

THE
NATIONAL HISTORIC PRESERVATION
PROGRAM AT



Priorities and Recommendations for the

FUTURE





INTRODUCTION

The Advisory Council on Historic Preservation (ACHP) is using the 50th anniversary of the National Historic Preservation Act (NHPA) of 1966 to analyze the program established under the law and to recommend policy and other actions for enhancing and improving the program to address current and future needs.

Five decades after passage of the law, there is much to celebrate. The U.S. Conference of Mayors, which had a significant part in events leading to the law's drafting and passage, adopted a resolution in June 2016 in recognition of the anniversary that speaks to many of those achievements. As that resolution states, "the National Historic Preservation Act's innovative and prophetic vision of historic places as a living part of our communities has even greater potential to provide broad public benefits today than it did in 1966." By the same token, the ACHP recognizes there is a great deal of work that still needs to be done to enhance that potential, meet and live up to expectations about government's role and commitment to that effort, embrace all historic and cultural heritage, and respond to the challenges and opportunities the future presents.

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CREATION OF THE NATIONAL HISTORIC PRESERVATION PROGRAM

Within a few generations, historic preservation has evolved from a limited pursuit of saving great houses and major landmarks into a grassroots movement concerned with preserving communities and everyday places important to our past. Enactment of the NHPA in 1966 furthered this evolution, signaling America's resolve to preserve its heritage and to use the law and its major elements to improve the quality of life across the United States. Since the 1960s, great progress has been made through a public-private, intergovernmental historic preservation partnership. Across America, citizens, organizations, businesses, and elected officials continue to discover and show their appreciation for heritage through pride in their historic communities and care for those places with special meaning for residents and visitors alike. Over the last 50 years, the key components of the NHPA have provided a firm foundation for modern historic preservation.

After World War II, with a rapidly growing population creating a need for modern infrastructure and housing, the United States began to make major investments in highways, urban renewal, and public works. Neighborhoods were destroyed, historic buildings razed, and archaeological sites ravaged. Government projects and suburban sprawl irrevocably altered rural landscapes. The loss of the nation's heritage reached epidemic proportions.

Citizens and elected officials determined to act. A special committee of the U.S. Conference of Mayors, in cooperation with the National Trust for Historic Preservation and several federal agencies, began a study of protecting America's historic cultural environment. The resulting report, *With Heritage So Rich*, described the extent of heritage loss, the breadth of public interest in preserving that heritage, and recommendations for encouraging and supporting its preservation. The report outlined strategies that included government-led identification of places worthy of preservation, federal support for state and local preservation efforts, and processes to guide planning and review of threats to historic sites and buildings from government actions.

This report influenced Congress to enact a strong, new statute establishing a nationwide preservation policy—the National Historic Preservation Act of 1966, signed into law by President Lyndon B. Johnson on October 15, 1966. In the preamble to the law, Congress declared that “the historical and cultural foundations of the Nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people,” and that it is “necessary and appropriate for the Federal Government to accelerate its historic preservation programs and activities, to give maximum encouragement to agencies and individuals undertaking preservation by private means, and to assist State and local governments and the National Trust for Historic Preservation in the United States to expand and accelerate their historic preservation programs and activities.” It would therefore be federal policy to encourage the balancing of modern societal needs with preservation; be a national preservation leader; manage and care for prehistoric and historic resources under its control; and foster both non-federal governmental and private preservation activities.

The NHPA expanded the National Register of Historic Places to include historic properties of national, state, and local significance; established preservation grants-in-aid for survey, planning, and preservation activities; authorized State Historic Preservation Offices (SHPOs) in every state, territory, and the District of Columbia; created the ACHP for policy guidance and oversight within the executive branch; and established the Section 106 planning process for federally sponsored projects affecting historic properties. Subsequent changes to the law by Congress created the Historic Preservation Fund (HPF), authorized tribal and local government preservation programs, and mandated federal preservation program responsibilities. Other preservation-oriented legislation provided federal tax incentives for rehabilitation of commercial historic properties.

**IN CELEBRATION OF THE 50TH ANNIVERSARY OF THE
NATIONAL HISTORIC PRESERVATION ACT**

Adopted June 2016, U.S. Conference of Mayors

WHEREAS 50 years ago, the United States Conference of Mayors demonstrated visionary leadership in addressing the accelerating loss of historic places across the United States by releasing *With Heritage So Rich*, which championed the preservation of America's historic places as a living part of our communities;

WHEREAS the findings and recommendations of *With Heritage So Rich* formed the basis for the National Historic Preservation Act of 1966, which states that

- *the historical and cultural foundations of the Nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people; and*
- *the preservation of this irreplaceable heritage is in the public interest so that its vital legacy of cultural, educational, aesthetic, inspirational, economic, and energy benefits will be maintained and enriched for future generations of Americans;*

WHEREAS the National Historic Preservation Act motivated the state and federal partnership of the National Conference of State Historic Preservation Officers, the Advisory Council on Historic Preservation, and the National Park Service to implement preservation programs throughout the country and led to the establishment of the Historic Preservation Fund, the principal source of funding for critically important programs that preserve our cultural resources, spur job creation and community revitalization, and foster economic growth;

WHEREAS the National Historic Preservation Act inspired the creation of Federal Historic Tax Credits, which represent the largest federal investment in historic preservation and have catalyzed the rehabilitation of more than 41,250 buildings, created 2.3 million jobs, and leveraged more than \$117.6 billion in private investment;

WHEREAS the preservation movement is deeply committed to telling the full story of our nation's history and seeks to identify, acknowledge, and protect previously undervalued places and underrepresented communities in order to capture the full breadth and diversity of our national heritage;

WHEREAS historic preservation has demonstrated an unparalleled capacity to revitalize our older cities, neighborhoods, and communities; foster vibrant economic and social activity; generate jobs; spur tourism; attract talent; and contribute to the resurgence of American cities;

WHEREAS the National Historic Preservation Act's innovative and prophetic vision of historic places as a living part of our communities has even greater potential to provide broad public benefits today than it did in 1966;

WHEREAS the wide array of stakeholders—including all levels of government, nonprofit and private enterprises, and individuals—celebrating the anniversary of the National Historic Preservation Act affords a singular opportunity to reinvigorate the forward-looking vision, in which the United States Conference of Mayors has a central role to play;

NOW THEREFORE BE IT RESOLVED that the United States Conference of Mayors celebrates the 50th anniversary of the National Historic Preservation Act and recommits to another 50 years of visionary leadership in historic preservation in order to maintain our nation's historic places as living parts of our communities and as vibrant places for Americans to live, work, and play.



THE PRESERVATION PROGRAM TODAY: A RECORD OF SUCCESS

Fifty years after enactment of the NHPA, the program has matured and achieved many successes:

- ▶ Federal historic preservation tax credits have stimulated nearly \$120 billion in private investment to rehabilitate commercial historic properties across the nation.
- ▶ More than 91,000 places have been listed on the National Register of Historic Places, including many rural districts and older neighborhoods, representing more than 1.8 million contributing historic resources.
- ▶ More than 2,500 National Historic Landmarks commemorate the nation's most significant events and achievements.
- ▶ Federal property managers care for an extensive inventory of historic buildings and cultural resources on public lands, often using them to carry out their primary mission and programs.
- ▶ Tens of thousands of federal actions are considered for their effects on historic properties during project planning, providing communities and citizens a voice in protecting the places that matter to them.
- ▶ Fifty states, eight territories, the District of Columbia, 171 tribal governments, and 1,966 local governments partner with the private sector and the federal government so Americans in virtually every community benefit from the preservation program and are represented in America's story.

As evidenced by these and related achievements, the foundation of the national historic preservation program is sound and continues to provide the essential framework for preserving and enhancing the nation's heritage. Informed by 50 years of success, this report sets out ideas for policy actions that would improve existing programs, target certain areas that have not been addressed in the past 50 years, and meet the challenges of the future.

MAKING A GOOD MODEL BETTER

Taking Stock Now and For the Future

Many of the major factors that drove the creation of the law persist, including potential conflicts with public works and infrastructure, energy development and generation, urban revitalization, loss of industry, and rural economic shifts. Other issues have also risen in importance, including national security,

the consequences of population change and increased cultural diversity, environmental and economic sustainability, climate change, and coping with natural disasters. Thus, despite an impressive record of accomplishment carried out under the law, the goals and policies articulated in the NHPA have not been



fully realized, and preservation continues to face financial and other challenges. To achieve the goals of the NHPA over the coming decades, the ACHP has undertaken this examination of federal policy and the implementing programs that comprise the NHPA public-private partnership.

While the principal focus of historic preservation is place-based, there are factors beyond the physical characteristics of a building, a cultural landscape, or an archaeological site that come into play in addressing preservation's why, what, and how. For example, are

Americans being engaged and educated about the shared, complex history of the United States, including their local community's role in that history and their own place in the continuing story? Do the places identified as significant to the past represent what communities believe are the most important places to them, and do these places adequately tell the country's diverse stories that need to be told? Does the national preservation program adequately take into account cultural values and traditions associated with these places? These and other related questions must be considered moving into the future.


Improving the National Historic Preservation Program

Beyond the specific components of the program laid out in the NHPA as it has been amended and refined over the years, the ACHP suggests some priorities to help guide, improve, and strengthen the program over the next several decades.

The preservation community in general, and public agencies and organizations in particular, must truly engage all Americans in preserving the nation's heritage and participating in the national historic preservation program. The federal government, along with its public and private partners, must lead by example and showcase how preservation is relevant and essential to the needs and interests of American society in the 21st century, recognizing and respecting the cultural heritage of all Americans in the process. A related issue is to identify ways to communicate the benefits and needs of historic preservation to leaders and decision makers and make those values resonate with them. In fact, better ways need to be found to engage and inspire people in general, particularly young people, with places and stories reflecting all of American history, culture, and experience, while enhancing public involvement and community access to preservation programs.

Enhancing and sustaining the national historic preservation program is essential to maintain and improve its effectiveness. Stable and adequate public funding must be provided to carry out an effective program. At the same time, more private investment in preservation needs to be supported and encouraged, along with incentives for public-private partnerships to make things happen. Investing in formal and informal education as well as expanded research can help encourage preservation as a key component of community sustainability, rural development, and climate change resilience and adaptation.

Finally, steps need to be taken to improve the effectiveness of the national historic preservation program by re-examining and improving upon the basic processes of preservation planning and decision making. Preservationists need to capitalize on program improvement opportunities and technology that help them be more efficient and do a better job of managing historic resources effectively, get "the most bang for the buck," and at the same time balance professional recommendations and practices with community needs and values in deciding what is important and what and how it should be preserved.



Recommended Actions for Advancing Preservation Program Priorities

Specific steps can be taken to move the national historic preservation program forward over the near term and begin to address many of these identified priorities.

Some questions to consider include how can the national historic preservation program's value to the public be strengthened? How can the outcomes that appropriately balance and serve both preservation and development goals be improved? The ACHP consulted with numerous public and private partners in preservation, including state, tribal, and local governments and other stakeholders, to develop the following policy recommendations for the next 50 years of historic preservation in America.





MAINTAIN AND STRENGTHEN PUBLIC SUPPORT

MANY CITIZENS AND ELECTED OFFICIALS grasp the value of preserving important historic places and documenting and telling their stories, especially when preservation is presented as a tool for creating thriving, culturally vibrant downtowns or residential neighborhoods, or contributing to tourism, but this has not translated to broad public support and needed funding.

Attracting a more diverse population to join the preservation effort is also complicated by limited success stories and questions about long-term value to the communities in question. The social, economic, and environmental benefits of historic preservation need to be more clearly demonstrated, documented, and communicated in compelling ways. Building an appreciation for history and a strong role for education about historic places in basic curricula are also critical components of this challenge.

RECOMMENDED ACTIONS

1. The Administration should take a leadership role in formulating and carrying out a coordinated preservation initiative that demonstrates to the federal establishment; the Congress; tribal, state, and local entities; and the public that heritage is a vibrant and essential component of contemporary society, and that historic preservation provides strategies and tools to address major issues that confront the nation today. This initiative should incorporate and build on prior efforts, now embodied in federal law, such as Save America's Treasures and Preserve America, and advance the current theme of recognizing, protecting, and celebrating the heritage of all Americans. The initiative should be led by the White House; engage all federal agencies; and work in partnership with tribal, state, and local governments, the non-profit preservation community, national professional and trade associations, and the private sector. It should exhibit leadership by example on the part of federal agencies through stewardship, professionalism, and support of non-federal efforts and widely communicate the value of historic preservation.
2. National preservation organizations and their federal partners should identify common goals and build partnerships with the National Congress of American Indians, National Governors Association, National Conference of State Legislatures, U.S. Conference of Mayors, National League of Cities, National Association of Counties, and similar organizations to promote a variety of mutual objectives that help support preservation policies and programs within all levels of government and the private sector.



PROVIDE NECESSARY LEADERSHIP AND EXPERTISE

THE NATIONAL PRESERVATION PROGRAM NEEDS forceful and consistent leadership at the policy and program levels in the federal government in order to advance preservation as a national priority and carry out an effective program. Such leadership includes advocating for financial, staffing, and other resources, “enlarging the tent” through collaboration and partnership, developing and emphasizing appropriate standards and best practices while leading by example, and regular consultation with stakeholders and other interested parties. Adjustments in preservation education programs and career development are also needed to properly prepare preservation professionals, attract a broader range of participants to the field, and address generational changes in the workforce.

RECOMMENDED ACTIONS

1. Representatives of the federal historic preservation program should be integrated into the policy-making bodies of the Administration. The chairperson of the ACHP should be included on such bodies as the Domestic Policy Council as well as other appropriate interagency councils, task forces, and committees. There should also be created a full-time senior position for cultural heritage matters at the Council on Environmental Quality (CEQ).
2. The ACHP and the Secretary of the Interior, with the assistance of the Director of the Office of Management and Budget (OMB), should ensure all federal agencies have Senior Policy Officials (SPOs) in place as required by Executive Order 13287 and should regularly use that network of senior policy-makers, working with agency Federal Preservation Officers (FPOs), to advance federal preservation policies.
3. The Federal Executive Institute and the Office of Personnel Management (OPM), in consultation with the ACHP and the National Park Service (NPS), should incorporate training on federal preservation policies, procedures, and agency responsibilities into established training and briefing programs for federal policy-level officials and senior executives, with the involvement of the FPOs.
4. OPM and NPS should cooperate to review their respective professional standards for historic preservation personnel and reconcile differences. Federal agencies, assisted by the NPS and OPM, should ensure professional staff and contractors dealing with preservation issues conform to the Secretary of the Interior's Professional Qualification Standards and OPM's professional standards in disciplines related to historic preservation.



IMPROVE PRESERVATION PLANNING, PROCESSES AND SYSTEMS, INCLUDING USE OF APPROPRIATE TECHNOLOGY AND TARGETED RESEARCH

WHILE THE FRAMEWORK for the identification and planning consideration of historic properties is sound, a fresh look at the procedures and criteria that guide the recognition, protection, and enhancement of historic properties may offer broader applicability and greater transparency, stakeholder and public participation, and efficiency. Such a re-examination could promote better integration of preservation systems with other environmental and planning review processes. It could also spur innovation in process, techniques, and uses of technology. Maintaining objective criteria and defensible processes are fundamental needs for all preservation program components.

RECOMMENDED ACTIONS

1. The ACHP should work closely with its fellow members on the Federal Permitting Improvement Steering Council, in consultation with the National Conference of State Historic Preservation Officers (NCSHPO), National Association of Tribal Historic Preservation Officers (NATHPO), and other stakeholders, to identify strategies for enhancing and improving the planning, review, and completion of major infrastructure projects while also addressing important historic preservation needs.
2. NPS, the Federal Permitting Improvement Steering Committee, the ACHP, NCSHPO, and NATHPO in cooperation with academic digital data collaboratives, should work together on ways to organize, store, and share data that collectively can provide stakeholders with a comprehensive nationwide digital inventory of historic properties that is accessible and relevant to federal and other project planning needs. The Administration should commit adequate funds on an annual basis to develop and maintain the digital inventory.
3. The ACHP and NPS should expand Section 106 and related preservation training, especially online, for government officials, applicants for federal assistance, and consultants, with special attention to tribal issues and other priority areas such as infrastructure improvement, climate change adaptation, and disaster response and recovery.
4. The ACHP, in consultation with NPS, Department of Housing and Urban Development, National Alliance of Preservation Commissions, and NCSHPO, should explore better ways to involve Certified Local Governments and local governments receiving Community Development Block Grant funds in the federal historic preservation and environmental review processes.
5. The ACHP should develop strategies and guidance to encourage early identification of historic places and concerned stakeholders, especially Indian tribes and underrepresented communities, to promote Section 106 reviews that focus on outcomes while meeting procedural requirements, and to improve accountability in carrying out the results of Section 106 reviews.
6. The ACHP, in consultation with NPS, NATHPO, NCSHPO, and knowledgeable parties like the American Folklife Center of the Library of Congress, should develop guidance to better integrate traditional cultural properties, cultural landscapes, and intangible cultural values associated with historic places into federal planning and property management processes and promote landscape-level planning and mitigation.
7. The ACHP should work with interagency bodies such as the Federal Permitting Improvement Steering Committee and stakeholder groups like NCSHPO, NATHPO, and industry associations to identify and find resources to support opportunities to use Section 106 program alternatives to increase efficiency and focus individual Section 106 reviews where they have impact on outcomes.
8. Federal agencies, with the assistance of the ACHP and NPS, should make concerted efforts to develop effective agency preservation programs as specified in Section 110 of the NHPA. To this end, they should undertake periodic evaluations of their preservation programs to identify opportunities for improvement and take steps to implement positive changes.



OBTAIN ADEQUATE AND SUSTAINABLE FINANCIAL SUPPORT

WHILE THE NATIONAL HISTORIC PRESERVATION PROGRAM has a commendable record of achievement, the Historic Preservation Fund has never been funded anywhere near its authorized levels, impeding the effective use of the varied tools that the NHPA provides for states, tribes, local governments, and federal agencies to fully identify and protect historic places and share them with the public. Likewise, adequate funding for federal agency preservation programs and activities would improve the effectiveness of proactive work using the mechanisms provided in the NHPA.

RECOMMENDED ACTIONS

1. Congress should authorize the HPF to be a permanent, fully funded trust fund with inflation-adjusted levels of annual contributions. Statutory HPF funding allocations should be updated to reflect current and projected priorities and needs, with result of increased annual funding to SHPOs, Tribal Historic Preservation Offices (THPOs), and Certified Local Governments adequate to meet current needs and to build capacity for the future.
2. The Administration should seek, and the Congress should appropriate, stable and adequate funding in annual budgets for preservation assistance programs such as Save America's Treasures, Preserve America, National Heritage Areas, the American Battlefield Protection Program, and other targeted historic preservation grants programs.
3. Federal agencies should request, and the Administration should support, adequate funding for meeting their historic preservation obligations. This includes agencies that carry out the national historic preservation program (NPS and the ACHP) and those that have obligations under the NHPA. Agencies should also be encouraged to use their other authorities, such as leasing and public-private partnerships, to address preservation needs.
4. The ACHP should promote and provide guidance on "creative mitigation" strategies that support alternative uses of planning and mitigation funds related to resolving adverse effects under Section 106.
5. The Administration should clarify authorities for federal agencies to provide financial assistance to SHPOs and THPOs to carry out key preservation activities and, if needed, remove impediments.



ENCOURAGE PRIVATE INVESTMENT

THE FEDERAL HISTORIC PRESERVATION tax incentives program has been an outstanding success for the rehabilitation of commercial historic structures. Further financial incentives for private preservation efforts are needed, though, and uncertainty about the continuation of the tax credits undermines public-private partnerships that are increasingly important for preservation. Likewise, existing incentive programs or innovative funding strategies should also be examined to see how they could be improved and made more useful for a wider range of preservation needs.

RECOMMENDED ACTIONS

1. The Administration and the Congress should commit to supporting the current federal historic tax incentive program during any upcoming congressional consideration of general tax reform and advocate for improvements that would make tax incentives more effective and supportive of historic building reuse.
2. NPS, in collaboration with the National Trust for Historic Preservation, SHPOs, and other stakeholders including the development community, should continue to seek ways to improve the administration of the federal historic preservation tax incentives program and the interpretation of the Secretary of the Interior's Standards for Rehabilitation. A significant goal of this effort should be to promote greater use of the historic tax credits for economic development and community revitalization.
3. The Administration should work with Congress and individual federal agencies, as appropriate, to identify and seek to limit or remove legal and policy impediments and provide incentives to leasing or transferring surplus federal properties. This should include examination of leasebacks for other federal uses, and federal support for innovative incentive techniques (such as transfer of development rights) in order to make available underutilized or vacant federal historic buildings for private preservation efforts.



EXPAND AND ENCOURAGE PUBLIC ENGAGEMENT

COMMUNITY INVOLVEMENT AND ENGAGEMENT¹⁷ in deciding what is important and how significant resources should be managed can strengthen public and political support for preservation and promote diversity throughout the program. Modern technology and social media can be used to better advantage than they have been. Local preservation planning and the Section 106 process, for example—both intended to be public consultative strategies that bring together a wide range of stakeholders—need to foster more effective communication and public engagement. Planning processes to implement the National Environmental Policy Act (NEPA) and related environmental statutes that consider cultural resource impacts would benefit from a similar review.

RECOMMENDED ACTIONS

1. The ACHP, in collaboration with other federal agencies, NCSHPO, and the National Trust for Historic Preservation, should examine current requirements and provide additional guidance to ensure earlier and more effective involvement of stakeholders and the public in the Section 106 process, and assist federal agencies in providing training for agency officials in public engagement strategies and techniques.
2. CEQ should undertake a similar effort with regard to federal agency public and stakeholder engagement processes under NEPA.
3. Federal agencies, in consultation with the ACHP, should expand their efforts to promote public engagement and give special attention to working with underrepresented communities to develop innovative strategies and techniques for engaging them. These efforts should employ innovative applications of technology and social media to promote public engagement and transparency in federal planning processes involving or potentially affecting historic and cultural resources.



ADVANCE EQUITY AND INCLUSION

THE RICH DIVERSITY OF AMERICAN SOCIETY needs to be reflected both in the resources recognized as historic and in the active involvement of local communities in making decisions about what is important and worthy of preservation. Minority and ethnic communities that have historically been underrepresented in the national historic preservation program must be more effectively engaged and supported in preserving their own heritage, including the places that tell their part of the American story. This includes relating sometimes difficult stories that illustrate the complex interactions of different people and institutions over the course of history.

RECOMMENDED ACTIONS

1. National preservation organizations, in collaboration with NPS and national professional groups such as the American Institute of Architects, American Planning Association, American Society of Landscape Architects, and national archaeological societies, should intensify efforts to diversify the preservation workforce and leadership through education, training, mentoring, and career building.
2. National, state, and local preservation organizations should partner with government agencies, youth organizations, and educational institutions that conduct or support youth engagement programs and mentoring efforts to promote education and career building in the historic preservation field, with special attention to underrepresented and minority communities.
3. The Departments of the Interior and Agriculture, along with other federal land management agencies with outdoor recreation and conservation responsibilities and the Corporation for National and Community Service should promote the use of the Youth Conservation Corps, the 21st Century Conservation Service Corps, and similar seasonal employment and career development programs for the expanded involvement of youth and young adults, especially minority youth, in historic preservation.



RECOGNIZE THE FULL RANGE OF THE NATION'S HERITAGE

CURRENT NATIONAL REGISTER and National Historic Landmark criteria for evaluating historic significance as well as legal protective mechanisms need to be evaluated and perhaps modified to ensure that the values communities place on their heritage are reflected in both process and outcomes. While professional expertise is both important and necessary, overly academic or complex requirements may limit effective public engagement and ultimately impede the preservation of what citizens really value. The preservation community needs to examine and clarify the role of intangible culture and traditional values within a place-based historic preservation program and process. This includes not only cultural landscapes and sites sacred to native peoples, but also less obvious sites that are culturally significant to minority communities and may not meet other typical preservation tests like age, integrity, or easily definable boundaries. With regard to the archaeological record, more thought needs to be given to distinguish sites that need long-term preservation from those appropriate for shorter-term research and study.

RECOMMENDED ACTIONS

1. NPS, in collaboration with partners and other stakeholders, should continue to evaluate the definition of “historic property” and current National Register criteria and guidance to better address intangible and traditional cultural values associated with historic places. Special attention should be paid to criteria for judging the integrity of historic properties, assigning a period of significance, use of oral traditions and traditional cultural knowledge, and the 50-year-rule to ensure a broadly inclusive National Register. This may be especially important as such issues affect identification and evaluation of places important to Indian tribes, Native Hawaiian organizations, Alaska Natives, and underrepresented communities.
2. NPS, in collaboration with partners and other stakeholders, should develop additional strategies for dealing with historic sites associated with the recent past, including 20th and 21st century architecture and vernacular large-scale suburban developments constructed since World War II. Such resources should continue to be identified and evaluated for their significance and preservation value, but adjustments to preservation strategies, tools, or standards may be necessary.
3. NPS should offer training for FPOs and other federal officials, and make more technical assistance available to SHPOs, THPOs, and Certified Local Governments, on National Register documentation and registration processes. NPS should also work with NCSHPO on ways to encourage and facilitate community involvement in the National Register processes by providing understandable guidance on public participation, addressing possible barriers to more effective engagement, and finding ways to reach broad audiences with limited resources and staff.



EMBRACE AND RESPOND TO THE CULTURES, VIEWS, AND CONCERNS OF INDIGENOUS PEOPLES

BASED ON PROVISIONS OF THE NHPA and other federal laws and policies, Indian tribes, Native Hawaiian organizations, Alaska Natives, and indigenous communities of current and former U.S. territories are provided a formal role in the national preservation program. This is to provide special consideration to better recognize and protect the cultural heritage of indigenous peoples and to give them a voice in planning and decision making. However, in practice, those goals are unmet, and places of importance to these groups are often overlooked. Often this happens because places important to tribal and native identity and culture, and the intangible and tangible cultural heritage that may be associated with them, are not well understood, not easily communicated, or otherwise fully recognized for a variety of reasons. As a result, these cultural values and places may not be properly considered within mandated preservation processes. While causes range from oversight or intentional avoidance to deficiencies in funding, staffing, communication, and cultural understanding, the fact remains that systems supporting consultation and resource protection must be upgraded to fulfill the NHPA's intent.

RECOMMENDED ACTIONS

1. The Department of the Interior should lead an interagency effort to identify ways to strengthen protections for traditional cultural properties and sacred sites and explore the relationship among Section 106, NEPA, the Native American Graves Protection and Repatriation Act, and other related authorities, such as state and territorial burial laws, to develop a more holistic approach to dealing with places of traditional cultural and religious significance to indigenous peoples. In addition to federal agencies, this initiative should include representatives of Indian tribes, Native Hawaiian organizations, Alaska Native communities, and SHPOs.
2. The Administration, in consultation with Indian tribes and states, should develop ways to strengthen protections for historic resources on ancestral tribal land, including places subject to treaty rights and related law. A part of this effort should be directed at educating the public about tribal connections to federal lands and ancestral lands, the historical and contemporary presence of tribes in different areas, and the history of federal Indian policy to increase support for tribal self-determination and self-government.
3. The Administration should undertake a comprehensive effort to improve tribal consultation, especially government-to-government consultation. Consideration should be given to strengthening or expanding existing Executive Orders or issuing additional government-wide directives regarding tribal consultation. The Department of the Interior, in consultation with the ACHP, the National Congress of American Indians, and NATHPO, should develop mandatory training for federal officials along with practical and accessible guidance on conducting tribal consultation.
4. The Administration should encourage federal agencies to support meaningful and substantive roles for Indian tribes, Native Hawaiian organizations, and Alaska Natives in managing public lands that have special geographical, historical, and cultural connections to tribes. The Department of the Interior should develop guidance and share best practices for cooperative management and other collaborative partnerships.
5. The ACHP, in collaboration with the Department of the Interior, NCSHPO, and NATHPO, should encourage ongoing dialogue, collaboration, partnerships, and cooperative agreements among Indian tribes, federal agencies, and SHPOs to promote the consideration and protection of sites important to tribes in the Section 106 process. Actions should include the development of guidance and sharing of best practices.
6. The Administration should make tribal cultural heritage issues a permanent part of the agenda and structure of the White House Council on Native American Affairs.
7. The Department of the Interior should lead an interagency effort to increase public education efforts regarding tribal, Native Hawaiian, and Native Alaskan interests, focusing on accurate information and better understanding of native cultures and their history.



ENHANCE FURTHER APPRECIATION FOR HERITAGE THROUGH FORMAL AND INFORMAL EDUCATION

INTEGRATING CULTURAL HERITAGE AWARENESS into education systems can build a better understanding among young Americans of the importance of history and historic preservation, and their connection to place and culture. Informal education through better onsite as well as virtual interpretation and improved information access through modern technologies can enhance public appreciation of the underlying stories of historic properties and the richness of heritage. Targeted youth conservation and service learning programs can introduce young people to the possibilities and practicalities of trades necessary to preserve historic places and keep historic technologies alive. Expanded professional and vocational training can lead to careers in preservation and broaden participation in the field.

RECOMMENDED ACTIONS

1. The Department of Education, NPS, the National Endowment for the Humanities, and other federal agencies with heritage education programs should collaborate with the National Council for Preservation Education, the American Association for State and Local History, educational institutions, and the preservation community to establish national goals and priorities for professional and vocational preservation education, with special attention to encouraging and supporting the participation of Native Americans and underrepresented communities in preservation activities. A related goal is to incorporate historic preservation into federal grant and technical assistance programs that support curriculum development, enhancement of teaching skills, and student demonstration programs. Particular attention should be paid to service learning, local history, introduction of K-12 students to history and historic places, and innovative uses of technology.
2. The Department of Labor should support vocational training in preservation skills, including traditional building trades, through its programs, in collaboration with such entities as the NPS National Center for Preservation Technology and Training, the American Association of Community Colleges, the Preservation Trades Network and other building trades organizations, and other sponsors of vocational training programs.
3. The National Endowment for the Humanities, the National Endowment for the Arts, the Institute of Museum and Library Services, the Smithsonian Institution, and similar entities should advance programs to promote public appreciation of American history, integrating historic places, archaeological resources, and museum and archival collections.
4. Federal agencies with programs that support various Executive Orders such as those regarding Tribal and Native Alaskan Colleges and Universities, Hispanic-Serving Colleges and Universities, Historically Black Colleges and Universities, and universities and colleges with significant enrollment of Asian American and Pacific Islander students should integrate historic preservation into their programs.



PROMOTE COLLABORATION AND PARTNERSHIP

INCREASING RECOGNITION of historic preservation's contributions to social and economic development can foster greater public-private partnerships that benefit preservation. Outreach to the business community, foundations, or other non-traditional partners can expand preservation's horizons and potential. Among federal agencies, removing legal and policy obstacles to out-leasing, cooperative management, and adaptive use of historic properties, as well as encouraging more effective partnerships, could preserve more significant places and allow for greater engagement of public and private entities in fulfilling NHPA goals.

RECOMMENDED ACTIONS

1. In consultation with the ACHP, OMB, the National Trust for Historic Preservation, and appropriate business and trade associations, major federal assistance and property management agencies should evaluate and, where necessary, remove impediments to their abilities to negotiate public-private partnerships and develop incentives that further historic preservation goals.
2. The national preservation organizations, along with their primary federal partners, should build partnerships with other organizations with heritage interests such as the Smithsonian Institution and the museum community, national groups associated with Native American, African American, Hispanic, Asian American, and other communities, and commercial ventures such as Ancestry.com and Google. The preservation community should also expand partnerships with other organizations whose primary interests can affect historic preservation, such as the American Society of Civil Engineers, National Association of Home Builders, Institute for Sustainable Infrastructure, American Association of State Highway and Transportation Officials, and similar groups.



ADDRESS CLIMATE CHANGE, DISASTER PLANNING, AND ENVIRONMENTAL SUSTAINABILITY

PIONEERING WORK done on the environmental benefits of historic preservation demonstrates its value as a tool for sustainable development as well as its relevance in addressing the challenges of climate change. Preservation efforts in the wake of natural disasters continue to show the value of digital mapping, inventories, and other critical pre-disaster planning to post-disaster response. Historic preservation and concern for cultural community assets need to be more fully integrated into climate adaptation and resilience planning, energy conservation, disaster planning, and local and regional sustainability strategies. In order for this to happen, planning processes and regulatory requirements need to be developed with an eye to fostering better mutual understanding and awareness of the needs and limitations of planning, engineering, regulation, and preservation.

RECOMMENDED ACTIONS

1. The Administration should integrate historic preservation strategies into initiatives and actions that it pursues to address the challenges of climate change preparedness and resilience, including better preparation for natural disaster preparation, response, and recovery.
2. CEQ, NPS, the National Center for Preservation Technology and Training, and the ACHP should assess federal and federally supported research programs to identify opportunities to advance research that demonstrates the contributions historic places and historic preservation techniques and strategies can make to advancing national policy goals of sustainability, climate change adaptation and resilience, economic development, community revitalization, health, and the like.



SUMMARY

Over the last five decades, historic preservation increasingly has been recognized and used as a valuable tool for revitalizing and enhancing communities. Preservation efforts have created jobs, enhanced and revitalized downtowns and neighborhoods, preserved and sustained rural areas, and helped Americans highlight what is special about their heritage. In this journey of discovery, an expanding number of individuals and organizations have helped determine what the nation's heritage is and then have shared it with fellow citizens as well as foreign visitors through education, tourism, and other means. America's rich patrimony and the historic places associated with it provide important touchstones for modern society, adding variety, interest, and continuity to the communities in which Americans live, work, and play. Preserving and passing on the details that make up the American story in all its richness and variety to

young people is vitally important to this country's future as a democratic society and as a nation founded on the principles of "we the people" and "e pluribus unum."

With passage of the NHPA in 1966, Congress made the federal government a full partner, a supporter, and a leader in helping make those goals a reality. But that vision still needs to be fully realized. To embark on the next 50 years, citizens need to capitalize on preservation's potential while developing a reinvigorated framework to address current priorities and future needs. Pursuing the recommended actions outlined in this report will help the federal government, working with its many public and private partners, fulfill the goals articulated by Congress 50 years ago on behalf of the American people.



PHOTO CAPTIONS

Cover and inside: Gay Head Light, Martha's Vineyard, MA (iStockphoto ©Rolf_52)

P. 2: Panoramic show by the fountain at Union Terminal, Cincinnati, OH (Hilary Begley/Cincinnati Museum Center)

P. 4-5: Eastern Shoshone tribal dancers, International Day, Rock Springs, WY

P. 6-7: Anasazi ruin, Canyons of the Ancients National Monument, CO

P. 8: Historic Keesler Bridge rededication, Greenwood, MS

P. 10: Mission Operations Control Room, Johnson Space Center, Houston, TX

P. 12: Moving Gay Head Light from eroding cliff, Aquinnah, Martha's Vineyard, MA (Drew Kinsman)

P. 14: Bridge of Lions repair and reconstruction, St. Augustine, FL

P. 16: U.S. Post Office sale, Westport, CT (Evan Kalish)

P. 18: Vinegar Jones historic cabin restoration, Great Falls, MT

P. 20: Jones family tenant farm, Leon County, FL (Tall Timers Research Station and Land Conservancy)

P. 22: Historic Chicano Park murals, San Diego, CA (NPS)

P. 24: Justin Aguino outside his home at Ohkay Owingeh Pueblo, NM (Kate Russell Photography)

P. 26: Learning mud brick-making, Greenville County, SC

P. 28: Ethnic festival with Taiko drummers, Rutland, VT (Jerry LeBlond)

P. 30: Dock Street flooding, downtown Annapolis, MD (Amy McGovern)

P. 32: Painting the Cheshire County Courthouse weathervane, Keene, NH (Steve Hooper)

P. 33: Walking tour in the historic N. Lahr Building, St. Cloud, MN (Minnesota State Historic Preservation Office)



Preserving America's Heritage

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