agencies must take to demonstrate leadership in historic preservation and responsible stewardship. Section 110(a)(2) directs each federal agency to “establish, in consultation with the Secretary [of the Interior], a preservation program for the

PANEL MEMBERS DISCUSS THEIR ISSUES AREA AT A PRESERVE AMERICA SUMMIT BREAKOUT SESSION. FROM LEFT, THEY ARE JOHN WHITTINGTON FRANKLIN, PROGRAM MANAGER, NATIONAL MUSEUM OF AFRICAN AMERICAN HISTORY AND CULTURE; M. WAYNE DONALDSON, STATE HISTORIC PRESERVATION OFFICER, CALIFORNIA DEPARTMENT OF PARKS & RECREATION; ARDEN KUCATE, TRIBAL COUNCILMAN, ZUNI PUEBLO.

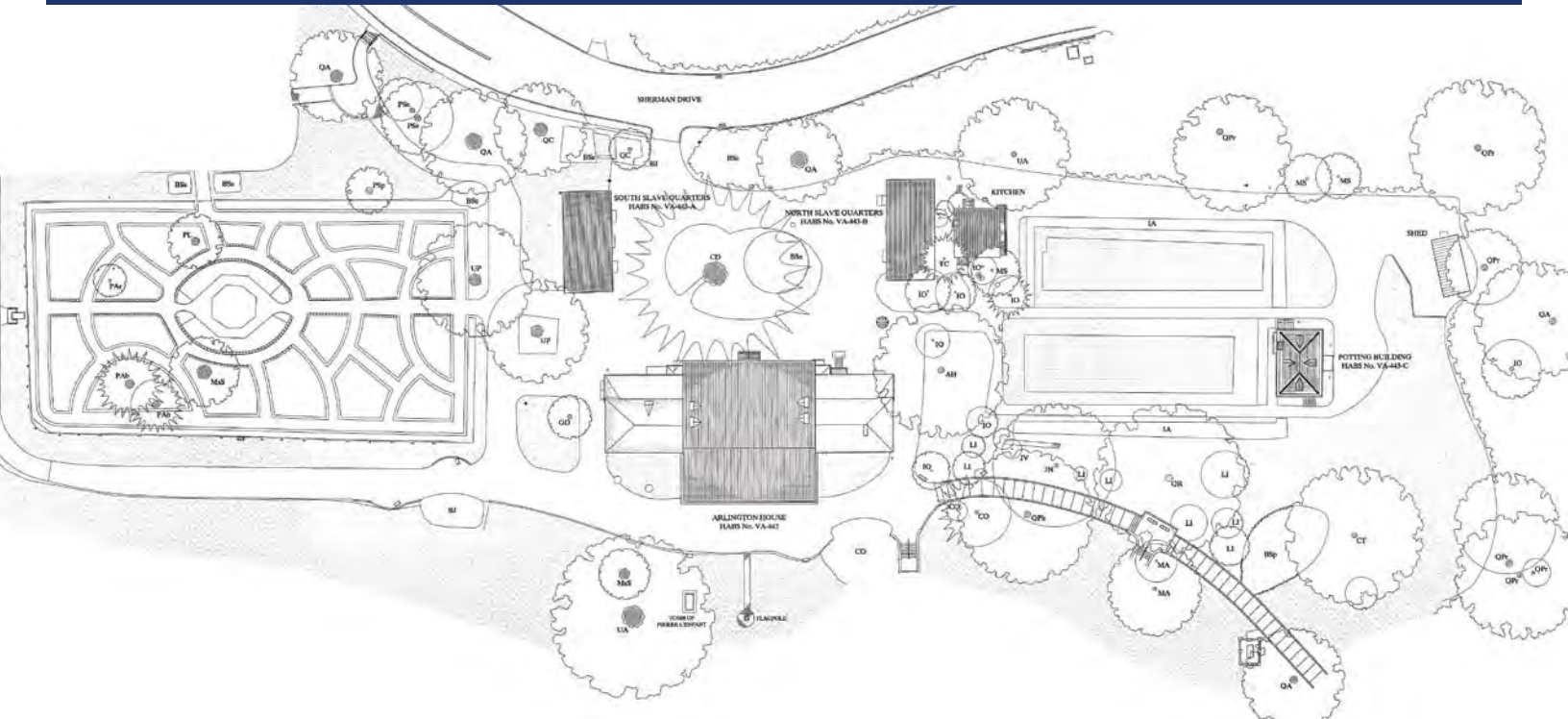


ACHP

identification, evaluation, and nomination to the National Register of Historic Places, and protection of historic properties.” This provision prescribes benchmarks for an agency program, including the requirements to (1) maintain and manage historic properties in a way that considers the preservation of their historic, archaeological, and architectural values; (2) carry out agency preservation-related activities in consultation with other federal, state, and local agencies, Indian tribes, Native Hawaiian organizations, and the private sector; and (3) give full consideration in planning for the preservation of historic properties not under the direct jurisdiction or control of the agency, but subject to effects by agency actions. Section 110, therefore, sets the framework for how an agency should carry out its historic preservation responsibilities, particularly the stewardship of its historic properties.

CASE STUDY

FEDERAL AGENCY NATIONAL PARK SERVICE LOCATION NATIONWIDE



Arlington House, Lee Drive, Arlington National Cemetery, Arlington, VA. HALS

LOC

HABS/HAER/HALS

Since 1933, the National Park Service, along with the Library of Congress, has overseen a nationwide documentation program archiving the completed drawings, text, and photographs of historic properties. Documentation produced through these programs constitutes the largest collection of architectural, engineering, and landscape documentation in the United States and are of broad use to all federal agencies.

The Historic American Buildings Survey started in 1933 as part of the New Deal to provide employment for American architects and to document America's architectural heritage through a public-private partnership among the American Institute of Architects, the NPS, and the LOC. The goal to create a "complete resume of the builder's art" ensures that the buildings represent the full range from the monumental to the miniscule, and from architect-designed to vernacular.

The Historic American Engineering Record was established in 1969 as a partnership of the American Society of Civil Engineers, NPS, and LOC. HAER's challenge is to document historic sites and structures related to engineering and industry. HAER documentation spans a wide range of projects, from bridges and ships to foundries, railroads, and canals to electric transmission networks, and roads and parkways.

In 2000 the Historic American Landscapes Survey was created by the partnership of the American Society of

Landscape Architects, NPS, and LOC to address historic landscapes that are as varied as the states in which they occur. Their size can range from a small garden to national parks. Their character may be designed or vernacular, rural or urban, agricultural or industrial. Their uses encompass gardens, parks, ethnographic landscapes, cemeteries, farmsteads and ranches, cottages and estates, quarries, and even nuclear test sites. HALS was created to address challenges unique to documenting landscapes.

The standards and procedures of HABS/HAER/HALS provide federal agencies with tools to identify and protect historic properties, and are frequently part of mitigation efforts for federal projects that will adversely affect historic properties. Through the partnership with the LOC, this information is not only archived but also available for research to the public.

To see the collection please visit http://memory.loc.gov/ammem/collections/habs_haer/

Despite 40 years since the passage of the NHPA, not all agencies that own and control real property have developed policies and procedures to comply with the NHPA. Beginning in 1998, as part of the millennium initiative, the ACHP conducted a multi-year study on federal stewardship of historic resources that built on earlier examinations of individual agencies and their historic preservation programs. The ACHP's 2001 report *Caring for the Past, Managing for the Future* offered a number of recommendations related to how agencies could improve their preservation efforts in the letter and spirit of the NHPA. One of the results of these recommendations was the development and issuance of EO 13287.

PRESERVE AMERICA

Preserve America was established by the Bush Administration, in cooperation with the ACHP; the Departments of Agriculture, Commerce, Defense, Education, Housing and Urban Development, Interior, and Transportation; the General Services Administration; the Institute of Museum and Library Services; the National Endowment for the Humanities; the President's Committee on the Arts and the Humanities; and the President's Council on Environmental Quality. Executive branch activities, and the federal reporting that corresponds to this EO, form an integral part of the program. The program also encourages and supports community efforts to preserve and enjoy our priceless cultural and natural heritage. Goals include a greater shared knowledge about the nation's past, strengthened regional identities and local pride, increased local participation in preserving the country's cultural and natural heritage assets, and support for the economic vitality of our communities. Mrs. Laura Bush, former First Lady of the United States, was the honorary chair of Preserve America.

SAVE AMERICA'S TREASURES

Established by President Bill Clinton under Executive Order 13072, Save America's Treasures was originally founded as the centerpiece of the White House Millennium Initiative and as a public-private partnership that included the White House, the NPS and the National Trust for Historic Preservation. Dedicated to the preservation and celebration of America's priceless historic legacy, Save Americas Treasures continues as a significant source of funding and a program that complements the activities and funding provided through Preserve America. Save America's Treasures partners now include the National Endowment for the Arts, the National Endowment for the Humanities, and the Institute of Museum and Library Services.

Laura Bush, also serving as honorary chair, led this effort along with co-chairs Richard Moe, president of the National Trust for Historic Preservation, and the noted preservation supporter and author, Susan Eisenhower. Mrs. Bush succeeded former First Lady Hillary Rodham Clinton, who continues to support the program as its founding chair.

RETROSPECTIVE ON 40TH ANNIVERSARY OF NHPA

To review the achievements of the last 40 years under the NHPA (including its milestone 50th anniversary in 2016) and chart a course for the future of the National Historic Preservation Program, the ACHP convened the Preserve America Summit in New Orleans, Louisiana, October 18-20, 2006. With then-First Lady Laura Bush as the keynote speaker, more than 450 invited participants representing a wide range of individuals, organizations, and federal, state, tribal, and local governments committed to promoting historic preservation and its benefits, gathered to consider preservation's past and future. Their sponsorship of and participation in a series of topical panels leading up to this event, and their leadership since the Summit in working to implement its



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ROCK ART, PICKETWIRE
CANYONLANDS, COMANCHE
NATIONAL GRASSLAND, CO

key recommendations, demonstrate an additional commitment by federal agencies to promote the stewardship of this nation's historic properties.

To ensure that discussions at the Summit would be focused and productive, in summer 2006 agency and non-governmental topic leaders, with assistance from the ACHP, assembled panels of experts to develop ideas for Summit participants to consider. Each panel had at least one federal and one non-federal co-chair tasked with coordinating the panel's work.

Following the Summit, five priority areas emerged for consideration. Many reflect key issues that relate to the subject of federal stewardship; others relate to the partnership requirements or emphasis on opportunities for local economic development found in EO 13287. Some are of priority interest in the preservation community and others represent initial steps that must be taken before other ideas can be implemented. All are recommendations that should yield tangible products and that the federal government reasonably can be expected to implement in the near term. Additional information on the Preserve America Summit is available at: www.preserveamerica.gov/summit.html.

Concurrent with its collaboration with agencies regarding Section 3 reports, the ACHP has been working closely with the Preserve America Steering Committee to explore opportunities to meet other policy goals of the EO. In this context, the ACHP has identified creative strategies and partnership opportunities to improve the use of federal historic properties for local community economic development, heritage tourism, educational outreach, and job creation. Additional information on this program is available at: www.preserveamerica.gov.

KEY PARTICIPANTS IN THE FEDERAL HISTORIC PRESERVATION PROGRAM

Senior Policy Officials. EO 13287 calls for the designation and active participation of Senior Policy Officials in the development of historic preservation management procedures that will advance the goals of this EO in each agency. As an assistant secretary or deputy assistant secretary level official that assists in the development of agency budgets, their incorporation into the preservation planning process is designed to ensure that agencies establish effective plans and priorities for meeting these goals and that agency budgets support the achievement of these plans.

In February 2007, the ACHP met with SPOs to discuss the findings made in the ACHP's 2006 Preserve America Executive Order Report to the President (Report to the President). This meeting offered the officials a chance to engage in a discussion about how the ACHP might address those recommendations. In the meeting, the ACHP heard from participating agencies about their experiences in implementing EO 13287 and both the successes and challenges they face in improving their preservation programs.

ACHP Chairman John Nau hosted a second meeting of SPOs in May 2008 to discuss the impending progress reports under Section 3. Participants noted pressure to reduce real property inventory, including many historic assets. Participants recommended that the 2009 Report to the President illustrate federal agency successes through the use of case studies and present an assessment of the challenges agencies have faced over the last three years as a way to begin establishing priorities for the next Administration's management agenda.

SPOs have the authority to make decisions that can advance the stewardship of historic properties, while improving asset management within the federal government. Some SPOs are also designated as their agency's Senior Real Property Officer and sit on the Federal Real Property Council established by Executive Order No. 13327, "Federal Real Property Asset Management." These dual designations provide opportunities for these agencies to ensure a high level of accountability for real property management in an agency, without compromising the stewardship responsibility for federally owned historic properties.

Federal Preservation Officers. Federal Preservation Officers are key participants in agency historic preservation programs and are represented by a variety of preservation professionals within federal agencies. The ACHP interacts with FPOs and other preservation professionals through the Section 106 process, the Federal Training Work Group, the Federal Preservation Officer Forum, and in ACHP quarterly business meetings.

FPOs are often the face of an agency's historic preservation program to state, local, and tribal governments as well as private organizations and American citizens. The FPO keeps the balance between stewardship and management through Sections 106 and 110 of the NHPA. Many of the partnerships that agencies form to identify, protect, and use historic properties are forged and maintained by FPOs and preservation professionals. They often serve as an agency's technical expert in stewardship matters, advising SPOs and other policy makers within their respective agencies to ensure that federal historic properties are acknowledged and taken into account in agency activities.

PREVIOUS SECTION 3 REPORTING

In the first Report to the President in 2006, the state of federal historic property management was summarized as improving but in need of greater agency commitment and more oversight. While many federal agencies reported that they needed more funding to meet these responsibilities, the ACHP's first Report to the President emphasized the federal government's need to develop a preservation ethic that considered the preservation and use of agency historic properties from the broader perspective of public benefits. Accordingly, the findings and recommendations outlined in the report were intended to assist agencies in taking appropriate measures to meet their stewardship obligations, while recognizing the potential for their historic properties to be a catalyst for community development.

The six major findings of the 2006 Report to the President can be summarized as follows:

- ♦ Real property managing agencies with large inventories need a comprehensive knowledge of the historic property assets they manage.
- ♦ Strategic plans prepared by real property managing agencies should recognize and address historic property management needs in the development of business plans, facilities management activities and capital improvement plans and projects.
- ♦ Agencies should review staffing and funding priorities for their historic preservation programs in order to meet the goals of NHPA and EO 13287.
- ♦ Agency-specific directives and guidance are needed to implement the Administration's policies regarding private/public partnerships for managing federal historic properties to support agency mission and to foster local economic development.

- Agencies need to adopt internal procedures that ensure timely consideration of alternative uses of historic properties excess to an agency's mission.
- Greater oversight is needed to ensure that agencies fulfill their stewardship responsibilities, including assessing the suitability and availability of federal historic properties for local economic development initiatives.

The recommendations accompanying the findings offered a range of actions for federal property management agencies to consider.

ADVISORY GUIDELINES IMPLEMENTING SECTION 3: REPORTING PROGRESS ON THE IDENTIFICATION, PROTECTION, AND USE OF FEDERAL HISTORIC PROPERTIES

Mandates on the management of federal real property are evolving and will likely continue to do so over the coming years. In response to these changes, the ACHP reconvened its interagency working group to develop and issue revised advisory guidelines in August 2007 to assist federal agencies in preparing the next round of progress reports required in 2008 by EO 13287. These revised guidelines focused on the identification, use, and protection of historic properties. Federal agencies were encouraged to consider these advisory guidelines when preparing progress reports to ensure that adequate, complete, and useful information was submitted to the ACHP. The use of these guidelines was not mandatory, however, and a federal agency with real property management responsibilities could, at its discretion, determine how it would report on the progress of its efforts to identify, protect, and use its historic properties.

EO 13287 is not the only federal requirement for agencies to report on the status of their historic preservation programs. It is, however, one of the only federal reporting requirements that require an agency to assess historic properties as a whole and not simply by individual property type. Some of these reporting requirements existed prior to the establishment of this EO. An agency's five-year strategic plan, as required by 5 U.S.C. § 306, and the annual performance plan, as required by 31 U.S.C. § 1115 (as amended by the Government Performance and Results Act of 1993) are notable prior requirements. Newer requirements include the development of annual Asset Management Plans as required by EO 13327 and the Statement of Federal Financial Accounting Standards 29: Heritage Assets and Stewardship Lands required by the Office of Management and Budget. The ACHP acknowledged these multiple reporting requirements and provided guidance to agencies on how information developed for these other mandates could be used for reporting under Section 3 (per Section 3(d)). For additional information on other reporting requirements outlined in the 2007 Advisory Guidelines see Appendix D.

FRAMEWORK FOR 2008 SECTION 3 PROGRESS REPORTS

Based on themes noted in previous Section 3 reporting, the ACHP established a framework to consolidate findings and recommendations into four thematic areas that characterize the broad goals of the EO. These include the following:

- **Enhancing and Improving Inventories of Historic Properties.** An accurate, comprehensive inventory and evaluation of an agency's historic properties allows a greater understanding of the value and management requirements of these historic properties. In turn, this inventory provides the necessary foundation for meeting further management goals.



DOD PHOTO BY TECH. SGT. ANDY DUNAWAY,
U.S. AIR FORCE

AERIAL VIEW OF THE LINCOLN MEMORIAL IN DOWNTOWN WASHINGTON, D.C.

- ♦ Integrating Stewardship into Agency Planning. The inclusion of historic property management needs within an agency's strategic plans can significantly support the stewardship goals outlined in the NHPA and the EO.
- ♦ Building Partnerships. Public-private partnerships for the identification, protection, and use of federally owned historic properties when consistent with agency missions can be effective in promoting local economic development and heritage tourism.
- ♦ Managing Assets. The establishment of procedures to ensure the protection and use of historic properties within an agency's mission will allow that agency to fully comply with NHPA.

These themes have been useful in framing a discussion on current real property management issues in the stewardship of historic properties. The ACHP anticipates adapting these thematic categories to address future requirements, policies, and challenges in the management of federal real property.



PORT HURON FEDERAL BUILDING, MI (DENNIS MACDONALD / WORLD OF STOCK)



2

CURRENT STATE OF FEDERAL
REAL PROPERTY MANAGEMENT

Real Property Management





ACHP

HISTORIC BARN, MARK TWAIN NATIONAL FOREST, MO

The current state of federal real property management is transforming. As of 2007, the federal government owns, manages, and administers in excess of 650 million acres of land and 446,000 building assets (many of which are historic), comprising approximately 3.35 billion square feet. Agencies have made significant efforts to ensure that the federal government's assets are mission critical, sustainable, and energy efficient. To assist agencies in determining how they might make this transformation, agencies are required to report fully on the condition of their real property inventory. The Bush Administration took five major actions in the past five years to improve federal real property management and the federal stewardship of historic properties and heritage assets:

1. The re-categorization of heritage assets and stewardship lands as a mandatory reporting requirement by the Federal Accounting Standards Advisory Board for agencies to comply with the Chief Financial Officers Act of 1990;
2. The addition of federal property asset management to the President's Management Agenda in 2004;
3. Issuance of EO 13327, "Federal Real Property Management," in February 2004;
4. Issuance of the Federal Management Regulation, the successor to the Federal Property Management Regulation, effective November 8, 2005, which includes comprehensive up-to-date provisions regarding all aspects of property management; and
5. Implementing legislation passed by Congress that grants authority to select property managing agencies to pursue enhanced-use lease agreements and use some proceeds to assist agencies in carrying out their stewardship responsibilities.

STATEMENT OF FEDERAL FINANCIAL ACCOUNTING STANDARDS 29: HERITAGE ASSETS AND STEWARDSHIP LANDS

Starting September 30, 2008, federal agencies, in accordance with SFFAS 29, are required to report descriptive, non-financial information on heritage assets and stewardship land as basic information in their financial reports. This requirement must include the following:

- A statement explaining how HA/SL relate to the mission of the agency;
- A description of the agency's stewardship policies;
- A description of major categories of HA/SL;
- Physical unit information for the end of the reporting period;
- Physical units added and withdrawn during the year; and
- A description of the methods of acquisition and withdrawal.

Compliance with this requirement is expected to improve the federal inventory of historic properties. But since it is up to the individual federal agencies to determine the definition of HA/SL for their inventory, reporting in this category remains largely inconsistent.

CASE STUDY

FEDERAL AGENCY DEPARTMENT OF THE INTERIOR LOCATION WASHINGTON, D.C.



Independence Hall, Philadelphia, PA

DAN SMITH

HERITAGE ASSETS PARTNERSHIP

The Heritage Assets Partnership is a standing committee within the Department of the Interior created to support responsible stewardship of DOI's heritage assets. Heritage assets (both collectible and non-collectible) include historic structures, buildings, archaeological sites, museum collections, and cultural landscapes, many of which are eligible for or listed in the National Register of Historic Places, or are National Historic Landmarks.

The primary goal of the HAP is to direct, evaluate, and oversee DOI-wide efforts to manage and report on heritage assets within the context of DOI's asset management objectives for real property assets.

Permanent members of the HAP include DOI Federal Preservation Officers and their designees representing the full range of heritage asset disciplines. Other members include staff with asset management responsibilities in the Offices of Acquisition and Property Management, Financial Management and Planning, and Performance Management.

The HAP provides a forum through which bureau cultural resources managers develop common strategies and agreements to achieve efficient and cost-effective management of DOI heritage assets while ensuring compliance with federal cultural resources laws, regulations, and Executive Orders. The HAP advises the Office of Acquisition and Property Management and DOI leadership on heritage asset management policy issues, and provides leadership

and guidance on integrating heritage assets in the formulation and implementation of the DOI Asset Management Plan. The HAP ensures that the DOI AMP supports and is in compliance with DOI's strategic plans and objectives, as well as various other historic preservation mandates. HAP also promotes the sharing of expertise and enhances asset management employee development by providing management and technical information about heritage assets through task groups, conferences, and workshops.

HAP has improved communication within DOI. With the establishment of the HAP, the standing committee of cultural resource managers from each bureau directly interacts with the DOI on heritage asset issues. In turn, HAP members work more effectively with their bureau asset managers, who were already connected to DOI-level asset management teams. This new level of interaction has strengthened DOI's position on its heritage assets by creating a better understanding of stewardship responsibilities and greater integration of heritage assets into asset management and planning.

EXECUTIVE ORDER NO. 13327, "FEDERAL REAL PROPERTY ASSET MANAGEMENT"

EO 13327, signed by President George W. Bush on February 4, 2004, states that the policy of the United States is to promote efficient and economical use of America's real property assets and to assure management accountability for implementing federal real property management reforms.

Major provisions of this EO include the establishment of a Senior Real Property Officer position for all major landholding agencies, the development and implementation of asset management plans, the creation of an interagency Federal Real Property Council, and the development of a single and descriptive database of federal real properties.

Agencies are to report to the centralized real property database, known as the Federal Real Property Profile, on an annual basis. One of the 24 data elements of the FRPP (as of 2007) requires that each asset, where the legal interest is owned or leased, will have one of the following Historic Status attributes:

- ♦ National Historic Landmark,
- ♦ National Register of Historic Places Listed,
- ♦ National Register of Historic Places Eligible,
- ♦ Non-contributing element of a National Historic Landmark/National Register of Historic Places Eligible district,
- ♦ Not Evaluated, or
- ♦ Evaluated, Not Historic

These numbers reported within the FRPP for the above attributes do not represent the entire federal inventory, as EO 13327 only requires executive branch agencies cited in sections 901(b)(1) and (b)(2) of title 31, U.S.C., to submit real property data. However, several other agencies do submit voluntarily.

CORRELATION TO AGENCIES' SECTION 3 PROGRESS REPORTS

The broad range of federal reporting requirements are leading to a more regular and well-organized inventory of federal asset management practices within all property holding agencies. Agencies are collecting and reporting real-time property data that can be used to determine which properties

BLM



THE POMPEYS PILLAR INTERPRETIVE CENTER EAST OF BILLINGS, MONTANA, WAS OPENED BY BLM IN 2006. EXHIBITS IN THE 5,700-SQUARE-FOOT CENTER RELATE THE JOURNEY OF CAPTAIN WILLIAM CLARK AND HIS DETACHMENT, INCLUDING SACAGAWEA AND HER SON NICKNAMED POMPY, DOWN THE YELLOWSTONE RIVER VALLEY IN 1806. THE CENTER ALSO DOCUMENTS NATIVE CULTURE, FLORA AND FAUNA, THE LEWIS AND CLARK EXPEDITION, AND THE HISTORICAL LEGACY OF POMPEYS PILLAR THROUGH THE CHANGES OF THE 1800S.



DENNIS MACDONALD / WORLD OF STOCK

FRONT FAÇADE OF THE PORT HURON FEDERAL BUILDING, MI

should be maintained, require cost-effective repairs, or qualify for disposal. In addition, the FRPC is providing a coordination forum for discussion and attempted resolution of many of these issues. Despite this general trend toward improvement, agencies continue to face many of the same challenges in the management of historic properties in 2009 that were initially reported by the ACHP in 2006. These include the following:

- ♦ lack of accurate and available information regarding the presence and value of historic assets in the agency's real property portfolio;
- ♦ limited resources to support historic property identification, condition assessments, maintenance, and capital improvement projects;
- ♦ existence of multiple regulations and directives regarding the management of historic properties; and
- ♦ lack of agency experience and guidance on creative strategies for using historic properties to support agency missions.

Recognizing these challenges, the ACHP issued the 2007 Advisory Guidelines and set the following goals for the content of this report. Through an agency's submission of its progress reports, federal agencies play a key role in assisting the ACHP in fulfilling these goals.

- ♦ Federal agencies can use Section 3 progress reports to assess the effectiveness of and improve their preservation programs in conjunction with existing reporting requirements, both internally and externally.

CASE STUDY

FEDERAL AGENCY FEDERAL COMMUNICATIONS COMMISSION LOCATION NATIONWIDE

Cell tower, NV

ELECTRONIC SECTION 106 SYSTEM

A new electronic Section 106 system, recently developed by the Federal Communications Commission's Wireless Telecommunications Bureau, offers an innovative approach to the exchange of information in Section 106 reviews under the National Historic Preservation Act. The voluntary system will allow FCC applicants to make project documentation and communication available online to State Historic Preservation Officers, Tribal Historic Preservation Officers, federally recognized Indian tribes, Native Hawaiian organizations, the ACHP, local governments, and other consulting parties interested in individual telecommunications tower proposals.

The FCC makes electronic filing available to applicants for other aspects of its licensing and antenna structure registration activities, making the development of an automated filing system and database a natural extension of the agency's Universal Licensing System. The FCC first began moving some of its Section 106 consultation efforts online with the development of a Tower Construction Notification System to inform Indian tribes about new tower construction and antenna collocations.

The FCC has adapted the contents of its standardized forms for Section 106 review to the E-106 system. Even with standardized form fields to work from, the creation of the new system has taken time and extensive work by FCC staff and its computer-design vendor. The concept for the system was developed during the 2007 fiscal year, with work continuing through fiscal year 2008. The introductory period for the system ran from October to November 2008.

The E-106 system has been designed to save time and resources and provide the opportunity to review documentation electronically through the system, but it does not replace Section 106 consultation. Section 106 participants may also elect to continue to receive information in hard copy, as participation in the system is voluntary. The E-106 system promises to increase transparency in the Section 106 compliance process by providing all consulting parties with equal access to up-to-date documentation. Users will also be automatically notified of any action taken on a filing within the system.

As federal agencies and other participants in federal historic preservation reviews move to an increasingly paperless approach to the exchange of information in Section 106, the FCC E-106 system offers an example of how time and resources can be conserved without sacrificing inclusiveness in consultation.

- ♦ The process of gathering information, analyzing data, and developing the Section 3 progress reports can assist the ACHP and federal agencies in evaluating agency efforts to incorporate the identification, protection, and use of historic properties into overall agency strategic planning and asset management.
- ♦ Consistent Section 3 progress reporting by federal agencies will allow the ACHP to analyze and report the status of federal preservation programs to the President.

Agencies were further encouraged to report on their progress in resolving the issues identified in the ACHP's 2006 Report to the President.

U.S. NAVY



PICTURED IS THE ENTRANCE TO THE NATIONAL NAVAL MEDICAL CENTER IN BETHESDA, MD. THE BUILDING, WHICH WAS THE ORIGINAL NAVAL HOSPITAL ON THE SITE, NOW CONTAINS OFFICES AND A DENTAL CENTER.



FORT JEFFERSON, DRY TORTUGAS NATIONAL PARK, FL (THOMAS BARRAT / FOTOLIA)



3

OPPORTUNITIES FOR LOCAL
ECONOMIC DEVELOPMENT

Economic Development



Public-private partnerships provide opportunities for communities to promote heritage tourism and local economic development. These opportunities generate tax revenues, tourism dollars, jobs, and other tangible economic benefits to communities. By focusing these partnerships on the protection of historic properties and heritage tourism, federal agencies are able to both protect and use historic properties while promoting economic development.

The 2008 progress reports demonstrate an ongoing commitment by many federal agencies to the use of public-private partnerships to promote heritage tourism and contribute to local economic development. EO 13287 has given agencies the opportunity to highlight examples of projects, including special publications, brochures, or visitor services that have enabled them to enhance their stewardship of historic properties. Some initiatives have been carried out exclusively by the agency, but most are achieved through partnership arrangements with other federal agencies or non-federal entities. In case after case, agencies report that small amounts of federal funding for such productive and creative uses of historic properties have been leveraged with private investments, non-federal grants, lease arrangements, and volunteer efforts.

Following the 2006 Report to the President, the ACHP published guidance on its Web site (www.achp.gov/ht/ht.html) titled "Partnering to Promote Heritage Tourism in Local Communities: Guidance for Federal Agencies." In this publication, the ACHP provided definitions and links to information on heritage tourism, specified the heritage tourism requirements of EO 13287, outlined the local and national economic and other benefits of heritage tourism, and offered recommendations to both federal

The ACHP's "Partnering to Promote Heritage Tourism in Local Communities: Guidance for Federal Agencies" also includes links to innovative initiatives and success stories from federal agencies. One such activity was the result of Section 106 review of construction of the Ted Weiss Federal Building in New York City. Extensive mitigation was developed to offset adverse effects to a 17th- and 18th-century free and enslaved African burial ground in lower Manhattan. Included in the mitigation was development of the African Burial Ground Memorial Site and interpretive center for the African Burial Ground National Monument. While these resources are designed principally to honor those individuals buried at the site, they will also be an important heritage tourism destination for interpreting African American culture. The project won a Preserve America Presidential Award in 2008. For additional information please visit: www.africanburialground.gov/ABG_Main.htm.

*African Burial Ground National Monument
Superintendent Tara Morrison at the dedication
ceremony on October 5, 2007*



ACHP

African Burial Ground National Monument, NY



NPS, VICTORIA LOUBRIEL, PHOTOGRAPHER



NASA

VISITORS AT JOHN H. GLENN RESEARCH CENTER'S B-2 FACILITY, A NATIONAL HISTORIC LANDMARK, IN CLEVELAND, OH

land managers and federal assistance agencies for seeking and improving partnerships. With regard to federal land managers, recommendations included the following:

- ♦ locating or co-locating visitor centers in local communities;
- ♦ facilitating the development of local heritage tourism-based businesses and attractions with underutilized federal historic properties;
- ♦ helping communities participate in federal programs promoting heritage tourism (such as Preserve America, National Scenic Byways, or National Register of Historic Places Travel Itineraries).

In 2008, the ACHP adopted and issued a policy statement and guidance on "Archaeology, Heritage Tourism, and Education." Also published on the ACHP Web site (www.achp.gov/ArchPolicy.pdf), the policy offered guidance to assist ACHP staff, federal agency decision-makers, and other parties when, in the effort to foster a greater appreciation and understanding of the American past, they are or will be making decisions about incorporating archaeology and archaeological resources into heritage tourism projects and programs as well as broader education initiatives.

Agencies have developed a variety of projects, programs, and strategies that either directly or indirectly contribute to local economic development. The Bureau of Land Management indicates that between 2005 and 2007, it leveraged nearly \$4.5 million in partnership investments to achieve almost \$7.9

CASE STUDY

FEDERAL AGENCY BUREAU OF LAND MANAGEMENT LOCATION CANYONS OF THE ANCIENTS NATIONAL MONUMENT, CO



Canyons of the Ancients National Monument, CO, is managed as an integral cultural landscape containing a wealth of historic and natural resources.

© ALLEN LIVINGSTON
(SHUTTERPOINT)

CANYONS OF THE ANCIENTS VIDEO PRODUCTION: *VISIT WITH RESPECT*

Canyons of the Ancients National Monument in southwestern Colorado contains a vast number of archaeological sites—more than 6,000 recorded so far, and up to 100 per square mile in some places—representing Ancestral Puebloan and other Native American cultures. CANM is managed by the BLM as an integral cultural landscape containing a wealth of historic, prehistoric, and natural resources.

Heritage tourism is a well-established and growing sector in the Four Corners' economy, and visitors are showing increased interest in lesser known and backcountry heritage resources like those in CANM. Therefore, it is critical that concise, "user friendly" information be provided to the public about the significance of properties of traditional and cultural importance, about the contribution of these properties to our unique cultural heritage, and about the responsibilities of local communities and of every visitor to respect, protect, and preserve these places for future generations. However, as visitation increases, the chance for unintentional damage and vandalism increases as well.

In response to these issues, BLM and its partners produced a 9-minute film to educate the public on how to visit an archaeological site with respect from the Native American point of view. Interviews and site tours with a member of the Hopi Tribe and his 6-year-old son, and a Santa Clara Pueblo elder and her

22-year-old niece offer an inter-generational approach that appeals to a wide audience. In addition, an Acoma Pueblo elder describes the long-term continuity between his mother's house where he was born and the ancient architecture of the Four Corners.

The project was completed in partnership with the San Juan Mountains Association, Crow Canyon Archaeological Center, the Colorado Historical Society State Historical Fund, and tribal members from the Pueblo of Acoma, the Pueblo of Santa Clara, and the Hopi Tribe.

Interviews with a Santa Clara elder and her 22-year-old niece offer an inter-generational approach that appeals to a wide audience.



BLM

million in commitments by partners for stabilization, interpretation, inventory, rehabilitation, curation of artifacts, and site stewardship services. In its 2008 report, BLM indicated it has also pursued numerous partnerships with Indian tribes and other organizations to provide stewardship protection and interpretation for historic properties on public lands under its management.

The U.S. Forest Service reports on a similarly broad array of partnerships to improve, protect, and manage its historic properties. With modest funding, the FS partnered with the State Historical Society of North Dakota, the North Dakota Department of Commerce-Tourism Division, and other public and private entities to create a "Passport to North Dakota History." This travelers' guide to historic sites throughout the state highlighted six FS sites within the Dakota Prairie Grasslands, including sites associated with Lewis and Clark as well as Custer's Seventh Cavalry. In 2007, the BLM joined the FS in the Passport in Time program to support public participation in the protection, interpretation, and development of important heritage assets for the public use and economic benefit of local communities. In doing so, these agencies have expanded the far-reaching effect of this important volunteer stewardship and preservation initiative.

As these success stories reinforce, federal agencies considering the potential for a historic property to contribute to local economic development should engage local communities early in their deliberations. The significance that local communities ascribe to these historic properties, as well as their perspective on their suitability for partnerships or heritage tourism, will often be the single most important factor to determine whether an agency should pursue these goals. The association of the federal historic property to the community or region, as well as its relationship to events, people, and architecture associated with the federal government, should be clearly understood and incorporated into development plans. The economic impact that these federal historic properties have to local communities in their current form, as well as the anticipated impact they will have if redeveloped, should be of primary importance to federal decision makers as they consider such initiatives. Federal agencies have shown that these initiatives can make significant contributions to local economies. The federal presence in a community, as embodied in the historic property, can be a catalyst for jobs, housing development, commercial expansion, infrastructure improvements, and economic growth.

In its 2008 progress report, the NPS indicated that visitors to its national parks, many of which center on the protection and interpretation of nationally significant historic properties, contributed \$11 billion to nearby communities in 2006. This striking statistic conveys the enormous impact that heritage tourism can have on local economies and the clear value for the investment of federal dollars in this endeavor. By their own admission, agencies struggle to develop accurate and meaningful methods to measure and report these impacts, a fact that remains evident in the 2008 progress reports. Very few summary statistics were reported for these impacts other than NPS's. Many communities, whether or not they technically serve as "gateways" to these lands, continue to rely heavily on the presence of national forests, national parks, military installations and their associated museums, or other federal assets for local and regional economic benefits, including heritage tourism. Therefore, issues related to the condition of such assets and the agency's commitment to maintaining them remain fundamentally important to these communities. When included early on in the development of heritage tourism and economic redevelopment initiatives relating to historic properties, it is these stakeholders who can bring to an agency's attention the community's long-term vision and goals for using such properties.

Public-private partnerships, lease agreements, and cooperative management arrangements are generally intended to preserve a specific historic property and operate it to leverage federal funds. The ACHP's report, *Becoming Better Stewards of Our Past*, provides a number of examples about partnership efforts

CASE STUDY

FEDERAL AGENCY U.S. FOREST SERVICE LOCATION SOUTHEAST COLORADO



Public hike along a section of the Santa Fe National Historic Trail with living history volunteers, Comanche National Grassland, CO

FS

SOUTHEAST COLORADO HERITAGE TOURISM

Colorado's southeastern plains, devastated by the loss of jobs and residents, have been looking to both cultural and natural heritage tourism for revitalization. Southeast Colorado has now become one of four statewide heritage tourism pilot projects. With 400 of the 625 species of North American birds living in or migrating through the region, the region boasts the greatest concentration of bird species to be viewed anywhere on the continent.

A state birding trail and an annual Snow Geese festival are important regional attractions. In addition, a large collection of dinosaur footprints is here on U.S. Forest Service land.

The region also contains nationally significant historic resources, including portions of the Santa Fe National Historic Trail, Bent's Old Fort National Historic Site, the Sand Creek Massacre National Historic Site, the site of the WWII Japanese American internment center at Camp Amache, the historic Santa Fe Trail settlement of Boggsville, outstanding collections of rock art in the canyons, historic homestead and cemetery sites, and other historic and archaeological treasures. A \$130,000 Preserve America Grant sparked a partnership among the six counties—Baca, Bent, Crowley, Kiowa, Otero, and Prowers—along with public agencies and private sector

organizations and businesses. The idea is to interpret and market these resources through a concerted tourism initiative, and to coordinate planning, events, and public outreach. The initial grant, three subsequent grants to Baca, Otero, and Prowers counties, and other leveraged funds from the state of Colorado, Colorado foundations, and the regional economic development district have helped fund a number of related projects. These have included a new Southeast Colorado heritage tourism Web site with a number of historic tour itineraries and ideas for hiking and discovery. Both the U.S. Forest Service, through its Timpas and Carrizo units of the Comanche National Grasslands, and the National Park Service through its properties at Bent's Old Fort and the Sand Creek Massacre site, are actively cooperating in the partnership.

that have spurred heritage tourism and economic development around historic properties that otherwise may have suffered from deferred maintenance, been demolished, or had access permanently curtailed. The General Services Administration has continued to provide leadership in the development of innovative leasing mechanisms to leverage federal dollars into private partnerships that bring significant revenues to local communities through the reuse of federal spaces it can no longer sustain itself.

One approach to improving the utilization of the Department of Veterans Affairs' vacant or underutilized space is Enhanced Use Leasing. Enhanced Use Lease authority allows the VA to enter into agreements with non-government entities for the use of VA space or land for private development, resulting in some form of financial or service benefit back to the VA and veterans. This benefit could be in the form of an annual reimbursement, discounted services, or the use of a building the non-government entity would construct. An example of an EUL opportunity might be a local health care provider building a dialysis unit on the campus of a VA medical center. The local health care provider would serve non-veterans for a profit but would also provide discounted services to veterans, thereby extending the capacity for dialysis at the VA medical center from which they were leasing the property.

Agencies are often receptive to the idea of public-private partnerships, but many are still unaware that they have the legal authority to pursue these arrangements without the approval of Congress. Since public-private partnerships often support local economic development, agencies would benefit from case studies and examples of how other agencies have used these partnerships.

In their 2008 progress reports, agencies shared a broad variety of initiatives that are supporting local economic development and the vitality of communities. In sharing these initiatives, a number of agencies continued to stress that security measures limit their ability to open historic properties to



THE DAYTON VETERANS AFFAIRS MEDICAL CENTER (VAMC) USES THE ENHANCED USE LEASE AUTHORITY TO PROVIDE ONCAMPUS SUPPORTIVE HOUSING ALONG WITH SERVICES FOR VETERANS. ON SEPTEMBER 3, 2008, THE DAYTON VAMC OPENED THE OHIO AVENUE COMMONS – SINGLE ROOM OCCUPANCY (SRO) FEMALE SUPPORTIVE HOUSING FACILITY, AN ADAPTIVE REUSE OF THE HISTORIC BUILDING 402. BUILT IN 1900, THE BUILDING WAS REHABILITATED AT A COST OF \$4 MILLION TO PROVIDE 27 SRO HOUSING UNITS FOR HOMELESS WOMEN WITH DISABILITIES. VETERANS RECEIVE PRIORITY PLACEMENT. ALL UNITS ARE AFFORDABLE TO LOW-INCOME RESIDENTS. REHABILITATION OF THE OHIO AVENUE COMMONS PRESERVED ITS ORIGINAL ARCHITECTURAL STYLE, INCLUDING THE METAL CEILING AND BRICK FACADE.

CASE STUDY

FEDERAL AGENCY U.S. ARMY CORPS OF ENGINEERS LOCATION ROCK ISLAND, IL



Mississippi River Lock and Dam No. 15 at Rock Island, IL (bottom) and Davenport, IA (top), with the Government Bridge over the river. Adjacent to the U.S. Army's Rock Island Arsenal, an active installation and a National Historic Landmark.

RENOVATION OF THE CENTENNIAL BRIDGE COMMISSION BUILDING

The city of Rock Island, Illinois, a Preserve America Community, received a Preserve America Grant in 2006 to help support local and regional heritage tourism. The grant was to develop plans for renovation of the Centennial Bridge Commission Building (adjacent to a major historic toll bridge dating to 1938-1940 over the Mississippi River) for reuse as a city visitor center. Dedicated in May 2008, the Visitor Center will be an important entry point and interpretive location for visitors to Rock Island and the greater Quad Cities area that also includes nearby Davenport and Bettendorf, Iowa, and Moline, Illinois. (Davenport and Moline are also designated Preserve America Communities.)

Information on local historic sites as well as six theme-based Web and audio tours of Rock Island's Broadway National Register Historic District are available through the center as well as through the Rock Island Preservation Commission's portion of the city Web site.

Nearby Rock Island Arsenal, a National Historic Landmark and an active U.S. Army facility, is a major source of local employment but has limited public access due to security concerns. It houses the second oldest operating Army museum after the U.S. Military Academy at West Point, but for access to most of the

remainder of the installation, the arsenal offers a virtual tour via its garrison Web site. The Mississippi Lock and Dam No. 15, that is adjacent to Arsenal Island and is operated by the U.S. Army Corps of Engineers, was constructed in 1933-34 to facilitate navigation. This area of rapids and (formerly) sandbars, rocks, and log snags features the largest steel roller dam in the world. Restricted public access to a lock and dam viewing platform and U.S. Army Corps of Engineers interpretive center is made available through a portion of the Rock Island Arsenal property.

visitation or cooperative public uses that support heritage tourism and other community economic goals. Nonetheless, the agencies indicate a willingness to work with local heritage tourism offices, elected officials, and chambers of commerce to compensate for lack of access. To address these limitations, the Department of Defense reports efforts to develop a series of maps and guides on historic military sites and facilities titled “Preserving American Heritage,” along with Web sites with interpretive information on the historic properties behind secure perimeters at these installations. Many associated military service museums just outside the installation gates are also featured in these maps and guides. In this case, heritage education becomes a strong component of heritage tourism. Other agencies, such as the National Aeronautics and Space Administration, report on efforts to support controlled access tours and the alteration of perimeter boundaries at Kennedy Space Center, Johnson Space Center, Marshall Space Flight Center, and elsewhere to exclude certain historic properties, museums, or visitor facilities from secured areas.

The progress reports reveal that most agencies still have not developed formal policies and procedures to address the use of federal historic properties to support local economic development. Programs such as DoD’s Base Realignment and Closure Act program and the VA Capital Asset Realignment for Enhanced Services program recognize the need to address local economic development in proposed actions. However, most agencies continue to handle decision-making regarding the use of federal historic properties on a case-by-case basis. Written policies and procedures would greatly assist federal property managers in determining the framework for negotiating formal and informal arrangements to support local economic development.



WATER IN THE BEGINNING OF THE GRAND CANYON, AZ (KATRINA BROWN / FOTOLIA)



4

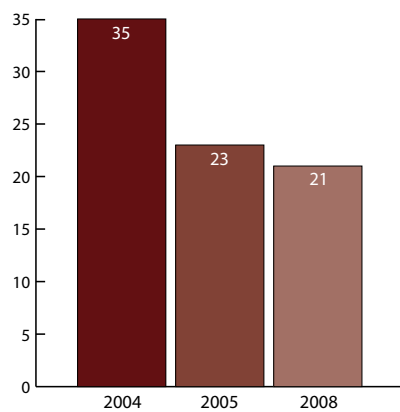
CURRENT STATE OF FEDERAL
STEWARDSHIP —
2008 PROGRESS REPORTS

Progress Reports



Federal agencies have continued to acknowledge the importance of reporting under Section 3 and have worked closely with the ACHP to improve their reporting capability. The ACHP noted that many of the reports received in 2008 were improved as agencies continued to gain additional knowledge about their real property inventory. The progress reports demonstrate federal agencies are utilizing a broader range of tools, approaches, and partnerships to achieve the objective of EO 13287.

Using the four established thematic areas under the framework described in Chapter 1, the ACHP and the Secretary of the Interior reviewed all the 2008 Section 3 progress reports submitted. Because not all agencies used the advisory reporting guidelines issued in 2007, the information provided was not universally comparable. Some departments within the executive branch (such as the Departments of Agriculture and Interior), that include multiple agencies with different missions and a variety of historic property types, had each bureau or agency submit their own progress report. Conversely, the Departments of Defense and Homeland Security submitted a consolidated report for all of their subordinate agencies.



The ACHP and the Secretary of the Interior received 21 Section 3 progress reports in 2008. Most federal agencies with significant real property holdings submitted progress reports in 2008, with notable exceptions being the Department of Treasury, Tennessee Valley Authority, and the United States Geological Survey. Though there was a drop in the number of federal agencies reporting from 2005, this trend was not unexpected. For example, Rural Development, within the Department of Agriculture, notified the ACHP that the provisions in Section 3 EO 13287 no longer applied, because the real property within their inventory is held for a period of less than five years.

Other agencies that reported in 2005 but that do not own real property chose not to report in 2008. For the first time the Maritime Administration, part of the Department of Transportation, submitted a progress report under Section 3. Also, whereas the Federal Law Enforcement Training Center previously reported on its own, it has now reported under the DHS Section 3 progress report.

The ACHP provided the 2007 advisory guidelines to assist agencies by providing a reporting framework that could be used to integrate information from multiple reporting requirements. A review of these progress reports demonstrated that agencies continue to make progress in the identification, protection, and use of historic properties in their ownership, yet they confront many challenges in doing so. The following summarizes this progress in the four thematic areas identified by the ACHP.

Agencies' 2008 Section 3 Progress Reports, as received, are available on the ACHP Web site (www.achp.gov/section3). Appendix C provides a full accounting of agency reporting.

ENHANCING AND IMPROVING INVENTORIES OF HISTORIC PROPERTIES

The 2006 finding that agencies continue to lack accurate, comprehensive information regarding their historic property assets remains apparent three years later. Previously, recording the status of a property as "historic" was not necessarily a requirement for an agency's inventory. However, with new reporting requirements to the FRPP and the mandatory data element of historic status code for each real property asset, agencies are beginning to make progress in enhancing and improving real property inventories



U.S. NAVY

MORE THAN 250,000 PREHISTORIC ROCK ART DRAWINGS CAN BE FOUND AT THE COSO ROCK ART NATIONAL HISTORIC LANDMARK LOCATED ON 36,000 ACRES AT NAVAL AIR WEAPONS STATION CHINA LAKE, CA.



BLM

VOLUNTEERS AND PARTNERS FROM THE BOIS FORTE BAND OF MINNESOTA CHIPPEWA LEAD THE MONITORING AND RECORDATION OF 24 BLM ISLANDS AND CULTURAL SITES IN MINNESOTA TWICE EACH YEAR.

of historic properties. While the focus of agency reporting has been on the identification of buildings and structures as real property, it is important to consider and evaluate other historic property types as agencies continue to enhance and improve the overall inventory of historic properties. These include archaeological sites, cultural landscapes, and sites of traditional and cultural significance to Indian tribes.

The DoD reported that such changes are underway with the issuance of DoD Instruction 4615.14, *Real Property Inventory and Forecasting* in March of 2006. The DoD components (i.e., Departments of Army, Navy, and Air Force) are required to implement the new sustainable business processes and rules, update relevant policies, and modify and populate their information technology systems with DoD’s mandatory real property data elements (including one on historic status) by 2009. Many of the DoD components report that they are well on their way to achieving this goal.

The report submitted by the Bureau of Indian Affairs indicated that, over the past three years, BIA has undertaken an effort to identify all buildings and structures within its inventory that were 45 years or older and eligible for the National Register of Historic Places. Completing this inventory proved to be ambitious, and BIA acknowledges that it has been difficult to complete

with in-house staff. As such, BIA has hired a contractor to complete the project and anticipates its completion by 2011.

Most identification efforts reported by agencies were initiated and completed in compliance with the Section 106 process. While this is one way to approach inventory of historic properties, it should not be the only way to accomplish this task. Proactive identification efforts under Section 110 of the NHPA could ease the burden on agencies in the Section 106 process by creating a better working knowledge of historic properties and comprehensive inventories that support more efficient Section 106 decision making. Limited agency budgets and competing missions were the most cited reasons for not having a complete inventory of historic properties. Those agencies with preservation mandates as part of their mission (e.g. NPS, BLM) found it easier to budget for historic property identification than those agencies whose missions were not preservation driven, such as the DoD and the DHS. Still, even those agencies with preservation mandates frequently report that budget dollars are stretched thin when applied to massive property holdings, such as those of BLM.

Several agencies did report on policies that promoted the identification and evaluation of historic properties. A sample of these policies includes the following:

- The FS recently updated its “Forest Service Manual 2360—Heritage Program Management” that provides guidance on how the agency is to meet NHPA Section 110 direction to identify, evaluate, protect, and nominate historic properties to the National Register of Historic Places.
- The Natural Resources Conservation Service directs each of its 27 Plant Materials Centers to

CASE STUDY

FEDERAL AGENCY U.S. FOREST SERVICE LOCATION NATIONWIDE



Picketwire Canyonlands historic cemetery, on the Comanche National Grasslands, Otero County, CO

I-WEB: INTEGRATING HISTORIC PRESERVATION WITH AGENCY INFORMATION MANAGEMENT SYSTEMS

The consistent, accurate, and efficient management of information on nearly 300,000 historic properties across 155 national forests and 20 national grasslands covering 193 million acres presents a continual challenge for the U.S. Forest Service.

To assist in achieving their stewardship goals as a multi-use resource management agency by improving their ability to account for historic properties in their ownership, the FS's Heritage Program developed a robust data and infrastructure management application that is integrated with the FS's Geographic Information System and corporate database known as I-Web. I-Web is a centralized, Web-based environment with a single integrated database that provides one-stop access to a variety of national applications, including the FS Activity Tracking System, infrastructure applications, the Natural Resources Information System, and the Timber Information Manager. Through the I-Web environment, data, fields, and pages from the Heritage Program module of INFRA are integrated and linked with other FS databases, allowing for rapid information sharing and use in Department-level accounting applications. As a user-based system, I-Web design and updates are based upon the requests and needs of the field. By the end of FY 2008, nearly 100 percent of known historic properties managed by the FS had been entered in the corporate INFRA database.

Further expanding on the goals of consistent and efficient collection and management of historic

property data, Heritage Program field personnel are using mobile hand held computers to create electronic records of property, condition, and inventory data in the field rather than waiting to enter data at a later point in time. With the assistance of standardized documentation protocols based on the requirements of the I-Web database, complete and consistent data should only have to be entered one time. Program managers and agency officials can generate annual reports and periodic data calls on an as needed basis without burdening the field with requests to compile, integrate, and forward Heritage Program information, including the annual report to Congress on the agency's federal archaeology program through the Department of the Interior.

With the assistance of the I-Web, the FS can engage in automated exchange of historic property data with preservation partners. For example, through a partnership with the New Mexico State Historic Preservation Officer, the FS is engaging in direct exchanges of electronic data, information that formerly was made available by the exchange of paper forms and reports, requiring manual data entry by both agencies.



develop strategic plans and to complete a comprehensive cultural resource inventory and cultural resource management plan.

- The Bureau of Prisons issued a program statement under the Facilities Operational Manual, P.S. 4200.10, that properties under its jurisdiction or control will be identified and evaluated, and if historic, they will be renovated, managed, and reported on, in accordance with the NHPA and other authorities.



BLM

IN 2005, THE BLM'S FIELD OFFICE IN MONTICELLO, UT, BEGAN THE COMB RIDGE HERITAGE INITIATIVE PROJECT ALONG BUTLER WASH, COMB WASH, AND THE SAN JUAN RIVER. THESE DRAINAGES CONTAIN A HIGH NUMBER OF SIGNIFICANT CULTURAL RESOURCES INCLUDING PREHISTORIC ANCESTRAL PUEBLOAN CLIFF DWELLINGS WITH STANDING ARCHITECTURE, LARGE SURFACE SITES, AND EXTENSIVE PETROGLYPH PANELS. TO DATE, 5,400 ACRES HAVE BEEN INTENSIVELY INVENTORIED, AND ABOUT 550 SITES HAVE BEEN RECORDED.

Several agencies included goals for the identification and evaluation of historic properties:

- The Federal Aviation Administration has set a goal of 100 percent historic property classification for its rolling annual inventory of real property by 2008. They noted in their report they are close to meeting this goal.
- In preparation for the Space Shuttle Program being phased out by 2010, NASA set a goal of identifying all historic properties associated with the shuttle program. They met this goal in 2007.
- In 2003, GSA began a project to accelerate formal nomination of approximately 183 properties that remained to be listed in the National Register of Historic Places. GSA progress has exceeded expectations, and it is anticipated that the entire project will be completed by 2010.

Many agencies reported on using existing reporting requirements, such as the development of an Asset Management Plan required by EO 13327 and the Secretary of the Interior's Report to Congress on the Federal Archaeology Program, as frameworks for historic property reporting. Some agencies report that they intend to turn government-wide reporting requirements for real property and historic properties into internal reporting requirements for the identification and evaluation of historic properties, such as:

- Under their Real Estate Management System, the FAA annually reevaluates the historic status of their properties at each field office. The FAA uses the REMS database to monitor and report on its real property inventory.



- NASA has implemented its “Environmental Tracking System” to centralize reporting on its heritage assets. NASA has developed for each of its centers a type of environmental management system that keeps track of historic properties and actions that may affect them.
- The Department of Labor has established internal reporting requirements, which adhere to the standards and guidelines of Section 110 of the NHPA within its “Jobs Corps Program—Business Practices of Quality Procedures.” This has consequences for all job centers considered historic.

Numerous challenges were reported by agencies in the identification of historic properties. One of the most common challenges that agencies confront is the large number of historic properties that are reaching 50 years in age that will need to be evaluated for eligibility to the National Register of Historic Places.

Many agencies reported on opportunities for responding to these challenges and improving their identification that would also meet other agency real property reporting requirements. These opportunities included continuous surveys, revising out-of-date policies, improved education efforts, and developing internal databases. The FS is in the process of implementing a new “Chief’s Challenge” to create a national program that will provide funds to forests to conduct stewardship inventory and evaluation not otherwise supported by project funds. It remains to be seen whether programs, like the “Chief’s Challenge,” will receive the funding and support they need given the current and near term budgetary climate.

INTEGRATING STEWARDSHIP INTO AGENCY PLANNING

In 2006, the ACHP found that agency strategic plans often do not address historic property management needs or target historic property issues, and that agency priorities do not typically include staffing and funds to support the stewardship goals of NHPA. It is evident from the 2008 progress reports that progress is being made in the stewardship of historic properties within many agencies as they work to improve their preservation programs, supporting both Sections 106 and 110, and making further progress in identifying management needs of historic properties. However, it is evident that agency strategic plans still frequently do not contain stewardship goals at the agency level.

Several agencies have instituted new directives within their agencies in the past three years that further the goals of this EO. The Department of the Interior established the Heritage Assets Partnership, comprised of cultural resource experts from all of its bureaus, to interact with their facilities management counterparts and advise the DOI’s Property and Acquisition Management Division on heritage asset issues. The DHS has worked over the past three years to craft an internal policy that deals directly with the identification, evaluation, and management of historic properties. Directive 017-01, *Historic Preservation in Asset Management and Operations*, provides its agencies with policy on how to deal with historic properties that is consistent with the laws that govern historic properties and DHS mission considerations.



USFWS

RESTORATION WORK IS UNDERWAY AT TULE LAKE
NATIONAL WILDLIFE REFUGE, CA.



BLM

IN 2007, THE BUFFALO KILL AREA AT THE WARDELL BUFFALO TRAP SITE (48SU301) WAS STABILIZED. IT IS LOCATED IN THE BLM WYOMING PINEDALE FIELD OFFICE AREA. THIS NATIONAL REGISTER-LISTED SITE HAD BEEN DAMAGED DUE TO FLOODING IN 2004 AND WAS SUBSEQUENTLY VANDALIZED IN 2005. THE SUBLETTE COUNTY CERTIFIED LOCAL GOVERNMENT AND BLM REQUESTED THAT SITE STEWARDSHIP TRAINING BE PROVIDED TO LOCAL VOLUNTEERS.

The Department of Defense issued DoD Instruction 4715.16, *Cultural Resources Management*, in September 2008, to provide overarching policy guidance for all DoD component cultural resource programs. DoD established the cultural resources policy around three core statements in order to make the link between stewardship and mission clear:

It is DoD policy to:

- *Manage and maintain cultural resources under DoD control in a sustainable manner through a comprehensive program that considers the preservation of historic, archaeological, architectural, and cultural values; is mission supporting; and results in sound and responsible stewardship.*
- *Be an international and national leader in the stewardship of cultural resources by promoting and interpreting the cultural resources it manages to inspire DoD personnel and to encourage and maintain U.S. public support for its military.*
- *Consult in good faith with internal and external stakeholders and promote partnerships to manage and maintain cultural resources by developing and fostering positive partnerships with federal, tribal, state, and local government agencies; professional and advocacy organizations; and the general public.*

In other examples, the United States Coast Guard, within the DHS, is in the process of updating its Commandant Instruction M16475.1D, *Implementing Procedures and Policy for Considering Environmental Impacts*, to reflect the DHS Directive 017-01, issued in March 2008. The FS developed its Priority Heritage Asset concept to improve its ability to protect and manage historic properties and measure success in achieving these goals. The Department of Labor has incorporated its asset management plan into its strategic plan to include procedures concerning dispositions of historic properties. There is also additional evidence that other agencies are in various stages of updating or issuing new guidance for historic properties to reflect the changes with real property management initiatives.

The U.S. Fish and Wildlife Service and the Department of Commerce (on behalf of NOAA), both reported the creation of grants programs within their agencies that benefited historic properties. The USFWS's program supports heritage-related work in wildlife refuges. The grants support projects that creatively blend habitat conservation and historical education and interpretation. NOAA's program supports the continual development of heritage assets and supports projects that pursue Preserve

CASE STUDY

FEDERAL AGENCY DEPARTMENT OF ENERGY LOCATION NEW MEXICO, TENNESSEE, AND WASHINGTON



LOS ALAMOS NATIONAL
LABORATORY (DOE)

The Department of Energy after the Cerro Grande Fire has restored and stabilized the facility where the explosives for the Trinity and Nagasaki bombs were created, Los Alamos, NM.

MANHATTAN PROJECT PRESERVATION EFFORTS

In 1998, the Department of Energy formed a headquarters executive-level “Corporate Board on Historic Preservation” to integrate stewardship in agency policy ensuring senior managers within the DOE were aware of historic preservation issues surrounding the identification and potential preservation of Manhattan Project facilities under their jurisdiction.

In managing their assets, the DOE Corporate Board promulgated a list of identified National Historic Landmark-quality “Signature Facilities” associated with the Manhattan Project. In 2000 DOE funded an ACHP study “Recommendations and Preservation Options for Manhattan Project Signature Facilities at Oak Ridge and Hanford Reservations” that set forth recommendations for managing DOE’s historic “Signature Facilities” as assets to preserve the legacy of the Manhattan Project. In 2006 ACHP Chairman John L. Nau, III, met with then-DOE Deputy Secretary Clay Sell and agreed to develop an interagency partnership to assess the heritage tourism potential of DOE facilities, with an initial emphasis on Manhattan Project sites owned by DOE. This partnership continues today with the ACHP assisting DOE with the development of a heritage tourism study and decision document on the retention of the B Reactor at Hanford, Washington.

DOE’s Manhattan Project preservation efforts have taken place at three principal sites: the Los Alamos National Laboratory in New Mexico, the Oak Ridge Reservation in Tennessee, and the Hanford Site in Washington. DOE has been proactive in working closely with the ACHP and the New Mexico, Tennessee, and Washington State Historic Preservation Officers and other partners to identify,

document, protect, and commemorate its Manhattan Project historic properties and, where feasible, to open them to public visitation.

In March 2008, former Deputy Secretary Sell issued a decision memorandum to maintain and preserve Hanford’s B Reactor pending the outcome of a heritage tourism study to gauge public interest and development of a cost and alternatives analysis on the feasibility of permanently preserving the B Reactor. ACHP Chairman Nau said, “I applaud the Department of Energy for its intention to maintain Hanford’s historic B Reactor while the final decision-making process moves forward. The B Reactor, in connection with the other landmark properties involved in the Manhattan Project, narrates a story that forever changed world history and set in motion events that will resonate through future centuries.” On August 25, 2008, the B Reactor was designated a National Historic Landmark.

The Manhattan Project preservation efforts were awarded the ACHP Chairman’s Award for Federal Achievement in Historic Preservation in May 2008 and the National Trust/ACHP Award for Federal Partnerships in Historic Preservation in October 2008.



America goals and interpret the NOAA story. These programs suggest that stewardship is playing a prominent role in agency strategic planning by leveraging a minimal investment of discretionary funds.

With the planned phase out of the Space Shuttle Program, NASA took a proactive step to integrate the stewardship of historic properties associated with this highly visible program. By acknowledging the historic significance of these unique assets early on in the phase out process, NASA has been able to address Sections 106 and 110 responsibilities in an efficient and proactive manner ensuring a smooth transition to the next phase of space exploration under the Constellation Program.

BUILDING PARTNERSHIPS

The ACHP found in 2006 that agencies would benefit from guidance that promoted private-public partnerships for the protection and use of federally owned and controlled historic properties. The ACHP noted significant improvement in both agencies reporting on partnerships and using them to ensure stronger stewardship of historic properties under their control. Many agencies noted that additional partnerships have been created in the past three years and identified practices and procedures that they have used to help form public-private partnerships to identify, protect, and use historic properties.

These progress reports clearly demonstrate that partnerships often help leverage federal funds and staff to ensure effective stewardship. For example, the BLM reported that in fiscal year 2008, 12 partnerships in six states resulted in a combined savings and benefit of \$473,000 to the agency program. They also estimate the monetary value of volunteer contributions to the Cultural Resource Management Program in 2007 to be \$3,236,000.

Homeland security requirements and enhanced military security have limited some programs, particularly those that must bring non-federal employees or visitors within secure and restricted areas of federal facilities and sites. Nonetheless, such agencies have been able to enter into partnerships with non-federal entities for the use and protection of historic properties. For example, between July 1996 and July 2008, DoD privatized more than 177,000 housing units in 90 separate actions at more than 75 different military installations across the country, many of which are historic. Two NASA centers have also been able to lease buildings and structures to universities and private industry under Section 111.

Many agencies reported on partnerships, many of which were with other federal agencies, created to assist them in the coordinated identification and evaluation of historic properties.

- The USFWS, working with the FS, hosted archaeological investigations at Fort Ruby on the Ruby Lake National Wildlife Refuge through the “Passport in Time” program to identify the location of the original Officer’s Row of housing and to find information about the lives of officers and their families. The “Passport in Time” program harnesses the skills and assistance of volunteers under professional staff supervision.
- The Oklahoma-Texas Area Office of the Bureau of Reclamation has continued cooperative agreements with the Museum of the Great Plains and Wichita State University to inventory and evaluate cultural resources at Cheney and Fort Cobbs reservoirs. Both inventories were completed in fiscal year 2007.
- The Maritime Administration works with the NPS’s National Maritime Heritage Grants Program to administer funds to state and local governments and non-profit organizations for maritime heritage and education through the National Maritime Heritage Act.



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THE U.S. CUSTOM HOUSE IN NEW ORLEANS, LA, WAS THE VENUE FOR THE 2006 PRESERVE AMERICA SUMMIT. BUILT AS A SYMBOL OF GROWING PROSPERITY OF THE U.S. IN ONE OF ITS MOST IMPORTANT PORTS AND CENTERS OF INTERNATIONAL TRADE, THE CAVERNOUS AND DECORATIVE MARBLE HALL WAS TERMED BY ONE HISTORIC SOURCE "THE FINEST BUSINESS ROOM IN THE WORLD" AT THE BEGINNING OF THE 20TH CENTURY.



The DHS also reported on the success of its partnership with other agencies in implementing the National Historic Lighthouse Preservation Act by the USCG. Working with the GSA and the NPS, the USCG fulfills the directives of the legislation that recognizes the cultural, recreational, and educational benefits of historic lighthouses that are no longer needed by the USCG. As of 2008, according to its submitted report, “the United States Coast Guard has completed report of excess on 70 percent of its remaining lighthouses and has partnered in the transfer of approximately 45 lighthouses, with roughly 10 more expected to transfer in [2009.]” One of the benefits of this program is that the partner to whom the lighthouse is transferred will cover all maintenance costs associated with the upkeep of the lighthouse in lieu of rent. Such creative protection measures for some of America’s greatest icons are accomplished without any additional financial strains on the USCG or the taxpayer. Many of these lighthouses, such as Portland Head Light at Portland, Maine, are well-known and promoted state or regional heritage tourism symbols. They are also destinations that help contribute to local economies by attracting visitors or anchoring other public uses.

The GSA has been able to successfully partner with federal and non-federal entities to outlease vacant space within underutilized historic buildings and execute ground leases. Buildings that have benefited from outlease revenue include GSA’s 1810 Robert McEwan Custom House in Ogdensburg, New York; the U.S. Custom House in New Bedford, Massachusetts; and the U.S. Custom House in New Orleans, Louisiana. These funds provide much needed capital investment and have a major impact on GSA’s ability to sustain its historic inventory in the long term. Outleasing is already serving both as a temporary solution, in absence of an immediate federal use, and as a long term solution to ensure continued public access to important public landmarks and assist in retaining the government’s real estate investment in major urban areas.

While some agencies reported the addition of new partnerships with Indian tribes in the identification, protection, and use of historic properties, it is clear that many agencies lack a clear understanding of the unique relationship between federally recognized Indian tribes and the federal government. Recognizing the benefit of providing additional guidance to federal agencies and other stakeholders on consulting Indian tribes, the ACHP published “Consultation with Indian Tribes in the Section 106 Process: A Handbook” in November 2008. This guidance was developed primarily to aid federal agencies in consulting Indian tribes and Native Hawaiian organizations on a broad variety of issues relating to the federal preservation program, including their participation in efforts to identify, protect, and use historic properties in accordance with this EO. This handbook is available at www.achp.gov/regs-tribes2008.pdf.

MANAGING ASSETS

In review of the 2004 and 2005 Section 3 reports, the ACHP found that many agencies generally lacked procedures that ensured the timely consideration of alternative uses for historic properties that are excess to or no longer able to support an agency’s mission. Agency strategic plans are often not specific enough to address historic property management needs or target historic property issues related to the development of business plans, ongoing facilities management, and capital improvement projects and programs. While the 2008 progress reports demonstrated that this challenge generally remains, the ACHP did find indications that some recent changes in real property management have had a positive effect on many agencies’ ability to manage historic properties.

As previously noted, some agencies reported on the trend of a growing inventory of real property that is reaching 50 years in age. The aging population of real property presents a challenge to federal agencies that

CASE STUDY

FEDERAL AGENCY FEDERAL EMERGENCY MANAGEMENT AGENCY AND THE NATIONAL PARK SERVICE LOCATION NATIONWIDE



Hurricane Gustav caused major damage to the Baton Rouge National Cemetery, LA, in September 2008.

FEMA

GIS NATIONAL STANDARDS FOR CULTURAL RESOURCES IN TIMES OF PRESIDENTIALLY-DECLARED DISASTERS

As part of the recovery efforts related to Hurricane Katrina, the Federal Emergency Management Agency employed the use of Geographic Information System and Geographic Positioning System technologies to identify and evaluate historic properties that could be affected by recovery efforts related to this Presidentially-declared disaster.

Through the assistance of the National Park Service's Cultural Resource GIS Facility, FEMA trained its historic preservation specialists in Louisiana and Mississippi to collect historic building and archaeological survey data using GIS and GPS technology. FEMA initially used these technologies in NHPA Section 106 compliance-related surveys but eventually expanded these efforts to other historic properties (including previously identified historic districts) so that comprehensive data would be available in advance of future disasters.

To further the partnership established between these two agencies, a workshop was held in July 2008 in Washington, D.C., to develop objectives establishing GIS national standards for cultural resources in times of Presidentially-declared disasters. A number of federal, state, and tribal agencies attended the event. This workshop resulted in a set of recommendations that include the following:

- cultural resource data should be in a digital format and available in advance of disasters;
- determining those areas where there are no cultural resources present in advance of disasters is important ; and
- a standardized "survey kit" including GPS hand-held units with a generic data dictionary should be developed to encourage widespread adoption of the technology.

FEMA's use of NPS GIS staff, following Hurricane Katrina, was helpful in the accurate and efficient identification of historic properties following this disaster. Even today, FEMA continues to use the information gathered to balance its assistance to those communities still recovering from this disaster while meeting its stewardship responsibilities under NHPA for the protection and use of historic properties.



NASA

THE LUNAR LANDER FACILITY AT LANGLEY RESEARCH CENTER, VA, IS A NATIONAL HISTORIC LANDMARK REHABILITATED FOR THE ORION CAPSULE TESTS IN ACCORDANCE WITH AN AGENCY-WIDE PROGRAMMATIC AGREEMENT BETWEEN THE VIRGINIA STATE HISTORIC PRESERVATION OFFICER, THE NATIONAL PARK SERVICE, AND THE ACHP.

are confronted with the need to evaluate properties in their 50th year for eligibility to the National Register of Historic Places. This responsibility extends to all historic property types, including cultural landscapes, ethnographic sites, and those of significance to Indian tribes and other minority communities. As numerous properties approach this threshold, the workload under Sections 106 and 110 will undoubtedly increase as will the need for adequate staff and resources to complete these evaluations.

One of the most effective forms of protection for a historic property is its use. Many agencies reported that they were continuing to use their historic properties, through rehabilitation, continued access to historic properties, and use by traditional practitioners. For example, NASA is refurbishing the Lunar Lander Facility at Langley Space Center, which is a National Historic Landmark, for the forthcoming Constellation program. While there may be alterations or upgrades, the facility will be saved from abandonment and continuing deterioration.

Despite the fact that the FS has no formal policy to retain non-mission-critical properties in its inventory, it has been able to retain some excessive administrative properties by converting them to recreation rental cabins for public use. Recognizing the benefits of such reuse, the FS has established an entire unit for entrepreneurial activity to explore and develop these sorts of conversions and adaptive uses.

The BLM has acknowledged that traditional practitioners use many of its properties, particularly properties of religious and cultural significance to Indian tribes. Although few other agencies acknowledged or reported on this form of use, agencies should recognize the important and critical role such properties play in the maintenance of tribal practices and traditions. Visitation and use by these practitioners also provides a form of protection, in that these users can monitor the condition of such properties and deter vandalism and harm. The unique relationship between these users and property types underscores the importance of federal agencies consulting and including Indian tribes in the development of strategies for identifying, evaluating, and protecting these property types.

One creative example of historic property use that promotes heritage tourism is NOAA's Florida Keys National Marine Sanctuary's Web-based "shipwreck trail" which combines modern technology with a favorite recreational hobby—underwater diving. The "trail" highlights the region's rich maritime history and encourages the public to visit the Florida Keys and dive the trail's nine carefully chosen, mapped, and

CASE STUDY

FEDERAL AGENCY DEPARTMENT OF THE ARMY **LOCATION** UNITED STATES ARMY GARRISON, FORT A.P. HILL, VA

INNOVATIVE MITIGATION STRATEGIES FOR ARCHAEOLOGICAL SITES

The Department of the Army spends approximately \$20 million per year to address the effects of its actions on historic properties within its installations. A significant portion of the funding is spent on surveying land not previously surveyed and/or excavating known archaeological sites that would otherwise be damaged or destroyed. The Army has acknowledged that some of these excavations provide limited public benefit when archaeological excavation and data recovery occurs on archaeological sites already clearly understood.

Recognizing the redundancy of the data produced by some of these excavations, the Army is working with the archaeological community to identify new alternatives to traditional “dig and destroy” methods that are frequently responsible for producing redundant data.

Based on these goals, the Army is piloting a new, innovative mitigation strategy for archaeological sites that can be applied in the right situation. The strategy sets aside funds that would have been spent on performing repetitive data recovery with limited public benefit and, after reaching an agreement with consulting parties, uses them instead for purchasing off-site easements and development rights on parcels that contain other significant historic properties, as well as the production of public outreach materials. The Army is committed to

excavations, Fort A.P. Hill is contributing funding to purchase an easement for preservation in perpetuity of portions of Camden, a neighboring National Historic Landmark. Camden's grounds include the well-preserved archaeological remains of a Contact Period Indian village that is one of the most significant sites in the region. This effort has come about through extensive consultation with state agencies, the landowner, Indian tribes, and other interested groups.

The timing of the project was fortuitous. The private owner of Camden had been proposing to begin gravel-mining operations on his land, including the NHL, at about the time that the Army's negotiations with him began. By starting the process when it did, the Army was able to prevent damage to the NHL, and ease the path for



The Camden archaeological site (44CE3) is located on the south side of the Rappahannock River approximately 2.5 miles east of Port Royal in Caroline County, Virginia. The site was occupied by Virginia Indians from c. 1650 until c. 1690, and was part of a much larger complex of Native American settlement that occurred in this area during the 17th century and continued into the early 18th century. One of the most interesting artifacts recovered was this silver medal or pendant, owned by the Virginia Historical Society, with an especially worn perforation. On one side are floral designs and the words, “Ye King of;” on the other side are additional engravings and the word “Machotick.”

VIRGINIA DEPARTMENT OF HISTORIC RESOURCES

working with installations and stakeholders to develop new partnerships that promote alternative mitigation and conduct archaeology in a manner that serves both the Army mission and the greater public good.

The Army's use of alternative mitigation strategies at Fort A.P. Hill, Virginia, will allow it to address impacts related to the increase of land use for training under the Base Realignment and Closure Act of 2005. The increased training requires construction at Fort A.P. Hill that will adversely affect several small Civil War campsites, earthworks, and 19th century home sites on the installation. Rather than conduct full-scale

construction on the installation, while providing a financial benefit to the landowner through the purchase of his development rights.

The Programmatic Agreement memorializing the terms of the mitigation was signed in August 2008, and the easement was ultimately signed in October 2008. The project placed about 500 acres of land in a conservation easement that will preserve an important historic site for the public, provide for farmland preservation while preventing incompatible development encroachment on the installation, and expend federal funds in a manner that benefits the public.



interpreted sites. Such “up close and personal” opportunities also support conservation education and better stewardship.

Sometimes, the management of historic properties requires that they no longer be available for public use to ensure their protection. The FS has ordered a forest-wide closure order on camping or building fires in the rockshelters of the Daniel Boone National Forest, Kentucky, in order to protect these important archaeological sites. Many DOI bureaus reported that archaeological properties that are vulnerable to looting have been closed to public access, and the disclosure of locational information restricted to reduce harm. In such instances these management decisions may be appropriate in order to ensure the protection and long-term stewardship of these property types. The Bureau of Reclamation has also produced an anti-looting film that will be released in 2009.



NOAA

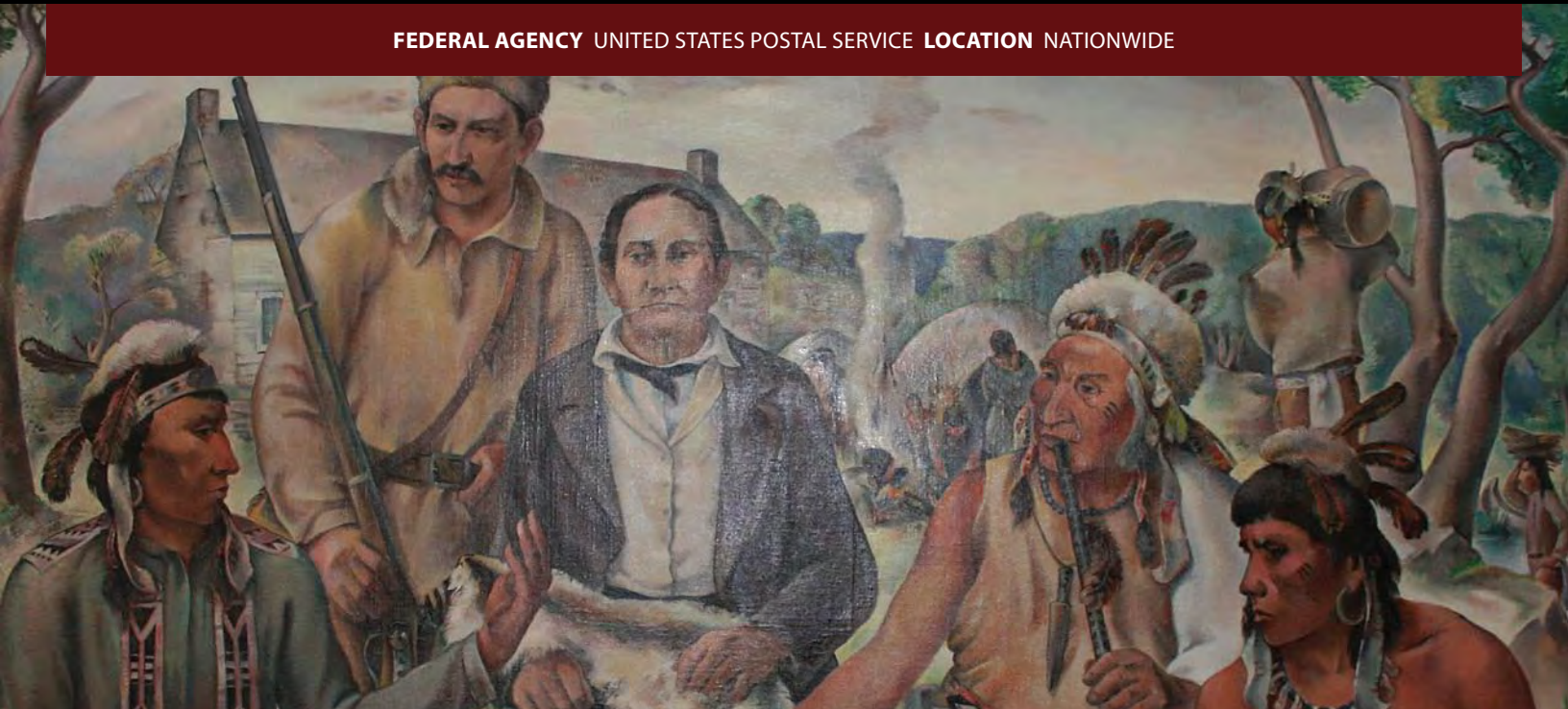
THE OLD COAST GUARD BUILDING 1 AT LAKE MICHIGAN FIELD STATION, PART OF NOAA'S OCEAN AIR RESEARCH, GREAT LAKES ENVIRONMENTAL RESEARCH LABORATORY, IN MUSKEGON, MI, WAS RENOVATED INTO RESEARCH LABORATORIES, OFFICES, A LECTURE CENTER, DORMITORY, AND LIBRARY, EXPANDING THE OPPORTUNITIES FOR MULTI-INSTITUTIONAL COLLABORATION AND PARTNERSHIPS ON A LOCAL, REGIONAL, AND NATIONAL BASIS.

Many agencies reported on the growing volume and cost of deferred maintenance of historic properties. While continuing to manage historic properties they often struggle to fund and implement regular assessments of the condition of their historic properties. One of the many agencies to report improvement in this area was the NPS which has instituted a policy to conduct comprehensive condition assessments for industry-standard assets on a five year cycle. The first five-year cycle of comprehensive condition assessments has been completed. To date, the NPS has completed comprehensive inspections on more than 28 million square feet of buildings and housing and 1,702 utility systems at 363 parks. This program will assist the NPS in reducing the accumulated backlog of deferred maintenance needs. GSA indicated in its progress report that it routinely gathers information on condition and maintenance needs of all buildings and has made a commitment to continue to do so.

Many agencies use a suite of analytic tools for asset management. For example, the DoD has instituted an adjustment to one of its assessment tools that accounts for the unique cost of replacing historic property elements. When calculating the Plant Replacement Value of a building or structure, DoD allows for a “Historical Requirements Adjustment” of an additional 5 percent in cost. According to the DoD in its report, “this adjustment recognizes that adequately budgeting for the maintenance and repair of historic real property can cost extra. An examination of DoD PRV in May 2003 confirmed the continued need for the 5 percent adjustment, [due to] cost impacts of historic facilities or facilities located within historic districts.” These higher costs led the agency to issue Unified Facilities Criteria 3-701-07, *DoD Facilities Pricing Guide*, which in 2007 institutionalized this adjustment.

CASE STUDY

FEDERAL AGENCY UNITED STATES POSTAL SERVICE LOCATION NATIONWIDE



The mural "A. Grignon Trading with the Indians" represents the early settlement of Kaukauna, WI, when Augustin Grignon, a fur trader and early settler, operated a trading post in the 1830s from which he was able to trade with local Indian tribes such as the Menomini and Chippewa.

USPS

NEW DEAL ARTS COLLECTION

The United States Postal Service owns, maintains, and protects a significant collection of public artwork that tells the story of America through the eyes of artists during the Great Depression of the 1930s. For the most part, large-scale murals were created under the Treasury Department's Section of Painting and Sculpture and the Treasury Relief Art Project on subjects pertaining to national, state, or local history and culture.

The USPS owns many of these historic objects and artworks, referred to as the New Deal Arts Collection. Recognizing the preservation value of this aging collection, the USPS has devoted funds to protect and restore many of these works of art.

Over the years many murals have suffered from various forms of decay and deterioration. A lack of funding, knowledge, and expertise needed for conservation and restoration at the local level has left many of these artworks in sad condition. In preparation for the celebration of the 75th anniversary of the New Deal Program in 2008, the USPS made an effort to preserve this significant and historic art. Within the past three years, the USPS has successfully cleaned and/or restored 37 murals.

The USPS, in partnership usually, funds preservation of these murals with local communities. With conservation and restoration as the main objectives, the USPS and the local communities work to develop educational and informational materials for artwork located within USPS facilities. While it is the USPS' policy to keep these murals in their original locations, this is not always possible due to

changes in the building's ownership and/or changes to the building to suit the needs of its owners. The same is true for preservation of the murals. In most cases conservation and restoration are possible; however, when the poor condition of the murals prohibits restoration, the USPS has committed to documenting those it cannot rehabilitate.

Redication ceremony of the mural "A. Grignon Trading with the Indians" in the new Kaukauna Post Office. From 1988 to 2007 the original post office building was used by the Kaukauna School District to house their administrative offices and, during this time, the school district served as a steward of the mural. In 2007, the school district offices relocated and, in turn, the USPS decided to move the mural to its new Kaukauna location. From left to right: Diana Klapperich, Officer-In-Charge, Kaukauna, WI, USPS; Dallan Wordekemper, Federal Preservation Officer, USPS; Lloyd McCabe, Superintendent, Kaukauna Area School District; and David Martin, District Manager, Lakeland District, USPS.

USPS





VA

OLD QUARTERS CONVERTED INTO AFFORDABLE HOUSING THROUGH AN ENHANCED USE LEASE AT LEAVENWORTH VETERANS AFFAIRS MEDICAL CENTER, KS

Some proactive steps in the management of other historic property types were also reported. While in general there is a need for more attention to cultural landscapes, one example of an agency that is taking steps to develop models for improving the recognition of these property types is the BLM through its intention to fund landscape-level studies. BLM hopes these studies will generate information to support the development of improved Resource Management Plans designed to avoid impacts to significant cultural resources, including areas of traditional cultural importance to Indian tribes. Their incorporation of cultural landscapes into these management plans should help identify areas that are suitable and unsuitable for development and improve the development of land use authorizations. This effort has completed between three and five surveys annually between 2005-2007.

SUMMARY

The 2008 progress reports received by the ACHP on federal agency efforts to identify, protect, and use historic properties show improvement and are demonstrative of the concerted efforts many agencies are making to manage properties in accordance with the goals of NHPA and EO 13287. While many challenges remain and new opportunities are emerging, the ACHP notes significant progress in the development of public-private partnerships and the inclusion of non-federal stakeholders in the consideration of these stewardship issues.

CASE STUDY

FEDERAL AGENCY NATIONAL PARK SERVICE LOCATION NEW YORK, NEW YORK



The Main Building at Ellis Island, NY

BIGDOG / FOTOLIA

CENTENNIAL CHALLENGE PROGRAM TO CREATE THE PEOPLING OF AMERICA CENTER

On September 24, 2008, Secretary of the Interior Dirk Kempthorne joined the Statue of Liberty-Ellis Island Foundation, Inc. and the National Park Service in unveiling plans for a significant expansion of the Ellis Island Immigration Museum to be called the Peopling of America Center.

Designed by ESI Design, this new center will expand the story currently told of the Ellis Island Era (1892-1954) to include the entire panorama of the American immigration experience, with exhibits dedicated to those who arrived before Ellis as well as those who arrived in the immediate post-1954 years, right up to the present. It will illustrate the American immigration story across the generations and the important role immigrants have played in the United States.

Secretary Kempthorne announced that \$2.3 million was committed to The Peopling of America Center as part of the National Park Service Centennial Challenge Initiative, and the Bank of America Charitable

Foundation is providing \$1.5 million in matching funds, along with a \$1 million match by the Annenberg Foundation.

The Peopling of America Center, a \$20 million undertaking, continues the historic partnership between the Statue of Liberty-Ellis Island Foundation and the National Park Service. It will entail the redesign of one major existing gallery, the restoration of two historically important spaces to accommodate additional exhibits, and the rehabilitation and adaptive reuse of the New Immigration Building to house the museum's curatorial center. The Peopling of America Center is expected to be completed in 2011.



U.S. CUSTOM HOUSE, PHILADELPHIA, PA (GSA)



5

LOOKING TO THE FUTURE:
CHALLENGES IN FEDERAL STEWARDSHIP

Looking to the Future

In addition to the information federal agencies provided on the identification, protection, and use of historic properties, agencies reported on a number of issues in the management of historic properties that will require new strategies for their effective stewardship. Because these issues will affect property-managing agencies in different ways, they were not reported uniformly in the progress reports. It is clear, however, that these issues will continue to have broad effect on property managing agencies in the coming years. Many agencies have raised these issues in a variety of contexts, including in stewardship meetings with SPOs and FPOs.

The 2008 progress reports reaffirmed that federal real property portfolios include a broad and diverse range of historic properties that can only be effectively managed with a similarly diverse set of management protocols, procedures, and other tools. Agencies have acknowledged that strategies for the management of one property type or even one very specific property may not be applicable to others, and the protection afforded to one property may not be realistically applied to multiple properties. While most agencies have tools and procedures at their disposal that are sufficiently diverse to prepare them for most anticipated management challenges, many agencies are presented with obstacles from time to time that cannot be effectively addressed by current business models or standard federal practices. Federal agencies are encouraged to review their policies and procedures for the identification, protection, and use of historic properties to ensure they are adequate to respond to evolving and emerging preservation issues.

ENERGY EFFICIENCY AND SUSTAINABILITY

The Energy Independence and Security Act of 2007 has established broad directives to federal property managers to reduce energy consumption and increase the energy efficiency of federal buildings over the next 20 years. It also established an Office of High-Performance Green Buildings within GSA to promote energy efficient technology in federal buildings and facilities. In doing so, the federal government has established timelines for reducing the environmental impact of the operation of its buildings and increasing their energy efficiency. By mandating the establishment of a sustainable infrastructure that will reduce and ideally eliminate the introduction of additional carbon into the environment, the federal government is making a commitment to sustainability that is likely to accelerate in the future.

Agencies faced with meeting these standards will need to assess the energy efficiency and performance of current property holdings to determine whether existing infrastructure meets the goals established by EISA or whether buildings should be considered underperformers in need of retrofitting, rehabilitation, or disposal. Historic buildings and facilities in federal ownership were often constructed to high standards in part due to the availability of high quality materials, access to local craftsmanship, and relatively low cost of skilled labor in the past. They were also typically constructed to be responsive to local climates. Frequently the greater massing and higher quality construction materials used in their construction support modern energy efficiency goals and relatively long life cycle use.

Although there is increasing awareness of these benefits and the value of the embedded energy already contained by these buildings, some agencies have moved forward with the disposal of older, underperforming buildings to make way for new, more energy efficient buildings because they lack sufficient understanding of their retention value and energy efficiency potential. The perceived higher cost of retrofitting or converting older buildings into energy efficient buildings that meet goals established by EISA has also acted as a deterrent to some agencies for retaining these buildings. At stake is the potential loss of many historic buildings and structures that could be strong energy performers but that are instead perceived



ACHIP
REMNANTS OF WORLD WAR II
ROCKET LAUNCH RAMP AT EGLIN
AIR FORCE BASE, FL



KEVIN G. REEVES (PHOTOGRAPHER) / COURTESY OF WESTLAKE REED LESKOSKY (ARCHITECTS AND ENGINEERS)

ONE OF THE FIRST HISTORIC REHABILITATION PROJECTS TO RECEIVE LEED – NEW CONSTRUCTION CERTIFICATION IN OHIO, AND SETTING A NEW STANDARD OF ACHIEVEMENT IN LINKING HISTORIC PRESERVATION AND LEED CERTIFICATION, THE HOWARD M. METZENBAUM U.S. COURTHOUSE REPRESENTS A GROUNDBREAKING APPROACH THAT INTEGRATES SUSTAINABILITY PRESERVATION AND CORRELATES LEED CERTIFICATION CRITERIA WITH THE SECRETARY OF THE INTERIOR’S STANDARDS FOR REHABILITATION OF HISTORIC PROPERTIES. THE METZENBAUM U.S. COURTHOUSE RECEIVED LEED-NC CERTIFICATION VERSION 2.0 ON APRIL 19, 2006.

as barriers to meeting these goals. Despite the wealth of information and case studies to the contrary, many agencies often assume that historic windows fail to meet current energy efficiency standards and are thus the central focus of federal agencies looking to make quick improvements in energy efficiency.

Some agencies, including the DoD, report efforts to assess the replacement value of their buildings and unique costs of rehabilitating historic assets. While agencies must report on the value of their assets as part of the FRPP, few have calculated the costs of rehabilitating historic properties while preserving the material and craftsmanship inherent in their construction, like DoD has done. As increased energy savings are mandated every year by EISA, federal agencies will be confronted by increasing pressure to retrofit historic buildings and structures to meet these overall goals. In doing so, agencies should consider the typically greater reinvestment potential in historic buildings and structures that are often built to better standards and, once renovated, are strong performers. Agencies should also factor in the inherent energy already imbedded in these buildings and the potential environmental cost of disposing of these materials.

Agencies are increasingly turning to the standards developed by the U.S. Green Building Council for the renovation of their buildings, known as Leadership in Energy and Design standards, to achieve these energy performance improvements. LEED has primarily focused on new construction, and there are not well-established LEED metrics that value and measure embodied energy life cycle and durability of historic buildings, materials, and systems. This is an area for future attention, and is actively being pursued by the National Trust for Historic Preservation and a variety of public and private partners.

PRESERVING LEGACY BUILDINGS

Federal agencies that own iconic historic buildings report they have experienced limitations in their ability to fund the repair and alteration necessary to ensure these buildings remain occupied and viable. Often considered to be the most recognizable and prominent public buildings in federal ownership, these structures include monumental buildings such as GSA-owned courthouses, custom houses, and agency headquarters, as well as administrative buildings, post offices, residences, and health care facilities owned by other federal agencies, most of which were constructed to high architectural standards and with widely



THE NUMBER OF LARGE-SCALE ENERGY PROJECTS NOW BEING PLANNED FOR FEDERAL LANDS THROUGHOUT THE UNITED STATES, AND PARTICULARLY IN THE WEST, WILL HAVE SIGNIFICANT IMPACTS TO HISTORIC PROPERTIES, INCLUDING HISTORIC TRAILS AND ROADS, RANCHING AND MINING LANDSCAPES, AND SITES OF TRADITIONAL CULTURAL AND RELIGIOUS SIGNIFICANCE TO INDIAN TRIBES.

BLM

recognizable artisanship. Typically located in town or city centers and near other important properties, these buildings remain profoundly important symbols of federal stewardship and community pride. The GSA has identified 226 such buildings in its inventory as legacy buildings. Agencies such as the NPS or the USPS are similarly responsible for others.

GSA reports that it cannot carry out the reinvestment required to sustain its core inventory of legacy buildings with currently available funding. Based on its own calculations, GSA has stated it has a need for an additional \$3.6 billion to carry out repair and alteration for the historic portfolio whose estimated functional replacement value is \$10.3 billion. As a result of limitations in funding, declining purchasing power, and building material cost escalations averaging 7 percent a year, GSA's 2008 budget funded 67 percent of its reinvestment needs compared to its 2002 budget. With shrinking buying power and limited flexibility to leverage the value of these assets, funding options are limited, and agencies like GSA are faced with the possibility that some legacy buildings that can no longer be maintained may need to be sold or transferred out of federal control to state or private entities.

INVENTORY REDUCTION

Since 2006, Congress and the Bush Administration stepped up their challenge to federal agencies to reduce their property holdings to only those essential in meeting agency missions. As part of President Bush's Management Agenda, the Office of Management and Budget reported that agencies have disposed of \$7 billion in unneeded real property out of a total of \$15 billion in unneeded real property. By 2009, agencies will have disposed of an additional \$2 billion in unneeded real property.

Many federal agencies that have identified non-essential or "under-performing" property are confronted by the prospect of disposing of large numbers of buildings, facilities, and structures no longer critical to agency missions. Many of these properties are heritage assets and historic properties. Excess acreage may also contain archaeological sites, cultural landscapes, or other heritage features. The disposal of federal properties presents unique challenges to agencies that must deal with budgetary and management priorities, identify mission-critical assets, and determine how non-critical assets can or should be removed from ongoing management or otherwise taken out of federal control. Agencies report that donation; sale; transfer to other federal, state, tribal, or private entities; leasing; and demolition are all utilized on a case-by-case basis to reduce unnecessary property holdings. Few agencies report, however, that the reduction process is guided significantly by consideration of the historic value properties identified as "mission non-critical" may possess, or by a complete awareness of the actual or potential benefit these properties may have for retention. As a result, agencies are often compelled to dispose of properties on a case-by-case basis without a strategic policy that recognizes the historic value of this property for retention or reuse.



GSA

JOHN F. KENNEDY FEDERAL BUILDING, IN BOSTON, MA, IS ONE OF THE FEDERAL GOVERNMENT'S MOST NOTEWORTHY MODERN DESIGNS. MASTER ARCHITECT WALTER GROPIUS (1883-1969) AND HIS FIRM, THE ARCHITECTS COLLABORATIVE, DESIGNED THE COMPLEX WITH THE ASSISTANCE OF BOSTON ARCHITECT SAMUEL GLASER. GROPIUS WAS ONE OF THE MOST INFLUENTIAL ARCHITECTS OF THE 20TH CENTURY, FOUNDING THE WORLD-RENOWNED BAUHAUS SCHOOL IN WEIMAR, GERMANY, IN 1919. A STAFFED HEALTH UNIT, ADMINISTRATIVE SUPPLY STORE, CREDIT UNION, AND DUPLICATING PLANT WERE PRESENT WHEN THE COMPLEX OPENED. ALL OFFICES IN THE BUILDING WERE LOCATED NO MORE THAN 150 FEET AWAY FROM STAIRWAYS AND RESTROOMS.

GSA has a well-established disposal process that gives serious consideration to historic preservation, with first priority given to uses that keep historic buildings public, through public benefit disposal authorities that actively promote reuse for government, educational, recreational, and other community uses. In September 2008, GSA released internal guidance on optimal ways to use other disposal authorities and available legal mechanisms to achieve positive stewardship outcomes and community benefit.

The DoD, which is currently the largest federal building holder, stated in its 2008 progress report that its Instruction 4165.72 directs real property officials to

ensure that ... real property for which there is no foreseeable military requirement, either in peacetime or for mobilization, and for which the Department of Defense does not have disposal authority, is promptly reported for disposal to [GSA] ... in accordance with applicable regulations of those agencies.

“Foreseeable military requirement” may be subject to a number of interpretations. This mandate goes beyond DoD’s BRAC program to apply even to those properties that are not subject to disposal through BRAC.

The Departments of Defense, Homeland Security, and Justice all report significant restrictions on the use of public-private partnerships or leases to identify alternate uses for non-mission critical property due to security issues and concerns. For these agencies, excess property is frequently located within secure perimeters and is often adjacent to other federal property that must remain in governmental control and secure from outside threat. Anti-Terrorism/Force Protection requirements establish minimum buffer zones and perimeters within which access must often be limited to federal personnel and authorized contractors. For these agencies, alternative uses for properties subject to abandonment and/or disposal within these zones are severely limited. Frequently property that was categorized as “temporary” and built to lower standards, such as facilities built during World War II and Korean War mobilization, is prioritized for disposal and considered less desirable for long-term reuse by public or private partners. Similarly, agencies frequently target property for abandonment or disposal where there are multiple units of identical or similar design (such as isolated groups of ammunition bunkers), and these may present reuse obstacles for partners who may not be interested in or capable of reusing multiple properties of a certain type.

In locations such as revitalized inner city cores, suburban areas, and within economically thriving communities, partners are often available and receptive to considering the reuse of federal property. However, agencies that have identified excess property in rural areas, economically depressed urban zones with high percentages of vacant building space, and more remote locations are faced with greater challenges in finding other users for these properties. The FS reports some success in identifying alternate uses for administrative complexes in some National Forests, and has been able to convert some of these buildings, specialized structures (such as fire lookout towers), and complexes to recreational uses such as residences or cabins for public lease. In circumstances where these properties are made available in or near tourism centers or other viable communities, the reuse of historic federal assets can stimulate adjacent and related economic development and ensure iconic structures within or near these communities remain as anchors for community identity and pride.

Agencies that are confronted with mandates to reduce property holdings would benefit from truly comprehensive inventories of their real property holdings and an understanding of the status of many of these as historic properties. Yet clearly many agencies continue to report that, although they have made incremental progress in identifying historic properties in their ownership, they still lack a comprehensive understanding of their inventory, and its historical significance has typically not been fully evaluated. Most agencies continue to report that they do not allocate sufficient funding to conduct inventories outside the Section 106 process. Not surprisingly, many agencies continue to depend on the identification efforts conducted in compliance with

CASE STUDY

FEDERAL AGENCY DEPARTMENT OF THE ARMY LOCATION HAMPTON, VA



Fort Monroe, VA

U.S. ARMY

CLOSURE OF FORT MONROE, VA

In its fifth round of BRAC, the Department of Defense is working to reorganize its base structure to more efficiently and effectively support the military mission. Under the 2005 BRAC legislation, Fort Monroe, Virginia, an active Department of the Army garrison, will close in fiscal year 2011.

Fort Monroe covers 570.3 acres, of which 288.15 acres will revert to the commonwealth of Virginia, and the remaining acres will transfer from the Army to a non-federal entity. The commonwealth of Virginia's Fort Monroe Federal Area Development Authority has been approved by the DoD as the Local Redevelopment Authority, the official entity responsible for developing a reuse plan for the property under BRAC.

A large portion of Fort Monroe is a National Historic Landmark constructed between 1819 and 1834. Fort Monroe was a coastal fortress and is associated with a number of significant historical figures, such as Abraham Lincoln, Robert E. Lee, and Jefferson Davis. Fort Monroe is one of the oldest active military installations in the nation. It contains the largest stone fort in America, and it is the only fort surrounded by a moat.

There was a great deal of local and national interest in the outcome of this closure action and the subsequent reuse of the property. The ACHP officially became involved in Section 106 proceedings in February 2006. There are 32 consulting parties formally consulting with the Army.

The Army, the FMFADA, Virginia Department of Historic Resources, the National Park Service, and the ACHP have been working together on the development of a Programmatic Agreement to establish a new path forward for this important property. The agreement will provide for Army mitigation measures including the development of a viewshed analysis, a cultural landscape study, revising the Fort Monroe NHL District nomination, additional investigation to locate or identify a possible freedman's cemetery, and providing subsequent processes for any required environmental clean up, as well as procedures for the future management of this historic property.

One of several historic cisterns at Ft. Monroe, VA. The garrison depended on cistern water and water brought in from wells on the mainland.

ACHP



Section 106 of the NHPA to establish their inventory of historic properties and, therefore, have an incomplete understanding of their holdings outside of areas impacted by specific development or facility plans.

The completion of comprehensive inventories will require agencies to prioritize the establishment of such inventories, develop goals for improving and completing them, and a common understanding of procedures and protocols for identifying and evaluating historic properties. It will also require agencies to allocate dedicated funding, staffing, and other resources. Given the changes in real property management standards, agencies have the opportunity to build upon existing reporting requirements to accomplish this goal.

In 2008, the FS revised its “Forest Service Manual 2360 – Heritage Program Management” to provide further direction to its users on the identification and evaluation of historic properties on all its lands in accordance with Sections 106 and 110 of NHPA, and EO 13287. By linking this broad directive to the use of a corporate database available to all nine regions of the FS, it has established a system that promotes the development of a comprehensive inventory that will provide information necessary to make informed decisions on the status of excess property slated for disposal. While this system alone cannot ensure an inventory of all FS property will be completed, it has established a framework for doing so.

Prior to disposal, few agencies reported any efforts to include the historic status of a property as a factor to consider. Federal agencies would benefit from the development and use of such scoring protocols where the value inherent in historic properties that may provide certain uses or benefits to federal, state, tribal, or local communities is acknowledged and weighted as a positive asset to the federal government.

Federal agencies would further benefit from the development of strategic reuse plans that recognize the historic status of properties and their suitability for reuse through leases, public-private partnerships, or preservation in place. Critical to the development of such plans is coordination with Senior Real Property Officers, designated under EO 13327, who typically have control over the development of procedures and scoring mechanisms for identifying excess property. Most agencies continue to report limited coordination between SPOs, designated under EO 13287, and Senior Real Property Officers.

GROWTH IN THE MODERN ERA

Similar to the explosion of buildings, structures, and art works during the New Deal, the American infrastructure underwent substantial growth in the 1950s, 1960s, and 1970s as the result of social and economic programs to expand and stimulate the economy. Known by some as the “Great Society,” the economic and socio-cultural expansion of this era required the construction of many federally owned facilities throughout America in order to meet the needs of the American people. Similarly, economic growth in the Cold War Era produced many defense related structures on federal lands. New federal military housing, post offices, administrative complexes, courthouses, research facilities, dams for energy production and water retention, office complexes, and other federal facilities were built to accommodate an expanding economy and population. Many non-federal facilities, such as public housing, highways, and bridges, were also built with federal assistance.

Buildings of this era were frequently constructed to common specifications and utilitarian standards. Constructed during an era of low cost and abundant energy, many were not designed for optimal energy efficiency. In contrast to earlier periods of federal construction, many of these buildings were considered to be temporary in nature with anticipated life cycles as low as 25 years.

Agencies report that, over the next 10 years, many of the buildings in their ownership constructed during this period will reach 50 years of age and become potentially eligible for nomination to the National Register of

Historic Places. Anticipating the challenge presented by the identification and evaluation of thousands of historic properties, agencies should consider programmatic approaches to the identification and evaluation of property types for which there are numerous examples of similar design and construction. Programmatic approaches, such as those used by the DoD to manage ammunition storage facilities and unaccompanied personnel housing through the establishment of ACHP-issued Program Comments, should be considered by federal agencies confronting these resource management challenges. Program Comments are just one of several alternate methods for federal agencies to meet their Section 106 obligations, while also jointly developing useful guidance for property management tailored to a category of resources.

Federal agencies would also benefit from the development of context studies and protocols for determining the significance and management needs of property types as they reach 50 years in age. Such protocols would assist these agencies in identifying time and cost savings approaches to their management as historic properties in the federal inventory. Agencies would also benefit from further guidance on how to apply the National Register of Historic Places criteria to certain classes or specialized types of properties, with multiple units and case studies that illustrate programmatic approaches to the management of such property types.

It is noteworthy that few agencies could point to the development of such strategies, with two notable exceptions. GSA established the Modern Era Buildings Initiative to develop and design a study for the establishment of recommendations on criteria for evaluation, inventory assessment, policy and guidance, and educational programs for Modern Era buildings, composing nearly one third of its total inventory of buildings. Similarly, the DoD has funded research and conducted symposia on emerging facility management issues and utilized the information gathered pursuant to EO 13327 to identify property management issues that affect all business units and that would benefit from treatment protocols applied programmatically and uniformly to these property types.

SUMMARY

The challenges noted in this chapter are by no means comprehensive or descriptive of the broad array of unique issues that agencies confront in the management of their historic properties and assets. Agencies are already addressing these challenges in a variety of ways, including the use of partnerships and new tools and strategies for managing historic properties. It is anticipated, however, that the increased workloads and demands placed on them to transform current federal properties into energy efficient, strong performing assets will require the application of new strategies and the allocation of sufficient resources to carry it out. Frequently the upfront commitment of resources to conduct advanced planning, develop strategic plans, and identify opportunities for streamlining current approaches to the stewardship of historic properties will result in down the line cost savings and greater protection of historic properties. Agencies should be encouraged to improve existing strategies and develop new ones to confront these emerging issues over the coming years.



ALAN CROTHWAITE / WORLD OF STOCK

TAKING ON ADDITIONAL HISTORICAL SIGNIFICANCE, THE NATIONAL PARK SERVICE HAS TAKEN GREAT CARE IN PRESERVING AND INTERPRETING THE ALCATRAZ INDIAN OCCUPATION FROM NOVEMBER 1969 TO JUNE 1971, ALCATRAZ, CA.



CORRY STATION, FL (U.S. NAVY)



6

FINDINGS AND RECOMMENDATIONS

Findings and Recommendations



This chapter contains the ACHP's findings regarding the current state of federal historic property management and its recommendations for improvement. While the primary basis for these conclusions is the 2008 progress reports submitted by federal agencies, the ACHP also took note of issues raised at SPO meetings, outcomes from the 2006 Preserve America Summit, ACHP business meetings, and recent actions that are underway to address the systemic problems agencies encounter in their stewardship of historic properties. While many agencies are improving the management and condition of their historic property inventory, many continue to approach historic preservation as a collateral responsibility, separate from and not adequately integrated into strategic plans for meeting core missions. Along with ongoing efforts to continue improving the federal property management system, the federal government should strive to further develop a stewardship ethic that recognizes the preservation, enhancement, and productive use of agency historic properties as a benefit to the American people.

The 2008 progress reports continue to demonstrate that historic preservation initiatives that involve partnerships with non-federal entities can bring significant social and economic benefit to both agencies and local communities. While many agencies have more fully embraced partnerships with state, tribal, and local communities and the private sector, there is ample opportunity to expand these partnerships, and there remains a demonstrated desire by local communities to engage further in heritage tourism and local economic development initiatives with federal agencies. Awareness of and appreciation for the value of the priceless resources under federal ownership will foster better management practices that will benefit these agencies, the American people, and the historic properties themselves.

The following findings and recommendations demonstrate priorities the ACHP believes should be addressed to further improve the federal preservation program and respond to emerging issues in the management of historic properties for the next agency reporting cycle in 2011. These actions will require the commitment of the ACHP and many other federal agencies with a vested interest in the protection of historic properties.

FINDING NO. 1

Many of the agencies that own and control federal real property have made real progress since 2005 in identifying historic properties and reporting on their condition. However, many agencies confronted by multiple federal reporting requirements continue to provide incomplete progress reports, use and define terminology describing their inventory of historic properties differently, and struggle to provide comprehensive and complete information regarding the historic properties in their inventory.

The information provided by the majority of property managing agencies indicates that, because of continuing reforms in government accounting, most agencies are now regularly collecting and compiling information on historic properties and heritage assets for inclusion in required annual government-wide reports. On July 7, 2005, the Federal Accounting Standards Advisory Board issued its SFFAS 29, changing the classification of information reported on federal heritage assets from required supplementary stewardship information to required supplementary information with no asset dollar amount, subject to full audit scrutiny. Under SFFAS 29, agencies are now required (as of September 30, 2008) to report more fully on these assets as zero balance line items, thus compelling agencies to define what heritage assets are and how they meet their agency's mission. The ACHP expects the completeness and accuracy of this information to continue improving over the next three year EO 13287 reporting cycle.



Chaco Culture National Historical Park, NM

ACHP

CHACO CANYON IS HOME TO THE REMAINS OF MONUMENTAL STRUCTURES CONSTRUCTED BY NATIVE AMERICAN CULTURES BETWEEN AD 850 AND 1200. MANY DIVERSE PEOPLES HELPED TO CREATE A CEREMONIAL, TRADE, AND CULTURAL CENTER WHOSE ARCHITECTURE, ORGANIZATION, AND COMMUNITY LIFE WAS UNLIKE ANYTHING BEFORE OR SINCE.

The ACHP notes that methodologies and data systems for collecting such information continue to vary from agency to agency, and the quality and completeness of data reported remain highly variable. While most agencies have made substantial progress in reporting on the built infrastructure under federal ownership, archaeological sites and other forms of non-built historic properties (including cultural landscapes, properties of traditional cultural and religious importance, historic and culturally significant collections, and other heritage assets) continue to be under represented in inventories and reporting requirements. As a result, many agencies chose to provide summary estimates of the numbers of historic properties identified in the last three years and did not rely on information reported in their FRPP reports either because it was non-existent, incomplete, or incompatible. Because of this variability, it remains difficult for the ACHP to provide summary statistics on the numbers and types of historic properties currently under federal ownership.

Agencies that own and manage few or more limited real property holdings or specific types of heritage assets typically have more accurate inventories and uniform reporting standards. Land managing agencies have improved their reporting on historic properties; however, many continue to rely on estimates and statistical samples of their historic property holdings that are derived from Section 106 inventories and not developed as part of a more comprehensive inventory. Although some agencies report that regular condition assessments should occur for known properties, few report that such assessments are carried out due to budget and staffing constraints and, therefore, the condition of these properties is typically estimated with only partial data to support these estimates. Most major property holding agencies report progress in establishing and disseminating guidance to field staff on data collection. However, many smaller agencies still depend on the use of unqualified personnel to gather information on the location and significance of historic properties under their ownership.

Land managing agencies such as the BLM and FS reported continuous improvements on the development of databases and other tools for documenting information on the location and identity of historic properties, and BLM has developed strong partnerships with State Historic Preservation Officers in the management of these data.

These data management approaches serve as potential models for other agencies confronting similar challenges in the collection and management of these data. Unfortunately, these and many other federal agency databases are still populated almost solely by documentation gathered through Section 106 compliance activities and therefore demonstrate limited commitments to the identification of all historic properties in federal ownership as required under Section 110 of NHPA. In addition, many of these databases are technologically incompatible or use different reporting, classification, and other standards.

Federal agencies involved in recovery efforts in the wake of natural disasters have come to understand the challenge of accounting for the impact of these recovery activities on historic properties without first having a complete understanding of the location of these properties prior to the disaster. The value of developing comprehensive historic property inventories of both federally owned and non-federally owned properties as part of the agency planning process has been demonstrated by agencies who have sought to develop such inventories, in partnership with State Historic Preservation Officers and Tribal Historic Preservation Officers, after disasters such as Hurricane Katrina and the Midwest floods of 2008.

As federal agencies strive to carry out their responsibilities under Section 110 of the NHPA and develop comprehensive inventories of these properties, they may find that properties that once held a singular value now possess other values that reflect social and cultural changes within the last 50 years. Due to the passage of time, many historic properties have taken on a new layer of significance as a result of



KURT HOLTER / FOTOLIA

FEDERAL AGENCIES CONTINUE TO FACE CHALLENGES IN IDENTIFYING AND PROTECTING HISTORIC AND CULTURAL LANDSCAPES. THE NATIONAL PARK SERVICE HAS ESTABLISHED A PROGRAM TO DOCUMENT ALL CULTURAL LANDSCAPES WITHIN LANDS IT MANAGES, WHICH COULD SERVE AS A MODEL FOR OTHER AGENCIES. THE NPS HAS TRAINED CULTURAL LANDSCAPE STAFF IN EACH REGION AND MADE THIS EXPERTISE AVAILABLE TO ALL ITS PARKS. PICTURED ABOVE IS BURNSIDE BRIDGE AND WITNESS TREE, ANTIETAM NATIONAL BATTLEFIELD, MD.

modern events that have become embedded in the country's collective memory. They are then presented with the challenge of expanding the identification of properties to include values placed on sites by diverse stakeholders.

While there has been steady improvement in agencies reporting on the historic status of real property under EO 13327, the information provided will not be complete, as all identified properties listed as heritage assets in the SFFAS 29 will not have been evaluated against the criteria for listing in the National Register of Historic Places. With the exception of those reports submitted by major land managing agencies such as BLM, NPS, and FS, most agency reports for the various reporting requirements do not consistently address archaeological sites, cultural landscapes, and properties of cultural and religious significance to Indian tribes on federal lands, types of properties that are frequently overlooked in data gathering by agencies.

RECOMMENDATIONS

- Agencies with real property holdings should support the development of comprehensive historic property inventories that account for all historic properties and property types under their ownership using existing reporting requirements. In developing these inventories, agencies should consider partnering with State and Tribal Historic Preservation Officers, other state and tribal agencies, and local and regional entities that have the expertise to complete needed survey work and National Register of Historic Places evaluations and to update existing state and regional databases used for asset and cultural resources management. Agencies should also consider the establishment and support of comprehensive inventories when exploring appropriate outcomes in Section 106 consultation.
- Beginning in fiscal year 2010, the ACHP will work with the FRPC and its member agencies to convene a triennial conference on federal stewardship of historic properties and heritage asset management in order to identify opportunities for coordinating reporting under both EOs 13287 and 13327. The findings and recommendations from these conferences will be shared with SPOs and Senior Real Property Officers, the public, and the private sector.

FINDING NO. 2

Agencies would benefit from guidance on how to consider the advantages of retaining and converting historic buildings and structures into better energy performers to meet the goals of the EISA, as well as guidance on how to promote the development of a sustainable federal infrastructure that recognizes the economical and environmental value of retaining historic properties.

As previously noted, both the federal government and the private sector have demonstrated a strong commitment to promoting the transformation of the nation's buildings into energy efficient buildings that are sustainable for future generations. The federal government significantly furthered that

GSA



IN 2003, THE INTERNAL REVENUE SERVICE MOVED INTO THE HISTORIC BOYLE FURNITURE WAREHOUSE IN OGDEN, UT. SO PLEASED WAS THE INTERNAL REVENUE SERVICE WITH ITS NEW HISTORIC HOME, THAT IT REQUESTED MORE DOWNTOWN OFFICE SPACE. THE NEIGHBORING SCOWCROFT BUILDING, WHICH HAD BEEN SITTING EMPTY SINCE 1958, WAS THE MOST LOGICAL SITE FOR THE EXPANSION. MANY GROUPS PARTICIPATED IN THE PROJECT PLANNING, INCLUDING THE GSA, THE UTAH STATE HISTORIC PRESERVATION OFFICE, AND THE UTAH HERITAGE FOUNDATION. IN ADDITION TO MEETING HISTORIC PRESERVATION STANDARDS, THE SCOWCROFT PROJECT UTILIZED "GREEN" BUILDING TECHNIQUES. INFORMED BY BOTH HISTORIC PRESERVATION METHODS AND LEED STANDARDS FOR ENVIRONMENTALLY RESPONSIBLE DESIGN AND CONSTRUCTION, THE PROJECT TEAM SENSITIVELY REDESIGNED THE SITE AND THE BUILDING'S EXTERIOR AND INTERIOR WHILE PRESERVING ITS HISTORIC INDUSTRIAL FEEL. THE SCOWCROFT BUILDING RECEIVING LEED-NC SILVER VERSION 2.0 ON NOVEMBER 4, 2005.



ACHP

OLD POST OFFICE BUILDING, WASHINGTON, D.C.

commitment through enacting EISA and more broadly considering how LEED standards may be applied to federal buildings, particularly historic buildings. It is clear from the 2008 progress reports and other interactions with federal real property managing agencies, however, that little guidance is available to federal agencies on how to transform the existing infrastructure into a more green and energy efficient one while recognizing the environmental benefit of retaining historic properties in the process.

Agencies have demonstrated that many of their historic buildings and structures are built to high structural standards and have correspondingly long expected life cycles, and that they can easily become better energy performers through the application of new technologies that improve usability and energy efficiency without routinely requiring the replacement of historic fabric. While these technologies are widely known and applied in the private sector, many federal agencies have not developed or provided guidance to their facility managers on the application of these standards to historic buildings, and often do not provide funding for the upfront investment

required to convert these into better performers and provide a return on this initial investment over the long term. Agencies also lack guidance on how to consider the embodied energy within these buildings as part of the equation in measuring their overall energy performance and suitability for rehabilitation or disposal.

RECOMMENDATIONS

- The Administration should launch an immediate initiative to maximize the economic and energy efficiency of federally owned historic buildings. The initiative should include collaboration with the USGBC to refine LEED standards that apply to historic buildings; the conduct or support of necessary research to accurately evaluate the energy efficiency of historic buildings using Life Cycle Assessment techniques; the identification of impediments to cost-effective energy retrofits of historic federal buildings; and the provision of technical guidance and assistance to federal building managers in addressing energy efficiency issues in historic buildings. The initiative should engage major federal property management agencies, the technical historic preservation expertise of the NPS, the energy efficiency expertise of the Department of Energy and the Environmental Protection Agency, the National Trust for Historic Preservation through its sustainability program, and the private sector.
- Senior Real Property Officers and SPOs should collaborate on the development of procedures to ensure that buildings and structures being considered for rehabilitation or disposal to meet energy efficient performance goals, are subject to a complete evaluation as historic properties and their preservation value for reuse, local economic development, and/or impacts to landfills. These considerations should be taken into account when making final management and treatment decisions.

FINDING NO. 3

Federal agencies that own legacy buildings and other iconic and monumental historic buildings and structures receive limited reinvestment funding to conduct needed repairs and alterations to keep up these properties. Federal agencies would benefit from improved flexibility in using public-private partnerships through Section 412 of the General Provisions, Consolidated Appropriations Act; Section 111 of NHPA; enhanced use leases; and similar authorities, consistent with agency mission and governing laws, for the preservation and use of these and other federally owned and controlled historic buildings and structures.

Section 111 allows agencies to reinvest lease proceeds into historic preservation activities involving the subject property or other historic buildings. However, few agencies' legal offices recognize the authority of Section 111 or consider it a sufficient legal authorization within their establishing legislation, mission, and performance measures. Using Section 111 authority, projects that may not have been considered a funding priority in a previous fiscal year could draw on a new source to receive the needed funding. Proceeds from Section 111 leases could also provide funds to reinvest in other historic buildings and structures.

Although Congress provided authority for GSA to use Section 412 of the General Provisions, Consolidated Appropriations Act, to help meet its reinvestment needs, GSA reports that this authority is currently underused because of the effect established budget scoring rules have on leasebacks. Section 412 authorities allow GSA to create outlease-leaseback relationships with private companies that would provide the capital to preserve and upgrade important historic

buildings. However, budget scoring rules, developed jointly by the Office of Management and Budget, the Congressional Budget Office, and the House and Senate Budget Committees require the government's cost for the entire lease term to be financed up front in the first year of the lease. This treatment has limited GSA's ability to use private financing to leverage the equity value of government assets. Greater flexibility with the application of budget scoring rules to outlease-leaseback transactions made pursuant to Section 412 leases would facilitate GSA's ability to keep these important federal public buildings occupied and viable.

The VA and other agencies confronted by inflexible budget scoring rules report similar limitations in their ability to fully use the enhanced use lease authority available to them. Without sufficient flexibility to fully utilize these authorities, GSA and other federal agencies will find it increasingly difficult to maintain these buildings and structures to useable standards and may be forced to remove them from their inventory for disposal to state or local governments who are already using privately funded redevelopment-leaseback arrangements to finance rehabilitation of historic buildings they own.

In reviewing agency responses regarding their use of Section 111 of NHPA, it was evident that, while some agencies successfully use this provision of the NHPA when exploring options for addressing excess and surplus real property, most do not. Thus, opportunities to preserve historic properties excess to agency mission requirements or that are functionally obsolete for specific agency programs are frequently not considered for lease or exchange. The impediments to using Section 111 vary from agency to agency, but those that identified specific impediments most often identified the inability to retain the proceeds of these leases for more than two years as the most limiting factor in their use.

RECOMMENDATIONS

- The Administration, in collaboration with the Office of Management and Budget, GSA, the NPS, and the ACHP, should assess the impact of budget-scoring rules as they relate to the use of Section 412 authority for outleasing historic buildings and structures as well as Section 111 leases and enhanced use leases for all agencies. If revisions to the budget scoring rules and statutory clarification on Section 111 authority and operation are warranted, the Administration should also work with Congress on such changes to promote creative and cost-effective ways to reuse historic federal buildings.
- The Department of the Interior, in collaboration with GSA and the ACHP, should review the provisions of Section 111 to determine whether obstacles that preclude agencies from retaining proceeds from the sale, lease, or transfer of historic properties for the reinvestment in historic properties should be removed, and if so take appropriate steps to remove them.

FINDING NO. 4

Agency strategic plans, which are prepared by senior policymakers to assist in fulfilling the agency's mission, still frequently do not address historic property management needs or establish goals for improvement at the appropriate level.

While historic preservation only in rare instances rises to the level of inclusion in an agency strategic plan, it is a needed consideration for real property management agencies during the implementation of their strategic plan goals. The Section 3 progress reports indicated that some agencies are incorporating historic preservation management responsibilities required by Section 110 of NHPA into strategic plans at the individual program or sub unit level; however, many agencies still do not tie these to broader

property management goals nor do they develop performance measures and measure whether progress has been made. The absence of historic preservation components in agency- or bureau-wide property management plans that would provide direction on the identification, protection, and use of historic properties continues to relegate the stewardship of these properties to a lower status and hinder cultural resource management staff from achieving the goals of this EO.

EO 13287 calls for the designation and active participation of SPOs in the development of historic preservation management procedures that will advance the goals of this EO in each agency. Typically these officials serve as an assistant secretary or deputy assistant secretary who assist in the development of agency budgets. Their incorporation into the preservation planning process is designed to ensure that agencies establish effective plans and priorities for meeting these goals and that agency budgets support the achievement of these plans. It has become clear to the ACHP, however, that some agencies have reassigned SPO designation to officials who do not meet the requirements of the EO and who lack sufficient planning and budgetary authority to adequately influence or address systemic historic preservation issues at the policy level.

The designation of SPOs at the assistant secretary or deputy assistant secretary level or its bureau level equivalent should ensure that maximum consideration is given to the development of agency-wide strategic plans for the effective management of historic properties envisioned by this EO. Some agencies also report that, contrary to the requirements of EO 13287, their FPO does not report to the SPO or even reside in the same office. Coordination between these officials is essential but often limited by organizational, policy, or other barriers.

RECOMMENDATIONS

- In order to comply with the requirements of EO 13287, Section 110 of the NHPA, and EO 11593, the ACHP will work with the appropriate part of the FRPC on developing benchmarks for use by federal real property managing agencies to measure progress in the identification, protection, and use of historic properties.
- SPOs should ensure that their agency establish management goals that promote improved historic preservation planning consistent with their agency's strategic plans, along with an assessment of how the agency could use historic properties to better support the agency's mission.
- The Office of Management and Budget should assist the ACHP and the Secretary of the Interior in ensuring that an SPO has been properly designated, that the individual has oversight responsibility for the agency's historic preservation program, and is placed in a policy position appropriate to the agency's organization. The agency should notify the Office of Management and Budget, the ACHP, and Secretary of the Interior of this designation once it has been properly reevaluated and assigned, no later than one year of the date of this report so there is sufficient time to address the needs of the next triennial reporting cycle.

FINDING NO. 5

Agencies have not developed strategies for evaluating modern-era buildings in their inventories that will soon reach 50 years in age, and have not developed plans to address the stewardship needs of under-performing and non-mission critical historic properties within these inventories.

As the ACHP noted in its 2006 Report to the President, many agencies have identified the existence of real property within their inventories that continues to be incompatible with their current mission

and is essentially “non-performing” in relation to those mission needs. While agencies with limited real property holdings have generally found uses for their historic properties, larger property managing agencies such as the Departments of Defense and Veterans Affairs and the FS indicate that a significant percentage of their inventories are excess to each agency’s mission. They also acknowledge that the process of determining appropriate opportunities for alternative use or disposal requires significant time.

As in 2005, agencies report that they continue to face financial and administrative challenges in managing underutilized or non-mission critical properties, including a shortage of funding to conduct identification and evaluation efforts for these properties, and insufficient qualified personnel to perform the work. These challenges are expected to increase as agencies are confronted with the need to evaluate and identify proper treatment measures for the relatively large number of modern era properties in their inventories that are now approaching 50 years in age and that will need to be evaluated for their historic value and their eligibility for the National Register of Historic Places.

Decisions on appropriate dispositions are often complicated by the fact that many of these properties were constructed to utilitarian standards and for shorter life cycles, making them less valuable for heritage tourism or other economic reuse. While some agencies have considered the management challenges inherent in the identification, evaluation, and reuse of such excess modern structures, few have developed strategic plans for managing multiple property types, and some report that they are unprepared to begin identifying, evaluating, and managing these historic properties as groups of assets. While disposal may be appropriate for many of these properties, agencies do not consistently give complete consideration to the value of selective adaptation and reuse of significant historic properties.

Agencies that must reduce their property holdings as part of a “footprint” or inventory reduction effort typically consider the historic value of a property or its suitability for reuse only after a decision has already been made to dispose of the property. Few agencies have developed strategic plans that would encourage them to consider these values prior to a disposal decision and as a factor to consider for the retention or protection of these properties. Although traditionally these excess properties are buildings and structures, in many instances historic districts, cultural landscapes, archaeological sites, traditional cultural properties, and even ships are now included among these “at risk” historic properties. Following years of deferred maintenance and neglect, the agency often concludes that the cost of repair, rehabilitation, or retrofitting is economically prohibitive. Demolition or site clearance, therefore, is considered the most appropriate alternative for those agencies wishing to redevelop or transfer cleared parcels free of restrictions.

RECOMMENDATIONS

- Agencies should develop plans for carrying out the identification and evaluation of common property types in their ownership and establish agency-wide management priorities for their consideration and use. These policies should include plans for identifying common property types that are nearing 50 years in age and determine their eligibility for the National Register of Historic Places.
- Agencies should establish procedures for identifying certain properties or property types that may have value to state, tribal, or local communities for reuse or heritage tourism and ensure that these values are scored and considered prior to agency decisions to dispose of them if the property is determined to be non-mission critical. Agencies are encouraged to use existing information on properties that are listed as or contribute to National Historic

Landmarks or National Register of Historic Places historic districts to assist in establishing these priorities, and to consult state, tribal, or local communities in their development.

- The DoD and GSA, in collaboration with the ACHP and NPS, should develop and disseminate a primer on the economic redevelopment and reuse authorities, such as Section 111 of NHPA, the BRAC process, and Section 412 of the GPCAA, so that other agencies may consider the potential applicability of these models within their own agency.

FINDING NO. 6

While federal agencies and the historic properties under their ownership or control have tremendous potential to contribute to local economic development through job creation, public-private partnerships, property management practices, and participation in local and regional heritage tourism initiatives, they have not systematically done so.



U.S. NAVY

THE NAVY FLIGHT DEMONSTRATION SQUADRON THE “BLUE ANGELS” FLY OVER THE 66TH ANNIVERSARY OF THE BATTLE OF MIDWAY CELEBRATION AT THE CENTER FOR INFORMATION DOMINANCE (CID) CORRY STATION, FL. SIX VETERANS OF THE BATTLE OF MIDWAY JOINED ABOUT 2,000 CID SAILORS, SOLDIERS, AIRMEN, MARINES, COAST GUARDSMEN, AND GUESTS IN THE ANNUAL COMMEMORATION. BUILDING 502, ON THE LEFT, IS AN ADMINISTRATION BUILDING THAT CONTRIBUTES TO THE CORRY FIELD HISTORIC DISTRICT.

While many federal agencies have made efforts to develop public-private partnerships that support the protection and use of historic properties, few reported these efforts were guided by policies or strategic goals that promote this form of protection to support broader preservation goals in their agency. In addition, few agencies were able to calculate or otherwise determine the local or regional economic impact of public-private partnerships, visitation related to heritage tourism, effects on local property values, or the impact on related service industries or job creation. The NPS’s calculation, through its updated Money Generation Model, of an \$11 billion impact on local economies resulting from park-related tourism provides a clear indication that the investment of federal dollars in the protection and interpretation of heritage assets can promote and facilitate significant economic benefit to local communities. Recent studies on the economic impacts of Civil War battlefield preservation, National Wildlife Refuge visitor programs, and parks and open space have also indicated important contributions to local economies, but to date the ACHP is not aware of similar systematic studies for other types of federal resources in more urban environments.

The investment of federal resources in partnerships with local communities to identify, protect, and use historic properties can often spur economic development in gateway communities,

urban environments, and inner cities where a strong federal presence has traditionally supported communities in the past. Often agencies that have determined a need to reduce their property holdings in such areas fail to consider the benefits of retaining assets that might be good candidates for public-private partnerships or heritage tourism simply because they fail to recognize the economic benefit of doing so. With the exception of the GSA, which has prepared its own disposal guidance, most agencies have not developed protocols for considering the value of reusing historic properties for these purposes as part of the disposal process.

RECOMMENDATIONS

- ♦ The ACHP should compile and disseminate information and guidance on the economic value of federal historic property stewardship, including the potential contributions of federal historic properties to local economic development, and integrate such material in future Section 3 advisory guidelines for agency use.
- ♦ The Department of Commerce, in collaboration with the ACHP and other federal, state, tribal, and private partners, should devise a uniform set of generally accepted metrics for measuring the direct and indirect economic impacts of historic preservation (including heritage tourism) at the state, regional, and local levels that can be applied nationally.

SUMMARY

Federal agencies are encouraged to consider these recommendations as they examine their preservation programs to determine how they can improve their stewardship of historic properties. Few agencies reported on the establishment of specific, measurable goals for improving their efforts to identify, protect, and use historic properties. Hopefully, more agencies will begin to devise such plans and use these metrics to report on their progress in addressing these challenges and implementing these recommendations in 2011, the next reporting cycle.



NEWSPAPER ROCK, UT (MONA MAKELA / FOTOLIA)



ADVANCING A COMMON GOAL

Common Goal





MONA MAKELA / FOTOLIA

NATIVE AMERICAN PETROGLYPH, NEWSPAPER ROCK, UT

EO 13287 requires that each agency with real property management responsibilities develop triennial reports on its progress in identifying, protecting, and using historic properties in its ownership and make the report available to the ACHP and the Secretary of the Interior. These progress reports are vital to the ACHP and the Administration in measuring the progress and commitment by these agencies in achieving the goals of this EO and supporting the ACHP's ability to report triennially on the state of the federal government's historic properties and their contribution to local economic development.

The 2008 Section 3 progress reports represent the third round of reporting by federal agencies under EO 13287 and demonstrate a clear commitment to improve the stewardship of historic properties. Agency reports have certainly improved and are now more complete, comprehensive, and demonstrative of the concerted effort agencies are making to manage properties in accordance with the goals of NHPA and EO 13287. While many challenges remain and new opportunities and challenges are emerging, the ACHP notes significant progress

in the development of public-private partnerships and the inclusion of non-federal stakeholders in the consideration of these stewardship issues.

Looking to the future and recognizing the country's increasingly diverse population, there will remain a need to preserve various histories and cultural landmarks representing a broader range of values, including the often intangible places defined by immigrant communities throughout the country. As federal agencies consider the aspects of American history that should be preserved for the next generation, they will need to account for the time-space compression of the 20th century. From the Civil Rights Movement onward, there have been moments of historical importance and advances in technology that have accelerated cultural interaction, exchange, and change.

While a variety of agencies will be involved in evaluating and carrying out the steps recommended in this report, the ACHP remains committed to carrying out those actions it can take and working closely with other agencies that share a common commitment to this process. Since issuing its last report to President Bush in 2006, the ACHP established a Federal Property Management Section within its Office of Federal Agency Programs in part to further the goals of this EO and work closely with federal property managers in meeting their responsibilities under Sections 106 and 110 of NHPA. The Federal Property Management Section will remain integral to advancing the goals of this EO and providing assistance to stakeholders in meeting these challenges. In fiscal years 2009 through 2011, the ACHP will continue to partner with property managing agencies, SPOs, FPOs, and agency leadership to identify opportunities for affording greater protection to historic properties under federal control. In doing so, the ACHP will continue to support the organization and active participation of SPOs in the EO 13287 process.



NASA

A RAINBOW COMPLETES THIS UNIQUE PANORAMA OF TWO SPACE SHUTTLES ON THE KENNEDY SPACE CENTER LAUNCH PADS IN SEPTEMBER 2008. AT UPPER RIGHT IS SPACE SHUTTLE *ENDEAVOUR*. AT LEFT IS SPACE SHUTTLE *ATLANTIS*. THE SHUTTLES AND LAUNCH PADS ARE ELIGIBLE TO THE NATIONAL REGISTER OF HISTORIC PLACES.

The issuance of EO 13287 has proven to be a useful tool for identifying the status of federal historic property management and the progress federal agencies have made in the management of real property. The first ACHP Report to the President represented a milestone in federal stewardship and provided the first opportunity for agencies to examine their own achievements and receive independent evaluation from the ACHP on these efforts. This second report has demonstrated that federal property managers are using EO 13287 to strengthen their preservation programs and challenge their own leadership to meet these goals. The ACHP anticipates that the recommendations within this report, once implemented, will improve the efficiency and effectiveness of agency efforts to continue improving their stewardship of heritage assets. Federal agencies take seriously their responsibility to be leaders in historic preservation and with proper support, guidance, and oversight they will achieve that goal.

CASE STUDY

FEDERAL AGENCY NATIONAL PARK SERVICE LOCATION RICHMOND, CA



"Rosies" at work preparing a tank at the former Ford Motor Company's Richmond Assembly Plant, Richmond, CA

NPS

ROSIE THE RIVETER/WORLD WAR II HOME FRONT NATIONAL HISTORICAL PARK

Rosie the Riveter/World War II Home Front National Historical Park was established in 2000 in the city of Richmond, California, as the location of the largest collection of intact historic sites and structures that could be preserved and used to tell the nation's stories of the American World War II home front. The park was conceived as a partnership park, with many different entities involved in both preserving the home front resources and providing services to support visitor experiences.

All of the resources cited in the park's enabling legislation and within the boundaries of the park are owned by entities other than the National Park Service.

The city of Richmond played a significant and nationally recognized part in the World War II home front as the home to the Kaiser Shipyards and more than 56 other war industries, more than any other city of its size in the United States. This effort was instrumental in creating opportunities for women, African Americans, Asians, Hispanics, and Native Americans to work side-by-side with whites in specialized, higher-paying jobs.

Since the establishment of the park, the NPS has worked to develop the relationships necessary to provide for the identification, protection, and use of the historic resources within park boundaries through public-private partnerships directly contributing to the local economy and heritage tourism opportunities for the city of Richmond. The NPS contributes to leveraging grants and endowments to other cooperating partners and provides technical assistance in preserving historic resources and telling the American home

front stories. Several major partnership projects are currently underway that mark a major shift in how partners develop and implement rehabilitation projects and how the NPS builds a national park.

For example, a major preservation effort currently underway is the adaptive reuse of the former Maritime Child Development Center and the redevelopment of the Nystrom war worker housing village. The Nystrom housing village is one of the two remaining housing complexes (out of thousands of houses constructed during the war) built to house war industry workers. The Maritime Center was constructed as a day care facility for the children of workers. With the help of the NPS, the Rosie the Riveter Trust obtained a \$2 million cost share grant for rehabilitation of the Maritime Center. The city of Richmond provided the matching funds and the center will be rehabilitated as an educational center for the youth of Richmond. Likewise, the redevelopment of the Nystrom Village into affordable housing will retain five of the original duplex housing units for community use and interpretation by the NPS of the many stories of working, living, and growing up in a "company owned" town.

There is no doubt the federal government faces unprecedented challenges in the next three years as it endeavors to reduce the size of its real property holdings, transform its remaining buildings into green, energy efficient assets, and utilize these assets to promote economic development and revitalization. The retention of historic properties as energy efficient and strong performing assets can contribute to each of these goals and, in so doing, promote economic development and enhance community pride. These federal assets are American assets, and they are vital to maintaining a sense of history, belonging, and identity to all Americans.



From left, John L. Nau, III, chairman of the ACHP; Mary Bomar, former director of NPS; and Jay Vogt (South Dakota SHPO), president of NCSHPO, execute the PA on November 14, 2008.

ACHP

IN 2005, THE NATIONAL PARK SERVICE SET OUT TO CREATE A NEW AGREEMENT TO MEET THE OPERATIONAL REQUIREMENTS OF THE NPS WHILE FULLY CONSIDERING AND INCORPORATING THE VIEWS OF STATE HISTORIC PRESERVATION OFFICERS, TRIBAL HISTORIC PRESERVATION OFFICERS, INDIAN TRIBES, NATIVE HAWAIIANS, NATIVE ALASKANS, AND OTHER INTERESTED STAKEHOLDERS. TO ACHIEVE THIS FUNDAMENTALLY IMPORTANT GOAL, THE NPS ESTABLISHED AN INTERAGENCY TASK FORCE INCLUDING REPRESENTATIVES FROM THE NPS, NATIONAL CONFERENCE OF STATE HISTORIC PRESERVATION OFFICERS (NCSHPO), THE ACHP, AND INDIVIDUAL TRIBAL ADVISORS TO GUIDE THIS EFFORT. THE RESULTING AGREEMENT PROVIDES STREAMLINING PROVISIONS FOR THE MANAGEMENT OF ITS PARK LANDS AND INCORPORATES PROVISIONS FOR CONSULTATION WITH THIS BROAD ARRAY OF PARTNERS.

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: ADVISORY COUNCIL ON HISTORIC PRESERVATION MEMBERSHIP**JANUARY 2009**

Chairman John L. Nau, III (Texas)
 Vice Chairman Susan Snell Barnes (Illinois)
 John G. Williams, III (Washington)
 Julia A. King (Maryland)
 Ann Alexander Pritzlaff (Colorado)
 Mark A. Sadd (West Virginia)
 Rhonda Bentz (Washington, D.C.)
 John A. Garcia (New Mexico)
 John L. Berry (Quapaw Tribe and Osage Nation)
 Governor Mark Sanford (South Carolina)
 Mayor William Haslam (Knoxville, Tennessee)
 Architect of the Capitol
 Secretary of the Interior
 Secretary of Agriculture
 Secretary of Commerce
 Secretary of Education
 Secretary of Defense
 Secretary of Transportation
 Secretary of Housing and Urban Development
 Secretary of Veterans Affairs
 Administrator, General Services Administration
 Chairman, National Trust for Historic Preservation
 President, National Conference of State Historic Preservation Officers

Observers

General Chairman, National Association of Tribal Historic Preservation Officers
 Secretary of Homeland Security
 Administrator, Environmental Protection Agency

APPENDIX C: EXECUTIVE BRANCH AGENCIES' COMPLIANCE WITH EOs 13287 AND 13327

AGENCY	Agency Federal Preservation Officer designated	Agency Senior Policy Official designated per EO 13287	13287: Section 3 2004 baseline report filed	13287: Section 3 2005 progress report filed	13287: Section 3 2008 progress report filed	Senior Real Property Officer designated in accordance with EO 13327
Agency for International Development						√
Department of Agriculture		√	■	■	■	√
Agricultural Research Service	√	√	√			√
Forest Service	√	√	√	√	√	√
Farm Services Agency	√	√	√	√		√
Natural Resource Conservation Service	√	√	√	√	√	√
Rural Development	√	√	√	√	●	√
Department of Commerce	√	√			√	√
National Oceanic & Atmospheric Administration	√	√	√	◆	◆	√
Department of Defense	√	√	√		√	√
Department of Education	√	√	●	●	●	√
Department of Energy	√	√	√	√	√	√
Federal Energy Regulatory Commission	√	√	√			
Department of Health and Human Services	√	√	√	√	√	√
Department of Homeland Security	√	√	√	√	√	
Federal Law Enforcement Training Center	√		√	◆	◆	√
Department of Housing and Urban Development	√	√	√			√
Department of the Interior	√	√	■	■	■	√
Bureau of Indian Affairs	√	√	√	√	√	√
Bureau of Land Management	√	√	√	√	√	√
Bureau of Reclamation	√	√	√		√	√
Fish & Wildlife Service	√	√	√	√	√	√
National Park Service	√	√	√	√	√	√
United States Geological Survey	√	√	√	√		√

AGENCY	Agency Federal Preservation Officer designated	Agency Senior Policy Official designated per EO 13287	13287: Section 3 2004 baseline report filed	13287: Section 3 2005 progress report filed	13287: Section 3 2008 progress report filed	Senior Real Property Officer designated in accordance with EO 13327
Department of Justice	√	√	√	√	√	√
Federal Bureau of Prisons	√		√	√	◆	
Department of Labor	√	√	√	√	√	√
Department of State	√	√	√			√
Department of Transportation	√	√	■	■	■	√
Federal Aviation Administration	√	√	√	√	√	√
Federal Highway Administration	√	√	√			√
Federal Railroad Administration	√	√	●	●	●	√
Federal Transit Administration	√	√	●	●	●	√
Maritime Administration	√	√	▲	▲	√	√
Surface Transportation Board	√	√	√			√
Department of Treasury	√	√	√	√		√
Bureau of Engraving and Printing	√	√	√	√		√
Department of Veterans Affairs	√	√	√	√	√	√
Environmental Protection Agency	√	√	√	√	√	√
General Services Administration	√	√	√	√	√	√
National Archives and Records Administration	√	√	√	√		
National Aeronautics and Space Administration	√	√	√	√	√	√
National Science Foundation	√	√	●	●	●	√
Nuclear Regulatory Commission	√	√	●	●	●	√
Office of Personnel Management						√
Small Business Administration	√	√	●	●	●	√
Social Security Administration						√
Tennessee Valley Authority	√	√	√			
United States Postal Service	√	√	√	√	√	

● agencies notified the ACHP that the provisions set forth in Section 3 of EO 13287 did not apply to them, because they did not own real property.

◆ agencies notified the ACHP that they will no longer be submitting individual Section 3 of EO 13287 progress reports from their parent agency.

■ individual bureaus and agencies within the department submit independent Section 3 of EO 13287 progress reports.

▲ previously did not submit report under Section 3 of EO 13287.

APPENDIX D: QUESTIONS AGENCIES WERE ASKED TO RESPOND TO IN THE 2007 ADVISORY GUIDELINES

1. *Building upon previous Section 3 reports, please explain how many historic properties have been identified and evaluated by your agency in the past three years? Has your inventory improved? Please explain.*
2. *Describe your agency policies that promote and/or influence the identification and evaluation of historic properties.*
3. *How has your agency established goals for the identification and evaluation of historic properties including whether they have been met?*
4. *Describe any internal reporting requirements your agency may have for the identification and evaluation of historic properties, including collections (museum and archaeological).*
5. *Explain how your agency has employed the use of partnerships to assist in the identification and evaluation of historic properties.*
6. *Provide specific examples of major challenges, successes, and/or opportunities your agency has experienced in identifying historic properties over the past three years.*
7. *Explain how your agency has protected historic properties.*
8. *Describe your agency policies that promote and/or influence the protection of historic properties.*
9. *Explain how your agency has employed the use of partnerships to assist in the protection of historic properties.*
10. *Provide specific examples of major challenges, successes, and/or opportunities your agency has encountered in protecting historic properties over the past three years.*
11. *Explain how your agency has used historic properties.*
12. *Explain the overall condition of the historic properties within your agency's control.*
13. *Describe your agency policies that promote and/or influence the use of its historic properties.*
14. *Explain how your agency has used Section 111 (16 U.S.C. § 470h-3) of NHPA in the protection of historic properties.*
15. *Explain how your agency has employed the use of partnerships to assist in the use of historic properties.*
16. *Provide specific examples of major challenges, successes, and/or opportunities your agency has encountered in using historic properties over the past three years.*

APPENDIX E: FEDERAL REAL PROPERTY REPORTING

REPORTING REQUIREMENT	PURPOSE	SUBMITTED TO	WHO SHOULD REPORT	DUE DATE
EO 13327: Federal Real Property Profile	This report is intended to promote efficient and economical use of real property resources, increase agency accountability and management attention to real property reform, and establish clear real property goals and objectives.	GSA	Agencies listed in 901(b)(1) and (b)(2) title 31; Department of Homeland Security	Annually, on December 15
EO 13327: Asset Management Plan	Each agency will draft an Asset Management Plan (AMP) that addresses, at a minimum, the Federal Real Property Council Guiding Principles and the AMP required components.	OMB	Agencies listed in 901(b)(1) and (b)(2) title 31; Department of Homeland Security	Annually, dependent upon the quarter OMB approved previous AMP
SFFAS 29 (Heritage Assets)	Disclosure requirements applicable to agency financial statements and the U.S. Government-wide Financial Statement for heritage assets and stewardship land information reclassified as basic information with the exception of condition reporting, which is considered required supplementary information.	Congress/ OMB	All federal agencies required to prepare audited financial statements under the CFO Act, GMRA, and the ATDA	Annually, 45 days after the end of the fiscal year
The Report to Congress on the Federal Archaeology Program	To report on federal archaeological activities, in order to offer assistance with professional methods for archaeological preservation and for the administration of historic preservation programs.	NPS	All federal agencies and departments that undertake, contract for, issue permits and licenses, or that require archaeological investigations of other parties	Annually, on May 1
EO 13287: Section 3(c) Progress Reporting	Prepare a report on an agency's progress in identifying, protecting, and using historic properties in its ownership and make the report available to the ACHP and the Secretary of the Interior.	ACHP	All federal agencies with real property management responsibilities	Triennial, beginning September 2005



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