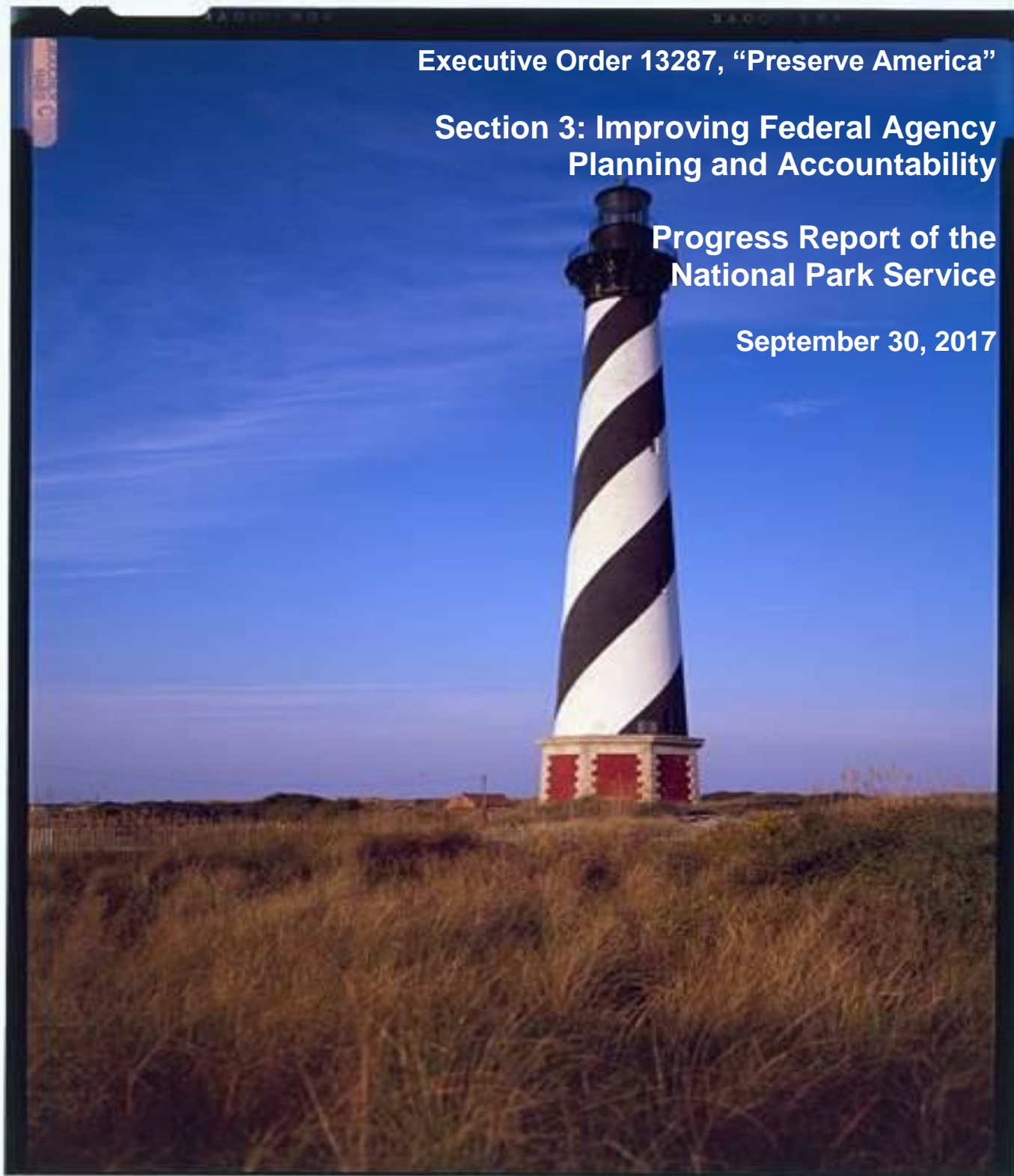


Executive Order 13287, “Preserve America”

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

**Progress Report of the
National Park Service**

September 30, 2017



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Restoration work, Garden Key Light (aka, Tortuga Harbor Light), Fort Jefferson, Dry Tortugas National Park, Florida

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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 2014 “Preserve America” progress report, the NPS was responsible for the stewardship of 401 Park units containing over 84 million acres within their boundaries. Today, the national park system includes 417 units in all 50 states, the District of Columbia, and surrounding territories. As stated in the 1916 Organic Act, 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 National Park, Arizona

Archeological Sites

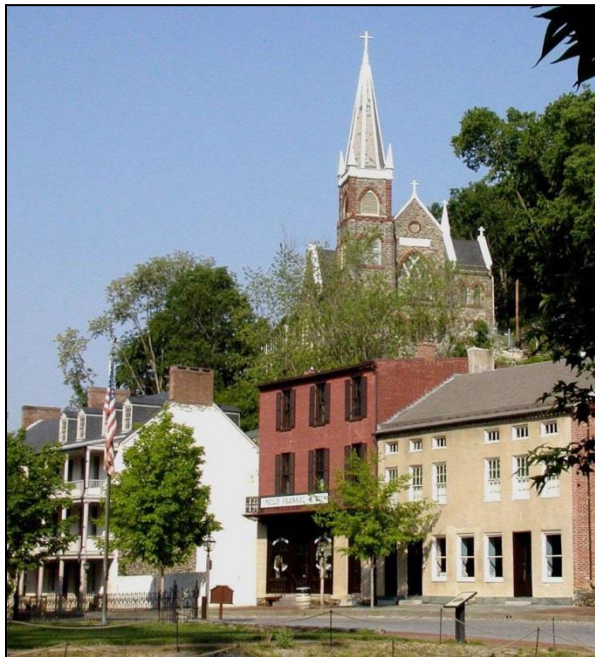
NPS archeologists care for more than 80,000 archeological sites that have been identified in national parks. Beyond the parks, the NPS has the lead in setting policies governing the activities of more than 40 federal agencies and partners responsible for nearly one million archeological sites on public lands. The Archeological Sites Management Information System (ASMIS) is the NPS database for basic registration, assessment, and management of park 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 2017, 80,911 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 2016, 12,878 buildings and structures were included in the LCS.



Lower Town cultural landscape at Harpers Ferry, West Virginia

cultural resources because of legislation or park planning process decisions (an increase of 81 landscapes since September 2014).

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 2016, the CLI contained 781 cultural landscapes that are listed in or are eligible for the National Register of Historic Places or those that are managed as

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.



This stereoview is thought to be of Selina Gray and two of her daughters. Selina was the personal maid of Mary Custis Lee, wife of Robert E. Lee. Featured behind Selina and her daughters is most likely the South Slave Quarters building, which contained the family's personal quarters. Here Selina Gray lived with her eight children and husband,

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 approximately 165 million items, including close to 45 million objects and specimens and approximately 118 million archival documents. In FY 2016, parks responded to more than 255,000 public research requests and over 19,000 research requests from within NPS. Parks managed nearly 2,800 loans for close to 19 million objects. In addition, over 680,000 objects, specimens, and archival documents were exhibited in 3,122 park exhibits.

National Register of Historic Places and National Historic Landmarks

Among the historic properties the NPS owns or manages 6,444 are listed on the National Register of Historic Places (NRHP). Additionally, NPS owns or manages 4,021 properties that have been determined eligible for listing in the NRHP. Of those NPS properties listed on the National Register, 2,465 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).¹ The data was segmented by National Register of Historic Places (NRHP) status² and aligned with corresponding data in the NPS List of

¹ FMSS data as of September 30, 2016

² NRHP status source: FRP Related Data Information Report (FMSS) from April 21, 2016

Classified Structures (LCS)³. For each historic status, the table lists the count, total current replacement value (CRV), total deferred maintenance (DM), and total facility condition index (FCI)⁴ 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) locations	2,465	\$ 10,919 m	\$ 825 m	0.076
National Register Listed (NRL) locations	6,444	\$ 100,321 m	\$ 2,191 m	0.022
National Register Eligible (NRE) locations	4,021	\$ 8,890 m	\$ 1,272 m	0.143
Other historic designation locations	1,451	\$ 1,653 m	\$ 113 m	0.068
Sub-Total	14,381	\$ 121,782 m	\$ 4,401 m	0.036
Component Assets ⁵	4,336	\$ 765 m	--	--
Total	18,747	\$ 122,547 m	--	--

At the end of FY 2016, 2,465 LCS classified structures were designated as National Historic Landmarks. 6,444 were listed in the National Register of Historic Places (NRHP), and 4,021 were not listed but eligible. In total, 14,381 LCS classified structures corresponded to real property assets in FMSS. Additionally, 4,336 LCS classified structures corresponded to component assets in FMSS. All in all, 18,747 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 management 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 LCS Classified Structures in the FMSS by Asset Category

FMSS Asset Category	Count of Records	Replacement Value (in millions)	Deferred Maintenance	Facility Condition Index
Archeological Sites	1,052	\$ 1,3742 m	\$ 34 m	0.025
Cultural Landscapes	451	\$ 2,991 m	\$ 76 m	0.025
Historic and Prehistoric Structures	12,878	\$ 117,417 m	\$ 4,291 m	0.037
Total	14,381	\$ 121,782 m	\$ 4,401 m	0.036

1,052 archeological sites, 451 cultural landscapes, and 12,878 other historic and prehistoric structures are listed as LCS classified structures.

³ NPS LCS inventory as of November 15, 2016

⁴ 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.

⁵ 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 30th 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.⁶

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.

⁶Tripp 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/.

- 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/).
- 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.

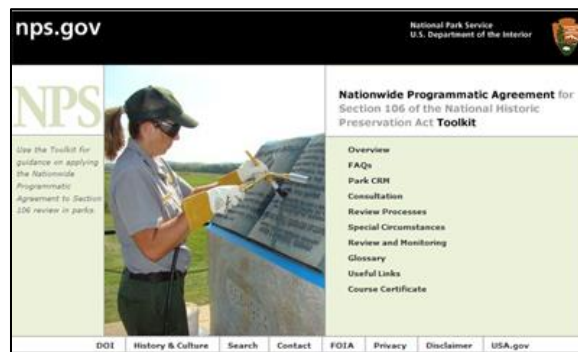
Pursuant to 36 CFR 800.2(a), each Park Superintendent serves as the responsible agency official for the purposes of Section 106 compliance in his or her Park, and the PA Superintendent works with a Park Section 106 Coordinator and a Cultural Resource Management Team to fulfill the PA’s requirements.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

- 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.



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.⁷ Additionally, Table 3 lists the percentage of all LCS classified structures 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	927	88%
Cultural Landscapes	346	77%
Historic and Prehistoric Structures	8,743	68%
Total	10,016	70%

927 archeological sites (88 percent), 346 cultural landscapes (76 percent), and 8,743 other historic and prehistoric structures (68 percent) are listed as LCS classified structures and also considered to be in good condition. In total, 10,016 LCS classified structures (70 percent) are considered to be in good condition.

Table 4 lists the count of NPS Museum Collection Objects that 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	129,421,592	73.93%

In addition to the real property, NPS also maintains nearly 130 million objects in its museum collections. Of this number, 73.93 percent are considered to be in good condition.

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

- Increased to **71.3%**, from **66.7%** in FY2014, the percent of National Park Service collections cataloged. There were **147,860** records added to the database in FY16, representing **167,298** objects and **1,385** linear feet of archives;
- In FY2016, Park museum management staff responded to 255,755 public research requests and 19,779 research requests from within the parks. Parks managed over 2,778 loans for over 19,044,626 objects from NPS collections. In addition, over 686,675 objects, specimens, and archival documents were exhibited in 3,122 park exhibits;
- 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

⁷ 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.

Manual online. Provided information and technical assistance for ICMS installations at all Interior bureaus and offices on request;

- Launched the NPS Channel on the Google Cultural Institute (GCI) website and the One Object Exhibit, which included:
 - “One Object from Every Park” Centennial Exhibit;
 - Museum collections from 5 pilot parks (EDIS, FOVA, FRLA, GRTE, and MABI) Selected collections from MMP virtual museum exhibits;
 - Interior street views from 8 NPS furnished historic structures (EDIS, EISE, FRDO, HAMP, HSTR, MABI, MAWA, and MORR);
 - During February 11, 2016, which was the launch of the “One Object Exhibit,” and September 30, 2016, the exhibit received over 543,000 page views.
- Published *Treasured Landscapes: National Park Service Collections Tell America’s Stories* book with artworks from over 45 parks seen together for the first time, in celebration of the NPS Centennial.
- Negotiated successful agreement between NPS and US Postal Service to produce a stamp pane to commemorate the 1916-2016 NPS Centennial. One hundred million stamps featuring 16 parks and four works from NPS museum collections were printed and made available to the general public.
- Continued upgrades to the NPS Web Catalog at <http://museum.nps.gov/ParkIndex.aspx> to increase access to NPS museum collections. Currently there are 114 parks with 533,524 catalog records representing over two million objects and over 15 million archival items. Additionally there are 190,364 images, and 382 collection highlights.
- From October 1, 2015 to September 30, 2016, the MMP website received over one million views. The virtual exhibits received 91 percent of the website traffic, with publications receiving the second highest amount of traffic at 7 percent (Figure 3).
- Completed Valley Forge National Historical Park virtual museum exhibit material, including thematic text and captions, and photo shoot to produce high quality images of collections.
- Through the Museum Management Program Facebook page, the program created and posted 81 entries to the page, and addressed questions from the public through Facebook messenger. From October 1, 2015 to September 30, 2016, there was a 79 percent increase in “likes” on the Facebook page, for a total of 25,688 likes as of September 30, 2016.
- At Carl Sandburg Home National Historic Site, the museum collection of approximately 45,000 objects was successfully inventoried, packed, and shipped to the NPS Museum Resource Center in Landover, Maryland. The collection will be stored there for three years during restoration of the main house.
- At Grand Canyon National Park, NPS received approximately 50,000 archeology items from Southern Utah University. As a result, a new metal roof was installed on the Museum Collection Facility. Additionally, over 7,000 historic images were digitized and added into museum databases for easier access, and over 250 videotapes and audiocassettes were digitized for easier viewing and listening.
- At Independence National Historical Park, following a January 2015 mechanical system fire in the park’s main collections storage at the Second Bank of the United States, park staff, with contract conservators and an SCA intern, removed soot from over 35,000

museum collections objects in storage, as well as from 194 objects that comprise the park's major fine arts exhibit. The park acquired Rembrandt Peale's 1836 portrait of Philadelphia financier Nicholas Biddle and Bass Otis' 1815 portrait of Jane Craig (Mrs. Nicholas) Biddle. With funding from the Friends of Independence's "Adopt-an-Artifact" program, the park completed conservation and restoration of the 1760 John Bird transit and equal altitude instrument, which was used during the 1763-67 Mason Dixon Survey of the Pennsylvania-Maryland border and the 1769 observation of the transit of Venus. The newly-restored transit and equal altitude instrument was installed in Independence Hall. The transit restoration project was funded through a 2015 project coordinated by the Friends of Independence. Two 18th-century portraits, Arthur Lee and the Comte de Rochambeau, both painted by Charles Willson Peale, were sent to Paris for inclusion in the Museum at Versailles' summer exhibit on Versailles and the American Revolution. The park's Chief Curator also presented a paper at the exhibit symposium on the museum portraits painted by Peale.

- At Grand Teton National Park, park staff celebrated the opening of its new archival facility that now contains over 484 linear feet of archives that were processed and cataloged, along with finding aids to post on the park's website, at the Western Archeological and Resource Center in Tucson. The records, which pertain to the administration, management, and overall preservation of all natural and cultural resources in the park, will provide easy access to researchers and park staff who seek historic data for publications and other projects.
- At Flagstaff Area National Monuments, the park conserved more than 300 rare pieces of clothing from archeological sites at Navajo, Walnut Canyon and Wupatiki National Monuments. Park staff also designed storage systems to provide preventative care for the textiles, which now look almost as new as when Ancestral Puebloans handwoven them more than 800 years ago.
- At Homestead National Monument, the park recently completed processing, accessioning and cataloging over 500,000 archival documents from the historic Dempster Mill Manufacturing Company, which was established in 1872 to provide tools and equipment for homesteaders and farmers settling the West. The project was made possible with a generous grant from the Martha & Margaret Thomas Foundation.
- At Maggie L Walker National Historic Site, Northeast Museum Services Center (NMSC) archivists processed approximately 58 percent of the historic documents from the park's archives, comprising the bulk of the institutional records of Maggie Walker's African-American fraternal order, the Independent Order of St. Luke. Working with Google and NPS WASO's Museum Management Program, the park launched its Google Cultural Institute Page (GCI). As one of the GCI's pilot parks, the park created a virtual tour of its house museum using Google "street-view" technology along with other online exhibits. The park partnered with the Library of Virginia to do a comprehensive digitization of all extant St. Luke Herald newspapers. Maggie Walker chartered the Herald as a weekly, African-American newspaper in 1902, using the paper as both a means to broadcast news for the fraternal organization, and to inspire civil rights activism. Digital versions of the St. Luke Herald will now be searchable on the Library of Virginia's "Virginia Chronicle" web database. Using rarely seen photos and documents from its archives, the park has created a new visitor center orientation film titled "Carry On: The Life and

Legacy of Maggie L. Walker,” which was written, directed, and edited by the park’s curator and was funded through an Eastern National Centennial “Call to Action” grant.

- At Petrified Forest National Park, the park accessioned the first geologic cores from a park, one longer than the Empire State Building is tall. The cores will be used to correlate similar Triassic cores from New Jersey and other parts of the world as those cores have poor volcanic input and thus no radioisotopic dating is possible. By matching the geomagnetic signatures, the cores will provide a climatologic record, a pollen record, and trace the movement of the North American plate across the face of the globe during the Triassic time period between 250 and 205 million years ago. These cores may also provide insight into the evolution of the Milankovitch Cycles that affect global climate through deep time and ultimately the formation of the solar system. Park staff accessioned the Yale Peabody Museum field collections made from 2009 to the present year. These include the only intact skull of *Typothorax* and some of the first intact plant Macrofossils from the Sonsela Member of the Chinle formation that is within the park.
- At John Day Fossil Beds National Monument, park staff made extensive progress curating the Mel Ashwill Collection of fossil leaves. Additionally, over 150 of park specimens of ungulate teeth were imaged at Oregon State University for microware analysis; this resulted in 2,000 digital images of the specimens. The park’s former curator co-authored a peer-reviewed paper titled “A small-bodied species of *Brontotheriidae* from the middle Eocene Nut Beds of the Clarno Formation, John Day Basin, Oregon” in the *Journal of Paleontology*, which describes a new species of brontothere from the monument. Park staff also co-authored a peer-reviewed another paper, “New Material of the Marsupial (Mammalia, *Metatheria*) *Herpetotherium merriami* (Stock and Furlong, 1922) from the John Day Formation, late Oligocene, Oregon, USA” for the *Journal of Paleontology*, which describes material of a marsupial from the monument.

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—Operations of the National Park Service

The Cultural Resources—Operations of the National Park Service (CR-ONPS) fund source supports research, documentation, stabilization and conservation of NPS cultural resources, and directly supports the goals of resource stewardship, relevance, and education. These funds support park planning needs relating to proposed development and allow parks to inventory and evaluate cultural resources per the requirements of Section 110 of the National Historic Preservation Act. They also provide for baseline research and treatment guidance that is critical to support the streamlined compliance process for deferred maintenance and infrastructure projects that impact park resources.

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 systemwide cultural resources databases,
- Making information about cultural resources available to managers, and
- Developing documentation or planning to respond to threats 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.



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

Cyclic Maintenance

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

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.

Table 5 lists the total cost of cyclic maintenance, line-item construction, recreation fee, and repair and rehabilitation project components that were funded in FY 2016 and that are associated with LCS classified structures. This information was compiled from FMSS and the NPS Project Management Information System (PMIS).

Table 5: FY 2016 Project Component Costs of NPS Historic Assets

Cyclic Maintenance (in millions)	Line-Item Construction (in millions)	Recreation Fees (in millions)	Repair / Rehabilitation (in millions)
\$ 26 m	\$ 4 m	\$ 18 m	\$ 16 m

In FY 2016, \$26 million was spent on cyclic maintenance of LCS classified structures, and \$16 million on the repair and rehabilitation of such structures. \$4 million was spent on line-item construction project components, and \$18 million on project components were funded by recreation fees.

Capital Investment Strategy

In 2011, with the maintenance backlog standing at approximately \$11 billion and current funding levels unable to keep up with deterioration, the NPS Park Facility Management Division's Asset Management Advisory Committee sought to develop a comprehensive maintenance strategy to support the management of the NPS's vast portfolio of real property assets that drew upon the data, tools and practices already in use by parks, including performance measures such as the FCI and Asset Priority Index (API), creation of Park Asset Management Plans (PAMPs) and

determination of entire life-cycle operations and maintenance (O&M) requirements, such as those for Total Cost of Facilities Ownership (TCFO).

The Capital Investment Strategy (CIS) was thus developed and implemented to tie together all of these principles, leveraging the full power of the FMSS and other related systems, by linking project funding eligibility with the commitment to life-cycle asset management in order to address facility improvement through a more financially sustainable approach to allocating scarce capital funding. In essence, the CIS is a funding prioritization process that enables the NPS to shape its own investment strategy while adhering to the legislative requirements surrounding the management of federal real property and demonstrating to Congress, the OMB, the DOI and other stakeholders that taxpayer dollars are being optimized to preserve mission-critical assets.

The goal of the CIS is to invest wisely in order to lower deferred maintenance on the most important assets over time and prevent additional deterioration. Thus, the deferred maintenance backlog would in essence decrease over time; however it would not be eliminated due to ongoing maintenance requirements and a constrained budget. The commitment to this approach is in accordance with the NPS' mission 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 generation," and was explicitly stated in the 2011 publication A Call to Action, NPS's strategic plan to lead the Park Service into its second century.

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*.

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

- 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 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."

Other highlights of the Center's sustainability initiative include:

- In partnership with LSU Ag Center's LaHouse Home and Landscape Resource Center, NCPTT held "Lead Certified Renovator Training" in Natchitoches during July 2014. The primary goal of the course is to help prevent lead poisoning and taking it will aid contractors in completing the Lead Renovation, Repair and Painting Rule requirements of the U.S. Environmental Protection Agency. All contractors doing this type of work in housing or child care facilities built before 1978 must follow this rule.
- 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/>
- In April 2015, NCPTT held its "Mid-Century Modern Structures Materials and Preservation" in St. Louis. Part of the NPS Centennial Symposium Series, NCPTT partnered with the World Monument Fund, the American Institute for Architects St. Louis, Washington University in St. Louis, and the Jefferson National Expansion Memorial on this three-day symposium focusing primarily on the history, use, and preservation of materials found in Mid-Century modern architecture.
- In February 2016, an NCPTT grant helped to fund "Salts of the Earth: Conservation of Historic Masonry Impacted by Salts and Rising Damp," a free one-day symposium of the Louisiana Museum Foundation, which was held at the Old US Mint in New Orleans. The symposium explored issues related to conserving buildings that are subject to soluble salts and rising damp. Sessions provided an overview of materials and concepts, including brick manufacture and composition, moisture transport in buildings, and salts and desalination techniques. A pilot project in New Orleans was also featured on how to remediate the effects of salts and rising damp.
- In March 2016, NCPTT led a free one-day workshop, "After the Storm: Wet Recovery for Your Historic Home, Photographs, and Collectibles" in Natchitoches, Louisiana. The workshop was geared for homeowners and caretakers of historic homes affected by flooding earlier that month and covered topics including: reentry after the flood waters recede; health and safety issues; dealing with wet building materials; drying out

buildings; and caring for water-damaged textiles, papers, photographs, and books. Hands-on demonstrations were also included.

- In November 2016, NCPTT partnered with the Association for Preservation Technology to co-sponsor a symposium, “Water, Water Everywhere! Developing Technical Guidance for Protecting Historic Buildings from Flooding and Sea Level Rise.” This symposium followed a case study format to illustrate a number of “hardening” interventions at the building level, but also at the landscape level. Each case study discussed the project’s historic and environmental context, the technical intervention, an assessment of its success, and most importantly lessons learned. Participants had an opportunity to understand how increased instances of flooding/sea level change are impacting historic buildings; understand current code and regulations relating to flood design; be able to discuss advantages and disadvantages of a variety of approaches and be able to assess technical treatment alternatives to best meet preservation and resiliency goals.

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.

CASE STUDY: US FOREST SERVICE LEASE, FORT VANCOUVER NATIONAL HISTORIC SITE, VANCOUVER, WASHINGTON

In 2012, the U.S. Army left the historic Vancouver Barracks and transferred the buildings of the eastern and southern portions of the army post to the Fort Vancouver National Historic Site (NHS) through the Base Realignment and Closure Act (BRAC). Among the properties for which NPS assumed stewardship was Building 987. Originally constructed in 1906, the Classical Revival-style building functioned as an infantry barracks. Most recently, Building 987 had served as the headquarters of the U.S. Army Reserve's 104th Division.

Beginning in the summer of 2015, NPS began a year-long major rehabilitation project involving Building 987. Work completed for the adaptive reuse of Building 987 included both interior and



**Ca. 1907 photo of north façade, Barracks
Building 987, Fort Vancouver NHS, Washington**

exterior modifications and restoration of significant architectural elements. Modern interior walls and other recent additions from the period that the Army used the building for office space were removed, leaving the barrack's original open floor plan. This created a more open, and historically representative, layout of the building, but also gave the project designers more flexibility in planning a rehabilitation of the barracks.

In addition to restoration, Building 987 also underwent a seismic retrofit. Project planners also addressed accessibility in compliance with the Americans with Disabilities Act (ADA) through the installation of an elevator and an exterior wheel chair lift. To allow for the installation of the new seismic support and the elevator, some of the building's tin ceiling tiles were carefully removed, catalogued and stored. Prior to reinstallation in their original locations, the ceiling tiles were also stripped for lead paint abatement.

The building's original windows were removed, stripped of all paint, and restored to working order at a local historic window restoration business. During their reinstallation, the windows received new sash cords, weather stripping, and interior storm windows. Similarly, historic doors were removed, stripped of all paint, repaired, and re-painted. The doors were then re-installed in their original locations. Following the removal of multiple layers of modern carpeting and vinyl flooring, the building's original wood floors were refinished.



North façade columns following their removal for stripping, repair, and eventual reinstallation

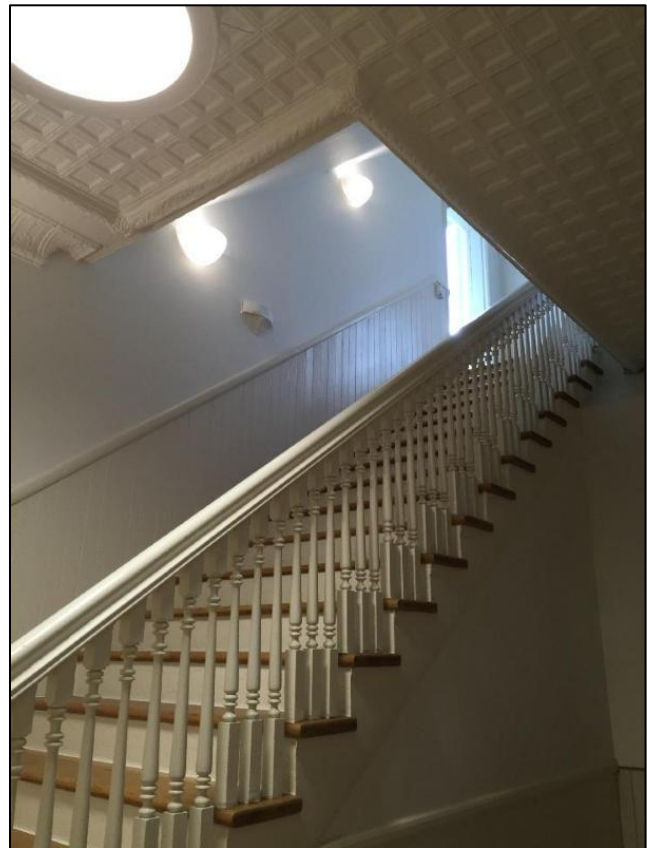
Building 987 has brought new life to this signature barracks building on the iconic Barracks Row, which is a strong first step in the rehabilitation of the historic East and South Vancouver Barracks." She added, "This rehabilitation project didn't happen overnight though. It took the long term commitment and dedication of both local National Park Service and US Forest Service employees who all recognized the importance of working together to protect, preserve, and reuse historic structures and how our compatible missions and operations at this national historic site could promote new, exciting ways to serve the public."

Gifford Pinchot National Forest Supervisor Gina Owens agreed: "We are excited to be on the Fort Vancouver campus and be located in a more central location in the Vancouver-Portland Metropolitan area. I'm proud to be part of a project and partnership where we reinvested federal dollars into federal buildings, and are a part of the restoration and repurpose of a historic structure."

Porch columns and railings were also removed for paint removal and where necessary, repaired. Following repainting, the columns were placed back in their original locations.

Following completion of the rehabilitation project, the building became the headquarters of the U.S. Forest Service's Gifford Pinchot National Forest in February 2017. Fort Vancouver National Historic Site

Superintendent Tracy Fortmann stated, "The successful rehabilitation and reuse of



Stairwell of Barracks Building 987 showing original steps and restored pressed-tin ceiling

On May 11, 2017, both Fort Vancouver NHS and the Gifford Pinchot National Forest received the 2017 Valeri Sivinski Award for Outstanding Rehabilitation from the State Historic Preservation Officer, Washington State Department of Archaeology and Historic Preservation. The successful rehabilitation and adaptive reuse of the former Vancouver Barracks Building 987 sets an example for future preservation of Vancouver Barracks' buildings, and for opportunities to increase community partnerships through leasing. The National Park Service is honored to interpret the military history of Vancouver Barracks, and is committed to preserving the buildings there for future generations. NPS is currently working to identify other potential lease arrangements at Vancouver Barracks.

In addition to the new headquarters, the U.S. Forest Service moved its radio dispatch center into a building at Fort Vancouver in April. Another example of the close partnership between the two land-managing agencies is their joint use of the visitor center at Fort Vancouver NHS.



Restored second-story space, Vancouver Barracks Building 987

Chapter 5: NPS Contribution to Local Economic Development

In 2016, 331 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.⁸

Economic impact estimates for individual parks are based on official NPS recreation visit estimates for 2016, 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, *2016 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 of the U.S. Geological Survey and Lynne Koontz of the National Park Service, in 2016 visitors spent over \$18.4 billion in communities near national parks, a sum that translates into 318,000 local jobs. The following is a state-by-state analysis of the economic effects of spending and payroll at national parks:

⁸See Catherine Cullinane Thomas and Lynne Koontz, April 2017. *2016 National Park Visitor Spending Effects: Economic Contributions to Local Communities, States, and the Nation*.

STATE/TERRITORY	TOTAL VISITOR SPENDING (In \$ millions)	TOTAL JOBS	TOTAL LABOR INCOME (In \$ millions)
ALABAMA	\$45.6	740	\$19.2
ALASKA	\$1,298.3	18,940	\$644.7
AMERICAN SAMOA	\$1.7	21	\$0.8
ARIZONA	\$995	15,648	\$532.1
ARKANSAS	\$203.3	3,268	\$81.3
CALIFORNIA	\$2,000.9	28,935	\$1,137.5
COLORADO	\$485.8	7,427	\$261
CONNECTICUT	\$2.3	33	\$1.2
DELAWARE ⁹	0	0	0
DIST OF COLUMBIA	\$810.4	7,807	\$383.9
FLORIDA	\$653.6	9,972	\$347.1
GEORGIA	\$374.8	6,087	\$193.2
GUAM	\$28.6	356	\$13.5
HAWAII	\$394.4	4,793	\$184.3
IDAHO	\$30.8	525	\$13.1
ILLINOIS	\$14.6	225	\$8.2
INDIANA	\$87.2	1,399	\$37.7
IOWA	\$13.8	229	\$5.8
KANSAS	\$6.0	94	\$2.6
KENTUCKY	\$121.8	1,899	\$52.5
LOUISIANA	\$29.3	449	\$13.4
MAINE	\$275	4,531	\$132.7
MARYLAND	\$234.6	3,262	\$119.3
MASSACHUSETTS	\$521.6	7,220	\$282.5
MICHIGAN	\$235	3,767	\$112.9
MINNESOTA	\$56.2	897	\$27.6
MISSISSIPPI	\$206.9	2,967	\$78.4
MISSOURI	\$196.8	3,449	\$102.1
MONTANA	\$547.8	9,467	\$261.1
NEBRASKA	\$14.8	241	\$6.4
NEVADA	\$242.9	3,122	\$114.1
NEW HAMPSHIRE	\$2.1	36	\$1.1
NEW JERSEY	\$160.5	2,368	\$88.6
NEW MEXICO	\$108.4	1,685	\$45
NEW YORK	\$697.9	8,315	\$348.8
NORTH CAROLINA	\$1,269.6	21,001	\$632.5
NORTH DAKOTA	\$50	740	\$20.7
OHIO	\$96.4	1,602	\$46.9
OKLAHOMA	\$27.2	304	\$8.9
OREGON	\$97.5	1,640	\$50.6
PENNSYLVANIA	\$516.4	8,568	\$281.4
PUERTO RICO	\$85.2	1,065	\$40.2
RHODE ISLAND	\$3.8	54	\$1.9
SOUTH CAROLINA	\$93.5	1,449	\$40
SOUTH DAKOTA	\$292.6	4,938	\$122.9
TENNESSEE	\$664.7	10,239	\$319.5
TEXAS	\$288.5	4,445	\$145.9
UTAH	\$1,059.6	17,914	\$546.7
VERMONT	\$3.3	50	\$1.4
VIRGINIA	\$1,069.8	16,795	\$531.7
VIRGIN ISLANDS	\$70	903	\$34.2
WASHINGTON	\$526.2	7,072	\$244.1
WEST VIRGINIA	\$75.2	1,151	\$31
WISCONSIN	\$44.4	744	\$20.8
WYOMING	\$945.3	13,431	\$392.1 ¹⁰

⁹Delaware has no National Park System units that collect visitor data at this time.

¹⁰The preparers of the 2016 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.

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.¹¹

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>

¹¹Cullinane Thomas and Koontz. 2016 *National Park Visitor Spending Effects*.

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 2016, more than 339,000 volunteers donated 8.06 million hours of service to national parks, including over 351,000 hours toward cultural resources management. 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 2014:

- At Sitka National Historical Park, volunteers provided invaluable service to the park's Interpretation, Resources, and Administration Divisions. In particular, volunteers were instrumental in giving talks on park cultural resources and leading tours of the Russian Bishop's House. They also assisted with the Russian American walking tours of Sitka's historical locations. Volunteers helped with the NPS Centennial celebration and staffing special event activities. Volunteers also assisted in the historical garden harvest; helped develop a facility use plan; and assisted with various curatorial projects, which involved collections cataloging and inventorying of the park's audio visual collection.
- At Palo Alto Battlefield National Historic Site, dedicated park volunteers made thousands of visitor contacts, developed a new outreach program, and recorded information about

hundreds of soldiers who fought in the U.S.-Mexican War. One of the volunteers has portrayed a Mexican soldier during Palo Alto's monthly living history demonstrations during the past 11 years. Another volunteer has provided valuable assistance to park efforts to develop a searchable database of veterans of the U.S.-Mexican War. The database will allow War descendants to connect to their personal history and helps Palo Alto commemorate and tell the stories of soldiers from these two nations.

- At Brown v Board Of Education National Historic Site, a nine-member volunteer planning committee was formed to implement a centennial program entitled "A Tale of Two Nations: Reconnecting Our African-Native Heritage." Funding for "A Tale of Two Nations" came from an NPS Centennial grant of \$5,000. The centennial event drew over 335 new and returning community members, and will enable volunteers to develop future interpretive volunteer programming for the park.
- Knife River Indian Villages National Historic Site and the NPS Midwest Archeological Center (MWAC) held the first-ever NPS "ArcheoBlitz," where staff from the park and MWAC engaged 250 middle-school students in archeological research. This event built on the popular "BioBlitz" model to involve the public in NPS field studies, but diverged significantly to incorporate archeological methods. The first two days gave students from local area schools the rare opportunity to conduct archeological field work. Given the scale of this event and the non-renewable nature of archeological resources, planners sought non-invasive research methods. Paired with archeologists, the students: mapped and screened sediments on the surface near burrowing mammal holes; collected artifacts for analysis; sorted artifacts into basic material classes (bone, pottery, stone, metal, etc.) as part of the laboratory process; used geophysical techniques, including ground-penetrating radar, electrical resistivity, and magnetic gradiometry to map the location of cultural features below-ground; and selected key artifacts for compositional and functional analyses. They then consulted with scientists in the Mobile Archaeological Microforensic Laboratory (MAML) during analyses of these artifacts on-site.
- At Mount Rushmore National Memorial, 24 volunteers donated a total of 8,216 hours during FY 2016. Their donated hours were enhanced with \$14,110 from the park's cooperating association, the Mount Rushmore History Association. In addition, the NPS VIP account contributed \$2,540 in support of a portion of volunteer housing costs. Curatorial volunteers performed 3,400 hours of volunteer service. One of the volunteers reached her seventeenth anniversary of curatorial volunteering where she has scanned photographs. Another volunteer has donated many hours of time to film, edit, and publish video footage. The Interpretive branch created the Mount Rushmore History Association Scholarship program, which offered five, \$4,000 internships, each with a \$75 per week stipend and free housing for a full 13-week experience. The interpretive interns were recruited from universities and colleges where they majored in studies closely related to interpretation.
- At Antietam National Battlefield, 1,878 volunteers donated 28,761 hours of their time during FY 2016. In terms of estimated dollar value, these volunteers provided over \$677,600 of service to the park. While much of the total volunteer hours benefited major events such as the Battle Anniversary weekend when the park received over 5,000 visitors, the park also received 722 hours of volunteer time in its museum and library. These volunteers, which included two college students, rehoused 2,600 resource

management photographs and several thousand Mission 66 era images. Museum and Library Services Volunteers also completed research in response to visitor inquiries, streamlined reference files used by staff to serve the public at the visitor center, and reorganized eight linear feet of research files for use at the library. The park's resource management division worked with volunteers from two different organizations. The work they completed included: cleaning headstones; preparing the park's campground for visitor season; removing invasive vegetation; painting the railings and urns at the cemetery rostrum; cleaning the interiors of the Dunker Church and the Sherrick House; and painting cannon carriages.

- At Monocacy National Battlefield, volunteers were instrumental in assisting rangers to keep the park open to the public during a year full of employee transition. Volunteers eagerly staffed orientation programs during special events, guided battlefield tours, and hiking programs. The volunteers also assisted with photography for special events and tracking administrative statistics. Additionally, several volunteers took on the task of restructuring the park library. Another volunteer spearheaded recruitment of living historians to portray local civilians. Volunteers have also conducted research about the civilian families who lived in the area at the time of the battle and served as docents during tours of the historic houses at Monocacy. An intern conducted in-depth research about a soldier identified in a Bible recently acquired by the park. This research will provide context for designing a future exhibit to display the artifact and to enrich personal stories about individual soldiers who fought during the 1864 battle.
- At Flight 93 National Memorial, greeters and ambassadors welcomed and shared the story of Flight 93 throughout the year, but contributed more than 1,100 hours alone in September during the observance of the 15th Anniversary of 9 11. Service organizations such as AmeriCorps and members of the active duty military assisted throughout this event. Volunteers also continued the ongoing work to care, collect, and preserve tributes left at the memorial, while VIPs transcribed over 900 hours of oral history and processed numerous new stories pertaining to Flight 93, making them available for public use, later interpretation, and future researchers. Volunteers at Flight 93 National Memorial contributed more than 9,200 hours in 2016.
- At Fort McHenry National Monument and Historic Shrine, VIPs helped the park meet the challenges of staff transition. Park volunteers supported daily operations and educational programs as well as 15 special events held in the park and along the Star-Spangled Banner National Historic Trail, which helped foster NPS partnerships with organizations throughout the region. VIPs are also a vital part of the park's youth outreach programs by supporting the annual youth field music camp; a partnership with Baltimore City Schools; and various offsite interpretive programs. The park hosted "Illuminating the Past," an evening tour tracing the history of Fort McHenry. Over 33 VIPs participated in the event, serving as guides and performing in living history vignettes that brought to life four generations of military life at the fort. VIPs guided visitors through scenes depicting the Americans who defended the fort's during its British bombardment in the War of 1812; the dedication of Union soldiers manning the fort as well as the divided allegiances of Baltimore civilians during the Civil War; the role that Army doctors and nurses serving at the fort played during World War I; and the service of U.S. Coast Guard personnel who were stationed at the fort during World War II. Supported by only four NPS personnel, this event highlighted the VIP's considerable breadth of knowledge

about the site's interpretive themes and eras, the versatility of volunteers as living history interpreters using first-person impressions, and the capacity of VIPs to make the event a great success.

- At Fort Monroe National Monument, the park's fifth anniversary brought new programming and an expansion of the volunteer opportunities available to the park. As a new park, much of the ability and success of these programs was largely due to a passionate group of VIPs. This dedication led to a 40 percent increase in VIP hours and a 59 percent increase in the number of VIPs during the NPS Centennial. Volunteers participated in a variety of functions from administrative and operational support, special event logistics, beach clean ups, tours, stationary talks, living history programs, and other educational programs. Special highlights in 2016 include: collaboration with the Garden Club of Virginia to host events during Historic Garden Week; and coordination with the Commonwealth of Virginia and the City of Hampton to organize a kick-off event, which will lead to the 400th Anniversary of the arrival of the first African slaves in 1619. 2016 also saw the inauguration of an annual Civil War encampment at the park.
- At Lowell National Historical Park, the VIP program continues to connect with the local community and to create meaningful volunteer experiences for area youth. Events during the past year involved 138 youths, who assisted with community assistance projects such as food drives, winter coat drives, and "Toys for Tots." VIPs also assisted the park in programming family events during school vacations, staffing canal tours, and serving as counselors in the park's summer camp events. VIPs contributed over 15,480 volunteer hours during 2016. The park's longstanding educational partnership with University of Massachusetts-Lowell contributed nearly 27,000 hours of curriculum-based educational programs to school children throughout New England. The park also reached out to the Lowell community last summer involving each of its neighborhoods in a community weaving project.
- At Maggie L. Walker National Historic Site, new VIPs and Youth VIPs joined the park's dedicated group of long-term VIPs in 2016. The park partnered with the Friends of East End Cemetery to sponsor a cleanup day at one of four historic African-American cemeteries in Richmond. East End Cemetery is adjacent to Evergreen Cemetery, which is where Maggie L. Walker is buried. On August 27, Youth VIPs from the park pitched in to help muralist Sir James Thornhill create a large painting in the courtyard of the park. The resulting masterpiece, which features Maggie Walker, is a portable mural that can be broken down into smaller pieces and transported for off-sites or as a temporary exhibit. The park also held its 7th Annual Maggie Walker Summer Youth Leadership Institute, giving eight local high school students an immersive experience in leadership, civic engagement, peer mentoring, and volunteer service. Two graduates of the 2015 program returned this year as assistants. A 2013 graduate also volunteered to help create an urban hike for the park in Richmond's Jackson Ward.
- At Fort Vancouver National Historic Site, volunteers helped the park set new records in visitation. During "Christmas at Fort Vancouver" and "GO Day," the park received over 5,000 visitors at each event, while "Campfires and Candlelight" drew over 8,000 visitors. The park's Pearson Air Museum volunteers worked on a full-scale replica Curtiss Pusher biplane, which when finished will be installed in the museum alongside a newly restored DH-4B Liberty biplane that was delivered during the NPS Centennial. The park's annual

Archaeology Field School involved students in several excavations that focused on the World War I Spruce Mill and on the Fort Vancouver Waterfront Complex.

- At Haleakala National Park, volunteer programs were very active despite the departure of the park's volunteer coordinator in February 2016. 225 students in the fourth through eighth grades planted 317 `ahinahina (aka, "silversword") plants at the summit of Haleakala as part of the Centennial of both Haleakala NP and the National Park Service. These new plants will help to augment at-risk populations of the species, which is on the threatened list. Students also participated in ranger-led hikes and activities about the park's resources. The park also celebrated its 100th anniversary the same month as the NPS Centennial. Volunteers provided invaluable service to the park during several Centennial events. Rex Ornellas, who belonged to the New Deal-era Civilian Conservation Corps and served on the first crew stationed at Haleakala in 1934, was a featured speaker during Junior Ranger Day. Participants in the event asked him to describe his life in the CCC, planted `ahinahina with him, and helped him celebrate his 100th birthday. A retired park stone mason volunteered for 2 days to build a stone base out of lava rock to display the park's Stephen Mather plaque. The Friends of Haleakala and the Hawai'i Pacific Parks Association joined the park in co-hosting a special Centennial Celebration and Recognition event, which honored park staff and volunteers.
- At the Seattle Unit of Klondike Gold Rush National Historical Park, an artist in residence spent nine months utilized the park's archives to create a revolutionary collection of artwork, "Stories between Each Line." Where many residencies in National Parks afford artists the opportunity to immerse themselves in landscapes and draw inspiration from grand vistas or wildlife in the park, Kate found her inspiration digging into drawers, storage boxes, and filing cabinets. During her research, she became intrigued by the story of John F. Hielscher, a stampeder who spent more than a decade in the Klondike. Using the park's museum collection, Kate featured Hielscher's personal writings and illustrations in her original artwork. Then, through web design she went on to create an interactive map that highlights stories from Hielscher's adventures that has been placed on the park's website. Kate describes her project as "lifting the veil" that often hides park archives from public eyes. "It makes the collections of the park available to a broader audience, rather than just to people who can come to the park in person." According to the park's museum technician, "Kate's work is significant in so many ways. She was able to take this important—but largely unknown—collection of historical information and present it in a way that is translatable to a digital world."
- At Olympic National Park, the total number of volunteers increased to 1,949 members. These volunteers augment the park's intern, seasonal, term, and permanent staff. A university crew climbed an old growth Douglas fir in the Hoh Valley, where they collected specimens from unknown species in the tree's canopy. Quileute Tribal students identified common species as part of a service learning project. Olympic was also part of a multi-park program to give hearing impaired and deaf youth an opportunity to learn about the NPS and experience a comprehensive program that taught them how to work and communicate in the wilderness. Ten youth and two interpreter crew leaders participated in the five-week effort.
- At Port Chicago Naval Magazine National Memorial, the park hosted its second Historically Black Colleges and Universities (HBCUI) intern. Because it is a relatively

new park, Port Chicago is still actively conducting primary source research to further establish understanding of the events surrounding the 1944 ammunition explosion, which resulted in the deaths of 300 sailors and injured 390 others, many of whom were African-American. The intern focused her research on four main areas: (1) the history of segregation and desegregation in the U.S. military; (2) investigating NAACP support to the 50 African-American sailors who were tried for mutiny following their refusal to load ammunition after the explosion. The NAACP ultimately enlisted the support of future Supreme Court Justice Thurgood Marshall; (3) surveying relevant sections of the research that Robert Allen conducted to write his book, *The Port Chicago Mutiny: The Story of the Largest Mass Mutiny Trial in U.S. Naval History*; and (4) starting a contact list of potentially interested student organizations at Bay Area colleges. The intern also provided valuable assistance to the park in planning events commemorating the anniversary of the explosion.

- At Guilford Courthouse National Military Park, an already successful volunteer program expanded during FY 2016. Through a partnership with North Carolina A&T State University, which is an HBCU, the park launched its Centennial Volunteer Ambassadors (CVAs), and involved 41 VIPs. Through the Student Conservation Association (SCA), the park partnered with the United Society of the Daughters of the American Revolution to select interns who will identify reliable historical resources useful to confirm participants in the 1781 Battle of Guilford Court House. Lastly, a historic kitchen garden was replanted through the assistance of eight VIPs.
- At Jean Lafitte National Historic Park and Preserve, three SCA CVAs attended more than 31 community events where they recruited volunteers to assist with the park's programs and events. In March 2016, 814 volunteers contributed 2,447 hours documenting, realigning, and cleaning the headstones of military veterans in Chalmette National Cemetery. Youth participating in the Recognizing Our Roots (ROR) program contributed 2,120 hours as living history volunteers. ROR volunteers are high school students from urban and rural schools. The year ended with volunteer projects at Barataria Preserve, Chalmette Battlefield, and the National Cemetery. Volunteers picked up trash and sheared tree limbs along a half-mile stretch of highway, and cleaned the historic Malus-Beauregard House. By the end of FY 2016, 2,376 volunteers had contributed over 16,000 hours to the park.



Youth repair an adobe wall at Pecos National Park, 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 (SCA). Youth programs encompass a wide array of missions and responsibilities including the fostering of a strong relationship between youth

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

- The Cultural Resources Diversity Internship Program offers paid internships with National Park Service park units and administrative offices, other federal agencies, state historic preservation offices, local governments, and private organizations. Intern hosts provide work experiences that assist interns with building their resumes in the historic preservation and cultural resources management field.
- In partnership with the Greening Youth Foundation (GYF), NPS manages the Historically Black Colleges & Universities Internship (HBCUI), which was developed to link students attending HBCUs with challenging natural and cultural resource conservation internship opportunities at NPS units and program offices. NPS and GYF launched the program in 2012 with nearly \$140,000 in funds and 11 interns at 4 NPS units. Objectives of the HBCUI program include:
 - An opportunity for students to serve in natural or cultural resources conservation and encourage the interns to consider a career in these fields;
 - Execute mission driven projects at NPS units and program offices utilizing highly skilled and motivated students; and
 - Create a pathway to employment within NPS.

During the summer of 2016, GYF placed 46 students from HBCUs in internships at 38 NPS units and program offices with total funding over \$722,000 for the period.

- NPS has partnered with the National Trust for Historic Preservation on its Hands-On Preservation Experience (HOPE) program. Launched in March 2014, the program links preservation projects to youth volunteers interested in learning preservation craft skills while rehabilitating historic sites. HOPE Crews may help bolster local economies and breathe new life into historic places in need of revitalization. The rehabilitation work the crews perform at these places ensure that key pieces of America's past are preserved

for the benefit of future generations. HOPE Crews have worked nationally at over 27 historic sites including the following projects:

- In the October 2014, a HOPE Crew spent four weeks at the Martin Luther King, Jr. National Historic Site helping a local construction professional with the exterior restoration work on two turn-of-the-century shotgun houses. Much of the work involved carpentry repairs and re-painting the exterior of the two buildings. Funding for the work came from the park's historic leasing program.
- During April 2015, a HOPE Crew spent eight weeks helping to restore the timber-framed roof of African House, situated on the National Historic Landmark Melrose Plantation located in the Cane River National Heritage Area (NHA). Master timber framers and preservation experts from the NPS National Center for Preservation Training and Technology (NCPTT) guided the HOPE Crew. African House is a rare example of African-influenced architecture in the U.S. Constructed by enslaved Africans in the 1800s, the structure was believed to have originally been used as a food pantry and storage house. African House is currently used to display murals painted by folk artist Clementine Hunter and is seen by more than 15,000 visitors to the plantation each year. For decades, the building had been in a constant state of stabilization—strong structural loads inherent in the building's distinctive large pyramidal roof and the effects of weathering had compromised the hand-hewn cypress timbers that supported the roof frame. To further stabilize the frame, shoring was installed under the four corners of the eaves. A tarp covered the rotten split-shake roofing until funds were raised for its restoration. Master timber framers were brought in to teach and supervise the work of HOPE Crew members. Following their training, the crew was instrumental in hewing replacement cypress timbers, erecting a trestle for sawing, and carefully documenting and disassembling the existing roof. Every piece removed from the structure, including contemporary elements added during previous preservation efforts, was evaluated to determine if it could be salvaged. In addition to re-building the roof structure, the crew helped install a waterproof membrane over the core of the structure, which will help protect the valuable Clementine Hunter murals that are housed in the upper-story space. With its characteristic pyramidal roof repaired and back in place, African House is now well equipped for its next 200 years of history.
- In September 2016, a HOPE crew spent a week working at Sagamore Hill National Historic Site to learn about preservation of historic places. While there, the crew was integral to work being done on historic outbuildings that were used in farming at Theodore Roosevelt's country estate and dated to the 1880s. The HOPE crew applied fresh paint to four buildings including the windmill pump house, the chicken house, and the farming and garden sheds. The crew members gained valuable knowledge of preservation techniques and hands-on experience working with NPS historic preservation staff.
- Along with the Hispanic Access Foundation, NPS manages the Latino Heritage Internship Program (LHIP). Established in 2014, the program is a component of an overarching service-wide strategy to increase Latino employment opportunities at NPS.

NPS is committed to engaging the next generation through the strategic use of student internships. Objectives of the LHIP include:

- Advance NPS employment opportunities with an emphasis on cultural resource stewardship and interpretation issues;
- Develop mission critical internship projects that will support NPS goals and objectives;
- Target undergraduate Latinos attending Hispanic Serving Institutions;
- Create strong and viable mentor and protégé relationships for the participants;
- Utilize this program through Latino-owned and operated partner organizations to expand NPS outreach into the Latino communities nationally and develop deep and sustainable relationships; and
- Establish a system for placing talented Latino students into career conditional positions within NPS.

In 2015, a LIHP intern worked with the NPS Route 66 Corridor Preservation Program where she conducted historical research into an important but little known topic, the role that Hispanics played in the history and development of Route 66. According to a Route 66 Economic Impact Study conducted by Rutgers University, Hispanic populations along the route are currently twice the national average, underscoring the need to better synthesize Hispanic heritage with the understanding and commemoration of the Mother Road.

While many LIHP interns serve at NPS units, some of the interns have been assigned to support offices such as the Southeast Archeological Office in Tallahassee, Florida. Other LIHP participants have completed their internships with cultural resource programs based in the NPS Washington Service Office including those for Heritage Documentation, Park History, National Register of Historic Places, and National Historic Landmarks.

Youth Heritage Summits

NPS has also been actively 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 downloadable manual, "Preparing the Next Generation: Managing and Presenting a Youth Summit." In June 2015, NPS joined with the Georgia State Historic Preservation Office, Historic Savannah Foundation, Georgia Trust for Historic Preservation, and Savannah College of Art & Design (SCAD) in co-sponsoring the state's first Preserve America Youth Summit, "A Day without Landmarks—Savannah's Untold Stories." During summer 2016, Preserve America Youth Summits took place in Colorado, Montana, and Texas. Then during summer 2017, Preserve America Youth Summits were held in Colorado, New Mexico, and Texas.

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. The National Underground Railroad Network to Freedom Program, partnering with the Harriet Tubman Underground Railroad Conference Committee, held a conference in honor of the grand opening of the Harriet Tubman Underground Railroad Visitor Center in Church Creek, Maryland. The conference, "On the Edge of Freedom: Harriet Tubman and the Underground Railroad in the Borderlands," was held in Cambridge, Maryland, May 18-21, 2017. The conference explored all aspects of the Underground Railroad in borderlands, and featured Manisha Sinha as the keynote speaker. Dr. Sinha is professor and the Draper Chair in Early American History at the University of Connecticut. Her 2016 book *The Slave's Cause: A History of Abolition* is a groundbreaking history of abolition that recovers the largely forgotten role of African Americans in the long march toward emancipation. The conference brought together scholars, site stewards, researchers, student artists, and enthusiasts from all over the U.S. for four days of presentations, panel discussions, workshops, an exhibit hall, and tours.
- 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.

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 collaborative effort 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 (GWARDC) 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



UAC Participants at Frederick Douglass National Historic Site

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.”

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.