



Improving Federal Agency
Planning and Accountability:
Reporting Progress on the Identification,
Protection, and Use of Federal Historic Properties

*As directed by Section 3 of
Executive Order 13287, Preserve America*

2008 Report
Department of Defense

*Including Information on the
Departments of the Army, Navy and Air Force*

September 30, 2008

Improving Federal Agency Planning and Accountability: Reporting Progress on the Identification, Protection, and Use of Federal Historic Properties

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Introduction

This report satisfies the requirements of Section 3(c) of Executive Order (EO) 13287, “Preserve America”¹ for the Department of Defense (DoD). The Preserve America EO mandates that all Federal agencies with real property management responsibilities submit reports on their “progress in identifying, protecting, and using historic properties in its ownership.” This is a consolidated report for DoD, including information on the Departments of the Army, Navy and Air Force (hereafter, “DoD Components”²).

DoD’s mission is to provide the military forces needed to deter war and to protect the security of the United States. The nation’s security depends on defense installations and facilities being in the right place, at the right time, with the right qualities and capacities to protect our nation. These installations are a critical part of the military mission, especially as DoD is one of the world’s largest “landlords.” In fiscal year (FY) 2008, DoD managed a physical plant consisting of more than 545,700 facilities (buildings, structures and linear structures) located on more than 5,400 sites on approximately 30 million acres in the United States and around the world.³ This accounts for almost 60 percent of the entire federal real property portfolio of buildings and structures.⁴

The Department is proud of its rich history and of the history of the lands prior to military use. In its total inventory of assets, DoD administers 73 National Historic Landmarks; over 600 entries in the National Register of Historic Places (comprising over 19,000 historic properties) and over 100,000 identified archaeological sites. Additionally, DoD manages thousands more resources that are eligible for listing on the National Register.

DoD strives to ensure that these cultural resources are maintained and preserved while enabling military installations to meet current and future military operational needs. Several policies and guidance documents provide the framework necessary to balance the proactive management of cultural resources with all aspects of the military mission.

This report provides summary data on the DoD and DoD Component cultural resources programs. It is not intended to provide specific details of their related policies and procedures except where updated or significantly changed from that reported by DoD in the 2004 Preserve America report.⁵

¹ Available at <http://preserveamerica.gov/EO.html>.

² Included within the Military Departments are their Reserve components and, in the case of the Army, the U.S. Army Corps of Engineers. This report also includes property under the direct management of the Secretary of Defense, i.e., the Pentagon Reservation.

³ Specific information on DoD’s real property inventory is available in the annual Base Structure Report (BSR). The FY2008 BSR is available at: http://www.acq.osd.mil/ie/irm/irm_library/BSR2008Baseline.pdf.

⁴ Figures reported in FY2007 Federal Real Property Profile Summary Report used for this calculation. See http://www.gsa.gov/graphics/ogp/FRPP_FY07.pdf.

⁵ Available at <https://www.denix.osd.mil/portal/page/portal/405BD26A1D9C2AC5E040A8C00B162D00>

DoD Answers to ACHP Recommended Questions

A note on the information provided in this report: as many of these questions ask for an update to the previous report (submitted on September 30, 2004), DoD is providing information from fiscal years (FY) 2005, 2006 and 2007. The end-of-year FY2008 data is not yet available for inclusion in this report.

Identification / Evaluation

Question 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.

Sub Question 1.1: What is the total number of historic properties within your inventory? What is the total number of those historic properties that have been identified or evaluated as a “National Historic Landmark,” “National Register Listed,” or “National Register Eligible” for each of the past three years? How have these numbers increased in each of the last three years?

On February 4, 2004, the President established the Federal Real Property Council (FRPC) by EO 13327, *Federal Real Property Asset Management*.⁶ Throughout 2004, DoD worked as part of an interagency team to define and establish “Historical Status” as one of the mandatory data elements in the annual Federal Real Property Profile (FRPP).⁷

DoD began submitting Historical Status data to the FRPP in FY2005. Table 1 shows the number of these assets DoD reported to the FRPP from FY2005 – FY2007.

⁶ Available from http://www.gsa.gov/Portal/gsa/ep/contentView.do?contentType=GSA_BASIC&contentId=16911&noc=T.

⁷ See annual summary reports for the FRPP at http://www.gsa.gov/Portal/gsa/ep/contentView.do?programId=8993&channelId=15021&oooid=14535&contentId=23962&pageTypeId=8203&contentType=GSA_BASIC&programPage=%2Fep%2Fprogram%2FgsaBasic.jsp&P=MP.

Table 1 - Fiscal Years 2005-2007- Federal Real Property Profile & Historic Status

Age	Historic Status	FY2005	FY2006	FY2007
Greater Than or Equal To 50 Years Old	Evaluated. Not Historic	170	19,776	22,877
	National Historic Landmark - NHL	353	284	1,029
	National Register Eligible - NRE	5,719	7,775	6,523
	National Register Listed - NRL	918	2,333	1,189
	Non-Contributing element of NHL/NRL District	3,070	0	613
	Not Evaluated	77,936	83,832	126,126
Sub Total, Greater than / equal to 50 Years Old		88,166	114,000	158,357
Age	Historic Status	FY2005	FY2006	FY2007
Less Than 50 Years Old	Evaluated. Not Historic	15,511	1,549	395
	National Historic Landmark	5	24	6
	National Register Eligible	130	209	77
	National Register Listed	1,562	152	8
	Non-Contributing element of NHL/NRL District	65	58	4
	Not Evaluated	203,352	196,856	132,224
Sub Total, Less than 50 Years Old		220,625	198,848	132,714
		FY2005	FY2006	FY2007
Grand Totals (Owned Buildings in the US and Territories)		308,791	312,848	291,071

The numbers of identified and evaluated historic buildings have not consistently increased over the past three reporting years. The changes are primarily due to an internal change occurring in the DoD strategy to improve its Real Property Information Management (RPIM) system. Since 2003, the Office of the Secretary of Defense (OSD) has worked closely with the DoD Components to implement widespread business process transformation across DoD's diverse real property portfolio. In 2005, new real property processes, business rules, and data standards were integrated into DoD's Business Enterprise Architecture. DoD issued these changes as policy in DoD Instruction (DoDI) 4615.14, *Real Property Inventory and Forecasting* in March of 2006.⁸

The DoD Components 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 are well on their way to achieving this goal.

On a Department-wide level, these changes in internal processes will continue to improve the quality of data submitted annually to the FRPP.

DoD also reports annually on historic properties not classified as real property, and thus not submitted to the FRPP. These assets are typically archaeological in nature and information on their management is annually submitted to the National Park Service (NPS) for inclusion in the *Secretary of the Interior's Report to Congress on the Federal Archeology Program*.⁹

⁸ Available at <http://www.dtic.mil/whs/directives/corres/pdf/416514p.pdf>.

⁹ See <http://www.nps.gov/archeology/src/src.htm> for more information on this reporting requirement.

**Table 2 - DoD Data Submitted to NPS for the FY2005 – FY2007
Secretary's Report to Congress on the Federal Archeology Program**

Fiscal Year	Total Acres, DoD wide	Total Acres Inventoried	Total Number of Recorded Sites	Percent Complete
2005	29,800,000 ac	8,349,294 ac	102,177	28.02%
2006	29,700,000 ac	7,255,300 ac	96,458	24.94%
2007	32,400,000 ac	7,491,838 ac	108,181	23.40%

It is difficult to achieve a clear picture of an upward trend of number of acres surveyed using only the data shown above. The data for FY2006 reflect a change in the way some of the DoD Components reported acres surveyed for that year (and for years thereafter), correcting a submission error in FY2005. Even with the change, it appears that DoD's percent complete drops again in FY2007, despite the total number of acres inventoried. This change is the result of an increase in the total DoD acres managed, resulting in further artificial skewing of the completion trend.

OSD is working with the DoD Components to continue to standardize the way in which archaeological survey data are collected and reported each year. Simultaneously, DoD is participating on an inter-agency working group chaired by NPS to update and improve the questionnaire used for annual data submissions for the *Report to Congress on the Federal Archeology Program*.

Sub Question 1.2: Within your inventory, what is the total number of cultural resources that have not been evaluated for eligibility to the National Register of Historic Places? How have these numbers changed in each of the last three years?

As described in the answer to Sub Question 1.1, DoD has made progress in understanding the portfolio of all of its real property assets, to include those that are historic. Table 3 shows the relationship between the total number of assets not yet evaluated to the number of assets 50 years old or older and classified as 'Not Yet Evaluated.'¹⁰

Table 3 - DoD Buildings Not Evaluated for Historic Status, Fiscal Years 2005-2007.

Year	Number	Percent
FY05: All Buildings Not Yet Evaluated	230,442	91%
FY05: Buildings 50+ Yrs. Not Yet Evaluated	67,381	87%
Year	Number	Percent
FY06: All Buildings Not Yet Evaluated	219,385	88%
FY06: Buildings 50+ Yrs. Not Yet Evaluated	66,296	69%
Year	Number	Percent
FY07: All Buildings Not Yet Evaluated	203,017	87%
FY07: Buildings 50+ Yrs. Not Yet Evaluated	111,188	79%

The percentage of all buildings not yet evaluated for historic status decreased incrementally from FY2005-2007. For those buildings 50 years and older in the DoD inventory, the percentage fluctuated in FY2006. This drop is attributed to an overall transformation in the way the DoD Components were capturing historic status into the

¹⁰ DoD policy directs the use of eligibility criteria found in 36 CFR 60.4 as the foundation for its identification and evaluation efforts. Typically, unless identified as exceptionally significant (under Criteria Consideration [g]), DoD resources will not be evaluated if less than 50 years of age.

RPIM. For FY2005, the first year of required historic status reporting for FRPP, some DoD Components only had a historic indicator of 'Yes' or 'No' to define the asset. Starting in FY2006, the Components began fully implementing the requirements of DoDI 4615.14 and the RPIM system, producing the variation in the number of assets by Historic Status. Additionally, many individual military installations have identified and evaluated their properties, but have not yet made the requisite updates to their real property databases. Due to the sheer size of the DoD portfolio, these updates will take time. In the coming years, the quality of the information contained in the Real Property data submission will continue to improve.

In contrast, DoD does not specifically track the number of archaeological resources yet to be evaluated. Given the nature of archaeological sites (buried, locations typically unknown until otherwise discovered), it is impossible to gauge how many sites are yet to be identified, much less evaluated. Data submitted annually to the NPS in support of the *Report to Congress on the Federal Archeology Program* can be used as a starting point to extrapolate this data, but such quantities could not be validated nor certified as correct.

Sub Question 1.3: What is the total number of your agency's property, plant, and equipment that have been identified as heritage assets for each of the past three years? How have these numbers changed in each of the last three years in your agency's Required Supplementary Information?

DoD reports some of their cultural resource assets – both historic buildings and archaeological sites – as Heritage Assets. This reporting requirement is required by DoD Financial Management Regulation (FMR) 7000.14-R.¹¹ The reported information is included in the annual DoD Agency Financial Report (AFR) / DoD Performance and Accountability Report (PAR).¹² Table 4 includes reported information for FY2005.¹³

Table 4 – DoD Consolidated Heritage Assets, Required Supplementary Stewardship Information for Fiscal Year Ended September 30, 2005.

Categories	Unit of Measure	As of 10/01/04	Additions	Deletions	As of 9/30/05
Museums	Each	166	75	0	241
Monuments & Memorials	Each	2,087	0	77	2,010
Cemeteries & Archaeological Sites	Sites	25,694	68,833	56	94,471
Buildings and Structures	Each	23,533	1,778	0	25,311
Major Collections	Each	12	78	0	90

On July 7, 2005, the Federal Accounting Standards Advisory Board issued *Statement of Federal Financial Accounting Standards 29 - Heritage Assets and Stewardship Land*

¹¹ The DoD Financial Management Regulation is available at <http://www.defenselink.mil/comptroller/fmr/>. Volume 4, Chapter 6 and Volume 6B, Chapter 12 are specifically related to the definition and reporting of DoD Heritage Asset information.

¹² More information on the DoD AFR / PAR is available online at <http://www.defenselink.mil/comptroller/>.

¹³ This specific Heritage Asset information is available online at: http://www.defenselink.mil/comptroller/par/fy2005/FY05_PAR_RSSI_part3.pdf; the full FY2005 DoD AFR / PAR is available online at: <http://www.defenselink.mil/comptroller/par/fy2005.html>.

(SFFAS 29).¹⁴ This new standard required the conversion of Heritage Assets from “Required Supplementary Stewardship Information” to “Required Stewardship Information” for reporting periods after FY2005. In 2005 and 2006, DoD cultural resources staff worked with their Comptroller counterparts to accomplish this change and to slightly refine the category definitions for FY2006 reporting (table 5).¹⁵

Table 5 – DoD Consolidated Heritage Assets, Required Supplementary Information for Fiscal Year Ended September 30, 2006

Categories	Unit of Measure	As of 10/01/05	Additions	Deletions	As of 9/30/06
Museums	Each	241	0	138	103
Monuments and Memorials	Each	2,010	12	0	2,022
Cemeteries	Sites	565	6	0	571
Archaeological Sites	Sites	93,906	4,005	0	97,911
Buildings and Structures	Each	25,311	0	1,867	23,444
Major Collections	Each	90	20	0	110

Between FY2006 and FY2007 reports, DoD redefined both ‘Buildings and Structures’ and ‘Archaeological Sites’ as assets that are listed on or eligible for listing on the National Register of Historic Places. The FY2007 Heritage Asset report (Table 6) reflected these changes, resulting in large changes in the final totals for these categories.¹⁶

Table 6 – DoD Consolidated Heritage Assets, Required Supplementary Information for Fiscal Year Ended September 30, 2007.

Categories	Measure Quantity	As of 10/01/06	Additions	Deletions	As of 9/30/07
Buildings and Structures	Each	23,444	1,304	7,631	17,117
Archaeological Sites	Site	97,911	992	70,948	27,955
Museums	Each	103	5	5	103
Monuments and Memorials	Each	2,022	47	54	2,015

In 2007 and 2008, DoD continued to revise their Heritage Asset definitions and reporting requirements to better align with SFFAS 29. The revised policy – DoD FMR Volume 6B, Chapter 12, *Required Supplementary Information* (September 2008), requires the use of these revisions for FY2008 reporting.¹⁷ These new Heritage Asset definitions and reporting requirements better align with existing data calls, such as those for the FRPP and the *Report to Congress on the Federal Archeology Program*. More information on these new categories and definitions is available in the response to Sub Question 2.3, below.

¹⁴ Available at http://www.fasab.gov/pdf/ffiles/sffas_29.pdf.

¹⁵ This specific Heritage Asset information is available online at: http://www.defenselink.mil/comptroller/par/fy2006/Required_Supplementary_Information.pdf; the full FY2006 DoD AFR / PAR is available online at: <http://www.defenselink.mil/comptroller/par/fy2006.html>.

¹⁶ This specific Heritage Asset information is available online at: http://www.defenselink.mil/comptroller/par/fy2007/Required_Supplementary_Information.pdf; the full FY2007 DoD AFR / PAR is available online at: <http://www.defenselink.mil/comptroller/par/fy2007.html>.

¹⁷ See http://www.defenselink.mil/comptroller/fmr/06b/06b_12.pdf for the revised FMR Volume 6B, Chapter 12.

Question 2: Describe your agency policies that promote and/or influence the identification and evaluation of historic properties.

Sub Question 2.1: How does the identification of historic properties and heritage assets relate to your agency's mission?

Sub Question 2.2: What is your agency's policy for the stewardship of historic properties and heritage assets?

DoD directly ties all aspects of the management of historic properties to its mission through inclusion in Department-wide mandates and policies. The Defense Installations Strategic Plan (DISP) is a capabilities-based, performance-oriented approach to managing DoD's portfolio of natural and manmade assets on military installations. These assets include facilities, people, and the internal and external environment (known collectively in the DISP as "installation assets") in direct support of the military mission.

DoD issued the first DISP in 2004 and provided a substantive revision in 2007.¹⁸ The DISP is based on a structure of "Vision, Mission, Goals, Objectives and Outcomes" in which all installation assets are integrated into a proactive management framework.

The 2007 DISP includes six goals:

- Right Size and Place: Locate, size, and configure defense installation assets to meet the required capabilities of military forces.
- Right Quality: Assess and deliver installation capabilities needed to provide effective, safe, and environmentally sound living and working places in support of DoD missions.
- Right Risk: Protect personnel, property, and mission capabilities through informed risk decisions at the appropriate level of leadership.
- Right Resources: Balance resources and risks to provide high quality installation capabilities, and to optimize life-cycle investment to support readiness.
- Right Management Practices: Continuously improve installation planning and operations by embracing best business practices and modern asset management techniques.
- Right Workforce: Develop a high performing, agile, and competent workforce.

Of these goals, "Right Quality" includes a Department-wide cultural resources Objective to "manage historic properties, archaeological resources, Native American, and other cultural assets to support missions and for the benefit of future generations" (this Objective was included in both the 2004 and 2007 plans).¹⁹

¹⁸ The 2004 DISP is available at <http://www.acq.osd.mil/ie/download/2004-disp.pdf>; the 2007 DISP is available at http://www.acq.osd.mil/ie/download/DISP2007_final.pdf.

¹⁹ Cultural Resources were included as Objective 2.6 in the 2004 version, and as Objective 2.5 in the 2007 version.

This Objective includes four measurable “Outcomes” related to historic preservation and cultural resources management. These Outcomes will be further described below as they relate to Identification / Evaluation, Protection, and Use of historic properties.

Building on this Objective and Outcomes, the Department also issues specific cultural resources policy. DoDI 4715.16, *Cultural Resources Management* (September 18, 2008),²⁰ provides the overarching policy guidance for all DoD Component cultural resource programs. In order to make the link between stewardship and mission clear, DoD established the cultural resources policy around three core statements:

“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.”²¹

This policy is the foundation on which the DoD Components construct their respective cultural resources programs. It strongly ties the importance of stewardship of historic assets directly to the military mission.

Sub Question 2.3: What are the definitions of the major categories your agency uses to classify heritage assets?

DoD Heritage Assets are real and personal property with significance in American history due to their architectural, archaeological, and cultural value. As noted in the response to Sub Question 1.3, above, DoD recently revised its Heritage Asset definitions and reporting requirements to better align with other internal and external data calls. DoD plans to implement these revisions for the FY2008 reporting year.

The FY2008 categories are defined as follows:

- **Buildings and Structures**. Includes buildings and structures that are listed on, or eligible for listing on, the National Register of Historic Places (NRHP), including Multi-use Heritage Assets. Includes National Historic Landmarks (NHL); buildings or structures that are contributing elements to districts listed on or eligible for the NRHP or a NHL District; and buildings and structures designated eligible for the NRHP for purposes of a Program Alternative.

²⁰ Available at <http://www.dtic.mil/whs/directives/corres/pdf/471516p.pdf>.

²¹ Section 4, DoDI 4715.16.

- Archaeological Sites. Sites that have been identified, evaluated, and determined to be eligible for listing, or that are listed on the NRHP.
- Museum Collection Items. Items that are unique for one or more of the following reasons: historical or natural significance; cultural, educational or artistic importance; or significant technical or architectural characteristics. Museum collection items are divided into two subcategories: fine art and objects. Fine art includes paintings, sculptures and other three dimensional art. Objects are current use, excess, obsolete, or condemned material; war trophies; personal property such as uniforms, medals, or diaries, and military equipment.

Sub Question 2.4: How does your agency define real property?

DoDI 4165.14, defines real property as “Land and improvements to land (i.e., facilities). It includes equipment affixed and built into the facility as an integral part of the facility (such as heating systems), but not movable equipment (e.g., plant equipment, industrial equipment, buoys). In many instances this term is synonymous with real estate.” This definition is best augmented by a further explanation of how DoD classifies and describes its real property assets.

The DoD Real Property Classification System (RPCS) is a hierarchical scheme of real property types and functions that serves as the framework for identifying, categorizing, and analyzing the department's inventory of land and facilities around the world. This scheme is comprised of a 5-tier structure represented by numerical codes, with 1-digit codes being the most general and 5- or 6-digit codes representing the most specific types of facilities.²²

Once given a classification, all real property must be described. The DoD RPIM prescribes 197 mandatory data elements for the Components to report to OSD. “Historic Status Code” is one of these mandatory data elements, and is defined as: “a code used to identify the historic status of a real property asset with respect to placement on the National Register of Historic Places.”²³ The RPIM requires that DoD Components select one of eleven Historic Status Codes for every asset in their inventory. Table 7 includes the FY2008 codes.

Table 7 - FY2008 DoD Historic Status Codes

Code	Description
NHLI	Individual National Historic Landmark
NRLI	Individual National Register Listed
NREI	Individual National Register Eligible
NCE	Non-Contributing Element of NHL/NRL/NRE District.
DNE	Determined Not Eligible for Listing
NEV	Not yet Evaluated

²² More information on RPCS is available at http://www.acq.osd.mil/ie/irm/ProgramAnalysis_Budget/ToolAndMetrics/RPCS/rpcs.shtml.

²³ Section E2.1.17 of DoDI 4165.14.

DNR	NHLI/NHLC/NREI/NREC National Register Property - Designation rescinded
NHLC	Contributing Element of a NHL District
NRLC	Contributing Element of NRL District
NREC	Contributing Element of NRE District
ELPA	Eligible for the purposes of a Program Alternative

On an annual basis, OSD takes DoD Component-submitted real property data, translates it into FRPP standards (currently, the FRPP has 25 mandatory elements, where OSD has 197) and sends the finalized report to the General Services Administration (GSA), the managers of the FRPP.

Sub Question 2.5: Describe your agency's policy on the evaluation and nomination of historic properties to the National Register of Historic Places.

DoDI 4715.16 directs the heads of the DoD Components to “develop and implement a process to evaluate and approve nominations of DoD-managed cultural resources to the NRHP.”²⁴ This policy statement aligns with the legal mandates to identify and evaluate historic properties per the NHPA.

Question 3: How has your agency established goals for the identification and evaluation of historic properties including whether they have been met?

Sub Question 3.1: Has your agency established performance measures (such as benchmarks) for measuring progress in the identification of historic properties?

As described in the answer to Question 2, above, the DISP includes one Objective and four Outcomes related to historic preservation and cultural resources management. One of the four Outcomes (and its two Measures) is directly linked to improving historic property identification:

Outcome. The Department will have a complete inventory of known historic properties in order to ensure these assets are properly managed and protected.

Measures:

- 100% of real property inventory records will accurately identify historic properties and their quality. (Annually)
- 100% of DoD managed lands will be accurately inventoried for archaeological resources, Native American and other cultural assets. (2009)

Additionally, DoDI 4715.16 builds on this goal and prescribes the following metrics that DoD Components must report annually:

Goal. All real property inventory records will accurately identify historic properties (real property assets).

Metric:

²⁴ Section 6(i), DoDI 4715.16.

- Percent of real property assets with the appropriate Historic Status Data Element Code, compared to “not yet evaluated” assets that are greater than or equal to 50 years old.

Goal. All DoD-managed lands that are available for survey are surveyed for archaeological sites and have the information readily available to support the process directed by 36 CFR 800.

Metric:

- Percent of DoD-managed lands (available for survey) surveyed for archaeological sites.²⁵

Sub Question 3.2: If your agency has established benchmarks, how have they benefited your agency?

At this time, the Measures / Metrics in the 2007 DISP and DoDI 4715.16, respectively, are too new to accurately measure progress or success. DoD anticipates that a minimum of three to five years of data collection will be necessary to begin to accurately identify trends, forecast future performance, and recommend related courses of action (policy changes, funding requests, etc.).

Question 4: Describe any internal reporting requirements your agency may have for the identification and evaluation of historic properties, including collections (museum and archaeological).

DoD requires its Components to report to OSD on the status of their respective cultural resources activities twice a year as part of a larger review of their environmental management programs. Mid-year reviews are typically held in August, and end of year reviews are typically held in January. These reviews give the OSD leadership an opportunity to evaluate DoD Component programs in progress. For each review, the Components are required to answer one or two questions about their cultural resources programs. These questions often include a request for data and narrative explanations on how the data is collected, used, and improved.

DoD also reports cultural resources information in their Defense Environmental Programs Annual Report to Congress (DEPARC).²⁶ The DEPARC describes DoD’s accomplishments during the past year in its restoration, conservation (including cultural resources), compliance, and pollution prevention programs by addressing plans and funding needs for protecting human health, sustaining the resources DoD holds in the public trust, meeting its environmental requirements, and supporting the military mission.

Summary cultural resources information is included in the general narrative of the DEPARC. An appendix includes DoD Component responses to metrics from the DoD Instruction on cultural resources management. These metrics include information on DoD Component progress on completing Integrated Cultural Resources Management

²⁵ Cultural resources metrics are found in Enclosure 5 of DoDI 4715.16.

²⁶ Reports are online at: <https://www.denix.osd.mil/portal/page/portal/denix/environment/ARC>.

Plans (ICRMPs) for their respective military installations. (ICRMPs serve to integrate cultural resources management into installation mission and operations planning in compliance with cultural resource legislative mandates and DoD policies.) DoD also requires Components to report on their installations' progress in completing archaeological and historic building inventories as a measure of cultural resource management success.

All DEPARCs through FY2008 include Component responses to cultural resources metrics established in 1996. The new metrics in DoDI 4715.16 are planned to take effect for the FY2009 reporting year.

DoD manages 93 military museums around the world. These museums contain some of the finest examples of artifacts and collections depicting our Nation's military history. Information about these museums, including their collections of memorabilia, artifacts, ceremonial gifts, uniforms, and flags, is submitted annually to OSD for a report to Congress entitled *DoD Operation and Financial Support for Military Museums*.²⁷ DoD is required to submit the report to Congress by March 15th of each year.²⁸

Question 5: Explain how your agency has employed the use of partnerships to assist in the identification and evaluation of historic properties.

Sub Question 5.1: Are there any legal restrictions that would preclude your agency from exploring partnerships for local economic development for the identification and evaluation of historic properties?

DoD does not employ partnerships at the Department level to assist in the identification and evaluation of historic properties. Furthermore, DoD has limited involvement in local-level partnerships involving historic properties. However, one of three core policy statements in DoDI 4715.16 (see the response to Sub Question 2.2, above) provides the overarching guiding principles for the larger Department's program:

“It is DoD policy to:

- 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.”²⁹

Additionally, DoDI 4715.16 directs the Components to utilize partnership opportunities to improve their cultural resource management programs at the local level. Per the policy, the DoD Components shall:

²⁷ The current (2007) report is available at http://www.acq.osd.mil/ie/download/FY2007_MuseumReport_2Jul08.pdf.

²⁸ Section 489 of Title 10, United States Code, requires the Secretary of Defense to submit this report annually.

²⁹ Section 4, DoDI 4715.16.

- Establish appropriate partnerships with government, public, and private organizations to promote local economic development and vitality through the use of DoD historic properties in a manner that contributes to the long-term preservation and productive use of those properties.
- Promote partnerships with communities to increase opportunities for public benefit from, and access to, DoD cultural resources, taking into account mission activities, sustainability, safety and security issues, and fiscal soundness.³⁰

Sub Question 5.2: How have partnerships benefited your agency?

One way the Department does use partnerships at the agency and DoD Component level is through the DoD Legacy Resource Management Program (Legacy). Since 1990, Legacy has provided an annual, competitive source of funds for projects related to cultural and natural resources management on military installations. Three principles guide the Legacy program: stewardship, leadership, and partnership. Stewardship initiatives assist DoD in safeguarding its irreplaceable resources for future generations. By embracing a leadership role as part of the program, the Department serves as a model for respectful use of natural and cultural resources. Through partnerships, the program strives to access the knowledge and talents of individuals outside of DoD.³¹

Over a thousand Legacy projects (representing over \$90 million dollars of investment) have directly involved DoD cultural resources since the program's start in FY1991. Many of these projects have involved partnerships with other federal agencies, state, tribal and local governments; as well as academic and non-profit organizations.

In an annual request for proposals, Legacy provides a list of Areas of Emphasis (AOE) to solicit project proposals to meet DoD's current and emerging cultural and natural resources management needs.³² For FY2009, Legacy extensively modified the cultural resources-focused AOE from previous years to reflect new program directions:

- Economics of Historic Preservation
- Cultural Resources Data Management
- Communication, Partnerships, and Public Awareness
- Context and Model Development

Through these revised AOE, Legacy seeks projects to manage historic properties (including identification/evaluation, protection, and use). 'Communication, Partnerships, and Public Awareness' is a new category for Legacy, created to improve partnership development to better meet DoD's cultural resources management needs.

³⁰ Sections 6(r) and 6(s)

³¹ More information on Legacy is available at <http://www.dodlegacy.org/Legacy/intro/about.aspx>.

³² AOE's are areas of particular policy or program interest for that FY. Projects submitted annually are categorized by AOE and receive priority consideration in the competitive project selection process. The full list of AOE's is available at: <http://www.dodlegacy.org/Legacy/intro/aoe.aspx>

Question 6: Provide specific examples of major challenges, successes, and or opportunities your agency has experienced in identifying historic properties over the past three years.

Over the past three years, DoD has had great success in increasing the visibility of its cultural resources management program with Department-level senior leaders and decision makers. Cultural resources are much better integrated in other DoD programs than they were just three years ago. Examples of specific successes include the:

- Completion of Program Comments³³ (August, 2006) for the management of:
 - Army, Navy and Air Force Cold War Era (1946 - 1974) Unaccompanied Personnel Housing,
 - Army, Navy and Air Force, World War II and Cold War Era (1939 - 1974) Ammunition Storage Facilities, and
 - Army World War II and Cold War Era (1939 - 1974) Ammunition Production Facilities and Plants;
- Implementation of changes to the DoD real property data system to better identify and quantify historic assets;
- Inclusion of cultural resources Outcomes in the 2007 DISP;
- Completion of a new cultural resources policy, DoDI 4715.16, and
- Revision of DoD Heritage Asset reporting requirements.

DoD will continue to improve its capabilities to manage the cultural resource assets in its care. Initiatives begun recently that are indicative of DoD's commitment to proactive identification and evaluation of cultural resources include the:

- Completion of data and metadata standards for the cultural resources program, to include spatial and business (i.e. non-spatial) data;
- Completion of an online clearinghouse of DoD cultural resources reports and related documents;
- Continued funding of DoD-wide historic contexts and studies to facilitate installation-level survey and evaluation projects, and
- Continued improvement of the Legacy program to solicit projects and establish partnerships to better meet DoD's cultural resources stewardship responsibilities.

Protection

Question 7: Explain how your agency has protected historic properties.

Sub Question 7.1: How has your agency protected, stabilized, rehabilitated, or monitored historic properties?

Sub Question 7.2: What other forms of protection has your agency provided for historic properties?

³³ All Program Comment documents are available at <https://www.denix.osd.mil/ProgramAlternatives>.

In the past three years, DoD has continued to strengthen its partnership between its cultural resources and facilities management communities at the OSD level. The result is an improved understanding of the legal and policy needs to appropriately manage historic properties, as well as the inclusion of historic preservation considerations in planning, programming and budgeting for facilities management at the Department level.

DoD uses a total asset management approach to ensure that all its properties – including historic properties – are maintained and utilized in a sustainable manner. For real property assets, DoD utilizes a suite of standardized analytical tools for estimating cost requirements to operate, sustain and recapitalize its facilities.³⁴ These tools function as predictive models to calculate funding requirements for individual buildings and structures; these requirements are then aggregated up to installation and higher organizational levels for summary reporting and out-year planning.

Many of these tools use calculations of Plant Replacement Value (PRV)³⁵ in their models to project the appropriate amount of funds to maintain facilities. Simply defined, PRV is “the cost to replace a facility using current standards.”³⁶ Calculating PRV can be a challenge, as it is used to describe a physical plant made up of various types of facilities often measured in different incompatible units (e.g. square feet, gallons per minute, and kilovolts) and to conduct macro level analyses associated with costs to replace these facilities.

In order to best consider the unique needs of historic real property, DoD allows for a “Historical Requirements Adjustment” of five percent when calculating PRV. 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 five percent adjustment, citing cost impacts of historic facilities or facilities located within historic districts as follows:

- “While historic building and structures are not typically “replaced,” these facilities incur significant restoration efforts to extend the life of the facility. Incident to these restorations is the requirement for unique architectural features to be preserved or duplicated.
- During modernization, additional materials and effort are required to mask or screen the impact of these modernizations and to avoid detracting from the architectural theme. This becomes evident in the installation of updated standards in HVAC, fire suppression, force protection, elevators, and handicapped accessibility.
- Construction of modern buildings within historic districts must receive additional architectural features to preserve the architectural theme.

³⁴ Sustainment is defined as “maintenance and repair activities necessary to keep a typical inventory of facilities in good working order.” Recapitalization is defined as “repair and replacement work to restore facilities damaged by inadequate sustainment, excessive age, disaster, accident, or other causes.” See <http://www.acq.osd.mil/ie/irm/index.shtml> for more information on DoD’s facilities programs.

³⁵ Information on PRV can be found in the “Report of the Plant Replacement Value (PRV) Panel, August 2001 – May 2003,” available at http://www.acq.osd.mil/ie/irm/irm_library/PRV_Final_Report.pdf.

³⁶ PRV definition from Enclosure 4 of DoDI 4615.14.

- Utilities and infrastructure are also impacted while being replaced within historic districts. Examples include lighting, roadways, pavements, and fencing as well as the increased cost to replace underground utilities based on the surface that must be disturbed, such as brick or cobblestone vice asphalt.”³⁷

Based on the 2003 examination of PRV, DoD officially confirmed the relevance of the “Historical Requirements Adjustment” with the issuance of Unified Facilities Criteria (UFC) 3-701-07, *DoD Facilities Pricing Guide* (July 2, 2007).³⁸

Question 8: Describe your agency policies that promote and/or influence the protection of historic properties.

Sub Question 8.1: How is this policy incorporated into your agency’s strategic plan?

DoD maintains several strategic plans for various mission areas. There is no single “DoD Strategic Plan.” Historic properties are addressed in the agency-wide 2007 DISP.

Sub Question 8.2: Does your agency have an asset management plan? If not, why? If yes, what planning and management requirements do historic real properties have in your agency’s asset management plan?

The DISP as described in the response to Question 2, above, is both DoD’s strategic and asset management plan for the “installations and environment” portfolio. The DISP includes a cultural resources Objective and four measurable Outcomes (one of the four outcomes was described in the Response to Sub Question 3.1). Two of these Outcomes relate to the planning for, and management of historic real properties:

Outcome. The Military Departments will have Integrated Cultural Resource Management Plans (ICRMPs) that identify and include management strategies for all cultural resources.

Measures:

- 100% of ICRMPs will be current as required by DoD policy. (Annually)
- 100% of ICRMPs will be current and implemented, in consultation and partnership with State Historic Preservation Officers (SHPO), Tribal Historic Preservation Officers (THPO), and other appropriate consulted parties. (2008)

Outcome. The Military Departments will manage cultural resource assets efficiently, in full integration with other facilities and project planning activities, and in full compliance with all legal requirements

Measures:

³⁷ Section 4.1 of the “Report of the Plant Replacement Value (PRV) Panel.”

³⁸ Available from http://www.wbdg.org/ccb/DOD/UFC/ufc_3_701_07.pdf. The historical requirements adjustment is first mentioned in Section 3-2.2.

- 10% of remaining archeological collections and associated records not curated in accordance with 36 CFR Part 79 included in a plan for compliant curation. (Annually)
- Analyze the Real Property Inventory to determine percentage of historic buildings/ structures either vacant or underutilized and develop a utilization plan. (2008)

DoDI 4715.16 also includes requirements for cultural resources planning, including the need for up-to-date ICRMPs. The policy requires the DoD Components to:

- Develop and implement a process to fully integrate cultural resources planning processes with broader planning activities in accordance with [DoDI 4715.9, *Environmental Planning and Analysis* (May 3, 1996).]³⁹ Integrate cultural resources management with other facilities management systems and processes to provide the greatest overall program effectiveness and business efficiency.
- Ensure that installations prepare, maintain, and implement provisions of their ICRMP in accordance with Enclosure 6 of this Instruction, and in consultation with SHPOs, THPOs, and other appropriate consulting parties.
 - Ensure that these plans are fully coordinated with appropriate installation offices responsible for preparing and maintaining training plans and master plans (including but not limited to: training and test range management plans, range complex master plans, installation master plans, integrated natural resources management plans, integrated pest management plans, endangered species recovery plans, recreational and golf course management plans, grounds maintenance plans, facilities construction site approvals, and other land use activities).
 - Ensure that each plan is reviewed annually, updated as mission or environmental changes warrant, and revised and approved by appropriate command levels at least every 5 years.⁴⁰

Enclosure 6 of DoDI 4715.16 outlines the general contents of an ICRMP (eleven items) and specific contents of an ICRMP (twenty items). Additionally, the policy includes an annual reporting metric related to ICRMPs:

Goal. All installations with cultural resources will complete and update ICRMPs as per this policy. In addition, all ICRMPs will be current and implemented, in consultation and partnership with SHPOs, THPOs, and other appropriate consulting parties.

Metric:

- Percent of total ICRMPs, by DoD Component, complete; and percent of total ICRMPs, by DoD Component, developed in consultation.

³⁹ Available at <http://www.dtic.mil/whs/directives/corres/pdf/471509p.pdf>.

⁴⁰ Sections 6(d) and 6(e) of DoDI 4715.16.

Sub Question 8.3: Has your agency entered into any management contracts with other parties to protect your historic properties, including monitoring, repair, stabilization, and rehabilitation? If yes, have these been effective? What are the advantages and disadvantages of these contracts?

While not a program to protect historic properties per se, DoD has entered into dozens of contractual agreements with various private sector companies to manage their military family housing. The Military Housing Privatization Initiative (MHPI) is a public/private program whereby private sector developers may own, operate, maintain, improve and assume responsibility for military family housing, where doing so is economically advantageous and national security is not adversely affected.⁴¹

The MHPI was enacted on February 10, 1996, as part of the National Defense Authorization Act for FY1996. Under the MHPI authorities, DoD can work with the private sector to revitalize military family housing by employing a variety of financial tools – including direct loans, loan guarantees, equity investments, and conveyance or leasing of property or facilities.

Between July 1996 and July 2008, DoD privatized over 177,000 housing units in 90 separate actions at over 75 different military installations across the country.⁴² Thousands of these assets were historic properties. The overall goal is to privatize 89 percent of the domestic housing inventory or about 195,000 housing units by the end of FY 2010.⁴³

Many MHPI projects have involved the successful transfer of DoD historic real property assets to private developers. These developers have, in turn, sensitively rehabilitated them to provide a higher quality of life for today's military service members while continuing to use historic assets to support the DoD mission.

Sub Question 8.4: What types of performance criteria must be met in the stewardship and capital planning for the use of historic properties?

DoD's historic real property assets are valued as much as the non-historic assets – all assets are to be kept in serviceable condition and used in support of the military mission. Other than the percentage adjustments in PRV (see the response to Sub Question 7.2, above), DoD employs no other special performance criteria for historic real property assets.

Sub Question 8.5: Does your agency utilize a deferred maintenance program for protection of historic properties?

⁴¹ More information on MHPI is available at <http://www.acq.osd.mil/housing/index.htm>.

⁴² A full list is available at <http://www.acq.osd.mil/housing/projawarded.htm>.

⁴³ From "Statement Of Mr. Philip W. Grone, Deputy Under Secretary Of Defense (Installations And Environment) Before The Readiness Subcommittee Of The House Armed Services Committee, March 8, 2006;" available at http://www.acq.osd.mil/ie/download/FY07_HistoricPropertiesTestimony.pdf.

Prior to FY2008, DoD did not have an accurate accounting of deferred maintenance costs for all built infrastructure, including historic properties. In order to improve their understanding of its total asset inventory, DoD now reports “Real Property Deferred Maintenance,” including Heritage Assets:

- Multi-Use Heritage Assets Deferred Maintenance. Multi-use Heritage Assets are Heritage Assets that not only have historical, cultural or architectural significance but are also used for general Government operations. Include a comment in the narrative statement if deferred maintenance amounts for multi-use Heritage Assets are included in the buildings and structures property types.⁴⁴

As with other recently revised or new reporting requirements as noted above, DoD anticipates that it will not be able to effectively report on Heritage Assets Deferred Maintenance until three to five years of data are available for analysis.

Question 9: Explain how your agency has employed the use of partnerships to assist in the protection of historic properties.

Information on the Department’s policies concerning partnerships can be found in the response to Question 5, above.

Question 10: Provide specific examples of major challenges, successes, and/or opportunities your agency has encountered in protecting historic properties over the past three years.

Information on the Department’s cultural resources program successes and opportunities can be found in the response to Question 6, above.

Use

Question 11: Explain how your agency has used historic properties.

Sub Question 11.1: What is the total number of your agency’s historic properties with an assigned mission and/or purpose?

In accordance with EO 13327, the Office of Management and Budget established several performance measures to be reported on annually by all federal agencies that manage real property. “Mission Dependency” is one of these measures. Per the FY2008 annual reporting guidance for the FRPP, Mission Dependency must be reported as:

⁴⁴ See http://www.defenselink.mil/comptroller/fmr/06b/06b_12.pdf - Section 120303, DoD FMR Vol. 6B, Chp 12 for Real Property Deferred Maintenance definitions; Table 12-1 for the reporting format.

- Mission Critical – without constructed asset or parcel of land, mission is compromised.
- Mission Dependent, Not Critical – does not fit into Mission Critical or Not Mission Dependent categories.
- Not Mission Dependent – mission unaffected.
- Not Rated – used for DoD / Base Realignment and Closure (BRAC) properties only.⁴⁵

With the exception of those properties transferred under BRAC and identified as ‘Not Rated,’ DoD reports annually to the FRPP that 100% of its real property inventory (including historic assets) is coded as Mission Critical.

Sub Question 11.2: In what ways has your agency used technologies and/or media, including the Internet, to promote heritage tourism as a use of historic properties?

In the past three years, DoD has advocated for the improvement and expansion of its cultural resources presence on the internet. This push to increase DoD’s visibility has a tangential relationship to heritage tourism, but it is not the primary goal of the effort. Rather, making information available to stakeholders, consulting parties and members of the interested and general public helps to raise awareness of the numerous cultural resources DoD manages. To work towards achieving these goals, the 2007 DISP cultural resources Objective includes a related Outcome and measure:

Outcome. Improved availability of information about the Department’s National Historic Landmarks.

Measure.

Make interpretive material for all DoD Historic Military Landmarks available to the general public. (2008)

Additionally, DoDI 4715.16 directs the DoD Components to:

“Ensure that current information on known cultural resources is ... also available (subject to the appropriate confidentiality and security considerations) to consulting parties, as well as residents, visitors, scholars, and the general public; to increase awareness of the significance of ... resources on DoD lands as a means to protect and preserve these items of national heritage.”⁴⁶

To ensure the DoD Components are making information available as directed, DoD included a performance metric in DoDI 4715.16 to measure “Public Access to Cultural Resource Information:”

Goal. All installations with cultural resources will have a public outreach program in accordance with the implementation of [NHPA] and [EO 13287].

⁴⁵ See “FRPC 2008 Guidance for Real Property Inventory Reporting” at http://www.gsa.gov/graphics/ogp/User_Guidance_2008_FINAL.pdf.

⁴⁶ Excerpt from Section 6(f) of DoDI 4715.16.

Metric – Percent of installations with cultural resources that have public web sites and/or tour programs. (Compare baseline information (#1) to reported information (#2-4) to calculate percent.)

1. Number of installations with cultural resources.
2. Number of installations with cultural resources that have a cultural resources public Web page or a cultural resources area on an installation's main Web page.
3. Number of installations with cultural resources that have regularly scheduled public tours of cultural resources.
4. Number of installations with cultural resources that include cultural resource information in a welcome package for new residents and/or employees and visitors.

In an effort to implement these policy changes, DoD is working to first update its own web page for environmental management information. The website, called the Defense Environmental Information Exchange (DENIX), now hosts hundreds of documents related to DoD's cultural resources. DENIX is also the source for electronic information on military museums, NHLs, and an FY2003 Legacy-sponsored, nationwide military heritage tourism project entitled *Preserving American Heritage*⁴⁷.

Sub Question 11.3: If there are no legal restrictions, how has your agency developed or improved procedures for supporting local economic development and heritage tourism for the use of historic properties?

At the Department level, DoD has not developed procedures for supporting local economic development and heritage tourism for the use of historic properties due to its mission needs.

Question 12: Explain the overall condition of the historic properties within your agency's control.

Sub Question 12.1: What efforts has your agency undertaken to improve the condition of historic properties?

DoDD 4165.6, DoDI 4165.70, and the 2007 DISP provide the policy guidance and procedures to ensure that all real property assets are maintained in good condition and fully utilized to support the military mission. Specific efforts and methods to accomplish these goals are described in the response to Sub Question 12.2, below.

Sub Question 12.2: Discuss how the condition of your historic properties affects your agency's ability to use them in support of its mission.

Significant policy and program strides as described above have improved DoD's ability to ensure military installation assets and services are available when and where needed,

⁴⁷ <https://www.denix.osd.mil/>

with the joint capabilities and capacities necessary to effectively and efficiently support DoD missions.

DoD began initial reporting of the quality of its facilities in 2005. To promote standardization and objectivity, DoD utilizes facility “Q-Ratings” to describe ranges of values related to asset condition. Q-Ratings are determined by comparing the estimated cost to restore a facility to the total amount of its current PRV. Table 8 shows the Q-Rating codes and corresponding definitions.⁴⁸

Table 8 - Q-Rating Criteria

Code	Definition
Q-1	The sum of all necessary restoration and modernization costs is not greater than 10 percent of the replacement value of the facility.
Q-2	The sum of all necessary restoration and modernization costs is greater than 10 percent but not greater than 20 percent of the replacement value of the facility.
Q-3	The sum of all necessary restoration and modernization costs is greater than 20 percent but not greater than 40 percent of the replacement value of the facility.
Q-4	The sum of all necessary restoration and modernization costs is greater than 40 percent of the replacement value of the facility.

Table 9 compares Q-Ratings to the DoD inventory of historic real property assets and shows how DoD has improved the quality of its historic real property assets from FY2005-FY2007.

Table 9 - Physical Quality of Historic DoD Real Property Assets, FY2005-2007

Historical Status Name	Q-Rating ⁴⁹	FY05 Total	FY06 Total	FY07 Total
National Historic Landmark (NHL)	Q1	0	155	679
	Q2	0	27	54
	Q3	36	98	107
	Q4	351	97	295
National Register Listed (NRL)	Q1	1,100	1,766	862
	Q2	99	208	144
	Q3	260	425	173
	Q4	1,103	198	116
National Register Eligible (NRE)	Q1	25	2,838	9,514
	Q2	291	566	845
	Q3	374	3,126	1,019
	Q4	5,661	2,148	1,071

This table shows how DoD has improved the physical quality of its historic assets over the past three years. Desired trends are for increases in totals each year for Q-Ratings Q1 and Q2 and decreases in totals for Q-Ratings Q3 and Q4.

⁴⁸ More information on Q-Ratings and DoD’s Facility Quality Profile can be found in the FY2008 BSR, available at: http://www.acq.osd.mil/ie/irm/irm_library/BSR2008Baseline.pdf.

⁴⁹ The FRPC uses Condition Index as a measure of facility quality, not Q-Ratings. For comparison purposes, DoD Q-Ratings represent a range of values to express condition index (CI). Q1 = CI of 90-100; Q2 = CI of 80-89; Q3 = CI of 60-79; Q4 = CI of 0-60. CI set by annual FRPP reporting guidance.

Question 13: Describe your agency policies that promote and/or influence the use of its historic properties.

Sub Question 13.1: Have you incorporated these policies into your agency's strategic plan?

DoD maintains several strategic plans for various mission areas. There is no single "DoD Strategic Plan." Historic properties are addressed in the agency-wide 2007 DISP.

Sub Question 13.2: Does your agency have an asset management plan? If not, why? If yes, explain how this plan accounts for the management of historic properties.

The DISP (as described in the response to Question 2, above), is both DoD's strategic and asset management plan for the "installations and environment" portfolio. The 2007 DISP cultural resources Objective has four measurable Outcomes (three of the four Outcomes were described in responses to Sub Questions 3.1 and 8.1, above). One DISP Outcome is related to the proactive improvement of the utilization of historic real property assets:

Outcome. The Military Departments will manage cultural resource assets efficiently, in full integration with other facilities and project planning activities, and in full compliance with all legal requirements

Measure.

Analyze the Real Property Inventory to determine percentage of historic buildings/structures either vacant or underutilized and develop a utilization plan. (2008)

Sub Question 13.3: What policies does your agency have to involve stakeholders in its resource management and planning efforts to identify opportunities for the use of its assets in economic development and heritage tourism?

Please see the response to Sub Question 11.3, above.

Sub Question 13.4: Does your agency have protocols for its managers to identify historic properties that are available for transfer, lease, or sale? What criteria are considered when recommending such actions?

DoD Directive (DoDD) 4165.6, *Real Property*, (October 13, 2004) and DoDI 4165.72, *Real Property Disposal* (December 21, 2007) are the Department-wide policies for transfer, lease or sale of all DoD real property, including historic assets.⁵⁰

DoDI 4165.72 directs the DoD Components to "establish programs and procedures to dispose of real property that conform to applicable law and the policies, guidance, and

⁵⁰ DoDD 4165.6 available from <http://www.dtic.mil/whs/directives/corres/pdf/416506p.pdf>; DoDI 4165.72 available from <http://www.dtic.mil/whs/directives/corres/pdf/416572p.pdf>.

procedures provided by and pursuant to [DoDD 4165.6] and [DoDI 4165.72].”⁵¹ DoD Component policies have more detailed requirements on the disposal process relevant to their business practices.

The criteria for disposal actions are again applicable to all types of real property. DoDI 4165.72 directs the following procedure to dispose of real property:

“The programs of the Military Departments shall 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 [GSA]... in accordance with applicable regulations of those agencies.”⁵²

The disposal procedures include several factors to consider in addition to the obvious legal requirements. DoDI 4165.72 reinforces the uniqueness of disposing historic properties:

“Disposal of real property may include disposing of associated interests in real property such as authorized by section 2668a of title 10, U.S.C. [Easements: granting restrictive easements in connection with land conveyances], including those needed to comply with the requirements of the National Historic Preservation Act...”⁵³

Neither DoDD 4165.6 nor DoDI 4165.72 applies to real property disposal authorized by the Base Realignment and Closure (BRAC) process. See the DoD response to Question 14, below, for more information on BRAC.

Sub Question 13.5: When negotiating leases, how does your agency budget for the use of lease proceeds in the rehabilitation and maintenance of historic properties?

DoD FMR Volume 12, Chapter 14, *Transferring, Disposing, And Leasing Of Real Property And Personal Property* (October 1999)⁵⁴ provides the financial procedures for the disposal, transfer or leasing out of real and personal property.

“Funds received from leases entered into pursuant to section 2667 of Title 10, United States Code [*Leases: non-excess property of military departments*]⁵⁵ shall be deposited into the special fund Treasury receipt account 5189... “Lease of DoD Real Property.

Funds deposited in this account are made available to the respective [DoD Component] concerned for expenditures, to the extent provided for in appropriation acts, as follows:

⁵¹ Section 4.3.1., DoDI 4165.72.

⁵² Section 5.1., DoDI 4165.72.

⁵³ Section 5.1.6., DoDI 4165.72.

⁵⁴ Available from http://www.defenselink.mil/comptroller/fmr/12/12_14.pdf.

⁵⁵ Available from <http://www.law.cornell.edu/uscode/10/2667.html>.

1. Fifty percent of the funds deposited shall be available for facility maintenance and repair or environmental restoration at the military installation where the property is located, and
2. Fifty percent of the funds deposited shall be available for facility maintenance and repair and environmental restoration by the [DoD Component] concerned.”⁵⁶

The regulation does not differentiate between historic and non-historic real property assets. Additionally, the regulation does not apply to real property disposal authorized by the BRAC process. See the DoD response to Question 14, below, for more information on BRAC.

Question 14: Explain how your agency has used Section 111 of NHPA in the protection of historic properties.

Sub Question 14.1: Does your agency utilize Section 111 authorities in the management of historic properties? If yes, provide examples how your agency has used this authorization.

DoD does not issue any policy or guidance to preclude the use of Section 111 of the NHPA by the DoD Components. However, the Components have not made extensive use of that authority, preferring instead to explore “Enhanced Use Leasing” under 10 USC 2667 (see response to Sub Question 13.5, above). As noted in DoD’s 2003 Section 3 Report, the Components have found that Enhanced Use Leasing has the potential for more flexible use regarding historic properties by allowing lessees to provide services-in-kind in payment for the lease. Such services may include maintaining or renovating historic properties.

Sub Question 14.2: If your agency has not used Section 111 authorities explain why and any impediments for using this authority.

See response to Sub Question 14.1, above.

Sub Question 14.3: Does your agency adhere to any other federal regulations or authorities in lieu of Section 111 of NHPA when transferring or disposing of its historic properties (e.g., 36 CFR § 18, Public Building Cooperative Use Act, or regulations developed for use by specific agencies)?

In addition to NHPA Section 111 and 10 USC 2667, DoD has also used the BRAC process to transfer or dispose of its real property.⁵⁷ BRAC is a congressionally

⁵⁶ Section 140203 of DoD FMR 7000.14-R, Volume 12, Chapter 14.

⁵⁷ As authorized by federal law, the “BRAC process” consists of the provisions of Title II of the Defense Authorization Amendments and Base Closure and Realignment Act (Pub. L. 100-526, 102 Stat.2623, 10

authorized process DoD has used to reorganize its base structure to more efficiently and effectively support its forces, increase operational readiness and facilitate new ways of doing business. The first four rounds (1988, 1991, 1993 and 1995) of the BRAC process resulted in the full closure of 125 major military installations, the reorganization of dozens more, and the closure or realignment of hundreds of minor facilities. The last round of BRAC (2005) authorized the closure of 22 major military installations, the realignment of 33 others, and the closure or realignment of hundreds of other minor facilities, by the end of FY2011.⁵⁸ Many of the installations closed under BRAC contained historic properties that were successfully transferred and reused by private industry, local governments, and non-profit organizations.

Regardless of authority considered, the security of military installations is of paramount importance. Therefore, out-leasing of any military real property – historic or not – can be complicated by the location of such assets within a secure perimeter of a military installation.

Question 15: Explain how your agency has employed the use of partnerships to assist in the use of historic properties.

Information on the Department's policies concerning partnerships can be found in the response to Question 5, above.

Question 16: Provide specific examples of major challenges, successes, and/or opportunities your agency has encountered in using historic properties over the past three years.

Information on the Department's cultural resources program successes and opportunities can be found in the response to Question 6, above.

USC 2687 note), or the Defense Base Closure and Realignment Act of 1990 (Pub. L. 100-526, Part A of Title XXIX of 104 Stat. 1808, 10 USC 2687 note).

⁵⁸ BRAC information available from <http://www.brac.gov/docs/final/Volume1BRACReport.pdf/>.

List Of Acronyms

ACHP	Advisory Council on Historic Preservation
AFR	Agency Financial Report
AIA	American Institute of Architects
AOE	Areas of Emphasis
BRAC	Base Realignment and Closure
CI	Condition Index
DENIX	Defense Environmental Information Exchange
DEPARC	Defense Environmental Programs Annual Report to Congress
DISP	Defense Installations Strategic Plan
DoD	Department of Defense
DoDD	DoD Directive
DoDI	DoD Instruction
EO	Executive Order
FMR	Financial Management Regulation
FRPC	Federal Real Property Council
FRPP	Federal Real Property Profile
FY	Fiscal Year
GSA	General Services Administration
ICRMP	Integrated Cultural Resources Management Plan
MHPI	Military Housing Privatization Initiative
NHL	National Historic Landmark
NHPA	National Historic Preservation Act
NPS	National Park Service
NRE	National Register Eligible
NRHP	National Register of Historic Places
NRL	National Register Listed
OSD	Office of the Secretary of Defense
PAR	Performance and Accountability Report
PRV	Plant Replacement Value
SFFAS	Statement of Federal Financial Accounting Standards
SHPO	State Historic Preservation Officer
THPO	Tribal Historic Preservation Officer
UFC	Unified Facilities Criteria