

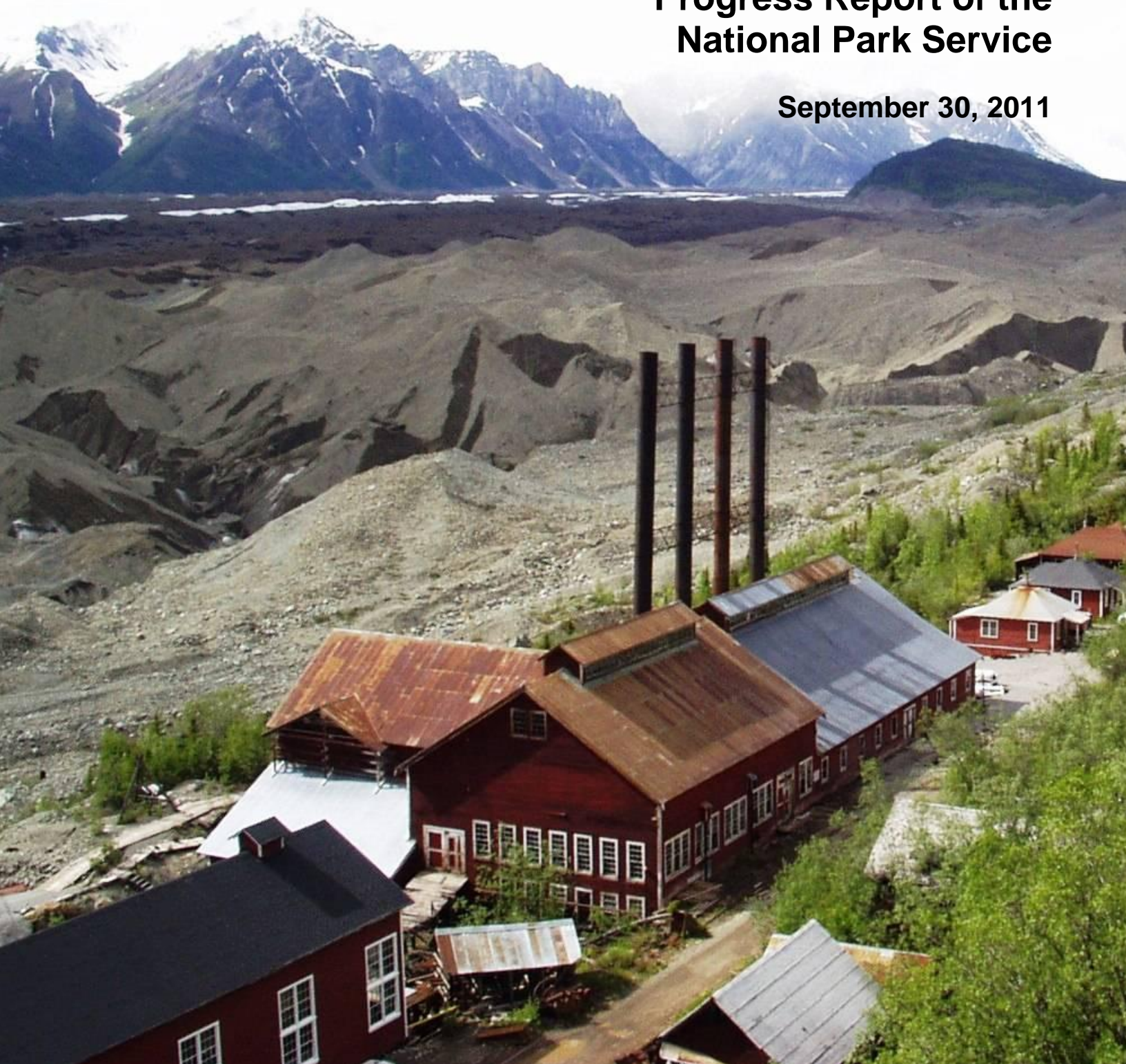


Executive Order 13287, "Preserve America"

Section 3: Improving Federal Agency Planning and Accountability

Progress Report of the National Park Service

September 30, 2011



Cover Image: Kennicott Power Plant and Root Glacier, Wrangell-St. Elias National Park



**Martin Luther King, Jr. Memorial,
Washington, D.C.**

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Introduction

Section 3(c) of Executive Order 13287: Preserve America required the Advisory Council on Historic Preservation (ACHP) to prepare a report to the President by February 2006, and every third year thereafter, on the state of the Federal Government's historic properties and their contribution to local economic development. The primary basis for this report is provided by agencies with real property management responsibilities in accordance with the provisions of Sections 3(a)-(c) of the Executive Order. Agencies prepared and, not later than September 30, 2004, submitted to the Chairman of the ACHP and the Secretary of the Interior an assessment of:

- the current status of their inventory of historic properties as required by Section 110(a)(2) of the National Historic Preservation Act (NHPA);
- the general conditions and management needs of such properties;
- the steps underway or planned to meet the management needs of such properties; and,
- an evaluation of the suitability of the agencies' types of historic properties to contribute to community economic development initiatives, including heritage tourism.

In addition, the Executive Order instructs agencies to review their regulations, management policies, and operating procedures for compliance with Sections 110 and 111 of the NHPA, and provide the results of that review to the ACHP and the Secretary of the Interior no later than September 30, 2004. To fulfill that obligation for reporting under the Executive Order a report was produced in 2004 that provided an overview of the National Park Service (NPS) stewardship responsibilities and procedures at national park units.

The Executive Order further requires agencies to prepare a report by September 30, 2005 and every third year thereafter "on its progress in identifying, protecting and using historic properties in its ownership and make the report available to the ACHP and the Secretary." This report responds to that requirement.

Chapter 1: Historic Property Identification

In the 2008 “Preserve America” progress report, the NPS was responsible for the stewardship of 387 Park units containing over 84 million acres within their boundaries. Today, the national park system includes 395 units covering more than 84 million acres in 49 states, the District of Columbia, and surrounding territories. The mission of the NPS is to:

. . . preserve unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

Successfully managing the many thousands of historic properties that collectively enable the NPS to function and meet this mission carries with it significant challenges. The different unit designations within the national park system also serve to highlight the diversity of the assets associated with those units. This system includes national parks, historic sites, historical parks, national battlefields, national recreation areas, national lakeshores and seashores, national rivers, preserves, national military parks, and national monuments. These units serve to protect a wide array of resources and provide vastly different experiences for visitors. They range from expansive areas of wilderness to highly visited scenic wonders, small and large historic monuments, and historic buildings that make up single, isolated structures or entire city blocks.



Archeologists survey sites at the Grand Canyon, Arizona

Archeological Sites

NPS archeologists care for more than 70,000 archeological sites that have been identified in national parks. Beyond the parks, the National Park Service has the lead in setting policies that govern the activities of more than 40 federal agencies and partners responsible for more than 6 million archeological sites on public lands. The Archeological Sites Management Information System (ASMIS) is the NPS database for the basic registration, assessment, and management of park prehistoric and historical archeological resources. All sites considered as archeological resources under the Archeological Resources Protection Act and all archeological sites considered historic properties under the National Historic Preservation Act (NHPA) should be included in ASMIS. At the end of FY 2010, 71,283 known archeological sites were located within national parks. Inventory and evaluation of sites is ongoing.



Junction School in Texas, where Lyndon Johnson attended class in 1912

Historic and Prehistoric Structures

The NPS inventory of historic structures and buildings is known as the List of Classified Structures (LCS). In addition to all historic and prehistoric buildings and structures that individually meet the National Register criteria or are contributing elements of sites or districts that meet the National Register criteria, the LCS includes large structural features of cultural landscapes that are managed as structures including walls, fences and roads. At the end of FY 2010, 26,636 buildings and structures were listed in the LCS.



Lower Town cultural landscape at Harpers Ferry, West Virginia

Cultural Landscapes

The NPS recognizes four categories of cultural landscapes: historic designed landscapes, historic vernacular landscapes, historic sites, and ethnographic landscapes. These landscapes individually meet the criteria of the National Register of Historic Places, are contributing elements of sites or districts that meet National Register criteria, or have value to associated communities.

The NPS maintains a Cultural Landscapes Inventory (CLI), an evaluated inventory of landscapes having historical significance, in which the NPS has, or plans to acquire, any legal interest. At the end of FY 2010, the CLI contained 576 cultural landscapes that are listed on or are eligible for the National Register of Historic Places or those that are managed as

cultural resources because of legislation or park planning process decisions (an increase of 396 landscapes since September 2008).

Museum Collections

Museum collections from units of the National Park System are maintained in parks, at NPS cultural resource centers, and at non-Federal repositories. These museum collections are important not only in their own right, but also because of their direct association with the nationally significant sites in the National Park System.

The Interior Collections Management System (formerly known as the Automated National Cataloging System) is a database used for cataloging and tracking cultural resource (historical, archeological, ethnographic, archival, and art) objects, and natural history (geological, paleontological, and biological) objects accessioned into NPS museum collections. The NPS museum collections total nearly 126 million items, including 42 million objects and specimens and 84 million archival documents. In FY 2010, parks responded to more than 365,000 public research requests and park visitors viewed more than 322,000 objects on exhibit.

Collections are stored at 323 park units, including seven NPS cultural resource centers. Additionally, one percent of the collections are on loan to 522 non-NPS institutions for management.



NPS museum curator works with archival photographs

National Register of Historic Places and National Historic Landmarks

Among the historic properties the NPS owns or manages are 1,482 are listed on the National Register of Historic Places (NRHP). Additionally, NPS owns or manages 227 properties that have been formally determined eligible for listing in the NRHP. The National Register listings include 28,257 contributing resources. Of those NPS properties listed on the National Register, 177 are National Historic Landmarks, slightly less than half of all NHLs in Federal ownership.

National Heritage Areas

Through the National Heritage Areas program, the NPS assists citizens who take the initiative to protect their nationally important resources. Fostering local stewardship of distinct and largely intact historic and cultural landscapes allows the NPS to work more directly with the public in the direct preservation and protection of important landscapes which have helped define a distinctly American identity. To date, Congress has designated 49 of these areas in 32 states. A number of these areas include National Park units who work very closely with their heritage area, such as the Salem Maritime NHS and Essex National Heritage Area.

Historic Property Research

NPS conducts a program of basic and applied research, in accordance with current scholarly standards, to support planning, management, and interpretation of park cultural resources. Detailed, systematic data about resources and their preservation and protection needs are critical to effective management of the resources.

Cultural resource inventory systems manage and maintain data obtained through research and are the only source for complete information on these resources. These unique systems provide the basic information necessary for park planning and development proposals, including data necessary to comply with archeological, environmental, and historic preservation mandates. The inventory systems also provide information essential to selecting appropriate and cost-effective strategies for managing, preserving, maintaining, interpreting, consulting about and providing public access to cultural resources. A number of the applied research activities are related to building and improving inventory systems and ensuring that the systems acquire and maintain data effectively and efficiently.

Cultural resources research responsibilities and performance strategies include:

Archeological Resources:

- Basic archeological resource identification, evaluation, documentation, investigation, and periodic updating of site records in all parks.
- Periodic condition assessments of sites to guide park management in treatment and use decisions.
- National Register of Historic Places and National Historic Landmark documentation, as appropriate.
- Interpretation of archeological sites for the public.
- Performance and accountability targets established that links to budget allocations.

Cultural Landscapes:

- Cultural landscape reports to guide park management in treatment and use decisions.
- Documentation of cultural landscapes.
- Periodic condition assessments of sites to guide park management in treatment and use decisions.
- National Register of Historic Places and National Historic Landmark documentation, as appropriate.
- Peer review of inventory content and cost.
- Performance and accountability targets established that links to budget allocations.

Historic and Prehistoric Structures:

- Historic structure reports to guide park management in treatment and use decisions.
- Documentation of historic structures.
- Periodic condition assessments of sites to guide park management in treatment and use decisions.

- National Register of Historic Places and National Historic Landmark documentation, as appropriate.
- Peer review of inventory content and cost.
- Performance and accountability targets established that link to budget allocations.

Museum Collections:

- Museum collection management plans, collection storage plans, collection condition surveys, and historic furnishings reports.
- Documentation (cataloging) for all museum objects.
- Budgetary incentives and promotion of procedural improvements intended to lower per-unit cataloging costs and accelerate the elimination of cataloging backlogs.
- Performance and accountability targets established that links to budget allocations.

Ethnographic Resources:

- Basic ethnographic surveys, field studies, and consultations in parks.
- Ethnographic overviews and assessments to identify relationships with Native Americans and other ethnic and occupational groups associated traditionally with park resources.
- Improved effectiveness of the ethnography program by adding value to NPS resource management and decision-making.
- Performance and accountability targets established that links to budget allocations.

Historical Research:

- Historic resource studies.
- Park administrative histories and other historical studies.
- National Register of Historic Places and National Historic Landmark documentation, as appropriate.
- Background research for special projects such as commemoration of NPS Civil War Sesquicentennial, which included the launching of the website, "The Civil War: 150 Years, National Park Service Sesquicentennial Commemoration" (<http://www.nps.gov/features/waso/cw150th/index.html>), and the launching of "NPS Online Civil War Era National Cemeteries Travel Itinerary" (http://www.nps.gov/history/nr/travel/national_cemeteries/).

NPS Nationwide Programmatic Agreement

On November 14, 2008, NPS executed a Nationwide Programmatic Agreement (PA) with the Advisory Council on Historic Preservation and the National Conference of State Historic Preservation Officers (NCSHPO) to address NPS compliance with Section 106 the National Historic Preservation Act of 1966 (NHPA) for its operation, management, and administration of the National Park System. A copy of the executed NPS Programmatic Agreement may be found online at:

<http://www.nps.gov/history/howto/PAToolkit/docs/NationwidePA2008.pdf>

Pursuant to 36 CFR 800.2(a), each Park Superintendent serves as the responsible agency official for the purposes of Section 106 compliance in his or her Park, and the PA Superintendent works with a Park Section 106 Coordinator and a Cultural Resource Management Team to fulfill the PA's requirements. Among the key provisions of the PA are the following:

- Each Park Superintendent must designate a Park Section 106 Coordinator and a Cultural Resources Management (CRM) Team, who meet appropriate professional qualifications, and ensure that the coordinator and team receive periodic training in Section 106 compliance;
- Provides Parks with a method for streamlining the Section 106 process when certain conditions are met and a standard review process for Park projects having greater potential to affect historic properties;
- Establishes a process for consultation with SHPOs; federally recognized Indian Tribes and THPOs for projects both on and off tribal lands; Native Hawaiian Organizations (NHOs); local governments; applicants for federal assistance; and the public;
- Requires Parks, Regional Offices, and NPS Centers to share with SHPOs, THPOs, federally recognized Indian Tribes, and NHOs historic property data generated through NPS compliance with Section 110 of NHPA; and
- Encourages Parks to develop consultation protocols and agreements with governments and organizations.

The PA also requires Superintendents to report annually to SHPOs and THPOs on undertakings reviewed using the streamlined review process, and to report to SHPOs, THPOs, Indian tribes, and their Regional Directors biennially on park implementation of the PA. Moreover, Regional Directors also must report to the NPS Director on the implementation of the PA in his or her region. As this report goes to print, the Director has received the Regional reports and the NPS WASO Cultural Resources Directorate is reviewing the reports. Upon completion of this review during the fall of 2011, NPS will provide copies of the Regional reports along with a summary report analyzing the effectiveness of the PA's implementation with recommendations for any necessary improvements.

One year after execution of the PA, NPS developed an online "toolkit" to familiarize Superintendents and Cultural Resources Staff with how to implement the PA (see case study).

CASE STUDY: NPS NATIONWIDE PROGRAMMATIC AGREEMENT TOOLKIT

The 2008 NPS Nationwide Programmatic Agreement (PA) addresses National Park Service (NPS) compliance with Section 106 of the National Historic Preservation Act of 1966 (NHPA), including its consultation with State Historic Preservation Officers, federally recognized Indian tribes, Native Hawaiian organizations, and the Advisory Council on Historic Preservation (ACHP). The PA also directed NPS to establish options for training on the PA's provisions within one year. One of these options was to create a "toolkit" of training and guidance about implementing the PA. Completed in November 2009, the NPS Programmatic Agreement Toolkit website aims to ensure coordination and consistency in Section 106.



The PA Toolkit aims:

- To familiarize NPS staff with the PA, particularly Superintendents and cultural resource managers;
- To "unpack" key aspects of the requirements and provisions of the PA;
- To link the PA with preservation law and NPS policy in the Section 106 process;
- To provide a centralized location for professional guidance on implementation of the PA; and
- To offer a source of professional training in the use of the PA for which NPS staff may receive credit through DOI Learn, the Department of the Interior's online training system.

The PA requires periodic training for those involved in the Section 106 process such as Superintendents, Section 106 Coordinators, and professionals on the Cultural Resource Management Team. The PA Toolkit provides expanded information about elements of the PA, including roles and responsibilities; consultation procedures with tribes and the public; the streamlined review process; special circumstances (such as inadvertent discoveries and emergencies); and the PA's reporting requirements.

The PA Toolkit also benefits individuals outside NPS. Non-NPS participants who might use the PA Toolkit include: State Historic Preservation Officers (SHPOs); Tribal Historic Preservation Officers (THPOs); representatives of federally recognized Indian tribes; Native Hawaiian Organizations; contractors; and other consulting parties. For these parties, the PA Toolkit outlines qualifications for NPS staff to work with the Section 106 process; procedures; and lines of communication.

One particularly valuable part of the PA Toolkit is its explanation of the streamlined review process. The PA provides parks that have completed cultural resource inventories and Determinations of Eligibility for historic properties potentially eligible for the National Register of Historic Places with a streamlined way to conduct reviews; emphasizes consultation and communication throughout the Section 106 review process; provides an internal checks and balances system through the collaboration of the Superintendent, Park Section 106 Coordinator, and Cultural Resource Management Team; and increases accountability through required meetings and training. All these provisions aim to ensure that parties involved in the stewardship of NPS resources can fulfill their Section 106 responsibilities.

The PA Toolkit is online at <http://www.nps.gov/history/howto/PAToolkit/index.htm>

Chapter 2: Condition of Historic Properties

The NPS uses annual and comprehensive condition assessments to gather condition and life-cycle data about its portfolio of assets. Annual condition assessments are completed on all industry-standard assets (and select non-industry-standard assets) and are typically conducted by park staff. These high-level inspections identify obvious and apparent deficiencies.

Comprehensive condition assessments (CCAs) are conducted by contractors and NPS park staff on a revolving, five-year cycle. These more detailed comprehensive condition assessments capture deferred maintenance, as well as life-cycle information, on the asset's systems (for example roofing, heating systems, HVAC, electrical systems, windows, flooring, etc.). Life-cycle data captured for each major system include year of last replacement, replacement costs, estimated design life, and projected year for the system's replacement. NPS park staff complete comprehensive condition assessments on any assets not covered by the contractor assessment program, which tends to focus on more complex assets.

The first five-year cycle of CCAs has been completed on all asset types. During the first round of assessments, the NPS completed comprehensive inspections on nearly 30 million square feet (buildings and housing) and 1,900 utility systems, at 363 park units. (Condition assessments are being completed at all parks; however, for contracting purposes, multiple parks may be combined into a single unit). In 2007, the NPS began assessing some nonstandard and partner assets, completing assessments on 500 maintained landscape and trail assets, as well as 73 assets at job corps centers, 58 partner buildings, and 21 training center buildings. As part of this effort, the NPS worked on incorporating current official accessibility standards, defined by the Uniform Federal Accessibility Standards—Americans with Disabilities Act guidelines and The Architectural Barriers Act Accessibility Standards (effective May 8, 2006), into the CCA process for non-standard assets.

The number and percentage of historic properties in good condition by property type are as follows:

Property Type	Number of Properties in Good Condition	Percentage of Properties in Good Condition
Archeological Sites	35,299	49.5%
Cultural Landscapes	296	51.4%
Historic and Prehistoric Structures	15,296	57.4%
Museum Collections	83,097,700	66%

In order to further the ongoing effort to determine and improve historic property condition, the following are examples of other program accomplishments:

- Between 2008 and 2010, archeologists recorded the pictographs and paintings at the Abó Painted Rocks site in Salinas Pueblo Missions National Monument, in Mountainair, New Mexico. The project created a detailed baseline condition assessment for future monitoring efforts and developing informed treatment strategies. NPS staff is working with the data to develop a virtual site tour of the Abó Painted Rocks without visiting the site and risking injury or disturbance.
- Stabilized park historic structures including: six Pearl Harbor bungalows at World War II Valor in the Pacific National Monument, Honolulu, Hawaii; the Bethune Council House in Washington, D.C.; the Fure's American Creek Cabin at Katmai National Park, in King Salmon, Alaska; and the Lift Lock 28 at the Chesapeake and Ohio Canal National Historical Park, in Maryland.
- Corrected 682 planning, environmental, storage, security, and fire protection deficiencies in park museum collections during FY 2010. For example, several units have updated their Collection Management Plans, including Boston National Historical Park in Boston, Massachusetts, the National Capital Regional Office, in Washington, D.C., Zion National Park in Springdale, Utah, and Kenai Fjords National Park, in Seward, Alaska. Ozark National Scenic Riverways in Missouri installed a fire suppression system in their curatorial facility. Martin Van Buren National Historic Site in Kinderhook, New York installed new alarm systems to enhance security and fire protection. Since 2007, the percentage of applicable standards met has increased from 73.9 to 77.9 percent.
- Improved the item-level condition of collections through conservation treatment. For example, six totems at Sitka National Historical Park in Sitka, Alaska have undergone cleaning and preservation treatment. Conservation work was completed on 15 historic river boats within the Grand Canyon National Park collection. Furnishings from the Texas White House (Lyndon B. Johnson National Historical Park) in Johnson City, Texas were stabilized and preserved in preparation for placing them on exhibit.
- In the 2011 Vanishing Treasures program, 12 preservation projects in national parks resulted in improved conditions for 160 prehistoric and historic structures.

CASE STUDY: RESTORATION OF THE HAMILTON GRANGE

New York City's Hamilton Grange is the only house that founding father Alexander Hamilton ever owned and the only NPS site devoted to his memory. Hamilton conceived of the house, his "sweet project," in 1798 when he commissioned architect John McComb, Jr. to design a Federal style country home on a sprawling 32-acre estate in Upper Manhattan. The house was completed in 1802 and named "The Grange" after the family's ancestral home in Scotland. Unfortunately, his fatal duel with Vice President Aaron Burr cut short Hamilton's life and the time he spent at the Grange. In succeeding years, Manhattan's urban development extending northward eventually surrounded the once bucolic setting of the building.

In 1889, St. Luke's Episcopal Church moved the Hamilton Grange four blocks west of its historic location at 287 Convent Avenue in Hamilton Heights to make way for real estate development. During the move, the original porches and other external features were removed. The original staircase was reconfigured to accommodate a new entrance on the side of the house, and the grand federal-style entrance was boarded up. Several years later, the church built a new structure that tightly enclosed the Grange between the church and a six-story apartment building, hiding many of its historic architectural features.

The Hamilton Grange was designated a National Historic Landmark in 1960. When the Grange was acquired by the NPS and authorized as a National Memorial in 1962, reviewers determined that its setting was inappropriate and that the house should be viewed as a freestanding building. It was not relocated, however, due to intense local opposition to moving the Grange out of the neighborhood.

As part of the General Management Plan for the Hamilton Grange, moving the house was necessary to properly restore, preserve, and protect it. The National Park Service closed the Hamilton Grange to the public on May 9, 2006 for extensive architectural and structural renovations, among them preparations to remove the house to St. Nicholas Park. The park, while not the building's original location, was judged a more appropriate setting for the house and would permit the NPS to restore features lost in 1889. The new location kept the house both in the neighborhood and on land within the boundary of Hamilton's original 32-acre estate.

Tree removal and foundation construction began in St. Nicholas Park in 2008. NPS then moved the house – a process that took over six hours. First, it was lifted in one piece over the loggia of St. Luke's Church and onto 10-foot-high stilts placed in the middle of Convent Avenue. Next, the house was maneuvered one block south and one block east to its new location.

Once the house was secured to its new foundation, preservation specialists conducted restoration on its interior and exterior. They installed shutters, the historic front door, the main staircase in its original shape, stucco in the illusion of stone blocks, and removed 200 years' worth of paint from cornices. They rebuilt the original porches and landscaped the yard with trees, stone walls, and paths. Local schoolchildren designed and planted a garden as part of the First Bloom Program sponsored by the National Park Foundation.

When the house re-opened on September 17, 2011, visitors could see a full 360-degree view of the Hamilton Grange for the first time in over 100 years.

For further information about the restoration work at Hamilton Grange National Memorial, visit the website: <http://www.nps.gov/hagr/parkmgmt/hamilton-grange-national-memorial-move-updates.htm>



August 2011 photo of the Grange nearly restored and at its new location.



View of new interpretive displays and Grange Interior.

Chapter 3: Historic Property Stewardship

America's Great Outdoors

On April 16, 2010, President Obama announced the America's Great Outdoors Initiative to promote and support innovative community-level efforts to conserve outdoor spaces and reconnect Americans to the outdoors. The initiative is led by the Secretaries of Agriculture and Interior, the Administrator of the Environmental Protection Agency (EPA), and the Chair of the Council on Environmental Quality (CEQ). All across America, communities are uniting to conserve the outdoor places they care about, including historic properties preserved by NPS stewardship efforts.

The goals of the AGO initiative are: 1) Reconnecting Americans, especially children, to the outdoors by exploring a variety of efforts, including promoting community-based recreation and conservation, advancing job and volunteer opportunities related to conservation and outdoor recreation, and supporting existing programs and projects that educate and engage Americans about our history, culture and natural bounty; 2) Building upon State, local, private, and Tribal priorities for the conservation of land, water, wildlife, historic, and cultural resources, and for creating corridors and connectivity across these outdoor spaces, and determining how the Federal Government can best advance those priorities through public private partnerships and locally supported conservation strategies; and 3) Using science-based management practices to restore and protect our lands and waters for future generations.

On July 27, 2010, NPS co-hosted an AGO public listening session in Philadelphia that focused on historic preservation. Questions posed to the assembled group of federal, state, local representatives, partner groups and private citizens included: What works for connecting heritage and the outdoors? What are the challenges? What is the Federal Government role? What additional tools and resources would make your efforts even more successful?

Participants indicated that tax incentives, grants, friends groups, and sustainable energy programs help them to preserve historic properties outdoors for public visits. They said that conflicting mandates, funding, getting youth into outdoor spaces and encouraging visits from park neighbors all posed impediments. As for the role of the Federal government, participants looked for coordination and support, particularly in terms of building capacity to work cooperatively with state and local levels, but they also encouraged more engagement of youth. Participants identified tools and resources including additional funding, improved communications and more listening sessions, technical guidance, and a commitment to ensure that historic properties have a lasting legacy.



Kids excavate at an archeological site in America's Great Outdoors

NPS Associate Director Dan Wenk in his opening remarks stated, “People take care of what they love. If our people, especially our young people lose—or never develop—a love of historic places and the American landscape—the great outdoors—then we risk the end of America’s conservation ethic and the loss of irreplaceable historic places and landscapes and what they contribute to the quality of American life. That is what the America’s Great Outdoors Initiative is about.”

Funding for Historic Properties

Cultural Resources Preservation Program

The Cultural Resources Preservation Program (CRPP) provides funds for security, environmental control, and other concerns for museum collections, and for the inventory, urgent stabilization and preservation of archeological and historic sites, structures, cultural landscapes, and museum objects.

In order to be eligible for this funding, all cultural resource projects must support the DOI Strategic Plan and NPS long-term goals, be conducted in units of the national park system, and address at least one of the following:

- Park resources listed in or eligible for listing in the National Register of Historic Places,
- Park archeological resources subject to the Archaeological Resources Protection Act or the Antiquities Act,
- Park ethnographic resources, or
- Park museum collections.

In addition, projects must be for:

- Conducting inventories and evaluations of park cultural resources,
- Adding to or updating records in systemwide cultural resources databases,
- Cataloging park museum collections,
- Documenting park cultural resources,
- Conducting research related to park cultural resources,
- Preparing and publishing reports on park cultural resources including posting such reports on NPS websites,
- Stabilizing and recovering data from park cultural resources,
- Developing and improving to systemwide cultural resources databases,
- Making information about cultural resources available to managers, and
- Responding to the threats that climate change poses to cultural resources.

Preferred projects include those that provide basic inventory and evaluation of data, including condition assessments of resources, for adding to or updating records in systemwide cultural resources databases, National Register documentation, and responding to accepted findings of the OMB, GAO, DOI Inspector General or NPS independent auditors' reports.

The CRPP program sets aside approximately \$2.0 million annually to address stabilization needs for 100 of the most important historic and prehistoric structures.



**Maintenance of 14th New Jersey Monument,
Monocacy National Battlefield, Maryland**

Cyclic Maintenance

The Cyclic Maintenance for Historic Properties program (also referred to as Cultural Cyclic) involves the preservation and stabilization of prehistoric and historic sites, structures, and objects. It provides the means to accomplish park maintenance activities that occur on a fixed, predictable, periodic cycle longer than once in two years, for all tangible cultural resources. In FY 2010 the National Park Service spent \$19.7 million on cyclic maintenance of historic properties.

Cyclic maintenance is a key component in meeting the Administration's goal of reducing the deferred maintenance backlog. It is managed at the regional office level. The Cyclic Maintenance program incorporates a number of regularly scheduled preventive maintenance procedures and preservation techniques into a comprehensive program that prolongs the life of a particular utility or facility. The optimal use of

cyclic maintenance funding is to work on, or recapitalize, high priority asset systems/components that have been inspected through the condition assessment process and determined to have life expectancy. Guidance has been developed to assist parks in determining which assets are eligible for cyclic maintenance funding.

The Asset Priority Index and Facility Condition Index are used by parks to determine project eligibility for assets in "good" or "fair" condition. Examples of projects include re-pointing masonry walls of historic and prehistoric structures, pruning historic plant material, stabilizing eroding archeological sites, and preventive conservation of museum objects.

Examples of cyclic maintenance projects include:

- Preserving adobe ruins by coating with a mud plaster shelter coat at Fort Davis National Historic Site;
- Painting North Manitou Island U.S. Live Saving Service Station at Sleeping Bear Dunes National Lakeshore;
- Re-roofing birthplace of John F. Kennedy National Historic Site;
- Inspecting and treating 31 historic ordnance at Golden Gate National Recreation Area;
- Cleaning headstones in National Cemetery at Andersonville National Historic Site;
- Transplanting historic shrubbery at Natchez National Historical Park;
- Conservation of six 19th-century portraits and landscape paintings at Guilford Courthouse National Military Park; and
- Stabilizing archeological sites eroding into the Knife River at Knife River Indian Villages National Historic Site as a result of heavy rainfall and flooding.



Interior view of Ebenezer Baptist Church, Martin Luther King, Jr. National Historic Site, Atlanta, Georgia as \$8-million Restoration Nears Completion

Repair and Rehabilitation Program

The Repair and Rehabilitation program is also an important part of the Administration's goal to eliminate the deferred maintenance backlog in parks. The program provides funding for projects and supports the asset management program and the Facility Management Software System (FMSS). Repair and Rehabilitation funding is generally applied to facilities in "poor" condition. In FY 2010, NPS spent \$25.2 million for the repair and rehabilitation of historic properties.

Repair and Rehabilitation Projects are large-scale repair needs that occur on an infrequent or non-recurring basis. The projects are designed to restore or extend the life of a facility or a component. Typical projects may include: campground and trail rehabilitation, roadway overlay, roadway reconditioning, bridge repair, wastewater and water line replacement, and the rewiring of buildings. These projects are usually the result of having deferred regularly scheduled maintenance to the point where scheduled maintenance is no longer sufficient to improve the condition of the facility or infrastructure. Deficiencies may or may not have immediate observable physical consequences, but when allowed to accumulate uncorrected, the deficiencies inevitably lead to deterioration of performance, loss of asset value, or both.

The Repair and Rehabilitation Program is coordinated by regional offices, where projects are evaluated and prioritized from project lists which are developed by the individual parks. Projects planned for completion address critical health and safety, resource protection, compliance, deferred maintenance, and minor capital improvement issues.

NPS has developed a Five-Year Deferred Maintenance and Capital Improvement Plan. The plan lists projects of greatest need in priority order, focusing first on critical health and safety

and critical resource protection issues. NPS has undertaken an intense effort in producing the plan. The Five-Year Plan has several important objectives:

- To better understand and help reduce the Department's accumulated deferred maintenance needs.
- To comply with the Federal Accounting Standards Advisory Board (FASAB) Statement of Federal Financial Accounting Standards (SFFAS) Number 6 on deferred maintenance reporting.
- To aid Departmental planning for future capital improvements.

Repair and rehabilitation projects, which comprise a portion of the deferred maintenance backlog, are funded under this budget function. Other deferred maintenance needs are handled through line item construction projects and from fee receipts.

Heritage Assets Partnership

NPS actively participates in the Heritage Assets Partnership (HAP), a standing and chartered committee established by the DOI Office of Acquisition and Property Management in 2006 to support responsible stewardship of DOI's heritage assets. The primary goal of HAP is to direct, evaluate and oversee the DOI-wide efforts to manage and report on heritage assets in accordance with DOI's asset management objectives for real property assets. HAP is the partnership through which bureau heritage assets managers develop common strategies and agreements to achieve efficient and cost-effective management of DOI's heritage assets while ensuring compliance with Federal historic preservation and cultural resources laws, regulations, and Executive Orders. Heritage assets include historic structures, historic buildings, archeological sites, and cultural landscapes. Many of these are eligible for or listed on the National Register of Historic Places; some are also National Historic Landmarks.

HAP advises the DOI leadership, through the Office of Acquisition and Property Management, on heritage assets management policy issues. It provides leadership and guidance on integrating heritage assets in the formulation and implementation of the DOI Asset Management Plan. HAP ensures that the DOI Asset Management Plan supports and is in compliance with DOI's mission, strategic plans and objectives, as well as with the National Historic Preservation Act, Executive Order 13287, Preserve America, in the context of Executive Order 13327, "Federal Real Property Asset Management," and the Archaeological Resources Protection Act.

HAP has been particularly successful in improving communication about heritage assets within DOI. Asset management evolved in the federal government with very little input from experts on cultural resources. Therefore, prior to the formation of the HAP, few cultural resources specialists in the NPS or other bureaus were involved in discussions with their respective asset managers. With the establishment of HAP, cultural resource managers directly interact with DOI on heritage asset issues. In turn, HAP members work more effectively with their bureau asset managers, who were already connected to the DOI level asset management partnerships. This new level of interaction has resulted in active information transfer and, more importantly, in the

necessary guidance on heritage asset stewardship responsibilities and the integration of heritage assets into asset management and planning.

Since its establishment, HAP has provided critical input into the DOI Asset Management Plan and the DOI Policy on Deferred Maintenance, Current Replacement Value and Facility Condition Index in Life-Cycle Cost Management. HAP is currently working on guidance on compliance with Section 106 of the NHPA for major investments involving construction, rehabilitation, and disposition. HAP has proven to be a successful forum to ensure the inclusion of heritage assets in DOI's overall asset management program. It will continue to identify gaps in guidance on asset management that should concern heritage assets and will recommend policies to enhance common business practices that have multi-bureau and/or Department-wide application for managing heritage assets.

Sustainability Goals at NPS

NPS is implementing the directives of Executive Order 13514 ("Federal Leadership in Environmental, Energy, and Economic Performance"), and to carry out this directive, the agency created the Sustainable Operations and Climate Change (SOCC) Branch. Part of the Park Facility Management Division, SOCC develops comprehensive and high quality programs to assist parks in implementing sustainable best practices in the following four areas: Climate Change Mitigation and Facilities Adaptation, Energy conservation, Sustainable Building Design and Operation, and Pollution Prevention. As steward of the nation's most treasured landscapes, the NPS associates a strong environmental ethic with ensuring that those landscapes be protected for our posterity

In addition to Executive Order 13514, Interior Secretary Orders require Department agencies to increase sustainable practices and reduce their environmental footprints. The NPS SOCC already has programs in place to tackle these issues and is expanding them to meet the growing demand within the bureau. The NPS is one of the largest land managers and operators of facilities in the federal government. Through sustainable practices in its facilities, the NPS can reduce its environmental footprint and educate visitors about how they can reduce their environmental impact.

Within this context, the SOCC is growing a number of its programs to provide more support to parks as they implement sustainability projects and programs, in addition to developing a Servicewide *Green Parks Plan*.

NPS is actively examining sustainability as part of its current and future management of historic properties. Accomplishments include:

- In 2011, the NPS hired a Cultural Resources Climate Change Adaptation Coordinator to coordinate policy and activities surrounding adaptive management of resources ahead of climate change impacts;
- The Historic American Buildings Survey/Historic American Engineering Record/Historic American Landscape Survey implemented in 2011 a GIS-based project to identify

historic properties in parks on the List of Classified Structures and Cultural Landscapes Inventory that are vulnerable to sea level rise. The project determines which properties have not been documented by HABS, HAER, or HALS and develops priorities for documentation on the basis of a risk assessment;

- The NPS Cultural Resources directorate delivered technical expertise on sustainability and historic preservation in the Climate Friendly Parks workshops in the National Capital Region. The workshops are delivered by the Sustainable Operations branch of the NPS Facilities Division to educate parks on reducing their carbon footprints and analyzing energy audits;
- The Northeast Region National Heritage Area Program hosted a sustainability workshop in Essex NHA in October 2010 to discuss strategies for adapting to the new requirements by Congress to develop sustainability and self-sufficiency studies. The workshop was attended by most of the Directors of the National Heritage Areas in the NER and also included participants from the Southeast Region and NPS staff from Washington. The day was divided up into presentations on evaluation processes followed by facilitated discussions on how to move ahead with considering ways for completing the new sustainability and self-sufficiency reports; and
- NPS regions have developed sustainability plans for cultural resources to ensure that park activities are as carbon-neutral as possible.

In addition to the above accomplishments, NPS is playing a leading role in assisting other Federal agencies meet their own mandates of sustainability and historic preservation.

Accomplishments include:

- The Associate Director Cultural Resources currently serves on the ACHP's Sustainability Task Force;
- The National Center for Preservation Technology and Training promotes historic preservation as an important component of sustainable development. NCPTT provided preparation workshops for Leadership in Energy and Environmental Design (LEED) certification of cultural resource professionals. Partnerships with the Louisiana National Guard, National Guard Bureau, Association for Preservation Technology, and others resulted in LEED certification workshops throughout 2009-2011;
- Since 2010, the NPS Section 106 Compliance Officer has coordinated with others at NPS and the Interior Department attempting to balance renewable energy projects with historic preservation goals; and
- In 2011, NPS Technical Preservation Services published *The Secretary of the Interior's Standards for Rehabilitation & Illustrated Guidelines on Sustainability*. These are the first set of official guidelines on how to make changes to improve energy efficiency and preserve the character of historic buildings. The Guidelines are an important addition to current discussions about sustainability and achieving greater energy efficiency, which have focused primarily on new buildings to date. The guidelines stress the inherent sustainability of historic buildings and offer specific guidance on "recommended" rehabilitation treatments and "not recommended" treatments, which could negatively impact a building's historic character. Illustrations of both types of treatments are included. The guidelines are designed to assist building owners in planning rehabilitation projects

that will meet the Standards for Rehabilitation (for further information on the *Illustrated Guidelines on Sustainability*, see case study).

The NPS National Center for Preservation Technology and Training promotes historic preservation as an important component of sustainable development. The Center provided preparation workshops for Leadership in Energy and Environmental Design (LEED) certification of cultural resource professionals. Partnerships with the Louisiana National Guard, National Guard Bureau, Association for Preservation Technology, and others resulted in LEED certification workshops throughout 2009-2011. NCPTT has offered its *Green Preservation: A LEED Technical Review and Exam Prep Workshop* in Natchitoches and New Orleans, Louisiana; Santa Fe, New Mexico; and Washington, D.C. Among the 81 people who have participated in the Center's LEED Workshops are 31 National Park Service employees, 29 employees from other Federal agencies, and 8 state government employees. NCPTT is also planning to hold its *Green Preservation* workshop in Topeka, Kansas; San Francisco, California; New Orleans; and other locations. Other highlights of the Center's sustainability initiative include:

- NCPTT worked with the National Trust for Historic Preservation and others to create the *Pocantico Proclamation on Sustainability and Historic Preservation*, which was followed in 2009 by the *Nashville Challenge* focusing on the impact of increasing energy performance requirements and emerging green building practices for historic buildings;
- NCPTT was instrumental in creating a small working group called "Spitfire" to continue the work at Pocantico and Nashville. Spitfire is currently engaged in developing a prioritized list of topics that would help focus sustainability related research efforts across the preservation community;
- The Center is committed to supporting sustainability research through the Preservation Technology and Training Grants program; and
- NCPTT has added a new research priority to its current call for grant proposals: "NCPTT will give preference to proposals that advance technologies or methods to ensure a sustainable future for cultural resources."

CASE STUDY: SECOND CENTURY COMMISSION REPORT

In 2008, the nonprofit National Parks Conservation Association convened an independent commission to develop a 21st-century vision for the National Park Service. The National Parks Second Century Commission was funded through a grant to the National Parks Conservation Association. It was co-chaired by former U.S. Senators Bennett Johnston, Jr. and Howard Baker, and staffed by retired NPS Chief of Policy Loran Fraser. The commission consisted of a diverse group of close to 30 national leaders, experts and thinkers drawn from a broad range of backgrounds, including scientists, historians, conservationists, academics, business leaders, policy experts, and retired NPS executives.

The Second Century Commission's task was not only to envision a future for the NPS, but for the unique places and resources under its stewardship. "More than one hundred years ago America invented the national park idea with the designation of Yellowstone as the first national park," said Commission Co-Chair Baker, a former Senate Majority Leader. "Guided by that founding idea, this Commission will examine the role of the national parks today and articulate a bold vision of a future where national parks continue to enrich and ennoble this nation and its citizens."

The Commission met at several NPS sites, including Santa Monica Mountains NRA in Thousand Oaks, California, Lowell NHP in Lowell, Massachusetts, and Yellowstone NP, to learn and draw inspiration firsthand about the values and meanings of parks today. In addition, the commission heard from conservation and preservation experts, NPS field staff, teachers, volunteers, and groups that help support the work of the parks. At three additional public meetings they listened to the ideas and priorities of concerned citizens.

Out of the many conversations came the report, *Advancing the National Park Idea*, as well as eight reports from subcommittees, among them *A Different Past in a Different Future* from the Cultural Resource and Historic Preservation committee. The recommendations offer a vision for cultural resource management and heritage preservation for NPS, as well as shape an action agenda for the current Administration and Congress. Among the recommendations:

- Expand the National Park Idea: enhance educational opportunities, include education explicitly in the NPS mission, and grow the park system to protect elements of all of America's ecological and cultural treasures and to represent the diversity of our changing nation;
- Revitalize the NPS: Strengthen its management, research, and community assistance capacity; make the NPS a more innovative, diverse, and responsive organization prepared for the expanded vision of the system;
- Build capacity: Strengthen NPS capacity to protect natural and cultural resources in parks by expanding its ability to prevent adverse actions by other federal agencies; and enhance authorities, budgets, and programs that provide the leverage to work

cooperatively with local communities and stakeholders to preserve parks and surrounding landscapes; and

- Fund the NPS: fully fund park needs through existing federal programs that benefit the Park Service, and draw on permanent and sustainable funding from public and private sources.

A copy of the Second Century Commission report may be found online at:

http://www.npca.org/commission/pdf/Commission_Report.PDF

To read the Cultural Resource and Historic Preservation Committee report:

http://www.npca.org/commission/pdf/Committee_Cultural_Resources.PDF

CASE STUDY: ILLUSTRATED GUIDELINES ON SUSTAINABILITY FOR HISTORIC BUILDINGS

The *Secretary of the Interior's Standards for Rehabilitation and Illustrated Guidelines on Sustainability for Historic Buildings* were released on Earth Day 2011 to address two very important and timely questions: Can historic preservation be a sustainable practice that both improves energy efficiency and preserves the character of historic structures? Are historic buildings doomed to be energy “hogs” that cannot be made energy efficient without major investment of money and new materials?

According to the *Guidelines on Sustainability*, the answer to the first question is “yes,” while the answer to the second question is “no.” The new guidelines advise less invasive changes first, such as maintenance and weatherization, before making changes with a greater impact. An energy audit can identify current deficiencies and correct them, while an energy model can help users to weigh their options and understand the results of certain actions. Often minor changes to a building, such as adding attic insulation, can result in a big reduction in energy use.

Some historic buildings may not, in fact need extraordinary intervention. Buildings constructed with high-quality, durable products are inherently sustainable. They were designed to take



advantage of passive energy saving techniques, such as solar siting for heat gain in the winter, light wells for extra daylight, and thick masonry walls that help regulate indoor temperatures. When well-built historic buildings are maintained, and especially if features such as storm windows are added, they can perform as well as modern ones.

The *Guidelines on Sustainability* stress that the question is not *if* modern technologies can be combined with historic fabrics, but *how*. Concerning exterior alterations to a property, the *Secretary of the*

Interior's Standards for Rehabilitation require that new features be both reversible *and* compatible. For example, solar and wind technology, green roofs, and new HVAC can all be appropriate in historic structures. The guidelines offer advice for placing such technology on a building or site, such as installing them unobtrusively on a building or inconspicuously nearby, to maintain the historic character of the property and meet the *Secretary of the Interior's Standards for Rehabilitation*. In some cases, minimally visible panels may not impact the character of a historic property to an extent that precludes meeting the standards.

The *Guidelines on Sustainability* demonstrate the NPS's commitment to making preservation relevant in a changing world. They build on the *Secretary of the Interior's Standards for Rehabilitation*, which promote the long-term preservation of historic materials and features. The standards were first developed in the 1980s by NPS Technical Preservation Services (TPS), Cultural Resources, Washington Office and the *Illustrated Guidelines for Rehabilitating Historic Buildings* was published in 1992. The *Guidelines on Sustainability* replace the chapter on Energy Conservation in the earlier guidelines with new information in order to meet contemporary challenges regarding historic preservation. The *Standards* and *Guidelines* pertain to the exteriors and the interiors of historic buildings of all materials, construction types, sizes and occupancy as well as the building's site and environment, landscape features, and attached adjacent or related new construction.

Today, the *Secretary of the Interior's Standards* are widely used at the federal, state, and local level to determine if a rehabilitation project qualifies as a certified rehabilitation for Federal historic preservation tax incentives. Moreover, these standards have also been adopted by local historic district and planning commissions across the country. TPS developed the *Guidelines on Sustainability* with the help and concurrence of numerous public and private agencies and organizations – including the National Trust for Historic Preservation– and other preservation professionals. The guidelines are intended to give general, best-practice advice, but are not mandatory or meant to give case-specific advice.

The guidelines will be available for purchase from the Government Printing Office. They are also available online and may be downloaded in PDF format at:

www.nps.gov/history/hps/tps

and at:

<http://www.nps.gov/history/hps/tps/download/guidelines-sustainability.pdf>

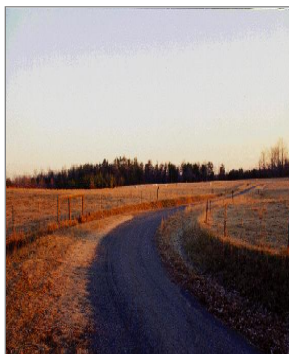
Chapter 4: Leasing of Historic Properties

In November 1982 the National Park Service implemented the leasing of historic property authorized by Section 111 (16 U.S.C. 470h-3) of the National Historic Preservation Act (NHPA) by publication of regulations (36 CFR 18). In January 2002, the NPS revised these regulations to implement not only the NHPA authority, but also a new leasing authority, Section 802 of the National Parks Omnibus Management Act of 1998 (16 USC 1a-2(k)), which authorizes the NPS to lease not only historic property, but any real property and to retain the income. These authorities are two of five general authorities and many park-specific authorities available to NPS to manage real property in the National Park System.

36 CFR 18: Leasing of Properties in Park Areas

36 CFR 18 allows the NPS Director (or delegated officials) to lease certain federally owned or administered property located within the boundaries of park areas. Before leasing property in a park area under this part, the Director must determine that:

- The lease will not result in degradation of the purposes and values of the park area;
- The lease will not deprive the park area of property necessary for appropriate park protection, interpretation, visitor enjoyment, or administration of the park area;
- The lease contains such terms and conditions as will assure the leased property will be used for activity and in a manner that are consistent with the purposes established by law for the park area in which the property is located;
- The lease is compatible with the programs of the National Park Service;
- The lease is for rent at least equal to the fair market value rent of the leased property;
- The proposed activities under the lease are not subject to authorization through a concession contract, commercial use authorization or similar instrument; and
- If the lease is to include historic property, the lease will adequately insure the preservation of the historic property.



Leased farm land at
Appomattox Court House
National Historical Park,
Appomattox, Virginia

All leases entered into under this part must contain terms and conditions that are determined necessary by the Director to assure use of the leased property in a manner consistent with the purposes of the applicable park area, including provisions to assure the preservation of historic property. In addition, a lease must contain appropriate provisions requiring that any improvements to or demolition of leased property to be made by the lessee may be undertaken only with written approval from the NPS Director and that any improvements to or demolition of historic property may only be approved if the Director

determines that the improvements or demolition complies with the Secretary of the Interior's *Standards for the Treatment of Historic Properties* (36 CFR Part 68).

Historic Property Leases and Cooperative Agreements (Section 5.3.3), Management Policies, 2006

Further information on leasing historic properties is provided in the *NPS Management Policies 2006*. This document provides that:

The National Park Service may permit the use of a historic property through a lease or cooperative agreement, if such lease or cooperative agreement will ensure the property's preservation. Proposed uses must not unduly limit public appreciation of the property; interfere with visitor use and enjoyment of the park; or preclude use of the property for park administration, employee residences, or other management purposes judged more appropriate or cost effective.

If a lease or cooperative agreement requires or allows the lessee or cooperator to maintain, repair, rehabilitate, restore, or build upon the property, it will require the work be done in accordance with applicable Secretary of the Interior's standards and guidelines and other NPS policies, guidelines, and standards.

Director's Order 38: Real Property Leasing

Director's Order (DO) 38 provides summary and supplemental guidance to assist NPS managers in the implementation of the authority contained in 36 CFR 18. DO 38 is referred to in the provisions of the Nationwide Programmatic Agreement (PA) between NPS, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (Stipulation III.C.16). This section of the PA provides that the streamlined review process "may be used provided all treatment of historic properties proposed in relation to the leasing action is consistent with undertakings eligible for Streamlined Review. . . . The Streamlined Review Process may not be used where there is a change of use or where a series of individual projects cumulatively results in the complete rehabilitation or restoration of a historic property."

NPS continues to lease historic properties using the authority in Section 111 of the NHPA, 36 CFR 18, and Director's Order 38. These leases include historic buildings and agricultural land. Because most of the historic properties that the NPS has available for lease are not in pristine condition, many of the leases provide for lessee performed rehabilitation work in lieu of rent. In turn, this revenue is used to preserve historic and other park historic properties. Among the historic properties NPS currently leases are the following:

- The "Bullet Hole" House, an iconic 17th-century building, and the John Nelson House, a ca. 1808 Federal-style residence both at Minute Man National Historical Park in Concord and Lincoln, Massachusetts. The latter building has been rehabilitated with American Recovery and Reinvestment Act (ARRA) funds and is available for public uses such as special events and educational programs;
- The Henry Piper Farmhouse at Antietam NB;
- The West House and Christian Smith House, Chesapeake & Ohio Canal NHP;

- Fort Baker, a former 1905 U.S. Army post located in the Golden Gate NRA. The site includes historic buildings clustered around a main parade ground. NPS has a 60-year lease with a San Francisco developer, who has restored Fort Baker and built Cavallo Point, a luxury lodge. Cavallo Point also serves as the home of the Institute at the Golden Gate, an environmental program of the nonprofit Golden Gate National Parks Conservancy in partnership with NPS; and
- Thirty residential units in the Fort Mason National Register Historic District, also in the Golden Gate NRA, are leased to the public and improvements to buildings and landscapes are made every year with the proceeds. The former NCO Quarters along Franklin Street are undergoing thorough rehabilitation in order to improve their condition and restore them to the status of first-class leasable properties. The one-time barracks used by Hostelling International have been rehabilitated into group accommodations. The installation of substantial yet sensitive accessibility improvements have been made throughout the site. In collaboration with the Olmsted Center for Landscape Preservation, a Cultural Landscape Report is currently under development. A series of preliminary treatments have been implemented including the first comprehensive tree survey of the property for over five hundred trees. A program of pruning, removal and replanting has been initiated to rejuvenate and make safe the signature tree cover. A major row of trees along the original entrance road was replanted, and restoration of foundation plantings along Franklin Street is in progress. Upcoming building and landscape treatment projects promise to ensure that the historic district will be a showcase San Francisco historic neighborhood and a fitting location for the Headquarters of Golden Gate National Recreation Area.

CASE STUDY: NPS LEASE WITH MONTESSORI CHILDRENS HOUSE, VALLEY FORGE NHP

The NPS signed a lease with the Montessori Children's House of Valley Forge (MCHVF), an established community-based pre-school and not-for-profit 501(c)3 organization. Under the terms of the lease with NPS, MCHVF would utilize the historic David Walker Farmstead, a 3.7-acre site located on the southern boundary of Valley Forge NHP.

The David Walker Farmstead included a National Register-eligible main house and root cellar, and a non-contributing barn, tenant house, and several small outbuildings. None of the buildings were present during the Revolutionary War encampment of George Washington's Army, and the property does not relate to the central theme of the park. In 1978, the federal government acquired the farm, which remained in a use-and-occupancy permit until 2003. During the next 25 years, the tenant did not maintain the property, and the buildings fell into poor condition. Additionally, the buildings were vacant for five years and increasingly became a target for illegal activities. During the park's General Management Plan process, NPS determined that it had no feasible visitor services or park operations use for the property, and that adaptive use was an appropriate option for the farm.

The lease arrangement resulted in the rehabilitation of the buildings associated with the farmstead, which had suffered from deferred maintenance. At its own expense, MCHVF invested \$3.8 million in rehabilitating the historic main house in accordance with *Secretary of the Interior's Standard for Historic Preservation*. Following rehabilitation work, MCHVF opened a pre-school there on February 1, 2010. The lease also makes the school now is responsible for maintenance performed in accordance with a maintenance and preservation plan approved by NPS.



Exterior view of Main House, David Walker Farmstead, which is now used as a meeting space for the Montessori Children's House of Valley Forge, located on Valley Forge NHP

Features of the project include:

- The David Walker main house is being used for school meeting space and a residence for one teacher and family;
- A single-story addition to the barn now holds classrooms;
- The 1958 concrete-block Evans house and garage were demolished. The location of the two buildings now serves as a parking lot, which will be screened so that it will not be visible from either the park or a nearby neighborhood; and
- The driveways into and exiting the site occupy the same location as the former driveways. There is sufficient space on the site to accommodate drop-off and pick-up of students.



View of barn, David Walker Farmstead, which now serves as a classroom building for the Montessori Children's House of Valley Forge

Further information about the Montessori Children's House of Valley Forge may be viewed at:

<http://www.mchvf.org/our-school/mission-history/>

Chapter 5: NPS Contribution to Local Economic Development

In 2009, 285 million visitors came to the national parks, America's special places cared for by the National Park Service family of 22,000 employees and 221,000 volunteers. In addition to spending the day exploring history and experiencing nature, national park visitors also spend money in nearby gateway communities helping to fuel local economies.

Visitor spending and economic impacts for National Park units are tracked by the NPS Social Science Program through an economic model used to estimate economic benefits of parks for local economies. Operated by Michigan State University on behalf of the NPS, this "Money Generation Model," or MGM2, estimates the impacts that park visitors have on the local economy in terms of their contribution to sales, income and jobs in the area. MGM2 produces quantifiable measures of park economic benefits that can be used for planning, concessions management, budget justifications, policy analysis and marketing.

Economic impact estimates for individual parks are based on official NPS recreation visit estimates for 2009, estimates of the percentage of visitors that are local, on day trips, or staying overnight in the area in campgrounds or motels, park visitor spending profiles for distinct visitor segments from park visitor surveys at selected parks, and regional economic multipliers based on input-output models for local regions around NPS units.

Impacts only cover the economic effects of visitor spending in the local area around the park. They do not include impacts of the park operations/employees, construction activity, or visitor spending outside the local area.

A National Park Service report, "National Park Visitor Spending and Payroll Impacts, 2009," found that National Parks play a major role in attracting and sustaining local businesses and communities. According to the report, which was prepared by researchers at Michigan State University, in 2009 visitors spent over \$14.2 billion in communities near national parks, a sum that translates into almost 250,000 local jobs. The following is a state-by-state analysis of the economic effects of spending and payroll at national parks:

STATE/TERRITORY	SALES	DIRECT EFFECTS JOBS	LABOR INCOME
ALABAMA	23,854,370	366	7,331,986
ALASKA	302,149,149	3,045	99,784,472
ARIZONA	730,526,942	9,242	240,310,668
ARKANSAS	150,277,877	2,180	46,766,573
CALIFORNIA	1,640,408,149	16,120	540,596,284
COLORADO	408,121,295	5,106	132,925,778
CONNECTICUT	1,585,676	13	572,972
DISTRICT OF COLUMBIA	1,426,281,373	12,414	508,596,713
FLORIDA	839,619,343	8,987	285,005,903
GEORGIA	309,069,549	3,233	104,367,911
HAWAII	322,127,209	3,126	107,296,482
IDAHO	19,359,035	281	6,091,573
ILLINOIS	28,453,999	379	9,817,459
INDIANA	75,810,992	989	22,152,947
IOWA	14,262,389	208	4,415,294
KANSAS	5,068,387	77	1,566,173
KENTUCKY	91,565,772	1,338	28,835,741
LOUISIANA	30,477,847	300	9,819,254
MAINE	206,213,129	2,796	66,624,640
MARYLAND	214,785,795	2,185	73,567,727
MASSACHUSETTS	581,731,367	5,689	201,598,695
MICHIGAN	161,134,732	2,172	50,888,740
MINNESOTA	34,707,395	475	10,972,280
MISSISSIPPI	132,169,739	1,832	41,522,722
MISSOURI	194,571,829	2,338	60,675,648
MONTANA	321,984,774	4,119	103,265,549
NEBRASKA	10,871,047	182	3,201,733
NEVADA	201,790,335	2,162	70,559,824
NEW HAMPSHIRE	1,624,220	20	541,229
NEW JERSEY	147,585,018	1,477	50,180,966
NEW MEXICO	64,632,102	942	19,968,595
NEW YORK	647,704,600	5,193	228,491,520
NORTH CAROLINA	805,573,856	10,809	257,639,948
NORTH DAKOTA	32,355,967	507	9,877,065
OHIO	91,774,760	1,097	29,959,398
OKLAHOMA	12,653,110	198	4,015,130
OREGON	59,048,199	826	18,729,012
PENNSYLVANIA	466,881,700	4,825	150,655,837
RHODE ISLAND	4,655,004	49	1,592,171
SOUTH CAROLINA	51,814,772	684	16,654,589
SOUTH DAKOTA	170,451,573	2,300	53,453,955
TENNESSEE	590,368,798	7,593	192,871,177
TEXAS	309,159,825	4,037	96,132,395
UTAH	597,134,175	8,619	195,050,764
VERMONT	1,791,964	21	595,183
VIRGINIA	648,816,569	7,628	212,742,169
WASHINGTON	333,015,289	3,939	103,908,569
WEST VIRGINIA	52,567,217	775	16,837,234
WISCONSIN	29,404,303	431	9,594,814
WYOMING	651,684,684	8,601	213,120,166
TOTAL	\$14,249,677,201	161,925	\$4,721,743,628

MGM2 visitor spending data exists also for each of the National Parks, which shows the tremendous economic benefit that national park visitation provides to communities in terms of employment and sales. For example, in Calendar Year 2009, San Francisco Maritime National Historical Park hosted 4.15 million visitors who spent more than \$82 million. The direct effects of this spending include sales, income and jobs in businesses selling goods and services directly to park visitors. In addition, visitor spending generated 620 jobs.

For further information about the NPS Money Generation Model Version 2 and to review annual reports online, go to:

http://35.8.125.11/mgm2_new/

Chapter 6: Partnerships and the National Parks

Heritage tourism attracts visitors to a place or area based on the unique or special aspects of that locale's history, landscapes (including trail systems), and culture. For this reason, many communities look to the NPS to help provide tourism opportunities to sustain their economies and way of life. States, regions, and local communities see national park units, trails, heritage areas, and historic preservation programs as ways to improve quality of life and economic well-being.

The NPS infuses its operations with partnerships in all areas of management and at all levels of the organization to leverage and provide additional resources, encourage diversity of visitors and employees and to link with communities and educational institutions.

Volunteers-in-Parks (VIP) Program



The NPS Volunteers-in-Parks (VIP) program is authorized by the Volunteers-in-Parks Act of 1969. The purpose is to provide a means through which the NPS can accept voluntary help from interested citizens and international visitors in a way that is mutually beneficial to the NPS and to the volunteer. In 2010, 221,000 volunteers donated 6.4 million hours of service to national parks at a total value of \$133.4 million. There are over 370 volunteer programs throughout the National

Park System, and the numbers of volunteers and hours has grown an average of 5-7% annually since 1990. Volunteers of all ages contribute their time and talents to help preserve and protect America's natural and cultural heritage for the enjoyment of this and future generations.

Following are some examples of volunteer contributions to cultural resource management in the parks:

- NPS Midwest Archeological Center (MWAC), Lincoln, Nebraska: In 2010, 57 volunteers contributed 6,651 hours of time to MWAC projects. The greatest contributions came from students, academics, and community members who pitched in during a workshop on nondestructive archeological techniques at Knife River Indian Villages National Historic Site. Many volunteers provided expert instruction on geophysical and remote sensing equipment, and others helped out with fieldwork, collecting data on features threatened by ice dams and floods along the Knife River. Large numbers of volunteer hours were likewise logged by a small group of students and a teacher from Paint Valley High School near Hopewell Culture National Historical Park in Chillicothe, Ohio. This group helped MWAC and park staff during field work, and then came to Lincoln to work with the artifacts in the MWAC lab. Other volunteers enlisted for fieldwork in places ranging from Cuyahoga Valley National Park in Ohio, to Hot Springs National Park and Buffalo National River in Arkansas, Effigy Mounds National Monument in Iowa, and Lincoln Home National Historic Site in Illinois. Volunteers also donated hundreds of hours in the

MWAC laboratory, assisting in the analysis of archeological data from Cuyahoga Valley, Hopewell Culture, Lincoln Home, and Sleeping Bear National Lakeshore in Michigan.

- Allegheny Portage Railroad National Historic Site (NHS), Gallitzin, Pennsylvania: Current concentration is on research and volunteers have really embraced this emphasis. Members of the Blair County Genealogical Society have “adopted an ancestor” by taking names off of Allegheny Portage Railroad pay records and doing genealogical research as if that person were their ancestor. Volunteer interns are also investigating specifics of Portage ties to the Underground Railroad, the Mexican War, and other far reaching historic themes.
- Palo Alto Battlefield National Historical Park (NHP), Brownsville, Texas: Muddy fields, heat and humidity did not stop park volunteers from an in-depth archeological survey. Thanks to their efforts the park uncovered over 700 artifacts. These volunteers worked long days and weekends to dedicate over 1,200 hours. The artifacts recovered will be preserved and used to tell the story of the Battle of Palo Alto. With the help of park volunteers, the annual Memorial Illumination – a candlelight memorial held each November to honor soldiers who fought in the battle – was extremely successful. Over 400 schoolchildren created *luminarias* for the Memorial. During the event, over 100 volunteers helped light candles. Over 20 Living Historians set-up a camp and portrayed the lives of both U.S. and Mexican soldiers during the War. Seeing the glow of candlelight off the white tents carried visitors back in time and provided an unforgettable experience.
- Harry S Truman NHS, Independence, Missouri: The Truman Home had closed in October 2009 for a major restoration project and reopened in May of 2010. The successful reopening of the home in time for the busy summer season was made possible by cultural resources volunteers. Prior to closing, all items in the home had to be packed and removed. To reopen the home for tours, these items needed to be placed back in the home, unpacked, and cleaned. Volunteers assisted in all three steps of this process which required great skill and vigilance since historic artifacts were involved. In April, the park held its first Junior Ranger Day celebration. The park recruited a former school teacher as a volunteer to assist in the development of age appropriate programming. NPS also used interpretation volunteers to assist in presenting different children's activities. Also this year, the park had a volunteer reach the benchmark of donating over 1000 hours to the site. To recognize this, NPS held a park-wide luncheon in his honor.
- Klondike Gold Rush NHP, Skagway, Alaska: The park engaged 73 volunteers in a wide range of activities during the FY 2010, totaling 8,720 hours of work donated. This represents a 71% increase of the FY 2009 volunteer hours. Participating volunteers worked on improving the historic Chilkoot Trail, staffing the park Visitor Center, and other important jobs around the park. The highlight of this year's VIP program was hosting the



American Hiking Society. This group of active hikers and explorers visited Klondike Gold Rush National Historical Park and enhanced a difficult section of the Chilkoot trail known as Saintry Hill. Their work made the hike more pleasurable for many hikers and contributed 576 work hours. Park Cultural Resources staff also engaged volunteers in library management and collections management utilizing 2 VIPs.

- Saratoga NHP, Stillwater, New York: Culminating a 12-year partnership with a dedicated volunteer group called Heritage Hunters, the park unveiled a new computer station in the visitor center with a database of almost 16,000 American soldiers who participated in the 1777 Battles of Saratoga. During those 12 years the group spent 22,000 hours researching sources for the database, establishing fields of information and inputting 16,000 soldiers' names and data. The unveiling was publicized widely and picked up by the Associated Press, resulting in inquiries from across the country and a jump in local visitors curious to access the database. This new feature has been extremely well received, will afford visitors a remarkable connection to this park (standing on the exact spot where their ancestor stood) and the database will continue to grow over the next decade with the addition of more American soldiers, as well as British and Loyalist soldiers.
- Saugus Iron Works NHS, Saugus, Massachusetts: Volunteers assisted park cultural resources staff on a major archival scanning project, creating 300 dpi tiff scans of photographic collections that total about 5,000 images. They also accurately labeled scans of archival documents and photos to facilitate quick search capabilities, assisted staff with re-housing an archival collection, and maintained the park's library. A steady group of special-needs students from Saugus High School supported Interpretation by copying training documents, organizing supplies, and doing inventories of the museum store. During the summer, the First Job group (14-16 year olds) put in many hours rebuilding the park fence, painting the maintenance buildings, working with staff as part of the Saugus River restoration project, and conducted the park's annual survey. In October 2009, an Eagle Scout project focused on resetting stairs and clearing the nature trail. Major events included Saugus Founders Day Iron Pour on September 11, 2011, which had over 400 visitors to the park who participated in creating their own molds, watching iron poured into the mold, and taking home their own iron tile. This event had many hands-on activities for visitors and would not have been as successful without the work of the volunteers.
- Southeast Archeological Center (SEAC), Tallahassee, Florida: During FY 2010, SEAC utilized the services of 23 VIPs who contributed a total of 1,747 hours to the center in a variety of capacities. The individuals who participated in SEACs VIP program came to the center with a wide range of skill sets. These included: retired conservators who donated their services to assist in maintaining the metal artifacts that are housed at the center; metal detector enthusiasts who volunteered weeks of their time to assist in archeological investigations at Palo Alto Battlefield NHP; college students who volunteered their time to assist in organizing and maintaining SEACs library collection; undergraduate students who assisted in archeological investigations; professional archeologists who donated their time and expertise to assist staff with field investigations; and high school students interested in pursuing careers in archeology

who otherwise would not have had the opportunity to participate in archeological projects. In February, SEAC assisted PAAL with their ongoing efforts to conduct an archeological survey of the battlefield. This project utilized a large number of non-local VIPs who traveled from Tennessee, Florida, and Illinois in order to participate. Nine individuals assisted in this survey, donating a total of 823 hours. This represented the largest number of VIP hours expended on a single project during FY 2010.

- Western Archeological Center (WAC), Tucson, Arizona: VIPs worked on an estimated 60,000 catalog cards; renamed and attached over 1,400 digital image files to the Interior Collections Management System's (ICMS) electronic catalog database; upgraded storage of an estimated 40 boxes of perishable material; took over 2,300 digital photographs of one national monument's perishable collection before attaching the images to the ICMS program; assisted with inventorying and upgrading storage of 1,218 lots representing almost 13,000 items from an incoming loan of archeological and historic objects at a national monument; helped integrate new museum storage cabinets and moved collections to them; performed conservation treatments to 18 museum collection items from two parks; assisted with documentation photography; completed conservation treatments; and created custom covers for a historical park's *Santos* in storage.



Youth repair an adobe wall at Pecos NP, New Mexico

Youth Programs

The NPS Youth Programs Division engages youth between the ages of 5 and 24 in various programs of the National Park Service so as to develop a life-long commitment to support our national parks, and protect our natural environment and cultural heritage. At present, there are over 25 youth programs operating throughout the National Park System, including the Youth Conservation Corps and the Student Conservation Association. Youth programs encompass a wide array of missions and responsibilities including the fostering of a strong relationship between youth and the natural

and cultural resources managed by the NPS and instilling a work ethic into our nation's youth.

- The Cultural Resources Diversity Internship Program offers **paid internships** with National Park Service park units and administrative offices, other federal agencies, state historic preservation offices, local governments, and private organizations. Intern hosts provide work experiences that assist interns with building their resumes in the historic preservation and cultural resources management field. In 2009, for example, interns worked at Bandelier NM on pueblo conservation projects, at Carl Sandburg Home at Bandelier NM, Los Alamos, New Mexico; on collections management, at Carl Sandburg Home, in Flat Rock, North Carolina; and at Denali NP on Alaskan Native educational projects at Denali NP, Denali Park, Alaska.

- Thomas Edison National Historical Park in West Orange, New Jersey, marked the 16th year of an intern program with Seton Hall Preparatory School in West Orange, New Jersey in summer 2011. Funded by the Charles Edison Fund in Newark, the program allows 5 high school students each year to work at the park for 10 weeks. This year's students completed projects in every area of park operations: landscaping on the historic grounds of both the laboratory complex and the Glenmont estate; assisting the Administrative Officer preparing for fiscal year closeout; and seeing some of the important behind the scenes support work that is vital to keep the park running smoothly. While learning about museum operations and archival and curatorial methods, they aided the park staff in cataloging parts of the collection, assisting in answering research requests, and cleaning historic artifacts in the laboratory complex. They worked at the park entrance station, assisted rangers in presenting public programs, and staffing the historic buildings to answer visitor questions about the site and the work of Thomas Edison. Each intern also conducted research to develop a formal talk to present to visitors. Topics ranged from Edison's chemistry experiments to electric cars to the development and marketing of the phonograph. Since the program started in 1995, 15 different students have come back to work for the National Park Service after their high school graduation, for a total of over 35 seasonal appointments. During summer of 2009, 5 seasonals were graduates of the SHP intern program - 2 in the Maintenance division and 2 in Interpretation; in 2010, 7 seasonals were graduates of this program - 1 in Maintenance and 6 in Interpretation; in 2011, 7 seasonals were graduates of this program - 2 in Maintenance and 5 in Interpretation.
- The Pecos Pathways program began in 1998 after NAGPRA repatriation had been concluded. The program is a collaboration between the Robert S. Peabody Museum of Archaeology at Phillips Andover Academy, the Pueblo of Jemez, and the Pecos National Historical Park in Pecos, New Mexico. The program brings together students from Pecos, Jemez Pueblo, and Phillips Andover Academy in Andover, Massachusetts at the Park for three weeks each summer to learn about the ancestral and contemporary native communities tying the locations together, particularly through archeology. Students receive hands-on experience in historic preservation and tour sites and collections throughout the park. Ten students per year in 2009, 2010, and 2011 participated. Special thematic focus laid on the Civil War in the Pecos region.
- Doug Law, woodcrafter at Salem Maritime National Historic Site in Salem, Massachusetts, worked with the Massachusetts North Shore Youth Career Center to reach disadvantaged young people, a segment of the population ordinarily not attracted to national parks, to create a program that would teach them valuable job skills. The North Shore Workforce Investment Board provided funds to pay the youth, who in many cases used their pay to help support their families. The Essex National Heritage Area in Essex County, Massachusetts provided the mechanism for hiring and paying the young workers. The youth assisted park staff in maintaining many of the park's 1938 landscape features, and repainted trim on the 1819 Custom House and the entire exterior of the 1675 Narbonne House, one of the oldest residential buildings in the United States. Law received the NPS Appleman-Judd award in 2010 for developing the program.

Other Partnering Arrangements

The NPS participates in a variety of other partnerships, resulting in the preservation and interpretation of cultural resources. Some of these partnerships include:

- National Underground Network to Freedom Program: Public Law 105-203, the National Underground Railroad Network to Freedom Act of 1998, directed NPS to establish a program that tells the story of resistance against the institution of slavery in the United States through escape and flight. Through the National Underground Network to Freedom Program, NPS partners with underserved African American communities, to conduct site visits, participate in conferences, organize gatherings, and conduct workshops on documenting Underground Railroad sites for the Network to Freedom. The Program coordinates preservation and education efforts nationwide, and works to integrate local historical sites, museums, and interpretive programs associated with the Underground Railroad into a mosaic of community, regional, and national stories. Each listing in the Network is authorized to display the Network logo, which tells the public and all interested entities that the NPS has evaluated the site, program, or facility and acknowledges its significant contribution to the Underground Railroad story. During June 15-18, 2011, the program hosted its annual National Underground Railroad Conference in Cincinnati and Clermont, Ohio.
- Voyage of *Friendship of Salem*: A group of students from the urban areas of Massachusetts, New York and Maryland when the National Park Service's tall ship *Friendship of Salem*, a full-sized replica of a 1797 cargo vessel, sailed from Salem Maritime National Historic Site on August 7th for New York City and three days of youth leadership, fellowship and stewardship before returning to Salem on August 16th. 37 students ranging in age from 18 to 22 who are part of the NPS's intern programs in Massachusetts, New York and Maryland, learned about sailing a faithful reproduction of a piece of maritime history under the guidance of the *Friendship* crew – the ship's captain and two mates from the NPS and more than 20 adults who volunteer regularly with the ship. The young people also learned about ocean stewardship as well as the lore of the sea and the country's maritime past as part of the overall program.
- National Council for the Traditional Arts (NCTA): The NCTA program provides advice and technical assistance regarding cultural programming in traditional arts, to various NPS units through a cooperative agreement with the WASO Division of Interpretation and Education. The NCTA works with five to seven parks each year and at the request of the individual parks. It provides the assistance of technicians, musicologists, historians, performers, ethnographers and other individuals with specialized skills and expertise in the area of traditional American arts and cultures.
- Beginning in May 2010, NPS has assisted the U.S. Coast Guard, which acts as the Federal On-Site Coordinator for the Mississippi Canyon 252 Oil Spill in the Gulf of Mexico, with its historic preservation compliance responsibilities on the spill. In addition to deploying NPS cultural resources professionals from all over the country, NPS WASO currently serves as the Historic Property Specialist, which directs the Section 106 compliance work related to the Oil Spill.

Conclusion

The NPS manages the properties in its inventory, with the assistance of a variety of public and private partners, through traditional and creative property management approaches. As a land-managing agency responsible for over 84 million acres of land and nearly 1,500 properties listed on the National Register of Historic Places, systems have been developed that assist resource managers in the preservation and management of NPS historic properties. These systems provide a mechanism for accountability in the management of properties, as well as tools for balancing competing priorities and limited financial resources.

The NPS infuses its operations with partnerships in all areas of management and at all levels of the organization to leverage and provide additional resources, encourage diversity of visitors and employees and to link with communities and educational institutions. These partnerships have been developed by the NPS in both its park and national programs and reflect the NPS commitment to stewardship of historic properties and promotion of intergovernmental cooperation and partnership intended to preserve and actively utilize historic properties.