

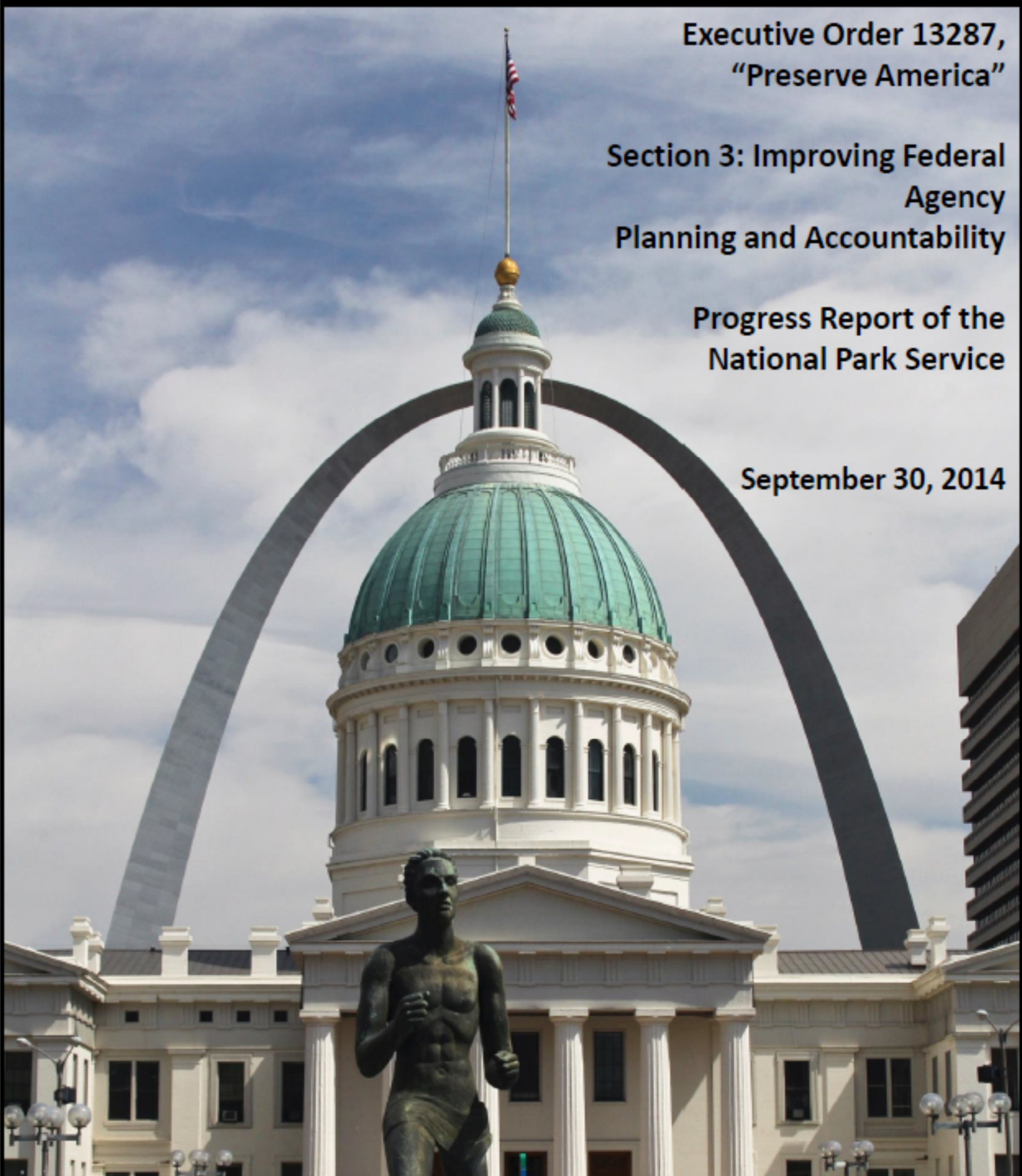


**Executive Order 13287,  
“Preserve America”**

**Section 3: Improving Federal  
Agency  
Planning and Accountability**

**Progress Report of the  
National Park Service**

**September 30, 2014**





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**DRAFT**

# **Section 3: Improving Federal Agency Planning and Accountability**

## **Progress Report of the National Park Service**

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**DRAFT**



**Castle William, Governor's Island  
National Monument, New York,  
New York, NY**

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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 2011 “Preserve America” progress report, the NPS was responsible for the stewardship of 395 Park units containing over 84 million acres within their boundaries. Today, the national park system includes 401 units in all 50 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 Grand Canyon, Arizona**

### **Archeological Sites**

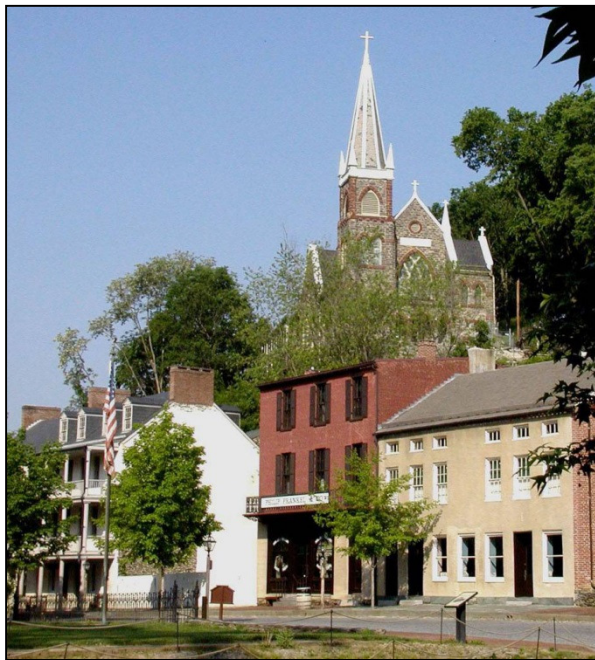
NPS archeologists care for more than 76,000 archeological sites that have been identified in national parks. Beyond the parks, the National Park Service has the lead in setting policies that govern the activities of more than 40 federal agencies and partners responsible for more than 998,745 archeological 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) are included in ASMIS. At the end of FY 2013, 76,017 known archeological sites were located within national parks. Inventory and evaluation of sites is ongoing.

### **Historic and Prehistoric Structures**



**Herbert Hoover Birth Cottage, West Branch Iowa**

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 2014, 12,951 buildings and structures are 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 2014, the CLI contained approximately 700 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 about 124 landscapes since September 2010).

## **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 162.4 million items, including 44.5 million objects and specimens and 117.9 million archival documents. In FY 2013, parks responded to more than 123,599 public research requests and 23,150 research requests from within NPS. Parks managed 3,375 loans of 17,798,030 objects. In addition, 360,281 objects, specimens, and archival documents were exhibited in 2,749 park exhibits.

Collections from 381 park units are managed at 326 NPS units, including five NPS cultural resource centers. Additionally, two percent of the collections are on loan to 587 non-NPS institutions for management.

## **National Register of Historic Places and National Historic Landmarks**

Among the historic properties the NPS owns or manages 6,325 are listed on the National Register of Historic Places (NRHP). Additionally, NPS owns or manages 3,810 properties that have been determined eligible for listing in the NRHP. Of those NPS properties listed on the National Register, 2,243 are National Historic Landmarks, slightly less than half of all NHLs in Federal ownership.

Table 1 summarizes real property and component asset data that was compiled from the NPS Facility Management Software System (FMSS) and the General Services Administration (GSA) Federal Real Property Profile (FRPP) and aligned with corresponding data in the NPS List of Classified Structures (LCS). For each FRPP historic status, this table lists the count, total





replacement value, total deferred maintenance (DM) cost, and total facility condition index<sup>1</sup> (FCI) of associated LCS classified structures.

**Table 1: NPS Historic Assets**

Real Property Category	Count of Records	Replacement Value (in millions)	Deferred Maintenance	Facility Condition Index
National Historic Landmark (NHL)	2,243	\$ 9,892 m	\$ 763 m	0.077
National Register Listed (NRL)	6,325	\$ 69,153 m	\$ 2,894 m	0.042
National Register Eligible (NRE)	3,810	\$ 9,288 m	\$ 878 m	0.095
Other designations	573	\$ 1,197 m	\$ 76 m	0.064
Sub-Total	12,951	\$ 89,530 m	\$ 4,611 m	0.052
Component Assets <sup>2</sup>	4,236	\$ 756 m	--	--
Total	17,187	\$ 90,286 m	--	--

At the end of FY 2014, 2,243 LCS classified structures were designated as National Historic Landmarks. 6,325 were listed in the National Register of Historic Places (NRHP), and 3,810 were not listed but eligible. In total, 12,951 LCS classified structures corresponded to real property assets in FMSS. Additionally, 4,236 LCS classified structures corresponded to component assets in FMSS. All in all, 17,187 LCS classified structures corresponded to real property or component assets in FMSS

Table 2 categorizes the real property asset portion of Table 1 by asset category. This table lists the count, total replacement value, total DM cost, and total FCI of associated LCS classified structures that have been categorized as archeological sites, cultural landscapes, and other historic and prehistoric structures.

**Table 2: NPS Historic Sites and Structures**

FMSS Asset Category	Count of Records	Replacement Value (in millions)	Deferred Maintenance	Facility Condition Index
Archeological Sites	1,016	\$ 2,192 m	\$ 47 m	0.022
Cultural Landscapes	338	\$ 3,372 m	\$ 188 m	0.056
Historic and Prehistoric Structures	11,597	\$ 83,966 m	\$ 4,376 m	0.052
Total	12,951	\$ 89,530 m	\$ 4,611 m	0.052

1,016 archeological sites, 338 cultural landscapes, and 11,597 other historic and prehistoric structures are listed as LCS classified structures.

<sup>1</sup> FCI is a numeric representation of the condition of a real property asset. Mathematically,  $FCI = DM / CRV$ . An FCI of 0.000 denotes an asset that is in perfect condition, and an FCI that is greater than or equal to 1.000 denotes an asset for which the cost of maintenance has equaled or exceeded its value.

<sup>2</sup> DM and FCI are not calculated for component assets.

## **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. In August, the first National Heritage Area, the Illinois & Michigan Canal NHA celebrated its 30<sup>th</sup> anniversary. To date, Congress has designated 49 of these areas in 32 states. A number of these areas include National Park units that work very closely together, such as Fort McHenry National Monument and Historic Shrine and the Baltimore National Heritage Area. National Heritage Areas also serve as important economic generators. According to a 2012 study that NPS commissioned the consulting firm Tripp Umbach to conduct, the Essex National Heritage Area annually contributed \$153.8 million in economic impact, helped support 1,832 jobs, and provided \$14.3 million in tax revenue. Additionally, the same study also found that combined together, the 21 NHAs in the Northeast Region produced an annual economic impact of \$5.4 billion, supported more than 66,880 jobs, and provided \$602.7 million in tax revenue.<sup>3</sup>

## **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.

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<sup>3</sup>Tripp Umbach, 2012. *The Economic Impact of National Heritage Areas: A Case Study Analysis of Six National Heritage Area Sites in the Northeast Region of the United States and Projections on the National Impact of All National Heritage Areas*. [www.nps.gov/history/heritageareas/](http://www.nps.gov/history/heritageareas/).

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- 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 material to be used for 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/civilwar/index.htm>), and the launching of “NPS Online Civil War Era National Cemeteries Travel Itinerary” ([http://www.nps.gov/nr/travel/national\\_cemeteries/](http://www.nps.gov/nr/travel/national_cemeteries/)).
- Through its National Park System Advisory Board, its National Historic Landmarks Committee, and its American Latino Scholars Expert Panel, NPS funded *American Latinos and the Making of the United States: A Theme Study*. Prepared under the panel’s guidance, the theme study contains sixteen essays by nationally recognized scholars addressing the contributions and experiences of American Latinos. The theme study also provides a framework for supporting NPS partners and communities throughout the U.S. in identifying buildings, sites, landscapes, and objects associated with the Latino experience for designation and preservation.

### **NPS Nationwide Programmatic Agreement**

On November 14, 2008, NPS executed a Nationwide Programmatic Agreement (PA) with the Advisory Council on Historic Preservation (ACHP) 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>

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 ACHP.

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. Key provisions of the PA include the following:

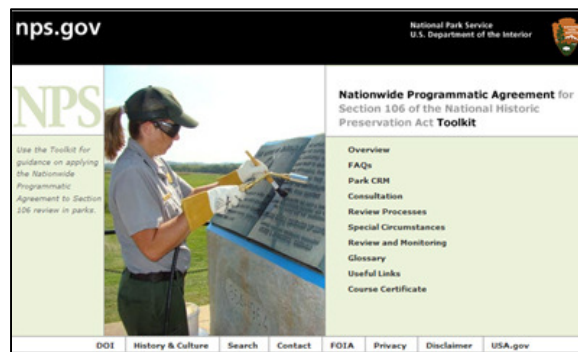
- The PA requires each Park Superintendent to designate a Section 106 Coordinator and a Cultural Resources Management (CRM) Team, who meet appropriate professional qualifications, and ensure that the coordinator and team receive periodic training in Section 106 compliance;
- The PA provides Parks with 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;
- The PA 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;

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- The PA 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
- The PA 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 Cultural Resources Directorate is reviewing the reports. Upon completion of this review and during fall 2014, NPS will prepare a summary report analyzing the effectiveness of the PA's implementation and recommendations for improvements, if any are necessary.

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 through familiarizing Park Superintendents and Cultural Resources Staff with the PA.



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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 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 that tend to focus on more complex assets.

CCAs have 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 (ADA) guidelines and The Architectural Barriers Act Accessibility Standards (ABAAS) (effective May 8, 2006), into the CCA process for non-standard assets.

Table 3 lists the count of associated LCS classified structures that have been categorized as archeological sites, cultural landscapes, and other historic and prehistoric structures and that are also considered to be in good condition<sup>4</sup>. Additionally, Table 3 lists the percentage of all assets of each asset type that are considered to be in good condition.

**Table 3: NPS Historic Sites and Structures in Good Condition**

FMSS Asset Type	Count of Records	% of Total Assets
Archeological Sites	899	88%
Cultural Landscapes	274	81%
Historic and Prehistoric Structures	7,824	67%
Total	8,997	69%

899 archeological sites (88 percent), 274 cultural landscapes (81 percent), and 7,824 other historic and prehistoric structures (67 percent) are listed as LCS classified structures and also considered to be in good condition. In total, 8,997 LCS classified structures (69 percent) are

<sup>4</sup> An asset is considered to be in good condition if the deferred maintenance of the asset is less than 10% of its replacement value; in other words, if the FCI of the asset is less than 0.100.

considered to be in good condition. In addition to the real property, NPS also maintains nearly 97 million objects in its museum collections. Of this number, 64 percent are considered to be in good condition.

**Table 4: NPS Museum Collection Objects in Good Condition**

Asset Type	Count of Records	% of Total Assets
Museum Collection Objects	96,563,209	64%

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

- Increased to **66.7%**, from 62.7% in FY2012, the percent of National Park Service collections cataloged. Processed **385,802** museum catalog records and added **7,843,961** cataloged items in FY2013;
- Finalized the Virtual Exhibit of landscape art, *Treasured Landscapes: National Park Service Collections Tell America's Stories*, for park review and launch. The exhibit features **250** works of art from over **55** parks;
- Managed the Interior Collection Management System (ICMS) project and provided support to all DOI bureaus. Maintained an ICMS web page and hosted the ICMS User Manual online. Provided information and technical assistance for ICMS installations at all Interior bureaus and offices on request;
- Partnered with the National Geographic Society to conduct a “Bioblitz” at Jean Lafitte National Historical Park and Preserve to ensure proper curation of natural history specimens collected;
- Continued upgrades to the NPS Web Catalog at <http://museum.nps.gov/ParkIndex.aspx> to increase access to NPS museum collections. Currently there are **92** parks with over **514,560** catalog records representing **17,682,725** objects (**2,400,317** excluding archival items), **163,634** images, and **276** collection highlights;
- Developed NPS *Conserve O Gram* Series technical leaflets. Added to this series three updated leaflets and 7 new leaflets, including: *How to Flatten Folded or Rolled Paper Documents*, *Internal Supports for Buckskin Clothing Storage*, *Using UV Shades in Historic Structures*, , and ;
- Updated five chapters of the NPS *Museum Handbook*, Part I, including Chapter 4, “Museum Environment.” The revised chapter takes into account recent developments in museum environment, climate control, and sustainability, and includes: environmental and building basics for collections; issues of housing collections in historic structures; climate monitoring, analysis, and control; and updated temperature and humidity ranges for general collection materials;
- Developed three *Teaching with Museum Collections* lesson plans, including “I Like Mamie!” This lesson plan explores post-World War II American culture by focusing on Mamie Eisenhower, America’s Most Admired Woman of the mid-20th Century;

- Arlington House, The Robert E. Lee National Memorial: Following several years of storage in Pennsylvania, the museum collection was returned and installed in time for the grand reopening of the restored mansion;
- Cane River Creole National Historical Park: The park refurnished the Oakland P. North Tenant Cabin using period pieces to interpret the “End of Plantation Era”;
- Cape Cod National Seashore: The park acquired a rare, 25-foot wooden surfboat that is being restored for display at the Old Harbor Lifesaving Station in Provincetown. The 1940s boat represents the transition to motor lifeboats and appears to be one of only two of its kind remaining in the U.S.;
- Thomas Edison National Historical Park: The park received a major collection of rare antique phonograph records. Ranging from 1905 to 1929, the recordings include 580 Edison Diamond Discs; 66 Edison Blue Amberol cylinders; 16 Edison Amberol cylinders; 8 Edison Gold Moulded cylinders; and 6 Edison Needle Type discs. Before the donation, the park’s sound archive had already represented the world’s most complete collection of Edison phonograph records;
- Ford’s Theater National Historic Site: The park recently acquired a memo issued by Edwin M. Stanton, President Lincoln’s Secretary of State, regarding mourning bands for funerary observances following Lincoln’s assassination;
- Golden Gate National Recreation Area: The Golden Gate National Parks Conservancy purchased for the park a collection of furniture from the Alcatraz Prison Warden’s dining room;
- Herbert Hoover National Historic Site: The park opened a new permanent exhibit on the life of Herbert Hoover, which includes several artifacts associated with Hoover’s family;
- Independence National Historical Park: Staff worked on preparing, installing, and monitoring the collections for exhibition in the newly reopened Benjamin Franklin Museum at Franklin Court. Noteworthy loans for the exhibit include: an electrical apparatus designed by Franklin; an Armonica made by Charles James especially for Franklin; an electrical battery of Leyden jars, which was owned by Franklin; and Franklin’s chess set;
- Martin Luther King, Jr. National Historic Site: The park opened a new exhibit, "Mine Eyes Have Seen. . . ." that celebrates the 50th anniversary of the March on Washington by showcasing the work of Civil Rights-era photographer Bob Adelman;
- Mesa Verde National Park: The park held its Grand Opening for the new Visitor and Research Center (VRC) on May 23, 2013. This building houses the park’s museum collection of over 3 million items. The 23,620-square-foot research center has two separate repositories for museum objects and archives, along with a large research room, processing room, media room, cold storage area, conservation room and isolation holding room. The building also houses a 7,364-square-foot Visitor Center with viewing windows into the museum object repository and processing room. Representatives from the 24 tribes associated with Mesa Verde influenced both the design of the building and its exhibits. The new center is also a high-performance, sustainable building that demonstrates the uses of energy efficiency, renewable energy, water conservation, recycling, and environmentally preferable materials, while meeting strict standards for the control of temperature, humidity, lighting levels, and contaminants at a curatorial facility. The U.S. Green Building Council awarded the building with a Leadership in



Energy and Environmental Design (LEED) Platinum-certified rating. The building also received a 2013 Federal Energy and Water Management Award;

- Shenandoah National Park: The park preserved and increased access for 107 historic nitrate negatives and associated photographic prints depicting early fire management in the park. These photos provide early baseline images of the park and surrounding areas, which have the potential to assist climate change researchers;
- Sitka National Historical Park: The park acquired pieces from the personal collection of Ellen Hope Hays (1927-2013), a member of the *Kiks.ádi* clan of the Tlingit culture and the first woman and the first Alaska Native to be appointed superintendent of a national park in the Pacific Northwest. Hays was also the first woman to apply for and be accepted to the Alaska Native Brotherhood (ANB), through which she played an integral role supporting traditional arts and culture. The collection includes family photographs and personal papers, a ceremonial robe from her native clan family, a census book of the native population in Sitka, and a template for totem carving signed by artist Nathan Jackson;
- South Florida Collections Management Center: The center continues preservation work on Fort Jefferson cannon at Dry Tortugas National Park. To date, 9 of the fort's 10 Rodman and Parrott cannon have been fully conserved. Working in partnership with the 482nd Civil Engineer's Squadron of the Homestead Air Force Reserve Base, reproduction gun platforms were created for four Rodman artillery pieces; and
- Valley Forge National Historical Park: The park renewed the loan of the 1883 painting *The March to Valley Forge* by William T. Trego. The painting, owned by The American Revolution Center, is one of the most iconic images of the Valley Forge Encampment during the winter of 1777-1778.

## 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.

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.



### *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 2013 the National Park Service spent \$25 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.

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

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 19<sup>th</sup>-century portraits and landscape paintings at Guilford Courthouse National Military Park; and



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- Stabilizing archeological sites eroding into the Knife River at Knife River Indian Villages National Historic Site as a result of heavy rainfall and flooding.

### *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 2013, NPS spent \$13 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.

**Error! Reference source not found.** lists the total cost of cyclic maintenance, line-item construction, recreation fee, and repair and rehabilitation project components that were funded

in FY 2013 and that are associated with LCS classified structures. This information was compiled from FMSS and the NPS Project Management Information System (PMIS).

**Table 4: FY 2013 Project Component Costs of NPS Historic Assets**

Cyclic Maintenance (in millions)	Line-Item Construction (in millions)	Recreation Fees (in millions)	Repair / Rehabilitation (in millions)
\$ 25 m	\$ 3 m	\$ 16 m	\$ 13 m

In FY 2013, \$25 million were spent on cyclic maintenance of LCS classified structures, and \$13 million were spent on repair and rehabilitation of such structures. \$3 million were spent on line-item construction project components, and \$16 million were spent on project components that were funded by recreation fees.

### *Capital Investment Strategy*

The NPS Capital Investment Strategy is a servicewide initiative that relies upon universal life-cycle management principles to address inherent threats to the financial sustainability of its most valued assets. The strategy is designed to promote both the improvement AND the long term upkeep of high priority NPS assets. These assets include historic buildings, monuments, critical infrastructure, and facilities that serve visitors—making optimal use of taxpayer dollars. The initiative is a focus of the FY15 Servicewide Consolidated Budget Call for both the Line Item Construction and Repair/Rehabilitation program.

This initiative also provides park managers with the necessary tools to identify and commit to long-term life-cycle maintenance strategies that are consistent with budgetary constraints and resource limitations, while allowing discretionary authority to prioritize assets based on their intrinsic value to their respective park units. Parks requesting project funding to repair, retrofit or improve assets will receive preference when that project request aligns with long-term maintenance strategies in the park asset management plan.

### **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*.

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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 coordinator continues to play a role in formulating NPS policy on the impacts of climate change to cultural resources;
- 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;
- 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 advises Renewable Energy Specialists in NPS Regional Offices as they review renewable energy projects outside National Park boundaries; 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.

The NPS National Center for Preservation Technology and Training continues to promote historic preservation as an important component of sustainable development. The Center remains committed to supporting sustainability research through the Preservation Technology and Training Grants program. NCPTT also added sustainability as a new research priority to its call for grant proposals: "NCPTT will give preference to proposals that advance technologies or methods to ensure a sustainable future for cultural resources."



The Center has 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. NCPTT first offered its *Green Preservation: A LEED Technical Review and Exam Prep Workshop* in June of 2006. Since then, NCPTT has offered this training at several locations including 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 other locations. Other highlights of the Center's sustainability initiative include:

- NCPTT recently held workshops and made presentations on *Sustainability and Historic Preservation* for the Louisiana Division of Historic Preservation; NORLA Preservation Project; Louisiana Trust for Historic Preservation; Florida Trust for Historic Preservation; University of Texas at San Antonio; and Tulane University. Approximately 115 students, preservationists, architects and engineers participated in the workshops.
- NCPTT worked with the National Trust for Historic Preservation and others to create the 2008 *Pocantico Proclamation on Sustainability and Historic Preservation*, and in 2009 by the *Nashville Challenge* focusing on the impact of increasing energy performance requirements and emerging green building practices for historic buildings.
- NCPTT helped to found a working group called "Spitfire" to help facilitate the integration of preservation and sustainability approaches. In addition, it convened a working group with Technical Preservation Services on Preservation and Sustainability within the NPS Cultural Programs. Now that sustainability has largely become institutionalized in practice, this group is evolving to address larger and interrelated issues of climate change impacts and resiliency.
- NCPTT worked with BAC/Architecture + Planning, PLLC and Apollo BBC to undertake an "ecocharrette" on the National Register-listed Lee H. Nelson Hall, NCPTT's headquarters in Natchitoches, LA. The ecocharrette included an energy audit of the building and led to the development of a sustainability management plan, which can be used as a model for other existing and historic buildings. Available online at <http://ncptt.nps.gov/blog/sustainability-management-plan-for-lee-h-nelson-hall-2014-03/>
- NCPTT and partners will present the ecocharrette process and sustainability management plan at Green Build 2014 in New Orleans, LA, in October. Participants will

be invited to explore and critique this prototype sustainability plan, which provides a model process and concrete recommendations for integrating historic preservation and sustainability.

- Through its Preservation and Technology and Training grants program, NCPTT funded the National Trust for Historic Preservation's research project on the financial and energy tradeoffs between replacing or repairing older, less efficient windows. The resulting report, entitled "Saving Windows, Saving Money: Evaluating the Energy Performance of Window Retrofit and Replacement," is available online at <http://ncptt.nps.gov/blog/saving-windows-saving-money/>
- Through the Climate Change Internship program, NCPTT coordinated a project with the NPS Climate Change for Cultural Resources Coordinator to work with an intern who created a web resource on climate change impacts on cultural resources at National Park Sites. The website and map interface provide information on climate change impacts. Available online at <http://ncptt.nps.gov/articles/climate-change/>

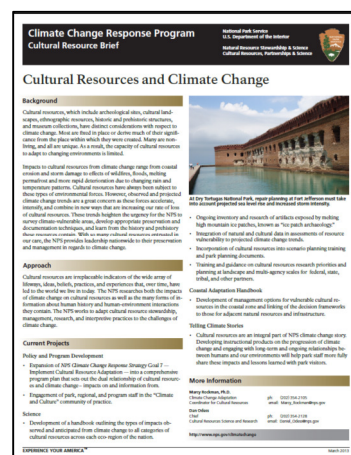
## CASE STUDY: CLIMATE CHANGE

As a follow up to the NPS “Climate Change Action Plan, 2012-2014,” Director Jarvis signed a February 10, 2014 memo on Climate Change and Stewardship of Cultural Resources.

The Director’s memo on Climate Change and Stewardship of Cultural Resources requires all identified cultural resources be evaluated in terms of their vulnerability and significance so that management decisions are directed to resources that are both significant and most at risk. In response to the Director’s memo, the Museum Management Program is also conducting a vulnerability assessment of museum facilities regarding climate change.

NPS, whose primary mission is to preserve America's natural and cultural heritage, is developing a cultural resources climate change response strategy that brings climate science to the table with historic preservation planning. Cultural resources, which include archeological sites, cultural landscapes, ethnographic resources, historic and prehistoric structures, and museum collections, have distinct considerations with respect to climate change. Most are fixed in place or derive much of their significance from the place within which they were created. Many are non-living, and all are unique. As a result, the capacity of cultural resources to adapt to changing environments is limited.

Impacts to cultural resources from climate change range from coastal erosion and storm damage to effects of wildfires, floods, melting permafrost and more rapid deterioration due to changing rain and temperature patterns. Cultural resources have always been subject to these types of environmental forces. However, observed and projected climate change trends are a great concern as these forces accelerate, intensify, and combine in new ways that are increasing our rate of loss of cultural resources. These trends heighten the urgency for the NPS to survey climate-vulnerable areas, develop appropriate preservation and documentation techniques, and learn from the history and prehistory these resources contain. With so many cultural resources entrusted in our care, the NPS provides leadership nationwide to their preservation and management in regards to climate change.



Cultural resources are irreplaceable indicators of the wide array of lifeways, ideas, beliefs, practices, and experiences that, over time, have led to the world we live in today. The NPS researches both the impacts of climate change on cultural resources as well as the many forms of information about human history and human-environment interactions they contain. The NPS works to adapt cultural resource stewardship, management, research, and interpretive practices to the challenges of climate change.

Cultural resources are also an integral part of NPS climate change story. Developing instructional products on the progression of climate change and engaging with long-term and ongoing relationships between humans and our environments will help park staff more fully share these impacts and lessons learned with park visitors.



During its “Preserving Coastal Heritage Worksession,” which was held in New York, April 3 and 4, 2014, NPS recognized that it is at a critical juncture in this process and sought help and input from an invited group of participants with real-world expertise in addressing the powerful impacts of climate change on the human environment.

Over 70 federal, state, local, non-profit, and university leaders met to discuss the decision process for managing cultural resources impacted by climate change. One of the goals of the work session was to create a draft

decision framework that will help NPS choose realistic options for managing vulnerable cultural resources, including historic buildings and structures, cultural landscapes, archaeological sites, museum collections, and ethnographic resources.



## 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.

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).



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

### **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."

In FY 2007, 48 parks leased a total of 147 historic properties using the authority in Section 111 of the NHPA and 36 CFR Part 18. These leases include historic structures 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. During FY 2007, these leases generated \$3.8 million in revenue, which was used to preserve these historic properties as well other park historic properties.

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.

## Chapter 5: NPS Contribution to Local Economic Development

In 2013, 273 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. NPS replaced its earlier "Money Generation Model" (MGM2) with the new Visitor Spending Effects Model. Similar to the earlier economic model, the Visitor Spending Effects Model estimates the impacts that park visitors have on the local economy in terms of their contribution to sales, income and jobs in the area. This model produces quantifiable measures of park economic benefits that can be used for planning, concessions management, budget justifications, policy analysis and marketing.<sup>5</sup>

Economic impact estimates for individual parks are based on official NPS recreation visit estimates for 2013, 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, *2013 National Park Visitor Spending Effects: Economic Contributions to Local Communities, States, and the Nation*, underscores the fact that National Parks play a major role in attracting and sustaining local businesses and communities. According to the report, which was prepared by economists Catherine Cullinane Thomas and Christopher Huber of the U.S. Geological Survey and Lynne Koontz of the National Park Service, in 2013 visitors spent over \$14.6 billion in communities near national parks, a sum that translates into 238,000 local jobs. The following is a state-by-state analysis of the economic effects of spending and payroll at national parks:

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<sup>5</sup>See Catherine Cullinane Thomas, Christopher Huber, and Lynne Koontz, July 2014. *2013 National Park Visitor Spending Effects: Economic Contributions to Local Communities, States, and the Nation*.

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STATE/TERRITORY	SALES	DIRECT EFFECT JOBS	LABOR INCOME
ALABAMA	27,900,000	396	10,500,000
ALASKA	1,145,100	17,279	585,100,000
AMERICAN SAMOA	1,000,000	12	500,000
ARIZONA	773,900,000	11,783	409,100,000
ARKANSAS	144,300,000	2,072	53,800,000
CALIFORNIA	1,536,800,000	20,089	822,100,000
COLORADO	330,500,000	4,692	174,800,000
CONNECTICUT	1,300,000	15	600,000
DELAWARE <sup>6</sup>	0	0	0
DIST OF COLUMBIA	610,100,000	5,627	277,000,000
FLORIDA	584,100,000	8,123	294,500,000
GEORGIA	348,200,000	5,089	167,100,000
GUAM	1,000,000	174	6,800,000
HAWAII	312,100,000	3,665	145,100,000
IDAHO	29,400,000	454	11,600,000
ILLINOIS	12,000,000	156	5,900,000
INDIANA	81,900,000	1,166	31,600,000
IOWA	11,400,000	172	4,500,000
KANSAS	4,100,000	57	1,600,000
KENTUCKY	99,200,000	1,406	39,100,000
LOUISIANA	34,400,000	476	14,500,000
MAINE	191,500,000	2,958	88,000,000
MARYLAND	212,700,000	2,689	97,500,000
MASSACHUSETTS	469,700,000	5,991	237,100,000
MICHIGAN	166,400,000	2,547	78,100,000
MINNESOTA	38,100,000	550	17,000,000
MISSISSIPPI	202,900,000	2,551	69,000,000
MISSOURI	287,100,000	4,758	143,900,000
MONTANA	397,300,000	6,354	176,100,000
NEBRASKA	11,700,000	177	4,800,000
NEVADA	200,300,000	2,241	89,100,000
NEW HAMPSHIRE	1,800,000	30	900,000
NEW JERSEY	159,500,000	2,328	87,700,000
NEW MEXICO	83,200,000	1,136	31,600,000
NEW YORK	374,600,000	4,042	170,800,000
NORTH CAROLINA	1,040,100,000	15,483	471,500,000
NORTH DAKOTA	34,300,000	456	12,100,000
OHIO	149,000,000	2,301	68,300,000
OKLAHOMA	17,200,000	176	5,200,000
OREGON	67,400,000	1,055	33,500,000
PENNSYLVANIA	477,200,000	7,259	239,300,000
PUERTO RICO	73,200,000	866	34,100,000
RHODE ISLAND	2,700,000	33	1,200,000
SOUTH CAROLINA	79,700,000	1,136	32,500,000
SOUTH DAKOTA	239,300,000	3,709	87,600,000
TENNESSEE	530,800,000	7,634	249,400,000
TEXAS	173,400,000	2,374	80,400,000
UTAH	596,500,000	9,069	287,000,000
VERMONT	1,900,000	26	800,000
VIRGINIA	870,900,000	12,352	403,000,000
VIRGIN ISLANDS	73,200,000	897	37,900,000
WASHINGTON	430,800,000	5,269	186,500,000
WEST VIRGINIA	63,000,000	850	23,100,000
WISCONSIN	29,300,000	451	12,900,000
WYOMING	723,300,000	9,307	272,500,000 <sup>7</sup>

<sup>6</sup>Because no National Parks existed in Delaware prior to 2013, no data exists for that state.

<sup>7</sup>The preparers of the 2013 report used one data model to estimate the values for each state, and a different model for the entire country, which will explain why the above amounts when totaled together are different from the figure reported for the nation.



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Visitor spending effects 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 2013, Boston African American National Historic Site hosted 386,084 visitors who spent \$21,280,800. 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 at this park generated 285 jobs.<sup>8</sup>

For further information about the NPS Visitor Spending Effects Model and to review annual reports online, go to:

*<http://www.nature.nps.gov/socialscience/economics.cfm>*

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<sup>8</sup>Cullinane Thomas, Huber, and Koontz. *2013 National Park Visitor Spending Effects.*, p.19.

## **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 2013, more than 246,000 volunteers donated 6.7 million hours of



service to national parks at a total value of \$134 million. There are over 390 volunteer programs throughout the National Park System, and the numbers of volunteers and hours has grown an average of 5-7 percent 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 just some of the hundreds of examples of volunteer contributions to cultural resource management in the parks since 2011:

- At Women's Rights National Historical Park, VIPs included students from the New York Chiropractic College and Slippery Rock University. Through its volunteers, the park increased its presence among underrepresented audiences. A social media volunteer contributed more than 430 hours, and increased the park's social media presence by gaining 1,100 new Facebook contacts. Another intern created several videos which have been posted on the park's website and its social media sites. Volunteers made critical contributions to the park's interpretive and education programs. A seasonal ranger who was also a teacher created a new education program. Interns created an interactive children's program and a new children's exhibit in the Visitor Center. One intern reached underrepresented audiences by creating special interpretive programs for a local Boys and Girls Club. During 2013, the parks volunteers saved it a total of \$56,081.00 in labor costs.
- At Petroglyph National Monument, a full cadre of VIPs staffed the visitor center and roved park trails throughout the year. In addition a special cultural resource project created a new format to inventory petroglyph sites and conduct condition assessments. Youth also again participated in large-scale clean-up projects.
- At Gateway National Recreation Area, volunteers were focused on post-Super Storm Sandy restoration efforts. Coming from local communities, corporate sponsors, and

nonprofit organization, VIPs were crucial to the reopening of the park. During the summer of 2013, 100 local high school students and 20 college students joined the Student Conservation Association in the Sandy recovery efforts. Also on hand were volunteers from YouthWRAP, a New York City program that provides opportunities to those who are on probation from the criminal and juvenile justice system, giving positive examples to participants in order to reduce criminal recidivism. Another local group that joined in cleanup efforts was the Jamaica Bay/Rockaway Park restoration Corps. Lastly, the park benefited from the assistance provided through an on-the-job training program that it co-sponsors with the New York City Department of Parks.

- Bent's Old Fort National Historic Site volunteers provided over 7,500 hours of work in interpretation, natural resource management, and book store sales during fiscal year 2013. During the same time period, living history volunteers assisted with several events including: the park's Traditional Holiday Celebration, Frontier Skills Day, Living History Encampment, Independence Day, Kid's Quarters, and a Military Encampment. Each of these involved volunteers exhibiting life skills used on the American frontier in the 1830s and 1840s. In addition to their time, many volunteer re-enactors have invested large amounts of money in period clothing and other accoutrements used in these events. During May through September, 14,300 visitors participated in narrated "Trails and Rails" tours aboard Amtrak's Southwest Chief running between La Junta, Colorado to Albuquerque, New Mexico.
- Glen Echo Park's VIP program is managed in partnership with Montgomery County through the non-profit Glen Echo Park Partnership for Arts and Culture. Employees of Deloitte, Marriot, and other local businesses volunteered to help with large-scale maintenance work and landscaping around the park. In April, Girl Scout Troops were on hand to do their annual cleaning and prepping of the carousel for summer operation, and to place dozens of native plants in several flower beds for park beautification. As part of the ongoing Glen Echo Oral History Project, college students continued volunteering to conduct oral history interviews with patrons and capture their memories of the amusement park. Without the VIPs, the cultural programming, park beautification, and numerous special events would not be possible.
- In 2013, Saratoga National Historical Park celebrated its 75th anniversary as a National Park, and to mark the occasion staff greatly expanded the park's signature annual living history weekend on September 20-21. By partnering with the Brigade of the American Revolution (BAR), the park was able to bring in some 200 living history volunteers for the event. These participants populated both American and British camps, participated in numerous living history programs, and presented a very large tactical demonstration. For the volunteers, it was a unique opportunity to camp and march on the same grounds that actual units were on 236 years before during the pivotal Battles of Saratoga.
- Golden Spike National Historic Site relies heavily on the generous assistance of the park's dedicated group of volunteers to provide an excellent visitor experience. Coming from all parts of the nation, these VIPs serve as the backbone of the park's annual re-enactment of the May 10, 1869 ceremony marking the completion of America's first transcontinental railroad. In addition, area youth groups such as Boy Scouts contribute valuable time splitting and stacking fire wood used in the operation of the Jupiter, a replica of one of the two wood-burning locomotives present for the 1869 ceremony.

- At Frederick Law Olmstead National Historic Site, maintenance volunteers worked over 1,000 hours, maintaining and improving the restored landscape, which was highlighted by the ceremonial planting of the Jefferson elm in April 2013. VIPs also gave 600 hours to scan for archive purposes important landscape architecture documents.
- Staff at Pipe Spring National Monument focused on recruiting and training local volunteers (seniors and local Native American Youth) to help the park provide more interactive cultural demonstrations. Demonstrations included: utilizing artifact replicas; Native/Pioneer garden/orchard, and the park's cows and horses gave visitors and students an opportunity to form their own connections to the cultural significance of the park.
- VIPs at Salinas Pueblo Missions National Monument gave a total of 354 hours of their time to the park in FY 2014. The park also partnered with the Torrance County Archaeological Society to give volunteers opportunities to learn about cultural resources within the park; to gain a technical understanding of rock art recordation; and to participate in hands-on field experiences recording selected sites at the Abó Ruins unit of the park. The purpose of this last activity was to help develop recording teams that would be available to the park, other federal and state land-managing agencies, and private landowners in recording rock art sites. Participants gained an understanding of recordation procedures, and were trained in using recordation tools such as digital cameras and Global Positioning Systems.
- The Tule Lake unit of the World War II Valor in the Pacific National Monument benefited from the work of sixteen volunteers from the Japanese American Citizens League's Bridging Communities program. Their efforts focused on an archeological pedestrian survey and recording historical features associated with the Tule Lake Segregation Center. VIPs also photographed other historical features at the unit. Through a partnership, ACE interns were instrumental in running the visitor center during the summer, which would not have remained open without their help. These interns also produced 40 interpretive programs for the public and worked on numerous media projects, including designing and creating four interpretive waysides. The valued contributions of the ACE interns at Tule Lake provided general support across all aspects of the park benefiting the park's natural resources, cultural resources, and visitors.



**Youth repair an adobe wall at Pecos NP, New Mexico**

### NPS 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.
- At Cape Cod National Seashore, through a partnership with a local high school, the park allows students to scan and study the William Sears Nickerson Papers, which highlight the last Native Americans living on the lower cape in the late 1800s.

More recently, NPS has also been engaging youth through its support of various youth heritage summits. In addition to providing seed money for youth summits at the National Trust for Historic Preservation Conferences, NPS has also provided leadership to the states on holding their own youth summits, and has developed a manual. During summer 2014, NPS held a youth summit in Guam.

### 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*: Sailing aboard the National Park Service's tall ship *Friendship of Salem*, a full-sized replica of a 1797 cargo vessel, students from urban areas travel from Salem Maritime National Historic Site to New York City, participating in three days of youth leadership, fellowship and stewardship before returning to Salem. Ranging in age from 18 to 22, the students learn the skills necessary to sail an 18<sup>th</sup>-century vessel 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 learn about ocean stewardship as well as the nation's maritime heritage.
- 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.
- Since 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.

# **CASE STUDY: URBAN ARCHEOLOGY CORPS, NPS ARCHEOLOGY PROGRAM, WASHINGTON SERVICE OFFICE**

The Urban Archeology Corps (UAC) is an 8-week summer work program for diverse youth, ages 15-25, and is a collaboration between NPS National Capital Parks-East, Groundwork Anacostia River DC, and the NPS Archeology Program, Washington Service Office. The UAC draws on archeology as a vehicle for young people to learn about national parks and their surrounding communities, the diverse histories and resources that make these places special, and public service and employment in the NPS. In the process, they practice civic engagement principles while earning hours towards noncompetitive hiring under the Public Lands Act authorities.

Aims of the Urban Archeology Corps include:

- Exploring archeology as a tool of civic engagement for urban youth;
- Supporting relevance, diversity, and inclusion within the NPS and America's next generation of resource professionals;
- Facilitating communication among the NPS and communities surrounding urban national parks;
- Providing paths for communities to explore their personal stories in broader historical contexts;
- Supporting multiple perspectives for interpreting the past in parks; and
- Fostering engagement and stewardship towards national parks, their resources, and the communities who care about them.

The UAC work experience introduces its participants to all the stages of an interdisciplinary archeological project: historical research, oral histories, consultation with cultural resource experts, comparative site visits, condition assessments, and mapping as well as excavation and curation. In the process, youth practice the qualities that make good citizens, like thinking critically and creatively, working collaboratively to improve public spaces, thinking about environmental stewardship, and communicating in constructive ways. At the end of the work experience, the participants use digital media to document their attitudinal changes and provide feedback to the NPS about possible improvements to parks and working with the communities surrounding them.

Each year, participants have collaborated with National Capital Parks-East on a Section 106 project or assisted with some park-identified need. In 2012 and 2013, the National Park Service partnered with Groundwork USA and Groundwork Anacostia River DC to conduct the Urban Archeology Corps. During the 2012 pilot, GWARDC employed 5 youth of color, plus a project archeologist. Their research and community-based conversations focused on Fort Mahan (a NPS Fort Circle Park) and the connections between African Americans and the Civil War. They conducted background research to see if anything new could be discovered about contraband camps in the area. The program expanded to 9 participants in 2013, including a shovel test pit survey to fulfill Section 106 requirements ahead of a fitness equipment trail.

UAC participants are exposed to a broad range of what archeology and historic preservation "looks like" in the parks. In 2014, nine participants explored Fort Dupont Park, Anacostia Park, Fort Chaplin Park, and Fort Mahan Park, among others, researching the history of these parks

and conducting archeology and oral history interviews under the theme “Changing Landscapes.” Participants focused on the changing landscape of the parks and the surrounding neighborhoods. They also conducted archival research (National Archives I & II, Library of Congress, and Martin Luther King, Jr. Library), archeological excavation and artifact processing (Oxon Hill Farm, Fort Mahan, National Capital Region Museum Resource Center, Yarrow Mamout Site), and site visits (Anacostia Park, Fort Circle Parks, Fort Washington, Kenilworth Aquatic Gardens, Mary McLeod Bethune Council House, Frederick Douglass House, African American Civil War Museum, Shenandoah National Park, Harmony Hall and Want Water, and Oxon Cove). Finally, these youth participated in training workshops, including Allies for Inclusion Diversity, Oral History, Videography/Photography, and GPS/GIS.

Digital media is a critical component of the UAC. Participants learn how to use digital cameras and basic video editing software to develop short files that “speak back” to the NPS. Each participant chooses the topics to speak on, whether it be to inform the public about the National Capitol East parks, share information about park resources (particularly historical and cultural resources), or advise the NPS about ways to improve the parks. Projects have included videos, brochures, exhibits, and children's activity pages. Videos are available on the NACE YouTube at: <http://www.youtube.com/user/npsNACE>

An evaluation of the UAC was implemented to measure changes in the participants' attitudes, knowledge and behavioral changes concerning the history of the Fort Circle Parks, the NPS, archeology, stewardship, and civic engagement. The evaluations also provided a medium through which feedback about the program could be gathered from the participants. The data collected from the UAC participants showed that by the close of the program:

- All participants who completed the post survey had a lot or some experience in archeology, as opposed to a little over half of the participants at the beginning of the program;
- An increase in the number of participants considering a career in archeology;
- An increase by one of participants who said they would consider a job in the park service;
- All participants attached high importance to preserving and protecting national parks; and
- Nearly all participants who completed the post survey said yes, they would participate in the UAC next summer (the exception was one individual, who will be graduating from college and wrote: “If I was younger, of course I would!”)

Through interviews with the participants and the video field books they produced, participants were very positive about their experiences:

- “The Urban Archeology Corps is . . . making me think twice about what I want do with my life, because archeology seems really cool and especially working in the park service.”
- “I think my favorite thing . . . was camping at Shenandoah. . . . It was great being able to experience the wilderness out there.”
- “It was nice to see that the park service implemented some of the suggestions [from 2013] that we as a group thought would help improve the parks.”
- “Our job in the Urban Archeology Corps is to make these stories resonate with people . . . and I hope that our videos and our projects help with that.”

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## **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 6,500 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.