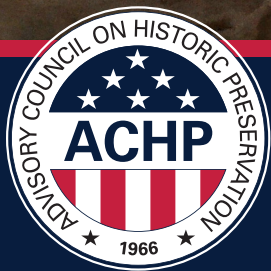




IN A SPIRIT *of* STEWARDSHIP



A REPORT ON FEDERAL
HISTORIC PROPERTY
MANAGEMENT

2021



An independent federal agency, the Advisory Council on Historic Preservation promotes the preservation, enhancement, and sustainable use of our nation's diverse 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 program.

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Front Cover Photo: A conservator works on designs etched into the parapet of level 4 of the Desert View Watchtower at the Grand Canyon; colorful ceiling mural overhead (NPS/M.Quinn)

Opposite Page: The Virginia-class fast-attack submarine USS *Missouri* (SSN 780) departs Pearl Harbor Naval Shipyard, a National Historic Landmark, after completing a scheduled dry-docking maintenance period in 2020. (Navy/Amanda R. Gray)

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ACHP MESSAGE

February 15, 2021

The Advisory Council on Historic Preservation (ACHP), with assistance from a variety of federal agencies with real property management responsibilities, is pleased to present the sixth triennial report prepared pursuant to Executive Order 13287, “Preserve America,” on stewardship achievements of federal agencies in managing historic properties.



The National Historic Preservation Act (NHPA) committed the federal government to demonstrating leadership in preserving places important to our nation’s heritage. It also created important partnerships with states, Indian tribes, and local governments to carry out the federal historic preservation program. Each agency has unique assets and responsibilities. Federal agencies submitting progress reports in 2020 on the status of their efforts to identify, protect, and use their historic properties have affirmed the crucial role partnerships provide to achieve preservation results, with benefits flowing to both agencies that own and maintain historic properties, as well as to the communities they serve. In this report, the ACHP profiles partnerships that leverage federal historic preservation efforts for needed training opportunities in skilled preservation trades, local economic development and heritage tourism, and research and survey work contributing to a deeper understanding of our historic places and landscapes.

The feasibility of successful preservation achievements is enhanced when partnerships involve the private sector. The ACHP formed a Leveraging Federal Historic Buildings Working Group in 2019 to explore how public-private leasing partnerships for federal historic buildings can be encouraged to save taxpayer dollars while spurring preservation and reinvestment relative to new construction or leasing privately owned property. The Working Group’s forthcoming



findings and best practices have informed the recommendations in this report and serve as a continuation of a recommendation from the ACHP's previous report under the Preserve America Executive Order.

The ACHP supports federal agency efforts to preserve the diverse historic properties in their care while carrying out their missions. Federal Preservation Officers (FPOs), located within federal agencies, provide critical oversight for preservation activities and fulfillment of NHPA responsibilities and are a vital part of how agencies cultivate a preservation ethic and balance these goals. The ACHP encourages federal agencies to share the successful stewardship strategies profiled in this report within their organizations to further broaden federal leadership in historic preservation and integrate it with other sustainability-related goals. I would like to thank the FPOs for their continued engagement and the expertise they provide to the ACHP and look forward to their continued progress in implementing the recommendations in this report in order to advance the protection and sustainable use of our nation's historic resources.

The ACHP looks forward to the new Administration's leadership and interest in historic preservation. This responsibility can provide an opportunity to thoughtfully manage federal historic resources, understand their correlation to addressing climate change, and enhance the usefulness of these assets now and in the future.

A handwritten signature in blue ink, appearing to read "Rick Gonzalez", is positioned above the printed name.

Rick Gonzalez, AIA
Vice Chairman
Advisory Council on Historic Preservation

EXECUTIVE SUMMARY



In 2019, White Sands National Monument was re-designated White Sands National Park, making it the 62nd designated national park in the National Park System. (NPS)

This is the sixth report to the President, required every three years under Executive Order (EO) 13287, “Preserve America,” addressing the state of the federal government’s efforts to identify, protect, and utilize their historic properties and their contribution to local economic development. EO 13287 reinforces the role of federal agencies as stewards of their historic properties and underscores the importance of federal agency efforts to inventory, protect, and use these properties. Federal historic properties play a diverse range of roles, from providing infrastructure critical for agency missions, to housing members of the military and federal offices, as sacred places important to Native Americans and Native Hawaiians, to sharing stories of American history with visitors.

Information in this report is derived primarily from the 22 federal agency progress reports submitted to the Advisory Council on Historic Preservation (ACHP) and the Secretary of the Interior. Agency reports focused on progress made in identifying, protecting, and using historic properties in federal ownership since the last report in 2018. Federal agencies continue to provide creative examples of historic properties adaptively reused and rehabilitated to be energy efficient and resilient, as well as historic properties leased or disposed to parties responsible for their preservation. Collectively, these reports also demonstrated that there remains wide-spread support among the public for the protection and use of historic properties, and that federal efforts to do so strengthen communities and contribute to a stronger economy through the creation of jobs.

This 2021 report continues the level of reporting established in the 2018 report by being designed from the start to be web-based, with links to other documents and preservation resources mentioned in the text and containing examples and case studies of successful federal agency stewardship to better illustrate the breadth of historic properties owned by the federal government, the myriad ways agencies care for them, and how they can contribute to the goals of economic development and resource independence.

In addition to the review of the agency progress reports, the challenges and recommendations presented in Chapter 5 of this report also are informed by the ACHP's extensive, and nationwide, interaction with federal agencies and preservation partners on various undertakings, programs, and initiatives over the last three years. The preservation findings and conclusions identified over the current reporting cycle include the following:

FINDING: *Leasing historic federal buildings to nonfederal partners promotes their productive use and contribution to local economies, often increasing public access and even transferring maintenance and capital improvement costs to partners in certain circumstances. However, outleasing programs remain small due to inconsistencies among federal agencies in their scope and application, conflicting policies and priorities, limited awareness of these programs, and local economic conditions affecting the availability of partners.*

FINDING: *Agencies are advancing in the use of digital tools to better inform real property management, but further improvement is needed to fully integrate historic property information and realize all potential benefits from increased review efficiency for federal and nonfederal project planning.*

FINDING: *While the primary benefit of partnerships is to leverage limited federal resources and assist federal agencies in the identification, protection, and use of historic properties, partnerships also contribute important community and educational benefits, including those that enable job training.*

FINDING: *Agencies have effectively used Section 106 program alternatives to tailor Section 106 project reviews for multiple land- and property-managing agency benefits, including focusing limited resources on preservation priorities and contributing to comprehensive historic property management strategies. Program alternatives have also improved efficiency and effectiveness of project reviews for infrastructure projects affecting historic properties on federal lands.*

FINDING: *Agencies should ensure timely involvement of and active collaboration with Indian tribes and Native Hawaiian organizations in property management activities and infrastructure planning.*

FINDING: *As more properties associated with the role of the federal government in advancing science and technology in the late 20th century become eligible for the National Register of Historic Places, they present unique management challenges for federal agencies in preserving their significant characteristics while enabling ongoing use.*

Recommendations to address these findings are presented in Chapter 5.

The ACHP is committed to assisting federal agencies in implementing these recommendations so that future actions proposed by the Administration, departments, and agencies recognize historic properties as important public assets that should be included in federal real property management strategies and initiatives that address infrastructure renewal, energy efficiency, resiliency, and long-term preservation.

INTRODUCTION AND ACHP PROGRESS REPORT



Stars dance in the night sky above an Ancestral Puebloan ruin at Aztec Ruins National Monument, New Mexico. (NPS/Bettymaya Foott)

The federal government is the steward of thousands of historic properties of all kinds across the country and in all its territories, including buildings, structures, traditional landscapes of religious and cultural significance to Indian tribes and Native Hawaiian organizations (NHOs), archaeological sites and districts, scientific and highly technical properties and objects, and others. Executive Order 13287, “Preserve America,” issued in 2003, focuses on affirming the stewardship responsibilities of federal agencies for historic properties, which began with the Antiquities Act of 1906, were expanded in the Historic Sites Act of 1935, and were reinforced in 1966 in the National Historic Preservation Act (NHPA) and its subsequent amendments.

Section 3 of EO 13287 requires federal agencies to report every three years to the ACHP and the Secretary of the Interior on the status of their progress in identifying, protecting, and using for economic benefit the historic properties they own. The ACHP reviews and analyzes the submitted information and presents its findings in a report to the President. This is the sixth triennial report on the status of federal agency historic property stewardship.

The ACHP is an independent federal agency that promotes the preservation, enhancement, and sustainable use of the nation’s diverse historic resources and advises the President and Congress on national historic preservation policy. The ACHP also oversees implementation of Section 3 of the EO. The [full text](#) of the EO, [past reports](#), and information about Section 3 can be found on the [ACHP’s website](#).

The goal of the EO and related provisions of the NHPA is to ensure federal agencies are good stewards of historic properties for the benefit of the American people while still meeting mission needs and, where appropriate, pursuing partnerships to promote the

preservation of the nation’s heritage and its economic benefit to communities. The NHPA sets forth broad affirmative responsibilities for federal agencies with respect to balancing mission needs with historic values. Section 110 (54 USC Ch. 3061) directs that historic preservation is to be integrated into the programs of federal agencies. Agencies meet this responsibility by taking steps to identify and thoughtfully manage historic properties in their care as well as through compliance with Section 106 of the NHPA (54 USC § 306108). Section 106 requires federal agencies to take into account the effects of their projects and programs on historic properties and provide the ACHP a reasonable opportunity to comment on them. The ACHP’s regulations implementing [Section 106 36 CFR Part 800](#) detail this consultative review process.

The EO further directs agencies to advance good preservation stewardship 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 to realize the economic benefit that these properties can provide through activities like heritage tourism, housing businesses and organizations that can operate in harmony with an agency’s mission, or contributing to the ongoing vitality of small towns and city centers as focal points of civic activity. The ACHP continues to see the use of partnerships to identify, protect, and use historic properties trending upwards. As in the 2017 progress reports, federal agencies are increasingly receptive to, and entering into, preservation partnerships in their management of historic properties.

Throughout this report the term “historic properties” is used as defined in the NHPA as those buildings, structures, objects, sites, and districts that are listed in, or are eligible for listing in, the National Register of Historic Places (National Register). The term includes National Historic Landmarks (NHLs), which are designated by the Secretary of the Interior for their exceptional value or quality in illustrating or interpreting the heritage of the nation.

LIST OF ALL AGENCIES SUBMITTING A 2020 SECTION 3 PROGRESS REPORT

- | | |
|--|--|
| » Armed Forces Retirement Home | » National Institute of Standards and Technology |
| » Bureau of Land Management | » National Oceanic and Atmospheric Administration |
| » Bureau of Reclamation | » National Park Service |
| » Department of Defense | » Tennessee Valley Authority |
| » Department of Energy | » U.S. Army Corps of Engineers |
| » Department of Homeland Security | » U.S. Fish and Wildlife Service |
| » Department of Labor | » U.S. Forest Service |
| » Department of Veterans Affairs | » U.S. Geological Survey |
| » Federal Aviation Administration | » U.S. International Boundary Water Commission |
| » General Services Administration | » U.S. Postal Service |
| » Maritime Administration | |
| » National Aeronautics and Space Administration | |

Rehabilitating a WWII Black Officers' Club

Fort Leonard Wood, Missouri

In 2011, Fort Leonard Wood, Missouri, seriously considered the complete demolition of Building 2101. Today, the building serves as a training facility featuring classrooms, offices, and an unexpected history lesson for its visitors. Building 2101 is one of two remaining World War II-era black officers' clubs in the nation. Its 2018 rehabilitation preserved one of the few tangible pieces of the segregated Army's history. The central focus of the building's restoration and reuse is the hand-painted 1945 mural by Staff Sergeant Samuel Countee. Countee was stationed at Fort Leonard Wood where the former Black Officers' Club now bears his name as Staff Sgt. Samuel A. Countee Hall. The rehabilitation of the building was the result of a successful Section 106 consultation process that involved the Missouri SHPO, the ACHP, National Trust for Historic Preservation, Pulaski County NAACP, Rolla NAACP, Sammie Whiting Ellis (Countee's niece), Missouri Preservation, and Center for Sustainable Solutions.

Countee Hall acts as a setting for the story of the WWII-era segregated Army to be told. The rehabilitation allowed for the mural and stonework constructed by German prisoners of war to survive in its original context. Without the building, the stonework would be an incongruous feature on a forgotten corner of the installation. The Countee mural, while impressive in its own right, taken out of context loses some of its significance because it would no longer be viewed within the setting of the WWII-era club.

In March 2020, the project was awarded the ACHP's Chairman's Award for Achievement in Historic Preservation. "There was an enormous outpouring of support for preserving one of only two remaining black officers' clubs so that the story of African American soldiers during a time of segregation could be told to future generations," then-Chairman Aimee Jorjani said. "The United States Army worked with federal, state, and local partners, as well as individuals with family ties to the historic building. We honor the U.S. Army's commitment to preservation and applaud the efforts of the partners to bring this project to fruition."



The award presentation; from left to right: Paul Edmondson, president of the National Trust for Historic Preservation; Hon. Alex A. Beehler, former Assistant Secretary of the Army for Installations, Energy, and Environment; former Chairman Aimee Jorjani; Sammie Whiting Ellis, Countee's niece; Major General Donna Martin, former commander of the Maneuver Support Center of Excellence at Fort Leonard Wood; Charlie Neel, chief, Environmental Division, Fort Leonard Wood; Stephanie Nutt, cultural resources manager, Fort Leonard Wood. (ACHP)

SSG Countee's mural, considered the defining feature of the building, depicting a couple at a picnic. (U.S. Army)



From an obscure piece of surviving WWII history to a showpiece for the installation and the Department of the Army, Countee Hall strikes the perfect balance between mission needs and historic preservation. The property stands as an example of how the Army can come to a decision through meaningful consultation that is in the best interest of both the historic property and the Army. Countee Hall will continue to be a viable facility that meets the current needs of the installation, while preserving the original features of the building and telling the story of the WWII-era segregated Army, the German POWs interned at Fort Leonard Wood, and artist and soldier Samuel Countee's life and works.

To see a commemorative video produced for the Chairman's Award presentation ceremony click on the image below.



Countee Hall pre-rehabilitation (U.S.Army)



Countee Hall post-rehabilitation (U.S.Army)



SSG Countee posing with his completed mural in 1945 as reported in the installation's newspaper. (U.S.Army)

IMPLEMENTATION OF PREVIOUS REPORT RECOMMENDATIONS

Challenges and opportunities identified by federal agency reporting and the recommendations in the 2018 Section 3 report generated several preservation initiatives carried out by the ACHP over the last three years.

Efforts to increase the efficiency of infrastructure project delivery were highlighted in the 2018 report with a finding recognizing the importance of accessible digital information to federal agency decision makers, real property managers, and project planners. Historic property inventories function best as planning tools when they are complete and accurate and can inform siting decisions early in project development. In recognition of the significance of digital information, including Geographic Information Systems (GIS) data, to increasing the efficiency of Section 106 reviews and offering greater opportunities for historic property avoidance, the ACHP formed a Digital Information Task Force in the fall of 2018. The Task Force considered how to improve the availability of digital and geospatial information about historic properties to inform federal project planning and reported its recommendations in March 2020.

As of this writing, the ACHP is implementing the [Digital Information Task Force's recommendations](#), including actions in support of raising awareness among federal decision makers and the public about the utility of digital cultural resources data, identifying opportunities for funding and resource enhancement, finding ways to enable cultural resources GIS data exchanges among participants in the federal preservation program, and encouraging the proper management and security of sensitive cultural and geospatial resources. These recommendations are relevant to how federal agencies identify and protect the historic properties in their ownership, and the need for further progress on the use of digital tools to track and appropriately share cultural resources information is reflected in the findings of this report.



USIBWC Cultural Resource Manager Mark Howe at U.S.-Mexico International Boundary Marker Monument 32 in New Mexico (USIBWC/Mark Howe)

The importance of digital tools and online access to data about historic properties was placed in sharp relief with the onset of the COVID-19 pandemic, which led to a shift to telework and took many consultation processes online. The ACHP expanded the use of its e106 Documentation Submittal System and processed all correspondence in electronic format. The ACHP also responded to questions from federal agencies, states, Indian tribes, and other stakeholders about how to navigate new challenges in federal historic preservation reviews generated by these unprecedented circumstances by posting a suite of frequently asked questions, links, and other advice on its website. Due to the ongoing nature of pandemic emergency response efforts, the ACHP extended the time within which the special emergency review procedures in the Section 106 regulations can be used for undertakings responding to COVID-19, set to expire on March 31, 2021.

Another finding identified an avenue for improving the efficiency and cost effectiveness of project review for infrastructure projects affecting historic properties on federal lands through strengthening and expanding the use of Section 106 program alternatives. Over the last three years, the ACHP has worked with numerous agencies in evaluating, developing, and implementing programmatic approaches to property management and infrastructure project review, including Department of the Army Program Comment for Inter-war Era Housing (2020), Department of Veterans Affairs Program Comment for Vacant and Underutilized Properties (2018), Program Comment to Exempt Consideration of Effects to Rail Properties within Rail Rights-of-Way (2018), and the USDA-Rural Development Nationwide Programmatic Agreement for Sequencing Section 106 (2018).

Other actions designed to enhance the efficiency of infrastructure project reviews while ensuring consideration of historic properties included the ACHP's participation as a member of the Federal Permitting Improvement Steering Council, the Broadband Interagency Working Group, and as a signatory to the 2018 Memorandum of Understanding Implementing One Federal Decision Under Executive Order 13807. The ACHP assists other federal permitting and land-managing agencies in coordinating their NHPA responsibilities with other environmental laws and regulations when collaborating in these initiatives. Participation in interagency coordination efforts has helped contribute to the improvement of permitting processes and promoted consideration of historic properties at both the project and policy levels.

The ACHP also took steps to help agencies identify opportunities to improve coordination, collaboration, and support for State and Tribal Historic Preservation Officers and Indian tribes in Section 106 reviews on infrastructure projects, such as through new *Guidance on Assistance to Consulting Parties in the Section 106 Review Process* (2018) and *Early Coordination with Indian Tribes in Pre-Application Processes: A Handbook* (2019). The ACHP encouraged early coordination with Indian tribes by distributing the new Handbook to federal agencies and the Federal Permitting Improvement Steering Council and by speaking at conferences to tribal, federal, and industry audiences.

In 2018, federal agencies' reports noted their efforts to comply with "Reduce the Footprint" requirements and identified challenges in balancing the need to dispose of or find alternative uses for federal property with preservation approaches. The report urged further development of policies and procedures to assist them in considering historic properties in fulfilling these requirements and noted how reuse of historic facilities by federal agencies or others creates cost-effective preservation outcomes. In October 2019, then-Chairman Aimee Jorjani formed a Leveraging Federal Historic Buildings Working Group to help the ACHP develop recommendations for overcoming obstacles to increased leasing of federal historic buildings to nonfederal partners, and to provide guidance on

agency reuse and consolidation in federal historic buildings. The strategies and successes it presents are a direct result of federal agencies identifying their preservation challenges through the Section 3 reporting process and then partnering with the ACHP in exploring solutions.

Partnerships have been a highlight of Section 3 reporting since its inception. The 2018 report recognized that partnerships can leverage limited federal resources and provide important benefits to federal agencies in the identification, protection, and use of historic properties. During the last three years, the ACHP has encouraged federal agency partnerships with preservation stakeholders in its approach to major preservation issues identified by federal land- and property-managing agencies in the last reporting cycle. The ACHP's Digital Information Task Force emphasized data exchange between federal agencies and state, tribal, and local governments in considering how to increase the availability of historic properties' survey data to project planning. The ACHP's Leveraging Federal Historic Buildings Working Group closely considered how partnerships between private developers and federal agencies can help ensure the long-term preservation of federally owned historic buildings. Beneficial partnerships between agencies and those who play key roles in the Section 106 review process were highlighted in the 2018 *Guidance on Assistance to Consulting Parties in the Section 106 Review Process*. The ACHP's Preservation Trades Training Task Force demonstrated the value of partnerships allowing future skilled craftspeople to learn preservation trades while also contributing to the maintenance of federal historic properties. These efforts remain faithful to the NHPA's vision of the federal preservation program as a partnership with roles divided between the federal government and state, tribal, and local governments while recognizing that collaboration around shared interests has the potential to amplify the impact of federal agency preservation leadership into communities across the country.

Apollo 11 Flight Director Gene Kranz is surrounded by grand opening participants at the ribbon cutting ceremony including former ACHP Chairman Milford Wayne Donaldson. (NASA Johnson)



NASA Restoration of Mission Control Center Completed

Lyndon B. Johnson Space Center, Houston, Texas

In the 2018 Section 3 Report, the ACHP highlighted the ongoing restoration of the Mission Control Center (MCC) National Historic Landmark at Johnson Space Center (JSC). The restoration has recreated the scene back to 1969 down to the last detail—the carpet, wallpaper, and replicated ceiling tiles; the modules in the refurbished original consoles were configured to harken back to the Apollo program. Even original chairs, ash trays, bookcases, and trash cans were either obtained or reproduced. Also restored was the Visitor Viewing Room, which included significant repairs and cleaning to original carpet and the original theater-style chairs. The Simulation Control Room was outfitted with original, nonworking Apollo consoles and hanging monitors, and the “Bat Cave” rear-projection mirror system was re-utilized using modern projectors.

The ACHP assisted with the funding of the project by managing the \$4 million raised by Space Center Houston and the City of Webster, Texas. NASA cannot accept public donations that have a targeted purpose, but through provisions in the National Historic Preservation Act, the ACHP has the flexibility to accept donations and designate the funds for specific historic preservation projects. This was the first time this authority had been used to assist an agency preservation project.

On June 28, 2019, former ACHP Chairman Milford Wayne Donaldson attended the ribbon-cutting and grand opening ceremony. In July 2019, the project was awarded the ACHP’s Chairman’s Award for Achievement in Historic Preservation. “JSC prioritized historic preservation and recognized not only the historical value of restoring the MCC, but the educational value,” former Vice Chairman Leonard Forsman said. “This is a huge testament to JSC’s commitment to preserving the past to inform the future—a future that offers much promise and hope.”

To see a commemorative video produced for the Chairman’s Award presentation ceremony click the image below.



The restoration included obtaining or reproducing the original chairs, ash trays, bookcases, and trash cans. (NASA Johnson)



Installation of reproduced equipment. (NASA Johnson)

CHAPTER 2

DEVELOPING, USING, AND MAKING AVAILABLE DIGITAL INFORMATION ON HISTORIC PROPERTIES



Shipwreck of the *Norman*, a 296-foot bulk carrier. Sunk in collision with the Canadian steamer *Jack* on May 30, 1895. Thunder Bay National Marine Sanctuary, MI (NOAA)

Accurate, up-to-date inventories of historic properties in federal ownership, control, or care form the foundation for determining management priorities for those properties. Only with an understanding of their historic properties—their condition; the historical, economic, and educational values they embody; and the agency resources needed and realistically available to care for them—can agencies design management policies and shape plans that address their federal preservation responsibilities arising from the NHPA.

Federal agencies were requested to report on whether their identification methods changed during 2017-2020 and approximately what total percentage or portion of their real property inventory has now been surveyed and evaluated for the National Register. A number of agencies noted advances in collection of survey information about historic properties in digital format, enabling direct population of agency GIS layers or other databases. For example, in 2020, the U.S. Forest Service (USFS) rolled out a mobile application for the agency's Forest Service Heritage Web/Mobile database that allows users to download data for viewing in the field as well as to enter data on tablets for direct upload to the agency database.

DIGITAL INFORMATION MANAGEMENT

In its 2018 Section 3 report the ACHP recommended that multiple agencies, in consultation with the National Conference of State Historic Preservation Officers (NCSHPO) and the National Association of Tribal Historic Preservation Officers (NATHPO), review currently available systems and take steps to promote the development of an electronically available inventory of previous surveys and the presence of historic properties that meets national inventory standards. The ACHP addressed this finding through the formation of a Digital Information Task Force in fall 2018. The Task Force's findings and recommendations, presented to the ACHP membership in March 2020, recognized that states, Indian tribes, and local governments are primary managers



of cultural resources data and recommended that federal agencies seek ways to enable cultural resources GIS data exchanges with these partners. As historic properties data is increasingly managed in electronic format, it can move much more efficiently between agencies and State Historic Preservation Offices (SHPOs) to enable decision making about historic properties stewardship and project planning decisions on or affecting federal properties. A key consideration for this efficiency, however, is securing the data and restricting access where appropriate, as may be the case to protect archaeological sites or to ensure the confidentiality of information about properties of religious and cultural significance to Indian tribes or NHOs.

Data sharing arrangements with SHPOs are a component of many agency and facility historic preservation programs. The Bureau of Land Management's (BLM) successful Cultural Resources Data Partnership (CRDP) with 11 western SHPOs continues to operate, helping ensure SHPOs and BLM have consistent information about properties identified on BLM land, and that such information can also inform project planning led by other entities. In July 2018, BLM released a policy defining a National Cultural Resource Management Data Standard, establishing consistent fields for historic properties inventories on BLM-administered lands. The standard developed out of the CRDP and is implemented through the National Cultural Resource Information Management System (NCRIMS), a geospatial database and online web application maintained by the BLM National Operations Center. NCRIMS is helping BLM save on costs in the project review process and create "measurable efficiencies" in its project reviews and land use planning activities. BLM reports, "Cultural resource data are more broadly available, aiding large-scale analyses, enabling predictive modeling, enhancing the BLM's response to wildfire and other emergency situations, improving the accuracy of project budgets, and enabling national level access to key program reporting metrics."

Data sharing through online platforms and GIS layers raises other questions about information security and access control, however. Not all cultural resources data is suitable



Water screening techniques for archaeology data recovery, Appomattox Court House National Historical Park, VA (NPS)

for online mapping, such as properties of significance to Indian tribes or information that could expose sensitive archaeological sites to harm. Digital tools that enable access to sensitive or protected information for authorized users must include appropriate security measures and access controls. As the ACHP noted in its 2020 [Digital Information Task Force Recommendations and Action Plan](#), participants in the federal preservation program lack best practices for managing digital cultural resources data. Further work is needed to ensure long-term data security.

HIGHLIGHTS

- » The first phase of the USFS Heritage Export Tool (HET) started as a partnership with the Washington SHPO and allows National Forests in Washington to share geospatial and tabular data with the SHPO. The tool makes USFS data readable through common database and GIS applications. Region 6 archaeologists and historians are now working on a companion tool to enable the upload of USFS data to the Washington SHPO's database. USFS is also exploring a way to import data obtained from consulting parties to the Forest Service's Heritage Web/Mobile database. In 2020, the USFS began the second phase of work on the HET to expand it into an agency-wide tool for data sharing from the Heritage database.
- » The U.S. Army Corps of Engineers (USACE) Albuquerque District maintains internal cultural resources GIS databases and a data sharing agreement with the New Mexico SHPO. The District uses customized data requests for geospatial information from the New Mexico Cultural Resources Information System to examine potential impacts to sites resulting from lake level fluctuations or drawdowns.
- » The USACE St. Paul District gathers field survey information online that directly populates the District's cultural resources GIS database.

Digital tools are enabling other efficiencies in historic property management. Online tools offer new opportunities to link relevant data across multiple databases and to more fully integrate awareness of historic properties into agency planning and management procedures.

GIS layers serve as a planning tool for federal agencies and others who plan projects that may affect or involve federal historic properties. Where accurate and up-to-date information is mapped, project planners can anticipate and adjust project plans to avoid or minimize adverse effects. In the case of the General Services Administration's (GSA's) online GIS-based inventory tool, the planned addition of historic district designation status could assist potential tenants or lessees exploring locational options by ensuring they are aware of the historic status of a building. For energy companies and utilities seeking right-of-way across federal lands, the availability of historic properties information in GIS format facilitates informed early planning that can help avoid adverse effects to historic properties.

Digital tools can also support pro-active coordination between federal agencies and Indian tribes. The Department of Housing and Urban Development's (HUD's) Tribal Directory Assistance Tool (TDAT), for example, could, if regularly updated, provide

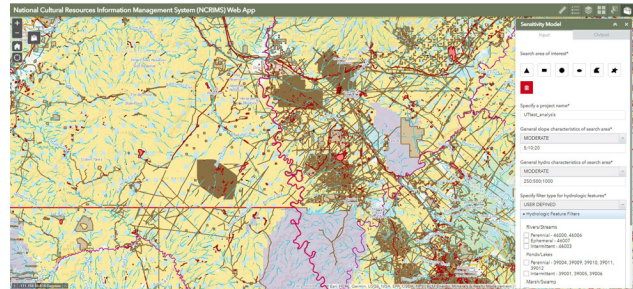
Building Trust and Providing Access to BLM Lands

Arizona and California

The West Mojave Route Network Project (WEMO) is a large-scale planning area encompassing 3.1 million acres of public land administered by the Bureau of Land Management (BLM) California state office. In 2019, the BLM authorized the WEMO project, and amended the California Desert Conservation Area Plan to permit implementation of nine travel management plans that will improve access to public lands for recreation and other purposes, as well as addressing livestock grazing needs in the area. To ensure cultural resources within the planning area are managed properly, the BLM worked with consulting parties including Indian tribes, the Off Highway Vehicle community, avocational groups interested in historic preservation, and recreation advocates to create a multi-faceted strategy for identification and evaluation of historic properties. The BLM developed a GIS predictive model based on cultural site locations and public use intensity to guide needed cultural resource inventory and evaluation within the planning area, eliminating the need to complete field survey for the entire management unit.



WEMO interns conducting archaeological excavations (BLM/Shannon LaBelle)



National Cultural Resource Information Management System Interface (BLM/F. Kirk Halford)

The accuracy of the model improves as new inventory data is added annually and affords application of adaptive management methods that benefit resource management. An evaluation plan containing a pre-contact research design for the area and a historic trails context study are in development. These documents will reduce consultation timeframes for completing National Register of Historic Places eligibility determinations for cultural sites.

In 2017, the BLM Arizona state office initiated the process of converting cultural resource data to a digital, geospatial format. This effort will bring Cultural Heritage Program data into conformance with the BLM’s National Cultural Resource Management Data Standard, providing a common digital data set accessible to BLM Cultural Heritage Specialists across the country. The pilot project focused on scanning and geo-referencing USGS 7.5 minute quadrangles, digitizing geometry for site and survey data from existing BLM records and a database managed by the Arizona State Museum, and populating attribute data from content in paper records housed at the Sonoran Desert National Monument. Work associated with the pilot project was completed by a GIS intern through the Arizona Conservation Corps and guided by several BLM cultural resource and geospatial program subject matter experts. BLM Arizona is in the process of adding data from the Arizona Strip District and the Lake Havasu Field and Yuma Field Offices. Completing this work will align BLM Arizona Cultural Heritage Program data with BLM policy and national data standards, and support land use planning to realize BLM’s multiple use and sustained yield mandate.

contact information for Indian tribes based on their counties of ancestral and current interest. Agencies and project proponents can use the database to identify and contact interested tribes about their concerns when planning projects that may require federal permits, licenses, or other approvals. During the reporting period, the ACHP worked with the Federal Permitting Improvement Steering Council and HUD to plan for upgrades to TDAT so that it might serve as a regularly updated, government-wide tribal contact information resource. Reliable and accessible information about areas of tribal interest enables early coordination efforts, which can be beneficial for both the protection of historic properties and for efficiencies in the Section 106 review process.

HIGHLIGHTS

- » GSA's Historic Building Documentation Resource, launched in 2019, allows GSA to consolidate National Register nominations, Building Preservation Plans, paint analysis results, and other documents so employees can access the body of available documents by building name and other search factors.
- » U.S. Customs and Border Protection (CBP) has developed a Desktop Survey Program to quickly and easily provide survey information for portions of the agency's portfolio that either do not meet the National Register criteria or for facilities that have previous determinations of which CBP has not been aware. By integrating data from SHPO databases, the National Register Information System, and other sources of past survey information, the program is developing a more complete picture of CBP's historic property inventory. The program has proven an efficiency that allows CBP to focus its survey efforts on portions of the portfolio where information is lacking and/or is more likely to be National Register-eligible.
- » The USACE St. Paul District uses an online GIS cultural portal to accurately identify previously surveyed areas and historic property locations. The portal allows field viewing of data as well as direct uploads to the database. It enables cultural resources staff to streamline reviews and connect the District's projects and studies into a single database.
- » The National Aeronautics and Space Administration (NASA) Environmental Tracking System (NETS) database provides a unified platform for cultural resources data management, recordkeeping, and reporting. Used since 2010, the database lists all properties in NASA's inventory with relevant information about dates of construction and National Register status, including whether assets are located within a historic district or are managed according to the provisions of a Section 106 Programmatic Agreement. Historic properties evaluation information input into NETS is imported to the agency-wide real property management database and GIS system each day. A key efficiency is provided by the system's ability to house related documentation, such as survey and agreement documents, allowing sharing across the agency.
- » The U.S. Postal Service (USPS) also maintains related documentation about historic properties in its electronic Facilities Management System. The system stores and organizes compliance correspondence, National Register evaluations and nominations, covenants and easements, Section 106 agreements, and images in addition to tracking essential facility management data points, including historic property status.

- » The Armed Forces Retirement Home (AFRH) is working on an update to its web-based cultural resources management platform based on the Arches open source software program, the Information and Resource Inventory System, to add a module to facilitate Section 106 compliance workflow and increase Section 106 efficiency while drawing on the extensive data in the AFRH historic resources inventory.
- » While integrating different categories of historic property information and documentation into single systems improves identification and management efforts for federal agencies, some agencies are further developing the capabilities of their historic property databases to enable document exchange and communication with stakeholders, including consulting parties in Section 106 reviews. The Tennessee Valley Authority (TVA) has undertaken comprehensive updates to its cultural resources database, adding functionality so that it now operates as the agency's Cultural Resources Management System. In addition to functioning as a database, the system also offers file sharing with consulting parties, task automation, and a mobile app. After entering 9,000 legacy records into the system, cultural resources staff were able to create a project screening GIS layer based on the data that enables project managers to see where cultural resources surveys have been carried out in the past and thus anticipate Section 106 compliance needs.

INNOVATIVE IDENTIFICATION EFFORTS

Federal agencies also report using digital tools to carry out their identification efforts. For some agencies, technological tools like drones enable survey in areas that were previously impossible or difficult to access through traditional pedestrian or vehicle-based survey methods.

HIGHLIGHTS

- » Several Forest System units use LIDAR (light detection and ranging, using a laser mounted in an aircraft) to identify historic properties. LIDAR offers archaeologists a remote way to identify cultural landscapes such as the Boise Basin historic mining district which dates to the gold rush that began in 1862 in Idaho. Since the 1970s, Boise National Forest archaeologists have documented hundreds of mining sites on Forest lands in the basin. However, the relationship of these sites to each other across the large, complex cultural landscape remained unknown until using LIDAR. The National Forest entered into an agreement with Northwest Nazarene University for drone surveys of mining landscapes in the area. The drone footage is being combined with LIDAR imagery collected by the Federal Emergency Management Agency (FEMA) to enable a more comprehensive understanding and interpretation of the area's cultural landscapes and to enable more informed planning for areas that could be affected by federal undertakings.
- » The Bureau of Reclamation's (BOR) Upper Colorado Basin Region, Provo Area Office, signed an agreement with Utah State University to collect and interpret geospatial data to investigate modern, historic, and pre-contact irrigation systems and patterns within Utah using multiple lines of evidence such as LIDAR, photogrammetry, aeriels, and subsequently ground-truthing the data. BOR intends to share collected data with the Utah SHPO to facilitate broader access to the information.

» For the Horseshoe Grazing Coordinated Management Plan within Agua Fria National Monument, BLM Arizona used LIDAR to facilitate Section 106 review for a range improvement project. The imagery led to the identification of 13 previously undocumented pre-contact archaeological sites. According to BLM, use of LIDAR technology expedited identification efforts for Section 106 consultation, streamlining the approval process for a much-needed project.



Nez Perce Tribal intern excavating a circular pit feature at Cooper's Ferry archaeological site, ID (BLM/David Sisson)

CONTINUITY OF OPERATIONS

Particularly in light of the COVID-19 pandemic, agencies are finding increased value from their investments in technology enabling remote work, electronic recordkeeping, and communication with stakeholders. As the work of consultation has changed in response to changed working conditions, agencies have used digital tools to adapt while ensuring important efforts to support their missions and fulfill their historic preservation responsibilities continue. For example, the USFS Rocky Mountain Region developed a system to share files electronically rather than sending hard copies. This allowed the Region to maintain active lines of consultation with tribes that have been affected by COVID-19 and continue to work in telework status on critical projects. The Region hosted a training to explain the electronic file sharing process with interested Indian tribes.

TVA Upgrades and Expands Digital Tools to Improve Historic Property Stewardship

Multi-state

In 2018, the Tennessee Valley Authority (TVA) began development of the Cultural Resource Management System (CRMS), which updated the agency's Integrated Cultural Database (ICD). The ICD served as an inventory management system to record information about TVA projects such as archaeological survey, consultation with Indian tribes, and historic building and structure survey. The CRMS update improved existing features of the ICD and added new features like task automation, file sharing with consulting parties, and a new mobile app.

Since 2017, TVA has entered more than 9,000 legacy Section 106 project and cultural resource records into the system. When all legacy records for transmission projects were entered in 2019, the Cultural Compliance group was able to develop a project screening GIS layer. This layer allows project managers to see if their project involves areas previously inventoried for cultural resources and helps them anticipate Section 106 compliance needs. TVA has now completed legacy Section 106 project record entries for eight internal business units.



Norris Dam, TN (TVA)

Current survey and inventory efforts are being integrated into the CRMS, as well. In 2019, TVA initiated a multi-year project to develop a comprehensive inventory of historic buildings and structures on TVA land and adjacent to TVA transmission lines. Included in the project was the development of a GIS layer for the CRMS that will improve Section 106 project reviews for the agency as well as management of the resources.

CRMS development was scheduled to be complete by December 2020 but had to be paused last spring. Development is scheduled to restart in 2021, and TVA estimates the system will likely be completed within a year. Legacy records entry will continue for the next three years focusing on data about TVA's reservoir land, historic architectural resources, historic districts, and landscapes. All legacy records entered into the ICD will be migrated to CRMS. The completed system will help TVA accurately calculate the status of both its archaeological and historic structures inventories for Section 110 reporting purposes. The CRMS will guide TVA's cultural resources program in its stewardship of the agency's historic and archaeological resources.



Cumberland Fossil Plant, TN (TVA)



Natural Resource Conservation Workshop for Arizona Youth students participate in hands-on documentation during a camp session overseen by the BLM Arizona Kingman Field Office, AZ. (BLM/Shane Rumsey)

Federal agencies protect and manage their historic properties in a variety of ways, through personnel education and development of in-house expertise, through Section 110 surveys and Section 106 agreement documents, and via partnerships. The list of diverse partnerships described in this report is only a sample of those presented by the responding agencies. The growth in the use of Section 106 program alternatives over the past reporting period is an encouraging sign, allowing agencies to leverage limited funding for preservation activities for greater impact. In most cases, the manner in which agencies are protecting their historic properties has not changed since the last report. What has changed among many of the responding agencies is their willingness to expand upon tools available and use them in creative ways. The American people expect their important federal places to be effectively managed and protected, and the agencies are, more often than not, doing the best they can with the resources available to them.

Federal agency management of historic places is a comprehensive effort encompassing the range of activities from identification and tracking to project planning and long-term preservation. Agencies are increasingly considering their stewardship responsibilities through a programmatic lens and establishing consistent policies that reflect maturing agency preservation programs. They are also finding creative ways to use partnerships to further their identification, protection, and use of historic properties.

USING SECTION 106 PROGRAM ALTERNATIVES TO MANAGE AND PROTECT HISTORIC PROPERTIES

As in previous reporting cycles, compliance with Section 106 was cited by numerous respondents as their primary mechanism to protect historic properties. Advocating for the use of program alternatives was, in fact, one of the 2018 Section 3 report's findings. While some agencies utilize the four-step Section 106 review process (36 CFR §§ 800.3-7), others find it advantageous to use a tailored approach. Section 800.14 of the ACHP's regulations lays out these tailored approaches to meet agency Section 106 obligations and preservation challenges. The two most common program alternatives are Programmatic Agreements and Program Comments. While most federal agencies use Programmatic Agreements on a case-by-case basis to address complex projects, several large, land-managing agencies have used them to implement a consistent approach to NHPA compliance across the country. A greater number have used Programmatic Agreements to tailor Section 106 review to the management needs of specific regions or units. The initiation and development of tailored approaches to Section 106 review has increased in the past three years.

PROGRAM COMMENTS

In the past 20 years, the ACHP has issued more than 15 Program Comments, including four in the past three years. This program alternative allows a federal agency to request the ACHP comment on a category of undertakings in lieu of commenting on a case-by-case basis. The ACHP may also provide comments on its own initiative. Program Comments can help an agency achieve a broader perspective in planning for similar historic properties it manages on a nationwide basis, allowing those resources to be placed within a national context. Agencies seek input from the public and stakeholders in developing a Program Comment, and the ACHP conducts consultation with SHPOs/Tribal Historic Preservation Offices (THPOs), Indian tribes, and NHOs in reviewing the agency's request. Program Comments are especially advantageous to agencies that may have repetitive management actions for a large inventory of similar historic properties or for agencies that have programs that generate a large number of similar undertakings.

Once issued, the terms of a Program Comment satisfy an agency's Section 106 compliance responsibilities for the entire program or category of undertakings. Annual reviews and other monitoring provisions incorporate feedback from stakeholders and the ACHP to help ensure agencies correctly apply the Program Comment over its duration.

The growing interest among federal agencies in Program Comments, along with concerns shared by stakeholders about how they are developed and applied, led former Chairman Jorjani to establish a Program Comment Review Panel in late 2020 to identify actions the ACHP can take to improve the use of Program Comments as a tool for Section 106 review efficiency. The panel of ACHP members will consider the successes and challenges key stakeholders have had in developing and using Program Comments in making recommendations.

The following recent Program Comments are of particular interest regarding the efficiencies they create for federal property maintenance and management.

PROGRAM COMMENT FOR VACANT AND UNDERUTILIZED PROPERTIES

In 2018, the ACHP issued a [Program Comment for the Department of Veterans Affairs \(VA\)](#) enabling it to proceed with certain undertakings following an expedited Section 106 review process that complements VA's real property priorities in finding uses for its vacant and underutilized properties. The Program Comment is designed to facilitate VA's reduction of vacant and underutilized properties in its real property portfolio and allow VA to redirect limited operations and maintenance staff and funding to those facilities supporting delivery of services and benefits to veterans. The Program Comment applies to the following categories of undertakings regarding management of VA's vacant and underutilized properties (1) Enhanced-Use Leases and NHPA Section 111 Leases and Exchanges; (2) Sales, Transfers, Exchanges, and Conveyances; (3) Deconstruction and Demolition; and (4) Maintenance and repair of nonhistoric properties and utilitarian historic properties. The Program Comment will remain in effect until October 26, 2028.



The VA Program Comment promotes the rehabilitation and reuse of previously vacant and underutilized VA buildings, like those at the VA Montana Health Care System Fort Harrison Campus, which until recently lay vacant. In June 2019, VA reopened 11 quarters buildings that now include 40 units of permanent supportive housing for homeless and at-risk veterans. (VA)

Noncommissioned officers' quarters duplex, inter-war housing at Fort Knox, KY, circa 1940 (NARA)



PROGRAM COMMENT FOR INTER-WAR ERA HISTORIC HOUSING, ASSOCIATED BUILDINGS AND STRUCTURES, AND LANDSCAPE FEATURES (1919-1940)

In 2020, the ACHP issued the [Program Comment for Inter-War Era Historic Housing, Associated Buildings and Structures, and Landscape Features \(1919-1940\)](#) at the request of the Department of the Army (Army). The Program Comment enables the Army to conduct a category of frequent and recurring undertakings, identified as management actions, including maintenance, repair, rehabilitation, renovation, abatement, mothballing, demolition, replacement construction, new construction, lease, and conveyance following standardized procedures and processes detailed in the Program Comment. The Program Comment establishes procedures for the Army's management of its nationwide inventory of more than 3,200 Inter-War Era housing units to balance historic preservation requirements with its responsibility for maintaining the housing in a manner that provides for the quality of life, health, and safety for military families. For the purposes of the Program Comment, the Army acknowledges that all Inter-War Era housing units are historic properties. Because these management actions present the potential for adverse effects to historic properties, the Army will carry out treatment measures to mitigate the adverse effects of these undertakings as part of its implementation of the Program Comment. The Program Comment will remain in effect until September 4, 2055.

Noncommissioned officers' quarters duplex, inter-war housing at Fort Knox, KY, circa 2007 (USACE-ERDC-CERL/Adam Smith)



PROGRAMMATIC AGREEMENTS

Programmatic Agreements (PAs) continue to be the program alternative used most frequently by federal agencies. Several reporting agencies provided successful project-specific examples (executed and ongoing), as well as data on the benefits of implementing such agreements.

HIGHLIGHTS

- » GSA regional preservation programs executed two site-specific Programmatic Agreements for the Robert C. Weaver Federal Building (Washington, D.C.) and the James A. McClure Federal Building (Boise, Idaho) establishing template space management approaches to provide GSA tenants needed flexibility while promoting consistency in the long-term implementation of workspace improvements. Both of these agreements serve as models providing flexibility in mid-century federal office buildings to meet current workspace needs while preserving significant interior features and attributes.
- » CBP reported several benefits of Programmatic Agreements. The biggest benefit for the agency has been in shortening project reviews. The environmental review process for approximately 75 percent of agency projects has been reduced from an average of 45 days, which includes the regulatory 30-day review period by the SHPOs and other appropriate stakeholders, to approximately one week. While the number of projects varies each year, CBP estimates it saves approximately 1,000 staff hours (25 weeks) per year through use of its Programmatic Agreements. The majority of these saved staff hours are used by CBP to focus on projects with potential effects to historic properties or that are more complex, as well as the development and maintenance of historic preservation programs and guidance documents.
- » In 2019, TVA executed a Programmatic Agreement that governs how it fulfills Section 106 responsibilities agency-wide. The signatories include the ACHP and seven SHPOs, and invited signatories include 20 Indian tribes. The PA identifies a suite of activities that are unlikely to affect historic properties if present and excludes these activities from further review under Section 106. It also establishes a category of repetitive activities with foreseeable effects to historic properties that require further review by TVA cultural resources staff but may not require formal consultation. All other undertakings follow the regular Section 106 review process in 36 CFR §§ 800.3 through 800.7.
- » The National Oceanic and Atmospheric Administration's (NOAA's) Office of National Marine Sanctuaries (ONMS) is seeking to optimize its compliance with Section 106 through development of a Programmatic Agreement for Florida Keys National Marine Sanctuary (FKNMS) operations, management, and permitting. Development of this Programmatic Agreement with the Florida SHPO and the ACHP has been a multi-year process that reached an important milestone in 2019 with the release of a draft PA for public comment. During the comment period, ONMS engaged with Florida Keys sanctuary user groups interested in historic properties to make them aware of the opportunity to comment. Since then, ONMS has continued to seek consultation on the draft PA from community groups and Indian tribes with an interest in FKNMS. Following review of all comments and consultations, ONMS will complete the PA through further consultation with the Florida SHPO and the ACHP.



New window glass being installed at the Trinidad Head Lighthouse, Trinidad, CA (BLM/Sharyl Kinnear-Ferris)

NIST Develops a Comprehensive Preservation Planning Strategy for Its Modernist Campus

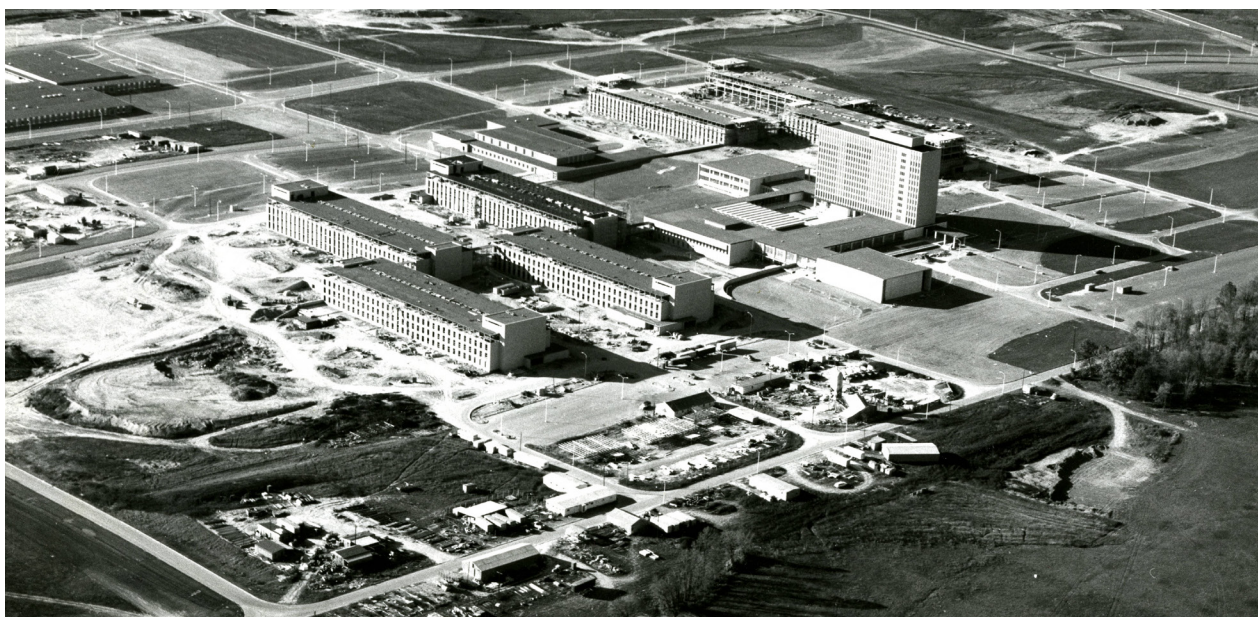
Gaithersburg, Maryland

Beginning in the 1960s, the National Bureau of Standards, today's National Institute of Standards and Technology (NIST) began construction on a 579-acre campus to house its headquarters. None of the Gaithersburg campus had been evaluated for eligibility for listing in the National Register of Historic Places before 2014. NIST originally proposed a smaller historic district within the center of the campus based upon an initial architectural assessment. When the Maryland SHPO recommended a much larger district, encompassing the entire campus, NIST sought the opinion of the Keeper of the National Register. In 2016, the Keeper determined the entire Gaithersburg campus is eligible for listing recognizing its association with significant advances in the history of science and technology, as well as its iconic mid-century modern architectural design. Of 64 campus structures, 26 have been determined to contribute to the significance of the district, and 38 were determined noncontributing. A National Register nomination is under development for submittal later this year.

NIST has embraced its campus-wide historic property status and the modern architecture that makes it distinctive among federal agency facilities in the Washington, D.C., area. During the reporting

period, NIST has taken several steps to integrate historic preservation into the core values of its facilities management program as well as its master planning. With the support of the agency's Chief Facilities Management Officer, NIST established an Architectural Design Review Board in 2018 to review proposed changes to facilities and landscapes on its Gaithersburg and Boulder, Colorado, campuses. The five-member board is composed of architects and landscape design professionals whose responsibility is to make sure proposed projects are compliant with the campus design guidelines found in the two master plans (Boulder Laboratories Master Plan and NIST [Gaithersburg Master Plan](#)) as well as the Secretary of the Interior's Standards for the Treatment of Historic Properties. The Gaithersburg Campus Master Plan, which integrates historic preservation considerations into how it defines different campus use zones, has received awards from Preservation Maryland and the Federal Planning Division of the American Planning Association. NIST and the Maryland SHPO executed a Programmatic Agreement (PA) in 2019 for the Gaithersburg Campus that governs day-to-day maintenance and operational activities requiring review under Section 106.

Aerial view of Gaithersburg campus construction in 1964 (NIST)





A courtyard on NIST's Gaithersburg campus (NIST/J. Stoughton)

The agency now shares information about historic properties and preservation efforts at its campuses with the public on its [website](#). In 2018, NIST co-hosted with the Historic Preservation Office of the Montgomery County Planning Department an exhibition on 20th Century Modern Architecture in Montgomery County, where Gaithersburg is located, featuring NIST and other local structures acclaimed for their architectural significance.

Within six years, NIST has created a comprehensive preservation planning program for its Gaithersburg campus. From identification to management strategies, programmatic Section 106 compliance, and interpretation, NIST has demonstrated how federal agencies can successfully—and rapidly—adapt to including preservation as a part of their property management approach.



The NIST Gaithersburg campus in the spring (NIST/J. Stoughton)

“After initial apprehension about the management implications of the campus being determined eligible for the National Register of Historic Places, NIST welcomed development of a PA as an efficient means to meet its historic preservation responsibilities.... The active participation of key NIST planning staff, its Federal Preservation Officer, and attorneys from the Department of Commerce, working collaboratively with key SHPO staff, greatly facilitated the development of a successful PA.”

Beth Cole, Administrator, Project Review and Compliance, Maryland Historical Trust (SHPO)

ONGOING NATIONAL PROGRAM ALTERNATIVE DEVELOPMENT

As of this report's publication, the ACHP is actively working with several federal agencies to develop national program alternatives to address mission critical projects and property management. These consultations include SHPOs, Indian tribes, and NHOs, as well as local governments and nongovernmental organizations. It is anticipated that many of these initiatives will be concluded in the next reporting cycle.



Puget Sound Naval Shipyard, WA (Navy/Gary Thomas Sutto)

- » The current condition, configuration, and location of supporting facilities, dry docks and equipment limits the improvements that can be made to the Naval Shipyards. In 2020, the Department of the Navy initiated consultation to develop a program alternative for shipyard modernization. Planned growth in both the aircraft carrier and submarine forces will cause further challenges when existing facilities are too small or cannot be retrofitted to accommodate modern vessels. The Shipyard Infrastructure Optimization Program will provide a strategy for the optimal placement of facilities and major equipment at each public shipyard to improve shipyard performance. As alternatives are developed, the Navy will integrate environmental analyses into the planning process, including consideration of historic properties. The Navy is discussing the development of a nationwide PA to align Section 106 review with this complex nationwide program.
- » USFS is exploring a number of program alternatives:
 - ♦ To reduce redundancy, increase effectiveness, and improve consistency across the country, USFS intends to pursue a nationwide prototype Programmatic Agreement that consolidates the most common and meaningful components from existing region- and statewide Programmatic Agreements. The ACHP can designate an agreement document as a prototype that can be used for the same type of program or undertaking in more than one program or area, allowing the federal agency to develop and execute the agreement with the appropriate SHPO/THPO without the need for the ACHP's signature. Specified portions of the agreement allow for tailoring to local needs while the template structure ensures programmatic consistency. The prototype agreement would consolidate procedures for expediting and exempting reviews of common routine management activities that have little to no potential to affect historic properties. The agreement intends to redirect scarce resources toward managing and protecting historic properties when more complex projects are proposed.
 - ♦ To help the agency better address its \$5.2 billion deferred maintenance backlog and redirect resources toward maintaining facilities that support the agency mission, USFS is considering a nationwide Program Comment for decommissioning facilities built between 1933-1980. This is intended to create tools and processes for the agency to better navigate the Section 106 process when decommissioning facilities no longer critical to the agency mission. The Program Comment will call for regional historic contexts as a tool to improve determinations of eligibility; an internal review process, whereby qualified personnel may review determinations of eligibility and assessments of effects in lieu of SHPOs; and programmatic mitigation to resolve adverse effects.
 - ♦ To address the agency-wide challenge of timely completion of Section 106 reviews for large-scale, multi-year projects, such as landscape vegetation restoration projects, USFS is developing a nationwide Programmatic Agreement that requires early Section 106 consultation to inform project planning and allows the agency to continue Section 106 activities after the project's approval as phases of implementation occur. This nationwide agreement would establish an alternative and optional procedure to help USFS in its mission to protect and preserve historic and traditional cultural properties in America's forests and grasslands for future generations.

- » The Bureau of Reclamation is exploring a program alternative for Section 106 review of water distribution systems (e.g. canals and ditches, culverts, and drainage systems) to reduce repetition, cost, and time associated with Section 106 reviews for repair, maintenance, upgrade, and re-alignment of components of these systems; and focus preservation efforts on documenting the unique features and systems in most need of further recordation, protection, and interpretation. The program alternative will also facilitate the implementation of programs enacted to reduce water waste and increase water use efficiency.

SUCCESSFUL PARTNERSHIPS TO HELP MANAGE HISTORIC PROPERTIES

The ACHP continues to see the use of partnerships to manage historic properties trending upwards. As in the 2017 progress reports, federal agencies are increasingly receptive to, and entering into, preservation partnerships to manage historic properties. These may be with another federal agency or with state or local governments, Indian tribes and NHOs, or private organizations. Some are short term for a specific resource, while others result in long-term protection or management relationships. Working to be better stewards with limited financial and personnel resources is the reason agencies most often cite for establishing these arrangements. It continues to be clear that federal agency partnerships with others are critical to resource protection and must be fostered and encouraged. Such partnerships are especially important for agencies lacking specific kinds of expertise or stewardship capacity.

HIGHLIGHTS

- » The U.S. Army Corps of Engineers entered into several different partnerships:
 - ♦ The San Francisco District has partnered with Sonoma County and the Dry Creek Pomo Tribe to monitor construction of the Dry Creek Restoration Project. Public outreach included mentoring of younger tribal members in the identification of traditional cultural resources.
 - ♦ The Mobile District partners with state and federal law enforcement to investigate Archaeological Resources Protection Act violations within the District's fee-owned land. The current program has focused on Mississippi, but is looking to expand to the District's lands in Alabama and Georgia.
- » The Maritime Administration entered into an Interagency Agreement with the USACE, Engineer Research and Development Center, Construction Engineering Research Laboratory, to complete a manual regarding property maintenance and repair for buildings at the U.S. Merchant Marine Academy, (Kings Point, New York).



Truxton Arcade at Barry and Jones Halls, U.S. Merchant Marine Academy, NY (USACE-ERDC-CERL/Adam Smith)

- » To increase and improve their partnership to identify and evaluate historic properties, CBP and GSA (which manages the majority of CBP property leases) executed a Memorandum of Understanding (MOU) that addresses consistent goals, principles, and guidance where there is a GSA and CBP shared interest as real property owner, manager, lessee, occupant, or service provider. The MOU specifically:
 - ♦ Clarifies roles and responsibilities for both agencies and establishes which agency is the lead agency for Section 106 compliance;
 - ♦ Avoids duplication of efforts for consultations and surveys; and
 - ♦ Reduces project timelines and costs.
- » The U.S. International Boundary Water Commission (USIBWC) maintains several Memoranda of Understanding with the National Park Service (NPS) (for park units along the U.S.-Mexico border, including Palo Alto Battlefield National Historical Park and Chamizal National Memorial), USFS, Texas A&M International University, and Sul Ross State University, to establish roles and responsibilities regarding monitoring effects to historic properties, discoveries of historic properties, training, and geospatial data sharing.



Although in a trustee role, and not a part of its inventory of real property, NOAA's Office of National Marine Sanctuaries recently submitted a National Register nomination for the *Grecian*, sunk in 1906, found at Thunder Bay National Marine Sanctuary, MI. (NOAA)

The Little Known History of a Fish Science Hub

Kearneysville, West Virginia

The bulk of United States Geological Survey (USGS) real property assets do not possess the type of building characteristics often seen in historic properties. Most building types have utilitarian functions like pole barns, garages, and modular units that usually do not possess historical significance and were not in existence long enough to contribute to the historic significance of a facility. USGS taps into the collective knowledge of senior science staff to provide context for the agency's unique history. Scientists can offer eye-witness accounts of events to support a preliminary determination of eligibility that helps dictate where funding for National Register evaluation is directed. To minimize cost and maximize the number of historical evaluations performed, the USGS adopted a new evaluation process aimed at generating results for its inventory. This process was centered on two principles: (1) properties that do not show architectural distinction (e.g., mass produced) and are utilitarian in nature will be evaluated internally, and (2) USGS facilities that experience complicated and overlapping periods of science discovery will be evaluated by contracted professionals.

In 2019 as a result of the new evaluation process, USGS selected the Leetown Science Center in West Virginia to be evaluated by a contractor, resulting in the agency receiving a



Experimental Stream Laboratory (USGS/Nathaniel P. Hitt)



Front elevation of Leetown Administration Building (USGS)

comprehensive historic evaluation of the location. First established in 1930-31, the Leetown Science Center has been known by many names and managed by several different federal agencies. The USGS gained control of the facility in 1995. The site is noted for its supply of cold-water springs, extensive water holding and distribution systems, and a modern research pond facility, which provide outstanding support for a wide variety of aquatic research. This government outpost was soon the epicenter of critical science research arriving at cures for distinct waves of illnesses that degraded the vitality of the fish populations in America. The history of the facility identifies a lineage of doctors, directors, and scientists that led the agency toward surmounting significant fish disease challenges. The work completed there was recognized as “the foundation of fish culture in the world,” and led the facility to become known as a hub of fish science. As the facility rose in prominence and science accomplishments mounted, expansion of the facility was necessary to keep pace with changing technologies such as added classroom space for teaching fish husbandry.

The comprehensive historic evaluation revealed unexpected complexity and volumes of significant achievements throughout the life of the facility. Since the facility is associated with historically significant persons and events, USGS has identified it as a historic district with 73 contributing resources. Greater understanding of the facility's history will help inform future planned projects.

University Students Gain Hands-On Preservation Experience through Partnerships with NPS, HOPE Crew, and the ACHP

Kalaupapa National Historical Park, Hawaii | Grand Teton National Park, Wyoming

Fourteen Native Hawaiian students from the University of Hawaii at Hilo participated in a preservation workshop and cultural immersion program run by the HOPE (Hands-On Preservation Experience) Crew program of the National Trust for Historic Preservation, in partnership with the National Park Service (NPS) at Kalaupapa National Historical Park (NHP) in March 2020. Kalaupapa NHP, located on the island of Moloka'i in Hawaii, encompasses an isolated peninsula where approximately 8,000 individuals, mostly Native Hawaiians, were sent from 1866 to 1969 because they had contracted Hansen's disease (leprosy). The park includes the Kalaupapa National Historic Landmark District and became a national park system unit in 1980.

Approximately 1,200 gravestones on the peninsula mark the final resting places of persons exiled there.

The students learned about the cultural significance of the site while performing important preservation work by gently cleaning all known grave markers with instruction from preservation trades experts. The students also explored the history and cultural and ancestral significance of the Kalaupapa peninsula. They followed protocols for acknowledging ancestors buried there, in accordance with Hawaiian tradition and with the guidance of Park Cultural Anthropologist Ka'ohulani McGuire. The students' work helps ensure the gravestones will continue to share the legacies of the men, women, and children

Right: Kalaupapa National Historical Park (NPS)

Below: HOPE Crew members clean grave markers at Papaloa Cemetery (NPS)



University of Hawaii students working on the HOPE Crew project (NTHP)





Morgan State University students learn in the classroom at Grand Teton. (ACHP)

who demonstrated strength in adversity in living out their lives on the peninsula. Through the partnership project, the University of Hawaii students explored connections to history and community through a hands-on experience that widens the NHP's educational impact.

Another partnership developed by the ACHP, NPS, and the HOPE Crew aims to introduce students at Historically Black Colleges and Universities (HBCUs) to preservation-related professions by offering opportunities for them to learn about preservation theory and practice while restoring historic properties on HBCU campuses. In the process, the Preservation in Practice program is raising awareness about the rich historical and cultural legacy of HBCUs and offering students who might not have otherwise chosen preservation-related careers insight into professional opportunities in both the public and private sectors, including fields in which African Americans have been historically underrepresented.

Two cohorts of Preservation in Practice students from Morgan State University and Tuskegee University have now visited NPS-managed historic sites and learned from NPS preservation trades professionals at the Western Center for Historic Preservation in Grand Teton National Park, Wyoming. While at Grand Teton, students have taken part in projects like restoring a historic cabin and participated in learning sessions to connect their architecture and construction engineering studies with maintaining historic places. Preservation in Practice participants receive widened exposure to career paths and contacts in preservation, architecture, and related professions, which stand to benefit from the diverse perspectives they bring to these fields.

Tuskegee University students perform hands-on work at the park. (ACHP)



Tuskegee University students work on a preservation project at Grand Teton. (ACHP)



Tuskegee University students learn preservation trades skills at Grand Teton. (ACHP)



FEDERAL AGENCY POLICIES, PROCEDURES, AND STUDIES TO IDENTIFY AND MANAGE HISTORIC PROPERTIES

Federal agencies have a variety of policies and procedures to identify and manage their historic properties. These are derived from statutes both specific (e.g., Sections 1, 106, and 110 of the NHPA; Archaeological Resources Protection Act) and general (Federal Lands Policy Management Act, National Environmental Policy Act, etc.), from Executive Orders (e.g., EO 13327, Federal Real Property Asset Management) to internal department and agency policy and requirements that implement these statutes and EOs. This reporting cycle saw several federal agencies making updates to internal policies and procedures and undertaking studies and identification efforts specific to the management of historic properties.

In 2018, GSA embarked on a historic building reinvestment study comparing the cost of GSA-funded rehabilitation and GSA new construction (over a 30-year period) to



Falcon Dam is the lowermost major multipurpose international dam and reservoir on the Rio Grande. (USIBWC)

determine the relative costs of reusing historic buildings and new construction. The study confirmed that rehabilitation consistently costs less than new construction and that the disparity has increased over time. Forty rehabilitation projects completed between 1990 and 2017 averaged \$180 per gross square foot, compared to 80 new construction projects averaging \$297 per gross square foot, a 65 percent difference. Nineteen rehabilitation projects completed between 2001 and 2019 averaged \$203 per gross square foot, compared to 15 new construction projects averaging \$553 per gross square foot, 172 percent higher than the cost of rehabilitation. The study also compared operating costs, finding that 2017 utility, janitorial, and mechanical

costs in three recently rehabilitated buildings were equal to or lower than those operating costs for GSA new construction in the same location. Overall, GSA historic buildings outperformed nonhistoric buildings in energy usage by 12.3 percent, confirming that historic buildings can, with appropriate reinvestment for improved performance, offer a sound long-term real estate value and cost-effective solution for meeting federal space needs. GSA has primarily used this information to support reinvestment options and approaches that include reuse of historic buildings as opposed to larger, new construction and historic building disposal.

HIGHLIGHTS

- » The Department of Homeland Security (DHS) finalized revisions to its *Cultural Resource Management Program* (Directive 017-01, Rev. 01) and its *Instruction Guide on the Implementation of a Cultural Resource Management Program* (Instruction 017-01-001, Rev. 01) in Fiscal Year 2020, and the documents are currently in the final review process.
- » CBP updated its *Historic Preservation Identification and Evaluation Plan* in 2018 that provides best management practices and guidelines for conducting the appropriate identification, evaluation, and nomination of CBP properties to the National

Register, maintaining data within the current agency electronic system of record, and meeting the specific obligations for heritage assets and stewardship land. The document was updated to reflect the current business practices and organization structure of CBP.

- » In 2019, the Department of Commerce undertook a significant rewrite of the 2012 *Energy and Environmental Management Manual* and renamed it the *Environmental Management Manual*, which includes completely rewriting the chapter on cultural resource management. After the document is approved, NOAA intends to adopt it and, if needed, add any agency specific policies to promote awareness, identification, and protection of historic properties.
- » In 2019, the U.S. Fish and Wildlife Service (FWS) secured \$50,000 for the first year of a four-year agency-wide National Register Listing evaluation project, the first of its kind for FWS. Determining National Register eligibility is a primary step in populating a ranking system that can be used to better fund and use agency historic resources. As of May 2020, 1,542 assets have been reviewed under this eligibility study; 425 have been determined eligible; 637 have been determined not eligible, and 480 may be eligible to the National Register but require additional study for a conclusive determination.

CULTIVATING SKILLS AND RESOURCES FOR HISTORIC PROPERTY MAINTENANCE

Comprehensive management of federal historic properties requires that federal agencies have or can obtain expertise in historic preservation fields, including the traditional building trades. Where access to a skilled workforce is limited, agencies can encounter delays in repairing historic properties that may lead to deterioration or loss. For many years learned skills in the traditional trades have been in slow decline. Federal agencies share an interest with all other owners and managers of historic properties in ensuring an adequate workforce in the traditional trades is available to future rehabilitation and maintenance projects.

The ACHP created a [Traditional Trades Training Task Force](#) to explore how the federal government, along with nonfederal partners, can promote the development of a workforce in the skilled preservation trades. The Task Force's goal is to build a preservation ethic in construction trades and highlight the worth of skilled craft workers. To that end, the Task Force has considered key issues regarding preservation trades, including credentialing, apprenticeships, and curriculum development. As part of this exploration of current opportunities and future possibilities, the group developed recommendations for federal action that have been collected in an [ACHP policy statement](#) released in 2020.

More recognizable opportunities for workforce development and training in the traditional trades not only would help address the shortage of skilled tradespeople, a problem critical to the maintenance of historic places in federal care, but also would contribute to economic recovery and wellbeing through career pathways that benefit local communities. The federal government can play an important role in promoting traditional trades training. NPS already makes a significant contribution through the work of the agency's Historic Preservation Training Center, Western Center for Historic Preservation, and National Center for Preservation Technology and Training. Expanding the scope and scale of traditional trades training in America will require broadening federal engagement. Federal historic properties are already serving as learning laboratories for conservation corps



In 2017, the Department of Labor (DOL) completed a phased renovation of the Main Building (Building No. 1) at the South Bronx Job Corps Center, Bronx, NY. The work consisted of mechanical, electrical, and architectural upgrades throughout the building, and major restoration and renovation to the exterior façade. DOL worked closely with the New York SHPO to coordinate design and construction requirements in keeping with the historical integrity of the building. (DOL)

members, students, and veterans who volunteer to work on service projects in National Parks, National Forests and Grasslands, and other federally managed land units to help with a wide range of conservation, preservation, and recreation projects while learning skills that can be translated to the workplace. Corps members can acquire valuable training in preservation trades while federal agencies address historic preservation needs on public lands.

Federal agencies are confronting other challenges in maintaining and protecting the historic properties in their care. Funding for maintenance is key to ensuring the preservation of federal historic properties but has not always been steadily available to agencies. The Great American Outdoors Act of 2020 authorizes more than \$9 billion toward addressing a deferred maintenance backlog on federal lands, primarily in National Parks but is also directed to facilities of the USFS, BLM, and FWS. The Act represents a dramatic step toward upgrading and repairing thousands of facilities, including many historic properties, which allow Americans to enjoy the nation's public lands. As such work moves forward, it will create demand for the skilled building trades needed to accomplish these repairs.

Other federal agency partnerships are broadening preservation awareness in other related professions, including architecture. In 2018, the ACHP, in partnership with NPS and the National Trust for Historic Preservation, launched [Preservation in Practice](#) to connect historic preservation and conservation through a joint project with Historically Black Colleges and Universities. The project brings African American young professionals into historic preservation and related career paths, such as architecture, history, conservation, city and regional planning, construction, and engineering, and raises awareness of the rich cultural legacy of Historically Black Colleges and Universities.

Federal agencies also have a vested interest in ensuring their own staff have the skills they need to address federal historic preservation requirements and to act as good stewards of the historic properties in agency care. Agencies are reporting increased interest in tailored preservation training to improve the knowledge and capability of their own staff in this area.

HIGHLIGHTS

- » NPS's Kalaupapa National Historical Park (Hawaii) hosted students from the University of Hawaii, Hilo, coordinated by the National Trust's HOPE Crew program to participate in a preservation workshop with the goal of cleaning all grave markers on the Kalaupapa peninsula.
- » FWS partnered with the NPS's Historic Preservation Training Center to develop a training workshop for staff to help improve management by allowing field station staff to better understand both compliance and how to execute practical restoration and repair projects.
 - ♦ The first workshop was in the fall of 2017 at the Jab's Farm Unit of Minnesota Valley National Wildlife Refuge (Minnesota) and focused on masonry and roofing to stabilize structures used for storage for a visitor comfort station.
 - ♦ The second preservation skills workshop has been delayed since 2019 and is currently on hold due to COVID-19.
- » The NPS Western Center for Historic Preservation (WCPT); the White Grass Dude Ranch in Jackson, Wyoming; and Grand Teton National Park hosted students from Morgan State and Tuskegee Universities, as part of Preservation in Practice. Students studied the theory of preservation and participated in hands-on preservation work at historic sites in the park, such as the Bar BC Dude Ranch, for two weeks through the WCPT during their participation in "Guiding Principles for Historic Preservation."
- » In July 2017, BLM Arizona state office participated in the Natural Resource Conservation Workshop for Arizona Youth. This camp is an opportunity for middle- and high school-age students to experience natural science professions in a hands-on outdoor environment. The event hosted 33 students from a variety of backgrounds. A BLM archaeologist provided students with introductory information about the science of archaeology and an explanation of the importance of BLM resource management. Students participated in various archaeological site documentation activities including site mapping, site and artifact photography, and artifact sketch drawing, which provided students with a hands-on learning experience. The activities gave the students a greater understanding of the importance of artifact provenience, site history, and site documentation methods.

The Continued Restoration of a Civilian Conservation Corps Camp

Chippewa National Forest, Minnesota

Camp Rabideau National Historic Landmark, located within Chippewa National Forest (CNF), Minnesota, represents one of the best-preserved Civilian Conservation Corps (CCC) camps in the nation. Camp Rabideau was one of the 2,650 camps established across the country in 1935 to provide work to young men as part of President Franklin D. Roosevelt's New Deal initiative. Enrollees at Camp Rabideau worked on projects within the CNF, such as building roads and other facilities, surveying, wildlife protection, and other forestry activities. Today, the Forest Service manages the camp and works in partnership with Northern Bedrock Historic Preservation Corps (NBHPC) to maintain and complete restoration projects on the 15 original buildings that remain from the CCC era. The NBHPC

is a Minnesota-based corps dedicated to teaching historic preservation trades to adults ages 18-25 from across the country. Crew members are selected from all backgrounds for their enthusiasm, desire to learn, and commitment to service. Members earn a living stipend and are eligible to receive an AmeriCorps Education Award at the completion of their service.

In August 2020, the NBHPC crew primarily worked on scraping and painting one exterior wall of the Mess Hall and barracks and three of the Recreational Hall's exterior walls. The crew swept and cleaned the Educational Center, Mess Hall, and the Infirmary's floors. NBHPC has worked on multiple projects on the CNF for the past four years, including the Joyce



Estate, Shingobee Lodge, the original Cutfoot Ranger Station (oldest standing Forest Service building in the Eastern Region), the Norway Beach Visitor Information Center, and the CNF Supervisor's Office. By integrating historic preservation training within the corps model, the NBHPC provides young adults with the opportunity to explore diverse career paths through hands-on experience and training in the building trades and historic preservation fields. The continuing partnership between the Forest Service and NBHPC further enhances the Forest Service's stewardship of historic properties on public lands, while teaching the next generation of historic preservation leaders.



NBHPC crew members paint the CCC-era Mess Hall at the Chippewa National Forest. (NBHPC)



Before and after of Mess Hall, right side (NBHPC)

Former ACHP Chairman Aimee Jorjani spent time with the 2020 NBHPC crew at Voyageurs National Park, MN (NBHPC)

CHAPTER

4

LEVERAGING FEDERAL HISTORIC PROPERTIES FOR COMMUNITY BENEFITS



Completed rehabilitation work at Skinner Cabin, McInnis Canyon National Conservation Area, CO (BLM/Natasha Krasnow)

Federal agencies were asked to share with the ACHP and the Secretary of the Interior information on how they used their historic properties between Fiscal Year 2018 and Fiscal Year 2020. They were asked how this use contributed to local communities through economic development and heritage tourism; what laws, regulations, or requirements most directly affected their historic property protection strategies; and their success at leasing excess buildings and structures. Federal agencies as a whole continue to make efforts to use their historic buildings for mission needs and have a variety of mechanisms at their disposal with which to do this. Leasing and reuse are especially important as funds can be allocated to properties in use, which in turn results in regular maintenance of the buildings. Agencies continue to find innovative ways to lease to nonfederal entities unused or unneeded facilities or space that in turn can provide funds to maintain other federal historic properties. This chapter focuses on the successes federal agencies have had over the past three years in leasing to nonfederal entities, reuse of historic properties, and partnerships that benefit local communities through heritage tourism and preservation trades.

FOSTERING INTER-AGENCY COORDINATION TO ENCOURAGE OUTLEASING OF FEDERAL HISTORIC BUILDINGS

The ACHP made a specific finding in its 2018 report that directly related to fostering and encouraging the reuse of historic facilities by federal agencies, or others, to create cost-effective preservation outcomes. Specifically, the ACHP tasked itself with convening an inter-agency workgroup to review impediments to outleasing and develop success stories and guidance on consolidation and inter-agency collaboration for co-location in federally owned historic buildings. Accompanying this analysis and guidance would be training for relevant agency personnel. Former Chairman Jorjani established the ACHP’s [Leveraging Federal Historic Buildings Working Group](#) (LWG) in the fall of 2019. The LWG membership included representatives from six key federal agencies that manage significant and complex property holdings and have leasing authority, as well as two nonfederal stakeholders that play an important role in the national preservation program.

- ♦ **Department of Veterans Affairs**
- ♦ **General Services Administration**
- ♦ **National Aeronautics and Space Administration**
- ♦ **National Park Service**
- ♦ **Department of Agriculture**
- ♦ **U.S. Postal Service**
- ♦ **National Conference of State Historic Preservation Officers**
- ♦ **National Trust for Historic Preservation**

The LWG was charged with helping the ACHP develop recommendations for overcoming obstacles to increased leasing of federal historic buildings to nonfederal partners (often referred to as outleasing), and providing guidance on agency reuse and consolidation in federal historic buildings. Early in the LWG’s discussions, members decided to focus their efforts solely on outleasing. To that end, the LWG endeavored to develop “best practices” for leasing federal historic buildings to nonfederal partners, identify leasing policy issues that may warrant attention from the Office of Management and Budget, and develop outleasing success stories that demonstrate how agencies have overcome outleasing challenges while preserving and using federal historic buildings. The LWG also considered the importance of fostering a supporting network across the federal government to serve as a resource for other federal agencies looking to improve and expand their outleasing programs. Goals also included assessing the status of federal outleasing, formulating recommendations, and advancing utilization of the nation’s historic federal buildings—perhaps identifying the need for possible executive action. The LWG’s recommendations have been incorporated into the findings and recommendations in Chapter 5.

In recognition of the importance of leasing to nonfederal partners as a preservation stewardship strategy, the National Trust for Historic Preservation and the ACHP presented the [Award for Federal Partnerships in Historic Preservation](#) to GSA’s Section 111 Outleasing Program in 2020. The award honors outstanding partnerships that advance the preservation of important historic resources and have an impact on the community. Led by the Center for Historic Buildings, Office of the Chief Architect, the GSA Section 111 Outleasing Program is an innovative federal agency model for the effective use of excess space in historic buildings. This nationwide program leases space in historic federally owned buildings for rehabilitation and reuse by the community, making federal buildings more accessible to the public and contributing to the vitality of the

surrounding community. In some instances, private partners pay for capital improvements, which benefit the property, and the buildings are preserved through a creative team approach.

Over the past two reporting cycles, federal agencies reported steady increases in outleasing. As the ACHP continues to implement the finding, through its Leveraging Federal Historic Buildings Working Group, it points to several examples of federal agencies' best practices for leasing federal historic buildings to nonfederal partners.

HIGHLIGHTS

- » GSA has concluded an effort initiated during the last reporting period, executing a lease with the State of California transforming the U.S. Post Office and Courthouse (Los Angeles, California) into the new home of the California State Superior Court. The courthouse, which is an NHL, is meeting the judicial needs of the state while maintaining the building's historic function. All 15 of the building's courtrooms have been reused for their originally intended purpose.
- » The U.S. Coast Guard maintains an ongoing partnership with GSA and NPS for administration of the National Historic Lighthouse Preservation Act process to transfer historic lighthouse properties from U.S. Coast Guard ownership to qualified nonfederal recipients.
- » AFRH announced the selection of a development team in 2019 and is currently in negotiations with the team to execute a long-term ground lease for an underutilized portion of the property. The partnership will provide new development, and all funds resulting from the lease will be used to continue managing the historic campus.
- » VA, Clement J. Zablocki Veterans Affairs Medical Center (Milwaukee, Wisconsin) has executed an enhanced use lease to renovate several iconic buildings within the historic core of the campus, a designated NHL, for housing homeless or at-risk veterans and their families, which also received a Save America's Treasures grant from NPS.
- » The USPS has leased a portion of the Morgan North Post Office (New York, New York) that was excess space, specifically the top six floors (more than 500,000 square feet) of the historic 10-story building. The USPS continues to occupy the basement and the first four floors, and the developer intends to redevelop the leased space into high-tech creative office spaces with a 2.5 acre roof deck, eighth floor terrace, and other roof amenity spaces.



The groundbreaking ceremony for the Soldiers Home project. It involves the adaptive reuse of six historic buildings including Building 2, or “Old Main,” seen here in the background, at Clement J. Zablocki VA Medical Center, WI, into housing units for homeless and at-risk veterans and their families and received a Save America’s Treasures grant. (ACHP)

Leasing a Historic Property with a Shared Mission

Chequamegon-Nicolet National Forest, Wisconsin

In 1999, private property owner Mary Griggs Burke conveyed her estate, a former logging camp known as Forest Lodge, to the Forest Service and Chequamegon-Nicolet National Forest via the Trust for Public Lands. With limited funding to manage the 15 buildings and grounds at Forest Lodge, the Chequamegon-Nicolet National Forest began exploring options that



Restored interior available for use for a variety of programs (Northland College)

would provide opportunities for public use of Forest Lodge, specifically in using the leasing provisions of Section 111 of the National Historic Preservation Act. Following procedures designed for establishing a

special use permit, the Forest Service determined the market value of the lease, conducted environmental reviews, and developed an operating plan for a lessee. The lessee would be required to develop a business plan, to carry property and liability insurance, and be responsible for capital improvements. To ensure the operation was profitable for the partner and ultimately ensure the long-term success of the lease, the terms of the lease would allow the lessee to begin payment in the fifth year, and the length of the lease would also allow the lessee to take advantage of historic preservation tax credits. The Forest Service set aside 50 acres of the 872-acre estate, located near the southern shore of Lake Namekagon east of Cable, Wisconsin, in hopes that it could be preserved and cultivated as a premier center for environmental leadership, sustainability, and conservation education.

In 2017, the Forest Service executed a lease with Northland College, a private, liberal arts college



Thanks to the lease, Forest Lodge has become a setting for conservation education. (Northland College)

with a progressive focus on the environment and sustainability, to operate and maintain Forest Lodge for 60 years. This marks the first time the Forest Service has used the Section 111 authority for such a lease. The lease has created more opportunities for public use of Forest Lodge than ever before. Through the lease, Northland College has coordinated the operations of Forest Lodge as an environmental education and conference center, hosting programs and events, and coordinating its use by other institutions, organizations, and public and private groups. Forest Lodge has also served as a hub for historic preservation trades, hosting the HistoriCorps Institute program, the educational and training arm of HistoriCorps, where students learn hands-on skills for successful preservation construction projects. Additionally, Forest Lodge has partnered with the Cable Natural History Museum for interpretive walks of the grounds. Thanks to the lease, Northland College and the Forest Service have been able to work together to protect and preserve the site and provide conservation education programming to the public.

“Northland will coordinate use of this place—and it is already an ecological campus, which is the whole idea that Mary Burke had way back in 1999.”

Jason Maloney, Northern Great Lakes Visitor Center Director and Forest Lodge restoration project manager



Former Northland College President Michael Miller and Paul Strong, forest supervisor of the Chequamegon-Nicolet National Forest, execute the Section 111 lease. (Northland College)

INNOVATIVE REUSE STRATEGIES FOR HISTORIC PROPERTIES

Federal agencies reported innovative strategies for adaptive reuse for facilities across the federal government by adapting historically significant buildings and structures to other uses as an alternative to demolition. It was also understood that physical and operational security requirements impact the management of historic properties based on the mission of the federal agency.

HIGHLIGHTS

- » The Department of Energy was able to reuse several facilities within the various Manhattan Project sites that meet agency needs and support the Manhattan Project National Historical Park.
 - ♦ Los Alamos National Laboratory (New Mexico) is adapting the Quonset Hut where the high explosives components of the Fat Man atomic bomb were assembled to serve as a conference and office space for Department of Energy employees and as an interpretive site for visitors.
 - ♦ Y-12 National Security Complex at the Oak Ridge Reservation (Tennessee) is considering repurposing Building 9731, known as the Pilot Plant, which was the first production building completed at the Y-12 site to house the special equipment used for the electromagnetic separation process that enriched uranium. The building may accommodate a “state-of-the-art” training facility and an interpretive center in the future.
 - ♦ Hanford Reservation restored the White Bluffs Bank, the only building remaining in the former town of White Bluffs, once the social and business center for the farming communities of the Hanford area in central Washington before the entire town was claimed for the purposes of the Manhattan Project, to serve as an interpretive center.
- » Fort Leonard Wood (Missouri) converted Building 2101, one of the Army’s last remaining World War II-era segregated officers clubs, into a classroom and meeting/social space that also provides an opportunity to tell the story of the African American Army officers’ experience during World War II to future generations.
- » Huron-Manistee National Forests (Michigan) is undertaking rehabilitation of buildings originally used for the Chittenden Tree Nursery operations to be used as living quarters for fire crews and other temporary employees of USFS.
- » El Yunque National Forest (Puerto Rico) is planning on converting the first ranger station in the Caribbean, known as the Stone House, to become a platform for public engagement and heritage tourism.
- » The USACE St. Paul District History Committee has been working to fulfill the recommendations of a historic property management plan to establish interpretive or visitor centers at its recreation sites to provide information on recreational facilities as well as the history of the sites.

INTER-AGENCY PARTNERSHIPS MAINTAIN AND ENHANCE FEDERAL HISTORIC PROPERTIES

Several agencies reported on unique partnerships with fellow agencies that leveraged federal resources and produced cost savings for the federal government.

HIGHLIGHTS

- » GSA encourages customer agencies to leverage the value of the existing GSA-owned building by supplementing, rather than replacing, well-constructed historic buildings with new construction. Savings passed on to customer agencies as reduced rents remain a significant factor in their decisions to support options that reuse historic buildings. Specifically GSA has
 - ♦ repurposed the Frank E. Moss U.S. Courthouse (Salt Lake City, Utah) to house the U.S. bankruptcy court and other federal agencies, reducing the agency's reliance on leasing nonfederal property at an annual savings of \$4.4 million; and
 - ♦ consolidated regional offices of VA, Department of Labor, and Department of Education in the Anthony J. Celebrezze Federal Building (Cleveland, Ohio), which will save the government more than \$1.1 million in annual leasing costs of nonfederal property.
- » The BLM South Dakota Field Office partnered with the USFS Region 1 to restore the Long Stone Building, a historic munitions structure within the Fort Meade Military Fort Historic District. Recent preservation measures at the building include replacing the deteriorating tin roof and rotted support boards and repointing historic rock and concrete stairs leading to the nine-room building. Rehabilitation of this structure will contribute to promotion of public education and recreational experiences at this historic site.
- » USIBWC maintains Memoranda of Understanding with NPS and USFS to aid in meeting responsibilities regarding USIBWC historic properties by increasing monitoring and inspection. These partnerships have helped to educate staff in these areas about the integrity of historic properties, Sections 106 and 110 of the NHPA, and how they can take a personal responsibility in protection and monitoring for the USIBWC.

Launch Complex 39A Carries History of Innovation into New Public-Private Partnership

John F. Kennedy Space Center, Florida

President John F. Kennedy's goal of landing a man on the moon was realized in the construction of the Launch Complex 39A (LC-39A) at the Kennedy Space Center in Merritt Island, Florida, in 1965. LC-39A is one of two historic districts designed and constructed to launch the last two historic programs of Apollo and Space Shuttle Program vehicles. On November 9, 1967, the uncrewed *Apollo 4* test mission successfully launched from LC-39A, beginning the launch pad's long and storied history. That history includes the 1969 *Apollo 11* mission which landed men on the Moon and returned them safely to the Earth. Five more Apollo missions launched from LC-39A, as well as *Skylab 1*, the first U.S. space station in 1973.

In 1981, the launch pad transitioned from the Apollo program to support the first reusable launch and landing system, the Space Transportation System (STS), commonly known as the Space Shuttle Program. Over the next three decades, five space shuttles collectively launched 135 times, with 82 of these from LC-39A. LC-39A continued to be a setting for history and notable missions including the following: STS-7, the first flight of a U.S. female astronaut, Sally Ride; STS-8, the first flight of an African American astronaut, Guion Bluford; and STS-88, the first shuttle flight to the new International Space Station, carrying the first U.S. module. On July 21, 2011, Space Shuttle *Atlantis*' wheels came to a full stop on Kennedy Space Center Runway 15, concluding the STS-135 mission, bringing the Space Shuttle Program to an end, and closing another chapter for LC-39A.

LC-39A furthered its legacy of firsts in space exploration as the Kennedy Space Center started the transformation from a launch site with a single government user to accepting proposals for commercial use of the pad as a premier, multi-use spaceport. On April 14, 2014, the National Aeronautics and Space Administration signed a property agreement with private aerospace manufacturer SpaceX for use of the launch pad complex for 20 years.



Space Shuttle *Columbia* approaches Pad 39A for its inaugural flight in 1980. (NASA)

SpaceX has managed to maintain significant portions of the historic structure while meeting its technological/operational needs. Since 2014, the company modified the launch complex to support its Falcon 9 and Falcon Heavy rockets and built a processing hangar at the base of the pad. On February 19, 2017, a Falcon 9 rocket and uncrewed *Dragon* spacecraft lifted off as the company's first launch from LC-39A. On November 15, 2020, NASA's SpaceX Crew-1 mission lifted off from LC-39A, and the launch pad became the site of the first NASA-certified commercial human spacecraft system in history.



SpaceX built a horizontal processing facility at the base of LC-39A where it will process rockets and spacecraft before they are transported to the pad for launch. (NASA/Dimitri Gerondidakis)

This public-private endeavor represents a true success in the use of the Section 106 process. LC-39A's ongoing use exemplifies the balance between historic preservation and supporting the mission of space exploration. Each chapter of the space program brings change, and those changes become additional chapters in the historical legacy of the Kennedy Space Center.

AGENCY PARTNERSHIPS WITH NONFEDERAL PARTIES MAINTAIN AND ENHANCE FEDERAL HISTORIC PROPERTIES

Several agencies reported on their unique partnerships that leveraged the involvement of nonfederal parties to accomplish additional preservation work or produce cost savings for the federal government while enhancing information about historic properties. These partnerships also benefited local communities in advancing knowledge of and access to historic properties. The ACHP has seen an increase in agencies reporting the use of these types of partnerships over the past two reporting cycles, which is seen as an indication that these types of partnerships, assisting in addressing historic preservation goals and requirements, will continue in the future.



NOAA, the State of Maryland, and Charles County announced the designation of Mallow's Bay-Potomac River National Marine Sanctuary, MD, which protects and interprets the remnants of more than 100 World War I-era wooden steamships, known as the "Ghost Fleet," as well as remains of historical fishing operations and Revolutionary and Civil War battlescapes. This was the first National Marine Sanctuary designated in almost two decades. (NOAA/Jenny Thacker)

HIGHLIGHTS

- » In September 2019, the ACHP entered into an MOU with Salish Kootenai College (SKC) in Montana, and the ACHP Foundation to provide educational, personal development, and professional growth opportunities to students in the Tribal Historic Preservation and Tribal Governance and Administration degree programs. The MOU commits ACHP staff to provide classroom lectures; develop Section 106 course content; and, co-host a tribal-federal summit on historic preservation at SKC.
- » In 2019, the Bureau of Reclamation's Snake River Area Office issued an Archaeological Resources Protection Act permit to Diane Teeman, a member of the Burns Paiute Tribe and a PhD candidate at the University of Nevada-Reno, to conduct an indigenous archaeological field school at Beulah Reservoir in eastern Oregon. Ms. Teeman chose this location to embrace the trials that tribal members faced and use the site to teach other Native Americans the skills necessary to better learn about their own past. The agency site is below the high water level of Beulah Reservoir, behind Agency Valley Dam, and is inundated annually in an area very difficult to protect. The field school participants were all Native American, and the event was one of the first wholly indigenous archaeological field schools to take place on Bureau of Reclamation lands in the Pacific Northwest.
- » In an effort to raise awareness of the need to protect archaeological resources, the USACE
 - ♦ Omaha District has partnered with the South Dakota SHPO on a summer day camp geared to fourth and fifth graders. The camp is designed to teach participants archaeological field techniques and the importance of preserving and protecting cultural resources;
 - ♦ San Francisco District partnered with the Dry Creek Pomo Tribe to refurbish the cultural resources interpretive center at Lake Mendocino Coyote Valley Dam (California) to educate the public about Pomo culture and the importance of natural and cultural resources. Education programs will provide information and opportunities to share the culture and history of the Dry Creek Pomo and other tribes and to preserve their sites, petroglyphs, ethnobotanical sites, and other natural resources.
- » The National Nuclear Security Administration's Y-12 National Security Complex, Oak Ridge Reservation (Tennessee), partnered with the University of Tennessee to foster relationships with college students to assist staff in cataloguing historic artifacts and archives in the PastPerfect Artifact Collections database. The goal was to work with students majoring in history and/or library science to use their knowledge and experience to initiate the process of inventorying Y-12 historic artifacts and archives. Initially, the college students were paid summer interns, and the process has evolved into hiring students during the school year as nonpaid employees for college credits.
- » A partnership between the FWS's St. Marks National Wildlife Refuge and the St. Marks Refuge Association, Inc. restored the St. Marks Lighthouse, a National Register-listed property once managed by the U.S. Coast Guard. The lighthouse was formally re-opened to the public in May 2018.

- » Since 2017, TVA's Thousand Eyes Archaeological Outreach Program has hosted two site stewardship workshops and trained 15 additional volunteers to assist in monitoring archaeological sites on TVA land. TVA now has a total of 45 volunteers trained to assist.
- » BLM reported on several different partnerships that maintained and enhanced historic properties:
 - ♦ BLM Wyoming conducted its 10th Passport in Time fieldwork project in the south Bighorn Mountains. Six volunteers, accompanied by two BLM archaeologists, donated 270 hours to identify and document cultural sites. Volunteers successfully updated information for 16 cultural sites originally recorded in 1974 and produced detailed documentation for each. Crews also found several new sites, which were evaluated for National Register eligibility. This valuable work will allow BLM to manage the sites appropriately in the future, and aids land use planning in the area.
 - ♦ BLM California completed restoration work at the Trinidad Lighthouse. Restoration was guided by the Trinidad Head Lighthouse Management Plan with the aid of volunteer partners from the Trinidad Museum. The lighthouse, built in 1871, still functions as a maritime navigational aid and serves as a focal point for local community events.
 - ♦ In 2019, six archaeologists from BLM Nevada and Texas A&M University stabilized Bonneville Estates Rockshelter in the eastern portion of the Elko District. The site is the oldest and best stratified archaeological site in Nevada. This work reduced potential safety hazards associated with the open trenches and preserves remaining, intact cultural deposits for future research.



On September 23, 2019, the ACHP entered into an MOU with Salish Kootenai College (SKC), MT, and the ACHP Foundation to provide educational, personal development, and professional growth opportunities to students in the Tribal Historic Preservation and Tribal Governance and Administration degree programs. The MOU commits ACHP staff to provide classroom lectures; develop Section 106 course content; and, co-host a tribal-federal summit on historic preservation at SKC. (ACHP)

Beginning the Inventory of the Y-12 PastPerfect Artifact Collection

Oak Ridge Reservation, Tennessee

The National Nuclear Security Administration's Y-12 National Security Complex (Y-12), located near the Oak Ridge National Laboratory in Tennessee, was constructed as part of the Manhattan Project to enrich uranium for the first atomic bombs. Today, it maintains a presence as an active research facility and center for public education. The proposed demolition of historic buildings determined to be excess to mission requirements and the establishment of the Manhattan Project National Historic Park presented the Y-12 Complex with an immediate need for a concentrated effort to update, inventory, organize, accession, and catalogue artifacts associated with the Manhattan Project. Due to a lack of funding, hiring additional



Displays within the Y-12 History Center (DOE/National Nuclear Security Administration)

which also gave those students valuable work experience in various fields of study.

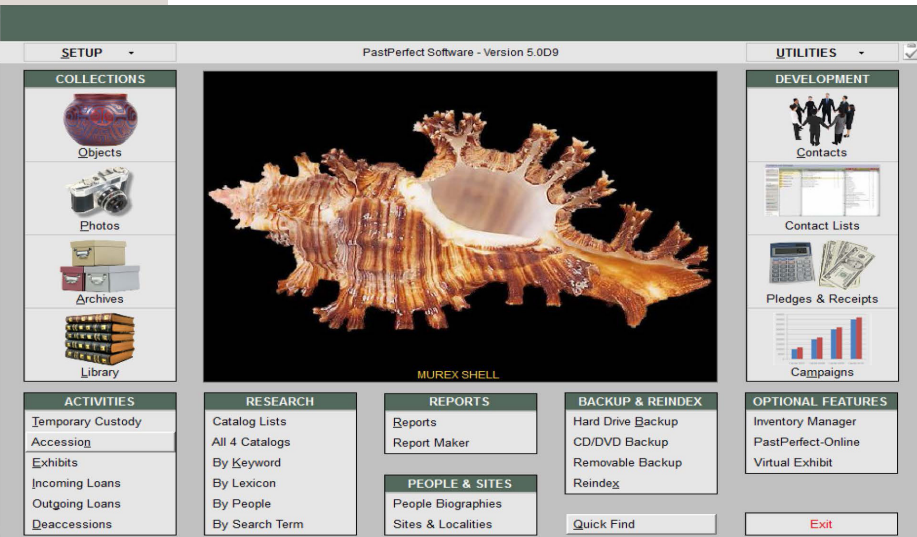
Between 2017 and 2020, Y-12 utilized an ongoing partnership with the University of Tennessee

to create an internship program. The program was designed to foster relationships with college students to assist in cataloguing historic artifacts and archives in the PastPerfect Artifact Collections database. Its goal was to work with students majoring in history and/or library science to use their knowledge and experience to initiate the process of inventorying Y-12 historic artifacts and archives. Initially the college students were paid summer interns, but the process evolved into hiring students during the school year as nonpaid employees for college credits. Early participants in the internship program created desktop aides, numbering systems, procedural handbooks, and helped to streamline the process of cataloguing artifacts to benefit future interns.

Homescreen of the PastPerfect Artifact Collections database (DOE/National Nuclear Security Administration)

personnel or hiring a subcontractor to support conducting an updated artifact inventory was not an option. Committed to thinking outside the box to investigate ways to complete an updated inventory within current constraints, the Y-12 Complex administration sought a partnership with an institution of higher learning to employ student interns to help complete the task,

Although only a fraction of the thousands of Y-12 artifacts have been inventoried, a process was developed to assist ongoing artifact management. The university partnership is currently halted due to competing mission priorities and the pandemic. Hopefully, in the future, this partnership will continue to allow for more artifacts to be inventoried.





Sunrise over the terrain at
Theodore Roosevelt National
Park, ND (NPS)

Agency Section 3 reports analyze their progress in meeting the goals of the EO since the last report three years ago. A universal sentiment running through all the submitted reports continues to be that federal agencies are proud of their stewardship of historic properties; they want to tell their stories and how they contribute to economic development and return value to the federal government and the communities where they are located. The many examples federal agencies provided in their reports run the gamut of historic property types, threats to them, and preservation opportunities grasped. How these agencies responded with their own historic preservation initiatives, partnerships, and creative solutions to better protect these resources, while providing the American public more and better chances to enjoy and appreciate them, deserves to be told in their own words.

Agencies are clearly taking steps to improve their management and the condition of historic properties under their stewardship. While some agencies continue to face challenges incorporating historic preservation into their broader mission, as noted in this report, even these agencies continue to evidence a commitment to the stewardship of historic properties as they carry out their missions. The steps agencies take to identify, protect, and use their historic properties vary widely given the diverse range of historic property types and agency missions.

In general, these reports demonstrate that the federal historic preservation program works to the benefit of the American people and the agencies that manage it. The recommendations provided below are clearly achievable and can further advance the stewardship of historic properties. They also recognize the potential benefit to communities nationwide of using the diverse federally owned and managed historic properties in their midst as part of strategies for sustainable local economic development. The ACHP has identified the following findings, which are accompanied by recommendations on specific actions the ACHP and others can take to resolve them.

FINDING:

Leasing historic federal buildings to nonfederal partners promotes their productive use and contribution to local economies, often increasing public access and even transferring maintenance and capital improvement costs to partners in certain circumstances. However, outleasing programs remain small due to inconsistencies among federal agencies in their scope and application, conflicting policies and priorities, limited awareness of these programs, and local economic conditions affecting the availability of partners.

The ACHP made a specific finding in its 2018 report that directly related to fostering and encouraging the reuse of historic facilities by federal agencies, or others, to create cost-effective preservation outcomes, which resulted in the convening of the LWG in 2019. The outcomes of the LWG indicate to the ACHP the need to continue supporting a finding that outleasing remains an effective but underutilized solution to protect and use federal historic properties. To that end, the ACHP makes the following recommendations.

Recommendations:

- » *The ACHP should work with GSA to leverage the expertise and resources of existing GSA programs, such as GSA's Office of Real Property Utilization and Disposal, to assist federal agencies in leasing vacant and underutilized historic buildings to prospective nonfederal tenants. The ACHP should work with GSA's Office of Government-wide Policy and the Federal Real Property Council to identify how best to centralize and make accessible pertinent data concerning federal historic real property that may be available for nonfederal use.*
- » *The ACHP should advocate for revisions to the National Strategy for the Efficient Use of Real Property (formerly known as "Reduce the Footprint") and federal budget scoring policies, and in collaboration with other land-managing agencies, the ACHP should engage the Office of Management and Budget and recommend federal historic outleasings count toward agency strategy goals, thereby removing a significant impediment to federal historic building outleasing.*
- » *With LWG member agencies, the ACHP should pursue the issuance of an EO to encourage adaptive use of historic federal buildings via outleasing.*

Preserving an Art Moderne Masterpiece: Los Angeles U.S. Courthouse

Los Angeles, California

Monumental in scale and concept, the U.S. Courthouse and Post Office on North Spring Street occupies a double-sized urban block site in downtown Los Angeles and forms an integral part of the LA Civic Center, along with LA City Hall and the Hall of Justice. When completed in 1940, the 17-story edifice was the largest federal building in the western United States, signaling a strong, stable governmental presence during a time of uncertainty. The interior lobbies retain their original polychrome terrazzo floors, ornamental plaster ceilings, marble walls, statuary, painted murals, and ornate aluminum fixtures. The U.S. Courthouse's Courtroom No. 8 is nationally significant as the venue for the court case *Mendez et al v. Westminster School District* (1946), a lawsuit filed by five Hispanic families whose children

were denied admission to public schools in southern California. The court heard the first federal challenge to the doctrine of "separate but equal." The decision determined that separate was, in fact, not equal. The U.S. Courthouse and Post Office was listed in the National Register of Historic Places in 2006 and designated a National Historic Landmark in 2012.

The relocation of the U.S. District Courts to a new courthouse in 2016 left vacant interior space. This threatened the economic viability and continued federal ownership of the U.S. Courthouse and Post Office building. The building had substantial capital investment needs at a level that was noncompetitive within the context of nationwide funding levels. Thus the General Services Administration's (GSA)



Inside a courtroom (Carol M. Highsmith Photography, Inc./GSA)

rehabilitation strategy focused on finding an interim solution by identifying a compatible tenant. GSA's goals were the retention of original interior configurations, significant fixtures, and finishes of all the historic courtrooms, particularly Courtroom No. 8. The County of Los Angeles had an acute need for courtroom space and administrative support offices in the LA Civic Center area, and GSA had empty courtrooms that could be filled. In 2018, GSA concluded an effort executing a Section III lease with the State of California transforming the U.S. Courthouse into the new home of the Superior Court of California for the County of Los Angeles. The courthouse is meeting the judicial needs of the state and maintaining the building's historic function while GSA works to develop a long-term strategy for reinvestment and use of the building, which will require significant appropriations to address its occupancy and capital investment needs to maintain it as a viable federal asset.

The lease will last for a period of 10 years, and consists of all rentable square footage on floors 1, 2, 8, and 9. All 16 of the building's courtrooms have been reused for their originally intended purpose, after minor renovations were completed. This included carpet replacement, addition of data and power outlets, and signage. GSA required that the jury boxes and seats remain but did allow the removal and storage of the large attorney's tables. The remainder of the building is occupied by the U.S. Attorney's Office and the U.S. Marshals Service. Thus use of Section III kept the property in public use and in federal ownership, while a plan to obtain capital funding is developed.



U.S. Courthouse and Post Office now home to the Superior Court of California for the County of Los Angeles (Carol M. Highsmith Photography, Inc./GSA)



Façade of the Courthouse (Carol M. Highsmith Photography, Inc./GSA)

“Since the court moved its Complex Civil services into the Spring Street Courthouse in 2018, we’ve expanded operations from two floors and 16 courtrooms to four floors and 24 courtrooms in this art moderne landmark. Our renovation and occupancy of these floors brings life and vibrancy back into this treasured courthouse. The vast courtrooms, finished with walnut wainscoting and geometric designs, provide an ornate, historic backdrop for our judges and court staff to provide access to justice and serve the community.”

Los Angeles Superior Court Presiding Judge Eric C. Taylor

FINDING:

Agencies are advancing in the use of digital tools to better inform real property management, but further improvement is needed to fully integrate historic property information and realize all potential benefits from increased review efficiency for federal and nonfederal project planning.

Federal agencies are expanding and improving the ways they use digital tools to track and manage historic properties in their care. Advances have included the conversion of legacy data to digital format, linking databases for use across agencies' divisions and geography, and sharing and exchanging information with key partners in historic preservation work like SHPOs. Agencies have also made advances in how they use geospatial information to understand historic properties in fulfillment of their identification responsibilities, as well as how they use GIS data to inform decision making when federal or applicant-driven projects are planned on federal lands and property. These advances are helping agencies realize new efficiencies in Section 106 review work and greater awareness among staff involved in property management activities about where historic properties are located. Continuing improvements in this area promise additional benefits when they are broadly implemented by agencies.

Recommendations:

- » *Agencies should identify and commit resources to progress in inventorying their historic properties, including mapping historic properties, as appropriate, to ensure accurate GIS layers. Survey technologies such as LIDAR and drones can be embraced by federal agencies where they offer the potential for a fuller understanding of historic properties and landscapes that are difficult to access.*
- » *The ACHP should work with federal agencies to implement recommendations in the ACHP's Digital Information Task Force Recommendations and Action Plan (2020), particularly those related to enabling cultural resources GIS data exchange between agencies, states, tribes, and local governments and to properly managing access to and securing sensitive cultural resources data in agency databases and mapping applications.*
- » *Agencies should explore opportunities for partnerships and secure data sharing with SHPOs/THPOs/Indian tribes to augment their survey information and to better inform nonfederal project planning on or around federal lands/facilities.*
- » *Agencies should fully integrate historic property information into agency asset/property management databases.*

FINDING:

While the primary benefit of partnerships is to leverage limited federal resources and assist federal agencies in the identification, protection, and use of historic properties, partnerships also contribute important community and educational benefits, including those that enable job training.

The federal government is tasked with managing federally owned, administered, or controlled historic properties in a spirit of stewardship for the inspiration and benefit of present and future generations and to encourage public and private preservation and utilization of all usable elements of the nation's historic built environment. Since the beginning of the reporting requirements in 2006, the ACHP has seen innovative ways that federal agencies maximize available resources through unique partnerships supporting the identification, protection, and use of historic properties and increased access and involvement of nonprofit organizations, institutions of higher learning, and local communities in stewardship of historic properties.

Quality restoration work on historic buildings requires skilled workers in the traditional trades. Masons, carpenters, painters, plasterers, and others in the construction trades who know how to—and why we should—preserve, repair, replicate, and maintain historic materials and finishes are essential to historic preservation projects. However, the reality is that there is an increasingly short supply of such craftspeople, and it can lead to federal agencies foregoing routine maintenance of historic properties. More recognizable opportunities for workforce development and training in the traditional trades not only would help address this problem critical to the maintenance of the nation's historic places, but also would contribute to economic recovery and wellbeing through career pathways that benefit local communities. Enhancing traditional trades training opportunities—notably for youth and veterans—would allow people to acquire marketable knowledge, skills, and abilities that employers are seeking.

Recommendations:

- » *Federal agencies should maximize the use of conservation and preservation corps, which engage young adults and veterans in service projects addressing recreation, conservation, disaster response, and other needs, including preservation, to address historic preservation needs on public lands. Agencies can promote traditional trades training by introducing corps members to the traditional building trades and providing training.*
- » *Federal agencies receiving funds through the Great American Outdoors Act should use the funds for traditional trades training, both to address an immediate need for traditional trades craftspeople to complete deferred maintenance projects and to achieve a lasting positive impact on the shortage of these skillsets.*
- » *Agencies should identify opportunities to improve coordination, collaboration, and support for the role of State and Tribal Historic Preservation Officers as key federal partners in carrying out their NHPA responsibilities.*

Rooms with a View Cabin Rental Program Partnership in Arizona

Apache-Sitgreaves National Forest, Coconino National Forest, Coronado National Forest, Kaibab National Forest, Prescott National Forest, Tonto National Forest

The increasing demand for outdoor recreation opportunities on National Forest System lands, combined with surplus historic buildings, has inspired a unique Forest Service program of adaptive reuse that benefits recreation users and local rural economies in Arizona. The “Rooms with a View Cabin Rental Program,” founded in 1999, takes historic buildings that are no longer in service, performs preservation and adaptive restoration work on these buildings, and offers them to the public as overnight recreation rentals. There are currently 20 sites with 27 buildings/cabins in the program. This unique program is managed by the Arizona Cabin Rental Board, a team of representatives from all six Arizona National Forests. The Board provides advice to forests interested in entering new cabins into the program; it markets the project as a whole; and it ensures comparability in services, pricing, and quality.

Most importantly, the Board also distributes the collective rental proceeds back to the Forests for cabin operations and maintenance, special projects, and improvements. This redistribution across the program allows for sustainable operations and maintenance of historic buildings.

In addition to operation and maintenance, the Board allocates funds toward bringing new cabins into the program. Over the last three years, the Arizona Cabin Rental Board has partnered with the nonprofit group HistoriCorps to perform critical preservation work at several buildings scheduled for program inclusion. HistoriCorps volunteers, Passport in Time volunteers, several Forest Service employees, Arizona Youth Corps, and local volunteers have saved some of the most significant Forest Service buildings in Arizona.

In 2018, a four-week project commenced at Mormon Lake Ranger House in Coconino National Forest. Work performed included a new roof, siding repair/replacement, lead paint abatement, asbestos abatement, porch repair, elevation drainage, retaining wall construction, and window repair and reglazing. Forest Service employees collaborated with HistoriCorps participants, Friends of Northern Arizona Forests, and Mormon Lake Hotshots (firefighters) contributing thousands of hours to complete the project. Critical foundation repairs are still needed before this Ranger House can be included in the Rooms with a View Program; however, with pending future projects, the house could be available for public rental as early as 2022.

“The Forest Service benefits, the local community benefits, future users benefit, and the wonderful volunteers benefit knowing their hard work matters to give new life to this old structure.”

Jeremy Haines, former archaeologist on the Flagstaff Ranger District, Coconino National Forest



Members of the Mormon Lake Hot Shots volunteered time to help fix the drainage surrounding Mormon Lake Ranger House. (Jeremy Haines)



Artwork promoting the “Rooms with a View Cabin Rental Program” (Shirley Aiken)



Mormon Lake Ranger House under rehabilitation (Jeremy Haines)



Mormon Lake Ranger House after rehabilitation (Jeremy Haines)

FINDING:

Agencies have effectively used Section 106 program alternatives to tailor Section 106 project reviews for multiple land- and property-managing agency benefits, including focusing limited resources on preservation priorities and contributing to comprehensive historic property management strategies. Program alternatives have also improved efficiency and effectiveness of project reviews for infrastructure projects affecting historic properties on federal lands.

Over the past three years, the ACHP has seen an increase in the use of Section 106 program alternatives to support federal agency missions. There continues to be increased interest in combining agency- or facility-wide surveys with program alternatives, which reflects a mature planning approach to the management of historic property inventories rather than reactive Section 106 compliance on a case-by-case basis. Program alternatives continue to have particular relevance for addressing large-scale infrastructure development, which often crosses or occurs on federal lands, to support transparent and predictable review coordination. At the same time, the development of program alternatives needs to effectively engage all stakeholders, especially those indigenous communities that have special relationships to properties of traditional religious and cultural significance on federal lands.

Recommendations:

- » *The ACHP should continue outreach to federal agencies, industry, state and tribal officials, and other key stakeholders to identify and implement opportunities for improving the efficiency of Section 106 reviews and better coordinating review timing for infrastructure projects on federal lands or property while promoting effective historic preservation outcomes.*
- » *Federal agencies and the ACHP should collaborate on refining programmatic approaches wherever they are considered, and the ACHP should examine steps it can take to improve the process of program alternative development, with particular attention to the engagement of nonfederal stakeholders.*

FINDING:

Agencies should ensure timely involvement of and active collaboration with Indian tribes and Native Hawaiian organizations in property management activities and infrastructure planning.

Applicant-driven projects on or affecting historic properties on federal property create challenges for federal agencies and Indian tribes in Section 106 consultation because extensive planning typically occurs prior to the submission of an application and the initiation of the review process. When project siting and planning takes place in advance of the Section 106 process, neither federal agencies nor Indian tribes have many options to seek modifications to the project location or siting that may avoid impacts to historic properties.

To address these challenges, it is essential that federal agencies and applicants include Indian tribes and NHOs in project planning and the information gathering that takes place in advance of submitting an application for federal approval or funding. Such coordination can help avoid impacts to places of religious and cultural significance to Indian tribes and NHOs, before the applicant decides on the project location and footprint.

Recommendations:

- » *Federal agencies should ensure all staff are aware of, and act in accordance with, government-wide and agency policies and directives regarding tribal and NHO consultation.*
- » *Federal agencies should ensure all appropriate staff receives recurring training in environmental and cultural resource/historic preservation responsibilities and tribal and NHO consultation.*
- » *Federal agencies should ensure Indian tribes and NHOs ascribing significance to properties on federal land or that could be affected by federal property management activities have the opportunity to inform programmatic approaches to maintenance, management, and planning activities.*



Vehicle Assembly Building, Kennedy Space Center, FL (NASA)

FINDING:

As more properties associated with the role of the federal government in advancing science and technology in the late 20th century become eligible for the National Register of Historic Places, they present unique management challenges for federal agencies in preserving their significant characteristics while enabling ongoing use.

In 1991, in response to a joint request from the House Committee on Interior and Insular Affairs, Subcommittee on National Parks and Public Lands, and the House Committee on Science, Space, and Technology, the ACHP undertook an analysis of preservation issues concerning federal support for highly scientific and technical facilities. The report addressed contemporary perceptions that NHPA compliance was incompatible with scientific research and highly technical operations and affirmed that the Section 106 regulations offered adequate flexibility to accommodate the legitimate needs of the scientific and engineering community and their activities at historic facilities.

The ACHP observed a trend over the past several years of an increasing number of highly scientific and technical facilities being identified as historic properties. Given the significant national achievements in science, space exploration, and many other arenas of human endeavor being identified, which continue to be recognized for their historic value, the ACHP sees an opportunity to support federal agencies to continue the balance of historic preservation needs with the operation of these highly technical and scientific facilities.

Recommendations:

- » *The ACHP should work with federal agencies that manage scientific and technical facilities (e.g. NASA, Department of Energy, National Institute of Standards and Technology, Department of Defense) to update the Section 106 guidance for highly scientific and technical facilities.*
- » *Federal agencies should explore the use of program alternatives to establish strategies to enable the ongoing use of scientific and technical facilities while encouraging preservation of their significant components to the extent possible.*

AFTERWORD



The recently opened Dwight D. Eisenhower Memorial in Washington, D.C., became the 420th unit of the National Park System on September 18, 2020. (Eisenhower Memorial Commission)

IN APPRECIATION

The authors wish to express gratitude to ACHP Executive Director John M. Fowler. He, along with then-Chairman John L. Nau III, worked tirelessly with the White House in 2003 to produce the Preserve America Executive Order 13287, and he has championed Preserve America ever since.

John has been a passionate supporter of historic preservation, community involvement, and using the law to help the preservation cause for his entire career. As he retired from the ACHP shortly before this report was published after 49 years of federal service, we appreciated the mark he has left on the preservation world. His contributions will remain for a long time to come.

Thank you, John.

From the staff and members of the ACHP

AGENCY SECTION 3 REPORTS SUBMITTED, 2004-2020

<https://www.achp.gov/ofap/section%203>

REFERENCED LINKS

36 CFR Part 800

<https://www.achp.gov/digital-library-section-106-landing/section-106-regulations>

ACHP Membership

<https://www.achp.gov/about/council-members>

Balancing Historic Preservation Needs with the Operation of Highly Technical or Scientific Facilities

<https://www.achp.gov/digital-library-section-106-landing/balancing-historic-preservation-needs-operation-highly>

Digital Information Task Force

<https://www.achp.gov/digital-library-section-106-landing/digital-information-task-force-recommendations-and-action-plan>

Leveraging Federal Historic Building Working Group

<https://www.achp.gov/initiatives/leveraging-federal-historic-buildings-working-group>

Preserve America Executive Order

<https://www.achp.gov/digital-library-section-106-landing/preserve-america-executive-order-13287>

Traditional Trades Training Task Force

<https://www.achp.gov/initiatives/traditional-trades-training>

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IN A SPIRIT of STEWARDSHIP

A REPORT ON FEDERAL HISTORIC PROPERTY MANAGEMENT



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Clockwise from top left: Discovery, mated to NASA's 747 Shuttle Carrier Aircraft, takes to the air for its ferry flight back to the Kennedy Space Center (NASA/Dennis Taylor); Chaco Culture National Historical Park, NM (ACHP); Installation of successor monument to historic 32nd Indiana Infantry monument at Cave Hill National Cemetery, KY (National Cemetery Administration); Appomattox Court House National Historical Park, VA (NPS); Old Swedes Church in Wilmington, DE, is one of seven sites in Delaware and Pennsylvania that are part of First State National Historical Park (NPS / Victoria Stauffenberg); aerial view of Governors Island and Manhattan, NY (Richard Cavalleri/Shutterstock)

Bottom: U.S. Custom House NHL, Charleston, SC (Fotoluminate LLC/Fotolia)