



Preserving America's Heritage

ADVISORY COUNCIL ON HISTORIC PRESERVATION

BUDGET JUSTIFICATION

FY 2007

February 2006

An independent Federal agency, the ACHP promotes the preservation, enhancement, and productive use of our Nation's historic resources, and advises the President and Congress on national historic preservation policy. It also provides a forum for influencing Federal activities, programs, and policies that affect historic properties. In addition, the ACHP has a key role in carrying out the Administration's *Preserve America* program.

John L. Nau, III, of Houston, Texas, is chairman of the 20-member council, which is served by a professional staff with offices in Washington, DC. For more information about the ACHP, contact:

Advisory Council on Historic Preservation
1100 Pennsylvania Avenue NW, Suite 809
Washington, DC 20004
Phone: 202-606-8503
Web site: www.achp.gov

TABLE OF CONTENTS

	Page
1. Summary and Highlights	1
2. Background and Justification	10
3. General Statement.....	24
4. Program Structure	26
5. Recent Program Accomplishments and Effects of Budget Requests on Programs	31
Figures	Page
Figure 1. Budgetary History, FY 2002–FY 2006.....	8
Figure 2. Appropriation Language.....	9
Figure 3. Staff Organization.....	27
Figure 4. Recipients of the Chairman’s Award for Federal Achievement in Historic Preservation	46
Figure 5. Budgetary History, FY 2002–FY 2006 and Salaries and Expenditures by Object Classification.....	50
Figure 6. Members, Advisory Council on Historic Preservation (February 2006).....	51
Figure 7. Advisory Council on Historic Preservation Organizational Structure (February 2006)	52
Figure 8. ACHP Six-Year Strategic Plan (adopted by ACHP members August 15, 2003).....	53
Figure 9. Section 106 Reviews	54
Figure 10. Noteworthy Section 106 Cases Involving the ACHP, FY 2005	55

ADVISORY COUNCIL ON HISTORIC PRESERVATION BUDGET JUSTIFICATION, FY 2007

FY 2007 Request

The ACHP requests \$5,118,000 with a staff of 35 FTE to fund its basic operations.

1. SUMMARY AND HIGHLIGHTS

FY 2007 Direction and Request

Since 2001, the Advisory Council on Historic Preservation (ACHP) has advanced its leadership role in preserving America's heritage in the broad sense that was envisioned in the National Historic Preservation Act (NHPA) of 1966. The NHPA established a national policy to "foster conditions under which our modern society and our prehistoric and historic resources can exist in productive harmony and fulfill the social, economic, and other requirements of present and future generations." This policy has guided the ACHP in the full range of its efforts to promote and encourage historic preservation across the Nation.

In creating the ACHP, Congress recognized the need for an independent entity to oversee and coordinate the NHPA's policies and mandates. Today, the ACHP maintains that unique role as the only Federal entity created to address historic preservation issues exclusively.

Through its diverse membership of presidential appointees and Federal agency heads, the ACHP promotes efficient interaction between the Federal Government and States, Indian tribes, Native Hawaiian organizations (NHOs), local governments, and citizens on heritage issues. Its special perspective and authorities equip it to identify and address many of the issues that confront the Federal Government and its preservation partners, as can be seen in the ACHP's recent work.

The ACHP chairman and members recognize that the ACHP's mission is twofold: to oversee the Federal historic preservation review process established by the NHPA, and to promote the preservation, appreciation, and productive use of historic properties across the Nation. In doing so, the ACHP seeks to foster the contribution of those properties to the national, regional, and local economic well-being and to furthering Americans' understanding of their rich heritage and the foundations of American values.

These themes are embodied in the ACHP's recent work and will continue to guide its activities in FY 2006 and 2007. In more concrete terms, these themes find expression in several important areas of achievement:

Implementing *Preserve America*

The ACHP developed this initiative with the White House in 2003, culminating in the most comprehensive executive branch commitment to the advancement of the goals of the NHPA since its inception in 1966. To implement *Preserve America*, in the past year the ACHP has worked closely with the White House; the U.S. Departments of the Interior (DOI), Commerce (DOC), Agriculture (USDA), Defense (DoD), Education (DEd), Transportation (DOT), and Housing and Urban Development (HUD); the National Endowment for the Humanities (NEH); the Council on Environmental Quality (CEQ); and the President's Committee on the Arts and Humanities (PCAH).

This multifaceted initiative features the leadership and active involvement of First Lady Laura Bush, Honorary Chair of *Preserve America*, and has stimulated active participation of all levels of government and the private sector to preserve and use historic resources in a manner that encourages a better appreciation of America's history and diversity and promotes economic development. *Preserve America* includes promotion of heritage tourism as an important strategy that combines preservation and economic development.

The initiative features annual Presidential Awards for outstanding preservation achievement, a program to recognize and designate *Preserve America* Communities throughout the Nation (352 have been designated to date), and educational initiatives in association with the private sector. Congress approved a \$5 million *Preserve America* grants program as part of the FY 2006 budget, which is being administered by the National Park Service in consultation with the ACHP. For FY 2007, DOI has requested \$10 million for *Preserve America* grants as part of a *Preserve America* Federal umbrella program. The ACHP continues to maintain a Web site on the initiative at www.PreserveAmerica.gov.

Promoting Better Federal Stewardship

As an integral part of the *Preserve America* initiative, the ACHP has advanced and is implementing Executive Order 13287, "Preserve America," signed by President Bush on March 3, 2003. The goal of the Executive Order is to improve Federal stewardship of historic properties and foster recognition of such properties as national assets to be used for economic and educational purposes. Agencies are to assess their historic holdings to determine their stewardship responsibilities as well as their potential for partnerships with neighboring communities and others.

The ACHP is playing an active role in overseeing and assisting agency compliance with the order. In February 2006 the ACHP will issue its first report to the President as required under the Executive Order. This report will be the first comprehensive look at Federal stewardship of historic resources, will contain findings and recommendations for improving Federal stewardship, and will set the stage for subsequent reporting that is to take place under the Executive Order.

Responding to the Destruction Caused by Hurricanes Katrina and Rita

Never before has our country experienced natural disasters that had such a profound impact on heritage resources. Beyond the loss of life and human tragedy on a massive scale in the Gulf Coast region, these hurricanes and the flooding that followed destroyed thousands of historic structures and placed in danger

thousands more. At risk now is what remains of the rich and storied heritage of the Gulf Coast region as reflected in its historic communities and lifeways.

Based on a well established working relationship formed in response to other disasters and previously developed statewide programmatic agreements in Louisiana and Mississippi, the Federal Emergency Management Agency (FEMA) and the ACHP quickly established in early fall of 2005 that an ACHP staff member needed to be assigned to the Gulf Coast to work with FEMA on the recovery effort. This ACHP New Orleans Liaison (Grade 13) has been instrumental in helping FEMA develop a strategy for considering historic preservation values as debris removal and demolition activities in Orleans Parrish are carried out. This is an important first step in what promises to be the ACHP's long-term commitment to analyzing the impacts of the massive reconstruction and recovery programs on historic properties and streamlining the process by which the consideration of these impacts to historic properties are undertaken by the many stakeholders in the process.

We fully expect that Gulf Region recovery efforts will demand priority attention by the ACHP through FY 2007. The ACHP, working closely with FEMA and other involved Federal agencies, will develop tailored approaches for carefully combining historic preservation values with Federal assistance efforts. The identity and economic base of many of the communities hardest hit by these storms relied upon their unique heritage assets to support a vibrant heritage tourism market and these assets need to a part of the rebuilding process. To sustain our long-term staff involvement in the Gulf Coast we are planning to form an interagency partnership with FEMA and will pursue similar arrangements with other key Federal players in the region as reconstruction efforts proceed.

Enhancing Native American Consultation

The ACHP has identified the involvement of Native Americans in the historic preservation review process as a critical factor in the efficiency of the Federal historic preservation program, particularly for Federal land-managing agencies. ACHP is committed to working with Federal agencies to improve consultation with Indian tribes and Native Hawaiian organizations (NHOs) and to assist Native Americans in realizing their consultation rights under the NHPA. To achieve these goals, the ACHP adopted an Action Plan on ACHP's Native American Initiatives. Under this action plan, the ACHP has established a group of Native American advisors to work with the ACHP (and, through the ACHP, with other Federal agencies) on historic preservation issues of importance to Indian tribes and NHOs.

In FY 2005, the ACHP continued to look for ways to strengthen the voice of Native Americans and to significantly improve the operating efficiencies of Federal agencies. Working closely with the Native American Advisory Group (NAAG), the ACHP has identified a number of challenges in Federal/Native American coordination and consultation. ACHP and NAAG have identified Federal agencies to work with to resolve many of these issues and improve consultation. NAAG was invited to share its findings in a White House briefing hosted by the Office of Intergovernmental Affairs in FY 2006.

ACHP has expanded its Native American Program through the addition of one new employee and additional funding. This area will continue to be a high priority in FY 2007.

The ACHP uses e-mail and its Web site to notify Indian tribes and NHOs about Federal agency nationwide initiatives and will update the system as needed with new technologies that support more efficient communication. The ACHP will also establish a newsletter for Indian tribes and NHOs in FY 2006 to inform them of events, initiatives, and Federal programs of interest. As part of its communication strategy, the ACHP will establish new agency-wide databases and other technology to ensure that information about tribes and NHOs is current and easily accessible to all ACHP staff and pertinent historic preservation information is readily accessible to tribes and NHOs.

Improving Management of the Section 106 Process

In close consultation with other Federal agencies, the ACHP has launched several major initiatives for significantly reducing the Section 106 caseload at all levels.

Under the direction of the Archeology Task Force, a task force of ACHP members appointed by the Chairman in 2005, the ACHP has begun a comprehensive analysis of policies that guide how archeology is treated under the Section 106 process. This analysis began with a comprehensive survey of Section 106 users, which include State Historic Preservation Officers, Indian tribes, Federal agencies, and the community of professional archeologists. A primary goal for the Archeology Task Force will be a reexamination of the ACHP's policy on the treatment of human remains, an issue that has divided the archeology community and Indian tribes in many recent high-profile Section 106 cases. The Archeology Task Force will also be tackling a wide range of other topics in need of policy guidance to help ensure that Federal agencies can address archeology issues through Section 106 in a straightforward and expedited manner. Among the topics needing policy clarification are (1) what constitutes a reasonable level of effort in identifying archeological properties, (2) what creative options are available for resolving adverse effects to archeological properties as an alternative to the reflexive reliance on data recovery, which is often time consuming and expensive, (3) curation of artifacts, and (4) applying the National Register criteria to archeological properties. Such guidance should help provide options to Federal agencies and better direction when the Section 106 process stumbles on archeological issues.

Ten years ago, the ACHP issued an Affordable Housing and Historic Preservation Policy Statement. The Policy Statement aimed to foster closer cooperation among historic preservationists and housing providers and to streamline review of affordable housing projects under Section 106. Led by a task force of ACHP members appointed by the Chairman and staffed by our HUD Liaison, the ACHP has begun a comprehensive appraisal of how well the Policy Statement is operating in today's housing markets and what improvements might be needed.

Likewise, once the latest round of recommendations by the BRAC Commission become final, the ACHP will work closely with the armed forces to address the wide array of impacts these actions will have on historic properties. Many historic properties will be conveyed out of Federal ownership by realignment actions; some of these properties are National Historic Landmarks (NHLs). To address the ongoing responsibilities created by BRAC recommendations, the ACHP Chairman has appointed a special member task force to coordinate ACHP's responses.

Other important policy initiatives include working with the Forest Service on a comprehensive treatment for the thousands of recreational residences within national forests and conducting a comprehensive analysis of all nationwide programmatic agreements with special focus on the nationwide agreements of the National Park Service and the Bureau of Land Management. For example, continuing with the success of our Section 106 program comments for all of the armed services' post-World War II Capehart and Wherry housing, we are now working on similar approaches for all post-World War II bunkers, ammunition facilities, and unaccompanied personnel housing. In addition, following extensive consultation with the field, the ACHP issued a sweeping exemption for the entire interstate highway system (over 46,000 miles of roads). This exemption relieves the Federal Highway Administration (FHWA) and other Federal agencies from the need to consider the interstate highway system as a historic property as it approaches its 50 anniversary. The affected Federal agencies will save millions of dollars.

Improving Training Opportunities

The ACHP also has improved training for Section 106 users. Its completely revised Section 106 introductory course, "The Section 106 Essentials," enjoyed a full training season of eight offerings throughout the country in FY 2005, a 42 percent increase in students over 2004. Better understanding of the review process by agency staff expedites agency planning, which saves time and money.

Building Federal Partnerships

The ACHP has actively pursued partnerships with Federal agencies to achieve both immediate and long-term cost savings by improving the agencies' preservation programs and streamlining the Federal historic preservation review process.

Based on interagency agreements, the ACHP now has five interagency partnerships each with at least one dedicated staff member: the U.S. Army, HUD, FHWA, the General Services Administration (GSA), and USDA. The ACHP also has several reimbursable arrangements to provide tailored services or promote common goals: the Bureau of Indian Affairs (BIA) and FEMA. We anticipate a growing number of similar partnership arrangements with other Federal agencies such as the Bureau of Land Management and the Corps of Engineers. As noted above, as this justification goes to press, the ACHP is finalizing such an agreement with FEMA.

Expanding Delivery of the Preservation Message

Sustainable historic preservation is not a cost for protecting the past. It is a wise investment in a better future. Preservation strategies such as heritage tourism bring significant economic, educational, and cultural benefits to the nation.

Sustainable historic preservation is the basis for the Administration's *Preserve America* initiative, which embodies the Congressional mandates established in the National Historic Preservation Act (NHPA) of 1966. *Preserve America* is about preservation with multiple purposes, but all based on the foundation of economic development and vitality. Improvements in civic pride, economic and physical revival of communities,

increased tax revenues, and other similar benefits are demonstrable effects of preservation. These benefits are most significant at the community level. Therefore, *Preserve America* fosters strategies that are initiated, designed, and driven at the local level and assisted by regional, State, and Federal efforts.

At the community level, historic preservation has a strong positive economic impact. For example:

- Historic building rehabilitation, which is labor intensive and requires specialization and high skill levels, creates more jobs and local business than new construction.
- Historic rehabilitation encourages neighborhood investment and produces a high return for municipal dollar invested.
- Creation of local historic districts stabilizes, and usually increases, residential and commercial property values.
- Property values typically increase more and at a faster rate within historic districts than in the community at large.

However, the most significant economic activity spurred by heritage preservation is the rapidly expanding area of heritage tourism. Heritage tourists account for \$200 billion in national spending every year, and because they seek authentic heritage experiences, they are far more likely to be interested in visiting historic communities than other types of tourists.

According to the Travel Industry Association of America, which promotes all types of travel and tourism, heritage tourists are a particularly desirable segment of the traveling public from an economic standpoint. For example:

- Tourists drawn by the historic character of a community or region on average stay longer and spend more during their visit than other tourists. Heritage tourists spend an average of \$623 per trip compared to an overall tourist average of \$457 per trip.
- Heritage tourism is the most rapidly growing tourism category. Historic/cultural travel volume was up 13 percent from 1996 to 2002, which is an increase from 194 million person-trips to 216 million person trips.
- Heritage tourists are much more likely to extend their visit than other types of travelers when they become interested in local historic places. On average, 4 in 10 heritage tourism trips are extended in this manner.

Economic studies by various states all come to the same general conclusion. For each \$1 invested in heritage tourism efforts, \$19 is returned.

While economic development is the most obvious benefit of heritage preservation, there are other important returns on this investment. *Preserve America* and the NHPA also serve to promote the educational and cultural benefits of heritage preservation, while the need to share American values both at home and abroad remains obvious and urgent.

Nationally and internationally, America's diverse history is the story of the progress of democratic values. Direct, authentic experience of the places where our history took place is among the best ways of communicating American values. Both citizens and international visitors better understand America's past, present, and potential for the future through personal contact with the special places of our heritage. At a time when the importance of making people aware of the American values is great, the nation's historic sites are essential to foster a better understanding and appreciation.

The ACHP has focused considerable energy on better communicating the economic, educational, and cultural benefits of historic preservation to a broad constituency. Our activities have included national award programs, training programs, media coverage, and conference and lecture participation. We have also pursued enhanced communication and outreach efforts through *Preserve America* activities including speeches, forums, and electronic and print media.

The ACHP now operates three Web sites. One of these is a clearinghouse site that is coordinating the National celebration of the 40th anniversary of the National Historic Preservation Act in 2006 and that is used by a myriad of preservation partners. Both the ACHP and *Preserve America* Web sites are heavily used as a source of information regarding historic preservation laws, regulations, case studies, and information on sources of funding.

Improving ACHP Administration

The ACHP has continued to improve its effectiveness and efficiency through changes in internal operations, improved accounting measures, and better general oversight of personnel and budget allocation. In September 2005 the ACHP completed its first financial audit in accordance with the provisions of the Accountability of Tax Dollars Act of 2002. The audit opinion was unqualified, but a few areas were identified where the ACHP needed to further refine its internal controls. The ACHP will use these audit findings to improve its working relationship with DOI.

In August 2005 the ACHP announced its decision to close the field office in Lakewood, Colorado. The closing was completed at the close of the first quarter of FY 2006 and staff resources from that office have now been reallocated to Washington, DC. During FY 2006, the ACHP will also expand its Washington offices into adjacent space and, with the assistance of GSA, will complete a renovation of its offices.

Current Operations and Budgetary History

The ACHP's appropriation for FY 2005 was \$4,536,000 after an across-the-board reduction. The President's budget for FY 2006 proposed funding of \$4,988,000; the final appropriation, after two across-the-board reductions, was \$4,788,497. Figure 1 below shows the recent funding background for comparison.

Figure 1. Budgetary History, FY 2002–FY 2006

(dollars in thousands)

	2002	2003	2004	2005	2006	2007
President's Budget	3,310	3,773	4,100	4,600	4,988	5,118
Initial Appropriation	3,400	3,667	4,000	4,600	4,860	
Appropriation Adjustments	-2	—	-49	-64	-72	
Budget Authority	3,398	3,667	3,951	4,536	4,788	
FTEs	(34)	(34)	(34)	(35)	(35)	(35)

Budget Request

To continue support for its redefined priorities and meet its statutory requirements, the ACHP requests \$5,118,000 for FY 2007, with a full-time staff of 35 FTEs—an increase of \$330,000 over the enacted FY 2006 budget. This increase represents base adjustments due to rising costs of doing business.

The base adjustments are as follows:

- \$142,000 for fixed costs, including annual cost-of-living and within-grade increases for salaries and benefits.
- \$164,000 for an increase in rent and security charges associated with the ACHP headquarters at the Old Post Office Building.

When the ACHP moved to the Old Post Office Building in August 1983, its office space was designed for 26 workstations; the same space now includes 34 workstations. During FY 2005 adjacent space became available and GSA agreed to pay for certain costs associated with renovating this space, as well as the existing ACHP space. Additional one-time charges associated with this expansion (cleaning and relocating systems furniture, purchase of additional systems furniture, and so forth) were absorbed in the ACHP's FY 2005 and FY 2006 budgets. Due to increases in the rental rate set by GSA and charges for the additional space, the ACHP's rent will rise by \$250,000 as compared to FY 2005. The base adjustment represents the incremental increase over the 2005 request; this increase accounts for the final build-out and occupancy of the space, as well as significant increases in charges from the Department of Homeland Security (DHS) for the ACHP's pro rata share of security charges for the Old Post Office Building.

The ACHP understands that the National Endowment for the Arts and National Endowment for the Humanities, the other primary tenants in the building, have shared their frustration with the Office of Management and Budget (OMB) over the inability of DHS to provide sound budget figures for FY 2007. Like these agencies, if the ACHP is faced with an additional increase in charges from DHS that are not now anticipated, then the ACHP may have to request the assistance of OMB in securing additional funding.

- \$27,000 in increased costs for contract services such as DOI's Working Capital Fund, audit services to comply with the Accountability of Tax Dollars Act, and support for maintaining our information technology infrastructure.

- \$3,000 in decreased costs for printing as a result of authorization from the Government Printing Office for the ACHP to participate in their Simplified Purchase Authority program.

The requested budget will support all current significant ACHP activities at the FY 2005–2006 level, including *Preserve America*, administration of the Section 106 process, and Federal agency program improvements. The ACHP will continue to extend its capabilities through negotiated partnerships and cooperative agreements with other Federal agencies.

Figure 2. Appropriation Language

ADVISORY COUNCIL ON HISTORIC PRESERVATION
SALARIES AND EXPENSES

For necessary expenses of the Advisory Council on Historic Preservation (Public Law 89-665, as amended), [\$4,788,497:] \$5,118,00: Provided that none of these funds shall be available for compensation of Level V of the Executive Schedule or higher positions.

*(Department of the Interior, Environment, and Related Agencies Appropriations Act, 2006
[Public Law 109-54])*

2. BACKGROUND AND JUSTIFICATION

Major Emphases in the ACHP's Recent and Proposed Work

The ACHP has committed itself to promoting the preservation, appreciation, and productive use of historic properties and educating the public about the economic benefits of heritage tourism, while it also continues its role of providing oversight and administration of the Section 106 historic preservation review process. FY 2005 has witnessed an impressive list of achievements that highlight the ACHP's mission and leadership.

Preserve America

The ACHP, in close coordination with the White House, developed an initiative to stimulate creative partnerships among all levels of government and the private sector to preserve and actively use historic resources and thereby foster a better appreciation of America's history and diversity.

This initiative, called *Preserve America*, provides a focal point for the Administration's support for preserving America's cultural and natural heritage assets and recognizing their economic potential. *Preserve America* includes recognition, assistance, and a promotional element focused on supporting the vibrant role of our Nation's historic and cultural heritage in modern American life. Related Federal programs can use historic preservation tools to help support local efforts in economic development, heritage tourism, and heritage education. DOI's budget for FY 2007 proposes a unified \$32.2 million American Heritage and Preservation Partnership that combines funding for *Preserve America* grants, Save America's Treasures grants, and Heritage Partnerships under the *Preserve America* umbrella. Federal *Preserve America* partners participating in the initiative with the White House and the ACHP at the beginning of FY 2006 include the U.S. Departments of Defense, Interior, Agriculture, Commerce, Housing and Urban Development, Transportation, and Education; the National Endowment for the Humanities; the President's Committee on the Arts and Humanities; and the President's Council on Environmental Quality. We expect other Federal agencies to participate in FY 2006 and beyond.

Major components of the *Preserve America* initiative include the following:

Preserve America Presidential Awards

Four awards are given annually to organizations, businesses, government entities, and individuals for exemplary accomplishments in the sustainable use and preservation of cultural or natural heritage assets; demonstrated commitment to the protection and interpretation of America's cultural or natural heritage assets; and integration of these assets into contemporary community life in ways that combine innovative,

creative, and responsible approaches to showcasing historic local resources. The ACHP administers this awards program for the White House, with assistance from the other participating Federal agencies.

The winners of the 2005 *Preserve America* Presidential Awards were announced in May 2005 during Preservation Month. The awardees were The Mount, in Lenox, Massachusetts; the Texas Heritage Trails Program; the Bolduc Historic Properties-Operational Enhancement in Sainte Genevieve, Missouri; and the Isaiah Davenport House Museum in Savannah, Georgia.

Policy-level officials from Federal *Preserve America* partner agencies will join with several ACHP citizen members to select a slate of nominations that will ultimately be forwarded to the White House. Awards are expected to be announced in May 2006, to coincide with National Historic Preservation Month.

***Preserve America* Communities**

This program recognizes and designates communities that protect and celebrate their heritage, use their historic assets for economic development and community revitalization, and encourage people to experience and appreciate local historic resources through education and heritage tourism programs. The ACHP administers this program, with assistance from DOI and USDA. The ACHP provides information to communities as they prepare their applications, reviews submissions, and coordinates follow-through, notifications, and promotion of designations. Since the program began, Mrs. Bush has designated 352 communities in 46 states as *Preserve America* Communities. In July 2005, Mrs. Bush announced that applications for designation would also be accepted from historic neighborhoods in cities larger than 200,000. (A special application form and criteria were developed by the ACHP for that program.) Several of the 352 communities are historic neighborhoods, and we expect expansion of this part of the program.

Benefits of designation include White House recognition; eligibility to apply for *Preserve America* grants; a certificate of recognition; a *Preserve America* Community road sign; authorization to use the *Preserve America* logo on signs, flags, banners, and promotional materials; listing in a Web-based *Preserve America* Community directory; inclusion in national and regional press releases; official notification of designation to State tourism offices and visitor bureaus; and enhanced community visibility and pride. There are quarterly deadlines each year on March 1, June 1, September 1, and December 1. Application forms and guidance are available on the *Preserve America* Web site, along with posted profiles and links for each of the designated communities.

***Preserve America* Grants**

The 2006 Federal budget contains \$5 million for grants to support community efforts that demonstrate sustainable uses of their historic and cultural sites and the economic and educational opportunities related to heritage tourism.

The program will not fund bricks-and-mortar projects, but rather will complement the Save America's Treasures grant program by helping local communities develop sustainable resource management strategies and sound business practices for the continued preservation and use of heritage assets. State Historic

Preservation Offices, Tribal Historic Preservation Offices, designated *Preserve America* Communities, and Certified Local Governments that have applied for *Preserve America* Community designation are eligible to apply for *Preserve America* grants. Application materials were made available in October 2005, with an initial deadline for applications of December 16, 2005. It is expected that the first round of successful grantees will be announced in spring 2006 and a second round of grants will be announced at about the same time. The grants program is administered by the National Park Service (NPS), in consultation with and assisted by the ACHP and other agency partners. The ACHP worked with NPS in the development of the program criteria and evaluation factors and is assisting with application review, evaluation, and selection.

***Preserve America* History Teacher of the Year Award**

Mrs. Bush presented the second annual *Preserve America* History Teacher of the Year award on October 14, 2005, to Rosanne Lichatin of Long Valley, New Jersey, at a ceremony held at Lincoln Hall in the Union League Club, New York City. Mrs. Lichatin was selected from a group of finalists from each State, the District of Columbia, and U.S. territories. Each finalist received \$1,000 and a core archive of history materials for his or her school library. The Gilder Lehrman Institute of American History facilitates this awards program, while the ACHP assists in promotion.

Educational Outreach

Preserve America has also worked with the History Channel's Save Our History initiative to create a teacher's manual with lesson plans and volunteer ideas to involve students in preserving historic sites in their communities. Using key topics from American history, the lesson plans include local activities that focus on developing essential preservation skills in students at the elementary, middle, and high school levels. By exposing students to the rich historical resources that exist in their communities and encouraging them to take an active role in the preservation of local heritage, the program helps develop the next generation of historians and preservationists. The *Educator's Manual* contains a message from First Lady Laura Bush, Honorary Chair of *Preserve America*, which celebrates the partnership between The History Channel and *Preserve America* to "share the belief that knowledge of our nation's history is essential to the appreciation of our heritage." The ACHP helps promote these outreach efforts.

Executive Order 13287: "Preserve America"

Signed by President Bush March 3, 2003, this Executive Order complements the *Preserve America* initiative. The order establishes Federal policy to provide leadership in preserving America's heritage by actively advancing the protection, enhancement, and contemporary use of the historic properties owned by the Federal Government.

Section 3 of the Executive Order 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 how their 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 NHPA and ultimately preserve and maintain historic properties.

The ACHP will use Executive Order reports to apprise the President on the state of the Federal Government's historic properties and their contribution to local economic development. The reports can also be used by Federal agencies to advance the specific goals of the President's Management Agenda.

To assist agencies in meeting these reporting requirements, the ACHP was directed to prepare and issue advisory guidelines, which it did in October 2003. These guidelines were distributed to all affected agencies and made available on the ACHP Web site. Agencies were required under the Executive Order to submit baseline reports by September 30, 2004. Over 35 agencies submitted reports and the ACHP responded with detailed comments on each report and in some cases met individually with agencies to discuss their reports and needed improvements. Agencies were required to submit progress reports by September 30, 2005. Twenty-three Federal agencies did so and 12 more agencies have progress reports outstanding. The 2005 progress reports are now being received and reviewed by the ACHP. The progress reports, along with the 2004 baseline reports, were the basis for the ACHP's report to the President on the state of Federal historic resource stewardship, submitted in February 2006. As part of the Report to the President, the ACHP outlined a five-point plan to be carried out in FY 2007 in collaboration with key land managing agencies and OMB; the plan will help improve or establish Federal agency historic preservation programs and ensure the protection and use of historic properties.

The ACHP expects the continuing implementation of the *Preserve America* initiative to be a major component of its work throughout FY 2006 and FY 2007, particularly with the new grants program in place. The *Preserve America* initiative has begun to attract significant public attention and interest in preservation and historic communities throughout the country. It is successfully engaging community leaders and individuals across the Nation in taking a new look at their heritage assets and how they can be used to promote a better understanding of American history and values as well as local economic development. We expect more Federal agencies to find ways to actively support the goals of *Preserve America* through existing programs and refocused program emphases, and we will continue to seek greater involvement of communities, citizens, and public-private partnerships in various aspects of the initiative.

Native American Program

The ACHP continues to aggressively implement elements of the Action Plan on ACHP's Native American Initiatives and to identify additional areas that would benefit from ACHP assistance. Perhaps the most important initiative under the action plan was the establishment of the Native American Advisory Group (NAAG).

Given that Indian tribes and NHOs are represented on the ACHP as both members and observers, the ACHP continues to believe that it is uniquely situated to serve as a conduit between Native Americans and Federal agencies and has determined to address this matter programmatically and financially. The ACHP's role is borne out by Federal agencies that continue to approach the ACHP for assistance and guidance regarding consultation with Native Americans and that express a desire to work with the ACHP NAAG.

ACHP believes that NAAG is a unique organization because it has agency-wide access to ACHP members and staff. NAAG advises members and staff on a wide variety of issues including national-level historic preservation programs, guidance on matters of importance to Native Americans, and potential improvements to Federal agency consultation efforts. NAAG members represent each of the 12 BIA regions and Hawaii.

NAAG meets at least quarterly via conference calls and face-to-face meetings prior to the ACHP's quarterly meetings to work through their own initiatives and to develop issues to be presented at the ACHP business meeting. At the Hawaii meeting in April 2005, NAAG drafted and adopted a charter and operating procedures and elected officers. In October 2005, NAAG and ACHP formalized their relationship through a memorandum of understanding.

In late 2004, ACHP and BIA entered into an interagency agreement to support NAAG. With financial support from BIA, ACHP and NAAG have been able to address a number of issues regarding Federal-Native American consultation. NAAG has become an integral part of the workings of the ACHP at the member and staff levels. NAAG reports to the ACHP at every quarterly meeting, is represented on every ACHP member task force, and works with the staff on a daily basis. This relationship between NAAG and ACHP attracted the attention of the White House Office of Intergovernmental Affairs and resulted in an invitation to develop a list of Federal agencies with which NAAG believes Native American consultation remains problematic and specific concerns regarding those agencies. In October 2005, these agencies were invited to a White House briefing with NAAG and ACHP to discuss NAAG concerns and review how the agencies were consulting with Indian tribes and Native Hawaiian organizations. The ACHP expects additional dialogue leading to program improvements.

NAAG's other accomplishments have also been impressive. In Hawaii, NAAG and ACHP hosted a listening session to better understand the historic preservation concerns of Native Hawaiian organizations. Some 15 organizations identified challenges and offered recommendations for improvements. NAAG also visited a number of historic properties and met with several Federal agencies to see firsthand the challenges identified by NHOs. Based on the information gathered in Hawaii, NAAG's Chairman and Vice Chairman offered a series of recommendations to the ACHP members at the quarterly business meeting in May 2005. ACHP adopted each of the recommendations and staff is actively working to implement them. Of note among these initiatives is the development of an ACHP policy regarding its relationship to Native Hawaiian organizations. The ACHP, with the help of the Native Hawaiian representatives on NAAG and the former Native Hawaiian member to the ACHP, is drafting a policy and will hold consultation meetings regarding the policy this spring.

NAAG and ACHP also hosted a Section 106 workshop for Native Hawaiian organizations in April. In conjunction with the consultation meetings in Hawaii this spring, ACHP will again host Section 106 training on Oahu and will also bring the training to the island of Hawaii. ACHP firmly believes that with adequate training and guidance for all Section 106 participants, Federal agencies will realize greater efficiencies overall in implementing the requirements of Section 106. Because of the distance and expense of travel to Hawaii, the ACHP has not given much attention to the region in the past and has only offered training for NHOs approximately every five years.

NAAG and ACHP will use the Hawaii meeting as a template for NAAG meetings. The meeting will include visits to historic properties and listening sessions with Indian tribes within the region. These meetings will keep NAAG and ACHP informed of important issues, give Native Americans greater access to the ACHP, and provide NAAG and the ACHP with the information needed to refine and update their joint program goals and objectives. The upcoming NAAG meet in Oklahoma in April will feature field visits and a consultation meeting.

NAAG members have also identified key areas of expansion, including outreach and training for State Historic Preservation Officers (SHPOs) who consult with Indian tribes and NHOs and improvements in NAAG and ACHP communication with Indian tribes and NHOs. NAAG also feels that it is important for to keep regional tribes and NHOs informed of the work of NAAG and the opportunities to participate in major preservation initiatives of interest to Native Americans. ACHP has drafted a template for a newsletter and will work with NAAG on content and distribution to Indian tribes and NHOs.

NAAG's Archeology Subcommittee is working with the ACHP's Archeology Task Force to draft a human remains policy and various guidance documents to assist Section 106 users. A NAAG member attends every task force meeting and provides advice and offers recommendations to ensure that the ACHP's archeology initiatives adequately reflect Native American perspectives.

In 2005, the ACHP Native American Program drafted revised consultation guidance for review by NAAG and the National Association of Tribal Historic Preservation Officers. ACHP will implement this expanded guidance by the end of FY 2006.

Another initiative of the Native American program is a tribal consultation training program for DOT staff. Under an interagency agreement with FHWA, the ACHP developed the course and a desk reference. The ACHP has delivered three of these courses. The first was hosted by the Osage Nation in St. Louis in December 2004. The second course was hosted by the Poarch Band of Creek Indians at its reservation in Alabama in April 2005. The third course was hosted by the ACHP Native American member in his homelands in New York. Several NAAG members assisted ACHP staff in delivering these courses. The training program is suspended for FY 2006 but is expected to resume in FY 2007.

In addition to these courses, the California representatives to NAAG assisted ACHP staff and other historic preservation experts in delivering a course for Federal agencies and Indian tribes in northern California. With funding from the Western Area Power Administration, the ACHP trained 75 individuals from four Federal agencies and more than 25 tribes. In FY 2006, the ACHP in partnership with other historic preservation experts will offer a two-day course regarding cultural resources protection at the United South and Eastern Tribes Annual Impact Week.

The ACHP Chairman and Native American Program staff have been working with the Office of the Assistant Secretary of BIA on improvements in tribal consultation. Toward this end, Native American Program staff have assumed Section 106 review responsibilities for BIA to ensure that BIA fully meets its responsibilities. This work will continue through FY 2006 and will lead to program recommendations for implementation in FY 2007.

The ACHP will continue to implement key portions of the adopted Action Plan in FY 2007 and FY 2008. It is expected that the ACHP's experience with improving the efficiency of the Native American component in the Section 106 process will aid in developing a similar approach for the participation of SHPOs and other stakeholders in FY 2007 and FY 2008. At the close of FY 2007, the ACHP will evaluate its progress toward meeting the goals of the Action Plan and begin working on amendments to the plan.

Interagency Partnerships

The ACHP is pursuing partnerships with Federal agencies to both streamline Section 106 review and build better preservation programs within key Federal agencies. Under the chairman's leadership, the ACHP entered into interagency agreements with several of its Federal agency members to improve the delivery of services to these agencies. As a result of these efforts, GSA, FHWA, USDA, and HUD each committed to funding a 14-month appointment for a mid-level staff position at the ACHP. By the end of FY 2004, all four of these positions were filled (in addition to a long-standing partnership with the Army), and work has continued on fostering similar partnerships with other key Federal agencies, notably the Corps of Engineers, the FEMA, and the Bureau of Land Management (BLM).

The agency liaison position is not a new arrangement for the ACHP. During the past eight years, the ACHP has had great success with an initial arrangement with the Army. Under the auspices of an interagency agreement with the ACHP, the Army was able to execute alternate procedures, which, according to Army estimates, produced up to a \$1.5 million to \$4 million savings. Additionally, the Army was able to streamline base closure reviews and establish procedures for handling the treatment of specific types of Army properties. Of particular note was a mutually developed process that greatly streamlined consideration of the historic aspects of more than 19,000 units of Army housing from the Cold War era, resulting in substantial cost savings to the Army and outstanding public interpretation of the historic significance of these properties. The Army program comment for family housing from the Capehart and Wherry era saved the Army an estimated one-time cost of \$5.5 million. Besides initial cost savings, the comment also had the benefit of timely implementation of Army programs. The Army's Residential Communities Initiative, which will modernize existing family housing, has been able to move forward quickly with its Capehart and Wherry housing because it programmatically addressed Section 106. Similar cost savings for the Navy and the Air Force should result from the program comments the ACHP issued for their Capehart and Wherry housing.

Other partner agencies have now also reaped benefits from these partnerships. For example, the Forest Service utilized our USDA liaison to issue guidance on the treatment of off-highway vehicle impacts on historic properties in the national forests, and the HUD has undertaken a fresh look at how ACHP guidance is facilitating the development of affordable housing.

Each agency liaison is responsible for managing agency-related Section 106 cases and working on an array of program improvement initiatives identified as a priority by the partner agency. Liaisons work with headquarters and the field staff to coordinate case reviews, conduct training, address policy and program issues, and develop agency-specific guidance to improve the administration of the Section 106 review process. The liaisons' efforts have resulted in direct, long-term benefits to the sponsoring agencies through

resolution of systemic problems associated with Section 106 reviews and improvements to internal policies and procedures.

Program achievements by the agency liaisons vary widely. The GSA liaison developed tailored a training course for delivery to all of GSA's regional offices. The FHWA liaison tackled one of FHWA's more vexing program needs, which was to work with a broad range of stakeholders to develop an exemption to eliminate the need for FHWA to consider most impacts on the historic features of the Dwight D. Eisenhower National System of Interstate and Defense Highways.

The USDA liaison has assessed a diverse range of preservation challenges for a variety of USDA agencies. These challenges have included developing a comprehensive policy for the recreation residences within the national forests, addressing surveying standards within Rural Utilities, and working on the Forest Services' ambitious plans to decommission many properties in its ownership. Finally, as reported earlier, the liaison at HUD has launched a comprehensive review of the ACHP's Affordable Housing and Historic Preservation policy statement, which has included a broad survey of the preservation community, local governments, and affordable housing providers.

It is anticipated that these liaison positions will continue to return significant immediate and long-term benefits to the sponsoring agencies by improving coordination and internal efficiency. In a spirit of partnership, the ACHP contributes staff and infrastructure resources to these agreements and works to share the overall cost of the staffing arrangements with the sponsoring agencies. Because of the proven track record of these partnerships and because they have been instrumental in allowing the ACHP to enhance its staff capability and thereby achieve significant improvement in the overall operation and efficiency of the Section 106 process, we remain committed to pursuing partnerships with other Federal agencies such as BLM, the Corps of Engineers, and FEMA.

Enhancing Communications

To raise the visibility and effectiveness of the ACHP, its programs, and the benefits of preserving America's heritage, the ACHP has been pursuing an aggressive communications plan that promotes greater awareness of traditional ACHP activities in addition to newer initiatives such as *Preserve America*.

The plan raises the visibility of the ACHP and its programs—and therefore historic preservation and its myriad economic and cultural benefits—through a full array of print and electronic media. Institution of multiple award programs attracting national attention encourages public interest and understanding of the economic and cultural values of historic preservation as envisioned by the NHPA.

Working with both Federal and non-Federal partners to publicize the *Preserve America* initiative and the numerous events that celebrate and mark its accomplishments, the ACHP has created an innovative password-protected site for *Preserve America* partners to visit and download speeches, templates for press releases, relevant electronic images, and more. The effort has been extremely successful, as media coverage of *Preserve America* has dramatically increased over the past three years.

Enhanced outreach activities have ensured the ACHP's participation in events that explain and promote the benefits of historic preservation, including national forums, videoconferences, educational panels, and special events. The outreach effort is essential to fulfilling the ACHP's statutory role and mission because awareness of ACHP views and policies are critical to their effective implementation.

The ACHP's two main Web sites and several audience-specific Web sites are increasingly important communications and outreach tools. In a six-month period in 2005 the agency Web site, www.achp.gov, received 5,536 average daily page views, and 82,938 unique visitors. In just a three-month period in 2005 the www.PreserveAmerica.gov Web site experienced 958 average daily page views and 29,679 unique visitors. The www.ACHP.gov Web site contains information about the ACHP, historic preservation news items, extensive information about the national historic preservation program with links to key Web sites, detailed information on working with the Section 106 review process, the historic preservation programs of Federal, State, and tribal organizations, training and educational opportunity, and a comprehensive list of ACHP publications available in print or electronically.

The ACHP hosts and maintains the official *Preserve America* Web site for the Administration. Located at www.PreserveAmerica.gov, this site contains current information on award cycles and winners, recent *Preserve America* Community designations, and attendant events. A complete archive of *Preserve America* activities, including a list of designated communities and their profiles, can be accessed from the Web site. In 2005, Internet users visited the Web site more than 107,000 times.

In addition, the ACHP also maintains a password-protected portion of the ACHP site for ACHP members.

Improving Constituency Outreach in the Section 106 Process

The ACHP has diligently monitored patterns and trends in the administration of the Section 106 review process since the passage of the 2001 regulations. Based on our assessment of the process, the ACHP attempts to provide outreach to the major stakeholders: Federal agencies, SHPOs, Tribal Historic Preservation Officers (THPOs), applicants, preservationists, and the public.

Given that the majority of Section 106 reviews are concluded without the ACHP's formal participation, it is important that the stakeholders, particularly SHPOs and THPOs, be given the tools they need to successfully conclude reviews without delays to Federal agencies. Formal training in Section 106 has been the ACHP's primary vehicle for such outreach in the past and will remain so in the future as we continue to improve the ACHP's training course, "The Section 106 Essentials," and market it to an increasingly broad audience. We saw a 42 percent increase in enrollment in 2005 over 2004 and early figures from 2006 suggest that we may see another year of significant growth. We have improved our marketing efforts on our Web site and are working to simplify electronic registration and payment to further enhance our ability to secure students for our offerings. The ACHP is committed to developing an advanced course since demand in the field remains high. Such a course would focus on dispute resolution through consultation under Section 106 and the development of legally binding agreement documents.

Outreach embodies a broader range of tools and activities, however. The ACHP has attempted to expand its efforts in this area, including the following measures:

Technical Assistance to SHPOs. While the ACHP does not formally participate in routine, noncontroversial Section 106 reviews, staff members regularly respond to requests for technical assistance from SHPOs. To ensure that information is shared with all SHPOs, the ACHP is developing guidance on how to prepare agreement documents, modules for SHPO-sponsored training, legal interpretations of provisions in the regulations, and background on Federal programs. The ACHP will soon have Web-based Preparing Agreement Documents online that will provide Section 106 users with essential tools like Memorandum of Agreement templates and model stipulations. Steps have also been taken to ensure that ACHP service to western SHPOs previously delivered by the ACHP's western office did not suffer as a consequence of the closure of that office. Recruitment for new positions in the Washington, DC office has emphasized finding candidates with western experience. Additionally, outreach to western states has been enhanced by using meeting opportunities with western SHPOs to address western issues and by adjusting work schedules of staff in the Washington, DC office to ensure that staff were available later in the day to handle western inquiries.

Responding to the Gulf Coast hurricanes called for special assistance to SHPOs in the region. The ACHP assigned a staff member to FEMA and worked on streamlining Section 106 reviews to reduce burdens on SHPOs. The ACHP also worked with the SHPOs to identify their resource needs that might be met through supplemental Federal funding. The ACHP will continue to work with SHPOs on disaster recovery and reconstruction through FY 2007.

In FY 2007, the ACHP plans to expand its assistance to SHPOs by providing regional training, establishing working groups to resolve systemic problems related to various agencies, and increasing the publication of technical guidance. By improving ACHP assistance to SHPOs, the Section 106 review process will be handled in a timely, consistent, and predictable manner, thereby responding to some of the major concerns raised by Federal agencies.

Assistance to Federal Agencies. Federal agencies have typically relied on SHPOs to assist regional office and field staff, applicants, licensees, and other stakeholders in understanding the requirements of Section 106. Due to SHPO staff reductions and budget cuts, SHPOs can no longer assume this responsibility alone.

The ACHP, therefore, will have to work closely with Federal agencies to develop guidance documents that explain how Section 106 applies to various programs and undertakings. This information not only will be distributed by the agencies, but also posted on the ACHP Web site. Staff will also develop information on cross-cutting issues (for example, the applicability of Section 106 to Federal grants) to assist those agencies with similar types of Section 106 compliance issues in improving their client outreach efforts.

One of the earliest and potentially most useful products of this effort will be the development of a comprehensive suite of guidance material to assist agencies in the treatment of archeological properties under Section 106. These efforts, being led by a special task force of ACHP members, will be providing guidance on (among other things) making Section 106 consultation more effective, determining appropriate levels of archeological survey effort, applying the National Register criteria to archeological sites, and

creative alternatives to data recovery. These and other topics have been selected because they are frequently sources of confusion and delay when they are encountered by Federal agencies in the Section 106 process. For example, guidance on archeological survey could forestall costly and time-consuming debates on levels of effort. Likewise, providing guidance on options for creative mitigation could lead to much more imaginative outcomes and counteract the tendency of agencies to always assume that data recovery is the only recourse when archeological sites are going to be affected. Accordingly, this guidance for Section 106 practitioners should help in address chronic problems experienced in addressing impacts to archeological properties. Most important, the Task Force will be working with an array of stakeholders, including Indian tribes and professional archeologists, to revise the ACHP's 1987 "Policy Statement Regarding Treatment of Human Remains and Grave Goods." This topic has been at the forefront of a growing number of contentious Section 106 cases and updated guidance from the ACHP is critically needed.

Assistance to Tribes. While a number of Federal agencies are actively working with Native Americans, the level of engagement envisioned in the NHPA is far from being realized. Through increased outreach and education of Native Americans and other stakeholders, the ACHP continues its work to improve communication and coordination in the Section 106 review process and other preservation initiatives.

The ACHP will update its Web site to make the Native American Program's activities and guidance information more visible and accessible. The first ACHP newsletter for Native Americans will be published in FY 2006 and will continue to be published biannually. Additionally, the ACHP with other tribal preservation experts will deliver historic preservation training to the United South and Eastern Tribes (USET) at their meeting in Washington, DC in February 2006. This training effort builds on past Section 106 training for USET members offered by ACHP.

The ACHP will also continue to work closely with USET to review the implementation of Federal agency programs and to enhance the ability of its member tribes to participate in the Section 106 process.

As Native Americans identify the major issues that affect their role and participation in the Federal preservation program, the ACHP will continue to consult with high-level policy officials within Federal agencies to develop appropriate internal and external tribal policies and procedures. The ACHP and policy officials from BIA have agreed to work together to address tribal historic preservation concerns regarding BIA and other Federal agencies. To this end, BIA officials will actively participate in NAAG meetings and initiatives.

Public Outreach. The preservation community and the general public frequently contact the ACHP for information on the Section 106 review process and the rights and privileges of the public when participating in Section 106 consultations. Since the ACHP oversees the Section 106 review process, it is recognized as the expert in this area and the final arbiter of any disputes among stakeholders.

Accordingly, the public may contact with the ACHP to review decisions made by a Federal agency SHPO, to request ACHP participation in cases that are viewed as high profile or controversial, and to facilitate the involvement of all parties in cases where the coordination of Section 106 reviews are called into question.

The number of staff hours dedicated to public outreach continues to increase, in part because of the need to fully investigate cases in which the ACHP would not typically participate. A crucial ingredient in a successful outcome for many of the Section 106 cases featured in Figure 9 on page 55 was active public participation, as the World Trade Center site redevelopment (NY), Redstone Castle (CO), and Ripon Lodge (VA), to cite only a few cases.

Trends with Budget and Staffing Consequences

A number of current trends can be identified that will continue to have budget consequences in FY 2007. All of these involve shifting priorities and the identification of ways to address them. The ACHP has reallocated existing staff resources to develop new opportunities to promote historic preservation, especially through the nationwide *Preserve America* initiative and Executive Order 13287 implementation.

Through improved efficiency and productivity, the ACHP's staff members have taken on additional tasks without additional resources, including the following:

Administering the *Preserve America* Presidential Awards. Recipients of the *Preserve America* Presidential Award, the highest national award honoring historic preservation achievement, are chosen through a national competition administered by the ACHP in cooperation with the Executive Office of the President and other *Preserve America* Federal partners. The ACHP oversees the nomination process, assists applicants, establishes and runs a multitiered staff and jury review system, and administers all facets of the process.

This entails publicizing the awards program by direct mail, broadcast e-mail, placement of Federal media news spots, and mass distribution of news releases to print and broadcast media outlets. In 2005 the ACHP designed, printed, and distributed nomination forms and winners brochures to a widespread national constituency and it directly provided more than 2,400 nomination packages and made forms and information available via the Web.

An initial review team comprised of staff from *Preserve America* partner agencies met for two days in November 2005 to review the 85 nominations received for the 2006 award cycle. Then in January 2006, four policy level representatives of partner agencies and three ACHP citizen members met in Washington to jury the awards and to select and rank nine nominations in each of the two award categories of Heritage Tourism and Private Preservation. The ACHP pays for out-of-town jury members' travel and daily expenses and production of all awards material and staffing.

Administering the *Preserve America* Communities program. Administering this program includes assisting communities as they prepare applications; answering questions from local officials, Congressional staff, and others about the program; receiving and reviewing applications; preparing correspondence and writing community descriptions; arranging for designation events and certificates; maintaining and using the community information and community contacts; and coordinating with DOI, USDA, the White House, and others. Increasingly, administration also includes facilitating community efforts to find assistance for

their work, helping communities identify and share best practices, and disseminating information about the benefits of preservation to potential participants. As of this date, 430 applications have been received for the program, including 14 neighborhoods. A total of 352 communities have been designated as *Preserve America* communities so far, including four neighborhoods.

Developing electronic media support for the *Preserve America* initiative. This includes the development and maintenance of the official *Preserve America* Web site (described above), as well as an electronic Web-distributed newsletter (e-newsletter) to highlight the latest developments in the *Preserve America* initiative. The e-newsletter includes information on community designation events, Presidential Awards, grants, and nomination and application availability and deadlines. The periodical currently has more than 2,400 subscribers.

Upgrading all ACHP graphic and Web materials to better reflect agency involvement with the *Preserve America* initiative. The ACHP works in tandem with the Administration to administer portions of the *Preserve America* initiative, hosts the official *Preserve America* Web site, produces materials related to the Presidential Awards, and more. It therefore is critical that these products are of the highest quality. Staff has been realigned to enable the ACHP to redesign our graphics and Web interface.

Cooperating with NPS to administer the *Preserve America* Grants program. Administering this program includes development of selection criteria, guidelines, and application materials; outreach and assistance to potential grants applicants; participation in review of grants applications; and recommendations for follow-up as well as performance review of successful grant projects. Approximately 90 qualified applicants applied for the first round of grants in FY 2006; we expect a second round of grants to be announced in the spring of 2006 for award before the end of the year.

Assisting with First Lady's *Preserve America* events. A recent example of ACHP event assistance was First Lady Laura Bush's rollout of the *Preserve America* Neighborhoods program in Nashville, Tennessee. As a principal coordinator of the *Preserve America* initiative, the ACHP staff helped with site selection and arrangements, developed invitation lists, assisted with media coordination, and provided on-site event assistance. Similar support is provided for events involving Cabinet-level officials and ACHP involvement is expected to continue in 2007 and far beyond.

Improving Federal historic preservation programs. ACHP efforts now focus on supporting interagency partnership activities where there is an agency funding commitment. In the absence of a liaison arrangement with an agency or an interagency agreement, program activities are prioritized and handled by staff who are also responsible for case review. Under the new organizational structure for the Office of Federal Agency Programs, which will orient ACHP staff to agency specialization, we should be better equipped to respond to program needs for those agencies that do not have a partnership with the ACHP. Also, we will continue to promote partnership agreements with those agencies that frequently encounter historic preservation issues, such as FEMA, the Corps of Engineers, and BLM.

Developing expertise and providing coordination for Federal involvement in heritage tourism. Pursuant to Executive Order 13287, ACHP staff has taken an active role in promoting an expanded Federal role in development of programs and support for heritage tourism. This includes coordination with potential

public and private partners and experts in the field and numerous speaking engagements at conferences and forums.

Reviewing Federal actions affecting historic properties. The ACHP staff continues to participate in an increasing number of high-profile and complex cases. The increase in ACHP involvement is directly related to reductions in SHPO staff and requests from THPOs and tribes who conclude that Federal agencies have not properly included them in the Section 106 consultation process. We believe that these demands on us to participate will continue to increase as more tribes become familiar with the opportunity that the Section 106 process provides to them for participating in Federal project planning. When the ACHP agrees to participate in such cases, additional resources are required for travel, ACHP member involvement, and the hosting of public meetings.

Facilitating Section 106 reviews for Gulf Coast reconstruction activities. A major part of the ACHP's Section 106 work in 2006 and 2007 will focus on facilitating reviews of Federal assistance for reconstruction in the hurricane-ravaged Gulf Coast States. Massive amounts of Federal aid in an area unusually rich in historic resources will generate unprecedented pressures on the review process. The ACHP will work closely with SHPOs and Federal agencies to streamline reviews and obtain necessary resources and technical assistance to make certain that the process contributes to the preservation and effective reuse of historic properties in the region's recovery.

Analyzing archeology resources policy. Under the leadership of a specially appointed task force of ACHP members, the ACHP has begun analyzing how archeological resources are considered in the Section 106 process. The intent is to update such guidance, including the policy on the treatment of human remains. This effort will continue to require considerable staff resources, but it is of primary importance as part of our continuing effort to improve the overall efficiency and effectiveness of the Section 106 process. To this end, the ACHP is surveying key stakeholders and examining the importance of archeology to heritage tourism.

Assisting with Section 106 cases that do not require active ACHP involvement. A considerable demand on ACHP staff is the provision of legal advice, professional guidance, and technical assistance that is critical for interpreting, explaining, and implementing ACHP regulations in cases where the ACHP is not formally involved.

Improving Section 106 training initiatives. For the ACHP's new introductory training course, "The Section 106 Essentials," the ACHP has assumed all development (including course book and accompanying CD-ROM), administration (including local arrangements and enrollment), and instruction. Costs associated with developing and delivering the course are recovered through course tuition charges.

All of these demands have placed substantial pressures on the ACHP's professional staff to deliver services and conduct its work flexibly and creatively. Augmented by continued partnership arrangements with Federal agencies, this budget request will allow the ACHP to meet these demands in FY 2007 and to pursue important long-term goals that will advance Federal historic preservation leadership and policy while improving the overall efficiency of the Federal historic preservation program.

3. GENERAL STATEMENT

Mission and Authorities

The ACHP was established by Title II of the NHPA of 1966 (16 U.S.C. 470). NHPA charges the ACHP with advising the President and the Congress on historic preservation matters and entrusts the ACHP with the unique mission of advancing historic preservation within the Federal Government and the National Historic Preservation Program. In FY 2002, the ACHP adopted the following mission statement:

The Advisory Council on Historic Preservation promotes the preservation, enhancement, and productive use of our Nation's historic resources, and advises the President and Congress on national historic preservation policy.

That same year the ACHP also adopted the tagline, "Preserving America's Heritage." The ACHP's authority and responsibilities are principally derived from NHPA. General duties of the ACHP are detailed in Section 202 (16 U.S.C. 470j) and include the following:

- advising the President and Congress on matters relating to historic preservation;
- encouraging public interest and participation in historic preservation;
- recommending policy and tax studies as they affect historic preservation;
- advising State and local governments on historic preservation legislation;
- encouraging training and education in historic preservation;
- reviewing Federal policies and programs and recommending improvements; and
- informing and educating others about the ACHP's activities.

Under Section 106 of NHPA, the ACHP reviews Federal actions affecting historic properties to ensure that historic preservation needs are balanced with Federal project requirements. The ACHP achieves this balance through the Section 106 review process, which applies whenever a Federal action has the potential to impact historic properties.

As administered by the ACHP, the process guarantees that State and local governments, Indian tribes and NHOs, businesses and organizations, and private citizens will have an effective opportunity to participate in Federal project planning when historic properties they value may be affected.

Under Section 211 (16 U.S.C. 470s) the ACHP is granted rulemaking authority for Section 106. The ACHP also has consultative and other responsibilities under Sections 101, 110, 111, 203, and 214 of NHPA, and, in accordance with the National Environmental Policy Act (42 U.S.C. 4321-4347), is considered an agency

with “special expertise” to comment on environmental impacts involving historic properties and other cultural resources.

Founded as a unique partnership among Federal, State, and local governments, Indian tribes, and the public to advance the preservation of America’s heritage while recognizing contemporary needs, the national historic preservation program has matured and expanded over time. The Secretary of the Interior and the ACHP have distinct but complementary responsibilities for managing the program.

The Secretary, acting through the Director of the NPS, maintains the national inventory of historic properties, sets standards for historic preservation, administers financial assistance and programs for tribal, State, and local participation, and provides technical preservation assistance.

The ACHP plays a unique role in shaping historic preservation policy and programs at the highest levels of the Administration and Congress. It coordinates the national program, assists Federal agencies in meeting their preservation responsibilities, and encourages understanding of preservation goals, benefits, and planning needs. Through its administration of Section 106, the ACHP works with Federal agencies, States, tribes, local governments, applicants for Federal assistance, and other affected parties to ensure that their interests are considered in the process. It helps parties reach agreement on measures to avoid or resolves conflicts that may arise between development needs and preservation objectives, including mitigation of harmful impacts.

The ACHP is uniquely suited to its task. As an independent agency, it brings together through its membership Federal agency heads, representatives of State and local governments, historic preservation leaders and experts, a member of an Indian tribe or NHO, and private citizens to shape national policies and programs dealing with historic preservation. The diverse membership is reflected in its efforts to seek sensible, cost-effective ways to mesh preservation goals with other public needs.

Unlike other Federal agencies or private preservation organizations, the ACHP incorporates a variety of interests and viewpoints in fulfilling its statutory duties, thereby broadly reflecting public interest. It helps involved parties reach solutions that reflect both the impacts on irreplaceable historic properties and the needs of today’s society.

4. PROGRAM STRUCTURE

The ACHP is composed of members and a permanent staff housed in Washington, DC.

Council Membership

The ACHP's 20 statutorily designated members, including the chairman who heads the agency, address policy issues, direct program initiatives, and make recommendations regarding historic preservation to the President, Congress, and heads of other Federal agencies (see Figure 5 on page 51).

The members meet four times a year to conduct business. Normally, two meetings are held in Washington, DC and two in locations that exemplify preservation issues relevant to the ACHP's programs.

Council members pursue ACHP activities both collectively and individually. The ACHP is organized into an Executive Committee and three program committees: Federal Agency Programs; Preservation Initiatives; and Communications, Education, and Outreach. The committees meet at the ACHP's quarterly business meetings and between the quarterly business meetings and are supported by their corresponding staff offices. Several times a year, the chairman appoints panels of members to provide comments on Section 106 cases.

Member task forces and committees are also formed to pursue specific tasks such as policy development or regulatory reform oversight. On average, two such subgroups are at work at any given time during the year. Each subgroup meets about five to six times, is served by one to three staff members, and produces reports, comments, and policy recommendations.

ACHP Staff

ACHP staff members carry out the day-to-day work of the ACHP and provide all support services for council members. Staff components are under the supervision of the executive director, who is based in the Washington, DC office. Staff members are trained in a variety of disciplines, including archeology, architecture, architectural history, conservation, economics, history, information technology, journalism, law, and planning, and are currently employed in the following program areas:

The staff is organized as shown below in Figure 3.

Figure 3. Staff Organization

Function	FTE
Executive Director	1
Native American Program	2
Office of General Counsel	1
Office of Administration	6
Office of Information and Technology	3
Office of Preservation Initiatives	3
Office of Federal Agency Programs	14
Office of Communications, Education, and Outreach	5
TOTAL	35

Office of the Executive Director

The executive director has senior management responsibility for all staff organizational units and reports to the chairman. To better reflect its responsibilities across all staff, the Office of the Executive Director houses two offices.

- **The Native American Program** advises the ACHP chairman, members, and executive director on policy matters related to Native American issues; offers technical assistance and outreach to all who participate in tribal and NHO consultation under the Section 106 review process; and provides training to Indian tribes, NHOs, and Federal agencies on consultation requirements under Section 106 and Federal agency relationships with Indian tribes. A coordinator who oversees ACHP involvement with Indian tribes and NHOs leads the office, which is staffed with a program specialist.
- **The Office of General Counsel** is led by a general counsel, who provides legal services to the members and staff and oversees the agency ethics program. The position of general counsel is vacant due to budgetary constraints; an associate general counsel provides legal advice and manages the agency ethics program.

Office of Preservation Initiatives

The Office of Preservation Initiatives is responsible for research and development and program implementation (including review and evaluation) for the Preserve America initiative, especially the Preserve America Communities (and neighborhoods) portion of the initiative. It assists communities, responds to questions from members of Congress and Congressional staff, maintains databases, and develops Web site content. This office develops policy recommendations and implements ACHP-adopted policies related to national preservation goals, especially as they advance preservation's economic and educational benefits, and works

on program initiatives such as heritage tourism. The office provides outreach to potential partners such as State and local governments, Indian tribes and NHOs, and the private sector to promote better understanding of Preserve America, heritage tourism, and related benefits of preservation. It also participates in policy forums and intergovernmental working groups relevant to these topics.

A director oversees two staff members who engage in the full range of office activities. These staff members include a senior program analyst who identifies program and policy needs, evaluates solutions, and recommends action, and a preservation program specialist who conducts research, prepares program materials, and participates in program review activities.

Office of Federal Agency Programs

The Office of Federal Agency Programs conducts Section 106 reviews, provides technical assistance and guidance for Section 106 users, and works to improve Federal agency and stakeholder understanding of Section 106. It also focuses on tribal participation in the Federal historic preservation program and improvements of Federal agency historic preservation programs. Training for Section 106 users is also coordinated by this office, and its staff develops and administers training courses, particularly the two-day ACHP course, “The Section 106 Essentials.”

In late FY 2005 this office underwent a major consolidation of services and restructuring. ACHP management took steps to close the Denver field office and consolidate all services within the headquarters office in Washington, DC. This move was taken to reflect the changing nature of the ACHP’s Section 106 casework under the current regulations, to enhance our ability to develop guidance and other services for Section 106 users, to better position the agency to promote *Preserve America* initiatives, and to better use existing resources. To replace the four Denver staff positions, recruitment efforts are underway to hire a new Assistant Director (Grade 14), four new Historic Preservation Specialists (Grade 11-12) and an Office Manager (Grade 9).

Under the restructuring two major line offices were created: the Federal Property Management Section and the Federal Assistance and Permitting Section, each managed by an Assistant Director reporting to the Director. Professional staff including Federal agency liaisons are then aligned under these two sections. By organizing staff in accordance with Federal agency activities, we will be able to better serve the needs of Federal agencies and Section 106 users since we will foster better staff knowledge of Federal agency activities and will encourage cross-fertilization of program improvements common to agencies with similar orientation. Administrative support, oversight of the office’s management of the ACHP’s introductory course, clerical support, and oversight of the administration of the office’s Section 106 activities will be provided by a new Office Manager and an existing Historic Preservation Technician and Office Secretary.

The Federal agency partnership positions are located within the Office of Federal Agency Programs. The Army Program, which is funded through a reimbursable agreement with the ACHP, is led by a manager who is aided by three historic preservation specialists at the Army Environmental Center in Aberdeen,

Maryland. The activities covered under this program include development of Programmatic Agreements, establishment of survey and planning protocols, and other activities that improve the Army's compliance with the requirements of the NHPA.

Four liaison positions were developed through partnerships with USDA, GSA, HUD, and FHWA. Each liaison handles the Section 106 cases and program improvements for their respective agencies. The liaisons work closely with the funding agency's headquarters to develop work plans that improve case management and address program and policy issues. Several other liaison positions are under development.

Office of Communications, Education, and Outreach

The Office of Communications, Education, and Outreach (OCEO) conveys the ACHP's vision and message to partners, customers, and the general public using a full array of print and electronic media. Using agency graphic standards, this office develops and produces all ACHP print, electronic, and event products, including special reports, brochures, exhibits, and Web sites. It designs and maintains the ACHP Web site, the *Preserve America* Web site in cooperation with the White House, a *Preserve America* Federal partners Web site, and a password-protected Web site for ACHP members. In collaboration with Federal and non-Federal historic preservation partners nationally, this office will launch a new Web site (www.NHPA40.org) early in 2006 to serve as a clearinghouse for national activities to celebrate the 40th anniversary of the passage of the National Historic Preservation Act.

The OCEO also administers the ACHP's three major awards programs: the quarterly Chairman's Award for Federal Achievement in Historic Preservation; the annual National Trust for Historic Preservation/ACHP Federal Partnerships in Historic Preservation Award; and the *Preserve America* Presidential Award program, administered in close collaboration with the White House. At the February 2006 Council meeting the CEO committee will develop criteria for a new category of awards—the *Preserve America* Federal preservation awards—that will encourage and commend Federal employees and programs that advance the *Preserve America* initiative's goals.

OCEO acts as agency liaison for preservation partners in the *Preserve America* initiative and cooperates with the Office of Preservation Initiatives in Community designations. OCEO also responds to all public inquiries—electronic, written, or voice—about the agency and its programs and Web sites, as well as inquiries about the national historic preservation program. Conference participation falls under OCEO purview, as does speech writing and events creation, support, and management.

Press and media relations for the ACHP are also handled by OCEO. Such activities include Section 106 stories, placement of *Preserve America* stories in print media, press releases for ACHP meetings and award programs, utilization of an extensive Federal communications network to disseminate stories and notices, and cultivation of preservation press nationally.

Headed by a director, the office includes a communications coordinator who implements all aspects of the ACHP's public information program, including media outreach and events publicity and coordination. The

communications coordinator is a pivotal role for networking with other Federal communications specialists to coordinate the *Preserve America* message and promote historic preservation and heritage tourism. A Web/print designer creates and oversees production of all ACHP publications, maintains internal agency graphic standards, and creates new Web sites while maintaining existing sites. A writer/editor provides editorial services within OCEO and the agency as a whole. A program assistant facilitates the ACHP's award programs, conference participation, and is a liaison with the Federal Preservation Institute, in addition to providing database maintenance, administrative, and general professional support to the office.

Office of Administration

This office, led by a director who is aided by a budget analyst, meeting planner, administrative assistant, and two office assistants, oversees administrative, personnel, procurement, budget, and fiscal services and coordinates related services provided by DOI pursuant to interagency agreements. The office provides administrative and clerical support to ACHP members and the executive director and coordinates member participation in meetings. Office staff plan and execute ACHP meetings, form and execute budgets, coordinate the ACHP's customer service activities, and provide office-wide telephone, reception, and mail services.

Office of Information Technology

The Office of Information Technology, led by a director who is aided by an office systems assistant and an information technology specialist, provides central computer, information technology, e-mail, network, and telecommunications support to the ACHP. The office develops telecommunications and information management policy and adapts contemporary technology to the ACHP's operation and mission.

5. RECENT PROGRAM ACCOMPLISHMENTS AND EFFECTS OF BUDGET REQUESTS ON PROGRAMS

To fulfill its mission and related statutory responsibilities, the ACHP pursues activities in five program areas (described more fully in Figure 8 on page 53):

- (1) advocate preservation policy;
- (2) improve Federal preservation programs;
- (3) protect and enhance historic properties;
- (4) communicate the ACHP's message; and
- (5) enhance the ACHP's organizational capabilities.

Guided by its strategic plan, the ACHP has been active in each of these areas in FY 2005 and has specific and conceptual plans for each area in FY 2006 and FY 2007. Below are some highlights of this work and a summary of the expected effect of the requested budget level on future activities.

Advocate Preservation Policy

Objectives

The NHPA established a national policy to promote the preservation and use of historic properties to meet the needs of contemporary society, such as stable communities, affordable housing, and economic development. Congress also directed the Federal Government, acting in partnership with State, tribal, and local governments and the private sector, to take a leadership role in carrying out this national policy.

Today, the long-term health of historic preservation in the United States depends in large part on the adoption of government policies favorable to the effective use of our historic resources. Decisions about the appropriate direction of such policies need to be based on reliable research and analysis, and the ACHP has an active role in compiling and developing such information.

With this information as a guide, the ACHP can advance policies that have the objective of supporting and encouraging historic preservation activities by all levels of government and the private sector. ACHP's activities range from advocating Federal policies that stimulate the private sector reuse of historic buildings, to encouraging specific Federal agencies to reinforce local preservation initiatives. The ACHP also promotes the Federal Government's leadership role in historic preservation by practice and example.

Recent Accomplishments

To advocate preservation policy, the ACHP has taken the following steps:

- Worked with the White House to expand and implement the White House initiative, *Preserve America*.
- Worked with the Administration to implement Executive Order 13287, “Preserve America,” which promotes the benefits of preservation and fosters recognition of historic properties as national assets to be used for economic, educational, and other purposes.
- Completed the first Report to the President under Executive Order 13287, which provides a comprehensive overview of the Federal land. The Report also assesses property management agencies’ responses to their stewardship obligations and how well they are fostering recognition of the economic and educational purposes of heritage assets. The Report features findings and recommendations for improving Federal stewardship of heritage assets.
- Conducted briefings for senior policy officials in February 2004 and April 2005, providing them with an overview of *Preserve America* initiatives as well as historic property management accountability and the role Federal agencies could assume in supporting this initiative. Briefings for Federal Preservation Officers were held in April 2004 and in May 2005 to review the requirements of Section 3 of the Executive Order, to discuss the advisory guidelines developed to implement this provision, and to summarize first impressions from the submitted agency reports.
- Continued its use of quarterly Council meetings (with two of those meetings being held outside of Washington, DC) to focus on important policy questions about the Federal Government’s leadership role in historic preservation, recognize Federal achievements in this area, and discuss the challenges that Federal agencies face in fulfilling preservation responsibilities.
- Assumed a leadership role in supporting and promoting heritage tourism on a national basis and hosting a series of Federal agency meetings on the topic; became a member of the interagency Tourism Policy Council that is chaired by DOC; and participated in other forums for heritage tourism such as the public-private working group, “Partners in Tourism.” For example, ACHP staff have spoken at the Travel Industry Association Marketing Outlook Forum, the International Heritage Development Conference, and the Transportation Enhancement Professionals Seminar, and participated in the White House Forum on Cooperative Conservation. The ACHP also made presentations at the National Preservation Conference at the end of September 2005 and participated in developing and presenting the U.S. Cultural and Heritage Tourism Summit, which was held in Washington, DC on October 6–8, 2005. The ACHP is now engaged in extensive policy and program follow-up from the Summit and will participate in a national conference on Civic Tourism in Prescott, Arizona in March 2006.

-
- Compiled information on both Federal funding that can support historic preservation and heritage tourism projects and programs, and examples of successful uses of Federal programs and resources to support heritage tourism. A Web-based version of this information has been developed and will be released in the second quarter of FY 2006.
 - Advocated Congressional reauthorization for the ACHP through appropriate amendments to the NHPA.
 - Provided advice to the Administration and Congress on major policy initiatives and legislation such as the Safe, Accountable, Flexible and Efficient Transportation Equity Act (SAFETEA); the Department of Veterans Affairs Capital Asset Realignment for Enhanced Services (CARES) program; and proposed legislation for the National Heritage Areas program, among others.
 - Met monthly with, and provided the secretariat for, the *Preserve America* Steering Committee. The Committee is composed of policy-level representatives from partner agencies including HUD, DOI, DOC, USDA, DoD, DED, PCAH, and NEH, and discusses implementation and expansion of the *Preserve America* initiative. The group is co-chaired by DOI Deputy Secretary Lynn Scarlett and ACHP Chairman John Nau.
 - Informed national historic preservation organizations, including the National Trust for Historic Preservation (NTHP), the National Conference of State Historic Preservation Officers (NCSHPO), and Preservation Action about the ACHP's perspectives on pending legislation and other national historic preservation matters.
 - Created NAAG to provide policy-level guidance to the ACHP leadership and staff concerning issues of importance to Native American communities.
 - Adopted the Native American Action Plan, and formulated and distributed an ACHP statement defining the scope of the agency's duties toward federally recognized Indian tribes under the trust responsibility doctrine.
 - Initiated joint-recognition events and dialogue with the congressional Historic Preservation Caucus regarding *Preserve America* and other preservation issues of national importance.
 - Trained tribal and NHO representatives on Federal consultation responsibilities under the Section 106 review process to facilitate their full participation in the process.
 - Trained Federal agencies on their responsibilities to consult with Indian tribes and NHOs under the Section 106 review process.

Direction for FY 2007

To advance preservation policy in FY 2007, the ACHP will take the following actions:

- Work with the White House and other partners to continue to develop and implement the *Preserve America* program, and seek additional public and private sector partners. This will include cooperating with DOI on administering the new competitive grants program for *Preserve America* that is open to States, tribes, and localities, including designated *Preserve America* Communities.
- Implement the recommendations contained in the Report to the President that position the ACHP to work with Federal property managers to improve their preservation programs.
- Continue to compile, highlight, and make accessible model programs, best practices, and tools for communities and others, using the ACHP and *Preserve America* Web sites and other means.
- Implement those portions of the *Preserve America* Executive order for which the ACHP is responsible (see Figure 8 on page 53).

Effect of Requested Level

- The requested level will permit the ACHP to continue to develop and implement significant policy initiatives that advance the ACHP's mission and the purposes of the NHPA. The ACHP's role in implementing *Preserve America* and the Executive Order will be met using existing resources and partnership agreements.

Improve Federal Preservation Programs

Objectives

Section 110 of the NHPA directs Federal agencies to develop historic preservation programs that incorporate the policies of the NHPA into their routine practices and procedures. The ACHP's long-term objective is to effectively integrate historic preservation considerations into Federal agency planning and decision-making processes. Such integration will promote cost-effective and timely consideration of historic preservation issues by Federal agencies and minimize the potential for project delay and loss of historic properties.

Over time, creation of effective agency programs will improve the delivery of Federal programs; enhance the protection of historic properties; and provide State and local government, Native Americans, and the public with better access to the Federal decision-making processes that affect their communities.

The ACHP has a unique capability to assist Federal agencies in this endeavor. Section 202 of the NHPA authorizes the ACHP to review Federal agency policies and procedures to promote their effectiveness and consistency with the NHPA. An independent Federal agency with diverse expertise in intergovernmental relations as well as historic preservation, the ACHP brings an objective and informed perspective to such review.

The ACHP's implementing regulations for Section 106 also provide ways to improve the efficiency and effectiveness of the regulations. The regulations authorize development of Programmatic Agreements with the ACHP; alternate procedures to address comprehensively how a particular program or class of Federal undertakings will meet historic preservation requirements; and several other programmatic approaches to deal with classes of agency activities, specific types of historic properties, or the unique characteristics of specialized Federal programs.

Recent Accomplishments

To improve Federal preservation programs, the ACHP has taken the following steps:

- Met its obligations under Executive Order 13287, through issuance of reporting guidance, assistance to agencies submitting baseline reports, coordination with Senior Policy Officials to promote adherence to the reporting requirements of the Executive Order, and providing agencies submitting reports with constructive criticism and recommended improvements needed for the 2005 progress reports.
- Completed the Report to the President called for by the Executive Order.
- Mission assigned a professional ACHP staff member to work with FEMA in the Gulf Coast to handle the Section 106 dimension of the immediate recovery efforts following Hurricanes Katrina and Rita. The ACHP has initiated steps—working with OMB and other key Federal agencies involved in reconstruction efforts as well as with affected SHPOs—to identify strategies for efficient handling of the Section 106 process and thus facilitate the overall delivery of Federal assistance for the reconstruction efforts.
- Worked with the Forest Service to develop guidance for the treatment of effects on historic properties resulting from new Forest Service policy on designation of off-highway vehicle trails.
- Delivered tailored training for all GSA regional office staff on the requirements of Section 106 and the ACHP's implementing regulations.
- Launched under the leadership of a special ACHP member Task Force a national conversation on archeological issues of concern to Section 106 users. This conversation will help Federal agencies better accommodate archeological issues in project planning and delivery and will ultimately bridge gaps that now exist between key Section 106 users, in particular Indian tribes and professional archeologists.
- Began a major new initiative with HUD to evaluate the current effectiveness of the ACHP policy statement on Affordable Housing and Historic Preservation.
- Established a member Task Force to provide policy advice and direction to address the array of issues posed by execution of the latest recommendations by the BRAC Commission.

- Completed program comments for the Departments of the Air Force and the Navy for all Capehart and Wherry military family housing from the post-World War II era, thus eliminating the need for Section 106 review for nearly 20,000 housing units. These comments are similar to those developed for the Department of the Army in FY 2003, which it has found effective in managing its housing rehabilitation and new construction programs.
- Continued to serve on the Transportation Infrastructure Streamlining Task Force, which was created pursuant to Executive Order 13274, “Environmental Stewardship and Transportation Infrastructure Project Reviews.” Through its participation, the ACHP has given special attention to those transportation projects selected by the Secretary of Transportation for review by the task force. This has resulted in examples of best practices that can be used for other complex, controversial projects.
- Collaborated with FHWA and other stakeholders to develop an exemption to eliminate the need for FHWA to consider most impacts on the historic features of the Dwight D. Eisenhower National System of Interstate and Defense Highways.
- Cooperated with DOT and the transportation community to better coordinate reviews under Section 4(f) of the Transportation Act and Section 106. The ACHP also advocated streamlining Section 4(f) requirements for effects on historic properties when a successful outcome has been reached under Section 106.
- Built internal capabilities to meet the growing needs of key Federal agencies by continuing to foster successful interagency partnerships and assigned ACHP agency liaison staff to the program needs of partner agencies. As part of the partnership agreements, the liaisons have developed agency-approved work plans to serve as a blueprint for the development of Section 106 training, public outreach, program activities, and guidance documents.
- Renewed a long-term effort with the Army Corps of Engineers to revise its regulations for permitting activities and how the requirements of Section 106 are handled. The resolution of this longstanding issue will benefit applicants and preservation communities that are currently unclear about which regulations apply.
- Encouraged Federal agencies to designate a senior policy-level official to have policy oversight responsibility for the agency’s historic preservation program, as required by the *Preserve America* Executive Order. Designation of officials should ensure that historic preservation matters receive appropriate consideration at the directorate level.
- Provided outreach and training to Federal and State agency officials on tribal consultation to acquaint them with the responsibilities set forth in NHPA and to encourage the agencies to be more proactive in working with tribes.

- Trained tribal representatives on Federal consultation responsibilities under the Section 106 review process to facilitate their full participation in the process.
- Trained Federal agencies on their responsibilities to consult with Indian tribes and NHOs under the Section 106 review process.

Direction for FY 2007

To support improvement of Federal preservation programs in FY 2007, including their responsiveness to their agencies' stewardship responsibilities as well as their contribution to economic vitality in accordance with the *Preserve America* Executive Order and initiative, the ACHP will take the following actions:

- Streamline and expedite Section 106 reviews for reconstruction activities in the Gulf Coast region.
- Improve the consideration of archeological issues related to Section 106 reviews by implementing the recommendations of the Archeology Task Force adopted by the ACHP membership.
- Work with FEMA, other Federal agencies, SHPOs, and the public to assess damages to the historic resources in the Gulf Coast region resulting from Hurricanes Katrina and Rita and work on programmatic approaches to resolving Section 106 review of Federal undertakings carried out as part of the recovery effort.
- Work with Federal agencies to address issues set forth in the Report to the President on Federal historic property stewardship. (The Report is being submitted by ACHP in mid-February 2006 under Section 3(c) of Executive Order 13287.)
- Work with the Department of Veterans Affairs to ensure that historic preservation goals set forth in Executive Order 13287 and the NHPA are fully integrated into Veterans Affairs policies required by the legislation for the CARES program.
- Review existing nationwide Programmatic Agreements executed by the ACHP and determine whether the agreements are actually being implemented, whether they are responsive to the current ACHP regulations, and whether they can be improved through an amendment or need to be terminated because the agreements are no longer an effective tool.
- Collaborate with the armed forces and other stakeholders to help implement the latest round of BRAC decisions by providing for timely Section 106 reviews.
- Build the network of designated senior policy-level officials and expand their participation in the review of policy issues related to the oversight of their agencies' historic preservation programs.
- With assistance from NAAG, continue to implement the portions of the Native American Action Plan related to Federal agency program improvement and consultation.

- Continue to seek partnership agreements with other Federal agencies to improve their abilities to meet their historic preservation responsibilities.
- Work with various Federal and non-Federal partners to further expand and develop a practical “toolkit” to assist those responsible for developing, maintaining, or improving heritage tourism projects. The toolkit, an outgrowth of Web-based guidance that is currently under development, would include information and examples in areas such as building public-private partnerships, planning, funding, marketing, interpretation and public education, sustainable management, and evaluation.
- Continue to administer the ACHP’s training program, including “The Section 106 Essentials.” Staff not only develops the content of the courses, but also handles related administrative activities such as course scheduling and student registration. Building on the success of this course and our administration of it, staff will explore development of further advanced courses addressing topics such as dispute resolution, preparing agreement documents, and tribal consultation.

Effect of Requested Level

The ACHP will continue to work with Federal agencies through cooperative arrangements, but, given limited staffing, it will be more selective in pursuing program improvements through Federal agencies with which partnership agreements are not in effect.

The ACHP will be able to fully meet its obligation to assist with the recovery efforts in the Gulf Coast region.

The ACHP will fulfill existing priority commitments such as Transportation Environmental Review Streamlining and all actions that the *Preserve America* Executive Order requires of the agency. Reimbursable partnership arrangements with key Federal agencies are critical if the ACHP is to expand its capabilities to work with individual departments and agencies.

Protect Historic Properties

Objectives

The Section 106 process is the fundamental Federal legal protection for historic properties. Implemented by ACHP regulations as directed by Section 211 of the NHPA, Section 106 requires Federal agencies to identify, evaluate, and consider the effects of their actions on properties included in or eligible for inclusion in the National Register of Historic Places.

It further requires agencies to consult SHPOs or THPOs and, in certain instances, the ACHP, to resolve adverse effects on historic properties, with opportunity for input from local government, Indian tribes, applicants for Federal assistance, and the general public. The overwhelming majority of cases are resolved satisfactorily when consulting parties reach agreement on methods for responding to historic preservation concerns as a project moves forward.

The Section 106 process has been recognized as a model for conflict resolution. It brings people with different ideas together, provides a forum for resolving disputes between them, and records the terms of their agreement. The ACHP's overall goal in Section 106 review is to encourage agencies to consider and adopt measures to preserve historic properties that would otherwise be damaged or destroyed and to ensure that the public has an opportunity to help shape these decisions. The ACHP does not have the authority to unilaterally alter Federal actions that will affect historic properties.

After a lengthy process spanning more than six years, the ACHP issued revised regulations that took effect January 11, 2001. The main thrust of the amended procedures was to streamline operation of the process by relying more on outcomes reached by the Federal agency and appropriate SHPO/THPO.

As expected, following enactment of the new regulations, there was a sharp decline from previous years in the total number of cases the ACHP reviewed. This decline began in FY 2002 but began to gradually level off, a trend that has continued through FY 2005 (see Figure 8 on page 54). The number of highly complicated and time-consuming cases in which the ACHP must participate has remained relatively constant over the past several years. We expect that the number of these cases to rise slightly in FY 2007 and that the cases will continue to increase in complexity.

Related Section 106 Work. Some other staff activities are related to the management of the Section 106 process. These are not actually cases, but often relate to (or sometimes avoid) future cases that would come to the ACHP.

The ACHP is increasingly involved in the provision of advice to SHPOs/THPOs and agencies. As with previous years, this often time-consuming task continues to increase in importance as a result of the changes in the role of the ACHP in more routine projects. The enhanced role of Indian tribes continues to demand special ACHP attention.

Equally important Section 106 work is conducting training for all the principal users of the Section 106 process. This training is done both in formal classrooms and in more individual and informal settings and often in the context of a particular case review. As discussed below, the ACHP has completed a major overhaul of its introductory course for Section 106 users, which promises to substantially enhance its training capabilities.

Recent Accomplishments

The ACHP continues to be an active participant in numerous complex and precedent-setting cases. These cases often are controversial and frequently can be lengthy and time consuming. The outcomes present major historic preservation challenges, as illustrated by the following cases.

- *Redevelopment of the World Trade Center site (New York City)*—Working with the Lower Manhattan Development Corporation, Federal, State, and local officials, and more than 60 other consulting parties representing concerned organizations and civic groups, the ACHP concluded

agreements with three separate agencies to conclude the Section 106 process for redevelopment plans. This process will guide how the unique historic dimensions of the site and environs will be considered as development of the site, memorial, and related features goes forward.

- *Security measures for the Washington Monument, the Lincoln Memorial, and the Jefferson Memorial (Washington, DC)*—Through Section 106, the ACHP helped create a roadmap for the National Park Service and concerned citizens to follow in planning for enhanced security for these national icons. Difficult post-agreement design issues have required an ongoing role for the ACHP.
- *Enclosure of the Courtyard, Old Patent Office Building (District of Columbia)*—With a panel of ACHP members, the chairman issued strong recommendations to the Smithsonian Institution that it abandon plans to enclose the courtyard of the Old Patent Office Building with a glass roof or at least modify the design to address adverse visual impacts resulting from the proposed design..
- *Operation of Missouri River Dams and Reservoirs (South Dakota, North Dakota, Montana, and Nebraska)*—Under the guidance of a special appointed task force of ACHP members, a comprehensive Programmatic Agreement was concluded with the Corps of Engineers, involved SHPOs, and tribal governments. This agreement, which won a prestigious award from the National Trust for Historic Preservation, promises to provide a new framework for better stewardship of the rich cultural resources within the Mainstem system and better cooperation between involved tribes and the Corps of Engineers. ACHP involvement in the implementation of the agreement has continued.
- *Construction of a new crossing over the St. Croix River (Minnesota/Wisconsin)*—Through the Section 106 review process, an agreement was reached that allows the historic Stillwater Lift Bridge to remain on the State highway system following construction of a new crossing, and concludes a heated debate over how to reconcile conflicts between natural and cultural resource issues that has vexed transportation planners and local officials for many years.
- *Recovery from Hurricane Ivan Damages (Florida)*—Following Hurricane Ivan impacts, the Navy proposed demolition of many structures at the Pensacola Naval Air Station, many within the National Historic Landmark District. Through consultation an agreement was reached that allowed much of the recovery work to go forward but called for preservation analysis reports to be done for 16 of the most important structures in the district. Consistent with the terms of the agreement and at the request of the Navy, the ACHP was called upon to resolve disputes between the Navy and the SHPO over the Navy's proposal treatment of these 16 buildings, which called for demolition of all but 3 of them. The chairman of the ACHP headed a panel of ACHP members. Following an onsite inspection and public meeting to learn the views of the local community, the ACHP issued to the Navy final comments and recommendations that called for the Navy to save all but 4 of these critically important structures. Upon consideration of the ACHP's comments, the Navy ultimately decided to save 9 of these structures.

- *Rehabilitation of the Dwight D. Eisenhower VA Medical Center, Leavenworth (Kansas)*—In this case, the Department of Veterans Affairs planned to destroy 38 buildings in the Disabled Volunteer Soldier Historic District in Leavenworth, Kansas and to expand an adjacent National Cemetery. However, an alternate solution was reached that both spares the historic buildings while returning them to productive use and allows expansion of the cemetery elsewhere in the immediate vicinity.
- *Cleanup of Tar Creek mining pollution (Oklahoma)*—As one of the world’s largest producers of zinc and lead ore, the Tar Creek area is now considered the most polluted area in the United States. Much of it is on Quapaw tribal land and contains historic structures, abandoned mines, and possible archeological resources. The ACHP participated in creating an agreement to coordinate and streamline Section 106 compliance among numerous agencies.
- *Construction of a Wind Farm in Nantucket Sound (Massachusetts)*—This project, which requires a permit from the Corps of Engineers, has generated much public debate because of changes the proposed 130 windmills—each measuring over 400 feet tall—will impose on scenic vistas from many historic areas. Consultation is underway but promises to be difficult as it attempts to balance the public benefit of this alternative energy source with impacts to the Nantucket Historic District.
- *Demolition of Camp Pinchot Historic District (Florida)*—The U.S. Air Force proposes to demolish this entire National Register historic district, considered a “jewel in the crown” of the Forest Service’s properties. This district, which dates to the Theodore Roosevelt Administration, was conveyed to the Air Force in 1940 and is now part of Eglin Air Force Base. Consultation under Section 106 has featured some positive developments but a resolution that would save the complex has not yet been achieved.

A more comprehensive table of recent cases that illustrate the important and complex issues the ACHP is called upon to help resolve under Section 106 is shown in Figure 10 on page 55.

Other recent ACHP accomplishments include the following:

- Continued outreach to principal Section 106 users (notably SHPOs, tribes, and NHOs) through e-mail broadcasts to update them on changing policies and recent developments.
- Developed special training for Federal agencies on Native American consultation and began offering the course to a variety of host agencies.
- Redesigned the ACHP’s primary training course, now titled “The Section 106 Essentials.” The course now includes an updated curriculum, new and innovative case studies, and training materials on a

CD-ROM. The new course is administered entirely by the ACHP rather than through partnership with the University of Nevada as in the past. The new approach will enable the ACHP to generate funds to cover agency expenses and meet the growing demand for more advanced courses while not increasing the course fee for students.

Direction for FY 2007

Looking to FY 2007, the broad outline of the program focus for the Office of Federal Agency Programs calls for the continuation of important activities and a few new initiatives. ACHP will take the following actions:

- High-profile, important Section 106 cases will remain a critically important obligation of the ACHP in its role of administering the Section 106 process and assisting key stakeholders with resolving conflicts between Federal undertakings and preservation values. Tribal concerns will continue to be an important focus in selecting cases in which the ACHP should be involved. Cases that are characterized by strong public interest and involvement will also be important to the ACHP.
- The ACHP will continue members in more of the complex and difficult ACHP cases. As demonstrated by the Old Patent Office Building, the Pensacola Naval Air Station, and other cases, involvement of the members is often a critical factor in achieving a successful outcome.
- Perhaps the most important role for the ACHP in administration of the Section 106 process is to provide technical assistance and guidance to Section 106 users in the field. Led by the efforts now underway with the Archeology Task Force, we will continue to place a priority on identifying and speaking to those policy issues that inhibit the parties from reaching expeditious outcomes to the Section 106 process.
- Building on our recent successes with the introductory course, we will seek ways to expand our course offerings, including an advanced course on dispute resolution under Section 106 and an advanced course on the development of agreement documents. There is strong interest in both of these proposals and the Office of Federal Agency Programs will seek opportunities in FY 2007 to create and deliver these courses.

Effect of Requested Level

The FY 2007 request would provide sufficient resources to focus staff attention and ACHP member involvement on the most complex cases and will also support fine-tuning of the Section 106 process to ensure that it is efficient and effective. The ACHP will continue to seek partnerships and cooperative

agreements with other Federal agencies to augment core staff capabilities to assist with relevant guidance, training, and other technical assistance activities.

Existing personnel will be used to allow the ACHP to carry out its responsibilities under the Executive Order 13287, "Preserve America," and to best use these provisions to encourage the protection of historic properties.

Communicate the ACHP's Message

Objectives

Under the NHPA, the ACHP has an obligation to promote a national preservation ethic and inform and educate stakeholders, the public, and their governmental representatives about the ACHP's mission and program. To be an effective policy advisor and influence Federal programs, the ACHP must be recognized within both the national preservation community and the national policy-making arena.

The ACHP's message is also that of the Administration's *Preserve America* initiative. Since inception of the *Preserve America* initiative in 2003, the ACHP has broadly publicized the economic, cultural, and educational benefits of heritage tourism.

To achieve these goals, the ACHP has implemented effective communication and outreach programs that showcase the roles of the agency and other members of the national historic preservation program in achieving successful integration of preservation with other community values. Using a variety of tools, public understanding of the economic, educational, and social benefits of historic preservation and the Administration's *Preserve America* initiative also has been strongly promoted.

Increasingly, the ACHP is taking advantage of the Internet to disseminate historic preservation information to the public and stakeholders. Likewise, ACHP outreach to the public through the media has increased dramatically, including placement of articles and op-eds relating to *Preserve America*, Section 106 review, and the social, cultural, and economic benefits of historic preservation. Council members are also placing stories with local media and targeting special-interest audiences.

The ACHP also has increased its participation in conferences to better expose the public and stakeholders to the ACHP message and broader goals of historic preservation. Finally, the ACHP award programs target Federal and non-Federal audiences to showcase historic preservation outcomes and also to illustrate best practices, innovative approaches to achieving a preservation outcome, emerging economic strategies, and partnerships.

Recent Accomplishments

To convey its message to stakeholders and the public, the ACHP has taken the following steps:

- Worked closely with the White House to raise public awareness of the Administration's *Preserve America* initiative and Executive Order, which aim to build public-private partnerships to appropriately use cultural and natural heritage assets in Federal stewardship to benefit local, regional, and national interests. Promotional activities include events led by First Lady Laura Bush at the White House and in Mobile, Alabama, Portland, Maine, and Louisville and Nashville, Kentucky, to advance the goals of *Preserve America* and make community designations or announcements.
- Partnered with Newspaper in Education (NIE) and The History Channel to celebrate the 40th anniversary of the National Historic Preservation Act by creating a 16-page newspaper insert that will focus on the importance of historic preservation and that will be geared to an audience generally unfamiliar with the topic. The History Channel has agreed to provide \$25,000 for NIE creation of the insert. This cost covers hiring an experienced NIE writer, an editor, and a graphic designer. The ACHP, working with the preservation community, will provide all necessary background materials for NIE. The educational insert will appear in newspapers nationwide and be used in classrooms across the country. The ACHP logo will appear with that of The History Channel on the cover of the publication. The effort has the potential to reach millions of students, teachers, and newspaper readers across America and will be published in October 2006.
- Completed the second annual cycle of the *Preserve America* Presidential Award program, in consultation with the White House and DOI, culminating in a White House Rose Garden ceremony in which the President and First Lady presented Awards to four winners. The ACHP screened all incoming nominations, convened three juries, and developed all review materials. The final jury recommended five potential winners in each of two categories to the White House for selection.
- Completed intake and processing of the 85 nominees for the 2006 *Preserve America* Presidential Awards and convened a jury of seven to select nine finalists in each of the two award categories to be ultimately forwarded to the White House. It is expected that the awards will again be given in May to coincide with National Preservation Month.
- Worked closely with staff of the Congressional Historic Preservation Caucus to hold several events on Capitol Hill to celebrate *Preserve America* Community designations and invited both Congressmen and their constituents in *Preserve America* Communities to be recognized for their accomplishments.
- Conducted the first of three "historic preservation basics" sessions for staff of the Congressional Historic Preservation Caucus in conjunction with the National Conference of State Historic Preservation Officers, NPS, Preservation Action, and the National Trust for Historic Preservation. The brown bag lunch, presentation, and Q&A session was well attended, setting the groundwork for subsequent sessions.

-
- Maintained the *Preserve America* Web site by updating content, adding news releases and community profiles, and providing for the White House and Federal partner agencies to present information about the *Preserve America* initiative.
 - Convened several meetings with key preservation partners, including the NPS, Preservation Action, the National Conference of State Historic Preservation Officers, the National Trust for Historic Preservation, and others to discuss creation and contents of an ACHP Web site, www.NHPA40.org, which will be dedicated to celebrating the 40th anniversary of the National Historic Preservation Act.
 - Began to focus the preservation community on using www.NHPA40.org as the beginning of a 10-year effort to raise awareness of the National Historic Preservation Act, its accomplishments, and future potential.
 - Instituted a *Preserve America* e-newsletter to heighten public awareness of the initiative, celebrate *Preserve America* Communities and Presidential Award winners, and keep interested organizations, agencies, and other constituents up to date on *Preserve America* programs and events. All designated *Preserve America* communities receive the newsletter, as will neighborhoods as they are certified. The e-newsletter currently has more than 1,400 subscribers.
 - Designed a *Preserve America* “event resources” Web site, with content developed jointly with DOI. The Web site is geared toward *Preserve America* Community partner agencies and offers documents, graphics, and instructions for holding *Preserve America* Community designation events. Other materials offered on the Web site include press kits for upcoming designation events, community summaries, press release templates, sample media advisories, and an events planning checklist.
 - Formed and improved partnerships with other Federal agencies’ communications operations to better educate audiences about Federal historic preservation programs, with particular emphasis on the *Preserve America* initiative.
 - Supported public meetings held by ACHP council members to gather public testimony under Section 106 provisions of the NHPA by informing local, statewide, and national organizations and media of the meetings and their significance to their communities.
 - Developed and managed the Chairman’s Award for Federal Achievement in Historic Preservation (see Figure 4 below), which is presented several times each year, usually at ACHP business meetings.

Figure 4. Recipients of the Chairman's Award for Federal Achievement in Historic Preservation

Agency	Date	Project
General Services Administration	Nov. 2002	<ul style="list-style-type: none"> • Restoration of the San Juan U.S. Post Office and Courthouse (Puerto Rico) • Roxbury Boys Club Renovation (Boston)
Fish and Wildlife Service	Nov. 2002	<ul style="list-style-type: none"> • Cathlapotle Archeological Project (Washington State)
Federal Aviation Administration	Feb. 2003	<ul style="list-style-type: none"> • Relocation & Renovation of Building 1 at Newark Liberty International Airport (New Jersey) • The Journey Back Home (Alaska) • The Quieter Home Program (San Diego)
Economic Development Administration	May 2003	<ul style="list-style-type: none"> • Enhancement of the Cumbres and Toltec Scenic Railroad (Colorado and New Mexico)
Federal Emergency Management Agency	Nov. 2003	<ul style="list-style-type: none"> • Disaster Relief and Emergency Assistance Grants, World Trade Center Site (New York)
Forest Service	Aug. 2004	<ul style="list-style-type: none"> • Passport in Time project, "Following the Smoke" (California)
National Park Service	Nov. 2004	<ul style="list-style-type: none"> • Corps of Discovery II traveling exhibit (multistate)
National Oceanic and Atmospheric Administration	Nov. 2004	<ul style="list-style-type: none"> • Agency <i>Preserve America</i> Web Site
U.S. Navy, Navy Region Southwest	Feb. 2005	<ul style="list-style-type: none"> • Renovation of the historic Hotel Del Monte (California)
Bureau of Land Management	May 2005	<ul style="list-style-type: none"> • "Undaunted Stewardship" program (Montana)
Department of Housing and Urban Development	Aug. 2005	<ul style="list-style-type: none"> • Rehabilitation of the Raymond Hilliard Homes (Illinois)
Department of Transportation	Nov. 2005	<ul style="list-style-type: none"> • Transportation Enhancement Program

- Bestowed with NTHP (for the third consecutive year) the joint NTHP/ACHP Award for Federal Partnerships in Historic Preservation. The award, which is presented each year at NTHP's annual conference and publicized nationwide, highlights Federal preservation partnership accomplishments. In 2005 the BLM was honored with the ACHP/Trust award for its innovative Arizona Site Steward Program at the Portland National Trust conference. More than 800 trained volunteers monitor archaeological and historic sites on lands of all jurisdictions throughout Arizona to detect and deter theft and vandalism. In 2004, Site Stewards made 9,000 visits to archaeological and historic sites and spent over 22,000 hours in site monitoring.
- Coordinated *Preserve America* Community designation events, ranging from single-community presentations to White House and Congressional multicomunity events. The first such event—Designation of several *Preserve America* Communities—took place in the East Room of the White House on January 15, 2004. FY 2005 events included many on-location Community designation events where council members joined with local officials to note White House recognition of the communities' *Preserve America* status. Also, the Congressional Historic Preservation Caucus hosted

several events where congressmen or other dignitaries (in one instance Secretary Gail Norton) recognized multiple communities as *Preserve America* communities.

- Produced the *ACHP Case Digest*, an illustrated quarterly report on noteworthy Section 106-related resources or precedent-setting Federal activities. The ACHP posted each issue on its Web site; distributed it to the preservation community; and shared it with members of Congress and the media to increase awareness of the key Federal role in national historic preservation efforts and the impact of the Federal role on their communities.
- Developed and cultivated media contacts and opportunities and generated and placed timely media advisories, news releases, op-eds, and articles about the ACHP's activities.
- Increased ACHP council and staff member participation and presence at preservation conferences and provided speakers, exhibits, and printed material.
- Maintained an active partnership with the National Park Service's Federal Preservation Institute, a Federal outreach initiative, to educate senior Federal officials about Federal preservation responsibilities; expand preservation-related educational opportunities for Federal employees; develop educational tools for Federal Preservation Officers; and develop a Web-based preservation learning portal for Federal officials with preservation-related responsibilities.
- Met monthly with heads of national preservation organizations, including NTHP, Preservation Action, and the National Conference of State Historic Preservation Officers to share information on pending issues and craft solution strategies.
- Maintained the ACHP's public and member Web sites by updating content, and posting photographs and other graphics, news releases, and other timely ACHP-related information.
- Responded to all incoming requests for preservation information directed to the ACHP by the White House, Congress, Federal agencies, the private sector, and members of the public.

Direction for FY 2007

To support and expand dissemination of both the ACHP and Preserve America message, and to better promote a national preservation ethic in FY 2007, the ACHP will take the following actions:

- Create and maintain a special *Preserve America* event resources Web site where the general press and agency communicators can find information necessary for broadly publicizing *Preserve America* events, including sample news releases, media advisories, speeches, logos, letterheads, and current *Preserve America* fact sheets.
- Continue to assist with *Preserve America* events hosted by the First Lady, the White House, and Congress, including venue research, speech assistance, media releases and coordination, and staff support.

- Continue to support various award and recognition programs, including the annual presentation of *Preserve America* Presidential awards, *Preserve America* Community recognition events, quarterly Chairman's Awards for Federal Achievement in Historic Preservation, joint NTHP/ACHP Award for Federal Partnerships in Historic Preservation, and others. Reprogramming of the resources for the four higher-graded Denver positions that were abolished will allow the ACHP to bring on six staff members, augmenting OFAP capabilities at a consolidated headquarters location.
- Enhance agency design capabilities through the retention of a professional graphic and Web designer who will complement existing staff and ensure that the ACHP public image reflects well on the agency and its preservation partners.
- Create and maintain a new Web site, www.NHPA40.org, to serve as a clearinghouse for information and events relating to the celebration of the 40th anniversary of the National Historic Preservation Act in 2006.
- Implement the approved agency communications plan that includes historic preservation educational sessions for staff of the Congressional Historic Preservation Caucus. The sessions should publicize best historic preservation practices within the Federal establishment and disseminate information on the economic incentives for heritage tourism.
- Expand ACHP conference participation and presence at professional meetings and special one-time events.
- Actively support NPS's Federal Preservation Institute Web portal that provides Federal historic preservation professionals with comprehensive access to information, training materials, and other online assistance.

Effect of Requested Level

The FY 2007 requested level will allow the ACHP to maintain its current level of operations, work to effectively inform all segments of the population about the agency's mission, and promote a national preservation ethic, as well as permit the ACHP to meet its obligations under the *Preserve America* initiative.

Enhance ACHP Organizational Capabilities

Objectives

The ACHP's organization provides the framework for the agency to carry out its mandated responsibilities and meet the needs of its customers. The ACHP must maintain an adequate resource base to maximize the effectiveness of council members and staff, minimize impediments to professional quality work, and effectively respond to the public.

Recent Accomplishments

To enhance its organizational capability, the ACHP has taken the following steps:

- Closed our Denver field office as part of a restructuring of the Office of Federal Agency Programs. We are now in the process of replacing the four staff positions that were housed in Denver with six positions located in our headquarters office in Washington, DC. Reprogramming of the resources for the four higher-graded Denver positions that were abolished will allow the ACHP to bring on six staff members, augmenting OFAP capabilities at a consolidated headquarters location.
- Maintained existing Federal agency partnerships (Army) and secured new ones (USDA, HUD, GSA, and FHWA) to augment the ACHP's resource base and meet ACHP and agency program goals.
- Continued to improve internal fiscal controls and the monitoring of budget execution and completed the first annual audit mandated by the Accountability of Tax Dollars Act. The audit opinion was unqualified.
- Completed a three-month internship through the Senior Executive Service Candidate Development program, which focused on identifying improvements to the working relationship between the DOI and the ACHP.
- In cooperation with GSA, will complete in FY 2006 the acquisition and renovation of additional office space in the Old Post Office Building.
- Will complete in FY 2006 the restaffing of OCEO with staff having the skill sets necessary for the changes in the ACHP's internal and external programs.
- Will complete in FY 2006 migration to the Microsoft Exchange Platform and the use of Microsoft Outlook, which will allow easier remote access to and sharing of e-mail and network documents.
- Completed the acquisition of a new telephone system that provides greater flexibility in switchboard operations and greater control over voicemail capacity while greatly reducing costs.

Direction for FY 2007

To continue to improve the ACHP's organizational capacity, the ACHP will take the following actions:

- Pursue partnerships with Federal agencies where improvements to their programs would help the ACHP meet its own program goals and would augment the ACHP's resource base.
- Improve the operability, portability, and accessibility of a full range of information technology products and services for staff and management and seek ways to reduce costs of daily operations through implementing network solutions.
- Review the findings of annual audits and implement the auditors' findings where feasible to ensure that appropriate internal controls are in place and are effectively monitored.
- Improve our working relationships with DOI through execution of service-level agreements that delineate deliverables and responsibilities.

Effect of Requested Level

The requested level will allow the ACHP to maintain its current level of operations. Additional funds included in the base adjustments (\$164,000) will fund increased costs due to rental rate increases and the expanded Washington, DC office space necessitated by agency partnership arrangements and the growth of the Washington staff by 30 percent since 1984, when the current square footage was allotted.

Figure 5.

Budgetary History, FY 2002–FY 2006

(in thousands of dollars)

	2002	2003	2004	2005	2006	2007
President's Budget	3,310	3,773	4,100	4,600	4,988	5,118
Initial Appropriation	3,400	3,667	4,000	4,600	4,860	
Appropriation Adjustments	-2	—	-49	-64	-72	
Budget Authority	3,398	3,667	3,951	4,536	4,788	
FTEs	(34)	(34)	(34)	(35)	(35)	(35)

Salaries and Expenditures by Object Classification

(in thousands of dollars)

		FY 2005 Enacted	FY 2006 President's Budget	FY 2006 Enacted	FY 2007 Base Adjustment	FY 2007 Adjusted Base	FY 2007 New Initiatives	FY 2007 Estimate	Change from FY 2006
11	Salaries	2,853	2,873	2,695	95	2,790	—	2,790	95
12	Benefits	748	753	768	47	815	—	815	47
21	Travel	140	140	140	0	140	—	167	27
22 & 23	Rent, Communi- cations, Misc.	317	639	611	164	775	—	775	164
24	Printing	30	30	28	(3)	25	—	25	(3)
25	Other Services	412	517	508	27	535		535	0
26	Supplies	7	7	9	0	9	—	9	0
31	Equipment	29	29	29	0	29	—	29	0
	TOTAL	4,536	4,988	4,788	330	5,118	—	5,118	330
	FTEs	(34)	(35)	(35)	(0)	(35)	—	(35)	(0)

Figure 6. Members, Advisory Council on Historic Preservation

(February 2006)

Chairman

John L. Nau, III (Texas)

Vice Chairman

Bernadette Castro (New York)

Expert Members

John G. Williams, III (Washington)

Julia A. King, Ph.D. (Maryland)

Ann Alexander Pritzlaff (Colorado)

Susan Snell Barnes (Illinois)

Citizen Members

Mark A. Sadd (West Virginia)

Emily Summers (Texas)

Native American Member

Gerald Peter Jemison (New York)

Governor

Hon. Timothy Pawlenty (Minnesota)

Mayor*vacant***Architect of the Capitol**

Hon. Alan M. Hantman, FAIA

Secretary of the Interior

Hon. Gale A. Norton

Secretary of Agriculture

Hon. Michael O. Johanns

Administrator, Environmental Protection Agency

Hon. Stephen L. Johnson

Administrator, General Services Administration

Hon. David L. Bibb

Secretary of Defense

Hon. Donald H. Rumsfeld

Secretary of Transportation

Hon. Norman Y. Mineta

Chairman, National Trust for Historic Preservation

Jonathan Kemper (Missouri)

President, National Conference of State Historic Preservation Officers

Jay D. Vogt (South Dakota)

Observer:**General Chairman, National Association of Tribal Historic Preservation Officers**

Alan S. Downer, Ph.D. (Navajo Nation)

Observer:**Secretary, Department of Commerce**

Hon. Carlos M. Gutierrez

Observer:**Secretary, Department of Education**

Hon. Margaret Spellings

Observer:**Secretary, Department of Housing and Urban Development**

Hon. Alphonso R. Jackson

Figure 7. Advisory Council on Historic Preservation Organizational Structure, February 2006

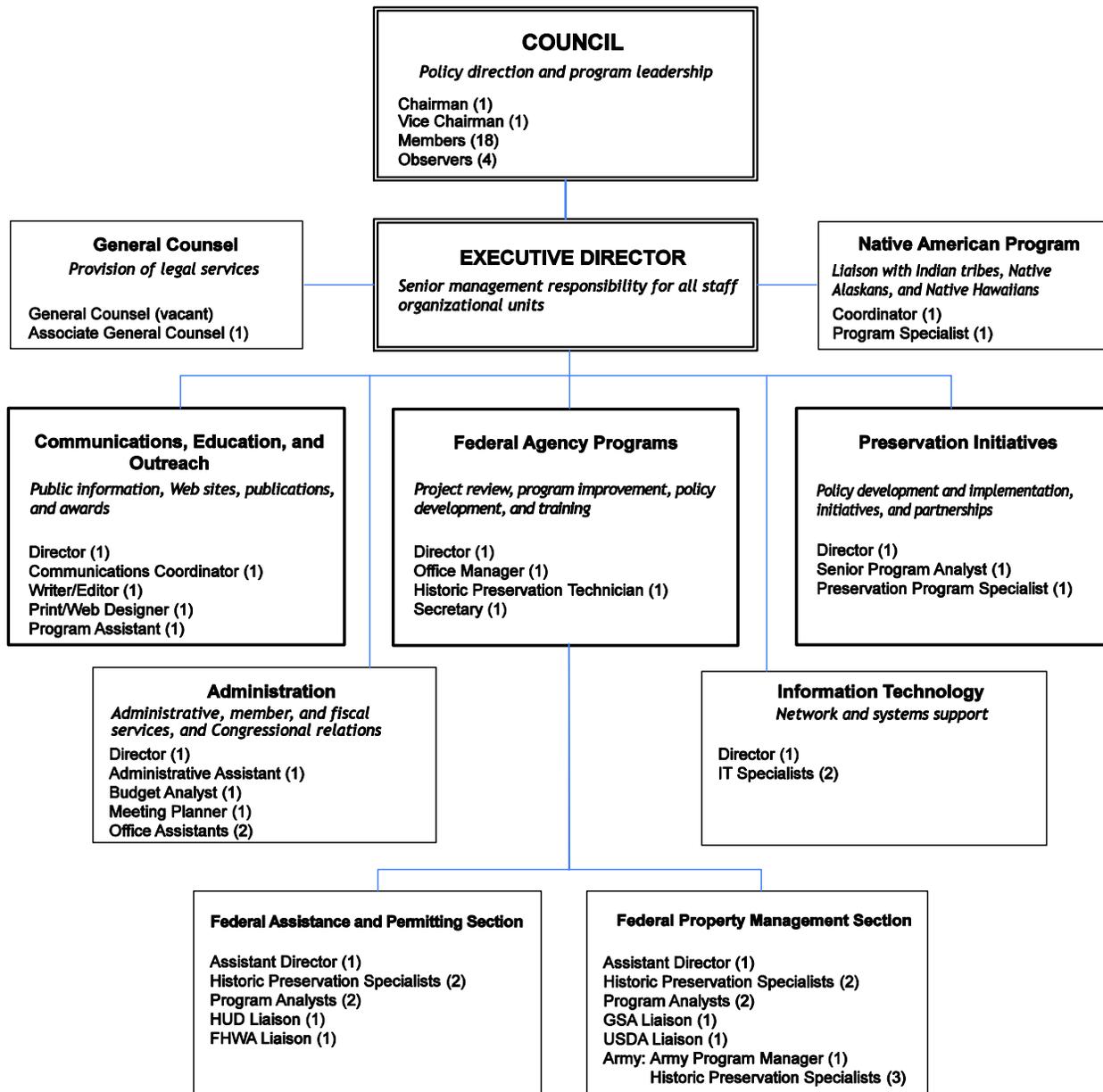


Figure 8. ACHP Six-Year Strategic Plan (adopted by ACHP members August 15, 2003)

The mission of the ACHP is to promote the preservation, enhancement, and productive use of our Nation's historic resources and advise the President and Congress on national historic preservation policy.

ADVOCATE PRESERVATION POLICY: To advance effective public policies that promote the protection, enhancement, and productive use of historic properties and support and encourage historic preservation activities carried out by Federal, State, local, and tribal governments.

- Shape Executive Branch and Congressional preservation policy and maintain a formally recognized role in policy formulation and program development.
- Develop, carry out, and measure initiatives that promote the economic, educational, and social benefits of historic preservation.

IMPROVE FEDERAL PRESERVATION PROGRAMS: To foster the development of Federal agency programs that enhance the stewardship of Federal historic properties and contribute to tribal state, local, and private historic preservation efforts.

- Exercise leadership in improving the effectiveness, coordination, and consistency of the Federal preservation program.
- Collaborate with Federal agencies to highlight best practices and overcome obstacles related to the preservation and productive use of historic properties.
- Encourage and facilitate partnerships to advance historic preservation goals.

PROTECT AND ENHANCE HISTORIC PROPERTIES: To promote outcomes in the Federal consideration of impacts to historic properties that advance the purposes of the National Historic Preservation Act and Executive Order 13287.

- Oversee the Section 106 process to maximize its efficiency and effectiveness.
- Improve the operation of the Section 106 process through better integration with other Federal, State, local, and tribal planning and decision-making processes.
- Enhance the capabilities of primary Section 106 participants (particularly Federal agencies, State, local and tribal governments, and Native Hawaiian organizations) to carry out their respective roles in the Section 106 process and improve communication among these parties.

COMMUNICATE THE ACHP'S MESSAGE: To inform and educate stakeholders, the public, and their governmental representatives about the ACHP's mission and program and to promote a national preservation ethic.

- Implement effective communication and outreach programs that showcase the roles of the ACHP and other members of the national historic preservation partnership in achieving successful preservation programs and projects.
- Encourage and recognize excellence in furthering the goals of the NHPA, Executive Order 13287, and the Preserve America initiative.
- Promote public understanding of the economic, educational, and social benefits of historic preservation.

ENHANCE ACHP ORGANIZATIONAL CAPABILITIES: To improve the effectiveness and efficiency of the ACHP in meeting the needs of its customers and in carrying out its mandated responsibilities.

- Obtain adequate resources from public and private sources, including funding, staffing, office systems, and other support, to carry out the ACHP's responsibilities effectively.
- Create partnerships with Federal agencies, tribal, State, and local government, and private parties to advance the ACHP's mission and goals.
- Enhance operational effectiveness and efficiency by improving teamwork, communication, professional development, and the office environment.

Figure 9. Section 106 Reviews

Incoming Caseload	FY 2005 Actual	FY 2006 Estimate	FY 2007 Estimate
Carryover from previous year	79	82	80
New cases submitted for review	782	750	770
Annual Caseload (Total)	861	832	850

Outgoing Caseload	FY 2005 Actual	FY 2006 Estimate	FY 2007 Estimate
ACHP review, declined participation	705	710	725
Consultation with the ACHP concluded by Memorandum of Agreement or Programmatic Agreement	96	98	114
NEPA substitution	1	1	6
Comments by council members	4	4	6
Foreclosures	2	2	4
Plan consultation and review	45	37	25
Emergency/discovery reviews	15	20	20
Review of public inquiries	80	85	90

Cases Completed (Total)	948	957	975
Cases retired	22	20	30
Ongoing cases (carryover to next year)	82	80	90

Figure 10. Noteworthy Section 106 Cases Involving the ACHP, FY 2005

STATE	AGENCY	CASE	NOTEWORTHY
Arizona	Bureau of Reclamation	Operation of Glen Canyon Dam	Effects on Grand Canyon National Park, archeology (over 300 sites) and tribal issues
California	Federal Highway Administration	Modification of Tower Bridge, Sacramento and West Sacramento	Streamlined Moderne-style lift bridge; need for pedestrian access trumped historic design issues
California	Federal Highway Administration	Replacement of Doyle Drive approach to Golden Gate Bridge, San Francisco	Right-of-way through the Presidio of San Francisco
Colorado	Federal Highway Administration	Expansion of the I-70 Corridor	Effects on Colorado mountain communities, including the Georgetown-Silver Plume National Historic Landmark
Colorado	Internal Revenue Service	Transfer of Ownership of Redstone Castle	Local landmark threatened by seizure sale
Delaware	Federal Highway Administration	Improvements to SR 141 and proposed replacement of Tyler McConnell Bridge	Significant public controversy; 4(f) issues
District of Columbia	National Park Service	Security for the Washington Monument and the Lincoln Memorial	National icons; public debate over plan
District of Columbia	General Services Administration	Development of the Southeast Federal Center	NHL; adjacent to the Washington Navy Yard
District of Columbia	General Services Administration	Reuse of the West Campus of St. Elizabeth's Hospital	NHL; may help with neighborhood revitalization
District of Columbia	Smithsonian Institution	Renovation of the Old Patent Office Building	Enclose courtyard; resulted in termination and formal member comment

(Figure continues on next page)

Figure 10 (continued)

STATE	AGENCY	CASE	NOTEWORTHY
Florida	U.S. Air Force	Demolition of Camp Pinchot Historic District, Fort Walton Beach	Housing constructed for Forest Service employees; transferred to Air Force in 1940
Florida	U.S. Navy	Demolition of Properties in the Pensacola Naval Air Station	NHL; executed Programmatic Agreement; ACHP issued formal comment
Hawaii	Department of the Navy	Pearl Harbor Naval Base operation and management	NHL; Programmatic Agreement
Kansas	Department of Veteran's Affairs	Rehabilitation of the Dwight D. Eisenhower VA Medical Center, Leavenworth	Public controversy; rehabilitation plans include use of tax credits
Kansas	Federal Highway Administration	Replacement of the Amelia Earhart Memorial Bridge, Atchison	Citizen concern over pending loss of local landmark
Kentucky	Federal Highway Administration	Two new major bridge crossings over Ohio river	Numerous Louisville properties; citizen involvement
Massachusetts	U.S. Army Corps of Engineers	Construction of a Wind Farm, Nantucket Sound	An adverse visual effect on numerous historic properties, including lighthouses and the Nantucket Historic District
Minnesota	Federal Highway Administration/ National Park Service	New St. Croix River crossing	Stillwater Lift Bridge; removal of Wild and Scenic River; natural and cultural values
New Mexico	Federal Communications Commission	Construction of a Wireless Telecommunication Tower, Taos	Tribal issues; NHL; adverse effect on historic cultural landscapes and possibly on a Traditional Cultural Property
New York	General Services Administration	New Federal building in Buffalo	Citizen concern for new construction in historic setting

(Figure continues on next page)

Figure 10 (concluded)

STATE	AGENCY	CASE	NOTEWORTHY
New York	Federal Transit Authority, Federal Highway Administration, and HUD	Redevelopment of the World Trade Center site	Significant issues regarding historic property evaluation and public interest
Oregon, et al.	Bureau of Recreation and Bonneville Power	Management of Columbia River Power System	Tribal concerns; public debate over plan
South Dakota	Corps of Engineers	Operation of Missouri River Mainstem system	Cultural sites; reservation lands; tribal concerns
Tennessee	Department of Energy	Oak Ridge K-25 site	Post agreement review for commemoration/display
Virginia	U.S. Army Corps of Engineers	Development of the Grounds of Rippon Lodge, Prince William County	Premier 18 th century historic property threatened by sprawl/development
Virginia	U.S. Army Corps of Engineers	Construction Near Oatlands Plantation, Loudoun County	NHL; significant public controversy; property rights issues and litigation
Washington	Federal Highway Administration	Construction of the Port Angeles Graving Dock	Archeological sites and human remains; strong tribal interest
Washington	U. S. Coast Guard	Expansion of Seattle monorail system	Visual impacts to Pioneer Square & other local landmarks



ADVISORY COUNCIL ON HISTORIC PRESERVATION
1100 Pennsylvania Avenue NW, Suite 809 • Washington, DC 20004
Phone: 202-606-8503 • Fax: 202-606-8647 • achp@achp.gov • www.achp.gov