

Preserving America's Heritage

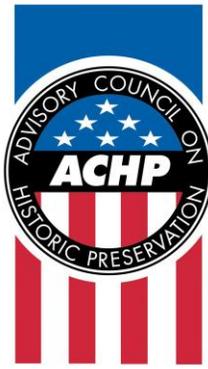
ADVISORY COUNCIL ON HISTORIC PRESERVATION SPRING BUSINESS MEETING

WASHINGTON, DC
MAY 4-5, 2011

ADVISORY COUNCIL ON HISTORIC PRESERVATION

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Preserving America's Heritage

TABLE OF CONTENTS **Spring Business Meeting**

Provisional Agenda

Annotated Agenda

ACHP Activities Update

ACHP Management Issues

Report of the Credentials Committee

Voting Membership for NATHPO

Chairman's Council of Native American Advisors

ACHP Alumni Foundation Report

Engaging Youth in Historic Preservation and Conservation

Attachments: AGO Youth Agenda—Goals and Recommendations
AGO Fact Sheet: Youth and the Outdoors
Example of Youth Involvement in Preserve America Communities

Economic Impacts of Historic Preservation

America's Great Outdoors and Historic Preservation

Attachment: AGO Fact Sheet: Historic Preservation

Right-Sizing: the New Urban Renewal

Attachments: Cities with 20% Population Loss
"Rightsizing Shrinking Cities Requires Patience and Prudence"
Residential Vacancy Characteristics
"The Foreclosure Crisis: Preservation Concerns and Responses"
Summary of Creative Practices from Mayors
MSAs with Most Abandoned Foreclosures

E.O. 13563 and Section 106

Attachment: E.O. 13563

Archaeology Subcommittee Update

Southwest Renewable Energy Development and Historic Preservation Working Group

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**MEETING
ADVISORY COUNCIL ON HISTORIC PRESERVATION**

Room M-09
Old Post Office Building
Washington, D.C.
May 5, 2011

PROVISIONAL AGENDA

Call to Order—10 a.m.

- I. Chairman's Welcome
- II. Presentation of Chairman's Award
- III. Chairman's Report
- IV. ACHP Management Issues
 - A. Credentials Committee Report and Recommendations
 - B. ACHP Legislative Agenda
 - C. Voting Membership for the National Association of Tribal Historic Preservation Officers
 - D. Realignment of the Native American Advisory Group
 - E. Alumni Foundation
 - F. Future Meeting Planning
- V. Historic Preservation Policy and Programs
 - A. Follow Up to Youth Session
 - B. Economic Benefits Study-Presentation and Next Steps
 - C. Historic Preservation in America's Great Outdoors
- VI. "Rightsizing" America's Cities and Historic Preservation

Recess for working lunch

VII. Discussion on “Rightsizing”

VIII. Section 106 Issues

A. Executive Order 13563 on Regulatory Revision and Section 106 Regulations

B. Archaeological Issues for Future Consideration

C. Southwest Renewable Energy Development and Historic Preservation Working Group

IX. New Business

X. Adjourn



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ANNOTATED AGENDA

Call to Order—10 a.m.

- I. Chairman's Welcome
- II. Presentation of Chairman's Award. *The award will honor Marine Corps Base Quantico stewardship of Civil War sites.*
- III. Chairman's Report. *The chairman will discuss ways to better engage ACHP members in the work of the council. In lieu of an Executive Director's oral report, a written report on recent ACHP activities is included in the meeting book. Members are invited to ask questions about the content.*
- IV. ACHP Management Issues. *The Executive Committee will have recommended positions on the following agenda item:*
 - A. Credentials Committee Report and Recommendations. *Committee Chair Mark Sadd will present the report. Members will be asked to accept the report.*
 - B. ACHP Legislative Agenda. *The chairman will present a strategy for more active ACHP engagement in the legislative process. Member suggestions will be invited.*
 - C. Voting Membership for the National Association of Tribal Historic Preservation Officers. *Members will be asked to adopt a proposal to seek legislative authorization to achieve this goal. Roll call vote.*
 - D. Realignment of the Native American Advisory Group. *The chairman and John Berrey will present a proposal for transforming NAAG into the Chairman's Council of Native American Advisors. No formal action needed.*
 - E. Alumni Foundation. *Foundation President Katherine Slick will report on new directions for the Foundation. Member suggestions will be invited. No formal action needed.*
 - F. Future Meeting Planning. *The chairman will propose an approach to future meeting venues. Member suggestions will be invited. No formal action needed.*
- V. Historic Preservation Policy and Programs
 - A. Follow Up to Youth Session. *Members will have the opportunity to suggest further actions that the ACHP and its members can take to advance the goals of youth engagement in historic preservation. No formal action needed.*

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- B. Economic Benefits Study-Presentation and Next Steps. *Donovan Rypkema of Place Economics will make a presentation on the study. Members will have the opportunity to discuss further actions. No formal action needed.*
- C. Historic Preservation in America's Great Outdoors. *Preservation Initiatives Committee Chair Ann Pritzlaff will present recommendations from the committee for further ACHP action consistent with the ACHP's participation in the AGO Council and implementing interagency work groups. Members will have the opportunity to discuss and make suggestions to promote historic preservation within the context of the AGO Initiative. No formal action needed.*

The Preservation Initiatives and Communications, Education, and Outreach Committee chairs will report briefly on majors items addressed in the committee meetings.

- VI. "Rightsizing" America's Cities and Historic Preservation. *The members will engage in a roundtable discussion on the historic preservation implications of efforts to address shrinking populations in major American cities. They will have the opportunity to suggest future efforts by the ACHP and its members to address this challenge.*

Recess for working lunch. *Members will recess and have a working lunch in Room M-07.*

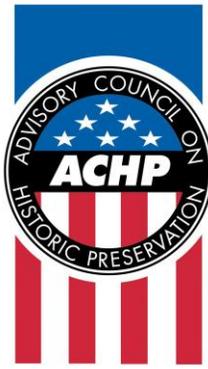
- VII. Discussion on "Rightsizing." *Members will continue the pre-lunch discussion and conclude with recommendations on next steps. No formal action needed.*

VIII. Section 106 Issues

- A. Executive Order 13563 on Regulatory Revision and Section 106 Regulations. *Mr. Sadd will report on recommendations from the committee, and members will have the opportunity to offer suggestions on a plan of action. No formal action needed.*
- B. Archaeological Issues for Future Consideration. *Archaeology Subcommittee Chair Julia King will lead a discussion on the topic. Members will have the opportunity to offer suggestions on future directions. No formal action needed.*
- C. Southwest Renewable Energy Development and Historic Preservation Working Group. *Members will be updated on the working group and other steps taken to follow up on the Renewable Energy Panel at the February meeting. Bureau of Land Management Deputy Director Marcilynn Burke has been invited to participate in the discussion. Members will have the opportunity to offer suggestions on future directions. No formal action needed.*

Mr. Sadd will report briefly on major items addressed in the Federal Agency Programs Committee meeting.

- IX. New Business. *There is no new business at this time.*
- X. Adjourn. *The meeting is scheduled to adjourn at 2 p.m.*



Preserving America's Heritage

ACHP ACTIVITIES UPDATE MAY 2011

ACHP Strategic Plan

The ACHP membership adopted the revised six-year strategic plan that the Government Performance and Results Act requires each agency to have. The plan follows the organization of the previous plan, with the ACHP's five major activity areas defined as promoting historic preservation policy and programs, improving federal preservation programs, fostering the protection and enhancement of historic properties, promoting the importance of historic preservation, and developing and managing ACHP organizational capacity. The final plan incorporates goals of promoting diversity in the ACHP's work and addressing sustainability issues. During and following the February ACHP meeting, members and staff worked to develop Action Items that indicate how the plan's goals will be addressed. The plan (without the Action Items) is available on the ACHP Web site at www.achp.gov/docs/strat_plan.pdf. The final version with Action Items has been provided to the ACHP membership.

Legislative Update

National Monument Designation Process. The process for Presidential declaration of National Monuments continues to trouble a number of Senate and House members, prompting the introduction of five new bills in the past two months that would curtail the President's power in this regard. Of these, the National Monument Designation Transparency and Accountability Act (H.R. 758, S. 407) has been introduced in both chambers and referred to the relevant committees.

Community Stabilization and Revitalization. Representatives of two cities hard hit by population loss—Buffalo and Youngstown—have introduced in the House the Community Regeneration, Stabilization and Innovation Act (H.R. 790), which would authorize the Department of Housing and Urban Development (HUD) to award grants for demonstration projects to address problems of vacant and abandoned properties. Projects demolishing properties eligible for the National Register of Historic Places would not be eligible to receive such funds. The bill has been referred to committee. Meanwhile, however, the House has passed the NSP Termination Act (H.R. 861), which would rescind \$1 billion of funding under HUD's Neighborhood Stabilization Program (NSP). The NSP is used by communities for the purchase and redevelopment of foreclosed and abandoned residential properties. The House bill has been referred to committee in the Senate.

Jobs Creation and Youth Engagement. In the House, two bills that would benefit historic resources have been reintroduced and referred to committee. The Coastal Jobs Creation Act (H.R. 594) would authorize a Coastal Jobs Creation Grant Program in the Department of Commerce that would fund, among other things, the preservation or restoration of coastal resources identified for their conservation, recreational, ecological, historic, or aesthetic values. The Public Lands Service Corps Act (H.R. 587) would revise and expand youth involvement in the existing Public Lands Corps and would specifically describe the types of natural and cultural resources conservation projects that would be carried out by the Corps. The previous version of this latter bill was commented on by the ACHP last year.

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Surface Transportation Reauthorization. The Department of Transportation (DOT) continues to work on a comprehensive transportation bill, as reported to the members by DOT at the February 2011 ACHP meeting. While it is not yet clear what form a surface transportation reauthorization will take, the ACHP plans to continue working with DOT and the Federal Highway Administration (FHWA) to consider how best to incorporate appropriate provisions for historic preservation planning, recognizing full well that the mood for past provisions for transportation enhancements and other programs may be changing in this new fiscal era. An extension of authorization for the transportation programs through the remainder of FY 2011, including the Highway Trust Fund, was signed into law as the Surface Transportation Extension Act of 2011 (P.L. 112-5) on March 4, 2011.

ACHP Online Initiatives

The ACHP is working on a new combined version of the ACHP's Web sites (www.achp.gov and www.preserveamerica.gov) to improve the sites' usability and "find-ability." The revisions are based on extensive surveying of the ACHP's stakeholders and are designed to make the updated site a more effective preservation tool. The new Web site will take advantage of a content management system, which will allow much of the updating to happen in individual ACHP offices. It is anticipated that the new Web site will be live in June. The ACHP looks forward to further user feedback (including input from ACHP members) once the new Web site is up and running. The ACHP will also be launching a general Facebook page in the near future in order to reach those users, and examine the possibility of a second Facebook page on Section 106.

Sustainability Task Force

The Sustainability Task Force met on March 9 and is scheduled to meet on May 3 just before the ACHP business meeting. With Susan Barnes's departure from the ACHP, Chairman Donaldson is chairing the Task Force pending his future appointment of a new Task Force chair. At the invitation of the chairman, the Architect of the Capitol will be joining the Task Force. At its last meeting, the Task Force discussed issues concerning the "right-sizing" of cities, a topic which the ACHP will be exploring in depth at its May meeting. The group also initiated discussion of President Obama's Better Buildings Initiative, which focuses on improving energy efficiency in commercial buildings, and will be exploring at future meetings the potential impact of the initiative on historic properties. The Task Force was also briefed on the progress of several soon-to-be-released guidance documents: the National Park Service is publishing new guidelines on sustainability and rehabilitation; the ACHP's Office of Federal Agency Programs is close to completing guidance on preservation and Executive Order 13514; and the Council on Environmental Quality is slated to approve new guidance on sustainable practices for designed landscapes, a document developed with input from the ACHP.

Preserve America

Preserve America Communities. A total of 858 communities have been recognized as Preserve America Communities to date. As of April 7, 2011, a total of 1,046 communities and neighborhoods in all 50 states, the District of Columbia, the Commonwealth of Puerto Rico, American Samoa, and the U.S. Virgin Islands have applied to become Preserve America Communities. A state-by-state list and profiles of Preserve America Communities are available at www.preserveamerica.gov/PACommunities.html. Among the designated communities are 82 counties or city-county governments, five tribal communities, and one territory. Nineteen of the Preserve America Communities are distinct neighborhoods within large cities—those with populations of 200,000 or higher. The 15 newest communities were notified of their designation on January 21 by means of letters to the communities signed by First Lady Michelle Obama. Applications for Preserve America Community designation are currently being accepted and reviewed; the next quarterly deadline is June 1.

Heritage Tourism

The Office of Preservation Initiatives participates regularly in meetings of “Partners in Tourism,” a group of 10 federal agencies and 12 national partners, to exchange ideas and program updates and to collaborate on better ways to collect and present information about cultural heritage tourism. With the Department of Commerce as host agency, Partners in Tourism is sponsoring the first Cultural Heritage Tourism Exchange on May 3, 2011. This event is intended to facilitate a national conversation about how to best advance cultural heritage tourism in America. The one-day exchange will provide opportunities for open dialogue and sharing among delegates, facilitated discussions around key national topics, and a venue for identifying and prioritizing strategies to strengthen, unify, and mobilize the cultural heritage tourism practitioners across the country. Participants will include representatives from Partners in Tourism organizations and agencies as well as Preserve America Communities, Main Street communities, museums, historic and cultural sites/attractions, destination marketing and tourism management organizations, state and local arts agencies, performing arts groups, heritage areas, state and local humanities agencies, national parks, museum stores, cultural/ historic retail centers, artisan/craft trails, heritage trails and corridors, scenic byways, state and local historical societies, Civil War commissions, and other stakeholder groups. Registrants will be able to network with peers to renew partnerships; build new collaborations; share insights and opinions about how to advance America’s cultural heritage tourism agenda; learn about national cultural heritage tourism strategies; and articulate the value and relevance of cultural heritage tourism to communities, economies, and domestic and international tourism promotion efforts. More information can be found at www.chtexchange.com/index.html.

Renewable Energy

The ACHP is actively addressing the implications of renewable energy development and transmission on historic properties through a variety of groups and interagency forums. In addition to efforts to establish a Southwest Renewable Energy and Historic Preservation Work Group (reported more fully in the ACHP meeting book), the ACHP is also participating in a number of other Administration initiatives, such as the Council on Environmental Quality’s (CEQ) Renewable Energy Rapid Response Team, as well as on- and off-shore wind energy development forums to ensure that federal planning properly addresses preservation interests. The ACHP is developing a dedicated subpage on the ACHP’s homepage on renewable energy development, which will include information, tools, guidance, contacts, and the like. A first component of this is a fact sheet on federal Section 106 “triggers” for wind projects. (www.achp.gov/news/windfarmproject.html).

Tribal Summits on Renewable Energy

The ACHP and NATHPO convened a Tribal Summit on Renewable Energy on January 11-13, in Palm Springs, California. Recognizing that renewable energy and its potential effects on historic properties remain areas of concern for Indian tribes, the summit brought together more than 150 tribal representatives and officials from federal, state, and local government and the private sector to share information and discuss local and national implications. The summit provided an unprecedented opportunity for tribal leaders and federal officials to address the broad implications of renewable energy development and transmission on historic properties. It included an overview of upcoming federal renewable energy projects and highlighted issues of tribal concern such as consultation, timeframes, and indirect and cumulative effects to sites of religious and cultural significance. The ACHP will use the results of these discussions in a variety of energy related working groups and in shaping its continuously evolving response to the challenge. The ACHP is also developing plans to continue the dialogue with Indian tribes on energy development and transmission through a second forum in the plains or northwest later this year.

Distance Learning

The ACHP is focusing its efforts to expand its Section 106 training program with the addition of distance learning opportunities, including on demand e-learning, webinars, and other technologies. The agency is

concluding work with a consultant on the development of a needs assessment and implementation plan for distance learning. The consultant's recommendations will assist the ACHP in identifying an appropriate partner to host online courses and establishing a plan for developing an appropriate variety of course offerings. The ACHP has now hosted its first Section 106 webinar to a group of THPOs and tribal cultural resources personnel, and is working on converting a classroom course to webinar format to present an introductory Section 106 course to HUD recipients in Montana this spring.

Regarding the ACHP's onsite training, planners who are members of the American Institute of Certified Planners and architects who seek continuing education learning units for the American Institute of Architects can now earn 12 credits/learning units for attending the Section 106 Essentials course. Check the Web site for upcoming course offerings around the country (www.achp.gov/106select.html).

NEPA and Section 106 Guidance

In 2010 the ACHP formed a workgroup to begin developing guidance on coordinating and integrating the National Environmental Policy Act (NEPA) and Section 106 reviews. Such guidance is intended to assist agencies with improving compliance with both NEPA and the National Historic Preservation Act (NHPA) while streamlining reviews. The first component on coordinating reviews has been drafted and is undergoing review and revision. The ACHP is also moving forward with a second component on the integration of NEPA and Section 106 reviews using the provisions of our regulations at 36 CFR Part 800.8(c). The ACHP is developing this section in coordination with CEQ and other NEPA stakeholders. The guidance will promote the earlier consideration of historic properties in the federal environmental review process and affords greater efficiencies in the process.

Major Section 106 Program Alternatives

The ACHP continues work with federal agencies, NCSHPO and/or SHPOs, Indian tribes, and others on a host of major program alternatives. Work continues with NCSHPO and the Bureau of Land Management (BLM) on revisions to the BLM's nationwide Programmatic Agreement (PA) to modernize the agreement and more fully incorporate the role of Indian tribes in BLM's program. BLM will be commencing consultation with Indian tribes on a government-to-government basis on the draft it released last summer. Work is underway on a PA for implementation of the BLM Solar Programmatic Agreement covering major solar energy development projects on public lands. ACHP staff also continues work with the Natural Resources Conservation Service on revising its nationwide PA to incorporate lessons learned through the implementation of the PA over a number of years and, like BLM, more fully incorporate Indian tribes into these projects and programs. The ACHP is also working with the Army to consider a Prototype PA for addressing the management of Army interiors. Finally, the ACHP is also working with the Federal Emergency Management Agency (FEMA) on the development of a Prototype PA that will allow states to develop individual PAs under the prototype for a variety of FEMA programs in each state. The ACHP is hopeful it will provide the same sort of successes that the first prototype PA developed for the Department of Energy for its Recovery Act weatherization programs did last year.

HUD Delegation of Tribal Consultation Responsibilities

The ACHP has been working with HUD, the United South and Eastern Tribes (USET), and the National Congress of American Indians (NCAI) to resolve a longstanding issue of HUD's position that it has the authority to delegate to its grant recipients its government-to-government consultation with Indian tribes. That view is not shared by many Indian tribes, USET, and NCAI and has been the subject of much discussion and negotiation with HUD. However, HUD recently offered to enter into an agreement that may allow for HUD's grant recipients to coordinate with Indian tribes provided that HUD notifies tribes of the release of funds and steps in to resolve any disagreements should they arise in the course of the review process. The parties are working on the specifics of such an arrangement and will meet again soon to continue the discussion.

Section 106 Improvements

While Section 106 improvements are the everyday work at the ACHP, additional focus on improvements was cast by the National Trust last year through its “Back to the Basics” report. This report has given us the occasion to highlight many of the efforts that have been underway. The ACHP made major strides in its assistance to the public by issuing a revised “Citizen’s Guide to Section 106.” More than 10,000 copies have gone out so far, and the guide is available online at www.achp.gov/citizensguide.html. The ACHP is also approaching user assistance by issuing guidance, opinions, broadcast e-mails, and the like on preservation issues of interest and placing them on the Web site under “Section 106 Assistance for Users.” Recent entries include a legal opinion on Section 110(g) of the NHPA and the guidance on wind energy projects. On a somewhat different note, the ACHP is also midway through ensuring that all of its staff members engaged in individual Section 106 cases are formally trained in Alternative Dispute Resolution.

Emerging Section 106 Policy Issues

There are significant emerging issues which present a variety of potential challenges to the protection of historic properties.

The ACHP is working with a number of federal agencies, SHPOs, and cities like New Orleans and Detroit to consider how to address the potential destruction of thousands of potentially historic homes as cities attempt to “right-size” themselves due to a variety of economic changes and upheavals. Success in this case will no doubt require critical thinking and planning about how to incorporate the consideration of how some historic places might be identified early on, and potentially reused and saved, as cities themselves accelerate plans to demolish unwanted and blighted structures.

Finally, the federal government itself is planning to undergo its own “right-sizing” by potentially removing from its inventory large numbers of underperforming federal buildings. GSA is at the forefront of this planning effort, and the ACHP will work with them to develop procedures for considering preservation issues as agencies rush to develop lists of properties to divest.

Outreach and Communications

A strategic goal of the ACHP is to raise the visibility of the agency and historic preservation in general. The ACHP is focusing on partnerships in 2011 and beyond, especially working toward the 50th anniversary of the NHPA. The ACHP plans to work with SHPOs to get stories in local and regional newsletters and blogs. The agency is also working with the National Trust and other preservation partners to increase media awareness about the importance of historic preservation, especially as it relates to Section 106 and federal activities.

The ACHP and several other federal agencies jointly proposed an educational session for the next National Trust annual conference in October 2011. The accepted joint session is designed to make Section 106 and other basic federal components of the NHPA more relevant and accessible to people in the historic preservation community, as well as to underscore their foundational importance to the national historic preservation infrastructure. In addition, an ACHP educational session about alternate dispute resolution was accepted, along with two affinity sessions (Section 106 Essentials training course; and the relationship between historic communities and the America’s Great Outdoors Initiative).

Updated Awards Program

The ACHP recently revised criteria for its Chairman’s Award for Achievement in Historic Preservation to raise the profile of significant accomplishments. For the first time, non-federal entities can receive this award on an equal basis with federal departments and agencies. The first of these went to NCSHPO and the Department of Energy for a Prototype Programmatic Agreement that streamlined and speeded compliance with the NHPA for a series of Recovery Act programs and projects administered by the Department of Energy.

The ACHP is working closely with the National Trust for Historic Preservation on its joint award, the National Trust/ACHP Award for Federal Partnerships in Historic Preservation. The next such award will be announced at the annual National Trust conference in Buffalo, New York, in October 2011.

April 22, 2011



Preserving America's Heritage

Agenda Item IV.

ACHP MANAGEMENT ISSUES

Background. This section of the business meeting brings together a number of internal ACHP governance and policy matters that require decisions by the membership. Since his appointment, Chairman Donaldson has been working with the staff and the Executive Committee to review operations and internal policies that govern the ACHP. A major product of this review has been the restructuring of the ACHP business meeting that will guide the May meeting. Several other actions are now being placed before the members for their consideration and action. Most have papers that are found in this section of the meeting book.

Credentials Committee Report. One of the chairman's highest priorities for the membership is to effectively engage policy-level agency officials in the activities and deliberations of the ACHP. To this end he created a Credentials Committee at the last meeting. Chaired by Mark Sadd and comprised of NCSHPO President Ruth Pierpont and Architect of the Capitol Stephen Ayers, who are all principal ACHP members, the committee was tasked with reviewing the existing policies regarding agency and organizational representation on the ACHP. The current policies were adopted in 2002. The committee has submitted its written report which is in this section of the meeting book and will lead a discussion on updating the policies at the business meeting. Action is needed to accept the report.

Legislative Agenda. The ACHP's strategic plan calls for the membership to take an active role in advising the President and the Congress on legislative matters affecting historic preservation. At a previous meeting, the chairman announced his intention to have the ACHP create and pursue a legislative agenda. The chairman will report on the process he plans to use to meet this goal and invite members to make suggestions for specific issues that the ACHP should address in its legislative agenda. There is no separate paper on this subject.

Voting Membership for the National Association of Tribal Historic Preservation Officers. This proposal was introduced at the last business meeting, but action was deferred. An issue paper is in this section of the meeting book and member action is necessary.

Realignment of the Native American Advisory Group. This is also an issue that has been reported on at previous ACHP meetings. An issue paper is in this section of the meeting book.

Alumni Foundation. Steps have been taken recently to reinvigorate the ACHP Alumni Foundation. An issue paper is in this section of the meeting book.

Action Needed. Members will be asked to act on the specific issues as indicated above and in the separate issue papers.

Future Meeting Planning. The normal cycle of ACHP business meetings has been to meet approximately half of the time in Washington, D.C. and half of the time in other venues to address

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preservation issues of interest to the ACHP. With the transition to the current Administration and the transition of ACHP leadership, this practice has lapsed since 2009. The chairman will propose a return to a cycle of in-town and out-of-town meetings and invite discussion from the members. There is no separate issue paper on this, but the meeting venues since 2002 are as follows:

2001

March	Little Rock, AR
July	San Francisco, CA
November	Washington, DC

2002

February	Washington, DC
May	Washington, DC
August	Santa Fe, NM
November	Washington, DC

2003

February	San Diego, CA
May	Washington, DC
August	New York, NY
November	Washington, DC

2004

January	Washington, DC
May	Washington, DC
August	Minneapolis, MN
November	Charlottesville, VA

2005

February	Monterey, CA
May	Annapolis, MD
August	Evanston, IL
November	Washington, DC

2006

February	Washington, DC
May	Salt Lake City, UT
August	San Juan, PR
November	Washington, DC

2007

February	Washington, DC
May	Washington, DC
August	Vicksburg, MS
September	Washington, DC

2008

February	Washington, DC
May	Washington, DC
August	St. Louis, MO
November	Washington, DC

2009

February	Washington, DC
May	Washington, DC
August	Washington, DC
November	Washington, DC

2010

April	Washington, DC
September	Washington, DC
December	Washington, DC

2011

February	Washington, DC
May	Washington, DC



Preserving America's Heritage

REPORT OF THE CREDENTIALS COMMITTEE

To: M. Wayne Donaldson, chairman
From: Credentials Committee
Stephen T. Ayers
Ruth Pierpont
Mark A. Sadd, committee chairman
Date: April 20, 2011

In recent weeks, you asked the Credentials Committee to review the operating procedures pertaining to the credentialing and protocol in respect of designees of the Members and Observers of the Advisory Council on Historic Preservation. Stephen T. Ayers, Architect of the Capitol, and Ruth Pierpont, chairwoman of the National Conference of State Historic Preservation Officers, and Mark A. Sadd, serve on the Credentials Committee meetings. Sadd is the chairman of the committee.

In the course of our work, we reviewed current the National Historic Preservation Act of 1966, the Council's current operating procedures on credentials and the credentials of current designees.

Credentials of Members

The credentials of Members are self-proving, depending on the cloak of their office (*ex officio*) or their appointment by the President. They required little discussion.

Credentials of Designees

Under the NHPA, each of these Members may designate another person to represent him in conducting ACHP business:

- (1) The Secretary of the Interior
- (2) The Architect of the Capitol
- (3) The Secretary of Agriculture and the heads of seven other agencies of the United States (other than the Department of the Interior)
- (4) A governor
- (5) The President of the National Conference of State Historic Preservation Officers
- (6) The Chairman of the National Trust for Historic Preservation.

The operating procedures on credentials of designees give these Members the discretion to select them in accordance with the NHPA in 16 U.S.C. 470i(b) – *Designees*:

Each member of the Council . . . may designate another officer of his department, agency, or organization to serve on the Council in his stead, except that, in the case of [federal agencies], no such officer other than an Assistant Secretary or an officer having major department-wide or agency-wide responsibilities may be so designated.

The operating procedures give the Chairman or a subgroup (*i.e.*, the Credentials Committee) that he appoints the authority resolve “challenges to the credentials of a member or a designee.” At the same time, the operating procedures state that the “validity of designations within an agency or organization shall be determined by the head of the agency or organization.” See Operating Procedures, Section II.C.

These provisions of the operating procedures are in conflict with each other. On one hand, they give the Chairman (whether or not upon the advice of the Credentials Committee) the authority to approve whether a designee has the requisite credentials to serve in that position. On the other hand, they purport to repose in each Member entitled to designate a person the power to determine the validity of the credentials of that person. We recommend modification of the operating procedures to eliminate the conflict. We believe that the Council through its chairman has the power to approve the credentials of designees as conforming with the NHPA and the operating procedures. The operating procedures should excise conflicting text in the operating procedures.

The operating procedures are silent as to who may challenge the credentials of a Member or designee. It is presumed that each Member is entitled to challenge the credentials of a Member. (We do not believe that an Observer has the right to challenge the credentials of any person.)

To preclude the incidence of formal challenges or doubts, we recommend that each Member who seeks to have a designee as a representative for Council business provide in advance the Chairman a written statement of the appointment together with a certification that the designee satisfies the criteria set forth in 16 U.S.C. 470i(b) and the operating procedures.

It is the current practice of Members who are entitled to designate to submit to the Chairman a written statement of the designee’s name, title, and contact information. We have reviewed the current designations on file with the Council and conclude that they do not uniformly contain assertions that the designees named in them satisfy the criteria set forth in 16 U.S.C. 470i(b) and the operating procedures.

The operating procedures should require each Member entitled to designate a representative to certify in the written appointment that the designee is an officer who is either an Assistant Secretary or has major department-wide or agency wide responsibilities. There should be a clear statement of these responsibilities.

We recommend that the Credentials Committee periodically review the credentials of designees based on the criteria set forth in 16 U.S.C. 470i(b) and the operating procedures. We recommend that the Council fix a date for the Chairman’s or the credential committee’s annual review of the credentials of designees. After the annual certification, we recommend that the Chairman activate the Credentials Committee in the instance of the departure of a designee and the proposed designation of a successor.

Criteria for Designees in the Operating Procedures

In the NHPA, 16 U.S.C. 470i(b) provides that a designee may be “no such officer other than an Assistant Secretary or an officer having major department-wide or agency-wide responsibilities.” At the same time, the operating procedures require that a designee satisfy the following “criteria:”

“The official has a major policy level position answering to the executive management of the agency.

“The official’s responsibilities are agency wide in that they extend to the full scope of activities of the member agency and not just one sub unit or bureau within the member agency.

At the outset, we caution against Members equating their membership with the agency. It is the secretary or counterpart head of the agency or organization who is the Member, and not the agency or organization as an institution. To some, this might be a distinction without a difference; however, we believe that the failure to acknowledge the distinction as representing a difference might lead heads of agencies and organizations to designate persons who might represent the interests of the agency or organization but yet who do not serve in a position that meets the criterion of the NHPA pertaining to the high position or office of the designee, that is, an Assistant Secretary or an officer having major department-wide or agency-wide responsibilities. We recommend that the operating procedures better express this point.

Further, the first criterion of the operating procedure is not explicit in the text of 16 U.S.C. 470i(b) and insinuates an authority more than what perhaps it is: guidance. The spirit of the criterion is well-intended. But, we believe as applied, it has the possible effect of diminishing the stature of designees, giving a Member this mistaken belief that there is the discretion to designate an officer, other than an Assistant Secretary, who, in fact, does not have “major” agency-wide responsibilities so long as the designee answers to executive management of the agency or the organization. It would be insufficient under both 16 U.S.C. 470i(b) and the operating procedures, as the first criterion of the operating procedures states, that an official might have, for example, expertise in historic preservation but who also does not have a major policy level position answering to the executive management of the agency, or, more accurately, “major department-wide or agency-wide responsibilities.”

In reviewing this standard, we emphasize that the promise of the Council’s mandate is greatly served in that the status of the Members and the Observers or their otherwise high-level designees facilitates both policy-making and the efficacious enforcement of the mandates in the NHPA, particularly Sections 106 and 110.

Because the NHPA specifically mentions the position of Assistant Secretary, it has been presumed in the operating procedures that, alternatively, another “officer having major department-wide or agency-wide responsibilities” means a person who has similar status or authority within the agency or organization. That includes persons who engage in policy-making answering to the secretary or head of the agency or the organization. The operating procedures should be clarified on this point because in many instances it is never an Assistant Secretary who is the designee for an agency. In the absence of an Assistant Secretary, the polestar is whether a proposed designee is an officer “having major department-wide or agency-wide responsibilities.” If a Member is prepared to certify that a designee is an officer “having major department-wide or agency-wide responsibility,” then it should certainly be a presumption that the Council through the Chairman may and should rely on in approving the designee as the Member’s duly eligible representative.

The same concerns pertain to non-Agency members. Members who are heads of organizations that are not federal agencies must conform to the same eligibility requirements if they appoint designees to represent and vote for them in their stead. For example, the chief executive or executive director of a non-Agency organization likely would be eligible to serve as a designee and, depending on authority, a vice president.

Observers

Observers are heads of agencies or organizations that are entitled to have a representative sit at the table during formal Council meetings and to participate in committee work. Observers do not vote.

The operating procedures do not address the credentials of Observers *per se*. We recommend that, in the absence of direction in the NHPA, the operating procedures be amended to address the credentials of Observers, including who is entitled to represent agencies or organizations whose heads are not Members. We recommend that the Council specify no less than the same standards of credentials to Observers as the law and operating procedures apply to Members.

A Seat at the Council Table

A person who sits at the table of formal Council meetings is presumed to have the authority to speak, act, or vote as a Member or an Observer or for a Member or an Observer. A Member or an Observer has the authority as does a designee to sit at the table during formal Council meetings. When neither a Member or an Observer nor a designee is present during formal Council meetings, we recommend that the seat remain empty. There are two principal reasons for our recommendation. First, when a person who is neither a Member nor an Observer nor a designee sits at the table, Members and Observers (or their designees) who are present and the public might be confused as to the person's eligibility to participate in discussions and, more importantly, votes. Second, leaving a seat empty emphasizes the importance of a Member's, an Observer's or a designee's attendance at formal Council meetings.

Subgroups of the Council

Much of the Council's work is conducted within the three major committees: Preservation Initiatives; Communications, Education, and Outreach; and Federal Agency Programs. We pause to acknowledge and praise the expertise and knowledge of persons who are not Members or designees who serve and regularly contribute to the work of the Council in collaboration with Council staff. There is much to commend to the Committee system based on their contributions.

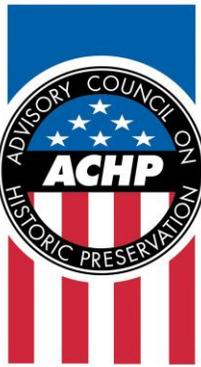
We recommend that the operating procedures address committees and their membership or status. We recommend and encourage Members and Observers to participate in the work of the committees through their designees. However, we recognize that principals and designees cannot always participate in such activities and recommend that other specialists or experts in historic preservation continue to serve on committees so long as the Member or the Observer authorizes them to do so. We cannot emphasize too much the importance of designees and representatives of agencies and organizations in the work of the Council's various committees.

As for other subgroups of the Council, such as panels, task forces, and subcommittees, we recommend that the operating procedures address the differences between them, their purpose, and who may serve on them. For example, we believe that only Members should serve on panels concerning Section 106 cases; the operating procedures should say so.

Conclusion

We have not taken the steps to propose specific revisions to the current operating procedures based on our findings and report; nonetheless, we would be pleased to tackle them based on your instruction or response.

Mark A. Sadd
4/20/2011



Preserving America's Heritage

Agenda Item IV.C.

AMENDMENT TO THE NATIONAL HISTORIC PRESERVATION ACT TO PROVIDE MEMBERSHIP FOR THE GENERAL CHAIRMAN OF THE NATIONAL ASSOCIATION OF TRIBAL HISTORIC PRESERVATION OFFICERS ON THE ADVISORY COUNCIL ON HISTORIC PRESERVATION

Background. As the sole federal agency with the exclusive mission of historic preservation, the ACHP plays an important role in the preservation of the nation's heritage. In its advisory functions and its administration of the Section 106 process, it relies heavily on the guidance and policy direction of its diverse membership to promote the public interest in historic preservation. Since the 1992 amendments to the National Historic Preservation Act (NHPA), the role of Indian tribes in the national historic preservation program and the ACHP's work has taken on great significance. Federal actions and policies impact the unique cultural heritage of Native Americans, and the Section 106 process is often the only federal law that affords protection to those sites of importance to Indian tribes.

A key provision of the 1992 amendments was the creation of Tribal Historic Preservation Officers (THPOs), whose authorities and programs are parallel to those of State Historic Preservation Officers (SHPOs) on tribal lands. In brief, both SHPOs and THPOs are responsible for coordinating respectively state and tribal preservation programs in accordance with federal standards and with federal matching grant support within their respective jurisdictions.

Since 1992, an increasing number of THPOs have been certified by the National Park Service so that now there are 117 approved THPOs with many more applications in process. Eventually a majority of the 565 federally-recognized Indian tribes could have certified THPOs.

SHPOs and THPOs hold a unique place in the national historic preservation program. While creatures of state and tribal government, they have formal roles in the federal preservation program by virtue of statute and regulation. Recognizing the importance of SHPOs in the national program, the Congress added the President of the National Conference of State Historic Preservation Officers (NCSHPO), the national non-profit organization whose membership includes most SHPOs, as a member of the ACHP in 1980.

For similar reasons, the ACHP invited the General Chairman of the National Association of Tribal Historic Preservation Officers (NATHPO) to become an observer to the ACHP in 1998. NATHPO is the national non-profit organization that represents THPOs. NATHPO is to THPOs what NCSHPO is to SHPOs. Since then, the NATHPO observer has provided valuable contributions to the work of the ACHP and has become an important partner in carrying out the ACHP's mission.

While the NHPA provides for a presidentially appointed Tribal or Native Hawaiian member, there is no formal voice for THPOs on the ACHP, unlike their SHPO counterparts. To do so requires amending the NHPA. Adopting the proposed amendment would create tribal representation roughly parallel to that of states, which have the positions of Governor and President of NCSHPO representing state perspectives.

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The necessary amendments to Section 201 of the NHPA would be simple and limited to the membership issue. They would grant membership to the General Chairman of NATHPO, making the position the functional equivalent on the ACHP of the Chairman of the National Trust for Historic Preservation and the President of NCSHPO. The amendments would also make necessary technical adjustments that relate to quorum, payment of per diem, and designation of an alternate representative for the organization, all consistent with the current treatment of other non-federal organizational members.

Budgetary Impact of the Amendments. Because the ACHP's obligations to support organizational members is limited to reimbursement of necessary travel expenses and payment of \$100 per diem for days actually served on ACHP business, it is projected that the annual cost of the amendments is less than \$10,000.

Action Needed. Because this would be a legislative recommendation advanced by the ACHP, formal endorsement by the members is appropriate. A roll call vote will be taken at the business meeting.

April 22, 2011



Preserving America's Heritage

THE CHAIRMAN'S COUNCIL OF NATIVE AMERICAN ADVISORS

Background. In 2004, in accordance with the “Action Plan on Native American Initiatives,” the ACHP established the Native American Advisory Group (NAAG) to ensure that Indian tribes and Native Hawaiian organizations had a more effective voice within the ACHP. The ACHP envisioned that the group would work with ACHP on policy matters affecting Native Americans; heritage preservation initiatives including heritage tourism; and, consultation with the federal government.

NAAG membership was composed of tribal and Native Hawaiian leadership, cultural resource experts, and experts in other related fields such as heritage tourism. Members represented most of the 12 regions of the Bureau of Indian Affairs (BIA) and Hawaii.

NAAG generally convened quarterly through conference calls and face-to-face meetings and actively participated in ACHP task forces and other activities. For example, NAAG members served on the ACHP’s Archaeology Task Force, providing a Native perspective on guidance and policy. The group also worked closely with the ACHP Native American Program on a variety of initiatives including training, consultation guidance, and communications with Indian tribes and Native Hawaiian organizations.

From 2005-2008, the White House Office of Intergovernmental Affairs hosted two briefings and multiple individual meetings for NAAG with federal agencies in which the agencies reported on their efforts to address issues and concerns raised by NAAG. These issues ranged from greater involvement of Indian tribes in the interpretation of federally owned historic sites to improving federal agency consultation with tribes.

Funding to help support the work of the group was initially provided under an interagency agreement with BIA while the ACHP provided staff support to the group. BIA discontinued its funding support after 2008 which greatly hampered the ability of the group to convene in face-to-face meetings. Instead, the group continued to convene via teleconference.

At approximately the same time that BIA funding was discontinued, involvement in and interaction with the group by the White House coincidentally ceased. While the chairman of the group continued to call teleconferences and coordinate the work of the group, participation by NAAG membership dwindled to only three or four of the members.

Tribal Relations in the Obama Administration. In 2009, President Obama hosted a Tribal Nations Conference and signed an executive memorandum in which it was clarified that the Administration “is committed to regular and meaningful consultation and collaboration with tribal officials in policy decisions that have tribal implications including, as an initial step, through complete and consistent implementation of Executive Order 13175.”

In 2010, the President hosted the second Tribal Nations Conference to “strengthen the nation-to-nation relationship” in which tribal leaders were again invited to Washington to meet with cabinet secretaries to

assist in setting the Administration's agenda in Indian Country. In response to this emphasis on nation-to-nation consultation with Indian tribes, it is timely for the ACHP to revisit how it integrates a Native voice in its deliberations.

ACHP Response to the Administration's Tribal Agenda. While historic preservation and cultural resource management have long been critically important to Indian tribes and Native Hawaiian organizations and their participation in Section 106 reviews has grown exponentially, there is still very little attention to or participation by tribal and Native Hawaiian leadership. Consequently, historic or cultural preservation are rarely discussed as high level policy concerns and, thus, do not often receive the attention of federal policy level officials. One way to elevate the attention given to such issues by tribal and Native Hawaiian organization (NHO) leaders is to involve them in policy level committees and working groups.

Chairman's Council of Native American Advisors.

Purpose. The Chairman's Council of Native American Advisors (CNAA) will advise ACHP leadership on historic preservation policy matters of concern to Indian tribes and Native Hawaiian organizations with an emphasis on providing a tribal or Native Hawaiian perspective on the ACHP's actions and initiatives that have tribal or Native Hawaiian implications. Examples include several issues now under consideration by ACHP including energy development; the position of the Department of Housing and Urban Development regarding the delegation of its government-to-government consultation; and, government-to-government consultation in general.

Organization. In accordance with the Action Plan, the ACHP will invite, via letters to each of the 565 tribal leaders, nominations from Indian tribes for a representative from each of the 12 BIA regions. The ACHP chairman will select members from this pool of nominations. As set forth in the Action Plan, the ACHP will also work with the Council on Native Hawaiian Advancement (CNHA) to select a Native Hawaiian representative.

The CNAA at its first meeting will elect a Chair and Co-Chair. The General Chairman of the National Association of Tribal Historic Preservation Officers will be invited to serve in an ex-officio capacity.

Meetings. CNAA will meet twice a year in conjunction with the annual meeting of the National Congress of American Indians and the National Association of Tribal Historic Preservation Officers, if feasible. CNAA will also convene via teleconference more frequently as needed. Meeting or working with the ACHP membership on specific issues will also be on an as-needed basis.

Interaction with the ACHP. The ACHP will draft the charter that sets forth the details regarding the mission, membership, and logistics for the group.

CNAA's advice, recommendations, and concerns will be conveyed to ACHP leadership by the CNAA chair. The CNAA chair will provide a report to the ACHP membership at quarterly business meetings as needed.

The ACHP's Office of Native American Affairs will provide staff support.

Action Needed. No formal action is needed. The next step is for the ACHP chairman to send a letter to each of the 565 tribal leaders inviting them to nominate a representative and for the ACHP to reach out to CNHA for assistance in inviting a Native Hawaiian leader.

April 22, 2011



Preserving America's Heritage

REPORT ON THE ACHP ALUMNI FOUNDATION

Background. The ACHP Alumni Foundation (ACHPAF) is a nonprofit organization chartered in the District of Columbia with an IRS designation of 509(a)(3), a supporting organization operating for charitable, educational, and/or scientific purposes to support the ACHP by distributing funds to the ACHP as well as conducting activities for the benefit of or to carry out the purposes of the ACHP. In particular, the ACHPAF looks to support awareness among the general public and past ACHP members of the mission and ongoing programs of the ACHP and communicating the significance of historic preservation and the work of the ACHP to promote the preservation and appreciation of the nation's heritage. Since its inception, the ACHPAF has been seen as an independent group that would support and participate in activities that expand the reach of the ACHP staff and current membership, recognizing the need to separate the activities of the agency and its staff from those of the alumni in order to avoid any potential conflicts.

The ACHPAF has a five person board of directors, comprised of three former ACHP members (Katherine Slick, Joe Moravec, Tom Miller) and two current members (Ann Pritzlaff, Jack Williams). The officers are President Slick, Vice President Pritzlaff, and Secretary/Treasurer Williams. The ACHP has maintained a list of 73 alumni and, as of mid-April, 43 individuals have indicated an interest in participating in the ACHPAF.

ACHPAF Board Recommendations. The ACHPAF board feels it important to continue to nurture alumni interest and communicate on issues, elements, and opportunities. The desire is to have alumni relate to the ACHPAF as part of a group and to identify as much as possible activities that foster their participation, involvement, and support. For future success, the board is mindful of the need to raise money for activities and the need to minimize demands on staff and volunteers.

The board of the ACHPAF has the following recommendations of priority programs for 2011 based on discussion with senior ACHP staff:

- Co-host receptions and forums, beginning at the May 4-5 ACHP business meeting in Washington to launch the rejuvenated organization.
- Initiate support for the history of the ACHP for the 50th anniversary of NHPA in 2016.
- Explore and develop potential Alumni Fellows program in collaboration with ACHP programs for interns/apprentices.

The meeting with ACHP senior staff also covered a variety of potential activities for the foundation and alumni. They are listed below:

Assist in outreach and education

- ACHPAF could host forums for broader audiences, coupling with other groups, especially those that do not regularly connect with the ACHP.

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- Develop lecture program using the model of the National Endowment for the Humanities' Jefferson Lecturer. This could include a cash award, maybe a competition and would need an organizer, could be a big project.
- Engage alumni in online training or in person at regular or special training sessions. An example is a local training session alumna Jane Davidson is putting on with ACHP staff involvement.
- Enlist assistance in generating media attention and coverage for the ACHP and its activities.
- Co-host a reception at ACHP meetings. This could include an expanded audience and have a speaker event. It could be started with an Alumni Forum and reception at the May 4-5 ACHP meeting in Washington.
- Develop speaker's bureau on ACHP activities and topics.
- Represent ACHP at conferences, in programs, etc.

Identify and support interns/apprentice candidates

- Provide financial support.
- Alumni serve as mentors to interns.
- Connect with model programs - Internships with American University Washington Internships for Native Students (WINS); National Park Service diversity internships; apprentices from Heinz School of Public Policy.
- Expand pool of intern interests to public policy, planning, law, education, journalism, etc.
- Identify ways to minimize administrative demands.

Advocate ACHP policies and positions

- Communicate with elected officials/administrations at the local, state, and national levels when asked.
- Need ACHP member oversight/coordination/priority setting.
- Support issues specific to ACHP activities/issues.
- Staff would provide educational background/information.
- Very targeted approach by interested alumni coordinated by ACHPAF leadership.

Provide insights/advice based on preservation experience when requested

- Project specific.
- Connection with training program.

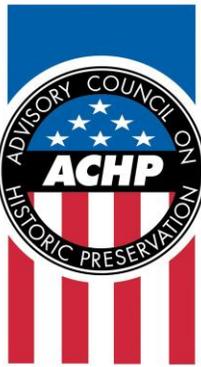
Support and oversee history of the ACHP for the 50th anniversary of NHPA in 2016

- Develop funding support.
- Provide personal histories/experiences with the ACHP.
- Contact members about activities.
- Create videos/oral histories.

Relation to ACHP Strategic Plan. The ACHPAF addresses ACHP Strategic Plan item V.A.4. [Six-Year Goal: Develop and implement a financial and human capital strategy that recognizes and responds to the ACHP's mission, maximizes expertise and effectiveness among members and staff, and reflects the diversity of America; Action Item: Collaborate with the ACHP Alumni Foundation to promote engagement of former ACHP members to support and advance the ACHP's strategic goals.]

Action Needed. No formal action is needed. Members should react to the proposed ACHPAF priority activities and offer any other suggestions for ACHPAF activities that can support ACHP priorities.

April 22, 2011



Preserving America's Heritage

Agenda Item V.A.

ENGAGING YOUTH IN HISTORIC PRESERVATION AND CONSERVATION **Office of Preservation Initiatives and** **Office of Communications, Education, and Outreach**

Introduction. Engaging young people in preservation has been an interest of the ACHP for several years, and assumes new stature in the revised ACHP strategic plan as a priority activity, especially as it may relate to ACHP involvement in the America's Great Outdoors (AGO) Initiative.

ACHP efforts on engaging youth have proceeded in several ways. OCEO staff are working with the Corporation for National and Community Service, DOI, USDA, and others to incorporate service-learning strategies into federal youth education and involvement programs and activities. The ACHP has also recently established a federal interagency working group to inform its efforts in this direction.

Additionally, PI Committee Chair Ann Pritzlaff has worked to develop and produce an annual Colorado Preserve America Youth Summit. As part of the overall Preserve America program, OPI staff have also identified examples of youth engagement and education programs being carried out in Preserve America Communities, as well as those communities and programs related to youth that have been assisted with Preserve America Grants.

A delegation of young people from Colorado, along with several of their teachers will engage in a dialogue with ACHP members prior to the business meeting on May 5. These students will also have the opportunity to interact with members of the Preservation Initiatives and Communications, Education, and Outreach committees during the committee meetings the previous day.

Background. The members and staff of the ACHP have long expressed an interest in encouraging better understanding and appreciation for history and historic places through the mitigation programs agreed upon as a result of case-specific Section 106 consultation. Numerous projects, especially those involving archaeology, resulted in agreements to produce public booklets, brochures, videos, exhibits, tours, interactive computer programs, and other educational materials geared to the general public as well as school children. However, with the creation of the Preserve America program in 2003, the ACHP for the first time indicated a more than indirect interest in encouraging and supporting heritage education and the involvement of young people in historic preservation.

Among the criteria for the Preserve America Presidential Awards first bestowed in 2004 was an emphasis on model programs and projects with "substantial educational and outreach components." The criteria for designation of the first Preserve America Communities announced in the same year included documentation of how communities offered "opportunities for children to learn about local heritage in the schools, through either established curriculum or special outreach activities." The cooperation of the ACHP in the Preserve America History Teacher of the Year Award, established in 2006 by the Gilder Lehrman Institute for American History, and its related interaction with the History Channel's *Save Our History* program of grants for educational institutions and non-profit historical organizations, further emphasized this interest.

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The 2006 Preserve America Summit, and a Preserve America Youth Summit held in conjunction with that meeting, resulted in two key recommendations on how to better engage young people in historic preservation. As stated in the final report of the Summit:

- *Enhance heritage education by developing a communication strategy for providing information to the educational community about Web sites, curriculum guides, and other outreach products that promote heritage education.*
- *Engage youth in historic preservation by promoting programs that involve them in hands-on preservation activities and through the possible establishment of an ongoing youth summit as part of the Preserve America initiative.*

Since the recommendations of the Summit were adopted and published, the ACHP has been urging its member agencies and historic preservation organizations to increase their efforts to involve youth in historic preservation activities and education. When the Obama Administration came into office, the ACHP understood that the emphasis on youth involvement, volunteer service and education, and the priority given to nutrition and health issues, offered tremendous potential to advance multiple departmental and agency youth involvement goals through better cooperation and sharing of strategies within and without federal government.

America's Great Outdoors and Its Youth Agenda. The AGO Initiative is described in more detail elsewhere, and a summary of likely ACHP involvement in helping to implement the initiative may be found in a separate paper. However, in brief, during development of the numerous listening sessions held across the country, compilation of comments and findings, and crafting of recommendations that went into the final report on AGO considerable attention was given to the interests of young people. A major goal of AGO was to “engage young people in conservation and the great outdoors.” Twenty-one of 51 listening sessions were geared to young people. As the report notes:

They are our future farmers, ranchers, hunters, anglers, conservationists, scientists, teachers, business leaders, and elected officials who will inherit and carry on the stewardship of our nation's outdoor legacy.

An entirely distinct and complementary report on “Youth and America's Great Outdoors” was included as part of the overall report on AGO. The youth agenda for AGO contained in that report encompassed four main goals:

- Make the outdoors relevant to youth—make it inviting, exciting, and fun;
- Ensure that all young people have access to outdoor places that are safe, clean, and close to home;
- Empower and enable youth to work and volunteer in the outdoors; and
- Build upon a base of environmental and outdoor education, both formal and informal.

Participating young people offered five to seven suggested approaches for addressing each of these goals; they may be found in the attached Youth Agenda summary (Attachment 1), along with a list of the resulting actions that the federal government intends to take in response as included in the AGO Fact Sheet on Youth and the Outdoors (Attachment 2).

Model Approach: Service-Learning. Particularly promising is the promotion of service-learning projects and programs, which can be added to existing youth education and involvement programs through formal partnerships with schools. Service-learning activities must be linked academically, must involve schools, must include service work that benefits the larger community, and must offer student participants the opportunity to reflect about and share the significance and value of the experience.

The Community Service Act of 1990, which authorized the Learn and Serve America grant program, defines service-learning as: “a method under which students or participants learn and develop through active participation in thoughtfully organized service that is conducted in and meets the needs of a community; is coordinated with an elementary school, secondary school, institution of higher education, or community service program, and with the community; and helps foster civic responsibility; and that is integrated into and enhances the academic curriculum of the students, or the educational components of the community service program in which the participants are enrolled; and provides structured time for the students or participants to reflect on the service experience.”

The ACHP is working with others to encourage service-learning opportunities that can provide authentic experiences at historic places. Partners include the Corporation for National and Community Service (Learn and Serve America), the Department of the Interior (National Park Service, Fish and Wildlife Service, Bureau of Land Management), the Department of Agriculture (Forest Service, Natural Resources Conservation Service), the National Archives and Records Administration, the Partnership for the National Trails System, the Journey Through Hallowed Ground Partnership (National Heritage Area and National Scenic Byway), HISTORY (formerly the History Channel), the Department of Education, and other entities.

To date the ACHP has focused most of its efforts in this direction on promoting the incorporation of service-learning into existing federal youth education and involvement programs and activities, and identifying service-learning efforts that can serve as models for both federal agencies and non-governmental historic preservation organizations.

Service-learning is accomplished as part of the academic curriculum in partnership with local schools. Thus, it relates to the required academic calendar for students while involving them with local historic, cultural, and natural resources and does not have to compete with after school or weekend activities for young people’s time and attention. Another outstanding feature of service-learning is that ideas for projects develop from local needs and resources and evolve organically. Each new school year offers the opportunity to reach more people with new projects through existing programs.

The single pilot project accomplished in 2009 by the Journey Through Hallowed Ground Partnership with Harpers Ferry National Historical Park and Harpers Ferry Middle School, created the partnership’s “Of the Student, By the Student, For the Student” effort that will lead to service-learning partnerships at 13 National Park units and seven school districts in the Journey Through Hallowed Ground region through 2015. If the success of the Harper’s Ferry effort is replicated at the additional 12 NPS units, more than 900 students would participate directly in service-learning programs and thousands receive at least a day’s acquaintance with local historic resources.

Two Forest Service examples highlight how service-learning efforts can grow. The very successful “Trail to Every Classroom” (TTEC) program that began on the Appalachian Trail resulted in several offshoots, notably with a project on the Iditarod National Historic Trail in Alaska. The Forest Service, which manages the Iditarod Trail, reports: “The Chugach National Forest’s iTREC! (Iditarod Trail to Every Classroom) is a teacher training program modeled after the Appalachian National Scenic Trail’s TTEC program (Trail to Every Classroom). The objective of iTREC! is to train teachers in the concepts of place-based service-learning as they integrate the outdoors, public lands, natural and heritage resource conservation, and the Iditarod National Historic Trail into their curriculum. The program is designed to foster students’ understanding of their local landscape and community, and inspire them to be involved in long-term stewardship of our natural and cultural resources.”

In a second example, the Marsh-Billings-Rockefeller National Historical Park in Vermont, whose mission is to interpret and educate regarding the history of the American conservation movement, helped create

one of the most successful federally linked service-learning projects called “A Forest for Every Classroom” beginning in the Green Mountain National Forest. In less than a decade, a Forest for Every Classroom has spun off four similar programs in other National Forests and created three similar programs.

Through national initiatives like America’s Great Outdoors, Let’s Move!, the National Park Service’s Second Century, and other efforts, service-learning offers an excellent model for more young people to engage in, and therefore understand, the myriad environmental, educational, sustainability, health, and economic benefits of historic resources and the part they have played and can play in their communities and their lives. For this reason, the ACHP will continue to work toward facilitating a consortium among federal stewardship agencies and other key partners to help all parties understand what works, and to create more effective youth involvement programs and strategies.

Model Approach: Youth Summit. The Colorado Preserve America Youth Summit (www.coloradoyouthsummit.org) is a unique award-winning program, administered by Colorado Preservation, Inc. (CPI), that provides Colorado middle and high school students and their teachers with interactive, goal-focused, results-oriented experiences to foster their knowledge of our nation’s heritage, promote knowledge about the complexity of balancing sustainable use and historic preservation, and cultivate life-long stewards of historic places. Launched in 2007, eight Youth Summits have motivated more than 550 students in Summits held across Colorado. There is no other program like this in the country with a state-wide focus on involving youth in decision-making on preservation and teaching with historic places. In September 2010, the Colorado Preserve America Youth Summits and their public and private partners were recognized with a Chairman’s Award from the ACHP.

The program recently has received funding support through a \$250,000 matching grant by the Colorado State Historical Fund for two more years with a focus on “Colorado at Work,” encouraging students to study diverse industries that have shaped the state’s history. In 2011, summer sessions will be held in the South Park National Heritage Area in the high country of Park County, Colorado, in historic areas of Denver, and the historic mining town of Georgetown.

As an example of what happens at these events, the *Colorado Preserve America Youth Summit: Learning Landscapes* was held June 15-18, 2010, in the Sangre de Cristo National Heritage Area. Financial and other support was provided by the Great Sand Dunes National Park and Preserve, Colorado Preservation, Inc., History Colorado, the Colorado SHPO, and HISTORY. Forty-nine students and 13 teachers from across Colorado were competitively selected to join preservation leaders and partners for a three-day program of interactive tours and presentations. Highlights included the following:

- Special programs at Great Sand Dunes National Park and Preserve;
- Learning about the region’s ranching history and undertaking a service project at The Nature Conservancy’s historic Zapata Ranch;
- Sampling local and regional cuisine and enjoying cultural events;
- Visiting Colorado’s oldest community, San Luis, where local residents provided personal connections and stories particularly focusing on the valley’s Hispanic heritage;
- Educational programs at Fort Garland State Historic Site;
- Presentations by the Koshare Indian Dancers; and
- A Town Hall meeting in Alamosa to present recommendations to and engage in dialogue with regional and local leaders and elected officials.

The Colorado Preserve America Youth Summits presented over the last four years continue to draw national and statewide attention. BLM, the USDA Forest Service, and other partners have provided support for summit sessions.

Other Approaches. Local communities, educational institutions, and non-governmental partners have developed a broad range of programs for engaging and involving youth. The ACHP learns about many of these activities through the applications for Preserve America Community designation. Some interesting examples are found in the attached summary; they range from history day camps and outdoor learning labs to junior docent training programs and youth-produced interpretive tours [see Attachment 3].

Relationship to the ACHP's Strategic Plan. The ACHP's work to involve youth fulfills the current strategic plan at Section IV.A.4. [Six-Year Strategic Goal: Raise the level of understanding of the value of the nation's historic preservation program and of a preservation ethic; Action Item: Lead a federal working group on youth engagement, including educational and other initiatives that promote conservation and historic preservation, and promote youth programs and activities supported by federal agencies and their partners that can serve as models.]

Action Needed. ACHP members should consider what more the ACHP could do to promote youth involvement in historic preservation, as well as support for better heritage education that addresses young peoples' interests. How these goals might be better integrated with natural resources conservation, outdoor recreation, and other aspects of the AGO Initiative should also be examined, including opportunities that now exist to engage youth in resource stewardship activities. Focus of the discussion should be on needs and the most fruitful approaches for the future. Members should therefore offer their observations and recommendations for ACHP staff follow-up.

Attachments:

AGO Youth Agenda—Goals and Recommendations

AGO Fact Sheet: Youth and the Outdoors

“Example of Youth Involvement in Preserve America Communities”

April 22, 2011

AGO YOUTH AGENDA—GOALS AND RECOMMENDED ACTIONS
February 2011

A. Make the outdoors relevant to youth—make it inviting, exciting and fun.

- Bridge the gap between technology and the outdoors by developing innovative tools, like nature-based mobile phone applications, GPS devices, and online challenges.
- Launch a national outdoor youth campaign to raise awareness of the importance of the outdoors to health and our nation's history and economy, including concerts, rallies, and youth summits.
- Keep the conversation going by continuing to hold regional listening sessions for youth.
- Create a user-friendly Web portal that shows young people where to go and what to do in the great outdoors.
- Host free events to introduce youth and their families to outdoor activities they can enjoy for a lifetime.
- Help native youth reconnect with their heritage by enabling them to practice traditional outdoor activities, like hunting, fishing, and archery.

B. Ensure that all young people have access to outdoor places that are safe, clean, and close to home.

- Create more parks near and in communities, including networks of connected trails, bike paths, and greenways, and urban gardens and community “pocket parks.”
- Improve access to open spaces, both within cities and beyond their limits, by expanding options for public transportation and linking sidewalks and pathways to create safe routes to parks.
- Reduce barriers to using parks by lowering entry fees for young people and families.
- Make outdoor recreation more affordable through innovative concepts like “gear libraries,” or other low-cost options for sharing recreational and safety equipment.
- Make parks more welcoming, safe, and usable by cleaning up garbage, and taking better care of existing facilities like trails, signage, and restrooms.
- Work with individual communities to reduce crime and gang activity in neighborhood parks and open spaces, and on native lands.

C. Empower and enable youth to work and volunteer in the outdoors.

- Increase interest in and access to careers in land and resource management through mentoring, training, and internships for young farmers, ranchers, and conservationists.
- Raise awareness of job and service opportunities on public lands and streamline the application process through better and easier access to information online.
- Build a modern Youth Conservation Corps to engage America's young people, veterans, and underserved populations in the stewardship and conservation of our lands and waters.
- Bring communities together for environmental cleanups and restoration projects, including work on native reservations, urban gardens, brownfields, and vacant lots.
- Promote inclusion and diversity in outdoor recreation, education, and in conservation related jobs and volunteer opportunities.

D. Build upon a base of environmental and outdoor education, both formal and informal.

- Expand outdoor education programs to engage more young people in hands-on, place-based learning experiences.

- Provide more opportunities for kids to get outside during the school day, through curriculum-based activities, service-learning projects, and outdoor recess and P.E.
- Link outdoor professionals, including park and forest rangers, to local school districts to educate teachers and students on the significance of their natural and cultural surroundings, and inspire them to get out and explore the outdoors.
- Increase cultural literacy and cultivate civic pride by helping families and school groups visit historic sites and landscapes.
- Leverage grants and other existing resources to make it easier and more affordable for school groups to access public and private lands.
- Use mentor and ambassador programs to bring young people outdoors and teach them the skills necessary to connect with and enjoy nature.
- Increase outdoor learning experiences in native schools, and incorporate more lessons about sacred sites and practices.



Fact Sheet: Youth and the Outdoors

From parks and rivers to farmlands and forests, America's great outdoors fuel our national spirit of adventure and independence and help power our economy. Our lands and waters also are where our families go to unwind, to fish, hike, and hunt, and to spend valuable time together.

Today, however, much of America's great outdoors is under intense pressure. Open lands, farmlands and woodlands are disappearing, waterways are polluted, and a changing climate is threatening natural systems. At the same time, many Americans – especially young people – are losing touch with the outdoor places and traditions our country has always treasured. President Obama believes that for America to be at its strongest, we need healthy and accessible lands and waters and healthy and active youth who are connected to them. That is why he established the America's Great Outdoors Initiative in April, 2010, to work with the American people develop a 21st century conservation and recreation agenda.

The America's Great Outdoors Initiative turns the old ways upside down. Instead of dictating policies from Washington, it calls for supporting local, community-driven conservation ideas. Instead of growing bureaucracy, it calls for reworking inefficient policies and making the Federal Government a better partner with states, tribes, and local communities.

During the summer of 2010, senior Administration officials held 51 public listening sessions across the country, 21 of them specifically with youth. Some 10,000 Americans participated in the live sessions and more than 105,000 provided comments. The outcome of this national conversation is a report to the President, *America's Great Outdoors: A Promise to Future Generations*. Prepared in consultation with the American people, the report reflects their ideas on how to reconnect with America's lands, waters, and natural and cultural treasures, and build on the conservation successes in communities across the nation.

Youth and the Outdoors: What We Heard

In 21 youth-focused listening sessions, thousands of young people from across the country shared their experiences in the outdoors and expressed their ideas for how make America's great outdoors more relevant and accessible to future generations. From a uniformed conservation corps in Missoula, Montana to a group of high school students in Orlando, Florida to Native American youth at Haskell University in Lawrence, Kansas, these voices were diverse, passionate, and thoughtful. Some participants had spent their childhoods outdoors, working the family farm, or attending summer camps where they learned to paddle a canoe, camp, and trek. Others had rarely experienced the outdoors beyond their own backyards, but nonetheless expressed a strong desire to get outside and explore America's wealth of public lands and waters.

Studies show that young people today are spending half as much time outdoors as their parents did – and an average of more than seven hours a day with electronic media. Listening session participants cited poor access to parks and open spaces as one of the primary factors in deterring them from going outside. Young people also expressed concern about the safety of neighborhood parks, and told us that they need programs and mentors to make going outside easier and more accessible. They articulated a need for better information about how to find and access outdoor places close-to-home. Many young people are interested in finding jobs and service

opportunities on public lands, and called for more streamlined and efficient hiring processes for federal jobs. As we look to protect America's great outdoors for current and future generations, it is imperative that we continue to engage, empower, and learn from our young people.

Youth and the Outdoors: What We Are Doing

Responding to the priorities of Americans, the Obama Administration will take action to:

Provide quality jobs, career pathways, and service opportunities.

- Form a 21st Century Conservation Service Corps to engage young Americans in public lands and water restoration.
- Create an easy-to-use job locator web portal that connects qualified applicants to natural and cultural resource job opportunities across the federal government.
- Improve federal capacity for recruiting, training, and managing volunteers and volunteer programs to create a new generation of citizen stewards and mentors.

Create and enhance a new generation of safe, clean, accessible great urban parks and community green spaces, and facilitate increased recreational access to the nation's lakes and rivers waterways.

- Establish the AGO Great Urban Parks and Community Green Spaces initiative by targeting increased funding for the National Park Service's Land and Water Conservation Fund stateside matching grant program to leverage investment in new and enhanced urban parks and community green spaces.
- Support and align federal agency programs and initiatives to promote the creation, expansion and enhancement urban parks and community green spaces.
- Target technical assistance support to communities to create and enhance great urban parks and community green spaces.

Increase and improve recreational access and opportunities.

- Establish a Federal Interagency Council on Outdoor Recreation to provide the public with reliable and up-to-date web-based information and engage youth and their families in outdoor recreation.
- Support community-based programs that increase access to outdoor recreation and that improve the safety of open spaces and access routes and promote a healthy lifestyle.

Cultivate stewardship and appreciation of America's natural, cultural, and historic resources through innovative awareness-raising partnership initiatives and through education.

- Work with Let's Move Outside! to raise public awareness that experiencing America's great outdoors is fun, easy, and healthy.
- Work with the Department of Education and other federal agencies to align and support programs that advance awareness and understanding of nature's benefits for clean air and clean water..
- Support and expand existing federal programs that emphasize place-based, experiential learning, including: the National Park Service's Parks as Classrooms and Junior Ranger programs; U.S.Forest Service's Children's Forests, and Bureau of Land Management's Take it Outside and Hands on the Land programs.

Build stewardship values and engage youth in the implementation of AGO.

- Create an America's Great Outdoors youth engagement strategy.

The full AGO Report and a separate pullout, "Youth and America's Great Outdoors," is available at: www.doi.gov/AmericasGreatOutdoors.

Examples of Youth Involvement in Preserve America Communities

The Oberlin Heritage Center in **Oberlin, Ohio**, offers a variety of summer programs for youth. “History for the Day” camps, designed for younger students, focus on a specific topic while helping Girl and Boy Scouts earn badges. “Hands on History” week-long summer camps include one focused on Oberlin’s role in the abolitionist movement and as an Underground Railroad stop. A Junior Docent Camp is designed for students aged 13 to 17, providing training in public speaking, leading museum tours, and teaching historic games. After the camp is completed, junior docents assist with tours, special events, and other programs. Once a junior docent contributes 15 hours of service, two-thirds of his or her tuition fee is reimbursed. The teens develop new skills, build their resumes, and complete community service hours.

Salem, Oregon’s Mission Mill Museum provides an opportunity for high school students to experience history through the “Teen Interpretative Program.” Students do research and learn how to perform living history through a four-day orientation. Students then have the opportunity to volunteer throughout the summer, providing information to visitors at the museum. The mill museum interprets the textile industry from the 1880s through 1962 when the mill ceased operation.

Columbus, Mississippi’s “Tales from the Crypt” is an annual cemetery tour presented by students at the Mississippi School for Mathematics and Science. The event occurs each spring and allows visitors to tour Friendship Cemetery in Columbus by candlelight. During the fall semester, students in one of the history classes conduct primary and secondary source research in local archives and courthouse records on people buried in the cemetery. Each student writes a paper documenting the role that his or her assigned individual played in the history of Columbus, and then turns the paper into a monologue performance piece. Selected students recite their stories to visitors at the gravesites of their respective characters during the “Tales from the Crypt” event, which draws 2,000 to 3,000 participants each year.

One of the elementary schools in **Wabash, Indiana**, has an outdoor lab that includes a c. 1840s log cabin as well as a replica mercantile, potter’s shed, and church. The lab is used to teach children about life in the 1840s. Every year, each class at the school and another public elementary school presents a reenactment in this outdoor lab which is open to the public. For two weeks prior to the reenactment, each grade focuses on a topic, including period dancing, games, occupations, homesteading, and Native Americans. All of the students dress in period costume and demonstrate what they have learned. The event draws around 1,000 spectators from the community.

In association with an annual reenactment of the Civil War Battle of Hickory Creek, **DeRidder, Louisiana**, and the local Confederate Veterans Association also educate students about the lives of soldiers during the war. Each year, on the Friday preceding the reenactment, 1,100 school children arrive at the site and rotate through various learning stations, including flag history, camp life, infantry, cavalry, artillery, and camp life.

History Camps in **Lancaster County, Pennsylvania**, draw upon the rich Revolutionary War and Civil War history of the area. The Heritage Center Museum offers a week-long camp for fourth through sixth graders that includes field trips to prominent Revolutionary War sites such as Valley Forge National Park, Washington Crossing, and Independence Hall, as well as several sites that are less well known. Participants try hands-on activities such as writing with quill pens and compiling scrapbooks throughout the week. Seventh and eighth graders explore the Civil War from the point of view of the soldiers, slaves, civilians, and politicians who lived it. History comes alive during this week-long day camp as participants visit destinations like Harper’s Ferry, Antietam Battlefield, the National Civil War Museum, and Gettysburg.

Kaua`i County, Hawaii, engaged the students in the Kaua`i High School Academy of Hospitality and Tourism in the creation of a self-guided walking tour and map of sites of historical significance in downtown Lihu`e. Working with the Kaua`i Historical Society, which provided reference material and fact-checked the final product, juniors and seniors in the hospitality and tourism program learned about the history of the community, honed their research and writing skills, and came to understand the linkage between their cultural heritage, tourism, and economic development. The completed tour map and guide is now distributed via the county, the chamber of commerce, and numerous downtown businesses.

Ferry County, Washington, 4-H club members are helping the Washington State University Extension Office obtain the GPS coordinates of historical buildings and sites in the county. This effort will complement and enhance existing online interactive maps improving public awareness and access to historic sites.

In **Northfield, Minnesota**, four Historical Society programs link students with their local heritage. A summer program for seventh graders trains junior curators, teaching them documentation, and preservation techniques and involving them in planning exhibits, writing scripts, and creating window displays. Select eighth grade students work with history students at Carleton College to research and write a history of the 1876 Jesse James/Younger Gang bank robbery attempt in Northfield. The "Junior Posse" is a three-month seminar where students learn about and discuss the exploits of the James-Younger Gang and the Northfield raid. Upon completion of the program, students are qualified to give tours and serve as interpreters in the Historical Society Museum during the summer. Eleventh and twelfth graders assist the executive director and supervise the Junior Curator and Junior Posse programs, and a scholarship is awarded to a graduating senior who has made a significant contribution to these programs.

Students from Granada High School in **Prowers County, Colorado**, have formed the Amache Preservation Society (APS) to help preserve and maintain the remains of Camp Amache, a Japanese-American internment camp designated as an NHL in 2006 and open to the public. Under the guidance of a Granada High School teacher, students are enrolled in a special class which focuses on preservation and interpretation of the site. These students maintain the cemetery grounds, provide guided tours, give historic presentations, perform restoration work, and volunteer at a local museum dedicated to the camp population's story.

April 22, 2011



Preserving America's Heritage

Agenda Item V.B.

ECONOMIC IMPACTS OF HISTORIC PRESERVATION **Office of Preservation Initiatives**

Background. Under an interagency agreement between the Department of Commerce (Economic Development Administration) and the ACHP, there is support for carrying out a pilot study on measuring the economic impacts of historic preservation. On September 22, 2010, a contract was signed with the firm of Place Economics (Donovan Rypkema, Principal) to perform the economic impacts work. Place Economics is working with Dr. Randall Mason of the University of Pennsylvania on this project.

The project is nearing completion. Status reports were shared with the Preservation Initiatives Committee at the December 2010 and February 2011 ACHP meetings. The ACHP has also received a written interim progress report. An academic symposium on the economic impacts of preservation comprising invited experts in the field convened at the University of Pennsylvania on February 8, 2011, and provided additional valuable input for the study. The director of the Office of Preservation Initiatives attended the symposium. Subsequently a draft annotated bibliography covering the field was provided for staff review as part of the contract submission. A summary of all the work accomplished, including a preview of the final report that is in preparation, will be provided to the members at the May 2011 business meeting. Accompanying the final report when it is completed will be a booklet summarizing the economic impacts of historic preservation, as well as a PowerPoint presentation for use by the ACHP.

A priority focus of the study is to provide useful information on what does and does not work to accurately and effectively measure and communicate economic impacts. In order to maximize historic preservation's potential for promoting economic vitality, elected officials and decision-makers need access to proven strategies and methods for effectively integrating historic preservation into other local and regional needs. They also need easily understood and objectively identified models and examples of success. The ACHP staff is planning to use the results of the research to develop recommendations for more comprehensive data collection and follow-up research on these issues. Future work would need to engage partners and consider both long-term economic value and sustainability, and take into account current and changing economic conditions as well as the evolving policy and legislative climate.

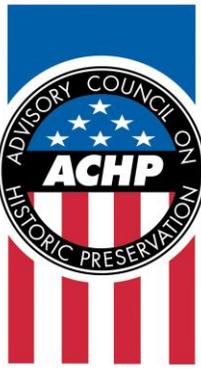
Relationship to the ACHP's Strategic Plan. The ACHP's work on economic impacts addresses the current strategic plan at Section I.B.3. [Six-Year Strategic Goal: Develop and implement initiatives, such as Preserve America, that promote the economic, environmental, educational, and social benefits of historic preservation; Action Item: Carry out research on improving how the economic impacts of historic preservation are measured, and share information on the economic benefits of preservation through case studies and other means.]

Action Needed. No specific action is required, but members may ask questions about the economic impacts study following a summary and update about the findings and recommendations from Mr. Rypkema. The members may also wish to offer their views about next steps that could be taken with the results of the economic impacts study, including dissemination and use of the results for promoting the value and benefits of preservation consistent with Action Items in the ACHP's newly adopted Strategic Plan.

April 22, 2011

ADVISORY COUNCIL ON HISTORIC PRESERVATION

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Preserving America's Heritage

Agenda Item V.C.

AMERICA'S GREAT OUTDOORS AND HISTORIC PRESERVATION Office of Preservation Initiatives

Background. The report on the America's Great Outdoors (AGO) Initiative was unveiled at a White House event on February 16, 2011. The AGO Initiative provides an opportunity to link natural and cultural heritage, both public and private lands stewardship and better care for historic and cultural resources, and community preservation with community open space, recreation, and environmental education. While the recommendation for full funding for the Land and Water Conservation Fund and significantly increased funding for the Historic Preservation Fund (HPF) over the next five years have attracted the most attention, there are real opportunities to expand and enhance federal historic preservation programs. Agencies are looking at their existing programs and how they can contribute to carrying out AGO's goals.

The ACHP along with other agencies has been named to the AGO Council, co-chaired by the Council on Environmental Quality and the Office of Management and Budget, to oversee implementation of AGO. As a member of the AGO Council the ACHP will participate in several staff working groups, including a group focused on developing the concept of a 21st Century Conservation Service Corps. A number of key components of the Preserve America program, including Preserve America Communities, Preserve America Stewards, and awards programs, as well as youth engagement initiatives, can further AGO goals. The ACHP will promote their use and integration with AGO over the coming months.

Report Contents. The report, titled *America's Great Outdoors: A Promise to Future Generations*, articulated a future condition where:

- *All children, regardless of where they live, have access to clean, safe outdoor places within a short walk of their homes or schools, where they can play, dream, discover, and recreate.*
- *Our national parks, national wildlife refuges, national forests, and other public lands and waters are managed with a renewed commitment to sound stewardship.*
- *Large rural landscapes -- our working farms, ranches, and forests-- are conserved through incentives and local partnerships.*
- *Communities work together to restore and protect healthy rivers and lakes to provide not only recreational opportunities but also contribute significantly to a vibrant economy.*
- *Our natural areas and waterways, whether publicly or privately owned, are connected to each other in ways that build natural resilience and support the wildlife that depends on them.*
- **All Americans participate in the shared responsibility to protect and care for America's unique natural and cultural heritage for future generations [emphasis added].**

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- *The next generation of Americans appreciates the great outdoors through education, employment, service, and playing in the outdoors.*

The final report contains a number of findings, recommendations, and examples that include historic preservation, and proposes several key steps that should better integrate natural and cultural resource conservation.

The report includes what is billed as the “first set of recommendations that focus on the most urgent issues identified through the nearly six-month information-gathering process.” An action plan will focus on measurable results within the next three years.

AGO Report Recommendations. The following recommendations contained in the report are of particular interest to the ACHP, and we expect to be directly involved in several of these and seek to have input in others as they are implemented.

Improve federal government performance as a conservation partner

1. Establish the interagency AGO Council (a plan is to be submitted within 180 days, periodic listening sessions held, Web site maintained, and a non-federal parallel Partnership for AGO established). **(Action item 10.1a)**

Amplify the impact of the AGO Initiative by creating the Partnership for AGO

2. Engage diverse leaders from philanthropy, the private sector, conservation, recreation, historic preservation, state and local government, tribes and community groups to establish the foundation for the Partnership for AGO as an entity charged with supporting the vision and goals of the AGO Initiative. **(Action item 10.2a)**

Develop quality conservation jobs and service opportunities that protect and restore America’s natural and cultural resources

3. Create an interagency working group within the AGO Council to develop the 21st Century Conservation Service Corps framework and harmonize agency processes. **(Action item 1.1a)**
4. Review hiring authorities for participants of existing public land corps, youth conservation corps, and similar programs, and develop interagency guidance to clarify and expand hiring authority. **(Action item 1.2a)**
5. Create an easy-to-use job locator Web portal that connects qualified applicants to natural and cultural resource job opportunities across the federal government. **(Action item 1.2b)**
6. Improve access to federal resources through an easy-to-use Web portal that matches volunteers with opportunities, allows volunteers to create their own project, and offers resources for training and technical assistance. **(Action item 1.3a)**
7. Expand capacity to build on and promote partnerships and programs on public lands that connect people to the outdoors through meaningful volunteer service opportunities relating to restoration and education. **(Action item 1.3b)**

Cultivate stewardship and appreciation of America’s natural, cultural, and historic resources through innovative awareness-raising partnership initiatives and through education

8. Report to the AGO Council on specific ways to integrate and support the outdoors, nature, cultural sites, and the environment into place-based, experiential, expanded time programs; after school and summer school programs; and service-learning programs. **(Action item 3.2a)**
9. In partnership with local school districts, the private sector, and non-governmental organizations, expand connections to public schools and youth organizations through existing Web-based programs, service-learning, teacher training, field trips, and residential and other programs. **(Action item 3.2b)**
10. Support and expand existing federal programs that emphasize place-based, experiential learning. **(Action item 3.3a)**

Build stewardship values and engage youth in conservation and recreation

11. Create an America's Great Outdoors youth outreach strategy. **(Action item 4.1b)**

Significantly increase the pace of working farms, ranch, and forest land conservation

12. Work with Congress to extend the existing conservation easement tax deduction provision beyond 2011. **(Action item 7.3a)**

Advance national, regional, and community-supported work to preserve and enhance unique landscapes, natural areas, historic sites, and cultural areas while ensuring openness and transparency in any land designations

13. Implement a transparent and open approach to new national monument designations tailored to engaging local, state, and national interests. **(Action item 8.4a)**
14. Work with Congress to consider new congressional designations or additions to wilderness, wild and scenic rivers, national parks, national wildlife refuges, and national conservation system lands. **(Action item 8.5a)**

Protect America's historic and cultural resources

15. Increase funding for the Historic Preservation Fund. **(Action items 8.6a)**
16. Work to expand support for state, tribal, and community historic preservation efforts for capital projects, planning, interpretation, community-based surveying, and technical assistance that support partnerships and community-based preservation activities. **(Action item 8.6b)**
17. Pursue legislation to establish clearly defined standards and processes to support a system of regional and community-based national heritage areas that promote locally-supported preservation efforts, promote heritage tourism, and create jobs. **(Action item 8.6c)**
18. Continue supporting battlefield preservation efforts through partnerships with historic preservation land trusts to fund acquisition of historically significant, threatened battlefields with an emphasis on locations related to the Civil War, as part of the Civil War Sesquicentennial from 2011 to 2015. **(Action item 8.6d)**
19. Elevate the importance of cultural resources planning, protection, and interpretation in the federal land management agencies. **(Action item 8.7a)**

Relationship to the ACHP's Strategic Plan. The ACHP's work on AGO helps fulfill the current strategic plan at Section I.A.5. [Six-Year Strategic Goal: Assist the Executive Branch and Congress in formulating policies that fulfill the goals of the National Historic Preservation Act and embody historic preservation values; Action Item: Advocate ACHP and historic preservation interests in implementing the Administration's America's Great Outdoors Initiative as a member of the AGO Council.]

Action Needed. Members should review the suggested areas for ACHP involvement in AGO as it moves forward, and offer their views on priorities and approaches for ACHP involvement as implementation of the initiative proceeds. Agency members should also share information on steps they are taking to advance historic preservation goals in their participation in AGO.

Attachment. AGO Fact Sheet: Historic Preservation

April 22, 2011



Fact Sheet: Historic Preservation

From parks and rivers to farmlands and forests, America's great outdoors fuel our national spirit of adventure and independence and help power our economy. Our lands and waters also are where our families go to unwind, to fish, hike, and hunt, and to spend valuable time together.

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The America's Great Outdoors Initiative turns the old ways upside down. Instead of dictating policies from Washington, it calls for supporting local, community-driven conservation ideas. Instead of growing bureaucracy, it calls for reworking inefficient policies and making the Federal Government a better partner with states, tribes, and local communities.

During the summer of 2010, senior Administration officials held 51 public listening sessions across the country, 21 of them specifically with youth. Some 10,000 Americans participated in the live sessions and more than 105,000 provided comments. The outcome of this national conversation is a report to the President, *America's Great Outdoors: A Promise to Future Generations*. Prepared in consultation with the American people, the report reflects their ideas on how to reconnect with America's lands, waters, and natural and cultural treasures, and build on the conservation successes in communities across the nation.

Historic Preservation: What We Heard

During listening sessions, Americans spoke of the value of protecting our cultural and historic resources. These resources reinvigorate communities and economies, while instilling pride in local history and traditions. They also attract visitors who support local businesses, increase job opportunities, revitalize both urban and rural communities, and encourage the reuse of historic buildings. As economic pressures, development, the effects of climate change, and other factors mount to threaten the sustainability of heritage resources, locally led partnership initiatives can guide broader decision-making efforts to preserve these unique places for future generations.

To affirm and reinforce the connection between the American people and America's great outdoors in all its richness and diversity, we must build on the links between our natural and our cultural heritage. The federal government offers an extensive portfolio of community assistance programs to support tribal, state and local governments, and private-sector preservation efforts.

Historic Preservation: What We Are Doing

After listening to the priorities of Americans, the Obama Administration will take action to:

Protect America's historic and cultural resources.

- Increase funding for the Historic Preservation Fund to provide financial and technical support to states, communities, tribes, and private sector organizations dedicated to historic preservation and cultural resource protection.
- Expand support for community-driven capital projects, planning, interpretation, community-based surveying, and technical assistance programs that contribute to historic preservation.
- Continue supporting battlefield preservation and partner with historic preservation land trusts to fund acquisition of historically significant, threatened battlefields, as part of the Civil War Sesquicentennial.

Advance national, regional, and community-supported work to preserve and enhance unique landscapes, natural areas, historic sites, and cultural areas while ensuring openness and transparency in any land designations.

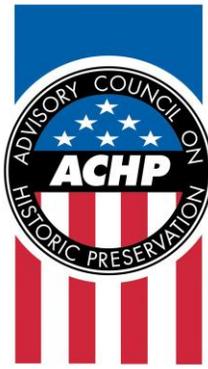
- Engage the public to identify and recommend potential sites on existing federal lands for protection under the 1906 Antiquities Act by implementing a transparent and open approach, tailored to engaging local, state, and national interests.

Harness education, recreation, jobs, and service opportunities to cultivate stewardship and appreciation of America's natural, cultural, and historic resources.

- Develop quality jobs and service opportunities in the areas of conservation and historic preservation. Coordinate and streamline hiring processes for these jobs, and advertise both jobs and service programs through a user-friendly web portal.
- Promote and support education and recreation programs that connect children to nature and teach them about their natural and cultural heritage.
- Work with the Bureau of Indian Education to develop curricula that incorporate traditional tribal practices, activities, and environmental literacy for both the classroom and outdoor activities.

For more detailed information and to learn how you can take action in your community, visit:

www.doi.gov/AmericasGreatOutdoors.



Preserving America's Heritage

RIGHT-SIZING: THE NEW URBAN RENEWAL

Background. Adjusting to an optimal size is known as “right-sizing,” and the challenges of “right-sizing” the nation’s older cities to adjust to economic declines are not new to the historic preservation community. In 1949, Congress passed the Housing Act of 1949 with the intent of eradicating slums and eliminating blight to allow for new development on cleared parcels. The federal government funded numerous projects under this legislation, including the Urban Renewal program and the construction of public housings. Concurrently, federal funds were allocated for the creation of the interstate highway system, facilitating the development of suburbs where Federal Housing Administration (FHA) and Veterans Administration (VA) loans expanded housing opportunities for the middle class seeking improved quality of life. Contrary to the goals of these programs, their administration led to a decline in the population of numerous cities, leaving behind massive older housing stock and a concentration of lower income residents in areas abandoned by previous tenants due to crime, marginal education systems, and decaying infrastructure.

The population that remained in older cities often had limited incomes to sustain the older or historic housing stock, or to pay taxes to maintain the infrastructure which was extended and heavily utilized by an increasingly upwardly mobile population. The rapidly expanding abandonment of residences, the shuttering of businesses, and eroding education systems fostered a climate in the 1960s that was very similar to the economy of many communities since the last decade. During this period, as in the past, local officials faced very similar challenges regarding the “right-sizing” of communities with an eroding tax base and excessive infrastructure when compared to a declining population.

While this issue has been repeatedly examined by academics, planners, economists, and developers across the country, particularly in the Rust Belt, the Mid-Atlantic Region and the Northeast, its implications for historic preservation goals have not been considered by the ACHP in recent years. Although we have seen the renaissance of many urban areas in the 21st century, these successful communities are juxtaposed with declining cities rife with limited employment, shrinking populations, and waning tax revenues.

Periodicals, newspapers, social media, and institutions often discuss “right-sizing” and its impact on the future of the nation. In some areas, population loss has been as extreme as 50 percent, due to a significant loss of jobs over the last 60 years (see Appendix A). The collapse of the mortgage industry in 2008 further exacerbated the problem of safe, affordable housing in urban areas. The Brookings Institution published research indicating the 50 cities may need to shrink if they are to cope with declining fortunes, making right-sizing a ubiquitous issue.

At the outset of the Urban Renewal program, older buildings, often a component of a broader historic district, were sacrificed for the modernization of communities. Slum clearance was embraced again by the federal government when it funded the Empowerment Zone programs in the 1990s, which had only marginal success in revitalizing communities. The U.S. Department of Housing and Urban Development (HUD) funded the HOPE VI Programs for approximately two decades, razing thousands of units of

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public housing, many of which were historic and located in older communities in New Orleans, Chicago, Gary, etc. The National Trust for Historic Preservation (NTHP) focused its efforts on stemming the tide of Urban Renewal, Hope VI demolitions, and “right-sizing” activities after making a broad observation of the impact on historic preservation. In the NTHP publication, “Rightsizing Shrinking Cities Requires Patience and Prudence,” (see article attached) former NTHP President Richard Moe wrote that the complicated process of shrinking a city requires thoughtful planning, employing the same rigor and careful analysis that would be used to manage population growth. It should be carried out in the context of a carefully conceived master plan—one that encourages input from all stakeholders and takes into account a range of considerations, including the historic value of the housing stock, in determining what stays and what must go.

Regrettably, decision makers have continued to propose actions that will have dire consequences on the historic fabric of our nation. While the preservation community had to accept the circumstances imposed on communities in the 1950s and 1960s, subsequent federal regulations promulgated under the National Historic Preservation Act (NHPA) and the National Environmental Policy Act (NEPA) require federal and local officials to collaborate with the public when using federal funding for “right-sizing” activities. The focus of this discussion for the ACHP, therefore, is how to improve the timing and substance of environmental reviews in general, and historic preservation reviews in particular, when the “right-sizing” of communities is proposed. As part of this discussion, the ACHP will also have an opportunity to discuss how federal programs and policies that are critical to “right-sizing” can be modified to consider the benefits of historic preservation. As part of its responsibilities under the NHPA, the ACHP should assess the policy implications of “right-sizing” in the 21st century so as to discourage a one-size-fits-all approach by cities.

Discussion. The concept of “right-sizing” is often used in tandem with the concept of “shrinking cities” to address the impact of sustained population decrease on communities. Cities that experience population loss tend to be older industrial cities, while those experiencing population increase are more economically diverse upscale suburban communities that have grown due to globalization and technological advances. An analysis of the 2000 and 2010 census figures indicate that even when one factors in the potential for undercounting, population decline continues to be prevalent in the Rust Belt and Northeast sections of the nation, particularly in communities with a sustained history of changing demographics, poverty, blight, abandonment, and chronic unemployment. In distressed cities with an ongoing pattern of shrinking population, the situation has been exacerbated due to the recent mortgage crisis, the economic downturn, and the outmigration of residents. For example, Detroit’s population plunged 25 percent over the last decade. Such decline eclipses that of New Orleans after Hurricane Katrina and is representative of the dire situation that city faces. Other cities that are also experiencing substantial decline attribute their fate to a decline in immigration rates and migration of African Americans to the suburbs in Metropolitan Statistical Areas (MSAs), limited state investment in the communities, and overall decline in businesses tied to the city. Many of these communities are isolated geographically from surrounding communities within the MSA, making income, poverty, jobs, and education disparities even more extreme and often economically and racially focused.

A report in The Atlantic online.org, from October 1995, asserts that two things happen when a city loses population. First, although the city is shrinking, its physical area remains the same. With fewer taxpayers, revenues are lower, often leading to higher taxes per capita, an overall deterioration of services, or both. Second, urban vitality has always depended on an adequate concentration of people. Ongoing discussions have occurred within all levels of government about population, taxes, and the size of the community without factoring in the required metrics to make meaningful decisions. Although data collection and analysis has not been a priority of cities when assessing the issue of “right-sizing,” limited quantitative and qualitative data indicate that older properties in neighborhoods are more frequently subject to abandonment and foreclosure. The combination of a dwindling tax base, an increasing per capita cost per

pupil for education, and shrinking federal assistance due to the loss in population will always result in a deficit situation. Similarly, if you have a neighborhood of 150 homes, and two-thirds are abandoned because the occupants have left due to foreclosure or abandonment, water and sewer systems still must be maintained and services provided to the remaining residents at a substantial cost to the city. If one includes in this image residences that have declined in value due to a high rate of vacancies and surrounding blight, this would capture the range and scope of challenges that a city government has to address when making decisions about the long-term well being of a shrinking city. (See Appendix B)

Since historic properties are frequently abandoned by homeowners due to declining values or a lack of finances for ongoing maintenance and required rehabilitation, they are the most vulnerable properties within a community. (see article attached) Unless reported as a nuisance or immediate threat to the health and safety of homeowners, such properties continuously suffer from benign neglect. A majority of urban communities receive HUD Community Development Block Grant (CDBG) funding as entitlement communities or through a state's Small Cities Program. Regrettably, the public does not appear well versed about the "target areas" of CDBG Programs or how decisions are made to allocate funds in a given fiscal year. As such, the public does not always inform the decision-making process, nor is there widespread public involvement in the analysis of alternatives required by the NHPA. Further complicating the issue is that a number of older properties do not have mortgages or titles of ownership because they were passed down to relatives or rented from absentee property owners who walked away. In those cases, examining options to demolition become increasingly complex. Consequently, demolition is not addressed holistically by a city, but rather on a piecemeal basis that has deleterious impacts on neighborhoods, particularly historic districts. In 2002, the NTHP developed a best practices toolkit that included cases studies to illustrate how declining communities can rebuild applying a range of policies and activities. (*Rebuilding Community: A Best Practices Toolkit for Historic Preservation in Redevelopment* (2002)). Many of the lessons learned cited in this report are still applicable today and should be considered by decision-makers in taking a holistic approach to "right-sizing."

In 2010, the ACHP was notified by preservationists that the cities of Detroit and New Orleans had issued press releases announcing the proposed demolition of 10,000 properties as part of a "right-sizing" effort. Newly elected officials indicated that after much research, they had concluded that demolition of these properties was essential to the long term economic viability and recovery of the communities. The reaction to the proposals was mixed, but preservationists perceived the plans to have dire impacts on historic properties and historic districts since most vacant and blighted areas are in older neighborhoods. While Detroit and New Orleans had gone public with their far reaching proposals, other older cities have also embraced "right-sizing" strategies that would have long term, cumulative effects on communities. Muncie, Indiana, generated an outcry among preservationists when the city proposed approximately 30 demolitions. Similarly, communities expressed concern about plans for demolition activities in Buffalo, Flint, Saginaw, and Pittsburgh as local officials proposed demolition of vacant, underutilized residences on an incremental basis without presenting the plans in context. Whether a community is large or small, factors that led officials to propose demolition mirror many of the same arguments made in previous decades. What was lacking then, as well as now, was a discussion about how contemporary programs such as green spaces, sustainability, livable communities, and changing market conditions could actually revitalize the cities and allow for mothballing and land banking of vacant and abandoned historic properties on an interim basis.

"Right-Sizing" Policies Related to Historic Preservation. In a speech given by Federal Reserve Governor Elizabeth Duke at the Community Stabilization Symposium in December 2009, she noted that housing alone is not sufficient to create sustainable and economically resilient communities. The issue of "right-sizing" is by definition a multifaceted issue that requires ongoing collaboration among the public, local, state and federal governments, and the private sector to identify solutions that are responsive to the unique circumstance of a city and past patterns and trends. While the media is focused on this issue due to

large scale demolition proposed by local officials, the publication and analysis of recent census data and the continuing recovery from the mortgage crisis, efforts clearly have been underway for years to address excess capacity of cities. The Brookings Institution Restoring Prosperity Report, issued in 2007, underscores three central points:

1. Given their assets, the moment is ripe for the revival of older industrial urban economies.
2. States have an essential role to play in the revitalization of older industrial cities, but they need a new urban agenda.
3. The overall benefits of city revitalization for families, for suburbs, for the environment, and ultimately for states are potentially enormous.

Despite the mortgage collapse in 2008, these points regarding the states participation in community goals still have merit and should be applied in the development of “right-sizing” policies. Recently, cities have shared with the U.S. Conference of Mayors a variety of best practices used to combat vacancies and abandoned properties (see Appendix C). It would be helpful for governors to look more broadly at how the cumulative impact of “right-sizing” on the financial stability of states, such as the recent efforts by Sen. Sherrod Brown (D-OH), Chairman of the Economic Policy Subcommittee of the Senate Committee on Banking, Housing, and Urban Affairs. He commissioned a GAO study in 2010 (Report 11-93) which addresses the practice of abandoned foreclosures nationwide, many of which include a number of historic properties caught up in the mortgage crisis (See Appendix D). This report is relevant to “right-sizing” because it recognizes that abandoned foreclosures increase the cost for local governments that must maintain or demolish vacant properties. The role of land banks is discussed as communities are able to acquire properties from mortgage servicers that they cannot sell rather than have large scale abandoned foreclosures throughout a community.

The federal role in “right-sizing” is not clearly defined; nevertheless, agencies are carrying out policies and programs that speak directly to this issue. HUD’s Neighborhood Stabilization Program, for instance, has committed several billion dollars for diverse activities, including property acquisition, rehabilitation and land banking, to stabilize and revitalize communities. The Federal Reserve Banks have taken an active role through technical assistance to state and local governments and to banks that must meet their Community Reinvestment Act (CRA) requirements, including the prohibition of redlining. While HUD CDBG and NSP Program funds are prevalent in communities, these programs are augmented by the Department of Energy’s (DOE’s) weatherization programs that allocated billions of dollars in block grants to states under the Recovery Act. The Environmental Protection Agency (EPA), Department of Transportation (DOT), and HUD are engaged in a Sustainable Partnership to create sustainable communities. On October 20, 2010, HUD and DOT funded 62 local and regional partnerships to help stimulate a new generation of sustainable and livable communities that connect housing, employment, and economic development with transportation and other infrastructure improvements. HUD is awarding \$40 million in Sustainable Community Challenge Grants to help support local planning designed to integrate affordable housing, good jobs, and public transportation. It should be noted that EPA has selected 25 communities across the nation to receive technical assistance under its Smart Growth Implementation Assistance Program. Saginaw, Michigan, is one of the communities selected for a recent demonstration program.

Next Steps. There are opportunities for the ACHP to participate in the development of “right-sizing” policies that incorporate historic preservation into existing initiatives and policy decisions that are being developed by officials at all levels of government. As preservation advisor to the executive and legislative branches, the membership can inform the discussion in numerous ways and provide guidance to staff on how the ACHP can best assist cities in developing strategies that allow the use of federal funds and participation of diverse stakeholders. In 2005, the ACHP addressed a similar policy issue in which conflicts were perceived between federal programs providing affordable housing and historic preservation. The ACHP issued its Affordable Housing Policy Statement to assist housing practitioners in

balancing historic preservation values with program goals. A similar approach could be taken by the ACHP for the “right-sizing” of communities. Other technical assistance could be provided to ensure that the long term effects of “right-sizing” are addressed by local officials when planning activities that involve historic neighborhoods, waterfronts, industrial sites, and properties that may be of religious and cultural significance to Indian tribes.

In order to focus the discussion during the business meeting, the members should consider the following questions.

- What are the roles of federal programs managed by ACHP member agencies in actions taken to “right-size” cities and how might they be made more supportive of preservation goals?
- What tools, such as the issuance of a policy statement or Section 106 guidance, does the ACHP have to address “right-sizing?”
- How can these tools improve federal and local agencies’ consideration of historic preservation when evaluating “right-sizing” proposals?
- How can the ACHP work more closely with the developers and preservationists when they are considering actively carrying out “right-sizing” initiatives?
- Should the ACHP, in collaboration with relevant federal members, pursue a formal working relationship with the White House Office of Urban Affairs regarding “right-sizing?”
- Are there opportunities for the ACHP to participate in the legislative process regarding federal policies and actions that influence “right-sizing” and its impact on historic preservation?

Relationship to the ACHP’s Strategic Plan. Developing tools and strategies for addressing the historic preservation challenges associated with improving the nation’s historic housing and infrastructure fulfills the ACHP’s current strategic plan at Section II.A Improve the effectiveness, coordination, and consistency of the federal preservation program and Section III.A. Promote an increased understanding of the historic preservation process and enhance effective participation of through technical advance and the development of tools, guidance, and outreach.

Action Needed. Members should determine the appropriate course of action for the ACHP to address “right-sizing” and provide recommendations for future ACHP action focusing on federal policies and the intersection of Section 106 and federal programs that affect historic properties.

Attachments:

- Appendix A: Cities with 20% population loss
- Article “Rightsizing Shrinking Cites Requires Patience and Prudence”
- Appendix B: Residential Vacancy Characteristics
- Article “The Foreclosure Crisis: Preservation Concerns and Responses”
- Appendix C: Summary of creative practices from mayors
- Appendix D: MSAs with most abandoned foreclosures

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April 22, 2011

Appendix A: Cities with population over 50,000 in 2000 that have lost over 20% of their peak population

(Excerpted from "Shaping Federal Policies Toward Cities in Transition: A Policy Brief," Alan Mallach and Lavea Brachman, August 2010)

Figures highlighted in yellow represent gains; figures highlighted in orange represent double-digit losses.

	City	State	1950	1960	1970	1980	1990	2000	ACS 2008	Peak Year	% loss peak to 2000	Change 2000 - 2008
1	Philadelphia	Pennsylvania	2,071,605	2,002,512	1,948,609	1,688,210	1,585,577	1,517,550	1,447,395	1950	26.70%	-4.60%
2	Detroit	Michigan	1,849,568	1,670,114	1,511,482	1,203,339	1,027,974	951,270	777,493	1950	48.60%	-18.30%
3	Baltimore	Maryland	949,706	939,024	905,759	786,775	736,014	651,154	363,919	1950	31.40%	-2.20%
4	Milwaukee	Wisconsin	871,047	741,324	717,099	63,212	628,088	596,974	581,099	1980	31.50%	-2.70%
5	Washington	District of Columbia	802,178	763,956	756,510	638,333	606,900	572,059	591,833	1950	28.70%	3.50%
6	New Orleans	Louisiana	570,000	680,000	593,000	558,000	496,938	484,674	311,853	1960	22.90%	-35.70%
7	Cleveland	Ohio	914,808	876,050	750,903	573,822	505,616	478,403	408,101	1950	41.30%	-14.70%
8	Minneapolis	Minnesota	521,718	482,872	434,400	370,951	368,383	382,618	360,914	1950	27.70%	-5.70%
9	St. Louis	Missouri	856,796	750,026	622,236	453,085	396,685	348,189	354,361	1950	59.40%	1.80%
10	Pittsburgh	Pennsylvania	676,806	604,332	520,117	423,938	696,879	334,563	297,187	1950	50.60%	-11.20%
11	Cincinnati	Ohio	503,998	502,550	452,524	385,457	364,040	331,285	294,771	1950	34.50%	-11.00%
12	Buffalo	New York	580,182	523,759	462,768	357,870	328,123	292,648	263,366	1950	49.60%	-10.00%
13	Newark	New Jersey	438,776	405,220	382,417	329,248	275,221	273,546	264,128	1950	37.70%	-3.40%
14	Louisville	Kentucky	369,000	391,000	361,000	298,000	269,063	256,231	NA	1960	34.50%	NA
15	Birmingham	Alabama	326,037	340,887	300,910	284,413	265,968	242,820	210,422	1960	28.80%	-13.30%
16	Norfolk	Virginia	214,000	305,000	308,000	267,000	261,229	234,403	234,220	1970	23.90%	-0.10%
17	Rochester	New York	332,488	318,611	296,233	241,741	231,636	219,773	190,732	1950	33.90%	-13.20%
18	Akron	Ohio	274,605	290,687	275,425	237,177	223,019	217,074	201,807	1960	25.30%	-7.00%
19	Richmond	Virginia	230,000	220,000	250,000	219,000	203,056	197,790	202,002	1970	20.90%	2.10%
20	Providence	Rhode Island	248,674	207,498	179,213	156,804	160,728	173,618	171,128	pre-1950	31.50%	-1.60%
21	Dayton	Ohio	243,872	262,332	243,601	203,371	182,044	166,179	143,974	1960	37.70%	-13.30%

22	Syracuse	New York	220,583	216,038	197,208	170,015	163,860	147,306	134,217	1950	33.20%	-8.90%
23	Warren	Michigan	42,653	89,426	179,260	161,134	144,864	138,247	132,150	1970	22.90%	-4.50%
24	Flint	Michigan	163,143	196,440	193,317	159,611	140,761	124,943	102,446	1960	36.40%	-18.00%
25	New Haven	Connecticut	164,000	152,000	138,000	126,000	130,474	123,626	124,447	1950	24.70%	0.70%
26	Hartford	Connecticut	177,000	162,000	158,000	136,000	139,739	121,578	117,900	1950	31.10%	-3.00%
27	Erie	Pennsylvania	130,808	138,440	142,254	119,123	108,718	109,717	100,066	1970	27.10%	-3.50%
28	Gary	Indiana	133,911	178,320	175,415	144,953	116,646	102,746	84,702	1960	42.40%	-17.60%
29	Macon	Alabama	70,000	70,000	122,000	117,000	106,612	97,255	92,453	1970	20.30%	-4.90%
30	Albany	New York	134,995	129,726	115,781	101,729	101,082	95,658	91,497	1950	29.10%	-4.30%
31	New Bedford	Massachusetts	109,189	101,809	101,777	98,478	99,922	93,768	89,396	pre-1950	22.50%	-4.70%
32	Fall River	Massachusetts	111,963	99,427	96,898	92,574	92,703	91,938	93,066	pre-1950	23.70%	1.20%
33	Trenton	New Jersey	128,009	114,167	104,638	92,124	88,675	85,403	83,052	1950	33.30%	-2.80%
34	Citrus Heights	California	NA	NA	21,760	85,911	107,439	85,071	86,765	1990	20.80%	2.00%
35	Hammond	Indiana	87,595	111,698	107,983	91,985	84,236	83,048	73,234	1960	25.60%	-11.80%
36	Youngstown	Ohio	168,330	166,689	139,788	115,511	95,732	82,026	69,005	1950	51.30%	-15.90%
37	Reading	Pennsylvania	109,320	98,061	89,643	78,686	78,380	81,207	80,560	pre-1950	27.00%	-0.80%
38	Canton	Ohio	117,000	114,000	110,053	93,077	84,161	80,806	68,507	1950	30.90%	-15.20%
39	Camden	New Jersey	124,555	117,159	102,551	84,910	87,492	79,904	75,456	1950	35.80%	-5.40%
40	Somerville	Massachusetts	102,351	94,349	88,779	77,372	76,210	77,478	76,430	pre-1950	25.30%	-1.40%
41	Scranton	Pennsylvania	125,536	110,273	102,696	88,117	81,805	76,415	71,336	pre-1950	46.70%	-6.60%
42	Wilmington	Delaware	110,356	94,234	80,386	70,195	71,529	72,664	67,356	pre-1950	35.40%	-7.30%
43	Pontiac	Michigan	73,681	82,233	85,279	76,715	71,166	66,337	58,877	1970	22.20%	-11.20%
44	Springfield	Ohio	78,508	82,723	81,296	72,563	70,487	65,358	NA	1960	21.00%	
45	St. Clair Shores	Michigan	1,982	76,657	88,093	76,210	68,107	63,096	NA	1970	28.40%	
46	Schenectady	New York	91,785	81,070	77,958	67,972	65,566	61,821	NA	pre-1950	35.30%	

47	Saginaw	Michigan	92,918	98,265	91,849	77,508	69,512	61,799	NA	1960	37.10%	
48	Utica	New York	100,518	100,410	91,611	75,632	68,637	60,651	NA	pre-1950	40.40%	
49	Royal Oak	Michigan	46,898	80,612	86,238	70,893	56,410	60,062	NA	1970	30.40%	
50	Dearborn Heights	Michigan	NA	NA	80,069	67,706	60,838	58,267	NA	1970	27.30%	
51	Niagara Falls	New York	90,872	101,829	85,615	71,384	61,840	55,593	NA	1960	45.40%	
52	Charleston	West Virginia	73,501	85,796	71,505	63,968	57,287	53,421	NA	1960	37.70%	
53	Euclid	Ohio	41,296	62,998	71,552	59,999	54,875	52,717	NA	1970	26.30%	
54	Huntington	West Virginia	86,353	83,627	74,315	63,684	54,844	51,475	NA	1950	40.40%	
55	Florissant	Missouri	3,737	38,166	65,908	55,372	51,206	50,497	NA	1970	23.40%	

Rightsizing Shrinking Cities Requires Patience and Prudence

By Richard Moe | From *Forum News* | February 2010 | Vol. 16, No. 6

As the cities that led the nation into the industrial age face dramatic population loss and widespread abandonment in the 21st century, the preservation community finds itself at the center of an important debate between those wanting to bring back a storied, but probably unrecoverable, manufacturing past, and those who want to adapt to the population loss and help their cities shrink to become more livable and sustainable places in the future. Responding to widening conversations in local and national media on this topic of "rightsizing," National Trust President Richard Moe offered the following advice in an opinion piece published in the Cleveland Plain Dealer on January 3, 2010.

Civic leaders and policy-makers are used to debates about managing sprawl, increasing density and other issues associated with population growth. The other side of that coin—population loss—is less familiar territory, but it is the dominant demographic trend in places such as the former manufacturing centers of the Midwest and Northeast. The problem is widespread, affecting big cities, smaller communities, even some suburban areas—and the home foreclosure crisis has only added fuel to the fire. Today, one in 13 houses in Cleveland sits empty, and the former acting mayor of Flint, Mich., has suggested shutting down entire portions of that city.

The loss of population will affect the future of these places in many ways, but the potential impact on the fabric of historic neighborhoods is especially critical. These neighborhoods, comprising modest homes built a century ago as work-force housing, are emptying out at an alarming rate. Faced with dark houses and empty streets and overwhelmed by the enormity of the problem, many community leaders see the wrecking ball as the solution. It isn't.

Something must be done, of course, but there is a profound difference between planning for change and simply smashing neighborhoods to rubble. The complicated process of shrinking a city requires thoughtful planning, employing the same rigor and careful analysis that would be used to manage population growth. It should be carried out in the context of a carefully conceived master plan—one that encourages input from all stakeholders and takes into account a range of considerations, including the historic value of the housing stock, in determining what stays and what must go. A few fundamental principles should undergird the development of a master plan:

- Don't act hastily. Doing it right must take precedence over doing it quickly, and being sensitive to the functional and emotional needs of established residents is essential.
- Don't force anybody out. Shrinking a community, like growing it, is a process that should be guided, not mandated.
- Identify and try to save the most historically and architecturally important neighborhoods. Even in areas where widespread demolition is unavoidable, preserve pockets of unique housing and landmark buildings wherever possible.
- Employ innovative uses for vacated land. Consider urban agriculture, reforestation and parkland creation to manage vacated portions of a city.



Consider what's happening in Youngstown, Ohio. Once a steel-making powerhouse, the city's current population of about 74,000 represents a precipitous drop from its peak of 170,000 in 1930. Last year, Mayor Jay Williams led a series of community meetings to envision a better future for the city, and came away with a mandate and a plan to downsize Youngstown's housing stock. Neighborhood by neighborhood, the city is surveying and documenting the condition and merit of every property while meeting with



In a response to this article, Kathleen Crowther, executive director of the Cleveland Restoration Society (clevelandrestoration.org), comments: "Cleveland has a wealth of historic architecture, including thousands of homes constructed with quality materials, unique designs and excellent craftsmanship. These homes are affordable and represent the embodied energy of past generations. The best houses should be spared from the wrecking ball. There is a market for older homes in urban locations." The Cleveland Restoration Society is working to identify and protect these resources, including partnering with Key Bank and city, state, and county agencies to offer low interest loans to potential buyers.

Credit: Cleveland Restoration Society

one-size-fits-all panacea. Youngstown is navigating uncharted waters, but at least it is taking positive action. The alternative—doing nothing—is not a viable option.

The National Trust for Historic Preservation believes that America's once-great industrial cities can be "rightsized" as smaller, better-functioning places to live. We're eager to work in partnership with local governments and preservation groups to help ensure that each community's historic resources are surveyed and, when possible, saved. It will be painful to see portions of historic neighborhoods disappear—but with good planning and careful management, elements of our heritage can survive as links with the past and foundations for renewed growth in the future.



residents, preservationists and other interest groups to address their concerns and hear their ideas. Out of this painstaking process, a plan is slowly emerging that will erase some neighborhoods and focus investment in others to encourage consolidation. No residents are being forced out, but public services will be prioritized to more vital neighborhoods. Mayor Williams admits that the plan will never please everyone, just as plans for growth are never universally popular.

Plenty of other cities—from Detroit and Flint to Buffalo, Cleveland and Baltimore—face the same challenge. Youngstown's approach offers an instructive model for these places, but it would be a mistake to see it as a

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Appendix B: Top 20 Older Industrial Cities in Population Loss and their 2000 Residential Vacancy Characteristics

(Excerpted from Metropolitan Institute, "Rightsizing America's Shrinking Cities," 2008)

<u>Location</u>	<u>Population Decline 1960-2000 (percent)</u>	<u>Vacant Units (percent of total units)</u>
St. Louis	53.6	16.6
Youngstown	51.6	13.4
Cleveland	45.4	11.7
Buffalo	45.1	15.7
Pittsburgh	44.6	12
Detroit	43	10.3
Utica	39.6	14
Harrisburg	38.6	15.4
Huntington (WV)	38.4	11.4
Binghamton	37.6	12
Saginaw	37.1	9.6
Dayton	36.7	12.8
Flint	36.6	12.1
Cincinnati	34.1	10.8
Newark	32.5	8.7
Syracuse	31.8	12.8
Scranton	31.4	11.4
Rochester (NY)	31	10.8
Baltimore	30.7	14.1
Canton	28.9	8.3

ForumJournal

SUMMER 2009 | VOL. 23 NO. 04

Responding to the Economic Downturn



Forum

NATIONAL TRUST FOR
HISTORIC PRESERVATION

THE NATIONAL TRUST FOR HISTORIC PRESERVATION (www.PreservationNation.org) is a non-profit membership organization bringing people together to protect, enhance and enjoy the places that matter to them. By saving the places where great moments from history—and the important moments of everyday life—took place, the National Trust for Historic Preservation helps revitalize neighborhoods and communities, spark economic development and promote environmental sustainability. With headquarters in Washington, DC, nine regional and field offices, 29 historic sites, and partner organizations in all 50 states, the National Trust for Historic Preservation provides leadership, education, advocacy and resources to a national network of people, organizations and local communities committed to saving places, connecting us to our history and collectively shaping the future of America's stories.

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Contents

SUMMER 2009 | VOL. 23 NO. 04

Introduction RICHARD MOE	5
Preservation in the Midst of Economic Chaos: A 20/20 Vision into the Future DONOVAN D. RYPKEMA	7
New Economic Realities—and Strategies— for Local Preservation Organizations SUSAN WEST MONTGOMERY	14
The Foreclosure Crisis: Preservation Concerns and Responses ROYCE YEATER	19
What Can We Do for You? Broadening the Relevance and Reputation of Museums and Historic Sites ANITA NOWERY DUREL	27
Is the Teardown Trend Over? ADRIAN SCOTT FINE	35
Heritage Travel Trends and the Economic Downturn JOHN I. WILLIAMS, JR.	39
“Buy Local” Helps Main Street Merchants and Other Independents Survive Recession STACY MITCHELL	44

[A foreclosed house in Detroit, Mich.](#)

PHOTO COURTESY OF PRESERVATION WAYNE

The Foreclosure Crisis: Preservation Concerns and Responses

ROYCE YEATER

When the Obama administration announced its initial program to aid homeowners and communities impacted by the foreclosure crisis, it chose a setting in a Phoenix suburb surrounded by sprawling overdevelopment and littered with “Foreclosure” signs. This setting reinforces the common perception that the foreclosure crisis is a problem for all of us but its worst effects are being felt by growth centers in the Sun Belt states. Since it is true that the percentage of foreclosures is highest in states such as Nevada and Florida, where decades of population growth created speculative new development that proved unsustainable, why should preservationists care? In fact, should we not gloat a bit about the comeuppance experienced after unchecked sprawl?

NEIGHBORHOODS LOST

We must care about foreclosures because there is another side to the story. The real and lasting impact of the foreclosure crisis will be felt in industrial cities and towns of the Midwest and Northeast. In cities such

as Detroit and Cleveland and in towns like Saginaw, Mich., and Youngstown, Ohio, 50 years of population decline since their peak around 1960 created a “weak market.”¹ Now an even weaker economy and irresponsible lending practices have combined to endanger the very existence of older and historic neighborhoods. It could not have



Substantial homes in Detroit’s Indian Village neighborhood stand vacant and boarded up after foreclosure.

PHOTO COURTESY OF PRESERVATION WAYNE

happened at a worse time. Just when an urban renaissance was beginning, with the help of housing advocates and preservationists, the foreclosure crisis sent vulnerable neighborhoods spinning back into decline.

ONE EXAMPLE

Cleveland’s Slavic Village, for example, housed in the early 20th century an ethnic

labor force for the city's steel mills just below in the Cuyahoga River Valley. But the loss of the mills to foreign competition caused a decline in population followed by diminishing property values and growing social problems. Under the guidance of a strong local community development

corporation and with good support from the City, there was new hope for Slavic Village to become a neighborhood of choice for urban working-class families. But it was also one of the neighborhoods in Cleveland targeted by predatory lenders, who first tested their high-risk loans there in the late 1990s before rolling them out nationwide. As a result, the bubble burst first in Slavic Village and other vulnerable but recovering Cleveland neighborhoods. Today there are more than 16,000 listed foreclosures and even more abandoned buildings in Cuyahoga County, 5,000 foreclosures in progress in the city of Cleveland, and hundreds underway in Slavic Village. With growing unemployment and resounding waves of adjustable rate mortgages resetting each month, the crisis will go on for years.²

A FAMILIAR PATTERN OF DECLINE

The effects of decline that predated the foreclosure crisis have returned with a vengeance. Once foreclosure is initiated,



Cleveland's Slavic Village was an early target of predatory lenders. Its modest homes were once again becoming desirable, then the neighborhood was hit by a rash of foreclosures.

PHOTO COURTESY OF THE CLEVELAND RESTORATION SOCIETY

it leads to both voluntary and involuntary abandonment of homes. Bankers, who work largely through local mortgage servicers with no direct stake in the property or the community, first think they can resell the property with only a "haircut," the euphemism for taking a modest loss. Finding the market to be weak, they then decide to hold the property until salability improves.

When they realize there is no market recovery in sight, they abandon the property and often halt foreclosure proceedings midstream to save legal costs, immensely complicating ownership titles. Not being property managers, they have no interest in leasing the property to keep it occupied.

Once vacant, the property is soon identified by looters who claim every item of value: copper piping and wire, furnaces and fixtures, aluminum windows and doors, and even aluminum siding. Distinctive architectural features such as porch columns, fireplace mantels, and newels and rails are also stripped for their resale value. The pace of this phenomenon varies with the local economy—it takes hours in Detroit and a few weeks in Minneapolis—but its effects quickly reinforce the diminishing desirability of the neighborhood, and thus any prospect for market recovery. No one wants to live beside a foreclosed home, let alone invest in a neighborhood pocked with abandoned

and rotting shells. A 2005 study in Chicago showed that each foreclosed home in a low- to moderate-income neighborhood can lower the market value of others within the block by 1.44 to 1.80 percent.³

DEATH SPIRAL

The compound effect in neighborhoods with many foreclosures is cancerous and even more deadly. Abandoned homes soon attract squatters who occupy the properties for illicit activities, often warming themselves by open fires which are frequently destructive. More commonly, neighbors demand that the city demolish the property to drive out the criminal element and erase the negative image. But of course, the vacant landscape is soon its own negative image, and the former neighborhood turns into an urban wasteland. In the end, a once-vital neighborhood—often one that was beginning to see an improving future only last year—is lost.

OVERWHELMED

In such conditions, conventional neighborhood stabilization strategies do not work. Only recently, community development organizations could acquire vacant properties as they became available, and within a year or so rehabilitate them for resale to recoup most, if not all, of their investment (making up the losses with fundraising and a host of government program dollars). But the sheer volume and pace of the foreclosure crisis has overwhelmed their capacity. Now they must struggle to clear

titles with uncertain ownerships to acquire abandoned property for rehabilitation. At the same time the market for rehabilitated property plummets to zero and credit markets make it impossible to finance resale even if they could find a buyer. Once-viable properties deteriorate until they end up claimed by the county for unpaid property taxes.

LANDBANKS

Unable to sell an abandoned property to anyone for any price, cities and counties are resorting to a concept of “landbanking,” creating an authority to acquire and hold the property until it is marketable.⁴ The hope is that once the crisis passes and some market viability returns, they will



If a home stands vacant for long, looters move in to claim aluminum siding and anything else of value, making rehabilitation that much more impractical.

PHOTO COURTESY OF THE CLEVELAND RESTORATION SOCIETY

be able to rehabilitate homes for resale, and assemble vacant parcels into larger packages for redevelopment. Expect more redevelopment than rehabilitation. Once abandoned and left to the elements for only a season or two, such property becomes

significantly more expensive to rehabilitate. Stripped of their operating systems and suffering from structural problems stemming from exposure and arson, they are quickly tagged irredeemable even if they exhibit bits of architectural charm.

MUNICIPALITIES STRUGGLING

It is not fair to blame local governments who then make the case for demolition as the only option. Municipalities are also struggling to tend to newly abandoned neighborhoods. Estimates have pegged the municipal cost of abandonment at about \$8,000 to \$10,000 per home, including boarding and security (usually unsuccessful

and decline all cities experience is difficult. An increasing number of brave community leaders are beginning to plan to downscale their city's urban footprint and to consolidate and prioritize city services into a manageable envelope sized to their current and likely long-term population.⁶

PLANNING SMALLER

Aided by schools of planning that are beginning to take up the concept, many cities are developing strategies for shrinkage. Since sudden wholesale abandonment of neighborhoods is politically difficult, even if they are largely vacant, strategists intend to slowly downsize through attrition, by declaring their

intention to shrink—much as they planned once to grow—and letting the market take it from there. The leader in this strategy is Youngstown, Ohio.

THE AMERICAN PSYCHE is so geared toward growth, Growth, GROWTH, that to be acknowledging the natural cycle of growth and decline all cities experience is difficult.

in the long term), police and fire calls to the property, and eventually demolition.⁵ And all those new costs are accruing to a local budget damaged by a deep recession and a declining tax base.

RIGHTSIZING

Increasingly, cities affected by weak markets and now accelerated decline driven by foreclosures are turning to a concept that came out of Northeast Ohio known by various names but best captured by the term “rightsizing.” The concept accepts that once-mighty industrial cities will never recover their vitality to the degree necessary to support the infrastructure built to accommodate their industrial heyday, and so they must plan to shrink. It is a hard pill to swallow. The American psyche is so geared toward growth, Growth, GROWTH, that to be acknowledging the natural cycle of growth

There a young realist mayor brought the community together in a series of soul-searching sessions last year to envision the city's future, resulting in a mandate to plan for downsizing the city. Plans are moving slowly, but the foreclosure crisis—which aggravated a pattern of property abandonment already well underway⁷—may accelerate the pace. Youngstown is not alone. Kent State University recently published a study showing how the city of Cleveland could “green” itself by turning abandoned neighborhoods into parks, urban agriculture, and reforestation. Similar experiments are underway in Detroit and have been proposed for Buffalo and other cities.⁸

NEIGHBORHOOD STABILIZATION PROGRAM

In July 2008, even before the foreclosure crisis hit, Congress passed the Housing

and Economic Recovery Act of 2008 in response to calls from weak-market cities for help dealing with vacant and abandoned buildings. It appropriated \$3.9 billion to help struggling cities facing foreclosure issues and established the Neighborhood Stabilization Program (NSP). More recently, the stimulus package, known as the American Recovery and Reinvestment Act of 2009, appropriated another \$2 billion for NSP.

A DROP IN THE BUCKET

In reality these funds are only a fraction of what will be necessary to have a real impact. Cleveland officials estimate the funding will allow them to acquire and demolish about 150 houses, or about 1 percent of the vacant and abandoned homes in Cuyahoga County.⁹ Since these activities will be subject to Section 106 review, the cities have a responsibility to evaluate the historic merit of each property targeted for demolition. But since most of the surveys on which such reviews will be conducted are from the 1970s-80s, and many were superficial, there will be little time or money to reconsider the potential of the historic significance of early 20th-century working-class industrial housing, already a dwindling housing type. Of even greater concern is the pattern of demolitions this money will unleash. Once the demo

machine is well lubricated and with few prospects for market viability in sight, clearance of whole neighborhoods may in the next decade become a new form of “urban renewal.”

BRACE YOURSELF

So what are the potential consequences of this bad-news story in many industrial cities?

■ First, expect it to spread to inner-ring suburbs. Shaker Heights, the delightful and long-admired early-20th-century planned community just east of Cleveland, now



Shrinking populations in cities such as Cleveland have led to a weak market situation of declining property values, foreclosed and abandoned properties, and destabilized neighborhoods.

PHOTO COURTESY OF THE CLEVELAND RESTORATION SOCIETY.

has about 1,500 vacant homes. Expect the foreclosures to waft out from the core in many cities.

■ Second, it is already generating loud calls for strong government action at the state and federal levels. Expect federal, and when feasible state, funding to pour into weak-market cities in coming years. Help is surely needed, but we should anticipate a reactionary approach that fails to grasp the

subtle nature of community revitalization. Government tends to see urban fixes in wholesale terms of renewal, and the legal language in use is still based on that vague term “blight.” Advocacy with elected officials will be needed to combat or improve these new funding streams.

■ Third, expect the loss of select urban neighborhoods. When significant numbers of foreclosed and abandoned properties are concentrated in pockets of poverty, we must be realistic and recognize that it will be difficult—very difficult indeed—to salvage those neighborhoods. And when it happens in extremely weak market cities with toppling economies, it could involve not just

the viability of many remaining urban commercial areas and institutional complexes. Be prepared to see urban commercial nodes disappear, and churches and schools closed, abandoned, and demolished.

■ Fifth, expect more and more weak-market cities to opt for rightsizing as their only option. Precisely how that concept is implemented will be a major challenge for preservationists in the next decade or two.

A PRESERVATION RESPONSE

What can we do to mitigate this trend and minimize the negative impacts? We must be realistic but we need not sit on our hands. Again, when foreclosure and even aban-

donment happens to an isolated property here and there, the prospect for resale and rehabilitation is good, although it will likely take more effort and more money than it would have just few short months ago. When lots of foreclosures overwhelm a weak-market neighborhood, there is little choice but just to document what we can before it is gone—a traditional, but unsatisfying, mitigation. We need to focus on neigh-

borhoods on the bubble between those two extremes. Mapping and careful tracking of market trends will quickly identify those neighborhoods where a concerted effort to tip the plane back toward level is worthwhile.¹⁰



To minimize the negative impact of a vacant house, neighborhood groups often maintain the property. Neighbors have painted curtains on the plywood covering the windows in this house in Cleveland's Slavic Village. But newer plywood over the windows next door undermine that effort.

PHOTO COURTESY OF THE CLEVELAND RESTORATION SOCIETY

a neighborhood but whole swaths of the city. The best we may expect is to save small pockets or landmark properties that might help anchor future redevelopment (or even agriculture) with some trace of history.

■ Fourth, anticipate the complete collapse of

SUPPORT NEIGHBORHOOD RESILIENCY

While there is a tendency to want to directly confront the problem of foreclosures, recognize that it is a huge and complex issue, now frustrating some brilliant and well-seasoned experts. Consider leaving that to others. When a neighborhood is in the balance, it is often its self image

and its public image that is the fulcrum of its future. Michael Schubert, a long-

time veteran of community revitalization efforts, authored a recent article citing four interwoven principles of neighborhood resiliency that focus not on fighting the foreclosure demon, but on reassuring and empowering the remaining homeowners:¹¹

1. Establish a sense of control. In some neighborhoods, neighbors clean the porches and mow the grass of vacant property to send signals that they care about the neighborhood to their peers, the public, elected officials, and potential developers and buyers. Others band together to share news, stem rumors, and solve other problems. Good news has value. Preservationists should assist such activities and communications in threatened neighborhoods.

2. Market to build demand. Marketing is more than advertising and sales. It depends on a brand identity, one that can be based on the unique architectural character of the area, or its linkage to historic personages and events. Every neighborhood has a history—a story of its origins, evolution, institutions, and its heyday. Document and trumpet that history to build self-esteem among remaining owners and create a positive identity to attract potential buyers, concurrently raising

awareness of the value of that neighborhood in the broader community.

3. Promote a positive neighborhood image. Beyond the visible elements of a neighborhood's brand are the people who make up the spirit of a place. We all want to be a part of something positive and are attracted to those committed to a cause. Preservationists can develop and dis-

WHEN A NEIGHBORHOOD is in the balance, it is often its self image and its public image that is the fulcrum of its future.

tribute profiles of people who live in the neighborhood, stressing their tenure and reinforcing both the desirability and stability of being there through these people's personal commitment.

4. Strengthen social connections within the neighborhood. Fun can be an antidote to frustration. Preservationists can help organize block parties and social events, host regular lectures focused on the history of the neighborhood, and promote other creative activities that will bring people together.

SOME OTHER POSITIVE ACTIONS

Having demonstrated we care through positive intervention in select neighborhoods hanging in the balance, there are other things we can also do:

- Recognize that we cannot do it alone. Seek out partners in the housing and community development world who share many of our values today, and support their efforts at foreclosure prevention.
- Join their efforts to work in the marginal communities by saving landmarks and community anchors, as well as pockets of more interesting and significant housing.
- Survey threatened neighborhoods to iden-

tify properties worthy of preservation. Windshield survey still has value; the paperwork can catch up later. The preservation voice needs to be timely when significant properties could be lost.

■ Become an active player and rehabilitate a key property in a neighborhood where that one action just might demonstrate the potential of other properties. It's risky work, so be selective, careful, and collaborative.

■ Get at the planning table to espouse preservation values at whatever level seems viable in each specific context. Help city government see the value in older housing.

■ Help fight off the second wave of "flippers" now moving in to pick up foreclosed properties for token sums and who could become the new slumlords and speculators. The last thing needed is a second wave of this problem.

■ Join the chorus of urban advocates arguing for lending reform, expedited foreclosure, fiscal and civic accountability, and abandonment ordinances and fees.

■ When "rightsizing" is discussed, join the conversation with offers to assist in identifying the most significant and worthwhile neighborhoods for preservation.

LONG-TERM COMMITMENT

While it may seem late to enter the fray now in what looks like a fast-moving wave of complex and negative events, the long-term impact of the foreclosure crisis is yet to be determined. We can make a difference if we join with others and use our particular tools and skills, focusing on the most historic and valued neighborhoods in the balance. Statistics suggest that the wave of foreclosures is only about half spent, though its full magnitude is dependent on the secondary con-

sequences of job loss in the greater recession we are now experiencing. And while it would be nice to think this firestorm will blow over us if we just hunker down, its intensity could suck all the energy out of urban revitalization gains in recent years. Thus, we must engage in the issue for the long term with our usual tenacity and passion. **FJ**

ROYCE YEATER is the director of the National Trust for Historic Preservation's Midwest Office.

- 1 *Restoring Prosperity: The State Role in Revitalizing America's Older Industrial Cities*, The Brookings Institution Metropolitan Policy Program, 2007.
- 2 "All Boarded Up," *New York Times Magazine*, March 8, 2009.
- 3 Immergluck, Dan, and Geoff Smith. *There Goes the Neighborhood: The Effect of Single-Family Mortgage Foreclosures on Property Values*, Woodstock Institute, June 2005.
- 4 Frank S. Alexander, *Land Banking as Metropolitan Policy*, Brookings Institution Metropolitan Policy Program, 2008.
- 5 Conversations with elected officials in the City of Cleveland, January 2009. See also *Vacant Properties: the True Cost to Communities*, National Vacant Properties Campaign, 2005.
- 6 Timothy Aepfel, "As Its Population Declines Youngstown Thinks Small," *Wall Street Journal*, May 3, 2007.
- 7 The city of Youngstown has lost 60 percent of its population over the last 50 years, declining from near 170,000 to about 70,000 today.
- 8 See www.gcbl.org/blog/marc-lefkowitz/a-bold-vision-for-greening-cleveland re: Cleveland, and www.modeldmedia.com/developmentnews/greening36.aspx regarding Detroit. See also Joseph Schilling, *Buffalo as the Nation's First Living Laboratory for Reclaiming Vacant Properties*, Virginia Tech University Metropolitan Institute, 2008.
- 9 Conversation with James Rokakis, Cuyahoga County treasurer January 2009.
- 10 Properties in various state of foreclosure can be tracked by community at www.realtytrac.com, a private company. See also www.HUD.gov/NSP for a rating system of foreclosure and vacancy tracking established by the federal government.
- 11 Michael F. Schubert, "Foreclosure and Neighborhood Resiliency, Community Development Strategies," unpublished paper referenced with permission.

Appendix C: Cities with creative practices for vacant and abandoned properties

(Excerpted from "Vacant and Abandoned Properties: Survey and Best Practices," U.S. Conference of Mayors, June 2009)

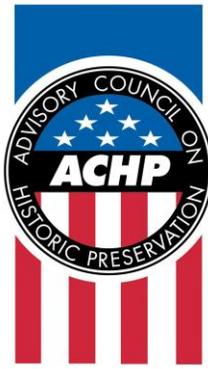
City	State	Program Implemented	Actions/Results
Tucson	Arizona	Vacant and Neglected Structures Program (VANS)	The VANS program was implemented in 2005 to identify vacant and neglected structures, and provide an incentive for rehabilitation or demolition.
Miami	Florida	Vacant and Abandoned Property Ordinances	The City of Miami enacted two ordinances to combat problems associated with vacant and abandoned properties; the first deals with securing structures and the second applies to the maintenance of vacant lots. By implementing these two ordinances, the City has been able to collect more accurate data regarding where the problem properties are located, identify responsible parties, provide public safety tools, and place liens on properties.
Chicago	Illinois	Homeownership Preservation Initiative; Troubled Buildings Initiative	The City of Chicago has created a comprehensive strategy to address troubled and vacant buildings. Through the Homeownership Preservation Initiative, the City provides a variety of foreclosure prevention initiatives. The City created the Troubled Buildings Initiative to return vacant properties to productive use. The program works to maintain homes while under court-ordered receivership and assists private developers with financing to rehabilitate the properties for sale as affordable homes.
Evansville	Indiana	Front Door Pride – Neighborhood Pride Initiative	The Front Door Pride – Neighborhood Pride program provides funds to rehabilitate and rebuild a historic inner-city neighborhood using a two-pronged approach that targets the existing low- and middle-income populations while attracting market rate reinvestment back into the neighborhood. The grants for this initiative include funds from CDBG, HOME, NSP, and ESG programs.

Boston	Massachusetts	Foreclosure Intervention Team	<p>The Foreclosure Intervention Team (FIT) is an interagency initiative created to systematically address all foreclosure-related issues as they arise by identifying neighborhoods with a high number of troubled properties. FIT uses increased police presence, homeowner education workshops and residential social services as well as some acquisition and rehabilitation. The program is funded largely through general revenue funds from the City as well as the Community Development Block Grant funds.</p>
Albuquerque	New Mexico	Safe City Strike Force	<p>The Safe City Strike Force is made up for five city departments that enforce the City's housing codes and criminal nuisance abatement ordinance. The Strike Force has helped create a Vacant Building Ordinance to require owners to secure a license before vacating the building. Additionally, through a City resolution, properties that have been boarded for one or more years are considered a nuisance and should be demolished by condemnation. This resolution has proven to be very effective at showing property owners that the City is serious about blight.</p>
Columbus	Ohio	Home Again Initiative	<p>The Home Again Initiative is a comprehensive approach involving enforcement, prevention, and acquisition and rehabilitation. The last resort is demolition. Code enforcement includes an expedited process for declaring a property a nuisance, as well as increased legal authority for police to arrest anyone found on nuisance property; the goal is to cut crime, arson and vandalism in neighborhoods. The City plans to identify neighborhood redevelopment priorities, and partner with the Affordable Housing Trust to contract the rehabilitation and market the improved homes.</p>

Columbus	Ohio	Land Bank Program	In 1994, the City established a Land Bank, which acquires abandoned properties which are made available to housing developers for return to productive use. The program uses Neighborhood Stabilization Funds, and plans to increase the inventory of structures and lots that will provide sustainable redevelopment opportunities over the next several years.
Pittsburgh	Pennsylvania	Green Up Pittsburgh Initiative	The Mayor of Pittsburgh convened a multi-disciplinary team to convert City-owned blighted vacant lots into stable, community green spaces. The pilot project utilized funds from the Community Development Block Grant. The program was expanded to include a contract with a technical assistance provider and an in-house Green Team to perform maintenance, provide resources and do preparatory work for the Green Up sites.
Houston	Texas	Houston Hope	Houston Hope is an effort to revitalize select inner-city historic neighborhoods through acquisition of high concentrations of abandoned tax-delinquent homes for affordable housing. The City acquires the properties through a partnership with a redevelopment authority, and uses land banking and neighborhood enhancements to try to draw people into communities that retain the historical fabric of these neighborhoods. Funding for the program comes from both the City's Capital Improvement Plan and Community Development Block Grant and HOME Investment Partnership Funds.

Appendix D: Metropolitan Statistical Areas (MSAs) with the most abandoned foreclosures, January 2008 – March 2010
(Excerpted from GAO-11-93, "Mortgage Foreclosures," November 2010)

<u>MSA</u>	<u>Charged off after foreclosure initiation (abandoned foreclosures)</u>	<u>Charged off without foreclosure initiation</u>	<u>Total housing stock</u>
Detroit-Warren-Livonia, MI	1,500	1,957	1,561,961
Chicago-Naperville-Joliet, IL-IN-WI	499	361	2,797,890
Cleveland-Elyria-Mentor, OH	497	382	769,283
Indianapolis-Carmel, IN	396	303	606,834
Memphis, TN-AR-MS	232	287	438,545
Atlanta-Sandy Springs-Marietta, GA	206	137	1,659,052
Akron, OH	184	156	257,560
Columbus, OH	182	118	627,580
Miami-Fort Lauderdale-Pompano Beach, FL	180	64	1,427,458
St. Louis, MO-IL	175	317	1,022,950
Tampa-St. Petersburg-Clearwater, FL	164	64	896,181
Kansas City, MO-KS	155	197	726,356
Dayton, OH	139	106	323,097
Fort Wayne, IN	135	125	146,102
Jacksonville, FL	134	84	431,125
Youngstown-Warren-Boardman, OH-PA	133	79	225,395
Cape Coral-Fort Myers, FL	126	67	244,349
Cincinnati-Middletown, OK-KY-IN	121	96	722,182
Toledo, OH	117	72	241,293
Pittsburgh, PA	117	122	925,347



Preserving America's Heritage

EXECUTIVE ORDER 13563 “IMPROVING REGULATION AND REGULATORY REVIEW” Office of Federal Agency Programs

Background. President Obama issued Executive Order 13563, “Improving Regulation and Regulatory Review,” (EO) on January 18, 2011 (Attachment 1). The EO states that our “regulatory system must protect public health, welfare, safety, and our environment while promoting economic growth, innovation, competitiveness, and job creation” and it must “use the best, most innovative, and least burdensome tools to achieve regulatory ends.” The EO directed agencies to develop and submit a preliminary plan within 120 days that will explain how they will review existing significant regulations and identify regulations that can be made more effective or less burdensome in achieving regulatory objectives. The ACHP is subject to the EO and has determined that the regulations implementing Section 106 of the NHPA titled “Protection of Historic Properties” (36 CFR Part 800) is a significant rule that warrants review pursuant to the EO.

The ACHP must prepare a preliminary plan to review its existing significant regulations in response to the EO. The purpose of this regulatory review is to ensure that the Section 106 regulations are effective and not burdensome. In conducting this review, the ACHP must seek ideas and information from stakeholders and the public in preparing the plan and identifying opportunities to improve these regulations by modifying, streamlining, or expanding them if deemed appropriate.

The EO also provides an opportunity for the ACHP to offer recommendations or comments to other agencies that may be considering changes to their own regulations or the development of new regulations pursuant to the EO. A number of departments and agencies have already posted preliminary plans for reviewing their significant regulations.

Reviewing the ACHP’s Regulations. A request for public comments and information should be the ACHP’s first step in complying with the President’s directive to develop a plan that will ensure the agency’s regulations are effective and not burdensome. This request would seek suggestions from stakeholders and the public on how the ACHP can ensure that its regulations implementing Section 106 can be reviewed periodically to ensure that they achieve their goal of protecting historic properties in a manner that reflects the public interest.

The current regulations affect society broadly as they include opportunities for all Americans to participate in Section 106 review. Input from a wide variety of constituents is also critically important since much of the regulatory process is implemented by federal agencies, State Historic Preservation Officers, and Indian tribes without direct involvement from the ACHP. Likewise preservation organizations, applicants, and industry are likely to have knowledge about the full effects of the regulations on people and the economy and offer ideas on how to streamline or improve them. This request for information will inform the ACHP’s decision on whether adjustments to the regulations are necessary or appropriate, and whether additional guidance, education, or outreach would better assist Section 106 users and the public to address certain issues.

ADVISORY COUNCIL ON HISTORIC PRESERVATION

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Questions for the Public

The FAP Committee will review the questions below to determine whether they elicit useful information to assist the ACHP in developing a plan to review its regulations. These questions are not intended to be exhaustive, and respondents would be encouraged to raise other issues or make suggestions unrelated to these questions. Respondents will also be encouraged to share examples and a detailed explanation of how the suggestion will support the goal of protecting historic properties through the Section 106 process.

- How should the ACHP periodically review its regulations to ensure that they are serving their stated purpose efficiently and effectively? Please provide specific recommendations on appropriate outreach and timing.
- How can the ACHP reduce burdens and maintain flexibility for participants in the Section 106 regulatory process in a way that will promote the protection of historic properties?
- How can the regulations be better harmonized with other federal environmental review procedures, such as the National Environmental Policy Act?
- How can the ACHP ensure that the Section 106 regulations are consistent with and coordinated effectively with other regulations promulgated by the National Park Service pursuant to the National Historic Preservation Act?
- How can ACHP ensure that its regulations are guided by objective scientific evidence?
- Do the regulations include sufficient requirements to report on performance to stakeholders? How might additional performance metrics that demonstrate agency compliance and document outcomes be developed?
- Are there better ways to encourage public participation and an open exchange of views as part of Section 106 review? Please cite specific areas where improvements could be made and indicate what tools or mechanisms might be made available to achieve this goal.
- How else might the ACHP modify, clarify, or improve the regulations to reduce burdens and increase efficiency?

The committee will also be asked to comment on appropriate outreach and distribution for this questionnaire. For example, the questionnaire could be made available on the ACHP Web site and electronically broadcast to a wide range of stakeholders, including federal agencies, SHPOs, Indian tribes, Native Hawaiian organizations, preservation organizations and partners, industry representatives, and organizations representing local, state, and tribal government. Staff recommends that the ACHP consider making these questions available for public comment for 60 days. Following this review period, comments would be tabulated and shared with the membership along with staff recommendations for appropriate action.

ACHP Comments to Other Agencies. A host of other agencies have already developed plans for reviewing their own regulations. The ACHP and all other stakeholders with an interest in the application of other federal regulations have the opportunity to make recommendations on how agencies might improve, expand, or streamline their regulations to comport with the requirements of the EO. The ACHP should identify other federal regulations that have significant provisions regarding the identification, protection, or use of historic properties and determine whether recommendations for improvements may be warranted. The committee is encouraged to consider the following questions to develop a plan for identifying these agencies and regulations.

- What key federal regulations might warrant comment from the ACHP? How should the ACHP go about identifying other existing federal regulations that contain provisions regarding the treatment of historic properties?
- How might the ACHP use EO 13563 as an opportunity to advance the inclusion of the public in the consideration of future regulatory reviews pertaining to the protection of historic properties?
- How might the ACHP promote further coordination and harmonization with other federal environmental regulations, such as the National Environmental Policy Act?
- How might the ACHP work with the National Park Service to ensure that all regulations promulgated under the National Historic Preservation Act work in harmony, minimize burdens and inconsistencies, and create efficiencies?

Next Steps. The ACHP will submit to the Office of Information and Regulatory Affairs (OIRA) a draft preliminary plan by April 28, 2011. This draft preliminary plan is currently under development and will be shared with the FAP Committee at or prior to its May 4 meeting. After receiving input from OIRA and ACHP membership on the draft plan, a final preliminary plan will be submitted to OIRA by May 18, 2011.

Based on FAP Committee input, staff will also develop a plan for reaching out to other federal agencies that may be reviewing their regulations to encourage the incorporation of provisions that comport them with the goals of the ACHP's regulations.

Relationship to Strategic Plan. Complying with EO 13563 addresses the ACHP's Strategic Plan at III.C. "Improve the effectiveness of Section 106 consultation and its coordination with other Sections of the National Historic Preservation Act, related federal environmental and preservation processes, and Administration initiatives."

Action Needed. The members should provide comment to staff on the preliminary plan for reviewing the Section 106 regulations and also recommend priorities for commenting on other agency regulations.

Attachment. Executive Order 13563, "Improving Regulation and Regulatory Review."

April 22, 2011

Presidential Documents

Title 3—

Executive Order 13563 of January 18, 2011

The President

Improving Regulation and Regulatory Review

By the authority vested in me as President by the Constitution and the laws of the United States of America, and in order to improve regulation and regulatory review, it is hereby ordered as follows:

Section 1. *General Principles of Regulation.* (a) Our regulatory system must protect public health, welfare, safety, and our environment while promoting economic growth, innovation, competitiveness, and job creation. It must be based on the best available science. It must allow for public participation and an open exchange of ideas. It must promote predictability and reduce uncertainty. It must identify and use the best, most innovative, and least burdensome tools for achieving regulatory ends. It must take into account benefits and costs, both quantitative and qualitative. It must ensure that regulations are accessible, consistent, written in plain language, and easy to understand. It must measure, and seek to improve, the actual results of regulatory requirements.

(b) This order is supplemental to and reaffirms the principles, structures, and definitions governing contemporary regulatory review that were established in Executive Order 12866 of September 30, 1993. As stated in that Executive Order and to the extent permitted by law, each agency must, among other things: (1) propose or adopt a regulation only upon a reasoned determination that its benefits justify its costs (recognizing that some benefits and costs are difficult to quantify); (2) tailor its regulations to impose the least burden on society, consistent with obtaining regulatory objectives, taking into account, among other things, and to the extent practicable, the costs of cumulative regulations; (3) select, in choosing among alternative regulatory approaches, those approaches that maximize net benefits (including potential economic, environmental, public health and safety, and other advantages; distributive impacts; and equity); (4) to the extent feasible, specify performance objectives, rather than specifying the behavior or manner of compliance that regulated entities must adopt; and (5) identify and assess available alternatives to direct regulation, including providing economic incentives to encourage the desired behavior, such as user fees or marketable permits, or providing information upon which choices can be made by the public.

(c) In applying these principles, each agency is directed to use the best available techniques to quantify anticipated present and future benefits and costs as accurately as possible. Where appropriate and permitted by law, each agency may consider (and discuss qualitatively) values that are difficult or impossible to quantify, including equity, human dignity, fairness, and distributive impacts.

Sec. 2. *Public Participation.* (a) Regulations shall be adopted through a process that involves public participation. To that end, regulations shall be based, to the extent feasible and consistent with law, on the open exchange of information and perspectives among State, local, and tribal officials, experts in relevant disciplines, affected stakeholders in the private sector, and the public as a whole.

(b) To promote that open exchange, each agency, consistent with Executive Order 12866 and other applicable legal requirements, shall endeavor to provide the public with an opportunity to participate in the regulatory process. To the extent feasible and permitted by law, each agency shall afford the public a meaningful opportunity to comment through the Internet on any proposed regulation, with a comment period that should generally

be at least 60 days. To the extent feasible and permitted by law, each agency shall also provide, for both proposed and final rules, timely online access to the rulemaking docket on regulations.gov, including relevant scientific and technical findings, in an open format that can be easily searched and downloaded. For proposed rules, such access shall include, to the extent feasible and permitted by law, an opportunity for public comment on all pertinent parts of the rulemaking docket, including relevant scientific and technical findings.

(c) Before issuing a notice of proposed rulemaking, each agency, where feasible and appropriate, shall seek the views of those who are likely to be affected, including those who are likely to benefit from and those who are potentially subject to such rulemaking.

Sec. 3. *Integration and Innovation.* Some sectors and industries face a significant number of regulatory requirements, some of which may be redundant, inconsistent, or overlapping. Greater coordination across agencies could reduce these requirements, thus reducing costs and simplifying and harmonizing rules. In developing regulatory actions and identifying appropriate approaches, each agency shall attempt to promote such coordination, simplification, and harmonization. Each agency shall also seek to identify, as appropriate, means to achieve regulatory goals that are designed to promote innovation.

Sec. 4. *Flexible Approaches.* Where relevant, feasible, and consistent with regulatory objectives, and to the extent permitted by law, each agency shall identify and consider regulatory approaches that reduce burdens and maintain flexibility and freedom of choice for the public. These approaches include warnings, appropriate default rules, and disclosure requirements as well as provision of information to the public in a form that is clear and intelligible.

Sec. 5. *Science.* Consistent with the President's Memorandum for the Heads of Executive Departments and Agencies, "Scientific Integrity" (March 9, 2009), and its implementing guidance, each agency shall ensure the objectivity of any scientific and technological information and processes used to support the agency's regulatory actions.

Sec. 6. *Retrospective Analyses of Existing Rules.* (a) To facilitate the periodic review of existing significant regulations, agencies shall consider how best to promote retrospective analysis of rules that may be outmoded, ineffective, insufficient, or excessively burdensome, and to modify, streamline, expand, or repeal them in accordance with what has been learned. Such retrospective analyses, including supporting data, should be released online whenever possible.

(b) Within 120 days of the date of this order, each agency shall develop and submit to the Office of Information and Regulatory Affairs a preliminary plan, consistent with law and its resources and regulatory priorities, under which the agency will periodically review its existing significant regulations to determine whether any such regulations should be modified, streamlined, expanded, or repealed so as to make the agency's regulatory program more effective or less burdensome in achieving the regulatory objectives.

Sec. 7. *General Provisions.* (a) For purposes of this order, "agency" shall have the meaning set forth in section 3(b) of Executive Order 12866.

(b) Nothing in this order shall be construed to impair or otherwise affect:

- (i) authority granted by law to a department or agency, or the head thereof; or

- (ii) functions of the Director of the Office of Management and Budget relating to budgetary, administrative, or legislative proposals.

(c) This order shall be implemented consistent with applicable law and subject to the availability of appropriations.

(d) This order is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or in equity by any party against the United States, its departments, agencies, or entities, its officers, employees, or agents, or any other person.

A handwritten signature in black ink, appearing to be Barack Obama's signature, consisting of a large 'B' followed by a circle and a vertical line through it, and a horizontal line extending to the right.

THE WHITE HOUSE,
January 18, 2011.

[FR Doc. 2011-1385
Filed 1-20-11; 8:45 am]
Billing code 3195-W1-P



Preserving America's Heritage

ARCHAEOLOGY SUBCOMMITTEE UPDATE Office of Federal Agency Programs

Update. Dr. Julia King's formal tenure as an expert member of the ACHP concludes this summer. In anticipation of this, a meeting of the current Archaeology Subcommittee and former ACHP Archaeology Task Force members will take place on April 27 to help identify issues and critical challenges for consideration by her successor as Chair of the Archaeology Subcommittee. The aim is to provide a history and background of the workings of both the Archaeology Task Force and the current Archaeology Subcommittee to support a continued dialogue about archaeology issues of interest to the ACHP.

Under Dr. King's leadership, the ACHP's Archaeology Task Force and Subcommittee have made valuable contributions to the federal archaeological program, and we expect this record of success to continue:

- Unanimous ACHP adoption of a new "*Policy Statement Regarding Burial Sites, Human Remains, and Funerary Objects.*"
- Unanimous ACHP adoption of a new "*ACHP Policy Statement: Archaeology, Heritage Tourism, and Education.*"
- The online debut of the ACHP's new interactive "*Section 106 Archaeology Guidance,*" which continues to grow through the addition of new question and answers.

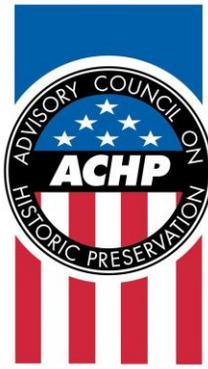
At the meeting, Subcommittee and Task Force members will be asked to provide their "wish list" of archaeological issues they believe warrant the attention of the ACHP to ensure that archaeological investigations undertaken pursuant to Section 106 continue to be as efficient, effective, and responsible as possible. A summary of these issues will be shared with the FAP Committee membership for their review and discussion.

Next Steps. The Subcommittee will compile these issues for the FAP Committee members, and Dr. King will lead a short discussion of them at the committee and business meetings.

Relationship to the ACHP's Strategic Plan. The work of the Archaeology Subcommittee fulfills the ACHP's current strategic plan at Sections II.D. [**Six-Year Strategic Goal:** Facilitate collaboration and partnerships between federal agencies and other parties that help agencies meet their preservation program needs, advance national historic preservation goals and improve coordination with other actions and requirements] and III.D. [**Six-Year Strategic Goal:** Raise the level of accountability for federal agency compliance with the Section 106 process, from the nature and scope of consultation to the actions taken to implement agreed-upon outcomes].

Action Needed. No formal action is needed. Members should offer any suggestions they may have for future directions in this area.

April 22, 2011



Preserving America's Heritage

SOUTHWEST RENEWABLE ENERGY AND HISTORIC PRESERVATION WORK GROUP Office of Federal Agency Programs

Background. The federal government's commitment to expanding the development and transmission of energy resources poses a variety of potential impacts to historic properties on and off federal lands. These impacts include direct, visual, and cumulative effects on historic properties and cultural landscapes as a result of large-scale development. Effects associated with energy development and transmission include the introduction of visual intrusions by solar facilities, wind towers, and transmission towers that may impact landscape properties such as historic trails and sites of religious and cultural significance to Indian tribes. Direct effects of energy development may impact archaeological sites, historic sites and structures, and traditional cultural properties. As the number of energy-related projects expands in many areas, addressing cumulative effects is becoming a core issue.

In December 2009, the ACHP membership committed to convening a working group to promote collaboration and coordination among federal agencies and stakeholders to ensure historic preservation values are considered efficiently in project planning and implementation. Since then, the Administration has launched a series of initiatives to facilitate the approval of energy projects. The ACHP is participating in several of them to address special issues that impacts on cultural resources present. As a result, the ACHP's original concept of a working group with a broad scope has evolved. In response to the joint ACHP-NATHPO Tribal Summit held in California in January 2011 and specific requests of the Department of the Interior, the ACHP and DOI are now launching a regional work group that will focus on the cultural resource challenges of renewable energy projects and transmission in the Southwest.

Work Group Goals. The Work Group will address the issues of cultural resource protection that are emerging in the 2011 large-scale renewable energy development and transmission projects proposed on BLM lands in California, Nevada, and Arizona. While these projects are being managed through the regular Section 106 process, the Work Group will review progress, address common issues that emerge from the individual reviews, identify topics where additional education and awareness would benefit stakeholders, and compile "lessons learned" to guide future energy development projects in the region and elsewhere. These may include approaches to resource identification, avoidance and mitigation, and consultation with stakeholders.

Work Group Membership. Representatives of DOI, BLM (field and headquarters) and the ACHP will coordinate the Work Group. Other invited participants will be representatives of stakeholders, including State Historic Preservation Officers, Tribal Historic Preservation Officers, Indian tribes, the preservation community, and industry. Other federal agencies with a direct interest in these issues will also be invited, such as the National Park Service and the Council on Environmental Quality. The Work Group's goals and agenda will be shaped by its members, but will seek to improve communication among agencies, industry, preservation interests, and the public to promote positive preservation outcomes while expediting critical energy projects.

ADVISORY COUNCIL ON HISTORIC PRESERVATION

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Some issues that may be considered are the following:

- Defining visual effects on historic properties, including traditional cultural landscapes in the context of energy development projects.
- Effective coordination of the Section 106 and NEPA compliance requirements and identifying opportunities to streamline these processes with an emphasis on early coordination and consultation.
- Identifying ways to ensure protection of an applicant's proprietary information, thereby encouraging them to engage in the Section 106 consultation process early.
- Collecting best practices from energy development projects where the project needs and consideration of historic properties were balanced and the agencies and consulting parties engaged in open communication and collaboration.
- Addressing the challenges presented when multiple agencies and/or landowners are engaged in a project and the dichotomy between public and private property owners and project proponents.

Process. To launch the group, an initial invitation will be sent to the proposed members, requesting participation, asking for designation of a policy lead and a working level representative, and stating the goals and general approach. This should be a joint DOI-ACHP letter, signed by leadership. The next step will be an initial organizational meeting that sets out general process. Initially bi-monthly meetings should be scheduled and the schedule revisited as tasks are assigned and pursued.

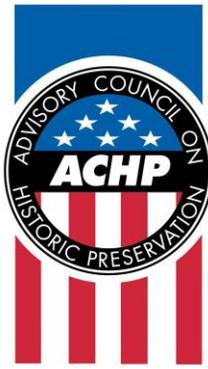
Staffing. The ACHP will assign a senior staff person to support and participate in Work Group activities. DOI should assign a counterpart.

Relationship to ACHP's Strategic Plan. Development of this Work Group responds to Section II [Long-range Goal: Improve federal agency programs to enhance the stewardship of the full range of historic properties and contribute to tribal, state, local, and private historic preservation efforts] and specifically, in Six-Year Strategic Goals II.D and F.

Action Needed. Members are encouraged to offer their suggestions on making the Work Group effective.

April 22, 2011

Insert Tab 2 Here



Preserving America's Heritage

TABLE OF CONTENTS

Preservation Initiatives Committee

Agenda

Sustaining Preserve America

[Note: background papers on PI Committee topics may be found in Tab 1 of the meeting book including Engaging Youth agenda item V.A.; Economic Impacts agenda item V.B.; America's Great Outdoors agenda item V.C.; as well as an office-wide ACHP Activities Update agenda item III.]

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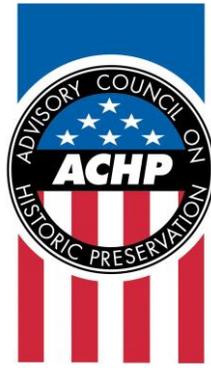


Preserving America's Heritage

MEETING
PRESERVATION INITIATIVES COMMITTEE
Wednesday, May 5, 2011
Old Post Office Building, Room 716
1100 Pennsylvania Avenue, NW
Washington, DC
1:30 p.m. to 4:30 p.m.

PROVISIONAL AGENDA

- I. Call to Order
- II. Review of PI Committee Meeting (February 16, 2011) and Teleconference (April 4, 2011)
- III. Discussion and Possible Action
 - A. Engaging Youth in Historic Preservation and Conservation (joint session with CEO)
 - B. Economic Impacts of Historic Preservation
 - C. America's Great Outdoors and Historic Preservation
 - D. Sustaining Preserve America
- IV. Other PI Activities
- V. Issues for Consideration at the ACHP Business Meeting
- VI. Adjourn



Preserving America's Heritage

SUSTAINING PRESERVE AMERICA Office of Preservation Initiatives

Background. The Preserve America program has been the primary vehicle for the ACHP to promote historic preservation as a sustainable economic development tool, especially through heritage tourism. The program has been extremely valuable for raising the visibility of our cultural heritage and historic preservation, strengthening civic pride and participation in ways that help build and sustain communities, and encouraging broader public and private support for heritage protection and education at the local level. Nearly 860 communities have been designated, 34 volunteer steward organizations recognized, 20 Presidential Awards bestowed, and more than \$21 million awarded for 281 competitive grant projects throughout the country. The ACHP has continued to develop, promote, and expand participation in the Preserve America program, including local municipalities; counties; neighborhoods; and tribal communities; volunteer organizations; state, tribal, and local grant recipients; and businesses, non-profit groups, and other award winners. However, there are some serious setbacks to the program, and it has not met its full potential in the current Administration.

The program was launched in 2003 as a presidential initiative, along with issuance of the Preserve America Executive Order (E.O. 13287); in 2009, the program was permanently authorized as part of the Omnibus Public Land Management Act. Through recognition of local preservation, heritage tourism, and education, Preserve America raises awareness of historic and cultural values, enhances the visibility of preservation's benefits, and helps foster stewardship of local heritage assets. By involving elected officials and local partners, it also promotes civic engagement and collaboration in the cause of improving communities and enhancing local quality of life. The First Lady continues to be engaged in the program with the formal designation of Preserve America Communities and Preserve America Stewards by congratulatory letter and signed certificate.

Current Status of Components

Preserve America Presidential Awards. After regular annual presentations from 2004 through 2008, the awards program has been on hold. Preserve America Presidential Awards were last bestowed in May 2008, with a total of 20 winners over the five years of the awards. Potential finalists for 2009 were cleared by the jury but final selections were not made and no progress has been made in scheduling an awards ceremony.

Preserve America Communities. Communities continue to apply and be designated by letter and certificate signed by the First Lady. There are 858 designated communities. However, new submissions have slowed considerably. There were three new community applications for the March 1, 2011, quarterly deadline, although we have continued to receive supplementary material for other pending applications.

Efforts to lay the foundation for a Preserve America Partners organization have so far not borne fruit. A couple of states, notably Arkansas, have been pursuing statewide and regional collaborative projects and

outreach. Absent a larger organized network for information sharing and communication, the Preserve America Web site and the Preserve America e-newsletter remain the principal existing means for communication.

Preserve America Stewards. Stewards have been designated by letter and certificate signed by the First Lady as recently as February 2011, and there are 34 designated Stewards. There have been no new applications since December 2010.

Preserve America Grants. The FY 2010 grants were announced by the National Park Service (NPS) last September, raising the total grants awarded to 281. The FY 2011 budget contains no funding, and the FY 2012 budget as submitted by the Administration also includes no funding. Senator Tom Coburn (R-OK) has introduced legislation (S. 475) to permanently defund many of the programs for which funding has not been sought by the Administration, including Preserve America as well as Save America's Treasures. Given this situation, no further action has been taken by staff on developing detailed performance measures for the Preserve America Grants, although the majority of the grants and associated grant activities are still underway and progress reports are regularly being provided to the National Park Service.

Educational Partnerships. The Preserve America History Teacher of the Year program, begun in 2004, continues to function through the Gilder Lehrman Institute of American History. The Institute changed the name of the program to the "National" History Teacher of the Year in 2010, but continues to note that Preserve America is a sponsor of the program. The First Lady no longer presents the principal award to the nationwide winner at an annual ceremony, but the Secretary of Education has been a regular participant along with ACHP leadership.

Preserve America Steering Committee. The Preserve America program has been coordinated and administered jointly by the ACHP and DOI with the assistance of an interagency steering committee. The committee includes representatives of 10 other agencies—the Departments of Agriculture, Commerce, Defense, Education, Housing and Urban Development, and Transportation; the General Services Administration; the Institute of Museum and Library Services; the National Endowment for the Humanities; and the President's Committee on the Arts and the Humanities. The steering committee last met in April 2010. Due to uncertainties about the Preserve America program and the leadership transition at the ACHP, no subsequent meetings have been held. Funding contributed by participating agencies, which has been used to cover various operating expenses for the program, is down to about \$600. The USDA Forest Service has continued to pay for community signs, although payments appear to be on hold this year pending resolution of the FY 2011 appropriations.

Future Directions for Preserve America. The underlying themes and goals of the Preserve America program fit well with various objectives of the Administration. These include America's Great Outdoors (AGO) and its emphasis on conservation, outdoor recreation, youth engagement, and reconnecting people to the outdoors and to their heritage; using heritage assets to aid in economic recovery and to promote sustainable communities; education; volunteerism; and outreach to underserved constituencies and diverse communities. The ACHP has been heavily engaged in the shaping of the AGO Initiative and anticipates that a number of these AGO priorities will also mesh with other historic preservation priorities.

To rejuvenate the Preserve America program and reshape it to better reflect current Administration policies and concerns, the ACHP could:

- Partner with NPS to use Preserve America as a vehicle for improving the development and delivery of community assistance and support "beyond the parks," as previously recommended in

the NPS Second Century Commission report and reinforced in the AGO report. For example, if NPS and State Historic Preservation Officers encouraged each Certified Local Government to become a Preserve America Community, it would be helping those communities to tap the public relations opportunities afforded by Preserve America Community designation while also supporting community use of heritage tourism as an economic development tool.

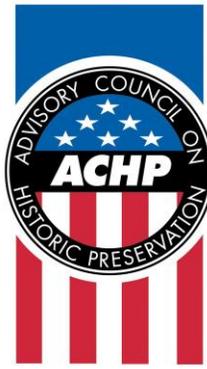
- Work with the hundreds of Preserve America Communities to reach constituents in all communities, which include diverse and often underserved audiences. A number of existing Preserve America Communities and Neighborhoods are ethnically based, and their designation both honors that heritage and encourages residents to get engaged in the historic preservation program. The ACHP could also expand its efforts to enlist more communities and neighborhoods representing underserved constituencies in the Preserve America program.
- Develop new inducements to encourage communities to apply for Preserve America Community designation, since the incentive of dedicated Preserve America Grant funding is not currently available. This might include making certain competitive grant funds available for community preservation activities as part of proposed increases to funding from the Historic Preservation Fund (as recommended in the AGO report).
- Work with the Administration and preservation partners to identify other incentives for Preserve America Communities through Administration initiatives related to tourism and trade, such as activities of the Department of Commerce and the travel industry under the Travel Promotion Act. Technical support might include more active promotion of Preserve America Communities through an outreach campaign to travel media (travel magazines, blogs, and Web sites) and state/local tourism and visitor bureaus.
- Promote the Preserve America Stewards program as complementary to AGO and seek promotion of the program by DOI, USDA, and others in cooperation with the AGO Council. The application criteria for the program could be tweaked to place additional emphasis on youth involvement, diversity, and outdoor volunteer experiences.
- Work with DOI and the AGO Council to develop a proposal for a new suite of Presidential Awards for Conservation and Preservation that would marry aspects of the previous Preserve America Presidential Awards with the conservation and public outreach goals of AGO. This subject is being considered by the CEO Committee.
- Examine the pros, cons, and alternatives to operating the Preserve America program through and with a consortium of federal agencies, either through the Preserve America Steering Committee or some other mechanism. In consultation with other agencies, this might include determining whether the Preserve America Steering Committee remains necessary and viable, or whether an interagency agreement among a more limited number of committed and actively involved agencies should be pursued.

Relationship to the ACHP's Strategic Plan. The ACHP's effort to sustain the Preserve America program addresses multiple goals of the current strategic plan, but especially Section I.B.1. [Six-Year Strategic Goal: Develop and implement initiatives, such as Preserve America, that promote the economic, environmental, educational, and social benefits of historic preservation; Action Item: Continue to administer the Preserve America program, focusing on those components for which the ACHP is responsible, and work to integrate Preserve America program components into the America's Great Outdoors Initiative.]

Action Needed. ACHP members should discuss how the Preserve America program can evolve to advance the priorities and initiatives of this Administration. The PI Committee may wish to focus on particular aspects of the program and indicate where further emphasis should be placed to improve implementation of the program as well as its integration with AGO or other activities.

April 22, 2011

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Preserving America's Heritage

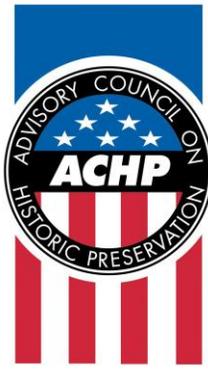
TABLE OF CONTENTS
Federal Agency Programs Committee

Agenda

Executive Order 13287 Section 3 Report

Senior Policy Official Meeting

[Note: background papers on FAP Committee topics may be found in Tab 1 of the meeting book including Executive Order 13563 agenda item VIII.A.; and the Archaeology Subcommittee agenda item VIII.B.]

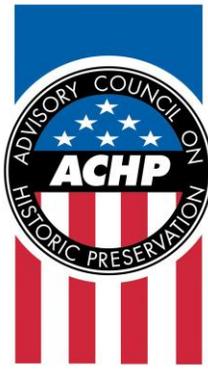


Preserving America's Heritage

MEETING
FEDERAL AGENCY PROGRAMS COMMITTEE
Wednesday, May 4, 2011
Old Post Office Building, Room 817
1100 Pennsylvania Avenue, NW
Washington, D.C.
1:30 p.m. to 4:30 p.m.

PROVISIONAL AGENDA

- I. Call to Order
- II. Executive Order 13563
- III. Executive Order 13287 Section 3 Report
- IV. Senior Policy Official Meeting
- V. Archaeology Subcommittee Update
- VI. Adjourn



Preserving America's Heritage

SECTION 3 OF EXECUTIVE ORDER 13287, "PRESERVE AMERICA" Office of Federal Agency Programs

Background. Section 3 of Executive Order 13287 (EO 13287) calls for federal real property managers to assess on an ongoing basis the status of their inventory of historic properties, their condition and management needs, and an evaluation of how an agency's historic properties might be suitable for supporting community economic development. Agencies must also examine their management policies, regulations, and operating practices to improve compatibility with the requirements of the National Historic Preservation Act. Agencies may use existing information gathering and reporting systems to meet these requirements. These reports, once provided to the ACHP, are then used to report to the President on the state of the federal government's historic properties and their contribution to local economic development.

To assist agencies in meeting these reporting requirements, the ACHP, in consultation with the Secretary of the Interior, and working closely with members of the FAP Committee and partners in federal agencies, developed revised advisory guidelines to assist agencies in developing their progress reports. Provided in 2007, these advisory guidelines built upon lessons learned from the first round of progress reports in 2005 and encouraged agencies to focus their next reports on four thematic areas: enhancing and improving inventories of historic properties, integrating stewardship into agency planning, building partnerships, and managing assets. Based on reports provided by federal agencies in 2008, the ACHP prepared a report to the President entitled "In a Spirit of Stewardship: A Report on Federal Historic Property Management," which was provided to President Obama on February 15, 2009.

In accordance with Section 3 of the Executive Order, federal real property management agencies must report on their progress in identifying, protecting, and using historic properties every three years, making the next reports due by September 30, 2011, and the ACHP's next report to the President must accordingly be provided by February 15, 2012.

Current Status. In preparation for the next round of reporting under EO 13287, the ACHP staff has made routine technical edits to the advisory guidelines and added two questions. Question number 8 was added to enhance the ACHP's ability to report on the effectiveness of the federal preservation program. In addition, question 18 was added to addresses agencies' sustainability goals in accordance with EO 13514, "Federal Leadership in Environmental, Energy, and Economic Performance." The latter question asks agencies to report how sustainability goals are being met, taking stewardship of historic properties into account, and to provide several specific questions for agencies to consider as they prepare information on this subject. Input from the FAP Committee and the ACHP's Sustainability Task Force was solicited in developing these additions.

Relationship to ACHP's Strategic Plan. Work associated with agency reporting and the subsequent report to the President under Section 3 of EO 13287 are responsibilities of primary importance in the ACHP Strategic Plan under Section II.C. "Assist federal agencies in meeting the goals and requirements of Executive Order 13287 and other Presidential directives that support historic preservation."

Action Needed. None.

April 22, 2011



Preserving America's Heritage

MEETING OF SENIOR POLICY OFFICIALS Office of Federal Agency Programs

Background. In August 2009, the ACHP contacted federal agencies regarding the designation of a Senior Policy Official (SPO) for each agency. Executive Order 13287, "Preserve America" requires the head of each agency to "designate a senior policy level official to have policy oversight responsibility for the agency's historic preservation program and notify the [Advisory] Council [on Historic Preservation] and the Secretary [of the Interior] of the designation." In accordance with the Executive Order, these officials "shall be an assistant secretary, deputy assistant secretary, or the equivalent, as appropriate to the agency organization." As of April 2011, 32 agencies have designated SPOs. An additional 25 agencies need to designate an SPO and notify the ACHP of the designation.

This designation is an important component of the federal preservation program. Through the active participation and assistance of SPOs, the broader goals of the Executive Order can be achieved and federal agencies have the tools necessary to manage their historic properties. Since the issuance of the Executive Order in 2003, the ACHP has worked collaboratively with SPOs and benefited from their commitment to preservation issues. SPOs have actively engaged with ACHP members and enabled the identification and implementation of policy and program improvements that have resulted in positive preservation solutions and efficiencies in government.

Recent Developments. Chairman Donaldson will convene a meeting of SPOs in July. An invitation to attend this meeting and request to "save the date" will be sent to agency SPOs far in advance of the meeting. This meeting will provide a forum for agency leadership to discuss the challenges and opportunities in the federal government to marry the goals of sustainability with management of historic properties. Specifically, we will share with SPOs information on the work of the ACHP's Sustainability Task Force, ask SPOs to discuss initiatives within their agencies, and ask SPOs to consider opportunities for partnerships and initiatives to further agencies' sustainability goals.

Relationship to ACHP's Strategic Plan. Section II, Long-range Goal: "Improve federal agency programs to enhance the stewardship of the full range of historic properties and contribute to tribal, state, local, and private historic preservation efforts" and specifically, Six-Year Strategic Goal II.C.: "Assist federal agencies in meeting the goals and requirements of Executive Order 13287 and other Presidential directives that support historic preservation".

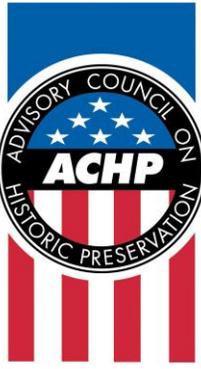
Action Needed. Input from the FAP Committee is needed to finalize the agenda for the SPO meeting.

April 22, 2011

ADVISORY COUNCIL ON HISTORIC PRESERVATION

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Insert Tab 4 Here



Preserving America's Heritage

TABLE OF CONTENTS
Communications, Education, and Outreach Committee

Agenda

Major Activities Update

Youth Involvement Update

ACHP Awards Program

[Note: a background paper on CEO Committee topics may be found in Tab 1 of the meeting book including Engaging Youth agenda item V.A.]



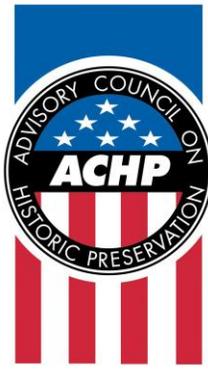
Preserving America's Heritage

**MEETING
COMMUNICATIONS, EDUCATION, AND OUTREACH COMMITTEE**

**Wednesday, May 4, 2011
Old Post Office Building, Room 817
1100 Pennsylvania Avenue, NW
Washington, D.C.
9 a.m. to Noon**

PROVISIONAL AGENDA

- I. Welcome
- II. Major Activities Update
- III. Youth Involvement Update
- IV. America's Great Outdoors and Youth Involvement
- V. Awards Discussion
- VI. New Business
- VII. Adjourn



Preserving America's Heritage

SUMMARY OF MAJOR ACTIVITIES
Office of Communications, Education, and Outreach
February 2011 – May 2011

Engaging Youth in Historic Preservation

The ACHP continues its charge to engage youth in historic preservation through numerous channels. OCEO is working to set up the next meeting of the Steering Committee for the Youth Involvement and Education Federal Working Group in May. On other fronts, the ACHP participated in the annual Service Learning conference, and council members will have a chance to hear directly from a group of young people about their experiences with historic preservation on May 5 at 9 a.m. Council member Ann Pritzlaff will bring a group of young people to speak about their experiences as part of the Colorado Youth Summit. See separate update for information on new activities, relating to the ACHP initiative and all of its components as well as a paper on Ms. Pritzlaff's Youth Summit in Tab 1.

Conference and Event Participation

The OCEO will report on recent participation in conferences, including participation at the 2011 National Service Learning Conference in Atlanta, Georgia, in early April. The ACHP, DOI, USDA, and the Corporation for National and Community Service presented together. Additionally, staff will open discussions on the annual conference of the National Trust for Historic Preservation, to be held this October in Buffalo, New York. Please let OCEO know if committee members are attending any other meetings and can distribute material about the ACHP.

Priority Tasks

The OCEO has been exploring new ways to raise awareness among preservation partners, federal agencies, and the American public about the ACHP's role in historic preservation, how the ACHP works with its partners, and the benefits of historic preservation. The OCEO continues to work on the updated Web site. Progress with the contractor has been slow, due to a variety of issues. The revised criteria for the quarterly Chairman's Award has been confirmed, and the agency looks forward to continuing to reach out to new audiences with the awards program. The committee will also discuss a document that follows up on the December meeting's discussion on appropriate use of the ACHP logo. The committee will be asked to help OCEO finalize how the ACHP logo and name should be used. Updates on this and other activities, including online initiatives will be discussed.

Outreach

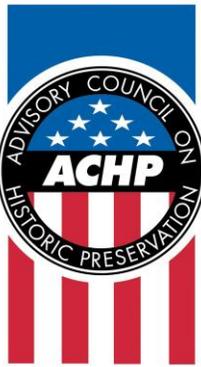
OCEO is continuing to reach out to increase awareness of the ACHP and its mission and to disseminate information. We will discuss several new initiatives and ask for feedback from committee members.

Awards Program

See separate update for information about the revised Chairman's and Presidential Awards.

Action Needed. None.

April 22, 2011



Preserving America's Heritage

INVOLVING YOUTH IN HISTORIC PRESERVATION **Office of Communications, Education, and Outreach**

Background. In keeping with a strategic plan goal of the agency, the Office of Communications, Education, and Outreach (OCEO) is continuing its charge to help widen the historic preservation constituency by engaging youth in historic preservation. The ACHP is focusing on the experience of places of heritage through service learning, youth summits, and other education and participation strategies. Additionally, OCEO is co-chairing a Federal Steering Committee, created to lead and participate in a consortium among federal stewardship agencies to help all parties create more efficient youth involvement efforts. The Steering Committee met in late January 2011 and agreed upon two purposes for the group:

- First, attendees believed that collaboration and coordination among departments and agencies were essential to gain and share a comprehensive picture of federal youth involvement and education offerings and plans among stewardship agencies.
- Second, attendees believed that it was important to devise a means of communicating these programs that seek to engage, educate, and employ youth in direct experience of America's natural and cultural heritage.

The group stated its core purpose is to share information and collaborate on youth involvement efforts.

On April 7, 2011, the ACHP presented a session on opportunities to partner with federal agencies at the National Service Learning Conference in partnership with the National Park Service and Learn and Serve America. The venue was the largest annual gathering of service learning practitioners in the nation, held this year in Atlanta, Georgia.

OCEO is also working to create a new service learning project in conjunction with urban schools in Baltimore, and is forming relationships with other federal and state agencies and private organizations in order to successfully create and implement that effort.

Issues. Now that the America's Great Outdoors Initiative report has been delivered to the President, it appears incumbent upon all federal departments and agencies to cooperate and coordinate the best and most effective youth involvement strategies in a collaborative manner. The ACHP is working to serve as a facilitator among federal agencies to bring together federal efforts among youth programs and projects.

Tremendous progress has been made in this effort by the formal creation of an entity at the Department of the Interior (Office of Youth in the Great Outdoors) to bring together the department's myriad youth involvement and volunteer offerings and make them more readily accessible through the www.YouthGO.gov Web portal. This Web feature has had a soft launch and is building. The many programs offered by the National Park Service, Bureau of Land Management, Fish and Wildlife Service, etc., should ultimately be readily available at this location.

Similarly, the Department of Agriculture has created a less formal youth alliance among its bureaus and agencies and is coordinating its efforts under the America's Great Outdoors Initiative.

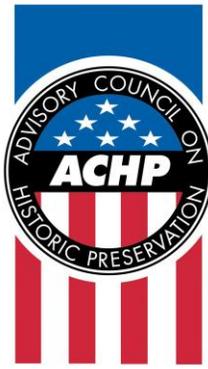
It is the ACHP's perspective that these internal departmental efforts should be joined with programs such as those offered by the Corporation for National and Community Service (Learn and Serve America), the National Archives, Department of Education, Department of Veterans Affairs, Department of Defense, and others to offer readily available information to the general public about youth education and involvement opportunities with federal programs on a national basis. This is a government-wide need identified by the ACHP's youth involvement working group. The starting point for this effort clearly is a conglomeration of departments and agencies with significant natural and cultural resources in their stewardship. Steps in that direction have already been taken as directed by ACHP members in a cross-government coalition over the past two years.

All ACHP members and staff should read and familiarize themselves with the "Engaging Youth in Historic Preservation and Conservation" paper included in Tab 1.

Relationship to the ACHP's Strategic Plan. The ACHP's effort to support and coordinate youth efforts fulfills the current strategic plan at both Section I.B. [Six-Year Strategic Goal: Develop and implement initiatives, such as Preserve America, that promote the economic, environmental, educational, and social benefits of historic preservation as well as Section IVA: Raise the level of understanding of the value of the nation's historic preservation program and of a preservation ethic.]

Action Needed. The CEO Committee will discuss youth involvement and education efforts that have proven successful to date for departments and agencies, as well as discuss how to incorporate and align the ACHP's youth historic preservation efforts with America's Great Outdoors goals and priorities (and related efforts such as the Let's Move! initiative). This will help inform the special meeting the following day (May 5, immediately prior to the ACHP Business Meeting) highlighting Colorado Youth Summit participants. That special meeting will involve all ACHP members and staff in consideration of realigning ACHP activities in light of the Second Century Commission and America's Great Outdoors Initiative reports, an action that is well underway but that has gained added importance through the agency's new strategic plan.

April 22, 2011



Preserving America's Heritage

ACHP AWARDS PROGRAM

Office of Communications, Education, and Outreach

Background. The ACHP continues to move through changes with regard to its award program. The ACHP recently revised criteria for its Chairman's Award for Achievement in Historic Preservation to raise the profile of significant accomplishments. For the first time, non-federal entities can receive this award on an equal basis with federal departments and agencies. In the May Communications, Education, and Outreach Committee meeting, committee members will look at the three awards programs and talk about further possibilities.

Chairman's Award for Achievement in Historic Preservation. The first award under the new criteria was presented at the winter 2011 business meeting to the Department of Energy and the National Conference of State Historic Preservation Officers. In March, the revised criteria were distributed in a broadcast e-mail call for nominations to approximately 750 ACHP members, ACHP Alumni, staff, SHPOs, THPOs, FPOs, statewide preservation organizations, and preservation partners. With a two-week deadline, four nominations were received. The staff of OCEO looks forward to further suggestions from committee members about new ways to encourage nominations.

At the February CEO Committee meeting, Chairman Donaldson suggested the idea of ACHP members reviewing nominations for the Chairman's Award. For ease of review, Chairman Donaldson expressed a desire that information come in digitized form.

The call for nominations and the response raised questions as to how to operate the program, such as:

1. Are all submissions required to be filed electronically?
2. How should submission deadlines be organized?
3. Who will be the ACHP members who review the nominations? Voting members? Does OCEO ask for volunteers or does the ACHP chairman make a selection?

Preserve America Presidential Awards. The Preserve America Presidential Awards (PAPAs) were a motivating program that brought visibility to historic preservation from 2004-2008. However, the 2009 cycle has been on hold for two years without a resolution. Valuable projects have made it through the jury round and deserve to be honored in some fashion. The committee should offer a recommendation for membership and Chairman Donaldson to award the 2009 nominations in a different way, if Presidential involvement remains elusive. Committee members should discuss options for the 2009 awards, and present recommendations to the Council:

1. Should the Chairman communicate once again with the White House in the hope that the 2009 cycle can be completed with Presidential participation?
2. Should we ramp down this round, finalize the nominations among preservation partners, and create a new award ceremony where winners are celebrated without Presidential participation?

Awards and AGO. The concept of awards has not yet been developed within the America's Great Outdoors (AGO) Initiative. The CEO Committee should discuss the value of these programs as tools to

promote AGO goals, within a joint suite of awards that deal with historic preservation, cultural, natural/conservation, and outdoor recreation goals, that might include presidential recognition. The ACHP's position on the AGO Council will provide needed access to decision-makers. Committee members should discuss and make recommendations for next steps.

Relationship to the ACHP's Strategic Plan. The ACHP's ongoing awards program supports the current Strategic Plan at Section II.B. [Six-Year Strategic Goal: Collaborate with federal agencies and other stakeholders to recognize and communicate good examples that demonstrate the appropriate preservation and productive use of historic properties.]

Action Needed. Discuss the questions noted above and suggest steps to resolve the 2009 PAPAs, and possibly promote a Presidential award within AGO for the future. Additionally, CEO Committee members should be prepared to think about the logistics of the new Chairman's Award process and offer suggestions to advise staff in creating the new protocols for this award

April 22, 2011