

REPORT TO THE ADVISORY COUNCIL ON HISTORIC PRESERVATION AND THE SECRETARY OF THE INTERIOR

In Accordance With Section 3 of
EXECUTIVE ORDER 13287 “PRESERVE AMERICA”

**SEPTEMBER 2014
PROGRESS REPORT**



**Homeland
Security**

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INTRODUCTION

The Department of Homeland Security (DHS) is pleased to submit the 2014 Update of the Section 3 Report (2014 Update) in accordance with the requirements of Executive Order 13287 (EO 13287), “Preserve America,” specifically Section 3(c) (Section 3). This report updates the Fiscal Year (FY) 2004, 2005, 2008 and 2011 Section 3 reports to the Advisory Council on Historic Preservation (ACHP) and the Secretary of the Interior.

Section 3 of the Executive Order requires each Federal agency with real property management responsibilities to prepare an assessment of the current status of its inventory of historic properties as required by Section 110(a)(2) of the National Historic Preservation Act (NHPA) (16 U.S.C. 470h-2(a)(2)). The assessment includes the general condition and management needs of such properties, and steps underway or planned to meet those management needs.

In May 2014, the ACHP released the *Advisory Guidelines Implementing Executive Order 13287, “Preserve America” Section 3: Reporting Progress on the Identification, Protection, and Use of Federal Historic Properties*. This guidance contains questions directed to Federal agencies with real property management responsibilities. DHS’ real property management responsibilities include historic properties utilized by the Federal Emergency Management Agency (FEMA), the Federal Law Enforcement Training Center (FLETC), U.S. Immigration and Customs Enforcement (ICE), U.S. Coast Guard (USCG), U.S. Customs and Border Protection (CBP), and the Science & Technology Directorate (S&T). The ACHP plans to use agency feedback to measure the effectiveness of historic preservation programs across the Federal government. Questions posed by ACHP cover three broad areas: Identification, Protection, and Use. For clarity and ease of presentation, this report is divided into these three broad categories to mirror the ACHP 2014 Guidelines.

THE DEPARTMENT OF HOMELAND SECURITY

DHS was created by the Homeland Security Act of 2002 in response to the terrorist attacks of September 11, 2001. The following is DHS' mission: *We will lead the unified national effort to secure America. We will prevent and deter terrorist attacks and protect against and respond to threats and hazards to the Nation. We will secure our national borders while welcoming lawful immigrants, visitors, and trade.*

DHS, inclusive of its 26 Components, has a limited real property portfolio, and the majority of its business is conducted from property leased from or managed by other Federal entities. An example is that in recent years DHS has been closely associated with the St. Elizabeth West Campus in the District of Columbia, which is planned to house several DHS headquarters' functions. However, while DHS is a tenant at the St. Elizabeth West Campus, the General Services Administration (GSA) is responsible for the property as the owner and manager. While DHS' property inventory is limited, there are historic properties within its inventory that range from customs houses to lighthouses.

The nature of the Homeland Security mission also directly impacts the manner in which DHS manages its historic properties. Security considerations require that nearly all DHS historic real property be closed to public access. Only a small number of DHS historic properties allow public access by special appointment.

IDENTIFICATION OF HISTORIC PROPERTIES

The NHPA requires Federal agencies to identify historic properties within their real property inventories. Under NHPA and its implementing regulations, identification of historic properties can occur either through an agency-wide survey (Section 110 survey) or through specific project related identification efforts (Section 106 surveys).

ACHP Advisory Guidelines Question 1: *Building upon previous Section 3 reports, please explain how many historic properties have been identified and evaluated by your agency in the past three years? Has your inventory improved? Please explain.*

DHS' real property portfolio includes historic properties used by FEMA, FLETC, ICE, CBP, S&T, and USCG. The USCG historic property inventory has been improved in the past three years by establishing the historic status of 15 additional properties. Of these, 12 have been listed in the National Register of Historic Places (NRHP) and a formal determination of eligibility (DOE) for inclusion in the NRHP has been obtained for three others. The USCG partners with the National Park Service (NPS) and GSA in administering the National Historic Lighthouse Preservation Act (NHLPA). The USCG's NHLPA Program promotes the preservation of historic lighthouses by preparing them for transfer to new owners who will take responsibility for maintaining them. In order to qualify for NHLPA divestiture a USCG lighthouse must be included in, or have a formal determination of eligibility (DOE) for, the NRHP. In addition, preliminary work to identify other USCG real property assets as potentially eligible for National Register listing has been accomplished by preparing a NRHP multiple property documentation form (MPDF) for U.S. Life-saving Service (USLSS) stations, houses of refuge, and pre-1950 USCG boat stations. USCG compliance with Section 106 for individual undertakings also leads to the identification and evaluation of historic properties.



USCG Boston Light

ICE's efforts for the identification of historic properties over the past three years have focused on Section 106 compliance. ICE currently owns one complex of facilities (Honolulu Institutional Removal Program (IRP)) that is listed on the NRHP. Any rehabilitation efforts or modifications to the buildings' interiors or exteriors are coordinated with the Hawaii State Historic Preservation Division (HPD) to ensure that any proposed undertakings will not have an adverse effect on the historic properties.

Plum Island, off the coast of New York, has been occupied since the pre-contact era. The island housed the Fort Terry military installation from the late 1890's through the end of World War II, and is currently the location of S&T's Plum Island Animal Disease Center (PIADC) which dates to 1952. Since the 2011 Update, S&T is in the process of evaluating buildings and structures on Plum Island for historic significance.

FEMA owns a total of 68 buildings and of these, FEMA has formally evaluated 37 for NRHP eligibility and determined that 18 are eligible, 14 as contributing buildings to a historic district, and 4 as individually eligible buildings.

FEMA has identified and evaluated 7 buildings since 2011 at its National Emergency Training Center (NETC) in Emmitsburg, Maryland. The NETC campus is owned and maintained by FEMA and is occupied by the United States Fire Administration, National Fire Academy, and the Emergency Management Institute. The campus includes historic properties listed on the NRHP in 1976 as part of the St. Joseph's College and Mother Seton Shrine Historic District. In 2012 and 2014, FEMA conducted cultural resource surveys as part of its Section 110 responsibilities and determined, in consultation with the Maryland State Historic Preservation Officer (SHPO), that 7 additional buildings that were excluded from the 1976 listing because they did not meet the fifty year age criterion were eligible as contributing resources to an expanded NRHP historic district under Criteria A and C for their significance in the areas of Architecture, Religion, and Education.

CBP has made significant improvements in its identification and evaluation of historic properties since 2011. CBP's efforts address both owned and leased facilities so that the agency has a full picture of its portfolio, regardless of ownership.

The first major improvement is the development of a historic property database for CBP. In 2012, the Cultural Resources Integrated Organization System (CRIOS) was developed to provide CBP with a consolidated database to house and maintain all data regarding historic properties, including reports and eligibility determinations. The system was designed as an interim step towards inclusion of historic property data into CBP's real property database, known as TRIRGA.

The integration of the historic property data into the larger system was identified by CBP leadership as a priority project. Early integration and coordination began in October of 2012 for the development of the application enhancement. In May 2014 this effort was concluded and the Cultural Resources in TRIRIGA (CRIT) function was fully added to the TRIRGA system. Upon the completion of this effort the CRIOS system was stood down and is no longer used.

CRIT was designed to specifically address how CBP manages both its real property and its historic resources. The system complies with Section 110 requirements for CBP to properly manage and maintain its historic properties as well as DHS Directive 017-01, *Historic Preservation in Asset Management and Operations*, which require CBP to actively manage its historic properties and to manage its historic property data in an auditable format.

Since the development of CRIOS and CRIT, CBP has obtained a much more accurate picture of the historic properties within its portfolio. The integration of the historic property data into the agency's real property address many of the data maintenance issues raised by the General Accountability Office (GAO) in their December 11, 2012 report, *Federal Real Property: Improved Data Needed to Strategically Manage Historic Buildings, Address Multiple Challenges*. To further reduce obstacles to providing accurate data, CBP only uses the historic status used by the Federal Real Property Council (FRPC) and the Real Property Administration

Branch has transferred responsibility for the historic status section of the FRPC data to the Environmental and Energy Division, the division within CBP responsible for overseeing the agency's compliance with NHPA and other historic preservation laws. This data is also maintained within TRIRGA and is automatically synchronized with CRIT.

The second major development was the completion of the Historic Property Identification and Evaluation plan (HPIE). The HPIE provides CBP's processes and procedures for identifying, evaluating, and nominating properties to the NRHP. The document begins with an overview of CBP's mission, real property, and regulatory responsibilities for the stewardship and management of historic properties. A summary of existing standards and guidelines for fieldwork and survey to identify and evaluate historic properties follows. The next section summarizes the process used by CBP to prioritize its facilities for Section 110 surveys and provides guidelines for planning and conducting surveys at agency facilities. The analysis of CBP facilities and previous cultural resource survey data was used to develop the Action Plan to direct future historic property identification and evaluation efforts. The Action Plan is presented in the fourth chapter with its goals and priorities.

The goals of the HPIE are:

- Approach 100 percent identification and evaluation coverage in areas of high CBP future maintenance and construction, primarily the southwest and northern borders;
- Consider local level of significance in addition to state and national significance;
- Identify properties with potential for significance under Criteria Consideration G;
- Coordinate with property owners in instances of leased facilities to determine if facilities have previously been surveyed by owner;
- Build efficiencies of geography, scope, and scale into survey priorities; and
- Provide flexibility in implementation that is responsive to changing CBP priorities and budget.

The identification and evaluation priorities of the HPIE are:

- Highest priority: Land Border States; Second highest priority: Coastal Border States; Lowest priority: Non-Border States;
- Highest priority: Border Patrol Stations; Second highest priority: Air and Marine facilities; Lowest priority: Land Ports of Entry;
- Facilities with no previous surveys or surveys older than 15 years and re-examine evaluations older than 5 years;
- Archeology surveys at facilities with large, undeveloped acreage and architecture surveys at facilities with buildings and structures constructed between 1960 and 1970;

- Facilities requiring both archeology and architecture surveys, and similar facilities types grouped geographically or thematically to capitalize on efficiencies of geography, scale, and scope.
- In 2011, CBP reported 20 properties were eligible for or listed on the NRHP. This number was based upon an estimate since there was no database previously available. With the development of CRIOS and CRIT, it is known that the number of historic properties identified and evaluated by CBP is substantially higher than that previously reported.
- The information provide in this section comes from CRIT and is accurate as of July 29, 2014. The numbers are not broken out by owned or leased facilities, but show CBP's entire portfolio. The date of the eligibility determinations is not being provided for this report as CBP does not have an accurate baseline that allows for evaluation of how CBP's identification and evaluation efforts have increased or decreased in the past three years.

Historical Status	Number
Contains Listed or Eligible Resources	112
Contains No Listed or Eligible Resources	221
Not Evaluated	912
TOTAL	1,245

Historical Status of Facilities within CBP's Portfolio as of July 29, 2014

- Currently 26.7% of CBP's facilities have had some level of evaluation; however this picture is not entirely accurate. The historic status of a facility is based upon the highest level of eligibility of the buildings, structures, and archeological sites at a property. For instance if a facility has a NRHP listed building, a NRHP eligible archeological site, and four structures that are not evaluated, CBP is reporting it as one NRHP listed facility. When broken down by individual buildings, land units, or structures, 13.5% of CBP's portfolio has been evaluated as shown below.

Historical Status	Number
National Historic Landmark (NHL)	6
National Register Listed (NRL)	32
National Register Eligible (NRE)	83
Non-Contributing Element of NHL/NRL district	81
Not Evaluated	4,914
Evaluated, Not Historic	566
TOTAL	5,682

Historical Status of Buildings, Land, and Structures in CBP's Portfolio as of July 25, 2014

- Construction at CBP has declined since 2011. As the majority of CBP's identification and evaluation efforts have been driven by compliance with Section 106, this has led to a decrease in the number of properties identified and evaluated by the agency. This decrease is somewhat offset by the availability of funds in 2012 and 2013 to conduct Section 110 surveys at 39 facilities. The number of Not Evaluated properties has decreased in each of the past three years.
- CBP has no heritage assets to report.

FLETC has not acquired any additional property with historic or potentially historic structures or sites in many years.

ACHP Advisory Guidelines Question 2: *Describe your agency policies that promote and/or influence the identification and evaluation of historic properties.*

Department-wide policy for the identification and evaluation of historic properties is found in DHS Directive 017-01. This Directive “. . . establishes policy and procedures for appropriate consideration of historic properties and sacred sites in the management and operation of the full range of the [DHS] assets. It establishes appropriate DHS roles, responsibilities, and lines of accountability to apply the relevant requirements of historic preservation public policy to DHS activities.” Directive 017-01 is available on-line at http://www.dhs.gov/xlibrary/assets/foia/mgmt_directive_017_01_historic_preservation_in_asset_management_and_operations.pdf. All DHS Components are required to follow Directive 017-01, and its accompanying Instruction Guide 017-01-001. In addition, a Component may develop its own guidance or policy specific to its needs and missions consistent with DHS Directive 017-01.

All DHS Components are also required complete an Environmental Planning and Historic Preservation (EPHP) Scorecard (Scorecard) to evaluate conformance with various EPHP requirements and to inform DHS Headquarters on ways to improve Component EPHP programs across the Department. The FY 2014 Scorecard included a pilot metric, reported twice per year,

captures Components' efforts in the identification and tracking of historic properties for Section 106 and Section 110 compliance. The metric also captures the number of executed Programmatic Agreements and Memoranda of Agreement. In FY 2015, the metric will no longer be a pilot and will be required. The Scorecard is for internal DHS use only.

USCG policy for the identification and evaluation of historic properties is contained in the USCG Commandant Instruction (COMDTINST) M16475.1D, *Implementing Procedures and Policy for Considering Environmental Impacts*. COMDTINST M16475.1D states the USCG must have a preservation program to administer the identification, evaluation, and nomination of its historic properties to the NRHP. USCG is currently working to update COMDTINST M16575.1D and prepare a new more detailed Historic and Cultural Resources Management Instruction and Process Guide. The new Historic and Cultural Resources Management Instruction is currently in draft.

While FEMA currently does not have "agency-specific" policy to guide its Section 110 responsibilities, its Office of Environmental Planning & Historic Preservation (OEHP) works closely with FEMA facilities management staff to ensure that the agency fulfills its statutory Sections 106 and 110 responsibilities in the management and operation of FEMA facilities, and integrates historic preservation considerations into decision making. FEMA OEHP and the Office of the Chief Administrative Officer (where the real property/facilities management function is organizationally located) are taking steps to improve their coordination; this may result in execution of a Memorandum of Understanding to establish roles and responsibilities, including appropriate allocation of resources such as Secretary of Interior (SOI) qualified staff.

It is the policy of CBP to identify and protect historic properties, in a manner consistent with CBP's mission, so that these valuable nonrenewable resources that enhance our understanding and appreciation of the cultural heritage of the United States and its territories may be protected as CBP fulfills its agency mission. CBP is in the process of finalizing and implementing a new agency-wide directive that formalizes its historic preservation policy and procedures. The CBP Historic Preservation Directive supplements DHS Directive 017-01 and is meant to be used in conjunction with Departmental policies and procedural requirements. The purpose of the new Directive is to establish the roles, responsibilities, and accountability within CBP for the consideration of historic properties, including Tribal sacred sites, in accordance with all applicable laws, policies, rules, and regulations. The new Directive also raises internal awareness of CBP's commitment to preventing or minimizing harm to historic properties due to its mission-related activities.

In carrying out its statutory mandate to control and guard the borders of the United States, CBP performs a number of operational, administrative, and management-related activities and projects that have the potential to impact historic properties; CBP acknowledges that it has the opportunity to minimize harm to these properties and the responsibility to protect them for the benefit of the American people. The new Directive also recognizes that by incorporating historic preservation considerations into asset management and operations activities, CBP can reduce its impact on the environment, minimize or reduce the impacts on historic properties due to its operations, contribute to the protection of our cultural heritage, and reduce its costs and liabilities.

The CBP Historic Preservation Directive states that CBP shall:

- Account for historic preservation in the development of new plans and activities by integrating historic preservation into planning, development, operations, management, and budgeting processes.
- Ensure that all historic preservation activities meet the professional standards established by the Secretary of the Interior, as published in the SOI's Standards and Guidelines for Federal Agency Historic Preservation Programs (36 C.F.R. Part 61).
- Ensure that historic preservation information for CBP facilities is dependable and accurate through locating and evaluating CBP facilities for NRHP eligibility. This information will be reassessed on a regular basis and maintained in a format accessible to appropriate CBP personnel as established in CBP's HPIE.
- Consult with and consider the views and opinions of SHPOs, Tribal Historic Preservation Officers (THPOs), Indian tribes, Native Hawaiian Organizations, and other consulting parties when meeting the procedural requirements of NHPA and other laws.
- Nominate or assist in the nomination of eligible CBP facilities to the NRHP.
- Ensure the protection of archeological sites and Tribal sacred sites and religious sites by taking measures to limit access to information on the location and existence of these historic properties, as permitted by applicable laws.
- Manage and maintain historic properties in a manner that preserves their historic character to the extent practicable and is consistent with mission requirements.
- Advocate for and develop, as appropriate, agreements with Tribal, Federal, and state agencies to meet historic preservation requirements.

Because CBP occupies space and conducts operations in historic properties managed by other Federal agencies, CBP has committed to adhering to the historic preservation requirements of the property or land manager unless otherwise agreed upon by CBP and the other Federal agency. CBP continues to rely on Section 106 compliance activities for the majority of its identification efforts. Funding was available in past years to conduct Section 110 surveys, but such funding has been eliminated in the current financial climate. CBP is currently working to develop and implement a desktop survey program that allows staff to identify if an eligibility determination has been previously made by another party; make an eligibility determination using photographs, archeological probability models, and historic contexts; or identify that field survey needs to be conducted at a facility. This will allow CBP to continue to fulfil its commitment to identify and protect historic properties which ensures that historic properties are preserved to the extent feasible and in a manner that does not impact the agency's mission.

ACHP Advisory Guidelines Question 3: *How has your agency established goals for the identification and evaluation of historic properties including whether they have been met?*

USCG has a continuing goal of completing formal DOEs for and/or nominating and listing at least five (5) USCG historic lighthouse properties per year until all USCG eligible lighthouses have either a formal DOE or are listed on the NRHP. This goal has been met each year. Once all light houses have been evaluated and nominated as appropriate, USCG will then move towards completing nominations for USLSS stations, houses of refuge, and pre-1950 USCG boat stations under the overarching MPDF.

ICE's goal for the identification and evaluation of historic properties aligns with DHS and Federal policies and regulations. ICE does not manage any additional historic properties other than the Honolulu IRP facility and will evaluate any newly acquired properties for potential historic significance as applicable.

S&T's goal after the 2011 Update was to evaluate the Fort Terry structures on Plum Island. That process has begun and is expected to be completed in FY2015.

FLETC has not acquired any additional real property having historic or potentially historic significance in many years.

In 2014, FEMA NETC executed a Programmatic Agreement with the Maryland SHPO and other consulting parties to govern its Sections 106 and 110 requirements at the facility, including identification and evaluation of historic properties. FEMA's Mount Weather Emergency Operations Center (MWEOC) located in Mount Weather, Virginia, has had exploratory discussions with the Virginia SHPO regarding a similar programmatic approach in accordance with the Section 106 implementing regulations.

CBP established its first goals for the identification and evaluation of historic properties in the 2012 HPIE. This goal is to approach 100 percent identification and evaluation coverage in areas of high CBP future maintenance and construction, primarily the southwest and northern borders. Beginning with the FY14 Business Plan, CBP established the first benchmark to measure progress towards this goal. CBP achieved its goal of 10% of its buildings, land, or structures having an eligibility determination in June 2014.

The development of goals and benchmarks has been key towards providing adequate staffing and funding for CBP's identification and evaluation efforts. It also provides a way for CBP's leadership to ensure that the resources provided are being appropriately used and that progress towards the larger agency goal is being made.

ACHP Advisory Guidelines Question 4: *Describe any internal reporting requirements your agency may have for the identification and evaluation of historic properties, including collections (museum and archaeological).*

Internal reporting of historic properties, including collections, is fairly consistent throughout DHS. All of the Components use the EPHP Scorecard, and the Components with archaeological

collections provide information to the NPS for the annual *Secretary of the Interior's Report to Congress on the Federal Archaeology Program*.

Normally, only the USCG Office of Environmental Management (CG-47) compiles data on the identification and evaluation of USCG properties for the NRHP. However, on the rare occasions where a field unit prepares an evaluation such as a formal DOE or a NRHP nomination, it is forwarded to CG-47 for review and signature of the Federal Preservation Officer (FPO) who is the Chief of CG-47 and the Environmental Planning Program Manager (EPPM). CG-47 also compiles data on the identification and evaluation of archaeological properties reported by field units in response to an annual data call. These data are submitted to DHS Headquarters for inclusion in the Annual Report on Archaeological Activities that DHS provides to the NPS. The USCG Curator, in the U.S. Coast Guard Historian's Office, requires periodic condition reports for artifacts loaned out for public exhibit from the Coast Guard Collection. Additionally, USCG real property specialists with assistance from appropriate environmental protection specialists in the field are required to enter historic evaluation data into the USCG real property database, the Surface Asset Management (SAM) system, which tracks all completed historic evaluations including both section 106 evaluations and formal evaluations such as DOEs and listings to the NRHP. Periodically, USCG program offices responsible for historic and cultural resources and artifacts must report these items to the USCG Finance Center which tracks heritage assets.

ICE maintains electronic and hardcopy files of all actions involving agency-owned historic properties. In addition, ICE maintains a tracking spreadsheet that documents the status of approvals for all projects that require SHPO review.

S&T has inventory information on the Fourth Order Fresnel lens from the Plum Island Lighthouse that is currently on loan to the East End Seaport Maritime Museum in Greenport, New York.

FLETC's policy has been to evaluate all real property for potential historic significance upon initial acquisition. All of FLETC's properties have been evaluated and those associated with the former Glynco Naval Air Station (NAS) have previously been identified as possessing historic significance.

CBP has no additional internal reporting requirements for the identification and evaluation of historic properties. The development of CRIT has removed the need to separately track this information as part of the agency's real property holdings.

ACHP Advisory Guidelines Question 5: *Explain how your agency has employed the use of partnerships to assist in the identification and evaluation of historic properties.*

DHS is an agency with a mission centered on the security of the country. The majority of DHS real property is actively used for homeland security purposes. Security concerns have been a limiting factor for establishing partnerships to assist in the identification and evaluation of DHS historic properties. Nevertheless, when possible, the Department has taken advantage of partnerships to assist in its historic preservation responsibilities.

USCG partners with several historic preservation groups for the lease of USCG-owned lighthouses. The lease holders assume responsibility for maintaining and rehabilitating these properties. Historic preservation groups have occasionally provided useful information to USCG representatives working to evaluate a property for NRHP eligibility or listing, and prepared nominations of USCG properties for FPO review.

S&T partners with lighthouse and military history enthusiasts to allow access to the Plum Island Lighthouse and Fort Terry structures for exterior tours; the interior of the lighthouse and Fort Terry structures (e.g., buildings, batteries) are currently off limits to the public because of environmental and safety hazards. S&T also partnered with the Southold Historical Society on the recently published book “A World Unto Itself: the Remarkable History of Plum Island, New York.”

Located in the flat pinelands north of Brunswick, Georgia, FLETC occupies the site of the former Glynco Naval Air Station (NAS), a base for the Navy’s fleet of airships, commonly known as blimps, which patrolled the coast for German submarines during World War II. Established in 1942, Glynco played an important role in the defense of the southern Atlantic coast during the war and greatly contributed to the cultural and economic life of Brunswick and Glynn County. Interest in the history of Glynco has increased in recent years resulting in the installation of two exhibits on the history of the base, one at the FLETC visitor’s center and one at the Brunswick Golden Isles Airport. FLETC has a Memorandum of Agreement in place with the Georgia SHPO and the Glynn County Historical Society to display framed photographs depicting the history of the Glynco campus. This photo display is part of a series of rotating exhibits that are displayed at the St. Simons Island Lighthouse, which is a historic property. Lastly, a popular history brochure accompanies an exhibit installed at the Brunswick Public Library in the continuing effort to interpret the significant history of Glynco to the public.



Glynco, c.1955

FEMA works closely with its SHPO counterparts to identify and evaluate historic properties. Of particular note is the strong relationship developed over the past decade between FEMA and the Maryland SHPO to ensure adequate historic preservation compliance at FEMA NETC. The support and encouragement of the Maryland SHPO has directly contributed to closer communication and coordination between FEMA NETC and OEHP and resulted in the successful negotiation in 2013 of a Programmatic Agreement for the historic campus.

CBP has not had extensive experience in using partnerships to assist in the identification and evaluation of historic properties. This is an area that is currently being explored as the agency sees a significant benefit from reduced costs and conflicts over eligibility that can result in project delays. There are partnership limitations due to legal restrictions.

Since 2013, CBP has had preliminary discussions with the NPS and the California SHPO about the inclusion of CBP properties within their current efforts to identify properties of significance to the Latino community. Due to its history and mission, the agency has an important role in telling the immigration story of this group. CBP is committed to having an open dialogue and discussion with these partners and others seeking to expand the inclusiveness of the NRHP.

CBP's portfolio also requires the agency to explore partnerships with other Federal agencies. CBP facilities are located at or within properties controlled by the GSA; Department of the Interior (DOI) components, including the NPS and the Bureau of Land Management (BLM); the United States Forest Service (USFS); the Federal Aviation Administration (FAA), all components of the Department of Defense (DoD), and USCG. CBP has developed relationships with GSA, DOI, USFS, and USCG that include partnerships to identify and evaluate historic properties. DoD partners with CBP at an installation level and these relationships have varying levels of success. CBP is beginning its efforts to build a partnership with FAA. These relationships have improved inter-agency cooperation, reduced CBP's project costs, and have reduced conflicts over CBP's identification and evaluation efforts.

CBP also has several mission-related partnerships that may provide a general benefit to historic preservation and cultural resources management. CBP missions and geographical reach have led to partnerships with American Indian tribes, and CBP has established tribal liaisons at individual border patrol stations. CBP has also worked closely with both domestic and foreign entities for the repatriation of artifacts, including the recent repatriation of seized Chinese artifacts that occurred in March 2011 in a joint venture with ICE.

ACHP Advisory Guidelines Question 6: *Provide specific examples of major challenges, successes, and or opportunities your agency has experienced in identifying historic properties over the past three years.*

Over the past several years CBP has been negotiating a Programmatic Agreement for its activities along the Southwest Border of the United States. In the course of the negotiations on that agreement CBP has developed stronger relationships with several tribes which have aided in the identification of historic properties. In 2013, the Pechanga Band of Luiseño Mission Indians notified CBP that one of its Border Patrol checkpoints was located within the boundaries of the Luiseño Ancestral Origin Landscape, which is a NRHP eligible Traditional Cultural Property. This facility was constructed in 1985 prior to the identification of this historic property.

As a result of this information CBP conducted a Section 110 survey of the identified facility in 2013 to identify how the CBP facility interacted with the Luiseño Ancestral Origin Landscape and if there were any significant elements or features located on CBP property. CBP elected to survey this facility based on the information provided by the tribe as the property was previously a low survey priority. The Pechanga Band of Luiseño Mission Indians were heavily involved in the development of the survey report and shared extensive information on their belief system and the landscape with CBP. The report was jointly reviewed by both parties with a redacted version prepared for general use.

While the final report was extensive and has already proved beneficial for CBP, the greater benefit was to the relationship between CBP and the Pechanga Band of Luiseño Mission Indians. There is an open dialogue between the parties which is allowing for improved coordination and consultation on CBP projects and their potential impacts to areas of concern to the tribe.

USCG has had continuing success in fulfilling its role in the NHLPA three-agency partnership which involves GSA, NPS, and USCG. This includes preparing NRHP nominations or DOEs for non-evaluated lighthouses proposed for inclusion in the yearly NHLPA program. From 2002 through the end of 2013, USCG, through its partnership with GSA and NPS, evaluated close to 100 lighthouses for nomination to the NRHP and assisted in the transfer of ownership of 104 historic lighthouses under NHLPA. Of the 104 lights transferred, 68 have been transferred to qualified nonprofit organizations and state or local government entities, and 36 have been transferred through public sales.

Another success is completion of a NRHP MPDF for USLSS stations and houses of refuge, and pre-1950 USCG boat stations, and a preliminary inventory of such properties presently owned by USCG. The NRHP MPDF provided an opportunity to compile a preliminary inventory of additional USCG real property assets that may be National Register-eligible based on these associations. Planning has been initiated to undertake NRHP evaluations of these properties.

Success in identifying historic properties through the Section 106 process has resulted through arranging USCG nationwide Section 106 training for USCG uniformed personnel and civilian employees (3 training classes were held and taught by ACHP staff in 2011-2012). Training for uniformed personnel is especially important because they change duty and geographical location assignments on a cyclical basis (usually every three years). Training in Section 106 compliance enhances USCG's ability to implement appropriate historic preservation procedures and compile preliminary analysis under Section 106 on the potential eligibility of USCG properties to the NRHP.

ICE has limited identification responsibilities because it owns only one property with historic significance. ICE reviews all proposed undertakings at the Honolulu IRP facility to ensure that adequate protection measures are taken to minimize the impact to historical elements of the buildings. ICE has worked to foster relationships with the Hawaii HPD which has helped streamline proposed project reviews and decrease the frequency of requests for additional information that could potentially result in project delays.

FEMA, while having limited identification responsibilities because it only owns a few properties, works diligently to identify historic properties during disaster response and recovery efforts. The disaster work has put FEMA in the forefront of creative mitigation as they work closely with local communities when a resource is lost or damaged. Recent mitigation efforts have included developing educational activities centering around the southern coalfield region of West Virginia, preparation of a historic context evaluating the influence of automobiles on the built environment in Cedar Rapids, Iowa, and salvage and reuse of historic features from a high school slated for demolition in New Orleans.

A major challenge for FEMA is ensuring adequate staff resources are available to undertake identification and evaluation and other Section 106 and Section 110 responsibilities at FEMA facilities. While staff meeting the Secretary of the Interior Professional Qualification Standards reside within OEHP and have been utilized for identification efforts at FEMA facilities, the primary focus for OEHP is working with FEMA assistance programs to satisfy compliance with Federal environmental planning and historic preservation requirements when providing funding to non-DHS entities for disaster response and recovery projects, emergency preparedness projects, and hazard mitigation projects.

PROTECTION OF HISTORIC PROPERTIES

The consideration of historic properties, both agency owned and non-agency owned, is a Federal agency responsibility that is specified in 36 CFR Part 800 and Section 106 of the NHPA. Consideration of historic properties can lead to protection through the Section 106 process as various outcomes are examined, including avoidance and mitigation.

The biggest improvement in CBP's protection of historic properties since 2011 is the development of CRIT. This system was designed to specifically address how CBP manages both its real property and its historic resources. As a part of this, CBP recognized that the various individuals responsible for managing facilities, designing projects, and budgeting for work at a facility need to be provided with information on historic properties as early in the project planning phase as possible to ensure their proper consideration and in a way that allows for the identification of historic status even without access to a historic specialist.

At the property level, CRIT contains an overview of the historic resource information available on the property (Figure 2-1). If there are any NRHP eligible or listed resources at the facility, a Cultural Resource Notification flag appears to alert users that known historic properties need to be considered. This same flag also appears on the General screen. In addition to the flag, users are provided with access to reports and a listing of the historic resources on the property with SHPO resource numbers (in the absence of assigned numbers, CBP assigns a resource number). At the bottom of the page users find a listing of each building, land unit, or structure at the facility and its historical status.

Property: AZ0006 LPOE-Naco

General | Contact Details | Graphic | Area Measurements | Contracts | Assessment | Maintenance | Environmental | Notifications | Notes & Documents | GIS | Includes | Reports | Add To Bookmarks | Print | Help

(Cultural Resource Information):

General

CULTURAL RESOURCE NOTIFICATION Cultural Resource Restrictions

Cultural Resource Report Objects

Export 2 total found Apply Filters Clear Filters Show: 10

Report Name	Report Type	Resource Type
Contains	Contains	Contains
Evaluation of Buildings and Structures at the Land Ports of Entry in Arizona	Survey	Architecture
Archaeological Survey of the Naco (NAC) Land Port of Entry, Cochise County, Arizona	Survey	Archeology

Cultural Resource Objects

Export 3 total found Apply Filters Clear Filters Show: 10

Resource Number	Resource Name	Resource Type	Historical Status
Contains	Contains	Contains	Contains
AZ FF:9:25	Copper Queen Store	Building	National Register Eligible - NRE
AZ0681HH	Naco Border Station	Building	National Register Listed - NRL
AZ0682HH	Border Station Garage, Naco, AZ	Building	Not Evaluated

Building/Land/Structure

Export 2 total found Apply Filters Clear Filters Show: 20

ID	Name	Property Type	Historical Status	Cultural Resource Number
Contains	Contains	Contains	Contains	Contains
AZ0682	AZ0006AZ0682 LPOE-Naco, Primary Inspection	Building	Not Evaluated	AZ0682HH
AZ0681	AZ0006AZ0681 LPOE-Naco, Main Building	Building	National Register Listed - NRL	AZ0681HH

Revise More X

Sample CRIT Screenshot

The response to CRIT has been overwhelmingly positive. Project Managers and Environmental Specialists are able to quickly identify potential planning issues in the early stages of a project. There is also a cost savings for the agency when it is found that there is existing quality survey data or determinations already available for a property. Since its implementation in May 2014, a number of projects have needed no or only limited survey conducted. This has led to a decrease in project time and costs for CBP.

ACHP Advisory Guidelines Question 7: *Explain how your agency has protected historic properties.*

Protection of DHS-owned historic properties is accomplished daily through appropriate maintenance and repair. The methods used to protect historic properties in DHS' inventory vary based on mission needs. For example, USCG has protected historic properties by hardening them when no longer occupied by USCG personnel, following consultation with appropriate State SHPOs on the hardening process. Hardening includes closing off windows and entrances while allowing for ventilation, and restricting unauthorized access using passive measures such as fencing. These protective measures have been implemented for the nationwide system of USCG Long Range Navigation Revision C (LORAN-C) stations that were decommissioned in 2010. In addition, USCG ensures protection of historic properties and compliance with Section 111 by implementing and following its Programmatic Agreement (PA) on Out-leasing historic Lighthouses and associated PA amendment which provides procedures for our nationwide program for out-leasing historic lighthouses to responsible parties. USCG leases historic properties to appropriate lessees who can care for them. This includes putting conditions into the lease agreements for protection of the historic character of the properties.

ICE performs routine maintenance on the Honolulu IRP facility to ensure the building's historic architecture is not compromised. Proposed modifications to the building's exterior and interior require NHPA review and consultations with the Hawaii HPD. In the event recommendations to consider alternative designs for existing projects are proposed, ICE works with the HPD to identify solutions that minimize impacts to historic resources while allowing ICE to carry out its mission. In addition, ICE is working with state and local stakeholders to construct a secure perimeter fence around the Honolulu IRP complex.

S&T is in the process of evaluating the Fort Terry structures on Plum Island which may lead to a NRHP nomination. In addition, PIADC recently completed activities to stabilize the former chapel associated with Fort Terry.

Historic preservation considerations are incorporated into FLETC's master planning efforts and real property management activities. FLETC previously maintained two historic districts and various individual historic properties on the Glynco campus. However, FLETC has recently determined that it is necessary to redevelop the campus in order to meet growing mission needs; this redevelopment will include demolition of many of the historic properties associated with the former NAS. As demolition is a Section 106 undertaking, FLETC has consulted with the Georgia SHPO regarding treatment measures, which will include recordation. In addition, FLETC has commitment to preserving and maintaining one of the historic properties, an ammunition bunker, in place on the campus.

FEMA OEHP works in concert with its facility management counterparts across the agency to ensure FEMA historic properties receive adequate protection. For example, mold and mildew issues at MWEOC in 2013 resulted in personnel moving out of Building 413, one of the four remaining historic buildings on the campus. After considerable deliberation about the future of Building 413, including consultation with FEMA OEHP, MWEOC leadership decided in summer 2014 to retain the building and rehabilitate it for future use rather than demolish or mothball it.

CBP has protected historic properties through their continued use and maintenance. Historic properties that are no longer needed or do not meet agency requirements have been transferred to GSA for reuse or sale with appropriate protections. The vast majority of CBP's portfolio is in good condition without structural issues or deterioration. In a small number of cases, measures have been taken to stabilize historic properties pending decisions regarding rehabilitation or disposal.

ACHP Advisory Guidelines Question 8: *Describe the programs and procedures your agency has established to ensure the protection of historic properties, including compliance with Sections 106, 110, and 111 of NHPA.*

In general, DHS relies on the law and implementing regulations for Section 106 and DHS Directive 017-01, and the EPHP Scorecard to aid in the protection of historic properties. DHS also has an EPHP Committee comprised of natural and cultural resources staff from each DHS Component; monthly Committee meetings and an email distribution list are an important means

of sharing information and best practices among the Federal Preservation Officers and historic preservation specialists in DHS. In recent years, the number of staff with historic preservation expertise at DHS Headquarters and in the Components has increased, thereby improving DHS' ability to address historic preservation considerations in carrying out its various missions, including real property management. With its focus on the homeland security mission, DHS frequently meets its Section 110 responsibilities through Section 106 compliance for individual undertakings. Security issues preclude the use of Section 111 for most DHS Components, with the exception of lighthouses in the USCG.

USCG has established programs and procedures to ensure the protection of historic properties, including compliance with NHPA Sections 106, 110, and 111. The programs include the Coast Guard's NHLPA Program in CG-47. This program coordinates the documentation and disposition of historic lighthouses identified as surplus to USCG needs. The USCG Surface Infrastructure Logistics Center (SILC) includes an Environmental Management Division that provides advice and guidance to Environmental Protection Specialists at the various field units including but not limited to USCG Civil Engineering Units (CEUs) at Providence, Rhode Island, Cleveland, Ohio, Miami, Florida, Oakland, California, Juneau, Alaska, and Honolulu, Hawaii. USCG policies that promote and/or influence the identification and evaluation of historic properties include adherence to compliance with Section 106 and National Environmental Policy Act (NEPA) requirements. In addition, USCG follows DHS Directive 017-01 and COMDTINST M16475.1D which includes policy on Section 106 and Section 110. USCG ensures compliance with Section 111 by its on-going nationwide program for out-leasing historic lighthouses to responsible parties.

As previously discussed, CBP is in the process of issuing an agency-wide Historic Preservation Directive which addresses Sections 106, 110, and 111. The Directive is supplemented by a Handbook which provides specific detail, discussion, and guidance on a wide range of historic preservation issues. In addition, CBP has developed the HPIE discussed above which is an agency-wide plan for complying with Section 110. This plan establishes standards and priorities for CBP's identification and evaluation of historic properties.

Activities at CBP's facilities are managed by their individual offices and are completed in accordance with guidance provided by CBP's Environmental and Energy Division (EED). In addition to providing policy and guidance, EED has oversight of all activities and acts as the lead for all resolution of adverse effects, dispute resolutions, and termination on consultation.

CBP has staffing limitations, but with the assistance of contract support is fully meeting its compliance responsibilities. Projects are required to provide sufficient funding and resources for addressing historic preservation issues. Overall this has not been an issue within the past 3 years, though there is increased concern about historic preservation costs and appropriate level of effort in the current budget climate.

CBP is currently in the process of finalizing two Programmatic Agreements to assist the agency in complying with NHPA. The Programmatic Agreements are for the Southwest Border and the Northern Border on the United States. Each agreement includes the appropriate SHPOs, the U.S. Department of Agriculture (USDA), DOI, GSA, and the ACHP as well as multiple tribal

governments. Additionally the Southwest Border Programmatic Agreement includes the United States Section of the International Boundary and Water Commission (IBWC) and the New Mexico General Land Office. CBP believes these agreements will reduce historic preservation costs, disagreements, and review timeframes while improving planning for and protection of historic properties.

CBP has an on-line training course available to all staff that includes discussions of Section 106 and 110. Classroom training on historic preservation has not been offered in the last three years due to cost and travel restrictions, but new delivery methods and opportunities are being explored to provide training. CBP's Environmental Community of Practice is a monthly meeting of all Environmental staff within the agency and is a forum for discussion and education on a host of topics, including historic preservation. Splinter calls are often held to discuss a topic or issue more in depth. Past historic preservation discussions within this group have included the appropriate use of the "No Potential to Effect" determination, CRIT, program alternatives, issues or concerns raised by preservation stakeholders, and ACHP guidance documents. Planned forthcoming topics include post-disaster reviews.

In August 2014, a new classroom training course on historic preservation debuted for members of CBP's Public Lands Liaison Agent (PLLA) program. The PLLA training places Sections 106 and 110, as well as other preservation laws, into context for CBP uniformed personnel (e.g., U.S. Border Patrol agent). The intent is to improve awareness and understanding of the responsibilities all members of CBP have for ensuring the protection and preservation of historic properties. The training was well received by the Border Patrol sectors and those partner agencies in attendance.

ICE meets Section 106 and Section 110 requirements by completing SHPO consultations as appropriate for individual actions that have the potential to impact historic resources at ICE owned or non-owned facilities and/or locations. An example of ICE's efforts to comprehensively review individual actions is through SHPO consultations conducted for antenna collocations and lease renewals as part of the Tactical Communications (TACCOM) program. ICE Headquarters staff coordinates directly with TACCOM project proponents in the field on a weekly basis to ensure that appropriate levels of NHPA review are completed and potential impacts identified. ICE Headquarters has in-house expertise for preparing SHPO consultation documents,

FEMA OEHP works directly with FEMA facilities managers to ensure that the management and operation of FEMA facilities complies with Sections 106 and 110, including ensuring that appropriate technical expertise is provided for the identification and evaluation, determinations of effect, and resolution of adverse effects, as appropriate. FEMA OEHP's longer term goal is to ensure that FEMA NETC and MWEOC have dedicated staff meeting Secretary of the Interior Professional Qualification standards who can accomplish these responsibilities.

ACHP Advisory Guidelines Question 9: *Describe your agency policies that promote and/or influence the protection of historic properties.*

As previously discussed, all DHS Components are required to follow DHS Directive 017-01 and the EPHP Scorecard, and Components with archaeological activities provide information for the NPS's annual *Secretary of the Interior's Report to Congress on the Federal Archaeology Program*.

USCG policies that promote and/or influence the protection of historic properties include COMDTINST M 16475.1D, as well as DHS Directive 017-01. USCG also utilizes guidance concerning lighthouse maintenance in the form of a handbook created in partnership with the NPS, as well as published policy by the USCG Historian's Office on the care and maintenance of classical Fresnel lenses that are provided on loan for display, or transferred pursuant to NHLPA to nonprofit organizations, museums, and state and local government entities.

As previously discussed, CBP's forthcoming Historic Preservation Directive will promote and/or influence the protection of historic properties. The agency's asset management plan currently treats all properties equally and does not provide any additional provisions for historic properties. However, CBP plans to develop a program for the management and maintenance of its historic properties in the near future.

ACHP Advisory Guidelines Question 10: *Explain how your agency has employed the use of partnerships to assist in the protection of historic properties.*

Partnerships with outside entities have traditionally been difficult for DHS because of security concerns and prohibitions. However, difficult does not mean impossible.

USCG out-leasing of lighthouses fosters partnerships with local governments and private historic preservation entities that protect these historic properties by providing for their rehabilitation and maintenance, and making them available for public visitation. USCG also partners with SHPOs concerning the management of historic properties through consultations pursuant to Section 106 and NRHP nominations pursuant to Section 110. USCG has been successful in fulfilling its role in the NHLPA three-agency partnership which involves GSA, NPS, and USCG.

CBP has not employed partnerships to assist in the preservation of historic properties due to legal restrictions. These restrictions are currently being reviewed by the agency so that partnerships may be more feasible in the future.

FEMA is the co-sponsor of the Heritage Emergency National Task Force (Task Force). The Task Force is a coalition of Federal agencies and national and regional service organizations working together to ensure that cultural institutions and the public receive timely information and assistance during disasters. The Task Force has focused its recent efforts on strengthening the relationships between the cultural heritage community and first responders and emergency managers. In addition to FEMA, NPS, National Archives and Records Administration, and the Smithsonian are actively involved in the Task Force.

ACHP Advisory Guidelines Question 11: *Provide specific examples of major challenges, successes, and/or opportunities your agency has encountered in protecting historic properties over the past three years.*

The most significant challenge in DHS remains associated with its efforts to integrate its historic preservation responsibilities into its homeland security mission areas. Its breadth of missions often results in DHS encountering a wide range of historic property types, such as waterborne vessels, prehistoric archeological sites, and neighborhoods developed after World War II. In addition, many of its activities, where historic properties are implicated, occur on property that is not under Federal control, such as activities that occur along the land borders or in airports, or activities funded or permitted by DHS programs (e.g., USCG bridge administration, FEMA disaster assistance and hazard mitigation programs). Challenges in these situations involve engaging non-Federal parties in the Federal Section 106 process, which may include historic property identification effort. With its own historic properties, challenges typically involve project-specific situations, when operational needs impact historic properties (e.g., a building construction or renovation project to accommodate an increased number of personnel or to improve physical security). These types of challenges typically involve issues with project funding and scheduling that are resolved through project management intervention.

A major challenge USCG faces in protecting historic properties over the past three years has been their deterioration due to the absence of onsite personnel and funding to maintain them. USCG lighthouses are automated and visited by Coast Guard personnel intermittently on a limited basis. Challenges to maintaining these properties are greatly alleviated when they are out-leased to entities that take over responsibility for maintenance. The greatest challenges in this regard relate to USCG lighthouses situated in offshore settings or other remote locations that make them poor candidates for out-leasing.

One of the major challenges CBP is facing in protecting its historic properties is addressing long-term condition issues. Prior to the creation of CBP in 2003, the properties were managed and maintained by multiple Federal agencies. Each one had varying priorities and processes for addressing the protection of historic properties. When these properties were transferred to CBP the agency inherited a wide range of building conditions.

CBP's portfolio does not currently contain any historic properties at immediate risk of collapse or major structural failure. However, many of the oldest buildings have issues arising from decades of deferred or minimal maintenance. The cost of correcting these issues is high and CBP is facing the same budgetary restrictions as other parts of the Federal government, leading to difficult decisions about which properties will be retained.

The condition issues can be multiplied by CBP's operational needs. With a few exceptions, CBP's historic properties are purpose-built facilities. The oldest facilities are often small buildings with little space for modifications or land for additional construction. As operational processes and requirements have changed, the historic properties are not always able to be adapted to CBP's current requirements.

CBP's American Recovery and Reinvestment Act (ARRA) projects concluded in 2013. The ARRA projects included the replacement of a number of historic facilities with new facilities that better met CBP's operational needs. The historic properties were either demolished or made available for purchase via GSA, depending on the location.

CBP continues to explore how to address the challenge of protecting its historic properties. Agents in some locations have expressed a desire to retain their locations in historic properties and CBP is committed to doing so when feasible and fiscally prudent for the agency.

ICE faces challenges whenever necessary modifications are required to the interior or exterior of the Honolulu IRP facility based on mission demands, or as a result of health and safety concerns. ICE consults with the Hawaii HPD at the earliest onset of any proposed project to ensure that impacts to the building's historic nature are minimized. ICE has continued to build and strengthen relationships with the Hawaii HPD to more efficiently review proposed projects.

Successes in protecting historic properties over the past three years include FLETC's program to place signs and establish displays addressing historic properties at the Glyncro campus. Examples of USCG successes in protecting historic properties over the past three years involve completing NRHP nominations and determinations of eligibility for lighthouses slated for entry in the NHLPA program, and the various lease agreements. FEMA is actively looking to engage in more training and cooperation with state agencies to bolster Section 106 compliance

USE OF HISTORIC PROPERTIES

The use of historic properties enhances agency awareness of historic preservation through constant exposure to the needs and importance of historic properties. Maintaining and using historic properties also provides a richer landscape for the public as the progression of type, style, and use of properties can be experienced.

ACHP Advisory Guidelines Question 12: *Explain how your agency has used historic properties.*

USCG has used nearly all of its historic lighthouses as active Federal aids to navigation (ATONs) and continues to do so. Several active lighthouse properties that include keeper dwellings are also used for USCG housing or recreational quarters for USCG personnel. An example of this is Diamond Head Light in Hawaii which is used as the official residence of the Commanding Officer of USCG District 14 and the Hillsboro lighthouse which is just one of several USCG lighthouse properties used as a morale, welfare, and recreation facility for USCG employees. Cutter EAGLE, a 1930s sailing vessel determined eligible for inclusion in the NRHP, is used as a training vessel for Coast Guard Academy cadets and officer candidates. USCG also utilizes a number of buildings that are greater than 50 years in age. These include buildings at the USCG Academy in Connecticut, the Coast Guard Yard in Maryland, and the Telecommunication and Information Systems Command (TISCOM) facility in Virginia.

CBP faces significant challenges it is use of historic properties. The majority of the agency's historic properties were purpose built for the agency prior to 1960. These older properties are substantially smaller in size and with less space for expansion than newer facilities. As the agency mission, law enforcement standards, and methodologies have changed, so has the space requirements and facility layout. CBP's facilities have also become surrounded by urban development further hampering CBP's ability to expand some properties

Because a portion of CBP's assets are located at points of entry to the country, there is limited ability to reuse some historic properties. Relocating some facilities would require the construction of new highways and bridges as well as coordination with Canada or Mexico. In these cases replacement of a historic facility is CBP's only feasible option. In 2013, CBP completed the last of its ARRA projects which replaced out-of-date land ports of entry with new facilities.

CBP is in the beginning stages of developing a program to effectively manage and maintain its historic properties. As part of this effort CBP will seek to address and balance Section 4(a) of EO 13287 with CBP's mission and security needs.

CBP uses historic properties when they meet the agency's mission and need as discussed above. All of CBP's historic properties have an assigned purpose and are in active use. Every effort is made to use the agency's existing historic properties to the maximum extent feasible in accordance with EO 13006. The agency also leases space within historic buildings, primarily Federal buildings, in center cities through GSA.

The agency's response to Office of Management and Budget (OMB) Memorandum M-12-12 Section 3: "Freeze the Footprint" treats all properties equally and does not provide any additional provisions for historic properties.

In conducting its regulation and regulatory review in compliance with EO 13563, CBP identified no program improvements specific to using historic properties.

CBP does not promote heritage tourism partnerships due to security concerns. Nor has the agency developed procedures for supporting local economic development and heritage tourism. However the agency also does not create undue obstacles to the inclusion of its properties in state, tribal, and local tourism programs. CBP has contributed to local and regional heritage tourism efforts in the past via Section 106 mitigation activities.

ICE's Honolulu IRP facility is currently used as a detention unit, processing center, and administrative hub. The complex was originally constructed as a U.S. Immigration Station in World War II.

DHS uses its historic properties either for the original use of the property or through adaptive use. For example, the former St. Joseph's College campus in Emmitsburg, Maryland, once a Catholic school for girls from the early 1800s to the 1970s, is now the home of the NETC.

Security and access constraints severely limit the extent to which NETC and MWEOC can promote the public use of their historic properties, including pursuit of partnership opportunities.

ACHP Advisory Guidelines Question 13: *Explain the overall condition of the historic properties within your agency's control.*

DHS is generally able to maintain most of its historic buildings in good condition because they are currently in use. However, challenges sometimes arise. Maintenance challenges arise with those historic properties located in coastal environments, such as USCG, S&T, ICE, and FLETC

properties. Health and safety hazards can make human occupation of historic properties unsuitable, as is the case with the Plum Island Lighthouse.

The overall condition of the historic properties within USCG control is not officially determined but may be characterized as fair. USCG owns hundreds of historic properties that are in active use. These are maintained to the extent possible within the constraints of limited available resources.

CBP does not have specific conditions assessments for its historic properties. However the overall condition of CBP's portfolio is fair to good. There are no properties in a state of collapse or with structural failure. There are several historic properties in the portfolio in need of varying levels of renovation and construction due to changes in technology and the number of assigned agents since they were constructed. These properties are being maintained while CBP explores its long-term options.

There are a small number of buildings in fair to poor condition which CBP is actively examining its options regarding future use. Of these, only one is a historic property controlled by CBP. That property has been stabilized and a feasibility study is underway. CBP is committed to its reuse by the agency.

ICE is mostly able to maintain its Honolulu IRP facility in moderate condition because it is currently in use. ICE experiences maintenance challenges such as water intrusion into interior walls, vegetative overgrowth, and mold issues due to its location within a tropical climate. Some health and safety issues arise from the constrained ability to quickly make changes to the building to address these concerns. ICE makes every attempt possible to minimize building changes to protect the overall condition of the interior and exterior of the building.

Maintenance challenges arise with historic properties located in coastal environments such as Plum Island. Health and safety hazards can make human occupation of historic properties unsuitable, as is the case with the Plum Island Lighthouse and many Fort Terry buildings and structures.

The execution of a programmatic agreement in 2013 to govern FEMA's Section 106 and 110 responsibilities at NETC was a major advancement. In addition, NETC has implemented multiple operational and building structural projects across its historic campus to improve the installation's sustainability, energy intensity and operational efficiency through an array of energy and water conservation improvements. These improvements, conducted from 2008 to 2013, have transformed the NETC into one of the Nation's most sustainable, technology-driven, and energy efficient campuses. In 2014, NETC was honored to receive the 2013 DHS Sustainable Award for its innovative efforts as well as receiving the award in 2012 for its operations in the fiscal year 2011.

ACHP Advisory Guidelines Question 14: *Describe your agency policies that promote and/or influence the use of its historic properties.*

DHS Directive 017-01 directly influences the use of historic properties in all components of the department. In addition, DHS real property management policies and procedures follow Federal laws, regulations, and the Scorecard.

USCG policy for real property management recognizes the attractive character of historic lighthouses and promotes their use for heritage tourism. This policy encourages the leasing of lighthouses to responsible entities that will improve the physical condition of these aged properties and provide for public visitation.

CBP has no specific policies that promote and/or influence the use of its historic properties, though this is addressed in the forthcoming Directive. The agency's asset management plan treats all properties equally and does not provide any additional provisions for historic properties.

Access to CBP historic properties is limited due to security concerns. Access to secured areas is limited to individuals with a demonstrated need to access the property who have passed a background check.

ICE follows DHS directive 017-01 for the promotion and preservation of historic properties including its Honolulu IRP facility.

FEMA largely uses its historic properties at NETC and MWEOC to house permanent staff as well as for classroom space to accommodate training of emergency management officials and first responder officials.

ACHP Advisory Guidelines Question 15: *Explain how your agency has used Section 111 (16 U.S.C. § 470h-3) of NHPA in the protection of historic properties.*

As previously discussed, the use of Section 111 by DHS Components is usually precluded because of security concerns. Pursuant to NHPA Section 111, USCG issues leasing agreements for historic lighthouses to responsible parties that will assume management duties and undertake their restoration and maintenance, as well as making them available for public visitation.

CBP has not used Section 111 in its management of historic properties. When property assets are no longer needed, disposal is dependent on property ownership. If the property is leased, CBP terminates the lease and returns the property to its owner in accordance with the terms of the lease agreement. If CBP owns the property, then the property is transferred to GSA for reuse by another agency or disposal.

ACHP Advisory Guidelines Question 16: *Explain how your agency has employed the use of partnerships to assist in the use of historic properties.*

Security issues generally prevent the development of partnerships in the use of DHS-owned facilities. However, USCG partners with a number of state and local government entities and private organizations that actively undertake to enhance the preservation of these historic properties.

CBP has not employed partnerships to assist in the use of historic properties due to legal restrictions. These restrictions are currently being reviewed by the agency.

ICE has focused its efforts in building relationships with the Hawaii HPD to streamline project reviews at its Honolulu IRP facility.

ACHP Advisory Guidelines Question 17: *Provide specific examples of major challenges, successes, and/or opportunities your agency has encountered in using historic properties over the past three years.*

One challenge faced by USCG in using historic properties over the past three years has been the amount of time that it takes to transfer them to new owners pursuant to NHLPA. Approximately five years elapses from when a lighthouse is announced as available for eligible entities to apply for free transfer to when its transfer deed is signed. This slows down the NHLPA divestiture process and reducing the USCG inventory of historic lighthouses. On the other hand, historic lighthouse transfers to new owners resulting from public auctions are often completed successfully within three months following an auction's conclusion.

A USCG success in using historic properties over the past three years has been initiation of planning to celebrate the 300th Anniversary of the 1716 establishment of Light Station Boston (Boston Light), the nation's oldest light station. This will coincide with the upcoming 50th Anniversary of the NHPA in 2016.

An opportunity for USCG to use historic properties over the past three years has been the aging of the cutter fleet and shore facility real property assets. This provides for using a number of vessels and buildings that are greater than 50 years in age and thus available to be identified and evaluated for NRHP eligibility.

A major challenge USCG has encountered in using historic properties over the past three years is the reduction of funding available to nonprofit lighthouse preservation groups that lease USCG-owned lighthouses. This effects how much these groups can spend for historic lighthouse preservation.

A major ongoing challenge that CBP has with the use of historic properties is parties attempting to use historic status as a way of limiting CBP activities. In many cases the impacts to historic properties from CBP undertakings are minimal or non-existent, however the historic preservation review process is viewed by project opponents as a convenient and effective avenue to challenge the project; this occurs regardless of whether project opposition actually stems from historic preservation concerns or is related to other aspects of the project. While CBP is able to work through the Section 106 process to achieve the project goals, this challenge frequently leads to substantive delays and increased costs for CBP.

One recently concluded example is the construction of the final segment of the border fence associated with the Pedestrian Fencing 225 (PF 225) initiative launched in 2008, known as Segment K-1B, in El Paso, Texas. K-1B is an approximately 0.63 mile segment of pedestrian

fencing, an associated maintenance road, and approximately 0.05 mile of access roads located adjacent to El Paso's Urban Core.

On April 1, 2008, the Secretary of DHS waived over 30 environmental and other laws and regulations associated with construction of tactical infrastructure, including the border fence, along the Southwest Border. Although the Secretary's waiver meant that CBP no longer had any specific legal obligations under these laws, including NHPA, the Secretary



Segment K-1B Post Grading



committed DHS to responsible stewardship of natural and cultural resources. In support of this commitment, CBP has continued to work in a collaborative manner with local government, State and Federal land managers, and the interested public to identify historic properties and develop appropriate best management practices to avoid or minimize adverse impacts resulting from tactical infrastructure projects.

Though not required due to the waiver, in 2010 CBP conducted a pedestrian cultural resource survey of the entire project corridor supplemented with 39 sub-

surface shovel test pits, identified historic properties, and received State Historic Preservation Office concurrence with its findings. CBP committed to avoiding impacts to the identified properties to the extent feasible, which included avoiding the historic properties and having an archeological monitor on site during all construction activities. CBP also held a robust public engagement effort that included public and resource agency outreach meetings held in El Paso in 2011. Construction did not immediately begin due to objections raised by stakeholders on several topics including the proposed corridor alignment and impacts to historic properties. Following resolution of the corridor alignment issue with stakeholders, the project was approved for construction in 2013.



Artifact Recovered During Construction at K-1B

Members of the public living adjacent to the project corridor, local preservation groups, and NPS staff associated with the Historic Trails Program took final steps in 2013 to prevent the construction, including contacting the SHPO, ACHP, and member of Congress about the project. SHPO and ACHP declined to comment due to the waiver, but members of Congress

requested information from CBP on the results of previously completed cultural surveys and also requested that CBP consider cancellation of the project. CBP had to take additional steps to address the concerns, including explaining the Section 106 process, and further delayed the project. During construction beginning in December of 2013 CBP environmental staff and archeological monitors were on site. There were no impacts to known historic properties and no new properties were identified. Construction was successfully completed in June of 2014.

ICE has experienced maintenance and water intrusion issues, resulting in health and safety issues associated with mold growth in its Honolulu IRP facility.

ACHP Advisory Guidelines Question 18: *Describe your agency's sustainability goals and climate change adaptation planning and how stewardship of historic properties is being addressed.*

The DHS Strategic Sustainability Performance Plan signed June 23, 2014, Chapter 2, captures requirements for sustainable buildings as a broad strategy and references suitable sources. One of the many sources referenced are the Council on Environmental Quality Sustainable Locations for Federal Facilities. Under this guidance, DHS places emphasis on examining the potential reuse of historic buildings and locating appropriate new buildings in historic districts. This reuse makes the most efficient use of already constructed buildings, supports preservation of historically significant structures and promotes local economic development.

DHS's Climate Change Adaptation Plan and Strategic Performance Plan outline broad strategies for addressing climate change preparedness and resilience. Under these plans, DHS will strive to design and construct new or modify/manage existing agency facilities and/or infrastructure to account for the potential impacts of projected climate change. This includes historic properties. In order to determine exposure of DHS facilities to the impacts of climate change, the Department will begin by developing a methodology to assess which properties are susceptible to flood risk. The Management Directorate's Office of the Chief Readiness Support Officer will coordinate with FEMA to obtain Geographic Information Systems floodplain information on special flood hazard zones (1%), determine which properties are in the floodplain, and identify facility-related flood potential risks and impacts.

Typical design and construction projects rely on the U.S. Green Building Council Leadership in Energy and Environmental Design or other equivalent systems as a tool to ensure historic preservation and sustainability goals are included in the project planning phase.

DHS has teamed with GSA to consolidate its headquarters in the National Capital Region (NCR) at the St. Elizabeths West Campus in the Anacostia neighborhood of southeast Washington, DC. The St. Elizabeths West Campus is considered a National Historic Landmark District. GSA initiated the process to evaluate the effects of the proposed redevelopment of St. Elizabeths on the historic structures and landscape features as well as on potential archaeological resources. A Programmatic Agreement was executed on December 9, 2008, that sets forth stipulations to take into account and avoid, minimize and mitigate the effects of redevelopment activities on the St. Elizabeths Historic District as well as set a process framework for future consultations for specific redevelopment activities.

USCG sustainability goals in accordance with EO 13514 are formulated in accordance with DHS policy and guidance. The effect of EO 13514 on USCG stewardship of historic properties includes installing modern light-emitting diode (LED) beacons in automated historic lighthouses when the replacement of less energy-efficient beacons becomes necessary.

CBP has prepared a Strategic Sustainability Performance Plan in accordance with EO 13514. The plan generally discusses historic properties, but does not provide specifics. CBP plans to create specific guidance on sustainability and rehabilitation of existing properties that has an increased focus on dealing with historic properties. The agency also plans to incorporate sustainability items into management and maintenance plans for its historic properties.

ICE follows EO 13514 to ensure the use of best practices and technology in rehabilitation of its historic properties, namely the Honolulu IRP complex.

As a component agency of DHS, FEMA complies with DHS Management Directive 025-01, which stipulates which requirements and to what degree FEMA complies with EO 13514. FEMA submits an annual Operational Sustainability Performance Plan (OSPP) to DHS. While FEMA's OSPP does not currently address historic properties, FEMA's Chief Administrative Officer and OEHP together are exploring how environmental planning and historic preservation considerations might be integrated into the formulation and development process of the FY15 OSPP.

The FEMA energy program has developed a five year implementation plan aimed at achieving the goals of the 2013 Presidential Memorandum which will be incorporated in the FY15 OSPP.

CONCLUSION

DHS, created from 22 other Federal agencies and departments, has made great strides in establishing a historic preservation program that includes a centralized function at DHS headquarters and Component-centric historic preservation programs where appropriate. The creation of a centralized program in conjunction with Component programs has resulted in a more consistent approach to historic preservation throughout the Department while still recognizing the individuality of the Components' missions and the variety of historic properties within their respective real property inventories. DHS Components vary greatly in size and mission, and therefore the current construct allows each to meet the same Departmental requirements for historic preservation while maintaining a certain level of autonomy consistent with individual Component needs and capabilities. For example, unique conditions in USCG allow it to benefit from leasing its lighthouses; however security requirements in other components, such as S&T, normally preclude the leasing of lighthouses. DHS is a prime example of "one size does not fit all" in terms of historic preservation.

DHS looks forward to implementing new initiatives and continuing to enhance its existing programs to identify, protect, and use historic properties. DHS is constantly moving forward to meet its mission and stewardship requirements, learning from the challenges and successes of its many Components.