

106

SUCCESS STORY

Tennessee Valley Authority Builds Coalition to Protect Indian Images Marshall County, Alabama



“Having the opportunity to engage in face-to-face consultation on this project was very valuable, because it gave us the chance to talk through the impacts, and to have an open dialogue about how we should best manage such a significant site.”

— ERIN PRITCHARD
Senior Archaeological Specialist,
Tennessee Valley Authority

THE STORY

Indian tribes have occupied Marshall County, Alabama, for millennia, and for 600 of those years, a pair of bluffs overlooking the Tennessee River have provided a glimpse into their history. Although visible for ages, etched and painted images on the “Painted Bluff,” as the site has come to be known, were first documented in the 1823 book *The Natural and Aboriginal History of Tennessee*.

The movement of settlers into the area during the 19th century resulted in displacement of the original inhabitants. As a consequence, many of the tribes that originally occupied this area have moved further south and west, but their ancestral, cultural, and spiritual ties to the traditional cultural and sacred places in this area remain strong.

As the centuries wore on, impacts from man and nature alike took their toll on the sacred images. The effects of modern-day graffiti on the more than 80 animal effigies, ovals, circles, and other abstract symbols were documented in the 1950s.

Half a century later, in 2004, a team of archaeologists from the University of Tennessee noted that, in addition to damage from vandalism and rock climbing at Painted Bluff, humidity and erosion were causing pictographs at the National Register of Historic Places-eligible site to chip and flake.

THE PROJECT

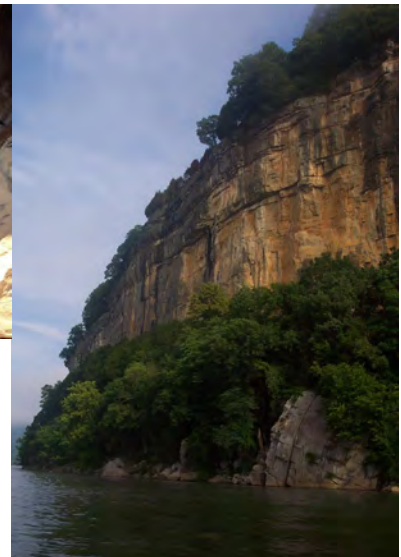
Painted Bluff overlooks Tennessee Valley Authority (TVA) land at TVA’s Wheeler Reservoir. The agency worked with the Alabama Historical Commission to have the site named to its 2013 “Places in Peril” list, highlighting the state’s most endangered landmarks.

The following year, TVA hired consultants to study the damage to the site. They recommended a multi-faceted approach to address the problem, including removal and camouflaging of the existing graffiti, along with public outreach and volunteer involvement.

Photos: Above, dancing human image (photo courtesy TVA); Right, Painted Bluff from a distance (photo by Alan Cressler); LaDonna Brown, tribal anthropologist for the Chickasaw Nation, visiting Painted Bluff (photo courtesy TVA).



Photos: Painted Rock graffiti; volunteer Camille Bowman works on graffiti removal at the site; a view from the river (photos courtesy TVA)



THE 106 PROCESS

TVA was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects on those properties of the projects they carry out, fund, or permit. Federal agencies also are required to consult with parties that have an interest in the fate of historic properties when adverse effects are likely to ensue.

With the removal and camouflage plan in hand, TVA initiated a Section 106 review with the State Historic Preservation Officer (SHPO) and 15 federally recognized tribes that have ties to Painted Bluff as part of a broader commitment to protect and provide stewardship for these important places. The tribes recommended that images impacted through natural weathering be left alone, and that the focus of any remediation work should be on human impacts to the site—in particular, those caused by rock climbing.

In 2014, TVA worked with the consultants and community volunteers from northern Alabama and University of Alabama students to catalog, remove, and disguise the damage at Painted Bluff. Graffiti 50 years or older was left in place pending further research, while disturbances less than 50 years old were removed or camouflaged. Ultimately, graffiti was remediated at more than 120 different surfaces.

Next, TVA collaborated with the Southeastern Climbers Coalition to close climbing routes located along the bluff, and to install signs alerting climbers of the closures. Finally, TVA used Painted Bluff as a proving ground for an archaeological site monitoring program called “A Thousand Eyes.” Volunteers went through the program training course, and then recorded data on the site that was submitted to TVA. The agency continues to work with the historical commission and student volunteers to protect and monitor the site.

THE SUCCESS

Federal agencies sometimes struggle to fully address impacts to traditional cultural properties and sacred sites as part of Section 106 consultations. In the case of Painted Bluff, TVA, the tribes, and university and volunteer groups created an exemplary model of how to work together to protect historic properties. Through the Section 106 review, significant cultural symbols in the tribes’ ancestral homelands were preserved against further damage for enjoyment by future generations.

Consulting Parties:

Tennessee Valley Authority
 Alabama Historical Commission
 Cherokee Nation
 Eastern Band of Cherokee Indians
 United Keetoowah Band of Cherokee Indians in Oklahoma
 Muscogee (Creek) Nation of Oklahoma
 Alabama-Coushatta Tribe of Texas
 Alabama-Quassarte Tribal Town
 Kialegee Tribal Town
 Thlopthlocco Tribal Town
 Poarch Band of Creek Indians
 Seminole Nation of Oklahoma
 Seminole Tribe of Florida
 Absentee Shawnee Tribe of Oklahoma
 Eastern Shawnee Tribe of Oklahoma
 Shawnee Tribe of Oklahoma
 Chickasaw Nation
 University of Tennessee
 University of Alabama
 Southeastern Climbers Coalition
 Stratum Unlimited LLC

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

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106 SUCCESS STORY

Public-Private Partnership Preserves Cold War Missile Site for the Future

Anchorage, Alaska



“The success at Nike Site Summit was the result of a long-term, persistent effort by the community working with the military through the Section 106 process to create a continuing partnership and stewardship plan for these important historic resources.”

— JUDITH BITTNER
Alaska State Historic
Preservation Officer



THE STORY

After World War II, the risk of nuclear war with the Soviet Union loomed. In response, the United States developed an advanced air defense system to protect against a strategic bomber attack. Nike Hercules was a nationwide, ground-based anti-aircraft missile system that would deploy nuclear warheads over longer ranges and reach higher altitudes. The resulting nuclear blast and radiation would destroy fleets of attacking bombers. Located at an elevation of 4,000 feet on top of Mount Gordon Lyon above Anchorage, Alaska, Nike Site Summit, a former U.S. Army Nike Hercules missile installation, is the most intact example of American military defense against potential airborne nuclear attacks. The installation was one of 145 Nike Hercules missile sites across the U.S. constructed from 1957 to 1960, and Site Summit was one of the very few Nike sites to conduct actual test firing of missiles. It was one of the last Nike missile sites to close in 1979 and subsequently was abandoned for several years until interest in its preservation grew following the end of the Cold War. It was listed on the National Register of Historic Places in 1996 as a historic district of national-level significance.

THE PROJECT

In response to deteriorating buildings and increasing trespassing and vandalism, in 2007 the Army proposed a management plan that would have demolished almost half of the site. The demolition would have greatly diminished the ability to use Nike Site Summit to interpret a historic working missile battery of the Cold War era.

THE 106 PROCESS

The Army, the federal agency carrying out this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue.

Photos: Above, acquisition radar tower and enlisted men barracks with radar attached (photo from Survey HAER AK-18-A, courtesy Library of Congress); Right, Nike Hercules missile (U.S. Army photo); Nike firing (photo courtesy Alaska SHPO)

CONTINUED >>>



Photos: Above, Nike Site Summit (U.S. Air Force photo/Senior Airman Laura Turner); Top right, missile launch and storage facilities (photo courtesy NPS); Bottom right, interior of missile launch and storage building with missile transport carriage (photo from Survey HAER AK-18-C, courtesy Library of Congress)

Recognizing the historic importance of this site, the Army consulted with the Alaska State Historic Preservation Officer (SHPO), the National Park Service (NPS), the Native Village of Eklutna, the Friends of Nike Site Summit (FONSS), the National Trust for Historic Preservation, the Nike Historical Society, the Alaska Association for Historic Preservation (AAHP), and the Advisory Council on Historic Preservation, to modify its proposed management plan. During the Section 106 consultation in 2008, the Army sought the technical assistance of the NPS to better understand the potential effects of its management options on the historically significant characteristics of the site. The NPS' resulting report helped inform the Section 106 review. The consultation process resulted in a Programmatic Agreement in which the Army developed a plan to stabilize certain buildings and structures, scheduled demolition for a limited number of buildings and structures, and delayed demolition of other buildings and structures in order to provide consulting parties reasonable time to plan and seek outside funds for their stabilization and/or rehabilitation.

THE SUCCESS

Working under the partnership arrangement established in the Section 106 agreement, the current property owner, Joint Base Elmendorf-Richardson, Alaska (JBER), the SHPO, FONSS, NPS, and AAHP are collaborating to preserve the site. FONSS, with support from JBER, NPS, SHPO, and AAHP began work in 2010 to stabilize and restore parts of the site. FONSS successfully raised funds and coordinated significant volunteer efforts for on-site stabilization work, hazardous material abatement, and building repair. JBER continues to stabilize buildings at the site, clean up and improve site safety, and secure the site from trespassers. JBER and FONSS work together to conduct guided public tours of the site, still an active military training area, to enable thousands of visitors to see and learn about Nike Site Summit. The parties agreed to complete interpretative off-site materials, such as a Historic American Landscape Survey and an educational program with a teacher toolkit to outline the history of the Cold War in Alaska with an emphasis on the Nike missile program. Through the Section 106 process, the Army and Air Force found partners to preserve a significant and unique historic resource from the recent past and tell its story for future generations.

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Consulting Parties:

U.S. Army
 Alaska State Historic Preservation Officer
 National Park Service
 ACHP
 Native Village of Eklutna
 Municipality of Anchorage
 National Trust for Historic Preservation
 Friends of the Nike Site Summit
 Nike Historical Society
 Cold War Historical Museum
 American Society of Landscape Architects
 Anchorage Ski Club, Inc.
 Cook Inlet Historical Society
 Alaska Association for Historic Preservation

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

Discoveries Open Insights Into Early History, Strengthen Tribal Relationships

Prince of Wales Island, Alaska



“Though it is hidden and almost forgotten in the complex web of communications that led to project successes, Section 106 consultation was the foundation without which later discoveries would not have been made or relationships formed.”

— TERRY FIFIELD

Former Forest Service Archaeologist and Tribal Liaison for Prince of Wales Island



THE STORY

Within the Tongass National Forest at the northern tip of Prince of Wales Island, a kilometer from the coast, sits the small entrance to a cave hidden by dense vegetation. Formed from the chemical reaction between percolating groundwater and surrounding limestone bedrock, On Your Knees Cave (OYKC) consists of two narrow passageways and contains significant fossils dating back more than 50,000 years. Discovered in 1992 and originally named for the way one enters the cave, OYKC eventually yielded one of the most significant archaeological discoveries of the last 20 years.

THE PROJECT

The Tongass National Forest, as part of US Forest Service (USFS) management efforts, proposed timber sales and harvesting within the forest, including access roads to support logging efforts. In 1992 and 1993, USFS conducted a vulnerability survey and assessment for sinkholes and caves as part of the environmental planning for timber sale. These efforts led to the identification of the cave and determination of its significance.

THE 106 PROCESS

USFS, the federal agency carrying out these projects, was responsible for conducting the Section 106 review process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur.

Consultation with the Alaska State Historic Preservation Officer (SHPO) and other consulting parties on the proposed logging and timber sale (the initial project affecting the cave) was resolved in 1994 by USFS with specific modifications to the proposed harvest and road plan to avoid effects to historic properties. These avoidance steps were not specific to OYKC, which was not identified as a historic property at the time because it had been found only to contain paleontological resources. Having completed its Section 106 requirements, USFS moved forward with the timber sale. In July 1996, OYKC became the center of intense academic and tribal interest when human remains and cultural artifacts were discovered within the complex of underground passages.

CONTINUED >>>

Photos: Above, archaeologist at work at second cave entrance called Ed's Dilemma; Right, On Your Knees Cave opening; sketch and photo of biface tool found in cave (photos courtesy USFS). Second page: Left, archaeological staff exiting cave entrance; Right, award poster presented to partners in 2008 (photos courtesy USFS); Shuká Kaa's Burial Box (photo by Terry Fifield, box design by Jonathan Rowan Jr., cedar liner by Debbie Head)



Following discovery, USFS initiated consultation with the tribal governments under the Native American Graves Protection and Repatriation Act (NAGPRA), which stipulates a process for federal agencies to return Native American cultural items—human remains, funerary objects, sacred objects, or objects of cultural patrimony. USFS initiated consultation under NAGPRA with the tribal governments of Klawock and Craig concerning the status of the remains. Additionally, USFS recognized the site as eligible for the National Register of Historic Places and undertook further Section 106 consultation on activities that could affect the site, resulting in the development of a Memorandum of Agreement guiding all further cave consultation. This facilitated a collaborative environment surrounding the research affecting the cave and aided in USFS's consultation efforts under NAGPRA for the eventual return and reburial of the discovered remains.

THE SUCCESS

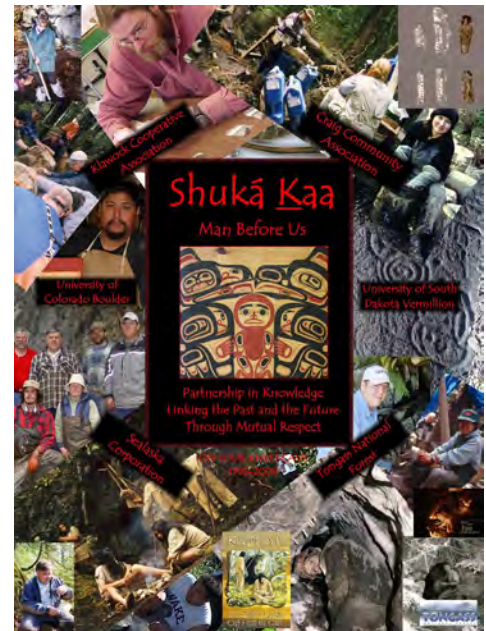
Over 12 years of investigations and consultation, the Alaskan tribal communities were closely involved in decision making with scientists sharing information with the communities. Due to this successful cooperation, tribal members supported field investigations and analysis, including DNA and isotope analysis—dating the remains back 10,300 years and providing remarkable insights into some of the earliest human activities on the northwest coast. In 2007, the tribes and USFS arranged for the transfer of the remains, eventually named Shuká Káa by a council of elders, for reburial. In 2008, the remains were reburied in the Tlingit homeland where the life of Shuká Káa was celebrated by tribes with their federal, state, and academic partners. Recently, USFS has also moved to referring to the cave as Shuká Káa instead of On Your Knees Cave.

The excavation activities and examination of human remains from Shuká Káa were only possible through open partnership among USFS and consulting parties, Alaska Native communities, and scientists forged through the Section 106 and NAGPRA processes. The efforts surrounding the site changed the understanding of the earliest prehistory of the northwest coast while also fostering an atmosphere of improved trust, strengthening relationships between the Tongass National Forest and tribes.

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Consulting Parties:

Tongass National Forest
Alaska State Historic Preservation Officer
Klawock Cooperative Association
Craig Tribal Association
Organized Village of Kake
Sealaska Heritage Institute

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Preserving America's Heritage

106 SUCCESS STORY

NPS and Tribes Collaborate to Protect Heritage, Boost Economy

Arizona



“We share Desert View as a symbol to bond the peoples of yesterday, today, and tomorrow. The Watchtower serves as a connection to embrace the heartbeats of our peoples and visitors far and wide with the heartbeat of the canyon ... We are still here.”

—MISSION STATEMENT
Grand Canyon National Park
Inter-tribal Advisory Council

THE STORY

Long recognized as a natural wonder of the world, Arizona's Grand Canyon is 277 miles long, 18 miles at widest point, and one mile deep. Native Americans have inhabited the Grand Canyon and its environs for at least 12,000 years, and 11 tribes continue traditional association today. In the late 1800s, a rail line was built to export copper from mines near the canyon but was sold under foreclosure to the Atchison, Topeka and Santa Fe Railway (Santa Fe). In 1901, the Santa Fe extended the line to the South Rim and initiated passenger service in order to develop tourism at the Grand Canyon.

The Santa Fe engaged the Fred Harvey Company to build and operate its tourism facilities at the Grand Canyon. In 1901, Mary Colter joined the company and became its chief architect and designer. During her 30-year-career with Fred Harvey, she drew inspiration from southwestern landscapes, and her designs were influenced by the architecture of the ancestral Puebloan people of the Colorado Plateau. Colter designed several buildings for Fred Harvey at the Grand Canyon's South Rim: Hopi House (1905), Hermit's Rest (1914), Lookout Studio (1914), and Desert View Watchtower (1932).

Colter patterned the Desert View Watchtower after several structures at Hovenweep and Mesa Verde's Round Tower. The 70-foot-tall rock tower with a hidden steel structure was completed in 1932. Its internal steel framework was designed and supervised by Santa Fe bridge builders. Colter supervised the exterior and designed features to give the appearance of antiquity such as aesthetic cracks. The first gallery artwork by renowned Hopi artist Fred Kabotie from Second Mesa on the Hopi Reservation represents the physical and spiritual origins of Hopi life.

President Teddy Roosevelt designated the Grand Canyon a National Monument in 1908, and in 1919 Congress designated it a National Park. UNESCO inscribed it in the World Heritage List in 1979. In 1987, the four Colter buildings were designated a National Historic Landmark.

THE PROJECT

For more than 80 years the Watchtower was managed by the Fred Harvey Company (or successors), and years of deferred maintenance affected the structure's exterior mortar

Photos: Above, snorkel lifts position masons during 2010 repointing of Desert View Watchtower; Right, conservator works on designs etched into the parapet of level 4 of the Watchtower. Colorful ceiling mural overhead. (NPS/M. Quinn); side view of entire Watchtower Kiva Room during roof renovation. A wooden framework extends several feet above the top of the roof to create a crawl space for workers. (NPS)

CONTINUED >>>



Photos: From left, a conservator works on details of a Kabotie mural low on the wall (NPS/Mary Sullivan); a view from the Kiva Room roof next to the fireplace chimney, Reflectoscope on the left, and view of the Grand Canyon. (NPS)

joints and caused interior plaster instability. In 2014, the National Park Service (NPS) removed the Watchtower from the concessions contract prospectus, with the goal of restoring the Watchtower and the Desert View area. Shortly after assuming management, NPS assembled a team to assess the damage and oversee restoration.

THE 106 PROCESS

NPS was responsible for complying with Section 106 of the National Historic Preservation Act (NHPA), which requires federal agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur.

In investigating the building envelope, NPS determined moisture had followed steel girders and mortar in the aesthetic cracks had failed. Likewise, Kabotie's artwork needed serious conservation. Recognizing that the restoration work required Section 106 review, NPS staff consulted with the Arizona State Historic Preservation Officer and the traditionally associated tribes to assess possible pilot treatments, including cleaning the surfaces, consolidating plasters, and overpainting the graffiti. The consultation led the NPS to determine that the selected treatments would not adversely affect the historic property, and work commenced. Along with a dedicated group of consultants, Kabotie's grandson, Ed Kabotie, worked on the project.

THE SUCCESS

The restoration of the Watchtower has adhered to the highest professional standards and has also become a catalyst for redevelopment of the larger Desert View compound into an inter-tribal cultural heritage site. NPS plans to make this one of the first projects to utilize the federal Native American Tourism and Improving Visitor Experience (NATIVE) Act by leveraging the popularity of the Grand Canyon to introduce some of the 6 million annual visitors to Indian Country. Experiencing Desert View will provide an exemplary opportunity for visitors to get closer to Native American heritage. In addition to federal funds, the project has generated millions of dollars in support from non-profit organizations. The Grand Canyon Conservancy, ArtPlace America, American Express Foundation, and the American Indian-Alaska Native Tourism Association are among the largest donors. As NPS and its partners complete the project, the approach they have chosen at the Desert View Watchtower is envisioned to be a national model for NPS and tribal communities collaborating to use tourism to increase sustainable economic development in tribal communities.

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Preserving America's Heritage

106 SUCCESS STORY

Consultation Provides Model for Future Native American Sacred Site Preservation Mississippi County, Arkansas



“The Sherman Mound is a sacred place to the Quapaw Nation. When we visited the site we were amazed by the powerful feeling there and we prayed for this place and our ancestors, and we thanked the Creator for allowing us to be there. Although the mound was damaged, the Arkansas SHPO, FCC, ACHP, and Quapaw Nation worked with BNSF to mitigate this damage. Through this we learned so much more about the site, and we have made great progress in learning how to better preserve this sacred place, and this situation has come to be a model for handling damage that has happened to other sites in Arkansas.”

—HON. JOHN BERREY
Chairman, Quapaw Nation of Oklahoma

THE STORY

The Sherman Mound and Village Site is part of the Mississippian Native American mound building culture that flourished across what is now the inland Eastern, Southeastern, and Midwestern United States from approximately 800 CE to 1500 CE. The Sherman Mound, which is the most prominent element of the site, is considered to be one of the best-preserved Middle Mississippian period earthworks in northeastern Arkansas and possesses religious and cultural significance to the Quapaw Nation of Oklahoma. The site has witnessed a lengthy, but sporadic, history of archaeological investigations beginning in the late 19th century, but much of the past work at the site has been largely superficial. Recent investigations revealed the Sherman Mound and Village was protected by a palisade wall enclosing 44 acres with at least two additional mounds and 59 possible structures. Information gleaned from two features on the southwestern flank of the Sherman Mound revealed a wealth of knowledge regarding subsistence patterns. The site was occupied at two different times, 1300 CE and 1650 CE.

The Sherman Mound and Village Site was acknowledged as eligible for the National Register of Historic Places as early as 2007 and was formally determined eligible in 2016 as a result of the investigations. It was listed in the National Register in 2018.

THE PROJECT

In 1899, the Deckerville, Osceola, & Northern Railroad was built along the western flank of the Sherman Mound and is now owned by the Burlington Northern Santa Fe (BNSF) Railway. In 2008, Congress passed legislation requiring railroads to install Positive Train Control (PTC), a communications system designed to prevent accidents. The installations involve telecommunications poles and associated equipment along railroad rights-of-way and are being installed by all railroad companies throughout the United States.

Photos: Above, representative of PTC equipment along a railroad (courtesy BNSF); Right, Sherman Mound (courtesy Quapaw Nation of Oklahoma)

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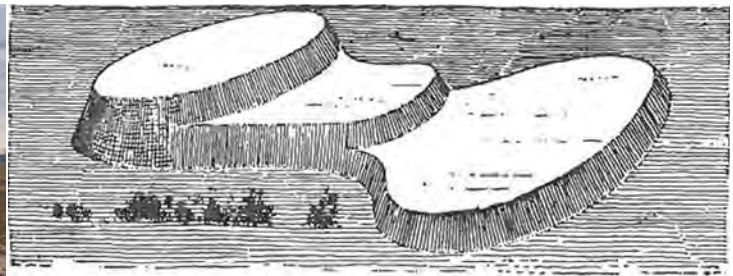


FIG. 132.—The Sherman mound, Mississippi county, Arkansas.

Photos: From left, a natural stone barrier runs along the edge of the intact mound to protect it from work related to the adjacent railroad; 1881 illustration of the mound (courtesy Quapaw Nation of Oklahoma)

In early 2016, BNSF installed PTC along the line that runs through the Sherman Mound and Village Site. The Federal Communications Commission (FCC), the lead agency for this undertaking, determined that the PTC deployment had an adverse effect on the site, and the Arkansas State Historic Preservation Officer (SHPO) concurred that the Sherman Mound was adversely affected from a contractor parking heavy equipment on top of the mound and the excavation of a trench for a PTC tower.

THE 106 PROCESS

FCC was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects on those properties of the projects they carry out, fund, or permit. Federal agencies also are required to consult with parties that have an interest in historic properties when adverse effects are likely to occur. FCC consulted with the SHPO, BNSF, and the Quapaw Nation of Oklahoma to address the preservation issues.

Recognizing the ongoing nature of technological changes and regular maintenance of a major railroad line, the Section 106 process focused on minimizing impacts to the historic properties and providing a tailored, creative, and collaborative approach to mitigation, which was codified in a Memorandum of Agreement (MOA). The MOA also included stipulations for protections from adverse effects resulting from future undertakings. This included the development of a subsequent Programmatic Agreement (PA) establishing provisions and protections required for any future construction, installation, or other ground disturbance work by BNSF proposed in the defined Sherman Site. A physical barrier was also installed to separate selected sections of the Sherman Site from rail activities such as routine maintenance. Intended to be unobtrusive, this barrier consists of natural boulders. The final stipulation of the MOA required the Sherman Mound and Village Site to be officially nominated to the National Register.

THE SUCCESS

Although the impacts to Sherman Mound were unfortunate, initiation of the Section 106 process launched a proactive and consistent dialogue that led the consulting parties to approve a set of wide-ranging mitigation measures. The consulting parties successfully worked through the Section 106 process in a manner that not only mitigated the adverse effects from the current undertaking and greatly improved knowledge of the site but also provided for protection from future adverse effects.

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Consulting Parties:

Federal Communications
Commission

Arkansas State Historic
Preservation Officer

Burlington Northern Santa Fe
Railway

Quapaw Nation of Oklahoma

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to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

Reinvestment Yields State-of-the-Art Rehabilitation of Landmark Building

San Francisco, California



“This is one of San Francisco’s most cherished buildings. The MOA resulted in an exemplary model for modernizing office facilities for GSA to meet current needs, provide an open and stimulating working environment, while maintaining important historic features both inside and on the building’s exterior. A unique element of the planning process was that GSA made use of the California Historic Building Code, a state document, to meet code-related building standards.”

—MILFORD WAYNE DONALDSON,
FAIA
Former California SHPO



THE STORY

In spring 1945, the United Nations Conference on International Organization took place in San Francisco, within the commanding collection of government buildings and cultural institutions that formed its City Beautiful movement-inspired civic center. The momentous gathering of 850 delegates from 50 nations culminated in the execution of the Charter of the United Nations.

Among the masterpieces that defined this area was the Second Renaissance Revival federal building designed by Arthur Brown Jr., and built in 1934-36 as offices for the Department of the Navy. By 1978, the building was controlled by the General Services Administration (GSA), renamed 50 United Nations Plaza in recognition of the historic events that took place decades earlier, and listed in the National Register of Historic Places as contributing to the surrounding historic district. In 1987, it was designated a contributing structure to the San Francisco Civic Center National Historic Landmark District.

THE PROJECT

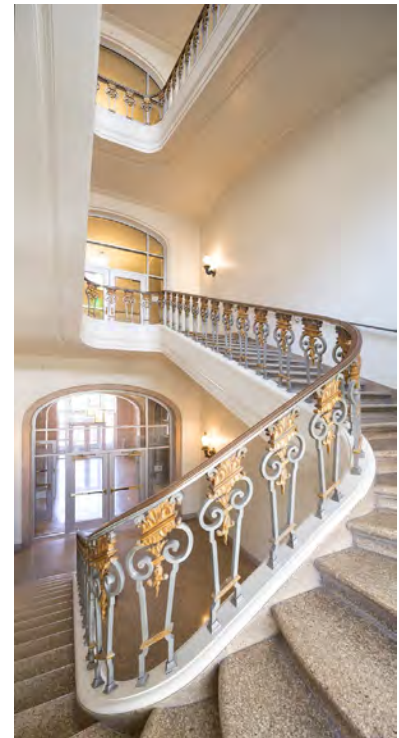
After the Loma Prieta Earthquake in 1989, GSA determined costly capital improvements were necessary to bring the building into compliance with building safety and seismic codes. In 2007, GSA considered disposal or a long-term ground lease for the building, but negotiations were unsuccessful. In 2008, GSA commissioned a special program development study, which demonstrated the historic property could be modernized and reused for GSA’s Pacific Rim Regional Office headquarters. Shortly after passage of the American Recovery and Reinvestment Act in 2009, GSA’s “shovel ready” rehabilitation and reuse project was allocated necessary funding, and project planning began in earnest.

THE 106 PROCESS

GSA was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires federal agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have

Photos: Above, Cliff Garten Studio. *Ribbons*. 2013. 50 United Nations Plaza Courtyard; Right, San Francisco Civic Center with United Nations Plaza in center; rehabilitated lobby (photos by Blake Marvin—HKS, Inc.)

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Photos: Above, southeast entrance; Right, rehabilitated stairway (photos by Blake Marvin-HKS, Inc.)

an interest in the fate of the property when adverse effects may ensue. By December 2009, consultation among GSA, the California State Historic Preservation Officer (SHPO), the Advisory Council on Historic Preservation (ACHP), and the National Park Service resulted in a Memorandum of Agreement (MOA) that addressed GSA's rehabilitation plans; seismic and accessibility upgrades; hazardous materials abatement; and installation of new mechanical, electrical, heating, and plumbing systems.

Following the design review process outlined in the MOA, the parties negotiated project details to minimize removal of character-defining corridor walls to accommodate modern work space needs. In addition, a discreet structural reinforcement system was planned. Finally, the building's existing historic climate-control systems, including operable windows, transoms, doors, and retrofitted steam radiators, became part of a cutting-edge passive ventilation system. The original wood window frames and sashes were restored, while new energy efficient glass was inserted to reduce solar heat gain. Ultimately, the system, paired with photo-voltaic rooftop units, allowed GSA to omit central air conditioning. The historic central courtyard, with a redesigned garden area, provides fresh air and daylight throughout interior spaces.

THE SUCCESS

The design review process outlined in the MOA yielded a project that reused the legacy building for its historic purpose and substantially preserved its features, materials, and finishes. Approximately 98 percent of the existing walls, floors, and roof structure were reused. More than 600 original oak doors were restored, historic hanging corridor lamps were rewired, and original tile floors were refreshed. Lobbies, stairwells, and an office suite once occupied by Admiral Chester W. Nimitz were carefully preserved.

Completed in 2013, GSA's rehabilitation retained a significant building in the federal inventory and achieved comprehensive systems and energy efficiency upgrades, an innovative workplace design, and a Leadership in Energy and Environmental Design Platinum rating.

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Consulting Parties:

General Services
Administration

ACHP

California State Historic
Preservation Officer

National Park Service

National Trust for Historic
Preservation

San Francisco Landmarks
Preservation Board

California Preservation
Foundation

San Francisco Architectural
Heritage

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Preserving America's Heritage

106 SUCCESS STORY

Agency Cost-Share with SHPO Improves Efficiencies and Outcomes California

“Faced with a huge amount of submittals for review under ARRA, and limited amount of staff, the SHPO suggested that perhaps our partners would be willing to help. As the supervisor for the Federal Review and Compliance unit, I reached out to several of our partners to provide funding opportunities for limited-term staffing to assist the Office of Historic Preservation with the ARRA reviews, so projects could remain on schedule and cultural resources would receive their due diligence under the National Historic Preservation Act.”

— SUSAN K. STRATTON, PH.D.
former supervisor, California State
Historic Preservation Office



THE STORY

The Great Recession began in December 2007 and ended in June 2009, making it the longest recession since World War II. During that period, the net worth of US households and nonprofit organizations fell from a peak of \$69 trillion to \$55 trillion. In response to the economic disaster, the 111th Congress enacted a job and economic stimulus bill, the American Recovery and Reinvestment Act (ARRA), in February 2009. ARRA was intended to help states and the national government restart economies and stimulate employment. Infrastructure investment was recognized as one of the best ways to create and sustain jobs, stimulate economic development, and leave a legacy to support the financial well-being of future generations. The urgency of the national situation tasked state departments of transportation and other stakeholders to quickly identify “shovel ready” infrastructure projects.

THE PROJECT

California received \$8.1 billion in ARRA funds out of the \$105.3 billion for infrastructure projects nationally. The funds were allocated to programs such as transportation, communication, waste water, and sewer infrastructure improvements. It also supported energy efficiency upgrades in private and federal buildings. Nationally, ARRA provided \$48 billion for transportation, and California received approximately \$2.57 billion for highways, local streets, and roads; freight and passenger rail; port infrastructure projects; and \$1.07 billion for transit projects.

Beyond transportation projects, other California infrastructure projects were proposed by the US Forest Service (FS), Pacific Gas & Electric, Southern California Edison, and California Broadband Cooperative. This sudden availability of funding for large projects threatened to overwhelm the ability of the California State Historic Preservation Officer (SHPO) to efficiently conduct federally required reviews without slowing progress on the ARRA projects. What was needed was a program that allowed federal and state agencies to expedite historic preservation reviews, thereby, enabling agencies to obligate the funds.

Photos: Above, ARRA funding sign; Right, bore work on Highway 395 near Mammoth Lakes (photo courtesy California Broadband Cooperative); ARRA road sign



THE 106 PROCESS

The Federal Transit Authority, Federal Highway Administration, FS, and Federal Communications Commission were among the federal agencies responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur.

The SHPO proposed cost-share agreements to hire limited-term employees to expedite reviews. These employees were dedicated to designated agencies whose projects received immediate attention. They kept abreast of the effort, and the SHPO made weekly reports to the governor's office.

An excellent example of a successful ARRA project was the expansion of rural broadband infrastructure access from Barstow, California, to Carson City, Nevada, along Highway 395 showing the complexity of the reviews in order to provide services to underserved communities. Digital 395, as it was called, cost \$81.5 million and was located on lands managed by the California Department of Transportation, as well as other agencies such as the Los Angeles Department of Water and Power, Bureau of Land Management, California tribal lands, Inyo National Forest, Department of Defense, communities along the route, and various state-owned lands. Now completed, an estimated 62,400 people and 2,500 businesses can benefit from access to the new broadband system.

THE SUCCESS

Federal and state agencies realized speed was essential to respond to the economic crisis facing the nation for ARRA to bring immediate value to the local, state, and national economy. The SHPO cost-sharing agreements lasted three years with a total of \$2 million in funding to the SHPO to hire staff and provide predictability, timeliness, and quick outcomes. The immediate reviews allowed flexibility to address specific situations without diminishing essential protections for historic properties across various landscapes. Thousands of miles were surveyed resulting in improved information about the existence of historic resources for future project development.

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Photos: From left, reels of conduit sit along Highway 395 as a bore machine works near Mammoth Lakes (photo courtesy California Broadband Cooperative); ARRA funding paid for \$11.2 million in projects at public housing in Oakland, including rebuilding 12 playgrounds at Campbell Village and Peralta Villas in West Oakland. (photo courtesy Oakland North/ USC Berkeley Graduate School of Journalism); Governor Jerry Brown, U.S. Rep. Jim Costa, EPA Administrator Gina McCarthy, California High-Speed Rail Authority Chairman Dan Richard, and others celebrate the official groundbreaking for the high-speed rail system that will connect Los Angeles to San Francisco.

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

106

SUCCESS STORY

A Place to Celebrate Chicano Civil Rights Restored with Federal Funds

San Diego, California



“The murals throughout the park are not only the cornerstones for this park but are a symbol of cultural pride for many who live in the area.”

—MARCIA C. MCLATCHY
City of San Diego
Director of Parks and Recreation



THE STORY

The 1963 construction of Interstate 5 bisected San Diego’s largest Mexican American neighborhood, now known as Barrio Logan. In 1969, the Coronado Bay Bridge opened, further devastating the neighborhood. When the state began construction of a California Highway Patrol (CHP) substation under the bridge where the City had promised residents a neighborhood park, the Chicano community exploded in protest and physically occupied the site forcing construction to stop. As a result of the protest and subsequent negotiations, the CHP station was relocated and “Chicano Park” was created in the space beneath the San Diego-Coronado Bay Bridge approach ramps. Today, the 7.4 acre park contains a rare assemblage of 49 brightly painted murals considered the works of masters of Chicano Movement muralism, painted on the bridge’s columns and abutments in the 1970s and ‘80s. These works of art commemorate the struggle of Chicanos throughout history and the community protest and park takeover on April 22, 1970. Though not yet 50 years in age, the park and its murals are listed in the National Register of Historic Places as a site of exceptional significance.

THE PROJECT

By the late 1990s, the brightly painted murals were deteriorating and in need of attention. Individual artists had been repairing damaged murals, personally paying for most of the costs. Although some local grants were provided, these artists’ efforts to restore and preserve the murals were in need of additional funding. In 1999, the California Department of Transportation (Caltrans), the agency that owns the bridges, applied for and, in 2002, received a \$1.6 million grant for the restoration of 18 of the murals. Federal funds came from the Federal Highway Administration’s (FHWA) Transportation Enhancement (TE) program, a program to improve the transportation experience through grants for activities related to surface transportation.

THE 106 PROCESS

The FHWA, the federal agency funding this project, was responsible for conducting

Photos: Above, Chicano Park Take-Over (photo by Todd Stands, courtesy California SHPO); Right, celebrating Chicano Park Day (photos courtesy Chicano Park Steering Committee)

CONTINUED >>>



Photos: Above, Colossus (photo by Joe Porras, courtesy California SHPO); Right, restoration of a mural (photo by Ricardo Duffy, courtesy Caltrans)

the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue.

To be eligible for TE funding, a historic preservation project must demonstrate a relationship to surface transportation and result in historic preservation consistent with the Secretary of the Interior's Standards for Preservation Projects. The artists used the bridge columns as the canvas for their works, providing the needed transportation link to qualify for TE funding. FHWA provided the federal grant and delegated responsibility to Caltrans for consulting with the California State Historic Preservation Officer (SHPO) and other parties to ensure the project preserved the historic character and qualities of the murals. Caltrans staff worked with the artists, community activists, local governments, and the SHPO to develop the project that allowed the mural artists to work on and copyright their intellectual property. A restoration manual was prepared to guide the work, and a contractor was hired to oversee the project.

THE SUCCESS

One of the largest, most important collections of outdoor murals in the country has been restored by the original artists, and Caltrans was able to help a low income, minority community restore a place to celebrate their heritage and enjoy exceptional works of art. The federal funding and Section 106 process provided a framework for the community to develop the project in a historically and culturally sensitive manner and preserve exceptional murals that were threatened by a lack of funding and the ongoing deterioration of outdoor public art. The community has a restored neighborhood park for important holidays, such as "El Grito," and the yearly celebration of Chicano Park Day.

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Consulting Parties:

California Department of Transportation
 California State Historic Preservation Officer
 Save Our Heritage Organisation (SOHO)
 City of San Diego
 Chicano Park Steering Committee
 Original Muralists: Salvador Torres, Mario Torero, Victor Ochoa, Sal Barajas
 California Arts Council

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage



106 SUCCESS STORY

Historic Hotel Complex Updated to Meet National Defense Needs

Monterey, California



“Despite the complexity of existing circumstances and unforeseen conditions, the work was completed on time and within budget. The owner, architect, engineers, contractor, and subcontractors all collaborated closely to give future economic vitality to a landmark expression of our inherited culture.”

— CALIFORNIA PRESERVATION
FOUNDATION DESIGN AWARD
NOMINATION
2007

THE STORY

Founded in 1770, Monterey, California, served as the principal port and capital of Alta California under Spain and Mexico. Becoming part of the United States in 1848, Monterey was an important fishing and canning center, a haven for artists and writers, and a regional seaside resort. Between 1880 and 1919 railroad magnate Charles Crocker developed the Hotel Del Monte resort in “Alpine Gothic” style north of the city, with seaside road access and a park (now the 17 Mile Drive and Pebble Beach) along the Monterey Peninsula. The hotel was partially rebuilt after an 1887 fire and 1906 earthquake. A second fire in 1924 led to a redesign of the hotel in Spanish revival style. Two wings of the original 1887 building complex survived. The hotel reopened in 1926 and became a popular golf and sporting destination patronized by celebrities. In 1942, the U.S. Navy leased the hotel for training use. After World War II, the Navy purchased the Hotel Del Monte, and it became the center of a new campus for the Naval Postgraduate School. Renamed Herrmann Hall, the hotel complex opened in 1956 with an administration center, visiting officer accommodations, and special events rooms.

THE PROJECT

The Naval Postgraduate School is the Navy’s fully accredited graduate university, with more than 40 advanced degree programs focused on military applications and national security. In 2001, the Navy initiated renovation plans for Herrmann Hall in the wake of the 9/11 attacks. Numerous engineering and structural deficiencies, along with other rehabilitation work, needed to be addressed. In 2003, the Navy determined the 1887 wings of Herrmann Hall could not be economically repaired to meet code and new antiterrorism standards. Repairs to the wings would cost \$47 million, in contrast to \$30 million to replace them. Accordingly, the Navy planned to retain the 1925-26 central part of Herrmann Hall but demolish the wings.

THE 106 PROCESS

The Navy was the federal agency responsible for conducting the Section 106 review process under the National Historic Preservation Act, which requires agencies to

CONTINUED >>>

Photos: Above, front and back of a 1915 resort brochure (photo courtesy Pebble Beach Company Lagorio Archives); Right, Roman plunge pool in 1951 facing Herrmann Hall; Del Monte Lounge postcard circa 1930s (photos courtesy Naval Postgraduate School)



Photos: Left, Hotel Del Monte flag garden; Right, Hotel Del Monte 1887 wing restored (photos courtesy U.S. Navy)

identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies are required to consult with parties that have an interest in the fate of historic properties when adverse effects are likely.

The Navy, in consultation with the California State Historic Preservation Officer (SHPO), determined Herrmann Hall eligible for the National Register of Historic Places and initiated Section 106 consultation in 2003 with the SHPO and the Advisory Council on Historic Preservation (ACHP). The California Preservation Foundation (CPF) and the National Trust for Historic Preservation joined the consultation. Local and state preservationists had raised concerns about the proposed demolition, and the consulting parties asked the Navy to re-examine the approach, estimated costs, and demolition needs. Assisted by the Naval Facilities Engineering Command, the U.S. Army Corps of Engineers Center for Historic Buildings, and consultants, the Navy developed a new feasibility analysis. A Memorandum of Agreement signed in 2004 provided for rehabilitation of the Herrmann Hall wings in accordance with the Secretary of the Interior's Standards and special efforts to retain character-defining building elements.

Consulting Parties:

- Naval Postgraduate School (U.S. Navy)
- California State Historic Preservation Officer
- ACHP
- California Preservation Foundation
- National Trust for Historic Preservation

THE SUCCESS

Revisions to the Navy's plans resulting from the Section 106 consultation brought the cost down to \$31 million, equal to the cost of new construction, and permitted the Navy to structurally upgrade and preserve the historic wings. In addition to maintaining administrative functions, the renovation added 140 residential suites for international visiting officers attending the Naval Postgraduate School.

In 2005, the Navy received the ACHP Chairman's Award for Federal Achievement in Historic Preservation, and the CPF honored the SHPO and local preservationists for their role in changing the outcome. In 2007, the CPF bestowed a Design Award for the overall rehabilitation of the complex. In 2012, the Navy developed a Historic Building Maintenance Plan for Herrmann Hall as part of a new Integrated Cultural Resource Management Plan for the entire Naval Postgraduate School campus. Herrmann Hall has become the pride of the Navy, the school, and the Monterey area.

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106

SUCCESS STORY

Innovative Repairs, Engineering Result in Rehabilitation of Historic Dam

Hume Lake, Sequoia National Forest, California



“The success of the Hume Lake Dam Rehabilitation project is not the result of any one person’s efforts but the efforts of many folks with diverse skill sets aligning to overcome significant obstacles that manifested during the project. It is a testament to the power of working together.”

—TYRONE KELLEY

Director of Engineering, Pacific Southwest Region, U.S. Forest Service



THE STORY

Constructed in 1908, Hume Lake Dam created a log pond and water reservoir for the Hume-Bennett Lumber Company. Designed and built by John Eastwood, a renowned American dam engineer, the structure would become the world’s first reinforced concrete multiple arch dam. Costing a substantial \$45,000, the dam’s innovative design was actually less expensive than the more conventional rock fill dams of the time, which would have cost twice as much. Completed in only 114 days, the multiple-arch construction provided the necessary stability while utilizing far less concrete and materials than other dams at the time.

The dam and lake supported logging activities for the lumber industry for more than a decade. However, decreased profits and a devastating fire led to the cessation of logging operations around Hume Lake by the early 1920s. In 1935, the United States Forest Service (USFS) purchased the lumber company’s complex and holdings, including the dam and forest surrounding Hume Lake, for incorporation into Sequoia National Forest.

Today, the lake and dam provide water to the National Forest and nearby residents along with numerous recreational opportunities serving as an economic driver for the camps along its shoreline. In 2014, USFS determined that the Hume Lake Dam was eligible for listing in the National Register of Historic Places. Additionally, the National Forest initiated the process for listing the dam as a National Historic Landmark (NHL) for its association with the history of hydraulic engineering and importance in the evolution of reinforced concrete technology. If successful, the dam would become one of the few NHLs in the National Forest System.

THE PROJECT

In 2015, inspections revealed significant foundation seepage and corrosion within western portions of the dam thought to be caused by the ongoing drought conditions affecting lake levels. Concerned about the long-term viability of the dam, USFS proposed a \$3 million upgrade to the dam structure to reduce seepage through and under the dam. The proposed repairs included the installation of a waterproof membrane on the

Photos: Above, rehabilitation effort (photo courtesy MCS Construction); Hume-Bennett Lumber Company sawmill at Hume Lake Dam (photo courtesy USFS Randy Osborne); completed repairs prior to refilling lake (photo courtesy USFS)

CONTINUED >>>



Photos: Left, HAER photo of lake and dam 1982; Right, installation of new membrane line to prevent seepage (photo courtesy USFS)

dam surface, grouting of damaged joints, placement of fill along the upstream foundation, and an intensive structural survey to identify other future deficiencies and projects.

THE 106 PROCESS

USFS, the federal agency carrying out this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the outcome of the property when adverse effects are likely to ensue.

Consulting Parties:
Sequoia National Forest
California State Historic
Preservation Officer

Recognizing the dam is a historic property, the USFS Heritage Program staff worked closely with their Engineering Division to ensure consultation occurred early with the California State Historic Preservation Officer (SHPO). Through these early discussions, the importance of retaining and preserving the historic fabric of the dam was made a key component of the project design, allowing the necessary repairs such as the installation of the new liner to be done in a reversible manner without damaging the structure or creating new visual effects. USFS in consultation with the SHPO was able to achieve an engineering solution meeting the Secretary of the Interior's Standards resulting in no adverse effects to the historic elements and, ultimately, the preservation of the first multi-arched reinforced concrete dam.

THE SUCCESS

Repairs on Hume Lake Dam commenced in 2015 with completion in mid-2016. With the seepage now under control, the dam's operational life has been extended for years to come preserving this historic structure and the lake it retains. The rehabilitation of Hume Lake Dam exemplifies the benefit of early consultation and collaboration between consulting parties and those responsible for designing and implementing an undertaking at the federal agency level. Coordination between the Sequoia National Forest Heritage staff and their engineers during consultation with the SHPO ensured the importance of retaining and preserving the historic fabric of the dam was a priority that was factored into the repairs. The repairs if not addressed, might have required the dam to be demolished, including complete draining of the lake. Instead, the work resulted in preserving a significant structure and sustaining a popular recreational economic resource for future generations to enjoy.

For more about
Section 106 and
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Preserving America's Heritage

106 SUCCESS STORY

Marine Corps Stewardship Preserves Landmark California Ranch House MCB Camp Pendleton, San Diego County, California



“For 13 years, the base and the university have worked together to bring the building back from the brink of collapse. Today, the buildings and site are well on their way to recovering the grace and beauty of an earlier era. In the process, the partners have chronicled the history of the ranch, retrofitted the building to protect it from earthquakes, conserved the many surviving architectural features, and are currently involved in the rehabilitation of the surrounding landscape.”

— DOUGLAS PORTER
Research Associate, University of
Vermont

Photos: Above, scaffolding along the south elevation during stabilization (2002); Right, Adobe prior to stabilization (c.2000). The corridor roof failed where it joins the main block, and doors and windows are boarded up; The corridor following exterior repairs (2013), (photos courtesy MCB Camp Pendleton)



THE STORY

In 1841, the last Mexican governor of California obtained a land grant from the Mexican government for 133,441 acres called Rancho Santa Margarita y Las Flores on what was once a Spanish mission. In 1868, Las Flores Adobe was constructed as a family home on the ranch. The property changed hands several times until the Magee family acquired the ranch in 1888. The Adobe and the surrounding ranch came into federal ownership during World War II. While the U.S. Marine Corps (USMC) established Marine Corps Base (MCB) Camp Pendleton as a training facility at the site, the Magee family retained a life tenancy in the ranch from 1942 until 1968. Designated a National Historic Landmark (NHL) in 1968, Las Flores Adobe, with its original carriage house, is one of a small number of surviving 19th century Monterey Colonial style residences, a style typified by a mix of New England and Southwestern building techniques.

THE PROJECT

In 1969, MCB Camp Pendleton proposed the demolition of the Adobe, triggering a Section 106 review. Formal comments by the full membership of the Advisory Council on Historic Preservation called for preservation of the Adobe, which staved off demolition. The property remained vacant from 1968 to 1974 when MCB Camp Pendleton entered into a 25-year lease agreement with the Boy Scouts of America, during which time the property was utilized as a playground. The National Park Service (NPS) listed the Adobe as a damaged and threatened NHL in 1987, describing the Adobe as highly deteriorated and recommending preservation efforts. MCB Camp Pendleton began planning the stabilization of this landmark in late 1999.

THE 106 PROCESS

USMC, the federal agency carrying out protection, stabilization, and rehabilitation efforts, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on



Photos: Above, historic windows were repaired in a training workshop in 2003; Right, lime stucco repair and repair of wood moldings (photos courtesy MCB Camp Pendleton)

those properties. Federal agencies are also required to consult with parties that have an interest in the fate of the property when adverse effects are likely to occur. MCB Camp Pendleton partnered with the Intermountain Region of the NPS to study and develop a plan for long-term stabilization measures approved by MCB Camp Pendleton engineers and the California State Historic Preservation Officer (SHPO). In 2002, MCB Camp Pendleton and the SHPO entered into a Memorandum of Agreement for a phased approach to restoring the Las Flores Adobe NHL with support from the Intermountain Region Office.

In cooperation with the University of Vermont, the first phase, beginning in 2002, consisted of seismic and structural stabilization of the ranch house, repair of wood floors, reconstruction of two-story porches, and installation of new roof coverings. The second phase, restoration of windows and doors in the ranch house, was completed in 2003. Seismic and structural stabilization of the carriage house was completed in 2004.

THE SUCCESS

Through the Section 106 process, an important piece of California's Hispanic heritage was first saved from demolition and then restored for the benefit of future generations. It stands as a model for other military installations seeking to achieve both historic preservation successes and mission goals. Since 2005, in cooperation with MCB Camp Pendleton, staff and students from the University of Vermont's Graduate Program in Historic Preservation have spent summers at the Adobe implementing preservation efforts. Students and volunteers learn valuable restoration techniques while also contributing to the rehabilitation of the NHL, carrying out building envelope and site drainage improvements, plaster repairs, landscaping, and fire and security system installation. MCB Camp Pendleton continues its commitment to the preservation of Las Flores Adobe with a proposed long-term budget for the restoration and maintenance of the property through 2021. Currently, the Adobe can be toured upon appointment and is utilized for heritage events.



Consulting Parties:

National Park Service
 MCB Camp Pendleton
 California State Historic
 Preservation Officer
 University of Vermont

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106 SUCCESS STORY

Ongoing Partnerships Serve as a Model to Save Historic Properties San Bernardino County, California

“This exemplary consultation not only preserved the community’s agricultural heritage, historic ranches, Euclid Avenue, and the Sam Maloof legacy, but illustrates the desire and cooperation to form incredible partnerships that continue today as current plans are developed for the region.”

— MILFORD WAYNE
DONALDSON, FAIA
Former California State Historic
Preservation Officer



THE STORY

For centuries, the vast windswept Cucamonga Plain along the foothills of the San Gabriel Mountains had limited agricultural uses due to insufficient rainfall. In 1881, Canadian engineer George Chaffey and his brother William purchased land and water rights on the Cucamonga Plain and created irrigation companies to distribute water to 10-acre parcels in planned agricultural communities—Etiwanda, Alta Loma, and Cucamonga—that eventually merged into Rancho Cucamonga. With a steady water source, residents established citrus groves and vineyards. The Chaffey family also planted rows of eucalyptus trees to serve as windbreaks in their community and agricultural design. They went on to develop the Ontario Model Colony with Euclid Avenue, an 8.4-mile thoroughfare with a broad median and parkways connecting the agricultural developments. In the 20th century, the citrus industry prospered in southern California, and parcels were assembled into citrus ranches where prominent owners built imposing residences.

In 1953, self-taught woodworker Sam Maloof and his wife Alfreda acquired a citrus grove and over four decades constructed and expanded a house and studio that would become an intimate example of Maloof’s evolving design aesthetic, blending California modernism with the ideals of the Arts and Crafts tradition. Honored in a 2001 retrospective at the Smithsonian’s Renwick Gallery, Maloof became nationally recognized for his handmade furniture. The home and studio were determined eligible for listing in the National Register of Historic Places in 1990.

THE PROJECT

In the 1990s, the San Bernardino Associated Governments (SANBAG), a regional transportation and planning commission, committed local government funding and initiated plans on a 27-mile connector road through existing communities to State Road 210. As plans progressed, six properties either listed in or eligible for listing in the National Register were affected—historic Euclid Avenue, the Etiwanda Windbreaks, the historic residences of three prominent ranchers, and the Maloof home and studio.

Photos: The Maloof home and studio
(photos courtesy Robert Chattel)



Photos: Left, tree-lined Euclid Avenue; Above, historic Pitzer Ranch is now a Sunrise assisted living facility. (photos courtesy Robert Chattel)

THE 106 PROCESS

While SANBAG funded the project in part, the Federal Highway Administration (FHWA), the federal agency providing additional funding to this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue. As historic properties were located in the path of the proposed highway extension, FHWA, the California Department of Transportation (CalTrans), the California State Historic Preservation Officer, and the Advisory Council on Historic Preservation consulted along with property owners, the Etiwanda Historical Society, and local governments to identify options. The consultation was aided by CalTrans' commitment to avoid or minimize harm to historic properties by tracking all projects statewide so innovations can be shared.

In 1996, the Section 106 process culminated in a Memorandum of Agreement (MOA) to guide the project and outline agency obligations. However, as planning progressed, new information and ideas required modifications. Unfazed, citizens and local, state, and federal agencies collaborated and forged partnerships to resolve issues. Upon completion of the connector road, agencies acquired properties that were avoided or relocated; sound walls were constructed; landscaping consistent with the historic resources was planted with new trees along the windbreak; and the highway was constructed below grade, allowing Euclid Avenue to be reconstructed as a wide overpass replicating the historic landscape.

THE SUCCESS

The State Road 210 project illustrates the importance of community involvement in the Section 106 process to determine appropriate outcomes. Agencies formed partnerships with non-profit organizations, for example, assisting citizens in establishing the Sam and Alfreda Maloof Foundation at the relocated Maloof house for the stewardship and interpretation of his legacy. The historic Pitzer Ranch was converted into an assisted living facility. The innovative overpass solution to Euclid Avenue provided for an accurate replication of the historic landscape, raised median, and cobblestone channels. An important outcome was the strength of relationships developed so that as new information came to light after the MOA was signed, plans evolved through ongoing consultation allowing all to fulfill their obligations collaboratively and successfully.

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Consulting Parties:

Federal Highway Administration
 ACHP
 California State Historic
 Preservation Officer
 California Department of
 Transportation
 San Bernardino Associated
 Governments

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

Stakeholders Ensure Long-Term Preservation of New Deal-Era Building

Modesto, California



“This building embodies a significant part of Modesto’s history and culture, as an agricultural community in the San Joaquin Valley, and we’re proud to do our part to protect it.”

—PATRICK KELLY, MPA, AICP
Planning Manager, City of Modesto

THE STORY

With considerable civic ceremony, the cornerstone of the Modesto Federal Building and Post Office was laid in the spring of 1933. The Mediterranean Classical Style building formally opened that fall. Constructed under the New Deal—a series of public work projects and federal programs that responded to the Great Depression—it was the first federal building for this San Joaquin Valley city. In 1936, under the New Deal’s Treasury Relief Arts Project (TRAP), various artists painted a rectangular mural and 12 lunettes depicting local agricultural activities such as plowing, grain harvesting, gathering fruit, and meat packing. The artworks were installed in the high-ceilinged postal lobby. The U.S. Postal Service (USPS) was a longstanding tenant in the building along with other various federal agencies, such as the U.S. Department of Labor. In the late 1960s and 1970s, the lobby was reconfigured, the postal workroom subdivided, and an elevator installed. In the 1980s, the building was spared from the widespread demolition and construction occurring in the civic center, and the General Services Administration (GSA) successfully nominated it for listing in the National Register of Historic Places.

THE PROJECT

In 2002, after the USPS relocated most of its operations elsewhere, GSA determined the historic property to be surplus to the needs of the federal government, and GSA’s preservation and disposal personnel worked together on next steps. GSA screened the property for homeless assistance and other public uses and planned to offer it to Stanislaus County via negotiated sale in 2006.

THE 106 PROCESS

As the federal agency carrying out the property disposal, GSA was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects on those properties of the projects they carry out, fund, or permit. Federal agencies also are required to consult with parties that have an interest in the historic properties when adverse effects may occur. Also in 2006, GSA commenced Section 106

Photos: Top, entranceway (photo by Paul Becker Photography, courtesy GSA); Bottom: “Packing Cheese,” by Ray Boynton (photo by Peter Hardholdt, courtesy GSA); Right, restored postboxes with murals in lobby (photo by Paul Becker Photography, courtesy GSA); Modesto Architectural Festival tour of former postal lobby (photo courtesy Modesto Art Museum/Nathan Thies)

CONTINUED >>>



Photos: From left, side and rear façades (photo by Paul Becker Photography, courtesy GSA); "Plenty" by Ray Boynton (courtesy GSA); historic postal scale (photo by Paul Becker Photography, courtesy GSA)



consultation with the California State Historic Preservation Officer (SHPO), stating its intention to transfer the property to the county with a historic preservation covenant, ensuring long-term preservation of the historic characteristics of the building. However, due to financing concerns during the Great Recession, the county terminated negotiations in 2010. The USPS moved out of the building in 2011 and, as the real estate market began recovering, GSA offered the property at public auction with a historic preservation covenant and stated its intention to award the property to the Finch Fund, LLC, a family trust. In 2013, GSA reinitiated consultation and proposed to resolve the adverse effects associated with the disposal via a Memorandum of Agreement (MOA). Two of the building's original TRAP lunettes, federal personal property missing since their removal in the 1970s, were located by the Finch Fund in 2011. They were turned over to GSA for stabilization and storage in accordance with its fine arts policy. The MOA and accompanying historic preservation covenant include provisions for adaptive use, maintenance, design review, inspection, and public access. The Modesto Landmarks Preservation Commission agreed to be the covenant enforcement entity, and the SHPO agreed to provide technical assistance in meeting the Secretary of the Interior's Standards for Rehabilitation. In late 2013, the Finch Fund agreed to its responsibilities. The MOA was executed, the property was transferred, and the historic preservation covenant was recorded in the deed shortly thereafter.

Consulting Parties:

- General Services Administration
- ACHP
- California State Historic Preservation Officer
- City of Modesto
- Modesto Landmarks Preservation Commission
- Finch Fund, LLC

THE SUCCESS

The Finch Fund completed its adaptive use of the property in 2014 and operates it as an office building. In accordance with the MOA, during business hours, the public can visit the restored historic lobby containing the New Deal artwork and reinstalled postal boxes. GSA completed conservation of the two recovered lunettes and plans to coordinate installation details with the new owners in the future. Due to GSA's laudable stewardship and diligent consultation, a local commission's commitment to preservation, and responsible private owners, an important local icon, built as a sign of hope during an era of national economic distress, will remain a community asset for many years to come.

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106 SUCCESS STORY

Protecting Traditional Cultural Places on Public Lands: Mount Shasta

Siskiyou County, California

“Travelers, nature lovers, spiritual seekers, backcountry skiers, and hikers visit the Mountain because of its pristine beauty and grandeur. The fact that it rises high above the encroachments of civilization gives visitors a timeless and unique experience that is healing, inspiring, and unforgettable.”

— MICHELLE BERDITSCHESKY
Save Mt. Shasta citizen's group, 2012

“I consider the evening twilight on Mount Shasta one of the grandest sights I have ever witnessed.”

—PRESIDENT THEODORE
ROOSEVELT,
1908



THE STORY

Mount Shasta is central to the creation stories, legends, and religious beliefs of Indian tribes throughout northern California. At 14,127 feet, Mount Shasta rises high above the surrounding terrain, visible in all directions. Members of the Pit River, Karuk, Shasta, Wintu, and other Indian tribes hold Mount Shasta sacred and continue to practice traditional rituals, such as purification ceremonies, at places of spiritual significance on the mountain, sharing the space with tourists, hikers, back-country skiers, and non-indigenous spiritual pilgrims.

THE PROJECT

Much of the lower slopes of Mount Shasta is privately owned, but the upper acreage is managed by the U.S. Forest Service (FS) as part of Shasta-Trinity National Forest. The upper acreage included a popular ski area called “Ski Bowl” which was destroyed by an avalanche in 1978. In 1988, the FS issued Special Use Permits to Mount Shasta Ski Area, Inc. for construction and operation of a new ski area. Local businesses supported the proposal, but tribes became concerned upon hearing that the base of the ski area would be sited near a sacred spring in the mountain’s Panther Meadow.

THE 106 PROCESS

The FS was the federal agency responsible for conducting Section 106 review under the National Historic Preservation Act (NHPA). Section 106 requires that federal agencies identify historic properties and assess the effects of projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with Indian tribes, state and local governments, and others when adverse effects may occur.

The FS determined, with concurrence from the California State Historic Preservation Officer (SHPO), that no historic properties would be affected by the new ski area. In 1990, based on input from tribal representatives, the SHPO requested that the FS reconsider its determination. The National Park Service had just published National Register Bulletin No. 38 “Guidelines for Evaluating and Documenting Traditional Cultural

Photos: Above, Mount Shasta (Flickr photo by jdegenhardt); Right, spring restoration work in Panther Meadow (courtesy Julie Cassidy, USFS); Mount Shasta looms over the town of Weed, California, in the evening (courtesy U.S. Geological Survey).

CONTINUED >>>



Properties,” but the publication had not yet come into general use. The guidelines encouraged agencies to evaluate traditional cultural places like Mount Shasta for eligibility for inclusion in the National Register of Historic Places, and thus, consideration in the Section 106 process. By October 1991, the FS had completed a study that found a large portion of Mount Shasta was indeed National Register-eligible, encompassing Panther Meadow and the entire area above 8,000 feet known as the Native American Cosmological District on Mount Shasta.

Photos: Left, a view of Mount Shasta from the east; Right, trail restoration work including decommission and replanting in Panther Meadow (photos courtesy Julie Cassidy, USFS)

Intense public interest followed the eligibility decision. Indian tribes, along with the Save Mount Shasta citizen’s group, lobbied for a larger National Register boundary. Other members of the public opposed the determination. Having seen little Native American activity on Mount Shasta, they were unaware of spiritual practices on the mountain that, even today, remain confidential. In 1994, the Keeper of the National Register determined that the whole of Mount Shasta (150,000 acres) was eligible for the National Register for its significance to Native American culture. The larger boundary included more than 1,000 parcels of private land, raising landowners’ fears that it would inhibit future development of their property. At the request of the local congressman, the Keeper reconsidered the decision and restored the FS’s boundaries (19,000 acres). Even so, the FS determined that the project would have an adverse effect on Panther Meadow and the Mount Shasta Cosmological District. Section 106 consultation focused on both direct and indirect effects of the ski area development on these places of traditional cultural significance. As consultation continued, Indian tribes, with the help of “Save Mount Shasta,” sought to protect the area through advocacy, litigation, and public education. In 1998, the FS took the unusual step of rescinding the permit for the ski area, largely because of its impacts to Native American traditional use.

- Consulting Parties:**
- USDA Forest Service
 - California State Historic Preservation Officer
 - ACHP
 - Pit River Tribe
 - Karuk Tribe
 - Wintu Tribe
 - Shasta Nation
 - Modoc and Klamath Tribes of Oregon
 - Save Mt. Shasta citizen’s group
 - Redding Rancheria

THE SUCCESS

The project was a milestone for the consideration of Native American traditional cultural landscapes in Section 106 reviews. National Register Bulletin 38 and amendments to the NHPA enacted in 1992 set new standards for how federal agencies address places of traditional significance to Indian tribes in Section 106 reviews. For the first time, because of the Section 106 process, a major development was found to be incompatible with a place of traditional cultural significance to Indian tribes and was halted. Today, the FS manages Mount Shasta for multiple uses, working with the tribes to manage Panther Meadow and other important places in a manner that better respects the traditions and practices of the tribes.

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Preserving America's Heritage

106 SUCCESS STORY

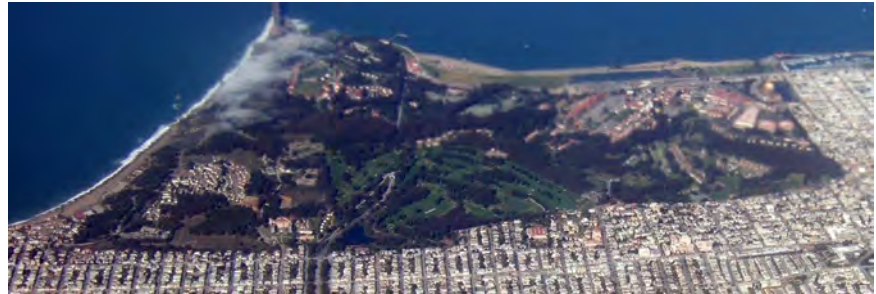
Preservation Partners Shape the Redevelopment of Historic Presidio San Francisco, California



“This success story illustrates the dynamics and positive outcome of partnerships and transparency in the Sections 106 and 213 process. The Presidio, with its rich cultural history spanning back to the Ohlone people, the Spanish, Mexican, and American occupation, necessitated the Presidio Trust to reach out to all of these groups to understand how the people lived, their complex stories, and how keeping the integrity of place is important to not only California but to the world. Congratulations to all who participated in this consultation process and the leadership of the Presidio Trust to produce the Main Post Update that truly reflects the heritage of the San Francisco Presidio.”

— MILFORD WAYNE DONALDSON, FAIA
California State Historic Preservation Officer
2004-2012

Photos: Above, construction at the Main Post District; Right, aerial photograph of the Presidio of San Francisco (photo by Edward Betts)



THE STORY

The Presidio of San Francisco (the Presidio) was a fortified location dating to 1776 when it was established by the Spanish and then held by Mexico. In 1849, it became the headquarters for U.S. Army operations on the Pacific Coast and was expanded to include several areas, each focusing on an aspect of military life. The most important being the Main Post District (MPD), which was the heart of the Presidio's day-to-day operations. In 1962, it was designated a National Historic Landmark (NHL) as one of the best collections of military architecture in the U.S. In 1989, the Presidio ceased to be an active military installation under the Base Realignment and Closure process. The closure was completed in 1994, and the Presidio transferred to the National Park Service (NPS). This transition from military installation to park use was difficult, and concern for its future mounted. In 1996, Congress passed the Presidio Trust Act establishing the Presidio Trust (the Trust), a new federal agency with the mission to preserve the integrity and culture of the Presidio. The legislation provided that the Trust would manage the lands and infrastructure of the Presidio.

THE PROJECT

In 2007, the Trust was presented with a proposal to create a contemporary art museum. It took the opportunity to reimage the MPD as the hub for visitor orientation and community services. In addition to the museum, other projects included were an archaeological laboratory, restoration of the Main Parade Ground, and the development of a hotel. This suite of projects became known as the Main Post Update (MPU).

THE 106 PROCESS

The Trust, the federal agency carrying out this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue.

CONTINUED >>>



Photos: Left, Family Day kite festival on the newly restored Main Parade Ground; Right, Presidio Trust Section 106 consultation meeting on the MPU.

The Trust had entered into a Programmatic Agreement (PA) in 2004 to meet its overall Section 106 responsibilities. However, the proposed MPU had the potential for substantial effects to historic properties, and the Advisory Council on Historic Preservation (ACHP) elected to participate early in the process. Other parties in the consultation included the California State Historic Preservation Officer, NPS, the National Trust for Historic Preservation, and the Presidio Historical Association.

As the consultation progressed, many unresolved issues pertained to the compatibility of the MPU with the NHL and construction on or near the Main Parade Ground. This led to the ACHP requesting a Section 213 report, which conveys the views of the NPS on an undertaking's effects on NHLs. In its findings, the NPS believed that implementing the proposed MPU would impair the integrity of the NHL to a degree that could not be resolved. In 2008, to assess these issues, the ACHP and the consulting parties focused on the effect to the integrity of the NHL posed by the scale, design, and location of new construction and rehabilitation. Consulting parties worked together to craft a solution that would accomplish the goals of the MPU while maintaining the integrity of the Presidio's outstanding historic properties.

Consultation concluded in 2010 with a separate PA for projects specific to the MPU. The PA outlined specific treatments and design review and development of an MPD design guideline. The proposal for the museum was withdrawn in 2009, the result, many believe, of concerns raised in the consultation that such a museum would not be a good fit.

THE SUCCESS

The Trust was created to lead the development of a new model for a national park, to be used for both public and private interests that supported the preservation of the Presidio. In working with private parties, the Trust was able to achieve financial independence in 2013, based in part on the projects undertaken under the MPU. As a federal agency, the Trust used the Section 106 consultations on the MPU for ongoing engagement with stakeholders to develop innovative approaches to their management challenges. In 2016, the PA was amended to better assist tenants in using the federal historic preservation tax credits. Ongoing economic activities at the Presidio continue to demonstrate the value of the Section 106 process to promote collaboration among organizations with varying interests and concerns to achieve a unique preservation success.

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Consulting Parties:

Presidio Trust

ACHP

California State Historic
Preservation Officer

National Park Service (Pacific
West Region and Golden
Gate National Recreation
Area)

Cow Hollow Association

Descendants of the de Anza
and Portola Expedition

Laurel Heights Improvement
Association

Marina Community
Association

National Parks Conservation
Association

National Trust for Historic
Preservation

Neighborhood Association
for Planning at the Presidio

People for a Golden Gate
National Recreation Area

Presidio Historical
Association

San Francisco Architectural
Heritage

Sierra Club

Barbara Voss (individual)

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Preserving America's Heritage

106 SUCCESS STORY

Public-Private Partnership Rehabs Historic Building for Homeless Veterans San Francisco, California



“All of us here, we all have some damage, we can all relate. We can have each other’s backs again. We can have new lives.”

—MARK HEDTKE
Air Force veteran and resident



THE STORY

In 1914, the San Francisco Board of Supervisors appropriated money for a nine-story juvenile court and detention center in the Mission District. The facility was designed by architect Louis Christian Mullgardt, who combined modern theories of juvenile justice with his Progressive Movement theory that tall buildings were the solution to architectural problems in the early 20th century. It was listed on the National Register of Historic Places in 2011 for its association with the development of the city’s juvenile justice system during the early 20th century. Over the years, the Juvenile Court and Detention Center was abandoned, then retrofitted for office space, and then vacated again after the Loma Prieta earthquake of 1989.

THE PROJECT

In 2004, San Francisco estimated more than 3,000 veterans were without homes in the city, including more than 300 categorized as chronically homeless. In 2008, the Mayor’s Office of Housing and Community Development issued a request for proposals to develop the former Juvenile Court and Detention Center facility as permanent housing for the chronically homeless.

The city saw the empty structure, once a national model of progressive reform in juvenile justice, as an avenue for serving another noble aim: the reduction of chronic homelessness among veterans. Non-profit Chinatown Community Development Center (CCDC) and veterans’ advocacy organization Swords to Plowshares (STP) were awarded the development project in May 2008.

Drawing on CCDC’s extensive experience providing development services, and STP’s veteran-specific housing expertise, the partners rehabilitated the detention facility. Financial backing was received from the U.S. Department of Housing and Urban Development (HUD)—which supplied capital funds of \$2.1 million and ongoing rental subsidies of \$3.6 million—and the U.S. Department of Veterans Affairs, which provided rental subsidies, health services, and administrative support. The Mayor’s Office of Housing and Community Development also provided financial and technical assistance.

Photos: Above, renovation maintains Mullgardt’s character-defining features—artificial travertine finish and eave details in the gable; Right, interior before the renovation; after the renovation (photos courtesy California Office of Historic Preservation)

CONTINUED >>>



Photos: After the renovation, studio apartment (left) and common area (right) (photos courtesy California Office of Historic Preservation)



THE 106 PROCESS

HUD was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects on those properties of the projects they carry out, fund, or permit. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur.

The detention center's original steel sash windows were removed long ago, but the character of the historic windows was matched through the use of double-pane aluminum windows. The \$34.3 million rehabilitation met the Secretary of the Interior's Standards for Rehabilitation and qualified for a federal historic tax credit, another significant source of project equity. At the urging of the San Francisco Planning Department, the proposed color scheme was also revised in order to align with the palette of the original structure.

Using a comprehensive Programmatic Agreement to streamline the Section 106 process between the city and the California State Historic Preservation Officer, the project was determined to have no adverse effects to the historic property. To meet strict seismic codes, engineers braced the tall and narrow reinforced concrete building with a new elevator tower, and reinforced stair towers on the rear façade. The project also surpassed California energy requirements by more than 23 percent and complied with non-profit Build It Green's construction standards.

THE SUCCESS

In January 2013, the building was reopened in a ribbon cutting ceremony attended by more than 100 supporters, including San Francisco Mayor Ed Lee and U.S. Rep. Nancy Pelosi. Veterans Commons provided studio apartments for 75 veterans, or one-quarter of the city's population of chronically homeless veterans, and onsite support services such as case management, mental health and drug dependency counseling, and employment programs.

In the two years following the opening of Veterans Commons, overall veteran homelessness in San Francisco dropped to just more than 700 persons. The project—which won the Peter Dougherty Award for Excellence in Supportive Housing for Homeless Veterans in 2013—is a shining example of the role preservation can play in addressing social ills, as well as how public-private partnerships can use legacy buildings to build a new future for the neediest citizens.

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Consulting Parties:

U.S. Department of Veterans Affairs

California State Historic Preservation Officer

Swords to Plowshares

Chinatown Community Development Center

San Francisco Mayor's Office of Housing and Community Development

San Francisco Planning Department

Gelfand Partners Architects

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

Rehabilitation of Historic Hospital Creates Housing for Homeless Veterans

Los Angeles, California



“Building 209 is the first in our plans for permanent supportive housing for our most disadvantaged and vulnerable homeless veterans. Our community collaborations and partners are helping us transform the West L.A. campus into a modern-day version of what the land was initially intended to be, a place for veterans to call home.”

—ANN BROWN
VA Greater Los Angeles Healthcare
System Director



THE STORY

Serving veterans since 1888, West Los Angeles Veterans Affairs Medical Center (VAMC), established as the Pacific Branch of the National Home for Disabled Volunteer Soldiers (NHDVS) program, covers more than 400 acres along Wilshire Boulevard. Initially constructed to provide medical, surgical, and domiciliary care for disabled Union veterans, the campus has evolved dramatically over the years alongside veteran medical care.

Architect Stanford White designed the Pacific Branch featuring wood buildings in the Shingle style. Some original buildings exist today, but most were replaced throughout the 1920s-1940s when the campus underwent a tremendous transformation as part of the Department of Veterans Affairs’ (VA) Second Generation building campaign. Triggered in response to the increased veteran populations, the campaign changed the Branch into a planned campus featuring Mission Revival style architecture with connecting landscapes and open spaces. Building 209, constructed in 1945, served as a part of a neuropsychiatric hospital. The Mission Revival-style building was constructed of reinforced concrete finished in smooth stucco with a terra cotta tile roof.

Building 209 would eventually be supplanted by VA’s Third Generation construction and ultimately the current main hospital constructed in the 1970s. This transition in construction is evident across the VAMC campus and reflects the changes in veteran care from the early NHDVS program to the outpatient model seen today. West Los Angeles VAMC was listed on the National Register of Historic Places in 2014, with the historic district representing an excellent, intact example of a Second Generation veterans hospital built upon the campus of the first NHDVS branch on the west coast.

THE PROJECT

In 2011, the VAMC proposed to rehabilitate Building 209, at the time vacant, to provide long-term supportive residential housing for homeless veterans. The project would include seismic upgrades and a major renovation of the existing building including the reconfiguration of the interior into residential living units with support spaces, new

Photos: Above, renovated main lobby of Building 209 (photo courtesy Lawrence Anderson Photography); Right, Building 209, rehabilitated exterior from historic parade field (photo courtesy Lawrence Anderson Photography); original steel sash windows in the process of restoration and re-glazing (Chattel, 2014)

CONTINUED >>>



Photos: Rehabilitated main entrance and residential unit (photos courtesy Lawrence Anderson Photography)

mechanical, electrical, and life safety systems, and landscaping. The project also sought to achieve LEED gold certification in support of VA's larger sustainability initiatives.

THE 106 PROCESS

VA, the federal agency carrying out these projects, was responsible for conducting the Section 106 review process under the National Historic Preservation Act, which requires agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of historic properties when adverse effects are likely to ensue.

Recognizing that Building 209 was a contributing resource, the VAMC engaged an architecture firm and qualified preservation contractor to assist in the Section 106 consultation and design of the proposed project. Drawing on the contractors' expertise, the VAMC consulted with the California State Historic Preservation Officer (SHPO) on the effects of the proposed project on the historic property. While the rehabilitation would retain most of the building's contributing features by adhering to the Secretary of the Interior's Standards (Standards), the original metal windows would be replaced, causing an adverse effect on the property.

The SHPO encouraged the VAMC to consider alternatives to replacing the windows in order to preserve the historic fabric. Parties agreed this would be ideal, but that approach would not meet VA's energy reduction requirements. However, through additional Section 106 consultation including the VAMC's consultants, an alternative was discovered consistent with the Standards. The approach would preserve the steel frames and sashes while replacing the existing glass with a new laminated glass, thereby addressing the energy performance requirements. With this solution, the VAMC was able to preserve the building and its historic elements, avoiding adverse effects altogether.

THE SUCCESS

Opened in 2015, Building 209 provides housing and healing space for homeless veterans. The award-winning rehabilitation project demonstrates the benefits of a federal agency engaging qualified expertise to assist in both design and consultation. The result was an exemplary preservation project that supports VA's mission of caring for the nation's veterans. Now equipped with a proven example of sustainable reuse of historic properties, the VAMC hopes to implement future renovations utilizing similar structures on the West Los Angeles and other VAMC campuses.

Consulting Parties:

Department of
Veterans Affairs
California State
Historic
Preservation Officer

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Preserving America's Heritage

106 SUCCESS STORY

The Greenest Building: Wayne N. Aspinall Federal Building/Courthouse Grand Junction, Colorado



“As the late Congressman Aspinall of Colorado was an ardent supporter of energy self-reliance policy, it is fitting that his namesake building is the first target net-zero federal building on the National Register.”

— BETH SAVAGE
Federal Preservation Officer,
General Services Administration

THE STORY

The U.S. Post Office in Grand Junction, the largest city in western Colorado, was designed in the Second Renaissance Revival Style under the direction of James Wetmore, Acting Supervising Architect, Department of the Treasury, and built in 1918. In 1939, a complementary extension was completed, doubling the size of the building and adding space for the courts. When the U.S. Postal Service vacated the building in 1965, the post office area and elevator lobbies had been heavily modified, and heating, ventilation, and air conditioning improvements made. Nonetheless, numerous features, including a curved staircase, arched-windows, original flooring, and a historic mural, remained intact. The building was listed in the National Register of Historic Places in 1980 and renamed the Wayne N. Aspinall Federal Building and Courthouse.

THE PROJECT

In January 2010, the General Services Administration (GSA) received \$15 million in American Recovery and Reinvestment Act (ARRA) funds to rehabilitate the remaining original spaces and the exterior of the Aspinall Building to bring it into compliance with accessibility and safety standards, and to modernize the building infrastructure. ARRA funding requirements called for project completion in 2015. GSA commenced construction in March 2011 via a design-build contract.

THE 106 PROCESS

GSA was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects may ensue.

The design-build project delivery method, regularly employed in the private sector, has become popular among federal agencies. Under this method, typically a contractor is hired, who hires an architect; construction occurs in parallel with design refinement.

Photos: Above, light fixture, Wayne N. Aspinall Federal Building and Courthouse, front façade (Carol M. Highsmith Photography, Inc./GSA); Right, construction of the addition, 1939 (photo courtesy GSA); front façade (Carol M. Highsmith Photography, Inc./GSA)

CONTINUED >>>



Photos: Left, rehabilitated postal lobby; Above, restored Works Progress Administration mural (Carol M. Highsmith Photography, Inc./GSA)

Agencies contract with the contractor, who is responsible for both design and construction subject to agency oversight.

GSA's contractor solicitation stated that rehabilitation needed to comply with the Secretary of the Interior's Standards for Treatment of Historic Properties, a requirement that would avoid adverse effects. During design, however, GSA determined there was potential for adverse effects and alerted the State Historic Preservation Officer (SHPO), the Advisory Council on Historic Preservation, and the City of Grand Junction. The fast-tracked design-build schedule required close coordination with consulting parties to meet contract terms as well as the mandatory ARRA completion date. With support from the SHPO and the City, consultation occurred expediently and productively.

In responding to GSA's solicitation, contractors recommended that by utilizing interior storm windows, on-site geothermal wells, photovoltaic (PV) panels, and increased insulation, the project could achieve both Leadership in Energy and Environmental Design (LEED) Platinum and "net-zero" energy performance. A relatively new concept, net-zero buildings utilize sustainable technology to produce as much or more energy than they would normally consume. Installing these innovative features in a historic public building, though, requires care and ingenuity.

A Memorandum of Agreement (MOA), executed in spring 2011, included baseline approved concept drawings. Importantly, the drawings indicated that the rooftop PV panels would be reduced in size. Based on consultation and input from GSA's regional and national preservation staff, GSA sympathetically incorporated green technologies while achieving targeted performance goals and respecting the building's historic character.

THE SUCCESS

The rehabilitated Aspinall Building, completed in 2014, continues to play an important role in the vitality of downtown Grand Junction and houses many federal offices. The courtroom, postal lobby, and elevator lobbies were rehabilitated; hardwood floors refurbished; and a historic mural was restored and reinstalled. The historic building, which incorporated the contractor's recommendations, has achieved LEED Platinum certification and unprecedented operational savings with green technology. GSA's enlightened stewardship, informed by the Section 106 consultative process, has ensured the long-term use and viability of this significant building, which serves as a model for adapting historic buildings to meet contemporary energy conservation needs.

Consulting Parties:

General Services
Administration
ACHP
Colorado State
Historic
Preservation
Officer
City of Grand
Junction Historic
Preservation
Board

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Preserving America's Heritage

106 SUCCESS STORY

Preservation of Historic Guest Ranch Provides Home for Scientific Research Estes Park, Colorado

“The restoration of McGraw Ranch is a great example of a national park working in concert with private entities, the National Trust for Historic Preservation and History Colorado to support the rehabilitation of a significant historic resource to provide the park with facilities to support ongoing research of natural and cultural resources in the park. A win-win for all.”

— VAUGHN BAKER
Superintendent,
Rocky Mountain National Park



THE STORY

In 1884, Indian Head Ranch was established near Estes Park, Colorado. Initially 160 acres, the ranch was sold and expanded over the years until John and Irene McGraw purchased the thousand-acre property and renamed it in 1909. Even though unprofitable, Irene McGraw continued to run the cattle ranch after John died in 1917. In 1935, the family built cabins and operated it as a guest ranch until 1973, using “Ranching with Ease” as their motto. The guest ranch’s marketing received a boost when it was used for U.S. presidential candidate Alf Landon’s campaign headquarters in 1936. The property changed hands several times, until the National Park Service (NPS) acquired it in 1988. Located in Rocky Mountain National Park (RMNP), McGraw Ranch was listed in the National Register of Historic Places in 1998.

THE PROJECT

Landscape restoration across RMNP was part of the management plan when the NPS acquired McGraw Ranch. In 1994, RMNP initiated plans to demolish the ranch structures and restore the landscape for elk habitat.

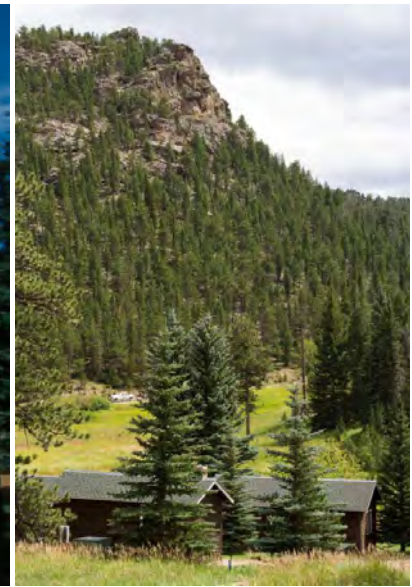
THE 106 PROCESS

The NPS was the federal agency responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Under Section 106, agencies also consult with Indian tribes, state and local governments, and organizations and individuals that have a determined interest in the historic property to seek agreement on measures to address the effects.

The proposed demolition of the ranch structures elicited local and national opposition. Both the Advisory Council on Historic Preservation (ACHP) and the National Trust for Historic Preservation requested further study to identify alternatives to demolition. The RMNP superintendent suggested converting the ranch buildings to a

Photos: Above, McGraw scenic pond (photo courtesy National Trust); Right, Sterling Holdorf and Ben Sanchez square hew a log which replaced a rotted sill on the ice house; Volunteer groups came from all over the country to help the park crews restore the buildings at McGraw Ranch. (photos courtesy NPS)

CONTINUED >>>



Photos: Above, the house after restoration (photo courtesy National Trust); Right, mountain view (photo courtesy NPS); Partners in Preservation park sign

research facility as a possible alternative, but funding the building rehabilitations became an issue. In December 1994, the NPS, ACHP, RMNP, and the Colorado State Historic Preservation Officer entered into a Memorandum of Agreement (MOA) to document the structures, interpret the property for visitors, and demolish a later infill cabin. The MOA also included a stipulation that the historic structures would be preserved, provided funding for their rehabilitation and maintenance was raised within three years of the execution of the agreement. According to the MOA, if the funding targets were not met, RMNP would remove all structures, leave the building footprints, and make the area suitable for elk. Recognizing the value of the project, RMNP committed funds for the infrastructure improvements, and the private fund-raising effort was successful. Today, McGraw Ranch has become an important NPS research center, with overnight accommodations, a small lab, kitchen facilities, and work space for researchers. While not open to the public, the history of the ranch is interpreted for visitors.

THE SUCCESS

McGraw Ranch is a model for federal agency collaboration with non-federal partners in developing a variety of sources to finance the reuse of the structures and support research. Rocky Mountain National Park Associates and the National Trust committed to raise private donations and organized volunteer work crews to support the \$2 million project. Park gate fees contributed \$1.2 million for the project, and another \$350,000 came from Colorado's State Historical Fund.

Now RMNP's research program is the fifth largest in the NPS. The research projects extend beyond elk studies to include a butterfly inventory, rare plant studies, fire history, and glacier monitoring. Preserving and reusing the McGraw Ranch facilities supports RMNP's goal to bring science to the park so managers can make better decisions to protect the park's resources while saving an important part of Colorado's heritage.



Consulting Parties:

National Park Service
 ACHP
 Colorado State Historic Preservation Officer
 Rocky Mountain National Park

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106

SUCCESS STORY

Redstone Castle: How an IRS Tax Seizure Became a Preservation Success

Redstone, Colorado

“The 1902 castle and estate, also called Cleveholm Manor, represents a time in American history when empires were built during a nationwide drive toward industrialization.”

— COLORADO PRESERVATION, INC.



THE STORY

In the 1890s, John C. Osgood formed the Colorado Fuel & Iron Company and established a remarkably progressive company town called Redstone in Pitkin County, Colorado. For his workers, Osgood built more than 80 family cottages, all featuring electricity and up-to-date plumbing. He also provided a school, library, theater, a 40-room inn, club house, and modern bathhouse. For his wife and himself, Osgood built an opulent residence, the 42-room Cleveholm Manor, better known as Redstone Castle, situated on a 72-acre complex complete with greenhouse, servants' quarters, carriage house, and gamekeeper's lodge. Both the residence and the gamekeeper's lodge are individually listed in the National Register of Historic Places and are part of the larger Redstone National Register historic district.

THE PROJECT

In 2000, Redstone Castle became the property of a partnership involved in questionable business practices, and seven members of the partnership subsequently were indicted as a result of an investigation into a \$56 million illegal investment scheme. The Internal Revenue Service (IRS) then seized Redstone Castle, its outbuildings, and 150 surrounding acres in 2003. The property was to be sold at auction by the IRS. The mansion itself was remarkably intact and retained 75 percent of its original furnishings from the Osgood era. The town of Redstone, though small by population, is a National Register-listed historic district and a Preserve America Community, and its economic vitality is largely based on tourism. Redstone Castle has been a key attraction as a unique window into the historic period and, as such, treasured by the community. Preservationists and citizens were greatly concerned about its fate, fearful that the IRS would dispose of the property without regard to its exceptional historic and community value.

Photos: Above, Redstone Castle; Right, Interior shots of the grand living room, dining room, and library

CONTINUED >>>



Photos: Left, Redstone Inn; Right: Redstone Castle court



THE 106 PROCESS

Responding to the concerns voiced by citizens and preservation agencies, the IRS acknowledged that the sale of the seized property could result in adverse effects to it and initiated the Section 106 process of the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on such properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue. An early hurdle for the process was an assertion by the Securities and Exchange Commission (SEC)—which had filed its own legal proceedings to recover the fraudulently obtained funds—that Section 106 would not apply if SEC’s legal action took precedence over the IRS. After resolving this, the IRS worked with the Advisory Council on Historic Preservation, the Colorado State Historic Preservation Officer, and other consulting parties to create a Memorandum of Agreement (MOA) that allowed the sale of the property with a preservation easement that ensured the long-term preservation of Redstone Castle. The easement extended protection to the exterior of the building, significant interior spaces, and a large portion of the historic grounds. The property was subsequently auctioned in March 2005 and the easement granted to the Colorado Historic Foundation.

THE SUCCESS

Redstone Castle was purchased at auction from the IRS for \$4 million by a California resident who is refurbishing it for eventual commercial use as a spa, upscale lodging, and special events venue. Meantime, area residents and visitors can tour the historic structure and view its 15 bedrooms, 14 fireplaces, and authentic period furnishings that recall when guests such as John D. Rockefeller, J. Pierpont Morgan, and Teddy Roosevelt enjoyed the setting along the Crystal River a century ago. Thanks to the conditions that the IRS placed on the sale which were developed in the Section 106 process, Redstone Castle will retain its historic character for years to come and benefit the Redstone community and the nation.

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Consulting Parties:

IRS
 ACHP
 National Trust for Historic Preservation
 Redstone Historical Society
 Pitkin County Commission
 Colorado Preservation, Inc.
 Colorado Historic Foundation
 Colorado Historical Society (State Historic Preservation Office)

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

Highways to History Demonstrates the Value of Public Archaeology

Connecticut



“The general public does not often hear about the positive outcomes of highway building, but here is a prime example of the importance of cultural resource management and its contributions toward understanding our historic past. While the archaeology is conducted with the utmost scientific professionalism, this book combines the excitement of discovery with unique insights into colonial life that only archaeology can achieve. Everyone involved with this publication should take a bow, for it puts Connecticut at the forefront of highway archaeology.”

—NICHOLAS BELLANTONI, PH.D.
Former State Archaeologist

Photos: Above, creamer mended from several separate pieces from the Sprague site in Andover; Right, archaeologists excavating the Sprague House site; final stages of excavation of the south cellar or “New House” at the Goodsell site in North Branford



THE STORY

The first Europeans arrived in Connecticut when Dutch fur traders sailed up the Connecticut River in 1614 and built a fort near present-day Hartford. After Puritans from the Massachusetts Bay Colony settled in the Hartford area in 1633, several colonies were established including Hartford, Colony of Connecticut, Old Saybrooke, Windsor, and New Haven. What remains of Connecticut’s colonial legacy today are largely houses that reflect the upper class of Euro-American society, but less is known about the everyday lives of the colonial middle class. The four sites discovered by the Connecticut Department of Transportation (CTDOT) projects were determined eligible for the National Register of Historic Places under Criterion D; sites that have yielded, or may be likely to yield, information important in prehistory or history.

THE PROJECT

In 2013, CTDOT proposed four projects that required widening and realignment of existing roadways in order to improve safety and accommodate increased traffic. While no standing historic structures were impacted, construction outside the existing road right-of-way called for archaeological surveys prior to construction.

THE 106 PROCESS

The projects were funded by the Federal Highway Administration (FHWA) requiring compliance with Section 106 of the National Historic Preservation Act. In the Section 106 process, federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur. Archaeological surveys for the projects revealed the existence of four significant sites that would be impacted. The archaeological excavations revealed the remains of four 18th century houses, providing previously unknown resources that expanded knowledge about life in colonial Connecticut.



Photos: Above, excavated cellar of Sprague House in Andover; Right, archaeologists at Daniels House site in Waterford; sewing items from Daniels House, including scissors, needle, glass beads, straight pins, thimbles; teaspoon and ceramics from Benedict House in Wilton (all photos courtesy CTDOT)

The Sprague, Goodsell, Daniels, and Benedict sites show what life and work would have been like for the “middling sort” hundreds of years ago. The houses reflect modest living conditions, and the artifacts they left behind are evidence of their Yankee thriftiness. CTDOT realized that collectively the sites presented a thematic resource of 18th century lifeways and vernacular architecture and committed to share the findings with the public as part of the mitigation. The FHWA, Connecticut State Historic Preservation Officer (SHPO), and CTDOT entered into four individual Memoranda of Agreement that prescribed archaeological data recovery to resolve the adverse effect of the projects on the historic properties.

THE SUCCESS

CTDOT and FHWA successfully balanced the charge of providing safe transportation and their responsibility to act as stewards of historic properties. As an outcome of the Section 106 process, the archaeological excavations of the four house sites recovered artifacts and broadened the context of the long-standing history of the state. By combining information from the four archaeological sites into one document, CTDOT crafted a narrative expanding what is known about life in the 18th century across the state. This publication was intentionally written to make it broadly appealing to the public. The book won an Award of Merit from the Connecticut League of History Organizations in 2015. Copies of the book were printed for distribution to schools, libraries, and historical societies in the communities in which the projects were located and to give away to interested members of the public. Due to the continuing demand, the book has been made available on the CTDOT website at www.ct.gov/dot/lib/dot/Highways_to_History.pdf. The Section 106 process enabled the recovery of important information of these colonial sites and provided a means for their insights on Connecticut’s early history and its people to be widely shared with the public.



Consulting Parties:

Federal Highway Administration
 Connecticut State Historic Preservation Officer
 Connecticut Department of Transportation
 Office of State Archaeology

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

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106 SUCCESS STORY

New Highway Uncovers Untold Histories U.S. Route 301 Corridor, Middletown, Delaware



“This is a very exciting project and one we have been talking about, literally, since my first day as governor, and years before that. It’s going to bring so many benefits to the area—less congestion, better safety, more economic development—that’s what I call a win-win-win.”

— FORMER GOV. JACK MARKELL
2016

“The demands of the project schedule required an intensive cooperative relationship among all the parties. Daunting at first, what emerged was a focus on not just the challenge, but also the opportunity that this large-scale project presented.”

—GWEN DAVIS
Deputy State Historic Preservation Officer

Photos: Above, exhibit of Houston-LeCompt Site on display at DeIDOT’s rest area in Smyrna (courtesy Dovetail Cultural Resource Group[DCRG]); Right, stone foundation of dairy and well at Armstrong-Rogers Site (DCRG), artifacts recovered from Noxon Tenancy Site, 18th century wooden cribbed well at Noxon Tenancy Site (both courtesy Louis Berger)



THE STORY

In 1638, the Swedes laid out the first permanent European settlement on Delaware soil at Fort Christina, the site of modern-day Wilmington. This site was intended to be the capital of a Swedish colony. After almost two decades of contention, the Dutch controlled the area and allowed the Swedes to practice their language and culture. By the start of the 18th century, the area consisted of Swedish, Dutch, and English settlers. Although many changes have occurred over the past 300 years, the area remained agricultural in nature, retaining the remnants of its rich cultural heritage, until the 1980s when suburban development intensified and expanded.

THE PROJECT

The Delaware Department of Transportation (DeIDOT) began planning studies for an ambitious highway project in the 1990s to remove a bottleneck along U.S. Route 301, a significant part of the regional highway network. This project would improve safety, manage truck traffic, and reduce congestion. Improved traffic flow would support economic development, enhance the region’s ability to compete for economic development, improve local access to rail lines and bus services, and improve livability in the region. Several alternatives for U.S. Route 301 were identified, and cultural resource studies were initiated including a predictive model for archaeological sites.

THE 106 PROCESS

The Federal Highway Administration (FHWA) was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects on those properties of the projects they carry out, fund, or permit. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur.

By 2007, the project alignment was defined, and 10 different Cultural Resource Management (CRM) firms were engaged to efficiently complete testing of the 17-mile corridor in the four-year project time frame. These firms contributed in various capacities such as geographic information system-based predictive modeling, detailed

CONTINUED >>>



Photos: From left, an archaeologist explains a pit feature at Elkins Site to DeIDOT archaeologists, SHPO, project engineers (photo courtesy Hunter Research); a Cub Scout troop spent the day at Houston-LeCompt Site learning about archaeology (DCRG)

historical research, field work, specialized studies, and public outreach efforts.

Sixty-six historic and prehistoric archaeological sites were identified. Close coordination among DeIDOT, Delaware State Historic Preservation Office (SHPO), and FHWA was necessary to make decisions and keep the project moving forward in a timely manner. Public outreach and engagement were seen as a crucial element of the project early on and were woven throughout the Section 106 process. Participants had a kickoff meeting where they decided on expectations concerning data sharing and contact information. The timeline was expedited by using weekly site visits between SHPO staff and DeIDOT archaeologists, with CRM consultants providing management summaries instead of full reports when mitigation was planned. Decisions concerning eligibility and mitigation were made quickly using the understanding, relationships, and trust that the site visits engendered.

Eight archaeological sites were avoided during the design process, but 14 sites eligible for listing in the National Register of Historic Places could not be avoided. DeIDOT, SHPO, and FHWA worked closely to develop mitigation strategies to resolve adverse effects to those eligible sites. Excavation to recover important data was chosen as the resolution of adverse effects for eight of the sites; the adverse effects to the other six sites were resolved through the development of historic context documents, syntheses and best practice studies, and public outreach. The mitigation program provided a net benefit to the region, state, and public.

Consulting Parties:

- Federal Highway Administration
- Delaware State Historic Preservation Officer
- Maryland Historic Trust
- Delaware Department of Transportation

THE SUCCESS

Through the Section 106 process, consulting parties balanced the mission of providing safe transportation while serving as responsible stewards of archaeological resources. The information gathered provided a new perspective on the Colonial period in Delaware. The up-front investment in predictive modeling and intensive background research, and the involvement of multiple CRM firms, allowed the archaeological fieldwork to be completed within a tight time frame. Because sites were identified early in the planning process, several sites on DeIDOT-owned land were avoided and preserved in perpetuity through protective easements. Public dig days were offered to experience archaeology. Public engagement occurred throughout the Section 106 process and through project construction, providing a greater awareness of Delaware's past and shared cultural and historic resources.

Brochures and posters were developed for the eight excavated sites to provide information to the public who stopped by the sites. Long-term public outreach included three exhibits across the county highlighting each of the three sites and thematic websites. These websites with additional information are available at https://www.deldot.gov/archaeology/historic_pres/us301/index.shtml.

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106 SUCCESS STORY

Collaboration Saves Hidden Treasure: Clara Barton's Office and Home

Washington, D.C.



CLARA BARTON
From portrait taken in Civil War and authorized
by her as the one she wished to be remembered by

172861

“The Clara Barton Missing Soldiers Office Museum is a true time capsule and special experience. The GSA did an incredible job of preserving and returning the space to Barton’s time. You can feel her presence as we tell her incredible story in the very rooms where she lived and worked for years.”

—DAVID PRICE
National Museum of Civil War
Medicine Interim Executive Director

Photos: Above, portrait of Clara Barton during the Civil War (photo courtesy Library of Congress); Right, the original façade, removed during Metro construction, was replicated via public-private partnership; original office sign (photos courtesy GSA)



THE STORY

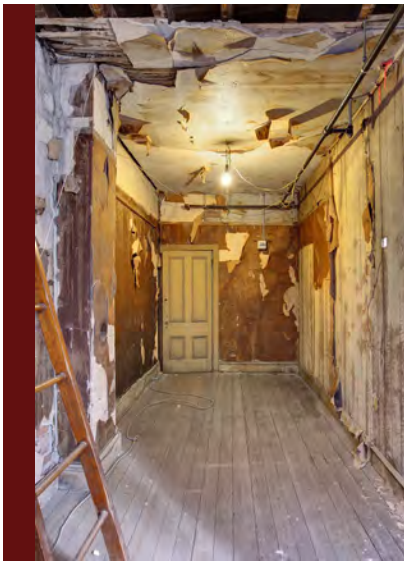
Clarissa “Clara” Harlowe Barton, before founding the American Red Cross, dedicated herself to caring for Union troops in the Civil War and later conceived of and headed the Office of the Missing Soldiers to help families locate unaccounted loved ones who served in the war. The Office responded to more than 63,000 inquiries with more than 100,000 handwritten and form letters. Barton operated the Office from rented space in downtown Washington, D.C. From 1865 to 1868, she and her small staff provided information to families about the fate of more than 21,000 men.

THE PROJECT

In 1996, the Pennsylvania Avenue Development Corporation’s real estate holdings were transferred to the General Services Administration (GSA) for management and disposition. The holdings included an 1853 building with shops and professional offices on the first and second floors, and boarding rooms on the third floor. Just prior to the property’s sale and anticipated demolition for residential redevelopment, a GSA employee discovered artifacts that indicated Barton had lived on the third floor of the building. In 1997, a National Park Service historian confirmed Barton resided in and worked out of Room 9 and other adjacent rooms between 1861 and 1868, during and immediately after the Civil War. GSA commenced consultation to determine next steps.

THE 106 PROCESS

GSA was the federal agency responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. In the process, federal agencies also must consult with parties that have an interest in the property when adverse effects may ensue. Given the newfound historic significance of the property and its pending transfer and redevelopment, GSA reached out to consulting parties to resolve adverse effects.



Photos: Left, the parlor before restoration (photo courtesy OLBN/GSA); Above, conservators found enough wallpaper fragments on the walls and in the attic to recreate the Civil War-era character of Barton's rooms (photo courtesy GSA); Right, the parlor after restoration (photo courtesy OLBN/GSA)



Original elements of Room 9 include interior doors and walls, piping for gas lighting, a chimney for a potbelly stove, and fragments of wallpaper selected by Barton and installed during her residency. A wood plank wall divided Barton's sleeping parlor from a large open space she used to store her battlefield supplies and later as the Missing Soldiers Office. Original hand-painted signage denoting the "Missing Soldiers Office" and boxes of Civil War-era documents were discovered in the attic above Room 9.

In 2000, GSA and consulting parties executed a Memorandum of Agreement (MOA) to ensure that the spaces associated with Barton on the third floor would be preserved in perpetuity in situ. According to the MOA, GSA stabilized the significant areas and, pursuant to a preservation covenant it attached to the deed, oversaw an \$8 million improvement effort by their private development partner, Jefferson at Penn Quarter, L.P. Between 2001 and 2006, the developer assumed responsibility for building systems, safety upgrades, and other improvements to support a future museum use. Under the covenant, GSA retains a perpetual easement to access, perform maintenance, and conserve and interpret significant spaces, while the developer funds base building utilities.

In 2012, GSA executed a management agreement with the non-profit National Museum of Civil War Medicine. Following the Secretary of the Interior's Standards, GSA completed utility work, restored interior finishes, and rehabilitated the museum reception area with proceeds from the property's earlier sale. Work included gaslight and wallpaper restoration, and ensured that evidence uncovered during construction was incorporated. Concurrently, museum personnel developed a marketing program and installed exhibits for the new Clara Barton Missing Soldiers Office Museum.

THE SUCCESS

Due to a timely discovery and diligent GSA compliance with Section 106, museum visitors can experience Barton and her meaningful work in the restored original venue. The valuable partnership among the federal government, a private developer, and a non-profit museum was able to restore this important historic property which will continue to inform the public about Barton's efforts and the Office of the Missing Soldiers.

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Consulting Parties:

General Services Administration

ACHP

District of Columbia Historic
Preservation Officer

Jefferson at Penn Quarter, L.P. (JPI
Apartment Development, L.P.)

National Capital Planning
Commission

For more about Section
106 and the ACHP go
to www.achp.gov



Preserving America's Heritage

106

SUCCESS STORY

Demolition Reconsidered: Preservation at U.S. Holocaust Memorial Museum Washington, D.C.

“Just as Annex 3 once served a support role for the Bureau of Engraving and Printing, it now houses the Ross Administrative Center of the United States Holocaust Memorial Museum. The decision to retain rather than demolish the building provided valuable work space for the staff of the Museum as well as space for visitor services.”

— MICHAEL ZISK
*United States Holocaust Memorial
Museum Architect*



THE STORY

Located immediately south of the National Mall in Washington, D.C., the federal Auditors Building Complex overlooks the nearby Washington Monument. Listed on the National Register of Historic Places, the imposing Romanesque-style Auditors Building was built in 1880, followed by several additions and annexes. The complex housed the Bureau of Engraving and Printing until 1914 when that agency moved into an adjacent new building. In subsequent years, the Auditors Building Complex was occupied by various federal agencies, but, by the 1970s, was underutilized.

THE PROJECT

Created by Congress in 1980, the United States Holocaust Memorial Council was charged with creating a national memorial museum to the Holocaust's millions of victims. In 1981, the federal government carved out a portion of the Auditors Building Complex—Annexes 1, 1A, and 2—to become the site of the proposed United States Holocaust Memorial Museum. As design development proceeded, the Holocaust Memorial Council explored reusing the historic buildings, but this proved challenging given the museum's ambitious program needs. Ultimately, in late 1984, the Holocaust Memorial Council proposed clearing the site for construction of a new building. In addition to resulting in demolition of Annexes 1, 1A, and 2, new construction had the potential to visually impact the adjacent Bureau of Engraving and Printing, a limestone Neo-Classical structure designated as a District of Columbia Historic Site, as well as the Auditors Building and Annex 3 of the Auditors Building Complex. Indeed, development of the design eventually raised serious concerns for the very future of Annex 3 and for the historic character of the adjacent National Mall.

Photos: Above, Annex 3, showing proximity to the Washington Monument and National Mall; Right, Annex 3, now known as the Ross Administrative Center of the Holocaust Memorial Museum



Photos: Left, Annexes 1, IA, and 2, and the Auditor's Building, with Washington Monument in the background (photo courtesy HABS); Right, (from left to right) Annex 3, the Auditor's Building, and the Holocaust Memorial Museum (photo courtesy Flickr/Mr.TinDC)

THE 106 PROCESS

The Holocaust Memorial Council, as the federal agency carrying out the project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects on those properties of the projects they carry out, fund, or permit. Federal agencies also are required to consult with parties that have an interest in the fate of historic properties when adverse effects are likely to ensue.

Consultation among the Holocaust Memorial Council, District of Columbia State Historic Preservation Officer, and the Advisory Council on Historic Preservation led to agreement that the museum's program needs outweighed retention of Annexes 1, IA, and 2. The parties executed a Memorandum of Agreement providing for documentation of the three buildings prior to demolition and further consultation during design of the museum. However, Section 106 review had to be reopened in 1988 when the Holocaust Memorial Council proposed obtaining and demolishing Annex 3, an impact not previously considered in the Section 106 process.

Larger and more architecturally impressive than the other annexes, Annex 3 was a prominent anchor at the street corner facing the National Mall. The proposal to demolish the building to create a landscaped entry plaza in front of the new museum was controversial, in part because it would open up site lines from the new museum and proposed plaza to the Washington Monument and the Jefferson Memorial. Critics argued this would result in the museum visually competing with these iconic monuments and fundamentally changing the historic character of the National Mall. After several months of debate and consultation, the Holocaust Memorial Council reversed its position, withdrew its demolition proposal, and instead agreed to reuse Annex 3.

Consulting Parties:

United States Holocaust Memorial Council

ACHP

District of Columbia State Historic Preservation Officer

THE SUCCESS

The Holocaust Memorial Museum opened to critical acclaim in 1993. The building's blend of brick and limestone façades harmonizes with its historic neighbors, including Annex 3. Although the final design was the culmination of several local and federal reviews, only the Section 106 review focused exclusively on the museum's impact on historic properties. The Section 106 process provided a forum for opposing interests to discuss the proposed demolition of Annex 3 and alternatives, ultimately leading to the building's retention and successful reuse. The handsome historic building is a vibrant and permanent part of the museum complex, housing museum administrative offices and visitor services, including a public cafeteria.

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Preserving America's Heritage

106 SUCCESS STORY

Headquarters Consolidation Revives St. Elizabeths NHL West Campus

Washington, D.C.



THE STORY

Designated by Congress in 1852 and opened in 1855 as the first federal mental health hospital for members of the armed forces and District of Columbia residents, the Government Hospital for the Insane became known as St. Elizabeths after the name of the tract of land on which it was constructed. The expansive, 350-acre campus is a prominent example of a mid-19th century movement that promoted moral treatment for the mentally ill in well-designed buildings amid a verdant agrarian setting. After decades of steady growth and expansion, including construction of an East Campus, the hospital declined with the creation of the veterans' hospital system in the 1940s and the deinstitutionalization of care for the mentally ill in the 1960s. Some buildings on the West Campus and the entire East Campus were transferred from federal ownership to the District of Columbia ownership in 1987. By the late 1990s, the patient population had shrunk to less than 10 percent of its peak of 7,500 patients, leaving the earliest buildings on the West Campus largely vacant. The West Campus was transferred to the General Services Administration (GSA) in 2004. St. Elizabeths was listed in the National Register of Historic Places in 1979 and designated a National Historic Landmark (NHL) in 1990.

THE PROJECT

To consolidate the headquarters of the Department of Homeland Security (DHS), GSA was charged with accommodating 6 million square feet of tenant space for 14,000 employees at St. Elizabeths, which included about 1 million square feet of historic buildings, a cultural landscape, and numerous archaeological resources. The plan also included road and highway interchange improvements within portions of adjacent National Park Service (NPS) property, which required compliance with Section 4(f) of the Department of Transportation Act.

THE 106 PROCESS

GSA was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those

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“The General Services Administration is extremely proud of the progress made in public consultation with local and national preservation organizations and the community. These groups worked tirelessly with GSA to improve the master plan and protect this National Historic Landmark. ...The GSA looks forward not only to reusing and renewing this long-vacant historic campus but also to continuing to reinvest in local economic recovery efforts.”

—ANTHONY E. COSTA
Acting Commissioner of Public
Buildings, GSA 2009

Photos: Above, Center Building, built in the Kirkbride Plan (photo courtesy Library of Congress); Right, aerial view (photo courtesy U.S. Coast Guard)



Photos: Left, ACHP members tour cemetery grounds on West Campus; Above, Hitchcock Hall, the former psychodrama theater

properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects may ensue.

GSA initially proposed to redevelop the West Campus as a high-security campus by demolishing approximately half of both the historic buildings and the cultural landscape. In 2008, working with numerous consulting parties through the Section 106 process, GSA developed a viable master plan and a Programmatic Agreement (PA) that set forth a process for resolving adverse effects for each phase of the master plan's implementation. If adverse effects were found, they would be resolved in separate Memoranda of Agreement (MOAs). The consultation was informed by guidance from Advisory Council on Historic Preservation (ACHP) members, a collective consulting party consensus document regarding locations and density of new development, and a Section 213 Report requested of the Secretary of the Interior by the ACHP to address the master plan's cumulative effects on the significant characteristics of the NHL.

GSA agreed to minimize the effects of the DHS program by retaining the preeminence of the Center Building in the landscape, concentrating new development outside of the historic core, submerging structured parking, blending new construction with existing buildings on the site's sloping topography, and offsetting added density with landscape rehabilitation. Making a case for their viability, GSA planned to reuse 52 of the 62 contributing resources (eight greenhouses were deteriorated beyond repair), as well as rehabilitate numerous landscape features, and recover archaeological resources. GSA's dedicated team of experts also completed building condition assessments, landscape analyses, and a geothermal archaeological survey, and stabilized and mothballed several historic buildings for later reuse. GSA undertook numerous mitigation measures early on, including an education program with a local partner bringing about 5,000 visitors to the site; conservation and digitization of historic drawings; documentation of buildings and landscapes; and publication of an online history book. GSA is planning an exhibit with the National Building Museum.

THE SUCCESS

During eight years, seven MOAs have been executed under the PA. St. Elizabeths' West Campus is now home to the new LEED gold U.S. Coast Guard headquarters, and nearby rehabilitated historic buildings house support functions. By 2018, the historic Center Building will support the Office of the DHS Secretary. GSA has commenced consultation on two more MOAs to address reuse of 18 historic buildings. Using the framework of the Section 106 process to obtain ongoing input from consulting parties, GSA has guaranteed a future for the NHL's historic buildings and landscape while meeting the nation's critical 21st century homeland security needs. For more information: www.stelizabethsdevelopment.com

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Consulting Parties:

General Services Administration
 Department of Homeland Security
 Federal Highway Administration
 National Capital Planning Commission
 District of Columbia Historic Preservation Office (SHPO)
 ACHP
 Many Others

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

Partners Make Resolute Commitment to Reconstruct National Landmark

Washington, D.C.



“Builders have always understood that buildings are far more than brick and mortar and stone. Buildings are statements of hope, determination, declarations of faith in the future, acts of commitment to plans and purposes that extend far beyond the present. And as long as this Pentagon stands, and that will be a long, long time, the Pentagon will remain a symbol of America’s resilience, endurance, and resolve.”

—PAUL WOLFOWITZ
Former Deputy Secretary of Defense
Remarks at Worker Appreciation
Ceremony, Pentagon, 2002

THE STORY

As the United States built up its armed forces in 1941, the War Department faced a serious space issue for its military command. It determined an office building to house 40,000 workers in four million square feet of space was needed. Due to the military need for steel, congressional restriction on the number of occupants, and a desire not to obstruct the view of Washington, the building was originally planned at four stories high with ramps instead of passenger elevators. Architects George Bergstrom and David J. Witmer met the challenge with a unique five-sided structure using an innovative system of ramps. Congress appropriated \$35 million, and construction commenced on September 11, 1941, in Arlington, Virginia. In the Stripped Classicism style, the Pentagon is a remarkable example of a complex and highly efficient design consisting of stacked concentric pentagonal rings. The building’s iconic form, location, and role in military and civilian culture have established the Pentagon as a national and international monument, the paramount symbol of American national defense and military power. As a result of its significance, the Pentagon was listed in the National Register of Historic Places in 1989 and designated a National Historic Landmark in 1992.

THE PROJECT

In the 1990s, the Department of Defense’s (DoD) Washington Headquarters Service (WHS) proposed the Pentagon Renovation Program (PENREN), a long-term effort to thoroughly retrofit the Pentagon to conform to contemporary building codes and safety requirements while retaining its historic appearance and significance. With 17.5 miles of corridors, 7,700 windows, and 67 acres of parking, renovating the nation’s largest office building would be carried out in segments as funding was available. The WHS consulted with the United States Army Corps of Engineers, the Virginia State Historic Preservation Officer, the Advisory Council on Historic Preservation (ACHP), and the National Trust for Historic Preservation (NTHP), and together they determined that by following the Secretary of the Interior’s Standards for the Treatment of Historic Properties (Secretary’s Standards) the work would not adversely affect the property.

Photos: Above, restoring the Pentagon after 2001; Right, southwesterly view with Potomac River and Washington Monument in the background (DoD photo); award bestowed on Secretary of Defense from the ACHP and National Trust



On September 11, 2001, the west side of the Pentagon was struck by a hijacked airliner. The damaged portion had been included in the first “wedge” of the multi-phased PENREN and was only five days away from completion, so many offices were empty when the attack occurred. PENREN was credited with saving many lives that might have been lost had the plane struck an unrenovated section.



Photos: views of the original and reconstructed sections of the Pentagon

THE 106 PROCESS

DoD, the federal agency carrying out this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur.

Faced with the urgent need to reconstruct the damaged portions of the Pentagon after 9/11, the consulting parties agreed the earlier no adverse effect determination was still appropriate for the reconstruction. Within weeks of the attack, DoD launched Phoenix Project to reconstruct and restore the damaged section. DoD personnel and contractors worked 24 hours a day, seven days a week, vowing that occupants of the damaged wedge would be able to view memorial ceremonies on the first anniversary of the attack from their office windows. The Phoenix Project reconstruction paid careful attention to the original craftsmanship of the building and replicated the exterior limestone material and architectural detail in keeping with the Secretary’s Standards.

THE SUCCESS

All parties adopted a flexible approach and agreed to make necessary accommodations to reflect the national importance of the project. Reconstruction was completed in time for the September 11, 2002, commemoration. At the ceremony, the NTHP and the ACHP presented an award—an engraved piece of the original 1941 limestone façade—to the Secretary of Defense recognizing DoD’s commitment to reconstruct the damaged wedge using material, design, and craftsmanship that matched the original. This faithful renovation, symbolic of DoD’s approach to the overall PENREN project, demonstrated its uncompromising commitment to preserving its heritage. The extraordinary reconstruction work accomplished by architects, contractors, and construction workers under DoD’s leadership warranted the commendation. Subsequently, work continued on the renovation, acknowledging the tragic events of 9/11. The outdoor Pentagon Memorial, dedicated to the memory of those lost, opened on September 11, 2008. The entire PENREN was completed in June 2011, enabling the world-famous landmark to meet 21st century national defense needs.

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Consulting Parties:

Department of Defense
Washington
Headquarters
Service
United States Army
Corps of Engineers
ACHP
Virginia State Historic
Preservation Officer
National Trust
for Historic
Preservation

For more about
Section 106 and
the ACHP go to
www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

Work of Art Spans the Potomac River

Washington, D.C.; Alexandria, Virginia;
Oxon Hill, Maryland



“Visually, the Wilson Bridge is actually far more than an engineered bridge structure. I believe it is a work of art. It is, at once, a utilitarian bridge, a memorial, a new landmark, and a sculpture of unprecedented scale.”

— JANOS ENYEDI
Artist, Furnace Road Studio 2006

THE STORY

The Woodrow Wilson Bridge is one of only two Potomac River crossings on the Capital Beltway, the 64-mile interstate highway surrounding Washington, D.C. Built during the first wave of interstate highway construction in the late 1950s, the drawbridge was designed to avoid the Alexandria National Historic Landmark District, yet it passed directly through the larger Alexandria Historic District designated later.

THE PROJECT

Built to connect the suburbs of Maryland and Virginia, the Woodrow Wilson Bridge was carrying more than twice its intended capacity by the 1980s. The high volume of local traffic and especially high volume of interstate truck traffic compounded its deteriorating condition. By 1990, the Federal Highway Administration (FHWA), in cooperation with the Maryland State Highway Administration (SHA) and the Virginia Department of Transportation (VDOT), proposed to replace the decaying bridge with two spans which would maintain the current crossing during construction and ultimately update the full structure, expanding its carrying capacity. The 1961 bridge was not considered eligible for the National Register. However, the proposed project would be built 50 feet south of the present bridge, and its expanded footprint crossed the Alexandria Historic District, including the Jones Point Lighthouse and Park, the Mount Vernon Memorial Highway, pre-contact and historic archaeological resources, and a historic cemetery later identified as the Freedmen's (Contraband) Cemetery. Given the scale of the undertaking and with multiple state, local, and non-governmental stakeholders, initial proposals for replacing the bridge met with significant opposition based on anticipated impacts to historic properties.

THE 106 PROCESS

FHWA was the federal agency funding this project and responsible for conducting the Section 106 review process under the National Historic Preservation Act, which requires agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required

Photos: Above, spanning the Potomac; Right, the highway bridge; a cyclist rides at Jones Point Park under the bridge (photos by Trevor Wrayton, Virginia DOT)

CONTINUED >>>



Photos: Left, a view of the Alexandria Historic District; Above, Jones Point Park (photos by Trevor Wrayton, Virginia DOT)

to consult with parties that have an interest in the fate of historic properties when adverse effects are likely to ensue.

Early in consultation, the Advisory Council on Historic Preservation (ACHP) encouraged a multi-disciplinary collaboration that was key to a successful outcome. One of the first steps taken was to convene a design charrette with participation by multiple jurisdictions and interested parties. The outcome suggested the basic form of a new crossing to minimize the footprint, profile, and height—lessening the visual impacts on significant historic properties.

THE SUCCESS

Since the bridge structure could not be hidden from view, the Memorandum of Agreement (MOA) developed by the consulting parties set out principles for design of the new bridge to be compatible with its historic setting. These principles called for a bridge with high aesthetic value, reflecting the historic arch tradition of bridges over the Potomac, minimizing piers, and maintaining the historic park underneath and were the basis for the competition that ultimately selected the final design.

Importantly, the MOA established a Design Review Working Group (DRWG) for continued stakeholder involvement as the design was refined. Chaired by ACHP staff, the DRWG oversaw implementation of key agreement provisions, recommended additional mitigation as the design process unfolded, and addressed opportunities to benefit historic sites outside the project footprint. For example, archaeological investigations led to the re-discovery and ultimate preservation and interpretation of the Freedmen’s Cemetery, following the DRWG recommendations. Even the higher than anticipated volume of dredge material was transported to restore a former gravel mining operation to farmland and enhance a National Historic Landmark site on the James River.

The collaborative Section 106 process resulted in an award-winning, signature bridge that functions as a regional transportation link for vehicles, pedestrians, and bicycles; complements its monumental setting; and provides a gateway into the Alexandria Historic District.

Consulting Parties:

- Federal Highway Administration
- ACHP
- State Historic Preservation Officers from D.C., Maryland, and Virginia
- National Park Service
- SHA
- VDOT
- City of Alexandria, Virginia
- Maryland-National Capital Park and Planning Commission
- Prince George’s County, Maryland
- Daughters of the American Revolution

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America’s Heritage

106

SUCCESS STORY

Bridge of Lions Illustrates Early Community Involvement Key in Maintaining Historic Character in a Contemporary Bridge

St. Augustine, Florida



“The Bridge of Lions rehabilitation and restoration project in St. Augustine, Florida, is a stunning example of how the unique, aesthetic elements of an historic structure can be incorporated into a modern design.”

— *REBUILDING AMERICA'S
INFRASTRUCTURE*
July 2009



THE STORY

On the feast day of St. Augustine, 1565, Admiral General Don Pedro Menéndez de Avilés sailed through an inlet into a natural harbor protected by a barrier island along the north coast of present day Florida. He founded St. Augustine, the oldest European city in the continental United States with the longest continuously serving port. The city was growing in the early 20th century, and the Bridge of Lions was built in 1927 to connect Anastasia Island—the barrier island—to the mainland. The graceful 1,574-foot-long drawbridge designed by the J.E. Greiner Company of Baltimore uses Mediterranean Revival elements to complement the city's architecture and Spanish origins. It was named for a pair of lions sculpted in Carrera marble bracketing the west end of the bridge. Upon completion, the *St. Augustine Record* praised it for demonstrating in structural form the “good taste, daring optimism and faith of the people of this progressive community.”

THE PROJECT

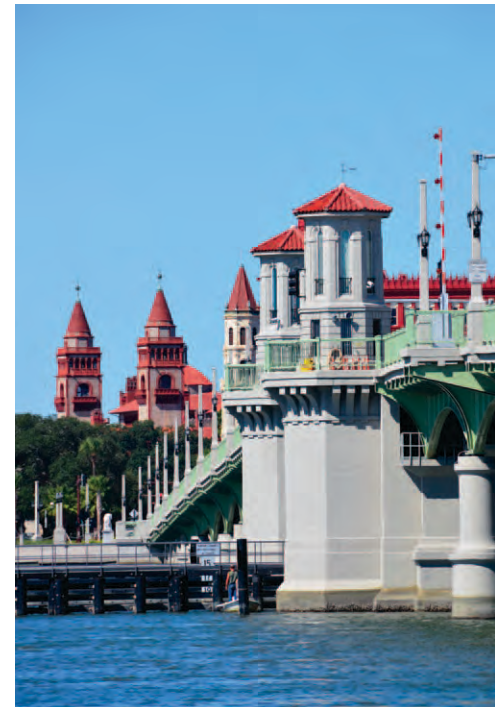
By the 1970s, the Bridge of Lions was in serious need of attention, carrying 21,500 people daily, and both bridge and boat traffic were increasing. Its narrow travel lanes, safety railings, and pedestrian features did not meet Florida Department of Transportation safety standards. Its horizontal clearance did not meet U.S. Coast Guard guidelines. When cracks were found in the bridge's support structure, the time for decision making and action could no longer be delayed. It was closed in 2006 presenting the major challenge of preserving the historic elements of the bridge, listed in the National Register of Historic Places, while bringing it to current safety and engineering standards. The preservation challenges warranted the bridge being named to the National Trust for Historic Preservation's “America's 11 Most Endangered Historic Places” list.

Bridge of Lions photos courtesy America's Byways.

CONTINUED >>>



Above: Temporary bridge with lift; bridge for boat traffic adjacent to the historic bridge. © L. Barnwell
 Right: Bridge of Lions © Paul Brennan



THE 106 PROCESS

The Federal Highway Administration (FHWA) provided funding for the project and was the federal agency responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Under Section 106, agencies also consult with Indian tribes, state and local governments, and organizations and individuals that have a demonstrated interest in the historic property to seek agreement on measures to address the effects.

A large number of consulting parties, including the Advisory Council on Historic Preservation (ACHP), were involved in the Section 106 process from the outset. A team of engineers, designers, landscapers, architects, and historians was created by the Florida Department of Transportation to work with preservationists ensuring the bridge was built using sustainable construction practices. Open in 2010, the contemporary bridge is three feet wider and has piers 75 feet deeper to carry current heavier loads. The bridge retained the towers, drawbridge, and 23 graceful pairs of arches, and was returned to its original 1927 color. It incorporated some 450 tons of steel from the original structure but otherwise was largely replaced at a total cost of \$76.8 million. Lost features including railings, gates, and light posts were replicated, and roof tiles salvaged from other local buildings were used to roof the bridge's towers.

THE SUCCESS

From the beginning, the new bridge project brought disparate groups together to create a design that retains elements of the original bridge, rehabilitated to its 1927 design, and incorporates a larger and stronger structure to serve contemporary needs.

Consulting Parties:

ACHP
 Federal Highway Administration
 Department of the Interior
 U.S. Coast Guard
 Florida Department of Transportation
 Florida State Historic Preservation Officer
 Florida Department of Environmental Protection
 Florida Department of Community Affairs
 Northeast Florida Regional Planning Council
 Saint Johns River Water Management District
 St. Johns County Commission
 City of St. Augustine City Commission
 Save Our Bridge, Inc.

For more about Section 106 and the ACHP go to www.achp.gov.

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Preserving America's Heritage

106 SUCCESS STORY

Rebuilding a Highway Reconnects a Divided Historic Community

Tampa, Florida



THE STORY

Ybor City was founded in the 1880s by cigar manufacturers from Key West, Florida, and grew into a successful town almost entirely populated and owned by immigrants, mainly from Cuba, Spain, and Italy. The city of Tampa annexed Ybor City in 1887, and, for decades, the cigar industry employed thousands of well-paid workers, giving Tampa the nickname “The Cigar City.”

Fifty years ago the coming of the Interstate Highway System through Tampa promised economic revitalization and urban renewal for portions of the city, but for the Ybor City historic district, the new Interstate meant further degradation. Decline in the U.S. manufacture of hand-rolled cigars had already taken a toll on the vibrant multi-cultural community, but Interstate 4 (I-4) cut through the community in the 1950s, removing multiple historic structures and dividing the neighborhood in two. In the 1970s, the part of Ybor City south of I-4 saw something of a renaissance after being placed on the National Register of Historic Places and was designated a National Historic Landmark in 1991. Increased investment in the area brought additional brick streets and iron street lamps, originally found in Ybor City, as well as trendy clubs and urban shops to the commercial section. However, the edges of the residential areas bordering I-4 and the section of Ybor City to the north continued to decline.

THE PROJECT

By the early 1990s, the Florida Department of Transportation (FDOT) and the Federal Highway Administration (FHWA) were planning an expansion of the original four-lane highway. Although the new plan would remove heavy trucks from city streets and correct other existing problems, Ybor City faced the removal of even more of its historic fabric. In 1991, however, Ybor’s historic significance and the needs of its residents would be in the forefront as highway plans were developed.

THE 106 PROCESS

FHWA, the federal agency funding this project, was responsible for conducting the

“Major highway improvements often are accused of destroying communities, but in this instance, we’re clearly enhancing one.”

—KEN HARTMANN

District Seven Secretary, Florida DOT
as reported in *Public Roads*,
September/October 2004 edition

Photos: Above, 21st and 22nd streets before the project; housing relocated; Right, 2607 N. 19th Street before and after move and renovation (photos courtesy Florida Department of Transportation)

CONTINUED >>>



Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur.

Five years of extensive public involvement and close coordination of all the public agencies, including the city, Florida State Historic Preservation Officer, FDOT, FHWA, and the Advisory Council on Historic Preservation (ACHP) resulted in a Memorandum of Agreement (MOA) that laid the ground work for success in providing needed improvements to the highway while enhancing the surrounding community. An exemplary, interactive public involvement initiative, including bilingual meetings, provided updates on project study results and received recommendations. The resulting MOA had the full support of all parties and implemented innovative steps to mitigate impacts to historic resources. Measures included relocation, rehabilitation, and re-sale of 64 historic structures that otherwise would have been lost. Forty of the relocated structures were placed in the neighborhood north of I-4 to reconnect and rebuild the community where the original Interstate had been put through decades earlier. Others were moved to vacant lots south of I-4, further consolidating the community and enhancing the Ybor City State Museum. The project continues to reap benefits as the proceeds from the sale of the relocated and restored buildings is reinvested in the community through a revolving trust fund.

Photos: From left, Columbus Street streetscape; process of moving a house; the house relocated (photos courtesy Florida Department of Transportation)

Consulting Parties:

- Florida Division of FHWA
- Florida State Historic Preservation Officer
- ACHP
- Florida Department of Transportation
- City of Tampa

THE SUCCESS

The Section 106 process succeeded through planning, interagency cooperation, context-sensitive design solutions, and strong partnerships between government and the local communities. The project partners' understanding of, and respect for, the public involvement process was evident in their creation of materials for presentation to the public, including a succinct summary of the Section 106 process that was even incorporated into the ACHP's national Section 106 training. An active Cultural Resources Committee, created by the MOA, successfully guided the housing relocation project. Even with the rehabilitation work still underway, all of the homes were sold or under contract, with a waiting list for the remainder. The relocation project became a catalyst for revitalization of the whole community as homeowners in the area began their own rehabilitation projects, which can be seen all around Ybor City.

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Preserving America's Heritage

106 SUCCESS STORY

Rediscovery of 19th Century Slave Cemetery Leads to Reunion

Bibb County, Georgia



“The descendants knew nothing about the cemetery’s existence. They became partners in the project and held a reunion at the burial ground on Memorial Day 2010.”

— CHAD CARLSON
Historian,
Georgia Department of Transportation



THE STORY

Beginning in the 1820s, rich soil and accessible transportation along the Ocmulgee River supported a cotton economy based on slave labor in the area around Macon, Georgia. It was common for enslaved African Americans to be buried on plantations, sometimes with grave markers, sometimes not. Although not recorded on deeds or maps, local lore held that a small, wooded area adjacent to the former McArthur Plantation, south of Macon, was an African American cemetery from the antebellum era.

THE PROJECT

The rediscovery of the unmarked Avondale Burial Place began when a local landowner notified the Georgia Department of Transportation (GDOT) of a slave cemetery within the Federal Highway Administration’s (FHWA’s) proposed new interchange in the area of the former McArthur Plantation.

THE 106 PROCESS

The FHWA, the federal agency funding the highway project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires federal agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on these properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue.

The GDOT had previously conducted an identification survey that did not locate the cemetery; however, once alerted to a burial ground by a landowner, the GDOT reinvestigated the area. After locating the cemetery, FHWA determined it was eligible for inclusion in the National Register of Historic Places for its association with

Photos: Above, Reverend Herman “Skip” Mason takes earth from original burials and adds it to the top of the burials at the new site; Right, archaeology at the McArthur Cemetery excavation site; New South Associates Head Mortuary Archaeologist Hugh “Matt” Matternes walks at the Avondale Burial Place, Bethel A.M.E. Church, Byron, Georgia. (photos courtesy GDOT)

CONTINUED >>>



Photos: Left, New South Associates Archaeologist Lain Graham and Barton family (photo courtesy GDOT); Right, Ellen Barton Wicker, member of the Barton family and former slave, on McArthur Plantation (photo courtesy Herman "Skip" Mason)



economic and agricultural development of Bibb County, Georgia, and African American burial practices in the early 1800s.

FHWA consulted with interested parties and proposed mitigation that would become key components of the project—to disinter, relocate burials, and commemorate the new cemetery as “the Avondale Burial Place.”

THE SUCCESS

The Avondale Burial Place showcases successful public involvement as evidenced through the use of innovative outreach to direct descendants of those interred at the cemetery and the gathering of information from the local community. Initially expected to contain eight burials, a total of 101 human remains were located at the cemetery site, and the descendants of the slave-owning family and the enslaved were identified through posting on a popular genealogical Web site, all conducted as part of the Section 106 consultation. In addition, research expanded the knowledge about Georgia’s 19th century burial practices. In the end, the human remains were respectfully disinterred and relocated to a nearby cemetery.

As further evidence of its success, the project received the 2012 FHWA Exemplary Human Environment Initiative Award for developing a comprehensive strategy to educate the public on the discovery of a historic cemetery. In addition, the documentary film produced for the project, “I Remember, I Believe,” was an official selection and won awards for Best Script and Best Music at the 2013 International Archaeology Film Festival in Eugene, Oregon.

For the related descendants, the cemetery was an unknown part of their shared pasts which led to a shared present experience of participation in the Avondale Burial project.

Consulting Parties:

Federal Highway Administration
 Georgia Department of Transportation
 Georgia State Historic Preservation Officer
 New South Associates, Inc.
 Georgia Public Broadcasting
 Thomas Family
 Barton Family
 McArthur Family
 Ryder Family

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106 SUCCESS STORY

Former Navy Base Preserves Native Hawaiian Heritage, Military History

Oahu, Hawaii



“The Kalaeloa Heritage Park integrates the pre-contact history of Hawaii with that of the plantation and military past.”

— SHAD KANE

Member of the Kapolei Hawaiian Civic Club and Chairman of the Oahu Council of Hawaiian Civic Club's Committee on the Preservation of Historic Sites and Cultural Properties



THE STORY

For centuries, Native Hawaiians have resided in a geographic region known as the ‘Ewa Plain, part of the traditional Hawaiian land division of Honolulu. Hawaiian oral history associates this area with some of the earliest migrations from East Polynesia. The ‘Ewa Plain is also known for its natural and economic history in the 19th and 20th centuries. In 1795, it became known as “Barbers Point” after Captain Henry Barber’s ship grounded on the nearby coral reef. Naval Air Station (NAS) Barbers Point was commissioned in 1942 and became an important air center, technical training school, and fortification in World War II, manned by 12,000 sailors. During the Korean War, it was used as a critical staging area and would later become home to the Rainbow Fleet—a squadron used to track Soviet submarines. Today, the vestiges of early Hawaiian stacked coral dwellings and agricultural features, religious structures, modified sinkholes, and trail markers still exist. Traditional Hawaiian burials may also be present. In addition, 20th century habitation, ranching, and sisal cultivation sites are located alongside World War II military components.

THE PROJECT

NAS Barbers Point was recommended for closure in 1993 by the Base Closure and Realignment Commission. That same year, the state of Hawaii established the Barbers Point NAS Redevelopment Commission, which prepared a redevelopment plan to guide reuse of the property.

THE 106 PROCESS

The Navy, the federal agency carrying out this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue. The Navy completed consultation with the Hawaii State Historic Preservation Officer (SHPO) and other consulting parties in 1998 and in

Photos: Ewa Beach, (photo courtesy Wikimedia Commons); landscape photo of portion of the heritage park (photo courtesy Kalaeloa Heritage and Legacy Foundation)

CONTINUED >>>



Photos: Left, Kahuale that serves as a visitors center; Right, visitors at the end of the trail (photos courtesy Kalaeloa Heritage and Legacy Foundation)

2010 regarding the base closure and land transfer. The Navy concluded the Section 106 process in both instances with a finding of “no historic properties adversely affected” provided certain conditions were met, including placing historic preservation covenants on particular transferred properties to ensure future preservation and appropriate treatment. Restrictive covenants place land use controls on each property and require consultation with the SHPO for activities that would potentially impact cultural resources. The station was closed in 1999, and in 2002, redevelopment responsibility was transferred from the Redevelopment Commission to the Hawaii Community Development Authority (HCDA). The Navy retained 1,055 acres for military housing and support facilities and conveyed 334 acres to HCDA and another 819 acres to other state agencies. The HCDA partnered with a nonprofit organization, the Kalaeloa Heritage and Legacy Foundation, to build the Kalaeloa Heritage Park on a portion of the state lands. The park provides public access and interpretation of cultural elements on the site and the broader area. The Navy continues to evaluate its historic properties on the Navy-retained lands, including both cultural and former naval aviation sites.

THE SUCCESS

When the Navy’s last naval air station in the Hawaiian Islands ended 57 years of service, the Section 106 and base closure processes resulted in the preservation of Native Hawaiian archaeological sites and access to previously restricted cultural sites for Native Hawaiians and the public through development of the Kalaeloa Heritage Park. The Section 106 process and the work of the Kapolei Hawaiian Civic Club led to the identification of the Hawaiian cultural presence in the former Navy property. Federal, state, and private agencies partnered with local community groups to create the 77-acre park containing more than 177 relatively undisturbed archaeological features including a heiau (temple) and habitation and agricultural sites. Now the cultural sites at Kalaeloa Heritage Park are being preserved to educate the community on centuries-old Hawaiian cultural traditions and practices, advocate cultural awareness, and maintain an authentic Hawaiian presence in the Kalaeloa area.

Consulting Parties:

Department of the Navy
 General Services Administration
 ACHP
 Hawaii State Historic Preservation Office
 Office of Hawaiian Affairs
 Oahu Council of Hawaiian Civic Clubs
 Historic Hawaii Foundation
 National Park Service
 National Trust for Historic Preservation

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106 SUCCESS STORY

Renovated Navy Historic Houses Have New Home Amidst Goats

Oahu, Hawaii



“Touring the goat farm was a final closure for our efforts to fulfill the requirements of our company’s Programmatic Agreement. The PA called for making an effort to donate the homes versus demolishing them, and I’m happy to see it worked out so well. The homes were great units with lots of character, and it would have been a shame if they were demolished. I’m extremely happy to see the work the new owners have done to restore the homes and give them new life. They will now get many more years of use at the farm and be able to continue sharing the story of these homes.”

—RICHARD MONTOYA
Project Manager
Hunt MH CM-Hawaii, LLC



THE STORY

Due to rising tensions in the lead-up to World War II, the Navy determined that a new fuel storage facility be built in Hawaii. Red Hill, a volcanic ridge east of Pearl Harbor, was eventually chosen as the location, and between 1940 and 1943, the Navy constructed a 250-million-gallon underground storage facility. To house the officers supervising the construction, the Navy also built a series of houses on Red Hill, one of several housing districts built in the area during this period to accommodate the war effort in Hawaii. The Red Hill houses were occupied long after the storage facility’s completion, though by the early 2000s the houses fell out of use as they no longer met military housing standards and were considered too remote from other housing districts in the area.

THE PROJECT

In 2004, Navy Region Hawaii proposed entering into a public-private venture agreement with Ohana Military Communities, LLC (OMC) to privatize military family housing on Oahu and Kauai. The proposed plan involved the demolition of the Red Hill housing district, along with housing districts at Maleolap, Manana, and Makalapa. The Navy determined all of the housing districts were eligible for listing in the National Register of Historic Places.

THE 106 PROCESS

The Navy, the federal agency carrying out this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur.

As the Navy proposed demolition of properties eligible for the National Register, preservation partners such as the Historic Hawaii Foundation (HHF) argued for preservation-in-place of the Red Hill houses. The Navy determined the cost would be

Photos: Above, Red Hill Home post-move; one of the goats at the farm; Right, moving the house and preparing for the move (photos courtesy Historic Hawaii Foundation)

CONTINUED >>>



Photos: From left, goats at the farm; the homes post-move. The homes and carports are placed in the same manner as they were in the neighborhood, still side by side as before. To preserve the structures, they were painted at the farm to match the other buildings. A few are close to completion and, as time permits, they are refinishing the interiors for eventual use. (photos by Richard Montoya); farm tour at the site (photo courtesy Historic Hawaii Foundation)

too great, and the project reached an impasse until it was suggested that the Red Hill homes could be donated and moved offsite.

A Programmatic Agreement (PA) for the entire privatization project was signed in 2006, providing for donation but allowing for demolition. The PA stipulated that the two duplexes in the Red Hill housing district that could not be moved would be surveyed by a qualified preservation professional prior to demolition and that the remaining six single-family units would be donated and moved offsite. Hunt Companies (Hawaii), Mason Architects, and Bello's Millwork were key in making this happen.

OMC put out a call for an interested party who was willing to move the homes at their own cost and keep them intact and sustainable for future use. In 2011, they chose to donate the six houses to the Bello family, whose prior historic preservation work on the island made them specifically suitable to become caretakers of these historic homes. Despite initial concerns about the structural integrity of the houses, the contractors were pleased to discover that the Red Hill homes had been well built and remained in good condition. The homes, along with their carports, were transported 20 miles to the family's new 86-acre goat farm in Wahiawa, Sweet Land Farm.

THE SUCCESS

The six houses have been renovated and are now occupied by members of the Bello family as well as staff living on the farm. In spring 2018, Sweet Land Farm and the HHF hosted a public event that highlighted Red Hill's history. Details about the history of the housing district and the preservation process were provided. Attendees could tour one of the renovated homes. While moving historic properties is not usually an ideal preservation outcome, in this case, the Section 106 process led to a creative solution that allowed the homes to be saved from demolition and serve a new purpose in their community.

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Consulting Parties:

Navy
 National Park Service
 ACHP
 Hawaii State Historic Preservation Officer
 Hawaii Military Communities, LLC
 Ohana Military Communities, LLC
 Office of Hawaiian Affairs
 Oahu Council of Hawaiian Civic Clubs
 Historic Hawaii Foundation
 National Trust for Historic Preservation

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

106

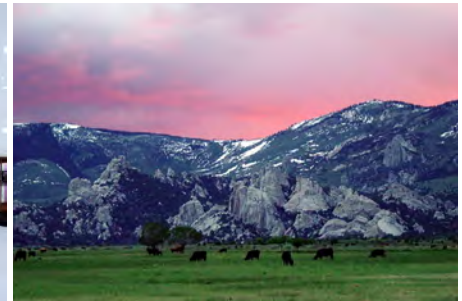
SUCCESS STORY

Unusual and Creative Agreement Produces Preservation Success

Castle Rocks State Park, Almo, Idaho

“As a representative of the people of Cassia County, I worked with the NPS in the 1980s to create the City of Rocks National Reserve. In 2001, IDPR acquired the Castle Rock Ranch which is now Castle Rocks State Park. Both parks preserve traditional uses of grazing, pine nut collecting, and opened the area to rock climbing, hiking, and park activities. The ranch house has been preserved and is rented out to visitors. Even though the parks are not adjacent, they complement each other well, and in the last two years, more than 200,000 visitors have come to the Almo valley. I am very satisfied with the way it all worked out.”

—DENTON DARRINGTON
former Idaho Senator, Cassia County,
phone interview, October 2017



THE STORY

The 28 million-year-old Almo Pluton granite surfaces in southern Idaho form a cluster of magnificent granite spires nestled in the Big Cove just northwest of the village of Almo. Castle Rocks State Park is named for the most prominent of the spires. For centuries, the granite spires, the nearby perennial stream, and the pinyon forest were used by Native Americans including the Shoshone Bannock who still come to the area to collect pinyon nuts. The cluster of archaeological sites consists of surface scatters as well as buried deposits containing hearths. The sites date from the Early Archaic (8,000-4,500 BP) through the mid-20th century. Several of the sites were determined eligible for the National Register of Historic Places in 2001.

THE PROJECT

In 1988, Congress established two new National Park Service (NPS) units: Hagerman Fossil Beds National Monument and City of Rocks National Reserve in southern Idaho. The State of Idaho owned a parcel of land containing the Smithsonian Horse Quarry, which was the location of the most famous fossils associated with, but outside, the new National Monument. The NPS wanted to acquire that quarry parcel for the new National Monument and decided to think creatively about how to do it.

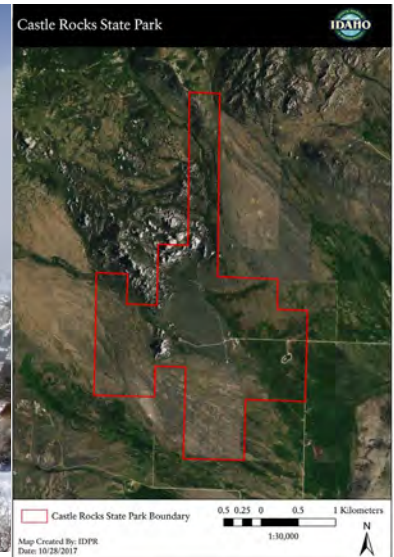
Approximately 100 miles to the southeast of Hagerman Fossil Beds National Monument lies Castle Rock Ranch. NPS and the state knew the property would make a fine addition to the state park system as Castle Rocks State Park and could serve as the base for the Idaho Department of Parks and Recreation (IDPR) staff who would also run the newly created City of Rocks National Reserve. The NPS looked to purchase Castle Rock Ranch and trade it to the state for the quarry parcel in Hagerman.

THE 106 PROCESS

The process of creating a new state park would not be without challenge. The endeavor entailed five separate actions: an agreement between Castle Rock Ranch's private landowner (who was finally interested in selling) and the NPS to purchase the land, an

CONTINUED >>>

Photos: Above, Castle Rocks State Park competition wall; Right, the ranch house in winter, the park at sunset with cattle grazing (photos courtesy IDPR)



Left, snow shoe skiers heading toward the rocks at Castle Rocks State Park; Right, aerial photo and map of the park (photos courtesy IDPR)

agreement between the NPS and IDPR to transfer the land, additional funding from the Access Fund (a non-profit rock climbers' group), assistance from the Conservation Fund to hold the funds, and finally an act of Congress to allow NPS to trade land irrespective of the value of the two parcels. These agreements and actions had to come together with perfect timing for the deal to work. If all the parties had not been willing and able to do their parts, the deal would have fallen apart, and the public would have lost access to both the quarry and the granite spires.

The transfer out of federal ownership required NPS to comply with Section 106 of the National Historic Preservation Act. Section 106 requires federal agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur. NPS archaeologists surveyed Castle Rock Ranch and identified a group of archaeological sites that might be adversely affected by the transfer. NPS, IDPR, the Idaho State Historic Preservation Officer (SHPO), and the Advisory Council on Historic Preservation (ACHP) consulted and proposed an unusual agreement as a far-reaching mitigation measure. By creating a Memorandum of Agreement, the ACHP and IDPR formally agreed to treat Castle Rocks State Park as federal land for the purposes of Section 106. As a direct result of the agreement, NPS, the SHPO, IDPR, and the ACHP created an alternative review process to protect the historic properties after the transfer.

THE SUCCESS

The community of Alto is proud of its cultural heritage and appreciative of the natural environment in which residents live and work. Thanks to the Section 106 consultation, the agreement protects the archaeological sites, continues traditional grazing leases, provides for renting the ranch house to the public, and allows climbers access to the granite. This kind of creative mitigation can be a model where parties commit to finding a common path to satisfy historic preservation needs while fulfilling agency missions.

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Consulting Parties:

National Park Service
 ACHP
 Idaho State Historic Preservation Officer
 Idaho Department of Parks and Recreation
 Access Fund
 Conservation Fund
 Denton Darrington, former Idaho State Senator

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

Forest Service Approach to Preservation Yields Results, Public Benefit

Montana and Idaho

“This Programmatic Agreement is an outstanding example of the Region’s commitment to preserving its historic properties while also providing significant cost-saving efficiencies.”

—DAVE SCHMID
Deputy Regional Forester, U.S. Forest Service, Northern Region



THE STORY

The U.S. Forest Service’s (USFS) Region I comprises national forests and grasslands in northeastern Washington, northern Idaho, Montana, and western North and South Dakota. These areas contain more than 4,500 administrative structures and buildings, about one-quarter of which are more than 50 years old and require evaluation of their eligibility for the National Register of Historic Places. They include ranger stations, guard stations, work centers, and fire lookouts. In addition to this historic infrastructure, there are thousands of other historic and archaeological properties, which are often located in remote backcountry settings.

THE PROJECT

To address its preservation responsibilities, USFS undertook a region-wide inventory of historic administrative structures in 1990, resulting in a holistic understanding of the number, types, range, and preservation value of these properties. The USFS was confronted with a formidable challenge in the rich and diverse collection of cultural resources scattered across national forests and grasslands, including a myriad of historic buildings and ruins. Considerations on how to best maintain and use these properties for agency and public benefit led the USFS to develop a program focused on active and expedited protection, stewardship, and continued or adaptive use.

THE 106 PROCESS

The USFS, the federal agency managing these properties, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects on those properties of the projects they carry out, fund, or permit. Federal agencies also are required to consult with parties that have an interest in the historic properties when adverse effects may occur.

To more efficiently manage such a large number of geographically dispersed properties,

Photos: Above, Boulder Lookout, Bitterroot National Forest, MT; Right, before and after Jesse Elliot Ranger Station, Custer National Forest, SD (photos courtesy USFS)

CONTINUED >>>



Photos: Left to right: Big Hole Peak Lookout, Lolo National Forest, MT; Northern Region Historic Preservation Team Work Shop, Missoula, MT; Pack string support, Big Hole Peak Lookout (photos courtesy USFS)

the USFS arrived at a “homegrown” solution for Region I. In 1992, it created a Historic Preservation Team (HPT) to provide systematic, readily available, cost-efficient, and sustained preservation work on its historic properties. The team’s charter was to direct historic building preservation projects throughout the region; conduct training in preservation techniques and skills (including the use of traditional tools); and complete historic building assessments and plans for upcoming preservation projects.



In 1992, the USFS, in consultation with the Idaho and Montana State Historic Preservation Officers (SHPOs) and the Advisory Council on Historic Preservation, developed a Programmatic Agreement (PA) to provide a comprehensive Section 106 review framework for the preservation work being conducted by the HPT. PAs are tools available through the Section 106 process that can guide the implementation of an entire program or the resolution of adverse effects from multiple undertakings. The Region I PA gave the USFS the ability to perform certain maintenance and rehabilitation work that complied with the Secretary of the Interior’s Standards for the Treatment of Historic Properties without first consulting SHPOs. This provided an expedited path for approval of preservation projects. The agreement was revised and renewed in 2015 to better reflect current conditions, including a certification program for USFS employees.

Consulting Parties:
 U.S. Forest Service – Region I
 ACHP
 Montana State Historic
 Preservation Officer
 Idaho State Historic Preservation
 Officer

THE SUCCESS

Under the purview of the PA, the HPT has completed preservation work on more than 300 historic buildings and structures since 1992. Historic buildings that might have otherwise fallen into disrepair or neglect have been maintained for interpretation and public use. Additionally, a wide variety of properties have been rehabilitated for agency operations and use. The HPT has also assisted other federal and state agencies in similar building preservation work across Region I.

The PA has resulted in a substantial cost savings by reducing the need for outside contractors, detailed project specifications and contracts, and contract management. The HPT has also contributed to public outreach through USFS’ “Passport in Time” program, which offers opportunities for the public to learn hands-on preservation skills and provides volunteer labor on maintenance and rehabilitation projects. Volunteers have logged more than 10,000 hours on these projects since the early 1990s. Perhaps the most valuable contribution of the Region I program has been the direct and enthusiastic engagement of the American public, who ultimately are the beneficiaries and advocates for historic preservation on the nation’s public lands.

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America’s Heritage

106 SUCCESS STORY

River Bank Stabilization Protects Tribal Village Site

Nez Perce-Clearwater National Forests, Idaho



“The Selway Bank Stabilization Project reflects the finest tenets of historic property stewardship in collaboration with the Nez Perce Tribe, and provides a case study for managing complex resources within congressionally designated areas.”

—CHERYL PROBERT
Nez Perce–Clearwater National Forests
Forest Supervisor

THE STORY

The Nez Perce Tribe’s indigenous territory covers roughly 17 million acres, including parts of Washington, Oregon, Montana, and Idaho. Located deep within the Selway Bitterroot Wilderness is an ancient Nez Perce village site. The tribe identifies the village, known as *nixiwléekt*, as one of several Nez Perce origin sites. The generations of Nez Perce who called this village home were known as *nahalahtpa*. The site is also considered one of the most important archaeological sites in the Nez Perce-Clearwater National Forests.

For decades, the Selway River has eroded portions of the site, scattering and destroying archaeological features along the rocky shoreline within the high-water zone of the river. From 2004 to 2014, portions of the terrace flanking the river had eroded over two feet—further threatening ancient Nez Perce houses and taking with it valuable archaeological data. The eroding features, important for their cultural significance as homes of the tribe’s ancestors and potential to understand more about early habitations, were in desperate need of protection.

THE PROJECT

In 2014, the U.S. Forest Service (USFS) proposed a bank stabilization project to halt the ongoing erosion along the Selway River to protect the archaeological site, which was determined eligible for the National Register of Historic Places. Logs would be placed along the river channel to deflect high flows from the eroding bank, and vegetation would be planted along the scoured and eroding bank to restore its integrity. In addition, USFS proposed an archaeological survey of the village site to evaluate and better document the resource and to identify areas most in need of protection.

THE 106 PROCESS

USFS, the federal agency carrying out these projects, was responsible for conducting the Section 106 review process under the National Historic Preservation Act (NHPA), which requires agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur.

Photos: Above, after stabilization, a view of one-of-four log protective weirs; Right, local materials such as willows were collected for use in plantings and erosion control; workers preparing the materials; archaeological testing program and data recovery in advance of the bank stabilization project (photos courtesy USFS)

CONTINUED >>>



Photos: From left, two log protective weirs with revegetated terrace shown in between; fire-killed trees located along the site were felled and used as weir logs and terrace support elements (photos courtesy USFS)

In addition to NHPA requirements, the project’s location within a designated wilderness required USFS to comply with the Wilderness Act of 1964, which seeks to preserve the character of designated wilderness areas to ensure such spaces remain “unimpaired for the future use and enjoyment as wilderness.” To reconcile the project under both NHPA and the Wilderness Act, the Forest determined that the bank stabilization would be protecting and preserving a centuries old landscape that existed years prior to the wilderness designation. The wilderness status required the stabilization effort use specific techniques and limited technology to make the repairs appear natural, including using existing felled trees, prohibiting the use of power tools, and employing traditional tools to move logs and rocks.

Despite the long-term benefits of halting ongoing erosion, the stabilization effort would alter *nixiwléekt* and, therefore, constitute an adverse effect to the historic property. To resolve these effects, the Forest consulted with the Idaho State Historic Preservation Officer (SHPO) and the Nez Perce Tribe and entered into a Memorandum of Agreement (MOA) to guide the archaeological survey and data recovery plan to be completed prior to the implementation of the stabilization project. The MOA included provisions for curation of artifacts, data sharing, and procedures for unanticipated discoveries, including human remains.

Following the execution of the MOA in 2016, the USFS implemented the archaeological testing of the village site with services of an archaeological consultant. After the testing, USFS personnel who had extensive backcountry engineering skills and primitive-tool knowledge implemented the stabilization project. While a consultant conducted the archaeological work, the stabilization work was assisted by the members of the Nez Perce Tribe’s Watershed program, whose knowledge of river restoration was critical to the success of the project.

THE SUCCESS

The USFS’ stabilization project reflected the values and concerns of numerous groups including the Nez Perce Tribe, the SHPO, and wilderness advocates. This project exemplifies how the goals and outcomes of the Section 106 process can, when conducted through meaningful consultation, align with other federal laws and regulations. Moreover, the USFS was able to partner with the tribe in the execution of the riverbank stabilization, which paves the way for similar partnerships in the future that could expand the focus to include treatments and evaluations of historic properties.

Ultimately, the greatest success of this project came during the 2017 spring run-off, when the Selway River reached high water and the protective measures employed proved successful in guarding the site from further erosion.

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Consulting Parties:

Nez Perce-Clearwater National Forests

Idaho State Historic Preservation Officer

Nez Perce Tribe

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

Volunteer Efforts Lead to Public-Private Partnership to Save Historic Structure

Boise, Idaho



“This was an exciting project for Preservation Idaho. Not only were we able to help save and restore an irreplaceable historic building, but it also represented the establishment of a new and significant partnership between the Boise VAMC and Preservation Idaho. A collaboration based on mutual respect and trust was an important part of creating a successful advocacy effort with the Department of Veterans Affairs.”

—PAULA BENSON
President, Preservation Idaho

Photos: Above, before rehabilitation and after (photos courtesy John Bertram, PI); Right, removal of wire mesh while veterans reroof; rebuilding the porch (photos courtesy Josh Callihan, Boise VAMC)

THE STORY

On July 4, 1863, the U.S. Army established Fort Boise along the Oregon Trail in southern Idaho. This led to the founding of the neighboring city of Boise three days later. The Army brought a skilled stonemason, Charles May, who designed the fort's sandstone buildings. Three of the early buildings are still standing, one of which is Building 4, the Surgeon's Quarters. It served as office and living space for surgeons and their families for more than 120 years and is one of the oldest sandstone buildings in the state.

As the needs of the Army evolved, so did the fort. In 1919, the U.S. Public Health Service acquired the property for use as a hospital. The Veterans Administration (now the U.S. Department of Veterans Affairs [VA]) subsequently acquired the property in 1938 and now operates the campus as the Boise VA Medical Center (VAMC). Changing needs eventually led to the VAMC vacating Building 4 in the 1990s. The fort was listed in the National Register of Historic Places in 1972 as the Fort Boise National Historic District.

THE PROJECT

In 2013, the fort and the city celebrated their 150th anniversary. Preservation Idaho (PI), the statewide preservation nonprofit organization, was aware of the deteriorating state of the vacant Surgeon's Quarters and identified it as a candidate for revitalization in celebration of the anniversary. PI approached the VAMC and proposed rehabilitating the building, an offer that included the provision of private donations of funds, labor, and materials. Such a donation required secretarial-level authorization. The VA Secretary approved the donation, which was the first time this special authority had been used to support a historic preservation project. This enabled the director of the VAMC to move forward in partnership with PI and its local volunteers.

THE 106 PROCESS

VA was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those

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Photos from left: repointing; flashing and roof repair; University of Idaho archaeological investigation (photos courtesy John Bertram, PI); removing bath fixtures (photo courtesy Josh Callihan, Boise VAMC); veteran volunteers reroofing (photo courtesy John Bertram, PI)

properties. Federal agencies also are required to consult with parties that have an interest in the property when adverse effects are likely to occur.

In consultation with the Idaho State Historic Preservation Officer (SHPO) and PI, the VAMC proposed to let PI rehabilitate the exterior of the Surgeon's Quarters in adherence with the Secretary of the Interior's Standards for Rehabilitation. PI's team of professionals prepared a plan, and the VAMC sent it to the SHPO for review and approval. The SHPO approved and agreed the project would not adversely affect the Surgeon's Quarters.

To secure the funds and labor necessary for the project, PI organized public involvement through volunteer workdays, media exposure, and fundraisers. A "Quarters for Quarters" campaign, started by third graders, led to the project's first donation—\$30 in quarters. Grants and donations from numerous local groups and organizations raised nearly \$100,000.

The donations funded cleaning and repointing the sandstone and brick exterior and reshingling the roof, an effort undertaken by several area veterans. The front porch was removed and reconstructed to match its original design, including repair and reinstallation of the historic porch posts, beadboard ceiling, and tongue and groove fir floor. Inappropriate interior alterations also were removed. Staff and students of the Department of Sociology and Anthropology at the University of Idaho and volunteers managed by the Idaho Archaeological Society conducted an archaeological investigation within the footprint of the porch that enabled a more accurate reconstruction. PI also installed an onsite educational exhibit and panel to assist visitors in learning about the building.

THE SUCCESS

With the exterior stabilized, the VAMC secured an additional \$700,000 from VA to fund an interior rehabilitation of the building. The VAMC completed the renovation in 2017, and Building 4 now serves as VA's National Telehealth Center. Telehealth professionals offer remote, expert care to veterans around the country from offices in the Surgeon's Quarters.

The Section 106 review facilitated a productive and successful public-private partnership that revitalized a significant historic property and galvanized VA's commitment to stewardship of its historic properties. By returning a vacant building to use in support of veterans, the project has strengthened community ties and set a precedent for future projects that might benefit from using the VA Secretary's authority.



Consulting Parties:
Department of Veterans Affairs
Idaho State Historic Preservation Officer
Preservation Idaho

For more about Section 106 and the ACHP go to www.achp.gov



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RAPID TRANSIT LINES
FAST - RELIABLE

“Improvements in service at the Red Line stations will allow more people to take advantage of mass transit, resulting in more customers in the surrounding business districts. Increase in property values and potential new transit-oriented development will bring more economic activity to the Edgewater neighborhood.”

—EDGEWATER CHAMBER OF COMMERCE

Photos: Above, poster used to promote rail travel in 1926; Right, streetscape showing an elevated section of the North Red Line (photos courtesy Chicago Transit Authority)

106 SUCCESS STORY

Rebuilding Historic Transportation Infrastructure for the 21st Century

Chicago, Illinois



THE STORY

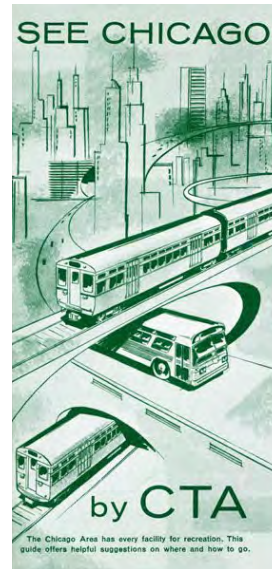
Celebrated with cheers at its opening in 1900, the establishment of the elevated North Main Line provided a 7.5-mile transit route to the North Side of Chicago. The Chicago Transit Authority (CTA) has operated the line, now known as the North Red Line, since 1947. Part of Chicago’s iconic “L” system set above city streets and historic neighborhoods, the line is constructed of steel, and portions still display the riveted steel plate construction technology that was perfected during the 1880s construction of the Eiffel Tower. The line was determined eligible for the National Register of Historic Places in 2012.

THE PROJECT

Today, the North Red Line is the busiest line in the CTA system, connecting passengers in a rapidly growing transit corridor with jobs and destinations in the nation’s second largest central business district, the Chicago Loop. The line’s aging infrastructure is past its useful life and is currently unable to meet the demand for capacity, resulting in frequent delays, crowded trains, and overall slow speeds. After more than 100 years of service, substantial improvements are needed to continue the North Red Line’s success and its vital role in Chicago’s transit system.

These improvements, set forth in the Red and Purple Modernization (RPM) Program, are the largest capital improvement in CTA’s history. The massive project to modernize the corridor with significant improvements is being completed in phases. RPM Phase One identified two projects that will allow CTA to expand its North Red Line service to accommodate up to 30 percent more customers in the busiest hours, reduce passenger wait times, and alleviate overcrowding. In 2017, CTA received a commitment of \$957 million from the Federal Transit Administration (FTA) through the Core Capacity Program, which was the final piece needed to fund the more than \$2 billion RPM Phase One Project.

CONTINUED >>>



Photos: from left, transit users at Belmont Station in 1956, view to the north; cover of a CTA transit brochure published in 1961 (photos courtesy Chicago Transit Authority)

THE 106 PROCESS

FTA was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires federal agencies to identify historic properties and assess the effects on those properties of the projects they carry out, fund, or permit. Federal agencies also are required to consult with parties that have an interest in historic properties when adverse effects are likely to occur. FTA consulted with a wide swath of interested parties to address the preservation issues. Adverse effects were identified on resources that included the North Red Line, portions of which would be replaced by a modern aerial structure. Additional historic properties affected include the Vautravvers Building, a six-flat apartment building located within the new rail alignment that is both individually National Register-eligible and a contributing resource to the National Register Newport Avenue Historic District; the Newport Avenue Historic District; and three additional historic districts that the North Red Line traverses. Recognizing the dynamic nature of an engineered facility that must continue to be rehabilitated, modified, and updated in order to meet the city's needs, the Section 106 process focused on minimizing impacts to the historic properties and providing a tailored, creative, and collaborative approach to mitigation. Proactive and consistent dialogue was the guiding principle for a successful Section 106 consultation that led consulting parties to agree to a set of wide-ranging mitigation measures.

THE SUCCESS

CTA is responsible for completing the mitigation measures but has continued to involve the consulting parties as reviewers whose input has directly affected the outcome. The consulting parties provided input on National Register updates and historic preservation plans as well as the visual preference survey for track design. Design proposals rated higher when the aesthetic qualities of the historic track structure were integrated. CTA is implementing mitigation measures including installation of an interpretive exhibit, Historic American Engineering Record/Historic American Buildings Survey documentation, updating the National Register nominations, and the development of historic preservation plans to guide future development in the affected historic districts. In addition, CTA will conduct an evaluation of the feasibility of relocating the Vautravvers Building and made the commitment to move the building if determined viable. As a result of the Section 106 process, RPM Phase One will provide state-of-the-art upgrades that will respect Chicago's historical legacy while bringing significant improvements to modernize the corridor and allow CTA and the North Red Line to serve customers through the 21st century.

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Consulting Parties:

Federal Transit Administration
 ACHP
 Illinois Historic Preservation Agency (SHPO)
 City of Chicago, Historic Preservation Division
 Preservation Chicago
 Landmarks Illinois
 Edgewater Historical Society & Museum
 Uptown Chicago Commission
 Friends of the Parks
 Uptown Historical Society
 Miami Tribe of Oklahoma
 Uptown United

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

Public-Private Partnership Results in Economic Development, Preservation Lake County, Illinois

“Fort Sheridan provided us with a great opportunity to improve public access to the Lake Michigan shoreline, preserve and restore natural habitats for rare species, and interpret the site’s exciting military and cultural history.”

— ANN B. MAINE,
President, Lake County Forest Preserve
District



THE STORY

A permanent Army garrison was established in the Chicago area after two major episodes of civil unrest. The Great Chicago Fire in 1871 left thousands homeless and set off a looting rampage, leading to declaration of martial law. Lieutenant General Philip Sheridan restored order. When labor disputes led to the Haymarket Riots in 1886, civic leaders urged the federal militia to establish a permanent garrison to protect property and lives. Fort Sheridan was established in 1887. Prominent Chicago architects Holabird and Roche designed major components of the fort. Landscape architect Ossian C. Simonds, recognized for his pioneering “prairie style” approach, designed the landscape. The Fort Sheridan Historic District was listed in the National Register of Historic Places in 1979. Due to its architectural, historic, landscape, and cultural significance, the district was designated a National Historic Landmark District in 1984.

THE PROJECT

Fort Sheridan was recommended for closure in the Department of Defense’s 1988 Base Realignment and Closure report. In 1989, a coalition of local preservationists and environmental organizations joined with the Landmarks Preservation Council of Illinois (LPCI) to provide information and support to U.S. Rep. John Porter, who organized a commission that recommended the site be maintained as open space for public use. The commission then transformed into the Fort Sheridan Joint Planning Committee (JPC), which became the local redevelopment authority. After discussions among the Army, Department of Defense, LPCI, the Illinois State Historic Preservation Officer (SHPO), the ACHP, Rep. Porter’s office, and the Illinois Senators’ offices, proposed legislation to authorize a land swap to a private developer was dropped.

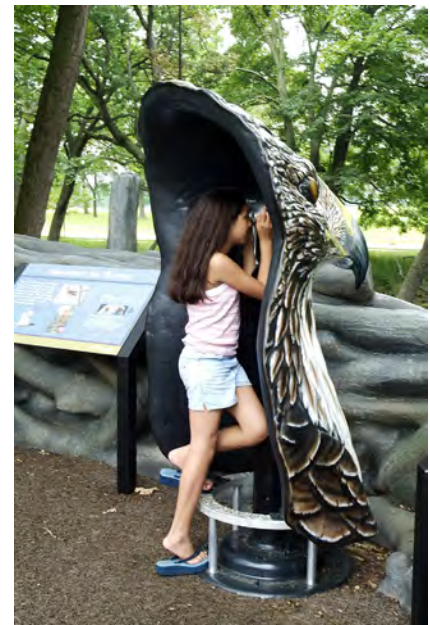
THE 106 PROCESS

The Army, the federal agency carrying out this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are

Photos: Above, commandant’s quarters (courtesy Town of Fort Sheridan); Right, First Cavalry rough riding bluffs 1897; Third Cavalry on parade 1925; Nike missiles 1960 (photos courtesy Lake County Forest Preserves’ Lake County Discovery Museum)



Photos: Above, the beach and Lake Michigan (Photo by Laura Tucker/Collections of Lake County Forest Preserves' Lake County Discovery Museum); Right, young visitor looking through binoculars at the hawk's nest exhibit (courtesy Lake County Forest Preserves)



required to consult with parties that have an interest in the fate of the property when adverse effects are likely to occur. The Army, SHPO, JPC, LPCI, National Park Service, and the ACHP executed a Programmatic Agreement (PA) to conclude the Section 106 process for the base closure and disposal in 1995. The Army committed to ongoing consultation with the SHPO, the ACHP, JPC, and LPCI, and to transfer out of federal ownership historic properties in a manner that would preserve and maintain their overall character. Property was made available to the Lake County Forest Preserve District, and approximately 21 acres within the Historic District were awarded to homeless assistance providers by the Department of Health and Human Services. For the property under JPC's control, the JPC selected a Master Development Team, including the LR Development Company, to develop and implement a renovation and adaptive reuse plan. Additionally, the Army committed to conducting certain studies, recordation, coordination with other property owners, and developing status reports

Consulting Parties:

- Army
- ACHP
- Illinois State Historic Preservation Officer
- Fort Sheridan Joint Planning Committee
- Landmarks Preservation Council of Illinois
- National Park Service

THE SUCCESS

Historically significant structures were converted into unique contemporary single family, condominium, and other living spaces, preserving historic features while fulfilling community needs. The 54-acre parade ground was preserved intact, safe from development, for area residents to enjoy. The development company renovated key fort buildings in accordance with the Secretary of the Interior's Standards and received federal tax incentives for portions of the project. Approximately 274 acres of open space were made available to the Lake County Forest Preserve District which manages them, offers educational tours of the historic fort areas, and provides other public services. Chicago-area residents and visitors gained access to an undeveloped natural Lake Michigan shoreline and nature areas open to them for the first time in a century that include beaches, recreational trails, and habitat for wildlife, including endangered species. Please see www.lcfdp.org/fort_sheridan/?rdct=ExploreTheFort.org to learn more. In short, a 19th century architectural and landscape jewel has been saved and put to vibrant contemporary use. This case serves as a model showcasing a federal agency turning over a sustainable community asset to the public for economic benefit and enjoyment for the future.

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106 SUCCESS STORY

Consultation Develops Downtown Plan with Preservation Benefits

Indianapolis, Indiana



“After construction began in 1989, and for the next few years, Downtown Indianapolis was a maze of massive holes and building façades held up by steel girders. When Circle Center Mall Indianapolis finally opened, it became the centerpiece of the revitalization of Downtown. ... It’s the most significant public-private partnership ever for a regional project; it’s unprecedented.”

— INDIANAPOLIS HISTORY
Circle Centre Mall

THE STORY

In 1853, the world’s first Union Station opened in Indianapolis. Merchants took advantage of the rail access and established buying and selling operations in the area surrounding the station in what would become the Wholesale Historic District. Listed in the National Register in 1982, the Wholesale Historic District demonstrates the impact of the railroad trade on Indianapolis and its resulting economic boom. However, by the late 1970s, the downtown core of Indianapolis was suffering the aftereffects of urban renewal, resulting in population loss and significant vacant retail space. The City knew it needed to revitalize the downtown area but struggled with developing an innovative plan that utilized the existing historic resources.

THE PROJECT

After much consideration, the City decided to construct a downtown shopping center by connecting two existing retailers (L.S. Ayers & Co. and William H. Block) and creating new retail space that would attract shoppers and retail tenants. The City worked with shopping center developer Melvin Simon and Associates and developed a number of plans for the mall with shifting footprints and scope. Ultimately, the proposed plan included the demolition of 14 contributing buildings from the Wholesale Historic District. To help fund the cost of acquiring land, demolition, and new construction, the City obtained Urban Development Action Grant (UDAG) funds from the U.S. Department of Housing and Urban Development (HUD).

THE 106 PROCESS

Section 106 of the National Historic Preservation Act requires that federal agencies identify historic properties and assess the effects on those properties of the projects they carry out, fund, or permit. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur. The law establishing the UDAG program delegated that responsibility to HUD’s grantees, so the City undertook compliance with Section 106. A task force consisting of the City; Indiana State Historic Preservation Officer; the Advisory Council on Historic Preservation;

Photos: Above, Indianapolis Union Station (HABS photo); Right, art in the mall (Qsthomson Wikimedia), Indianapolis Artsgarden (Xnatedawgx Wikimedia)

CONTINUED >>>



Photos: Above, South Meridian Street (HABS/Library of Congress), Right, the *Indianapolis Star* moved into the mall in 2014. (Momoneymoproblemz/Wikimedia)

Historic Landmarks Foundation of Indiana (Indiana Landmarks); Historic Indianapolis, Inc.; and the Central Indiana Chapter of the Society of Architectural Historians worked closely to develop a Memorandum of Agreement that resulted in three preservation benefits: reconstruction and preservation-in-place of seven façades that had been marked for razing; reconstruction of a cast-iron façade salvaged by Historic Landmarks from a separate, unrelated demolition; and a commitment to the “urban” character to the new mall structure on its exterior with materials and scale to pay deference to the existing historic structures. Later in the consultation process, the City agreed to restore the historic interior of the Ayres department store first floor instead of stripping it out for a department store tenant, as initially proposed.

THE SUCCESS

Circle Centre Mall opened in 1995 with much enthusiasm and fanfare. It was a good example of an urban shopping center that integrated historic properties and façades into the mall’s design. The mall has added great economic benefit to the city, creating jobs and improving downtown property values. The Arts Garden, a glass domed section of the mall which serves as the pedestrian connector between the mall and local hotels, is the home to hundreds of artistic and musical works each year. It also serves as the City’s Cultural Concierge, providing tourist maps and local cultural information to visitors. Circle Centre was a critical downtown revitalization project and continues to be a focal point for family and evening entertainment.

The mall recently celebrated its 20th anniversary, causing the City to re-evaluate the mall’s successes and future direction. Consumers’ changing patterns and trends in shopping have caused some storefronts to close, leading again to a higher than average vacancy rate. The City is now considering expanding the mall to include other social services and benefits, such as office space, a grocery store, or fitness club, to reflect the needs of a pedestrian-focused population living in the downtown area. As part of this effort, the *Indianapolis Star* newspaper moved its headquarters into Circle Centre to encourage other local businesses to move into this historic building. The building’s historic significance and location are major benefits, which will allow it to be re-used for years to come.

ADVISORY COUNCIL ON HISTORIC PRESERVATION

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Consulting Parties:

City of Indianapolis (HUD
Responsible Entity)
ACHP
Indiana SHPO
Historic Indianapolis
Historic Landmarks Foundation
Central Indiana Chapter of
the Society of Architectural
Historians

For more about Section
106 and the ACHP go
to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

New Deal Public Housing Gets New Life Indianapolis, Indiana



“When Lockefield was built,
it became a source of pride
and of hope for the local
community...”

—NATIONAL REGISTER
NOMINATION
1983

THE STORY

During the New Deal, the Public Works Administration launched a program of federal public housing projects to provide needed low-cost housing. One of the first projects, Lockefield Gardens, was designed to maintain the spirit and vitality of its constituent African American community while offering a modern, modestly priced place to live. Completed in 1936, it became a national model for high design standards, superior construction quality, and innovative landscaping techniques. The federal government transferred the property to the City of Indianapolis in 1964 with a deed stipulation that it would be used for public housing until 2004 or would revert to the federal government.

THE PROJECT

In the 1970s, the City proposed demolishing the housing project using federal funds to expand campus housing for Indiana University-Purdue University at Indianapolis (IUPUI). The City claimed Lockefield Gardens had declined in quality, and other housing options for low-income residents existed. As a result, the apartments officially closed in 1976. However, the City could not proceed unless the reversionary clause was waived and the use of federal funds was approved for demolition.

THE 106 PROCESS

The Department of Housing and Urban Development (HUD), the federal agency authorized to approve the waiver and use of federal funds, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue.

When the IUPUI project was proposed, the Advisory Council on Historic Preservation (ACHP) requested HUD to obtain a formal determination whether the property was eligible for the National Register of Historic Places. Lockefield Gardens was determined

Photos: Above, Lockefield Gardens today;
Right, original Building No. 20 north view
and aerial view west of Lockefield Gardens
(photos courtesy Library of Congress)

CONTINUED >>>



The apartment complex preserves the memory of a vibrant culture with today's residents of students and other city dwellers.

eligible as illustrating both America's commitment to adequate housing and its connection with Indianapolis' vibrant African American heritage.

In March 1977, HUD notified the ACHP that the consultation process had reached an impasse. To prepare its formal comments to the HUD Secretary, the ACHP hosted a public meeting in Indianapolis, where the community stressed the importance of Lockefield Gardens to their heritage and argued strongly against its demolition. Based on its review, the ACHP concluded that HUD's evaluation of the economic feasibility of reusing the property was not sufficient to enable the ACHP to comment. It requested HUD to further investigate alternatives to demolition, assessing the cost and feasibility of bringing the properties to code and market standards, and financing options. Based on the new alternatives analysis, HUD determined preservation of the entire property was not financially feasible, and large-scale demolition should proceed. An ACHP panel proposed a compromise in which half the complex would be preserved, allowing the other half to be demolished and rebuilt for rental housing. HUD considered the ACHP's comments and moved forward with partial demolition while awaiting the legal decision regarding the reversionary deed clause. In 1980, HUD approved the waiver of the deed stipulation, allowing the developer Midtown Economic Development Industrial Corporation and IUPUI to rehabilitate seven historic buildings along the main streetscape for continued use as housing while demolishing the remaining 17.

- Consulting Parties:**
- HUD
 - ACHP
 - Indiana State Historic Preservation Officer
 - City of Indianapolis
 - Midtown Economic Development Industrial Corporation
 - IUPUI

THE SUCCESS

Through the Section 106 review, the City of Indianapolis altered its original proposal for total clearance and renovated a deteriorated historic property that continues to serve the community. The rehabilitated buildings were brought up to current living standards, and 11 new infill buildings were designed to be sympathetic to historic buildings and landscape. The apartments are managed by a private company now and rented to tenants comprised mostly of IUPUI students and young professionals. The seven original buildings retained sufficient integrity to constitute a historic district, and Lockefield Gardens was formally listed in the National Register in 1983. The resulting combination of rehabilitation and new construction revitalized the surrounding neighborhood, while preserving the essence of the New Deal project.

This project is a powerful example of how historic buildings embodying high standards of design and construction can be utilized to provide improved living standards for contemporary residents by incorporating historic preservation principles. As an important part of Indianapolis' African American heritage, Lockefield Gardens was one of the first major Section 106 cases that emphasized cultural diversity within preservation and represents a rich, textured history still celebrated today.

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Preserving America's Heritage

106 SUCCESS STORY

Creative Mitigation Heralded as Success for Local Economy

Milton, Kentucky/Madison, Indiana



“Although we lost a rare historic resource, the new bridge re-creates a similar silhouette and feeling that a concrete span would not.”

—PAUL DIEBOLD
Assistant Director for Preservation
Services
Indiana Department of Natural
Resources, Division of Historic
Preservation & Archaeology



THE STORY

Settled in 1785 on the banks of the Ohio River, the city of Milton is one of the oldest towns in Kentucky. That same year, the Continental Congress passed several laws establishing the system by which the western territories were to be settled into townships, and in 1810 the city of Madison was platted on the opposite bank of the Ohio River in Indiana.

With its river location and entry point into the Indiana Territory along the historic Old Michigan Road, Madison became a hub for transportation. Its many waterfront factories drew commerce, wealth, and settlers from the east. The National Historic Landmark District reflects the city's development between 1817 and 1939 and is a compelling embodiment of small town America. As a stop on the Underground Railroad, Madison also played an important role in the story of abolitionism with free African Americans establishing communities, commercial enterprises, and independent households. Since the founding of both cities, transportation across the Ohio River (ferry service prior to the construction of the bridge in 1929) has been a critical component of their development and prosperity.

THE PROJECT

In 2009, the Federal Highway Administration (FHWA) proposed constructing a new bridge that would replace the National Register-eligible historic bridge built in 1929 at the current location. Over time, the bridge suffered substantial structural deterioration and since it was built for 1930s vehicles, it was considered too narrow for modern car and truck traffic.

The proposed project to replace the historic bridge received a \$20 million grant from the U.S. Department of Transportation Tiger Grant Program, a competitive program created under the American Recovery and Reinvestment Act. To qualify for funding under the program, the project had to be implemented by 2012, and as proposed, the project would close travel between Milton and Madison for 365 days.

Photos: Above, the original bridge as seen from Kentucky (photo courtesy Wikipedia); Right, the new bridge and Madison Historic District (photos courtesy Indiana Department of Natural Resources, Division of Historic Preservation & Archaeology)



Photos: Left, transition span removal during construction (photo by Charlie Gannon); Right, Madison National Historic Landmark District (Madison is a Preserve America Community.) (photos courtesy Indiana Department of Natural Resources, Division of Historic Preservation & Archaeology)

THE 106 PROCESS

The FHWA provided funding for the project and was the federal agency responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires federal agencies to identify historic properties and assess the effects on those properties of the projects they carry out, fund, or permit. Federal agencies also are required to consult with parties that have an interest in the fate of historic properties when adverse effects are likely to ensue.

A lengthy closure of the crossing was of considerable concern to the residents and businesses on both sides of the river. Through Section 106 consultation, the consulting parties focused on the effects of the project on the economic sustainability of the two communities, even though the historic bridge was the historic property directly affected.

FHWA initially concluded the Section 106 consultation with a Memorandum of Agreement (MOA) setting forth a number of measures to minimize the economic impact of the project on small businesses, including providing free ferry service during the bridge closure. However, the project contractor proposed an innovative plan that would close the bridge for only 10 days rather than a whole year. By truncating the closure timeline significantly, this plan addressed the economic impact concerns expressed by the consulting parties. In addition, FHWA agreed to implement the measures negotiated prior to the shortened bridge closure timeline to address the continued concerns of the project's economic impact on heritage tourism in Madison.

The consulting parties amended the MOA to eliminate the ferry crossing but retained other mitigation measures including financial assistance to promote preservation and heritage tourism, assistance to the City of Madison to employ a historic preservation officer for two years, and financial assistance to the Madison Main Street Program to assist businesses in the Madison Historic District.

THE SUCCESS

The successful completion of the Milton Madison Bridge Replacement Project was in part due to the creative mitigation negotiated during the Section 106 consultation, so that the commercial districts on both sides of the river did not bear the weight of the economic impact associated with the bridge's long closure. The bridge project has received numerous state and national engineering awards for innovative design. Today, the new bridge is open, and visitors continue to enjoy the historic settings and vibrant waterfront businesses and attractions in Milton and Madison.

Consulting Parties:

Federal Highway Administration
National Park Service
ACHP
Kentucky State Historic Preservation Officer
Indiana State Historic Preservation Officer
City of Madison
City of Milton
Historic Madison, Inc.
Cornerstone, Inc.
Indiana Landmarks
National Trust for Historic Preservation

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Preserving America's Heritage

106 SUCCESS STORY

Moving Flood-Prone Houses Saves History, Engages Community

Mason City, Iowa

“It’s important to preserve our architectural history, but it can’t be done with passion alone. Mason City was able to successfully navigate the Section 106 process and implement a variety of mitigation treatments that built value for the community. We focused on projects that complimented existing community planning goals and preservation projects. One of our top priorities was to preserve our tax base and preserve the historic homes that were acquired in our buyouts. Relocating homes to preserve them can seem daunting. The cost will be higher than you anticipate. But, with a solid plan for reuse, the move can be successful.”

—TRICIA SANDAHL
City of Mason City Planning and Zoning
Manager

Photos: Above, houses on the move; Right, the flood in 2008; Egloff House before the move (photos courtesy City of Mason City)



THE STORY

Founded in 1854 at the confluence of the Winnebago River and five creeks, Mason City was nicknamed “River City” and became the commercial and industrial center for north central Iowa. The Mason City Downtown Historic District comprises 93 historic structures and was listed in the National Register of Historic Places (NRHP) in 2005. The region has endured significant flooding throughout its history, but in June 2008 the community experienced its worst disaster in 100 years. The flood caused catastrophic damage throughout the city, affecting more than 1,200 structures, including those in the Mason City Historic District and four potential historic districts. Many of the historic properties suffered from water damage, and as a result, the City was left to deal with a recovery plan in addition to other disaster relief measures.

THE PROJECT

The City needed a plan that would not only mitigate the 2008 flood damage but also address the effects of potential future flooding. To accomplish this, leaders decided to participate in a voluntary acquisition program to purchase houses and move residents to new housing outside the floodplain. This type of program usually results in demolition of the acquired properties, but in this case, consulting parties were concerned that demolition would result in a significant loss of historically valuable properties.

The City proposed relocation and salvage as options to preserve flood-impacted historic structures and minimize waste produced by demolition. Mason City pursued federal funds through a Federal Emergency Management Agency (FEMA) Hazard Mitigation Grant and a Department of Housing and Urban Development Community Development Block Grant to assist with property buyouts.

THE 106 PROCESS

FEMA, the federal agency funding this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires federal agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to

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Photos: From left, houses moving to new location; Right, houses located in their new neighborhood (photos courtesy City of Mason City)

consult with parties that have an interest in the historic property when adverse effects may occur. The City purchased 167 properties, and through reconnaissance surveys, FEMA and the Iowa Homeland Security and Emergency Management Division (IHSEMD) identified 22 properties in the buyout that were individually eligible for listing in the NRHP. The majority of these properties were located in the East Park Place neighborhood, which was one of the four potential historic districts identified.

The Advisory Council on Historic Preservation, FEMA, Iowa State Historic Preservation Officer, IHSEMD, and the City of Mason City entered into consultation, resulting in a Memorandum of Agreement (MOA) to address the adverse effects to the historic properties. The MOA stipulated that the City consider the feasibility of relocating historic properties, develop a relocation and salvage plan for them, and write a report detailing the relocation; complete a survey for early- to mid-20th century public works properties and prepare an NRHP nomination for those eligible; and complete a survey and NRHP nomination for the Forest Park Historic District. The MOA has been amended four times to provide extra time to carry out the project.

THE SUCCESS

The Section 106 process resulted in the successful relocation of five properties, including the Egloff House, a property of national significance that was built in 1938 and includes elements of Moderne, Art Deco, and International styles. Unfortunately, the City was engaged in disaster recovery projects outside of historic preservation, and there were not enough City-owned vacant lots to accommodate all 22 properties. Because of the flood's devastating effects, it was impossible to find parties who could responsibly relocate and rehabilitate the remaining 17 houses. Valuable architectural features and building materials were salvaged before eventual demolition. East Park and Forest Park Historic Districts were added to the NRHP in 2014 and 2015, respectively. Additionally, in 2015 the City conducted an oral history project in East Park Historic District.

Following the relocation, the City wrote the report, "Moving Houses to Save History" [<https://www.masoncity.net/files/documents/MovingHousesToSaveHistory1199111235021616AM.pdf>] which illustrates the challenges in using the voluntary acquisition program and moving five historic structures. It can provide valuable guidance to other communities taking on this process. After relocation, four of the properties were sold to owner occupants, and the Egloff House was converted into an extended-stay facility for a local college. While moving historic properties is not always feasible or the best option, when it works, it allows a community to preserve its history in a new and meaningful way.

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Consulting Parties:

FEMA
 ACHP
 Iowa State Historic Preservation Officer
 City of Mason City
 Iowa Homeland Security and Emergency Management Division
 Mason City Historic Preservation Commission
 Preservation Iowa

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

VA Medical Center: Consultation Leads to Innovative Solution

Leavenworth, Kansas

The 1886 Franklin Hall “was saved when it was selected by the VA as the location for its new Central Plains Consolidated Patient Account Center office. The building’s adaptive reuse and rehabilitation preserved historic character-defining features while adding modern amenities. Completed in 2011, the project utilized the building’s large open areas for flexible office systems and incorporated a raised floor to support IT requirements.”

— KANSAS PRESERVATION ALLIANCE, INC.
2012 Award for Excellence presented to
Eisenhower Ridge Association



THE STORY

In 1883, the Grand Army of the Republic—the first major veterans group comprised of former Union soldiers who had served in the Civil War—began lobbying for a veterans care facility in the western U.S. In response, Congress appropriated money to create the Western Branch of the National Home for Disabled Volunteer Soldiers, established at Leavenworth, Kansas. The Western Branch was part of the first national system to provide benefits to veterans, the precursor to the modern program administered by the Department of Veterans Affairs (VA). It is now known as the Dwight D. Eisenhower Veterans Affairs Medical Center. The Disabled Volunteer Soldier Historic District containing 38 historic structures was listed in the National Register in 1999.

THE PROJECT

VA received an \$11.9 million appropriation for a Facility Rightsizing and Gravesite Development Project in 1989 and planned to tear down the 38 historic structures in order to transfer 54 vacant acres to expand the adjacent Leavenworth National Cemetery. This would obliterate the historic district and the last vestiges of the original 1880s complex, including the iconic Queen Anne-style Ward Memorial building with its stained glass window dedicated to President Lincoln.

THE 106 PROCESS

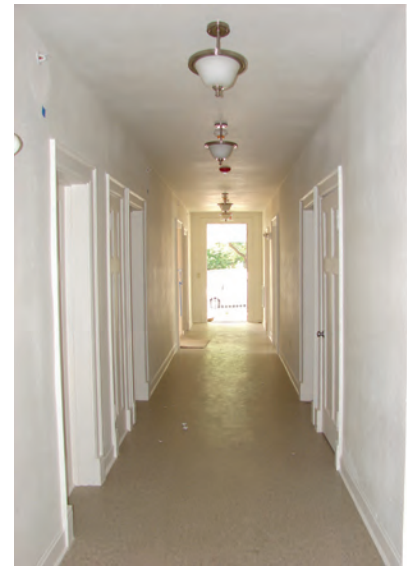
Section 106 of the National Historic Preservation Act requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on such properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue. VA had a primary goal of creating open space for expansion of the National Cemetery. When accord with the consulting parties seemed unreachable, VA proposed to terminate the Section 106 process, obtain formal comments from the

Photos: Above, cemetery; Right, Building 46 east front facade and Ward Building. (photos courtesy VA)

CONTINUED >>>



Photos: Left, Buildings 34, 76; Right, Building 76 hallway corridor after renovation (photos courtesy VA)



Advisory Council on Historic Preservation (ACHP), and proceed with the demolition of the significant buildings. However, the ACHP opted to participate in the consultation at the strong behest of local preservation organizations and the National Trust for Historic Preservation, so the Section 106 process was successfully resumed rather than terminated.

Considering the input from consulting parties, VA was able to revise its plans and use a smaller portion of the historic area for cemetery expansion. Ultimately, VA identified a private developer that would rehabilitate the historic buildings according to the Secretary of the Interior's Standards and apply for federal rehabilitation tax credits. The consulting parties executed a Memorandum of Agreement (MOA) describing the review process for the development of rehabilitation plans for the historic buildings. In addition, the MOA provided that the Ward Building's stained glass would be reinstalled in its original location as part of the rehabilitation.

THE SUCCESS

The renewed consultation process turned the initial demolition proposal into a creative adaptive use project. This was one of VA's first uses of its Enhanced Use Lease Program when the agency entered into a 75-year lease with Eisenhower Ridge Association to renovate and adaptively reuse the historic properties. Nine acres of land in the historic district became part of the expanded cemetery, but the expansion did not affect the historic buildings. The VA provided for the needed space for the National Cemetery and forestalled the loss of an entire suite of historic buildings. The outcome was a preservation success through the use of an innovative legal alternative that can be a model for other federal agencies.

Consulting Parties:

- ACHP
- Department of Veterans Affairs
- Department of Veterans Affairs, National Cemetery Administration
- Eisenhower Ridge Association
- Kansas State Historic Preservation Office
- Kansas Preservation Alliance
- National Trust for Historic Preservation
- Preservation Alliance of Leavenworth

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106 SUCCESS STORY

Dedicated Stewards Re-Vision and Preserve Oldest Civil War Monument Louisville, Kentucky



“This project benefited from a team of dedicated NCA staff and contractors, from the inception and management by the NCA History Program, to the conservators, stone carvers and the participating institutions in Louisville. The project complexity and application of technical expertise demonstrated NCA’s commitment to stewardship of important national cemetery cultural resources.”

—PATRICIA TYSON
Director, Management and
Communication Service, National
Cemetery Administration



THE STORY

The 32nd Indiana Infantry was organized during the summer of 1861. Every man in the regiment was a German immigrant from Indiana or neighboring Cincinnati, Ohio—earning the unit the unofficial name of “First German” Indiana regiment. The 32nd Indiana Infantry and Confederate forces fought the Battle of Rowlett’s Station on December 17, 1861, at Munfordville, Kentucky. The battle was small and results were indecisive, but 40 Union and 91 Confederate casualties resulted. In Kentucky, the importance of the battle was soon overshadowed by the Union victory in the Battle of Mill Springs on January 19, 1862, which led to the Union campaign into Tennessee.

After the battle, the 32nd Indiana camped near Munfordville for approximately two months. During this time, Private August Bloedner carved an impromptu memorial to the soldiers killed in the fight. He used local stone and inscribed it with an elegant German script and American iconography. The monument was installed in late January of 1862 on the battlefield graves, less than a year after the start of the conflict. Following the war, the remains and the monument were relocated to the new Cave Hill National Cemetery in Louisville, Kentucky. The 32nd Indiana Monument, the oldest existing Civil War monument, was listed in the National Register of Historic Places as a contributing object in the Monuments of Kentucky Multiple Property Nomination in 1997.

THE PROJECT

By the 1950s, the monument carved from soft, porous Genevieve limestone, was spalling, with the ornate panel describing the battle, and names, birth dates, and birthplaces of those who fell, quickly vanishing. By the early 2000s, about half was gone. In 2008, the National Cemetery Administration (NCA), supported by the Louisville German American community and various Civil War heritage groups, realized the object required immediate stabilization. NCA proposed to relocate and conserve the deteriorating monument with the goal of permanently placing it in an environmentally controlled facility for display and interpretation. To ensure the 32nd Indiana’s sacrifice would continue to be honored on site, NCA also proposed to construct a successor to the original monument at the national cemetery.

Photos: Above: moving day, 2008; Right, dedication event Cave Hill National Cemetery; Frazier International History Museum, new home of original monument (photos courtesy NCA)

CONTINUED >>>



Photos: Left, during treatment in 2009; Right, installation of successor monument; Below, carving the successor (photos courtesy NCA)

THE 106 PROCESS

NCA, an administration under the Department of Veterans Affairs (VA) and the federal agency carrying out the project, was responsible for conducting the Section 106 review process under the National Historic Preservation Act, which requires agencies to identify historic properties and objects and assess the effects of the projects they carry out, fund, or permit on those resources. Federal agencies are also required to consult with parties that have an interest in the fate of historic properties when adverse effects are likely to ensue.



From the beginning of consultation, NCA and the Kentucky State Historic Preservation Officer (SHPO) agreed that the preservation of the 1862 monument was the top priority, despite the recognized adverse effect of removing the object from its historic setting. Acknowledging that the adverse effect was unavoidable because the monument would continue to deteriorate if it remained outside, NCA focused consultation on resolving how the monument would be cared for in the future. NCA entered into a Memorandum of Agreement (MOA) with the SHPO to guide the implementation of the project, including a framework for the conservation, stewardship, and eventual display of the monument. The MOA also outlined requirements for the successor monument and guidance on interpretive signage at Cave Hill.

Following execution of the MOA on December 3, 2008, the monument was removed for professional conservation. In 2010, the preserved monument was placed on public display in the lobby of Louisville's Frazier History Museum. NCA dedicated the new monument at Cave Hill National Cemetery on December 16, 2011, a day shy of the Battle of Rowlett's Station's sesquicentennial. The successor was carved by hand from hardy local Indiana limestone and echoed the original work in appearance with one major exception: the German inscription is carved on the front face, but the back is inscribed with an English translation. A wayside sign tells the monument's story and guides visitors to see the historic monument in its museum location.

Consulting Parties:

Department of
Veterans Affairs,
National Cemetery
Administration
Kentucky Heritage
Council (SHPO)

THE SUCCESS

The 32nd Indiana Infantry Monument illustrates the value of long-term planning, technical expertise, and outreach that can be achieved through collaboration in the Section 106 process. Consultation produced an innovative outcome preserving and interpreting a unique Civil War German American artifact for future generations, ensuring the sacrifices of the "First German" regiment would not be forgotten.

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106 SUCCESS STORY

Inventory and GIS: Tools for Expediting Disaster Response and Recovery

New Orleans, Louisiana



“As technology advances and new tools to facilitate rapid responses to disasters improve our ability to perform Section 106 quickly, the methodology developed following Hurricane Katrina will be refined and improved. Facing more powerful and destructive storms in 2017, where critical power and communication infrastructure was severely damaged, these technologies were challenged in their reliance on Internet connectivity. In the future, we need to combine strategies to find the most effective way to respond to disasters while working to save our cultural resources from further damage.”

—DEIDRE McCARTHY, GISP
Chief, Cultural Resource GIS Facility
National Park Service

Photos: Above, aerial of flooded neighborhood New Orleans (FEMA photo by Jocelyn Augustino); Right, Ninth Ward destruction; surveyors using GIS (photos courtesy NPS)



THE STORY

Founded in 1718 along the Mississippi River, the City of New Orleans became the largest U.S. port in the South during the 19th century. With 20 National Register Districts and a host of individual historic properties, the city’s landscape represents 300 years of history, architecture, and culture unequalled in the nation. However, in August 2005, Hurricane Katrina made landfall as the one of the most intense hurricanes in history, causing catastrophic flooding following the failure of the levees. The floods caused \$108 billion in damages and created an unprecedented cultural resources disaster.

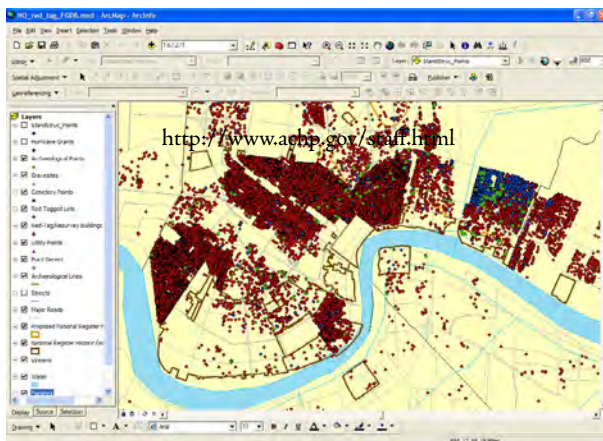
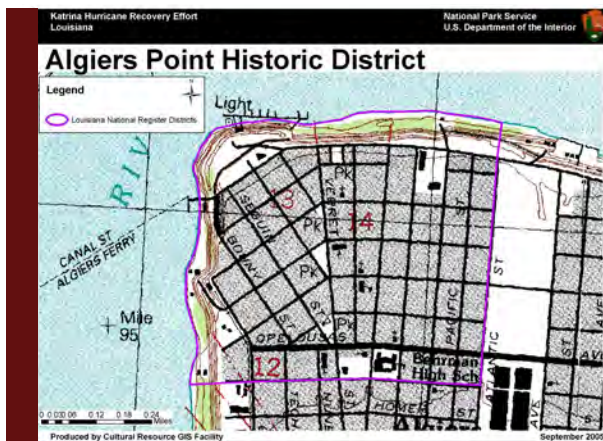
THE PROJECT

As the federal agency responsible for disaster response and recovery, the Federal Emergency Management Agency (FEMA) was a first responder, focused initially on preserving life and property. After the flood waters receded, FEMA was responsible for developing a strategy to assist the City in its disaster recovery, and increasing resilience to future disasters. As part of its strategy, FEMA considered two criteria: identifying properties threatening to public health and safety that needed to be demolished, and identifying historically significant properties that could be salvaged or saved from further damage. To expedite recovery funding, this identification effort had to be done in a timely, efficient fashion. However, while researching, FEMA learned there were properties that had not been evaluated, and information in some National Register nominations was out of date or incomplete, leading to a potential slowdown in recovery efforts.

THE 106 PROCESS

FEMA was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur.

CONTINUED >>>



Examples of the GIS mapping of the New Orleans area (courtesy NPS)

To obtain the information needed to assess a property's stability and historic significance, FEMA asked the National Park Service's (NPS) Cultural Resource Geographic Information Systems Facility to construct a methodology to identify and evaluate all potentially affected properties within the city using GIS and GPS technologies.

As a result of the identification efforts, FEMA worked closely with the Louisiana State Historic Preservation Officer (SHPO) and numerous consulting parties to assess damage to individual historic properties and neighborhoods. FEMA and SHPO staff visited properties together to determine their historic significance and integrity, consider building safety and condition, and decide if buildings could be rehabilitated. Using this GIS-based inventory, FEMA and the SHPO collaborated to significantly shorten review periods for Section 106 reviews. While compromises were sought over buildings determined to be hazardous to public health and safety, FEMA also worked with consulting parties to rehabilitate many buildings and develop a more pro-active management strategy to assist in the event of future disasters. Where demolition was necessary, FEMA worked with the SHPO and consulting parties to develop Memoranda of Agreement laying out what could be done to offset the loss of the historic property within the community.

THE SUCCESS

While demolition of historic buildings and structures was unavoidable at times, the number of demolitions was greatly reduced because of the GIS/GPS inventory, concurrence and management strategy. Complete information allowed FEMA to focus rehabilitation and restoration efforts on historically significant properties. The GIS/GPS strategy developed by FEMA and NPS significantly enhanced the response time during the disaster recovery period, reducing the time spent per resource by approximately 84 percent, turning a typical 90-day Section 106 process into a 14-day response. More than 50,000 locations were catalogued as part of the GIS/GPS effort.

Additionally, the GPS documentation of resources, the derived GIS data, and the method of review for Section 106 purposes are digital for the first time. The digital format allows direct links between FEMA, the SHPO, the City, and the local historic commission, with new data to use in planning for future disasters. The resulting locational and descriptive data collected for contributing and non-contributing resources within eligible and listed National Register historic districts provides enhanced information previously unavailable to the NPS, the SHPO, and their partners for future preparedness and planning efforts. The collaborative approach to disaster recovery and Section 106 compliance allows the GIS/GPS inventory to serve as a management tool for current use and future disaster and recovery efforts.

Consulting Parties:

- Federal Emergency Management Agency
- National Park Service
- Louisiana State Historic Preservation Officer
- Governor's Office of Homeland Security and Emergency Preparedness
- City of New Orleans

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Preserving America's Heritage

106 SUCCESS STORY

National Cemetery Expansion Avoids, Protects Significant Civil War Site

Port Hudson, Louisiana



“The Siege of Port Hudson was important in determining control of the Mississippi River during the Civil War. We applaud the Department of Veterans Affairs for identifying and avoiding damage to this site significant to national heritage. This is a vivid reminder of the importance of the National Historic Preservation Act in preserving our collective memory and expanding understanding of our country’s heritage.”

— JAMES LIGHTHIZER
President, Civil War Trust

THE STORY

After New Orleans fell in April 1862, Union forces controlled the Mississippi River below Baton Rouge, Louisiana, and above Vicksburg, Mississippi. Control of the river was an important military goal for both the Union and the Confederacy. The bluffs near the small town of Port Hudson were the first high ground upstream from Baton Rouge and overlooked a sharp bend in the river that presented an obstacle for Union warships. By 1863, Confederates had ringed the town with earthen defenses manned by a garrison of more than 6,800 men. To open the river, the Union concentrated their forces on taking the last two Confederate strongholds on the river: Vicksburg and Port Hudson.

On May 14, 1863, a Union fleet bombarded the Confederate defenses, opening the Battle of Port Hudson. A force of approximately 30,000 Union troops soon surrounded the Confederate position. The 48-day siege was the longest in U.S. military history and notable for deploying two regiments of the Louisiana Native Guards, composed of free and formerly enslaved African Americans. The Confederate garrison surrendered on July 9, 1863, after learning of the fall of Vicksburg.

Port Hudson National Cemetery was founded in 1867 when the Union dead were brought for re-interment from battlefield graves to the new national cemetery. The Port Hudson Battlefield was designated a National Historic Landmark (NHL) in 1974, and the Port Hudson National Cemetery was listed in the National Register of Historic Places in 1999 as part of the Civil War Era National Cemeteries listing.

THE PROJECT

In 2009, Port Hudson National Cemetery was comprised of approximately 20 acres containing more than 13,000 interments and nearing its capacity. The Department of Veterans Affairs (VA) decided to acquire lands adjacent to the existing cemetery for expansion to provide burial capacity for several more years. VA intended to search later for a larger property for additional space for a longer-term solution.

Photos: Above, Port Hudson National Cemetery (photo by Shine/FindaGrave); Right, central entrance road; plaque (photos courtesy Library of Congress)

CONTINUED >>>



Photos: Right, cemetery entrance gate (photo courtesy Library of Congress); Left, cemetery administration building (photo courtesy VA)

THE 106 PROCESS

VA, the federal agency carrying out this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act (NHPA). Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue.

In 2009, the Georgia-Pacific Corporation offered to donate a site adjacent to the existing cemetery, and VA initiated Section 106 consultation to consider the acquisition. Through archaeological testing and historical research, VA determined the proposed expansion site, located within the NHL's boundaries, included Battery XXVII, a Confederate redoubt built to protect an entrance near the south end of the Port Hudson fortifications. Since the battery contributed to the significance of the NHL, VA was obligated to comply with Section 110(f) of the NHPA, which requires that federal agencies shall, to the maximum extent possible, seek ways to avoid harm to NHLs.

Development of a contemporary national cemetery at this site would have required significant earth-moving and damaged the historic battery. Seeking ways to mitigate the effects, VA worked extensively to consider alternatives to avoid the historic property consistent with the higher standard for dealing with adverse effects to NHLs "to the maximum extent possible." The State Historic Preservation Officer (SHPO) and the Advisory Council on Historic Preservation (ACHP) encouraged VA to resolve both their short- and long-term capacity concerns by selecting a larger alternate property, thereby avoiding any adverse effects to the NHL. VA eventually identified and purchased a 103.8-acre parcel located approximately two miles from Port Hudson National Cemetery, outside of the NHL boundaries.

THE SUCCESS

The land acquisition and subsequent development of the alternate property as the Louisiana National Cemetery was accomplished under VA's National Cemetery Administration Minor Project construction program. As a result of consultation with the SHPO, National Park Service, and the ACHP through the Section 106 process, VA achieved a long-term solution for burials for veterans and their families, avoided damage to the NHL battlefield and the National Register-listed cemetery, and protected an important part of Port Hudson's Civil War history.

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Consulting Parties:

Department of Veterans Affairs
ACHP
National Park Service
Louisiana State Historic
Preservation Officer

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Preserving America's Heritage

106 SUCCESS STORY

Riverfront Expressway: French Quarter Threat Demolished by Preservationists New Orleans, Louisiana

“A careful review of the highway proposal and the positions of various interests convinced me that the public benefits from the proposed highway would not be enough to warrant damaging the treasured French Quarter ... The Advisory Council on Historic Preservation opposed the surface-level route. We concurred in that decision.”

— JOHN A. VOLPE

Secretary of Transportation, 1969-1973



THE STORY

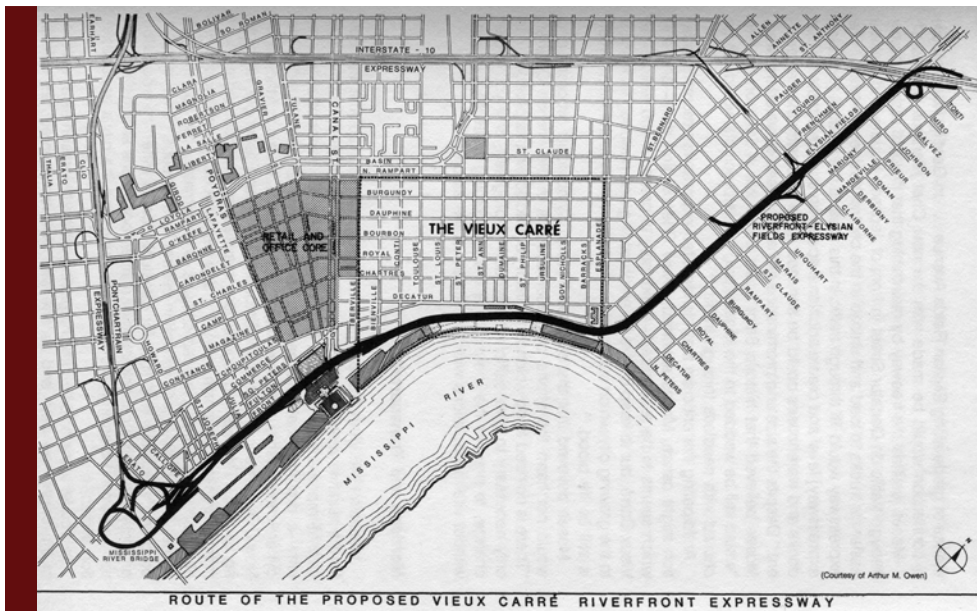
The French Quarter, also known as the Vieux Carré, is the oldest neighborhood in New Orleans, sitting on a crescent in the Mississippi River. When New Orleans was founded in 1718, the city was originally centered here. The neighborhood is a National Historic Landmark (NHL) containing many individual historic buildings and a mix of Spanish, French, Creole, and American architectural styles.

THE PROJECT

Starting in the 1940s, city and state officials sought to improve the core of New Orleans by placing a major expressway along the perimeter of the French Quarter, to separate it from the Mississippi River. City officials and developers claimed it would take traffic off the narrow streets, improve circulation, and spur economic development. Preservationists believed the elevated Riverfront Expressway would unacceptably damage the very nature of the French Quarter. When the debate commenced, the National Historic Preservation Act (NHPA) of 1966 and its Section 106 process were not in existence, so discussions about preserving this neighborhood did not yet include current Section 106 participants such as the Advisory Council on Historic Preservation (ACHP), State Historic Preservation Officers, Indian tribes, applicants, and interested consulting parties. The concept of an elevated freeway along the riverfront was strongly supported by state and local officials, but a 1965 public meeting revealed the strength of public disapproval and caused local and state governmental leaders to consider a tunnel or ground-level alternative to the raised expressway.

While city officials sought federal funding, opponents met with Secretary of the Interior Stewart Udall, who suggested that the French Quarter become an NHL. The New Orleans City Council rejected seeking NHL status. In early 1966, the U.S. Bureau of Public Roads (BPR) approved the elevated freeway as proposed. Before work began, Lowell Bridwell, administrator of the newly-created Federal Highway Administration

Photos: Above, St. Louis Cathedral in the French Quarter; Center: 1910 French Market and the French Market today (all courtesy Wikipedia Commons)



For more about
Section 106 and
the ACHP go to
www.achp.gov

Photo: This map of the proposed route was published in the 1981 book "The Second Battle of New Orleans."

(FHWA) that succeeded BPR, took office. Due to the opposition to the project, Bridwell went to New Orleans to have a public meeting, which resulted in favorable consideration of a ground-level alternative to the raised expressway. Bridwell ultimately approved the ground-level project.

THE 106 PROCESS

On October 15, 1966, the NHPA was signed into law. Section 106 of the NHPA requires each federal agency to identify and assess the effects of the projects it carries out, funds, or permits on historic properties. The NHPA also created the ACHP to oversee that requirement. As a result of the passage of the NHPA, FHWA determined that the Riverfront Expressway project must be submitted to the ACHP before final approval could be given for federal funding. ACHP members issued advisory comments to the head of the sponsoring federal agency. The agency head considered those comments in reaching a final decision on the project.

The appointed members of the ACHP conducted an in-person examination of the project site, had a public meeting, and, functioning as a jury of experts, determined that the highway project would do irreversible damage to a unique and highly significant historic area. In their comments to Secretary of Transportation John Volpe, they strongly recommended that the project not proceed. Following that recommendation, in 1969, Secretary Volpe reversed FHWA's initial approval decision and cancelled funding for the project, ending the prospect of federal funding and effectively killing the Riverfront Expressway.

This was one of the first major cases for the ACHP and Section 106. It began before regulations and the consultation process had been formed and instituted, when the ACHP was shaping the Section 106 process. While the ultimate Section 106 decision, then as now, rested with the federal agency in charge of the project, the newly created ACHP's advice that this project was wholly incompatible with the historic fabric of the French Quarter and should not be built played an important role in the outcome.

THE SUCCESS

This case is an early model for why Section 106 was enacted and why it is essential. Citizens determined to retain this iconic historic neighborhood opposed government officials who wished to site a major highway that would forever alter its character. The Riverfront Expressway was never built, thanks to determined local opposition and the last-minute arrival of tools that preservationists could use to force consideration of how federal funds are spent when historic properties are at risk. The NHPA and its Section 106 process were immediately relevant, helping settle an issue that had dragged on for more than two decades.

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Preserving America's Heritage

106 SUCCESS STORY

Reconstruction of Cemetery Monument Preserves Legacy for Future Generations Kennebec County, Maine



“The poor condition of this obelisk meant NCA had to completely rebuild it. This is an extreme preservation effort, but it resulted in the exciting discovery of an 1889 time capsule. Now the restored monument will assuredly anchor the Togus cemetery landscape for years to come.”

— PATRICIA TYSON
Director, Management and
Communication Service, National
Cemetery Administration



THE STORY

After the Civil War, the Eastern Branch National Home for Disabled Volunteer Soldiers was established in 1866 outside of the city of Augusta, Maine, in an area referred to as Togus. Established by Congress in 1865, the Home system was designed to provide medical, surgical, and domiciliary care for disabled Union veterans in a comforting and homelike setting. A cemetery was established west of the Eastern Branch main campus as the final resting place for resident veterans; eventually the cemetery became Togus National Cemetery.

In 1883, to recognize those interred, Gen. Luther Stephenson, governor of the Eastern Branch, ordered the construction of the Soldiers and Sailors Monument consisting of a 26-foot-tall obelisk on a rise at the north end of the cemetery. The local newspaper proclaimed in 1889, “All the other National Home cemeteries are furnished by the Government with large, beautiful and costly monuments, but as Togus is in somewhat of an out-of-the-way place, it has been overlooked in this matter. General Stephenson, however, has determined to remedy the deficiency...”

William Spaulding, a home resident and former marble worker from Pennsylvania, reputedly drew the monument’s design. Additionally, the stonework was completed under the supervision of Jeremiah O’Brien, also a home resident and formerly a noted Massachusetts stonecutter. The granite for the monument was quarried on the home grounds. With the exception of a dedication plaque replaced after World War I, the monument has stood unchanged for more than 120 years. It and the entire cemetery were listed on the National Register in 2012.

THE PROJECT

In 2008, the Department of Veterans Affairs (VA) National Cemetery Administration (NCA) conducted condition assessments of its most significant monuments, identifying preservation treatments for 49 of the oldest and neediest monuments in VA national cemeteries. The study determined that Togus Soldiers and Sailors Monument was in desperate need of repair due to the deterioration of the inner core. NCA used funds

Photos: Above, view of completed monument (photo courtesy NCA); Right, historic postcard view of Soldiers Monument (photo from NCA History Program Collection); obelisk in process of being reconstructed August 2010 (photo courtesy NCA)



Photos: Left, contents of the time capsule: a green glass bottle with rolled paper inside, 1889 Boston newspaper, smoking pipe; Right, rededication ceremony showing placement of the new time capsule under capstone (photos courtesy NCA)

provided by the American Recovery and Reinvestment Act to implement the recommended repairs.

THE 106 PROCESS

VA, the federal agency carrying out this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act (NHPA). Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur.

NCA, in consultation with the Maine State Historic Preservation Officer (SHPO), agreed that the condition of the obelisk required complete deconstruction and rebuilding to ensure it would stand another 120 years. NCA worked closely with the SHPO to develop specific treatment conditions to avoid adversely affecting the historic monument. These conditions included individually cataloguing the 285 stone blocks to ensure reconstruction replicated original details of the monument; reviewing samples of the masonry repointing, joint work, and tooling; and requiring that the masons undertaking the work have proven experience working on historic properties.

NCA agreed to these requirements, and work began in 2010 to disassemble and repair the monument. Two months later, the obelisk had been rebuilt on a sturdier foundation with a reinforced structural core. Additionally, weep holes were incorporated into the mortar joints, and lead caps were installed on skyward-facing joints to provide an extra measure of water-tightness. While dismantling the monument, masons discovered a time capsule in the upper base containing artifacts from the original construction. As part of the rededication ceremony in September 2010, VA placed a new time capsule inside the monument for future generations.

THE SUCCESS

NCA's reconstruction of the Togus obelisk exemplifies the benefits of a federal agency working closely with the SHPO to refine their decisions in order to avoid adversely affecting historic resources. The Togus consultation also highlights the benefit of federal agencies utilizing experienced preservation craft professionals for the treatment of historic properties. The repairs and preservation practices undertaken by VA will ensure the Soldiers and Sailors Monument will stand for another 120 years.

Consulting Parties:

Department of
Veterans Affairs,
National Cemetery
Administration
Maine State Historic
Preservation
Officer

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Preserving America's Heritage

106 SUCCESS STORY

Highway Archaeology Reveals African American Contribution to U.S. Industrial History

Thurmont, Maryland



“The unmarked cemetery at Catoctin Furnace was truly ‘invisible’ until its discovery in the 1970s. Not only will this renewed analysis of the human remains from the cemetery restore an identity and history to a people and to a place, but the Catoctin study will significantly add to our knowledge of African American history in the Mid-Atlantic region and more broadly to our knowledge of what ‘becoming American’ truly means to different segments of the population.”

— KARIN BRUWELHEIDE
*Physical Anthropologist, National
Museum of Natural History,
Smithsonian Institution*



THE STORY

In the 1770s, hematite ore was discovered in the Catoctin Mountains of Maryland by Thomas Johnson, Jr., who later became the first governor of Maryland and delegate to the Continental Congress. Johnson and his brothers excavated the ore beds, and the adjacent village of Catoctin Furnace was built around the associated furnace. The furnace first employed a labor force of enslaved African Americans then European immigrants. The laborers mined the ore, provided timber and charcoal from the Catoctin Mountains, and produced pig iron. The pig iron was made into a variety of tools, armaments, (including cannonballs used during the siege of Yorktown) and the “Catoctin Stove,” more popularly known as the “Franklin Stove.”

The furnace continued to operate until the beginning of the 20th century and remained in private ownership until 1936, when the National Park Service (NPS) acquired it as part of Catoctin Mountain Park. The NPS stabilized the ruin and eventually transferred the furnace ruins and surrounding land to the State of Maryland in 1954 as part of Cunningham State Park. The village and ruins were listed as a district in the National Register of Historic Places in 1971.

THE PROJECT

In the 1970s, the Maryland State Highway Administration (SHA) initiated plans to make Route 15 into a divided highway using federal highway funds. The proposed alignment would abut the Catoctin Furnace ruins, which raised concerns that construction of the road and subsequent vibration from traffic would heavily impact the ruins and ore beds.

THE 106 PROCESS

The Federal Highway Administration (FHWA) was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required

CONTINUED >>>

Photos: Above and right, the source of cannonballs for George Washington's army in the Revolutionary War, Catoctin Furnace still stands today. (photos by Patricia McNally/America's Byways); Far right, excavation in 1979 (photo courtesy Catoctin Furnace Historical Society, Inc.)



Photos: Above, travelers examine the remains of Catoctin Furnace (photo by Patricia McNally/America's Byways); Right, Ground Penetrating Radar survey to locate unmarked graves in 2014 as part of ongoing research; Grave marker with pointed shape (photos courtesy Catoctin Furnace Historical Society, Inc.)

to consult with parties that have an interest in the fate of the property when adverse effects may ensue.

Village residents viewed the project as a threat to local history and formed the Catoctin Furnace Historical Society to preserve the history of this early industrial environment. With assistance from NPS, the society joined the newly-instituted Section 106 process as a consulting party and raised questions about adding a second lane in the vicinity of the village, ruins, and ore beds. The SHA agreed to conduct preliminary historical and archaeological surveys to evaluate the nature and presence of historic resources as a means of assessing and resolving the impacts of the project. Archaeological surveys and data recovery led to the discovery and eventual removal of 35 individual burials along the proposed eastern alignment, which proved to be part of a previously undocumented African American cemetery. If implemented, the proposed alignment would have directly impacted approximately one-third of the cemetery.

THE SUCCESS

Through the Section 106 process, the community was successful in working with the SHA and FHWA to redesign US Route 15, leading to a chain of events and discoveries that eventually contributed to the development of Catoctin Furnace as a historical landmark open to the public. Data from archaeological investigations was key to interpreting the virtually unknown history of the enslaved African American workers at Catoctin Furnace. The Catoctin Furnace Historical Society and local residents continue to take full advantage of the information to interpret the history presented to visitors.

With DNA testing assistance from the Smithsonian Institution, the Catoctin Furnace Historical Society is working to understand the population of the African American Slave Cemetery, reconstruct their history, and recognize their contributions to the success of the ironworking community. An important goal is to reach out to the living African American community in Maryland and beyond in order to connect and involve them in the interpretation and presentation of the history at Catoctin Furnace, the surrounding region, and other early industrial complexes in America. Through the initial success of the Section 106 process in discovering and saving the cemetery, this untold story can now be told.

Consulting Parties:

Federal Highway Administration
 ACHP
 Maryland State Historic Preservation Officer
 Maryland State Highway Administration
 Catoctin Furnace Historical Society

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106 SUCCESS STORY

Expressway Halted and Historic Waterfront Community Thrives

Fells Point, Baltimore, Maryland



THE STORY

Fells Point was one of three early 18th century communities that became Baltimore Town in 1773. Situated on the deep waters of the Patapsco River, Fells Point became a thriving trade center and shipyard. Fells Point shipyards built some of the first ships for the U.S. Navy and later the frigate USS *Constellation*, sister ship of the USS *Constitution*. In the early 19th century, Fells Point became known for producing the famous Baltimore clippers—fast, agile ships that were used for commerce as well as privateering during the War of 1812. It continued as a shipbuilding center until the Civil War. Due to its waterfront location, Fells Point was also a major port of entry for European immigrants to the United States. Many stayed to work in the shipyards, warehouses, and factories. With its wealth of 18th and 19th century residential, commercial, and industrial buildings, in 1969 Fells Point became Maryland's first historic district listed in the National Register of Historic Places.

THE PROJECT

In the mid-1960s, transportation planners proposed an east-west expressway along the Fells Point waterfront that would connect I-83 in the center of Baltimore with I-95 to the east, one of the final components of Maryland's interstate highway construction. The six-lane elevated highway called for clearance of a two-block wide swath through the Fells Point historic district and imperiled two National Historic Landmarks—the Phoenix Shot Tower and the Star Spangled Banner Flag House—and more than two dozen National Register properties.

THE 106 PROCESS

The Federal Highway Administration (FHWA) was the federal agency providing funding for the project and responsible for conducting the Section 106 process under the

“The Road Fight was about protecting Baltimore neighborhoods—Fells Point, Federal Hill, and Rosemount from a proposed 16-lane highway. Stopping that road saved these dynamic communities for today’s families to live, work, play, and worship. It was the second Battle for Baltimore. It was about more than architectural preservation, old houses, and cobblestone streets. It was and remains about community preservation and standing up for our homes, our neighborhoods, our history, and our children.”

— U.S. SENATOR BARBARA
MIKULSKI

Representing Maryland in Congress
since 1976

Photos: Above, highway redesign through the Section 106 process avoided impacts on the Phoenix Shot Tower NHL; Right, Fells Point waterfront (photos courtesy Wikitravel)

CONTINUED >>>

National Historic Preservation Act (NHPA). Section 106 requires that federal agencies assess the effects of the projects they carry out, fund, or permit on historic properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue.

In the early 1970s, strong opposition to the proposed highway that would entail extensive demolition in Fells Point resulted in community activists introducing anti-road ordinances and filing environmental lawsuits to stop the project. Local preservationists enlisted the cooperation of the Maryland State Historic Preservation Officer (SHPO) in their effort to persuade the highway planners at the Interstate Division for Baltimore City (IDBC), the FHWA grantee for the project, to seek an alternative. With condemnation looming, the SHPO made grants through Maryland's Historic Preservation Fund allocation to restore historic properties within the proposed highway corridor.

Consultation commenced under the initial 1973 procedures developed by the Advisory Council on Historic Preservation (ACHP) to implement Section 106. These procedures established the framework for interaction among the federal agency (FHWA), the IDBC, SHPO, Society for the Preservation of Fells Point and Federal Hill, and the ACHP. Failure to reach agreement on a solution led to termination of the consultation process, based on the SHPO's finding that the project's impacts to the historic properties would be devastating. In early 1977, the full membership of the ACHP considered the project. After hosting a public session in Baltimore, the ACHP provided its formal comments to the Secretary of the Department of Transportation. The ACHP found that alternatives to the elevated expressway existed and asked for further evaluation by FHWA.

Following a second round of formal ACHP comments, which called on FHWA to explore an at-grade solution to meet the transportation need, a renewed consultation process led to abandonment of the elevated highway and the development of an urban boulevard in the vicinity of Fells Point. The proposed demolition within the historic district was dropped.

THE SUCCESS

The redesign of the highway project in conformance with the ACHP's comments spared Fells Point from destruction by the proposed highway improvements. Today, the historic district has been transformed from a declining part of the city to a vibrant neighborhood with an influx of new residents, rehabilitation of waterfront industrial structures for residences and retail establishments, and extensive investment in new construction.

The Fells Point case also served as an early test of the Section 106 process as embodied in the ACHP's new procedures. Though the road was rocky, the consultative framework involving project proponents, stakeholders, preservation agencies, and the public produced a successful preservation outcome that met transportation needs. The basic elements of that process continue to be the heart of the Section 106 process as the NHPA approaches its 50th anniversary.



Pride of Baltimore II sails the sea showcasing its history as a reproduction 1812-era topsail schooner privateer. (photo courtesy U.S. Coast Guard)

Consulting Parties:

Federal Highway Administration
ACHP
Maryland State Historic
Preservation Officer
Interstate Division for Baltimore
City
Society for the Preservation of Fells
Point and Federal Hill

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Preserving America's Heritage

106 SUCCESS STORY

Building Remnants Provide Insights into Early Chautauqua Community

Glen Echo, Maryland



“Due to the successful application of the Section 106 process, from following a well-designed Memorandum of Agreement to the cooperation and efficient communications amongst park staff, construction contractors, and the Maryland Historical Trust, the project had a successful outcome on several fronts, and opportunities were presented through innovative mitigation to create unique interpretive features to help tell the story of this historic property.”

—MATTHEW VIRT
Cultural Resources Manager/
Archaeologist



THE STORY

Glen Echo Park, located northwest of Washington, D.C., began as a short-lived late 19th century Chautauqua assembly community, teaching sciences, arts, languages, and literature to the public. By the early 20th century, the Chautauqua assembly community had been transformed into an amusement park. With abundant electricity available from the Washington and Great Falls Electric Railroad, the trolley line that extended to Glen Echo along the Potomac River, Glen Echo Park became “A Resort for the Refined” featuring a carousel, bowling, a pony track, shooting galleries, boating, and a dance pavilion. Glen Echo was a popular Washington-area amusement park for decades but closed in 1968, and most of the amusement rides were sold. In 1970, the General Services Administration formally acquired title to Glen Echo Park, and the National Park Service (NPS) assumed management developing a cultural arts program similar to the original Chautauqua concept. Glen Echo Park was listed in the National Register of Historic Places in 1984.

THE PROJECT

In the early 2000s, NPS planned a rehabilitation and reuse program for the park and its historic buildings. One building was a 1914 amusement park maintenance shop and superintendent dwelling called the Yellow Barn. The decayed wooden barn was unsound and infested with termites. The rehabilitation plan called for dismantling and replacing the decayed parts of the structure. Part of the reuse plan required basement excavation to make space for upgraded utilities.

THE 106 PROCESS

NPS was responsible for complying with Section 106 of the National Historic Preservation Act (NHPA) which requires federal agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur. NPS consulted with the Maryland State Historic Preservation Officer (SHPO) and the Advisory Council on Historic Preservation (ACHP), resulting in a Memorandum of Agreement (MOA)

CONTINUED >>>

Photos: Above, a view of the imprint of Chautauqua-era building; Right, rehabilitated, reconstructed Yellow Barn east elevation; Chautauqua Building west foundation (photos courtesy NPS)



Photos: stone tile mimicking foundation; hatch with preserved foundation (photos courtesy NPS)

that allowed for the deconstruction and replacement of the decayed wood; documentation, disassembly, and reassembly of a stone wall that was a part of the building; and the excavation of a basement for the needed utilities. During excavation, work crews encountered stone foundation wall sections beneath the 1914 barn. In accordance with the MOA, NPS halted the work and contacted the SHPO for advice on how to proceed with the project.

Both parties agreed to proceed with archaeological investigation and documentation, historical background research, and architectural examinations. Background research revealed that the 1914 barn was constructed on the remains of an 1891 Chautauqua-era “store” or “arcade” that had contained shops and a post office and served as part of the entryway to the Chautauqua assembly. The original building burned in 1914 and was replaced by the Yellow Barn. Sections of the surviving foundation in the way of the planned basement were removed, but a portion of the foundation was kept intact.

The 1914 construction of the Yellow Barn had also covered up a remaining ghosting pattern (visible imprint) of the “store”/“arcade” on the neighboring building, against which both structures had been built. In addition to preserving as much of the foundation as was possible, the construction of the repaired Yellow Barn incorporated interpretive elements for the earlier building. The final structure includes an openable hatch to view a remaining portion of the 1891 foundation, a line of tiles that follows the original location of the foundation, and the wall of the neighboring building, which includes the architectural ghosting pattern.

THE SUCCESS

The Yellow Barn has now been successfully rehabilitated and repurposed, with interpretation of the original 1891 building. The construction crew was alert and halted their work before they could destroy the foundation, and the subsequent rapid consultation with the SHPO allowed the project to continue without much delay. NPS went beyond the necessary documentation and research to include interpretive elements to the new structure. The interpretation highlights the history of the space, presenting information that might not have been discovered if the foundation had been left entirely in place and the basement left unexcavated. The observant work crew, rapid consultation process, and innovative interpretive elements make the Yellow Barn a good example of how historic preservation and modernization can come together to create greater outcomes than either might manage alone.

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Consulting Parties:

National Park Service
Maryland State Historic
Preservation Officer
ACHP

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Preserving America's Heritage

106 SUCCESS STORY

Restoration of African American Church Interprets Abolitionist Roots

Boston, Massachusetts



“It makes me extremely proud to know that people around the world look to Massachusetts as the anti-slavery hub for the important gatherings that took place inside this national treasure. On behalf of the Commonwealth, I congratulate the Museum of African American History for clearly envisioning how this project could be properly executed and applaud the entire restoration team for returning the Meeting House to a place ideal for civil discussion about social and economic issues of the day.”

— FORMER MASSACHUSETTS
FIRST LADY DIANE B. PATRICK
Rededication press release
December 2011



THE STORY

In 1805, Thomas Paul, an African American preacher from New Hampshire, with 20 of his members, officially formed the First African Baptist Church, and land was purchased for a building in what was the heart of Boston’s 19th century free black community. Completed in 1806, the African Meeting House was the first African Baptist Church north of the Mason-Dixon Line. It was constructed almost entirely with black labor using funds raised from both the white and black communities.

The Meeting House was the community’s spiritual center and became the cultural, educational, and political hub for Boston’s black population. The African School had classes there from 1808 until a school was built in 1835. William Lloyd Garrison founded the New England Anti-Slavery Society in the Meeting House in 1832, and the church provided a platform for famous abolitionists and activists, including Frederick Douglass. In 1863, it served as the recruitment site for the famed 54th Massachusetts Volunteer Infantry regiment, the first African American military unit to fight for the Union in the Civil War. As the black community migrated from the West End to the South End and Roxbury, the property was sold to a Jewish congregation in 1898. It served as a synagogue until it was acquired by the Museum of African American History (MAAH) in 1972. The next year, a fire destroyed the roof and framing. The museum rehabilitated the second-floor sanctuary and provided contemporary exhibit space, and in 1974 the African Meeting House was designated a National Historic Landmark (NHL).

THE PROJECT

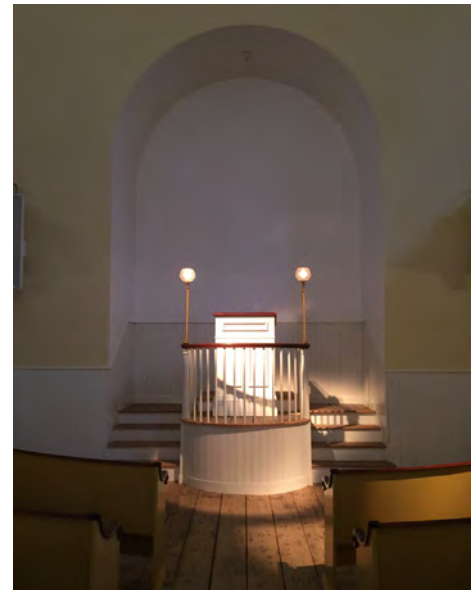
In 2004, MAAH applied for a grant from the Save America’s Treasures program, administered by the National Park Service (NPS), to restore the building to its 1855 appearance and meet modern accessibility, safety, and building code requirements with a new elevator, stair tower, climate system, and accessible courtyard entryway. The new construction outside the building envelope would require excavation of the surrounding grounds, raising concerns about disturbing centuries-old archaeological resources including the historic privies.

Photos: Above, African Meeting House, the home of the Museum of African American History, 46 Joy Street, Boston; Right, inside the meeting house (photos courtesy NPS)

CONTINUED >>>



Photos: Above, Ranger Dana Smith addresses a teachers' conference in the African Meeting House; Right, a view of the pulpit (photos courtesy NPS)



THE 106 PROCESS

NPS was the federal agency responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Under Section 106, agencies also consult with Indian tribes, state and local governments, and organizations and individuals that have an interest in the historic property to seek agreement on measures to address the effects.

NPS used the Section 106 consultation process to address the potential impacts of the project. To avoid compromising the building's historic integrity, the elevator and fire stair were designed outside the building envelope, and heating and cooling equipment was located in a new underground vault. In 2005, MAAH, NPS, the Massachusetts State Historic Preservation Officer (SHPO), and the Boston Landmarks Commission entered into a Memorandum of Agreement (MOA) addressing the architectural designs for the historic and new construction as well as mitigation for the necessary archaeological excavations in the yard and alleys for the new construction. The Fisk Center for Archaeology carried out the excavations and uncovered more than 38,000 artifacts revealing important information about the lives of free blacks in 19th century Boston. The archaeological investigations discovered architectural fragments which were used for modeling historically accurate replacements for missing building details. The curved pews were re-created using remnants of the 1855 pews and scribe marks on the floor. The interior was finished with period wainscoting and wall finishes, cast-iron posts, and a gilded chandelier.

Consulting Parties:

National Park Service
 Massachusetts State Historic Preservation Officer
 Museum of African American History
 Boston Landmarks Commission

THE SUCCESS

The Save America's Treasures grant leveraged private funding and paved the way for an American Recovery and Reinvestment Act (ARRA) grant for the \$9.5 million, seven-year rehabilitation and restoration of the NHL African Meeting House. Today it is the centerpiece of the MAAH. The treatment of the significant archaeological resources as specified in the MOA had enormous public benefits by providing the MAAH with information that fulfills the decades-long dream of interpreting the lives of free blacks in Boston in the 19th century. Thanks to the comprehensive approach in the MOA, in 2010 when the ARRA funding was approved, the project was "shovel ready," and accessibility and modern mechanical systems were introduced in a sensitive manner, ensuring the building's continued use as a place of public assembly and exhibition. Through the Section 106 process, the African Meeting House, the oldest surviving African American church building in the U.S., is equipped to continue to preserve and interpret the contributions of African Americans in New England from the colonial period through the 19th century.

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Preserving America's Heritage

For more about Section 106 and the ACHP go to www.achp.gov

106 SUCCESS STORY

Community Rallies to Save Threatened Historic Lighthouse

Aquinnah, Massachusetts



“This lighthouse is far more than a beacon for approaching ships. It has become an essential component of the local economy—an economy which remains strongly tied to the tourism industry.”

— U.S. REPRESENTATIVE BILL KEATING

Massachusetts' 9th District, as quoted in the Martha's Vineyard Times

THE STORY

The Gay Head Lighthouse was built in Aquinnah, Martha's Vineyard, in 1856. Standing 51 feet tall and weighing 400 tons, it is constructed of clay bricks, a brownstone cornice, and topped with a cast iron light room. Located at the westernmost tip of the island, the light, a federal Aid to Navigation (ATON), guides traders, fishermen, cruise ships, and recreational boaters. It is the only lighthouse with a history of Native American lighthouse keepers, and was one of the first in the U.S. to receive a Fresnel lens (since removed) in 1856. It was individually listed on the National Register of Historic Places in 1987. For decades, the tower was owned by the U.S. Coast Guard (USCG) and leased to and maintained by the Martha's Vineyard Museum.

THE PROJECT

In 2013, the lighthouse was listed on the National Trust for Historic Preservation's 111 Most Endangered Historic Places because the adjacent Gay Head Cliffs, a National Natural Landmark owned by the Bureau of Indian Affairs in trust for the Wampanoag Tribe of Aquinnah, were rapidly eroding. With local and political support, the USCG declared the property excess, enabling property transfer by the General Services Administration (GSA) under the National Historic Lighthouse Protection Act (NHLPA), which makes such historic lighthouses available at no cost for education, recreation, or preservation purposes. The Town of Aquinnah applied for the property title in 2014, and the Secretary of the Interior recommended GSA award it. The Town's application included a plan to relocate the lighthouse.

THE 106 PROCESS

GSA was responsible for conducting the Section 106 process under the National Historic Preservation Act (NHPA). Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects may ensue.

Photos: Above, Gay Head Lighthouse (iStockphoto © kickstand); Right, grandson of Len Butler, chairman of the Save the Gay Head Lighthouse Committee's Relocation Committee (photo by Len Butler); starting line at the Second Gay Head 10k Road Race "A Race Against Time" (photo by Meg Bodnar Photography)



Photos: Above, aerial view of Gay Head Lighthouse move (photo by Drew Kinsman); Right, another angle of the move (photo by Derrill Bazy)



Given the rate of erosion and the ready, willing, and able property recipient, GSA moved expeditiously, coordinating compliance with NHPA, National Environmental Policy Act, and NHLPA. Almost all consultation occurred remotely to speed the process. The resulting Memorandum of Agreement (MOA) and covenants addressed title transfer, lighthouse relocation, associated ground disturbance, rehabilitation, museum use, and ATON operation. The deed transferred the property to the Town for \$1 as a public benefit. To ensure the long-term structural stability of the lighthouse and return the Gay Head Cliffs to a more natural state, the Town planned to move the lighthouse farther away from the cliffs to a new foundation on Town-owned land.

The Save the Gay Head Lighthouse Committee raised more than \$3 million to fund the state-of-the-art move, with nearby towns pooling funds as well. Relocation necessitated ground disturbance, requiring advance archaeological surveys and soil remediation. During the move, the USCG established a temporary ATON nearby that was extinguished upon the lighthouse's successful relocation. The Town agreed to complete photo documentation of the lighthouse and to place interpretation about its history at the site of the lighthouse's former foundation. As part of the deed, the Town granted preservation covenants to the Massachusetts Historical Commission and the National Park Service to protect and preserve the lighthouse in perpetuity. The Town and the Martha's Vineyard Museum agreed to rehabilitate and maintain the lighthouse, operating it as a museum again. Finally, the Town agreed to a USCG easement for the permanent ATON within the relocated lighthouse.

THE SUCCESS

With less than 50 feet of earth left, and an erosion rate of approximately two feet per year, the Gay Head Lighthouse's days were numbered. Recognizing its importance, local leaders mobilized grassroots and regional support and significant financial backing. The Town of Aquinnah developed a plan, and all details were managed and formalized in the Section 106 process. The MOA was executed in February 2015, and by May 2015, the lighthouse's relocation was completed. With great fanfare, the lighthouse was relit and rededicated as a navigational aid and museum. Broad community efforts saved the cherished local landmark from certain destruction, for public use and enjoyment.

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Consulting Parties:

General Services Administration
 ACHP
 Massachusetts Historical Commission (SHPO)
 National Park Service
 U.S. Coast Guard
 Town of Aquinnah
 Wampanoag Tribe
 Martha's Vineyard Museum
 U.S. Bureau of Indian Affairs
 National Trust for Historic Preservation

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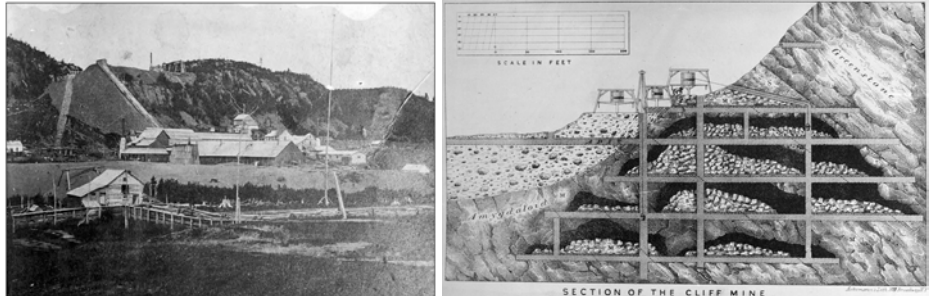
Preserving America's Heritage

106 SUCCESS STORY

Environmental Restoration Project Redesign Produces Preservation Success Keweenaw County, Michigan

“The project was a partnership effort that benefited our community and our environment. The engineering plan was designed to remove the sources of excess copper leaching into the West Branch of the Eagle River to restore the cold-water trout stream, while at the same time protect the remaining historic assets of the lower Cliff Mine. The project also contributed to the local economy since most of the project budget was used to employ local contractors for construction, fencing, seeding, and other restoration activities.”

—GINA NICHOLAS
Chairperson, Houghton Keweenaw
Conservation District



THE STORY

Michigan's Keweenaw Peninsula has a 1 billion-year-old lava flow with fissures and voids where geologic activity deposited veins of 97 percent pure native copper. Beginning in the 1840s, Cliff Mine exploited these veins and operated the first economically successful mine in Michigan's Copper Country for 115 years with six periods of activity and technological change, which necessitated infrastructure alterations. Cliff Mine is defined by its geography. All related infrastructure including the waste rock pile and stamp sands are in proximity to one another because the large cliff at the north edge of the mining area prevented expansion. Mining was the main source of employment attracting Irish, German, French Canadians, and Cornish immigrants to the town of Clifton that grew up around the mine. Although the remains of more than 120 buildings and structures associated with Cliff Mine lie hidden amid the trees, the waste rock pile and stamp sands were the most visible remnants of the mine's infrastructure on the landscape when the abandoned Cliff Mine was determined eligible for the National Register of Historic Places in 2011.

THE PROJECT

In 2010, the Environmental Protection Agency (EPA) launched the Great Lakes Restoration Initiative, providing funding to protect and restore the Great Lakes Ecosystem. The Michigan Department of Environmental Quality (DEQ) received a grant from the EPA and funded the Houghton Keweenaw Conservation District (HKCD) to complete several restoration projects in the Upper Peninsula with the goal of removing copper contamination from mining areas within the Great Lakes watershed. The primary source of the contamination from Cliff Mine, the stamp sands, was slated for removal. The HKCD hired a local Natural Resources Conservation Service engineer to design the Cliff Mine River Corridor Project.

THE 106 PROCESS

EPA, the federal agency that provided funding, in cooperation with the Michigan DEQ, completed the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects

Photos: Above, La Roche Verte on Hay's Point, Copper Harbor, MI. The green and white vein of copper silicate was one of the most visible clues to the mineral wealth of the Keweenaw Peninsula. (photo by Sean Gorman); Right, Cliff Mine in 1862 at the peak of production; underground drawing from Foster and Whitney's *Report on the Geology and Topography of a Portion of the Lake Superior Land District* (photos courtesy Reeder Photograph Collection, Michigan Tech Archives, Copper Country Historical Collections)

CONTINUED >>>



Photos: Top left, Robert S. Duncanson's "Cliff Mine, Lake Superior" 1848 (F.Ward Paine, owner); Bottom, overview of completed project in 2015 (photo courtesy Gina Nichols); Right, view from the east of the Howe Shaft's Steam Stack 1912, with rock piles in the background (photo from Reeder Photograph Collection, Michigan Tech Archives, Copper Country Historical Collections)

of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the property when adverse effects are likely to ensue. The DEQ consulted with the Michigan State Historic Preservation Officer (SHPO) about the restoration of the area including the removal of the contaminated stamp sands. The SHPO encouraged the DEQ and its partners to recognize the waste rock and stamp sands as part of the cultural landscape surrounding the mine and important historic features in determining the site eligible for the National Register. The redesign of the project altered the stamp sand deposits only enough to accomplish the goal of removing the copper contamination from the stream flowing through the site and left the majority of the large landscape feature in place. As a direct result of the redesign, the Michigan DEQ and the SHPO agreed the project would not affect the historic resources.

THE SUCCESS

The surrounding community is proud of this cultural heritage and appreciative of the natural environment in which they live and work. Thanks to the Section 106 review and consultation with the SHPO, the public, and other stakeholders, the project preserved the cultural landscape and restored the natural environment for the enjoyment of the people of Michigan. Mining was a major driver in the settlement and occupation of Michigan's Upper Peninsula, and Cliff Mine illustrates its significant contribution to the nation's history.

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Consulting Parties:

Environmental Protection Agency

Michigan Department of
Environmental Quality

Michigan State Historic
Preservation Officer

Houghton Keweenaw Conservation
District

Natural Resources Conservation
Service-Michigan

Keweenaw County Road
Commission

Michigan Technological University

Keweenaw National Historical Park

Keweenaw County Historical
Society

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106 and the ACHP go
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Preserving America's Heritage

106 SUCCESS STORY

Four Agencies, One Goal: Restoring a New Deal Treasure—St. Croix RDA Pine County, Minnesota



“Working with great partners like the National Park Service, Minnesota Department of Natural Resources, Minnesota Historical Society, and Minnesota Homeland Security and Emergency Management allowed us to quickly and efficiently repair, rehabilitate, and preserve this important resource.”

—NICHOLAS MUELLER
Regional Environmental Officer, FEMA



THE STORY

For centuries, the St. Croix River served as a transportation route for Native Americans, then European and American fur trappers. When the fur trade ended in the mid-1800s, loggers cut the virgin stands of pine, using the river to float logs downstream. By 1915, the landscape was devoid of trees, and settlers attempted to farm the rapidly depleting soil. In 1934, 18,000 acres of farmland were purchased to become the St. Croix Recreational Demonstration Area (RDA). A New Deal project, the RDA was one of 46 parks planned by the National Park Service (NPS) as part of a program to create jobs through the Civilian Conservation Corps and Works Progress Administration, repurposing marginal agricultural lands for recreational use, and building roads, campgrounds, and structures. The St. Croix RDA, one of the largest and best examples of RDA planning and design, became a National Historic Landmark (NHL) in 1997.

THE PROJECT

In July 2011, storms with 100-mile-per-hour winds tore through the St. Croix RDA, felling trees, blocking roadways, and damaging buildings. A Presidential disaster declaration allowed the Federal Emergency Management Agency (FEMA), through the Minnesota State Division of Homeland Security and Emergency Management, to assist the Minnesota Department of Natural Resources (DNR) in funding 60 repair projects. Damaged structures included Adirondack-type shelters, masonry and log cabins, bicycle and picnic shelters, and administrative buildings. Most suffered damage to roofing systems; two were completely leveled by the storm but could be rebuilt; and two were damaged beyond repair, requiring complete reconstruction using salvaged parts.

THE 106 PROCESS

FEMA, the federal agency funding this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required

Photos: Above, cabin after reconstruction; (photo courtesy Minnesota DNR); Right, early spring at Fox Landing and camping along the St. Croix flowage (photos courtesy NPS)

CONTINUED >>>



Photos: Left, storm damage to the cabins; Right, cabin in need of repairs (photos courtesy Minnesota DNR)

to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue.

As all the structures were contributing elements to the NHL, FEMA focused on protecting their significant historic features. The number of resources affected and the variety of the damage sustained complicated recovery efforts. FEMA collaborated closely with the NPS, the Minnesota State Historic Preservation Officer (SHPO), and state agencies to ensure all work on the damaged buildings met the Secretary of the Interior’s Standards for the Treatment of Historic Properties while proceeding expeditiously.

Using building inventories maintained by the DNR and assisted by the SHPO, FEMA prepared summaries of proposed treatment measures and coordinated review with the consulting parties. Although winter storms limited access to the park and hindered project development, the consulting parties regularly reviewed repair specifications and discussed treatment measures to ensure the historic character of the RDA would not be compromised. This level of engagement, driven by the DNR’s plans for repairs and managed by FEMA’s environmental review staff, resulted in the Section 106 project reviews being completed the following summer.

- Consulting Parties:**
- Federal Emergency Management Agency
 - Minnesota State Historic Preservation Officer
 - National Park Service
 - Minnesota State Division of Homeland Security and Emergency Management
 - Minnesota Department of Natural Resources

THE SUCCESS

The St. Croix RDA recovery project demonstrates how the Section 106 process fosters effective collaboration among consulting parties to achieve positive preservation outcomes. The project would not have been successful without the willingness of all parties to find solutions that respected the RDA’s status as an NHL and promoted expeditious disaster recovery.

FEMA and its consulting parties’ commitment to following the Secretary’s Standards avoided adverse effects to the historic structures and simplified the planning process. Further, the treatment summaries developed for each property provide guidelines for maintenance and repairs, ensuring that DNR’s future work will continue to maintain the RDA’s historic integrity.

Despite the substantial damage to the RDA sustained in the summer of 2011, the Section 106 process successfully addressed repair of the park’s historic resources and demonstrated the benefits of active collaboration in developing preservation-sensitive solutions. The result was the nationally significant historic assets of the St. Croix RDA will continue to provide opportunities for outdoor recreation as they had done for almost 80 years.

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Preserving America’s Heritage

106 SUCCESS STORY

Big Picture Approach Benefits Hard Hit Communities, Restores Historic Sites

Counties of Forrest, George, Harrison, Hancock, Hinds, Jackson, Lauderdale, Pearl River, Perry, Pike, Stone, Walthall, Mississippi

“While the devastation wrought by Hurricane Katrina meant the loss of hundreds of historic resources and permanently altered the cultural landscape of the Mississippi Gulf Coast, the aftermath of the storm also created new opportunities for communities and public agencies to work together as preservation partners. Years later, the relationships built in the wake of Hurricane Katrina remain strong, and the lessons we learned continue to play a positive role in protecting Mississippi’s historic places.”

—JIM WOODRICK
Deputy State Historic
Preservation Officer



THE STORY

The Mississippi Gulf Coast was home to the Biloxi and Choctaw Indians when French explorer Pierre Le Moyne d’Iberville established a colony in 1699 in the name of King Louis XIV. Over the centuries, five countries claimed the area, including the United States of America and Confederate States of America in the 19th century. Even though regularly ravaged by hurricanes, beginning in the 19th century, summer resorts and the seafood industry became major economic forces that continue today. On August 29, 2005, Hurricane Katrina hit the Mississippi Gulf Coast with a storm surge of up to 35 feet and sustained 140 mile per hour winds. In Mississippi, more than 1,000 historic structures, including 300 National Register of Historic Places-listed properties, were either destroyed or heavily damaged, significantly altering the cultural landscape along 70 miles of Mississippi’s coastline and impacting resources more than 100 miles inland.

THE PROJECT

To provide relief for historic and cultural resources, on June 15, 2006, Congress passed Public Law 109-234 authorizing \$43 million for the Historic Preservation Fund (HPF) to be distributed to State Historic Preservation Offices (SHPOs) in Mississippi, Alabama, and Louisiana for relief from Hurricanes Katrina and Rita. Of this, \$3 million was earmarked for SHPOs to complete Section 106 reviews for the grant projects, and the remaining \$40 million was designated to preserve, stabilize, and repair historic properties listed on or eligible for the National Register. Based on the amount of damage to the Mississippi Gulf Coast, Mississippi received \$26 million, more than half of the allotted total. The Mississippi SHPO worked with the Mississippi Heritage Trust, National Trust for Historic Preservation, Heritage Emergency National Task Force, Association for Preservation Technology, National Conference of State Historic Preservation Officers, and the World Monuments Fund to recruit volunteer architects, engineers, and preservation specialists to assess damaged historic properties to see if rehabilitation was feasible.

Photos: Above, Gulfport-Harrison County Public Library pending renovation (photo courtesy FEMA); Right, before and after work done at the Schaeffer Residence in Pass Christian (photos courtesy MS SHPO)

CONTINUED >>>



Photos: Clockwise from left, Jefferson Davis' Beauvoir estate in Biloxi after Hurricane Katrina hit; Biloxi neighborhood before and after the storm and clean up (photos courtesy FEMA)

THE 106 PROCESS

The National Park Service (NPS) was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects on those properties of the projects they carry out, fund, or permit. Federal agencies also are required to consult with parties that have an interest in historic properties when adverse effects are likely to occur.

NPS consulted with the Mississippi SHPO, Mississippi Development Authority, Mississippi Band of Choctaw Indians, and the Advisory Council on Historic Preservation to address the preservation issues. Recognizing that specific projects receiving grant money would be highly variable, a Programmatic Agreement (PA) signed on March 12, 2007, was written to provide the basic parameters for projects to be eligible for grant funds. As a result, 268 sub-grants were awarded. Grant projects were scattered across the southern half of the state with most along the Mississippi coastline. After submitting an application, eligible grant recipients worked with a field office established by the Mississippi SHPO to ensure all work met the Secretary of the Interior's Standards so that a finding of no adverse effect to historic properties would result. Among the most notable historic properties that received grant money were Beauvoir, the retirement home of Jefferson Davis; the Charnley-Norwood House, designed by Frank Lloyd Wright and Louis Sullivan; three Rosenwald schools; the Old Capitol Museum in Jackson; the Walter Anderson cottage, home of the noted painter and writer; and the Ocean Springs Community Center, where Anderson's murals adorn the interior walls.

Consulting Parties:

National Park Service
 ACHP
 Mississippi State Historic Preservation Office
 Mississippi Band of Choctaw Indians

THE SUCCESS

Mississippi's approach provides an excellent example of the flexibility of the Section 106 process to adapt to the needs of the many communities involved. The consulting parties successfully worked through the Section 106 process quickly but thoroughly, thereby benefiting the hard hit communities along the Mississippi coast. A total of 286 properties were repaired, rehabilitated, and/or restored in Mississippi under the PA using best practices and following the Secretary of the Interior's Standards. In addition, the SHPO has worked closely with the Federal Emergency Management Agency and other federal partners to resurvey 15 National Register district boundaries in six coastal communities. The projects funded by the grants have been so successful that this approach is being used as a model for the HPF grants covering recent Hurricanes Maria, Irma, and Harvey across six states and two territories.

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Preserving America's Heritage

106 SUCCESS STORY

Adaptive Use Saves Iconic Train Station St. Louis, Missouri



THE STORY

When it opened in 1894, Union Station in St. Louis, Missouri, was the largest single-level train station in the world. Its train shed—the largest ever built—covered 11.5 acres. The Romanesque-style station included a large, vaulted Grand Hall embellished with frescoes, gold-leaf detailing, mosaics, and stained glass windows. A major rail gateway to the east and west coasts, the station combined the St. Louis passenger services of 22 railroads and served 100,000 rail passengers a day during its peak years. The building was a critical component of a nationwide rail system that was the backbone of the country's trade and transport. In recognition of its architectural and historical significance, Union Station was designated a National Historic Landmark in 1976.

THE PROJECT

By the time Union Station obtained landmark status, it had become a shadow of its former self. Passenger rail travel had plummeted, and the station was underutilized. In 1978, rail service to Union Station ceased. Its original use gone and its future uncertain, the building could have become a candidate for demolition. However, in 1979, the property was purchased by Oppenheimer Properties for redevelopment by its affiliate, St. Louis Station Associates. The developers brought in the Rouse Company, developers of the recently completed Faneuil Hall Marketplace in Boston, the first “festival marketplace” urban revitalization project. The festival marketplace concept was designed to energize urban areas through developments that blended shopping, restaurants, and cultural spaces, often in rehabilitated historic buildings. Work began on a proposal to adapt Union Station for a mix of uses, including hotel, retail, entertainment, and recreation.

THE 106 PROCESS

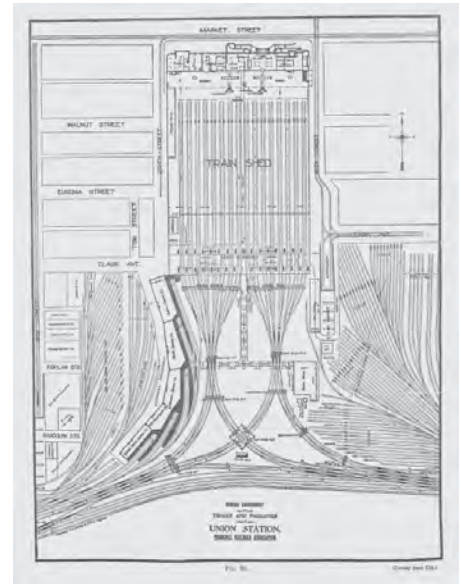
A portion of the project's funding came from an Urban Development Action Grant (UDAG) from the Department of Housing and Urban Development (HUD). By law, HUD's environmental review responsibilities for UDAGs were delegated to recipient communities. Therefore, the City of St. Louis was responsible for conducting the Section

“This is more than a commercial project. It is the rededication of a major community resource.”

— MAYOR VINCENT C. SCHOEMEHL JR.

on the reopening of Union Station, August 29, 1985, as quoted in the St. Louis Post-Dispatch

Photos: Above, Union Station 2015 (photo by Dustin Batt, Wikipedia); train shed redevelopment 2011 (photo by DB King, Flickr); stained glass 2016 (photo by Peter Berka, Flickr); Right, passengers jam the interior of Union Station 1941 (photo by Charles O'Rear, National Archives); historic postcard (Wikimedia Commons)



Photos: Above, hotel lobby 2010 (photo by Pete LaMotte, Flickr); Right, interior train shed mall 2010 (photo by Pedro Szekely, Flickr); map of track layout 1916 (Wikimedia Commons)

106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur.

The developers proposed changes to adapt the building to new uses that could adversely affect the station. The consulting parties agreed that such effects could be avoided in many situations or at least mitigated, and signed a Memorandum of Agreement (MOA) that called for: adherence to the Secretary of the Interior's Standards for Rehabilitation; design review and approval by the Missouri State Historic Preservation Officer; recordation of the station prior to the commencement of work; and salvage of any important architectural features that had to be removed. The MOA also called for consideration of potential impacts on two properties associated with the station—the Power House and Post Office Annex. Both properties were later found eligible for listing in the National Register. The Post Office Annex was rehabilitated, but the Power House was replaced by a new building after further consultation and an amendment to the MOA.

THE SUCCESS

Union Station reopened in 1985 after a \$150 million rehabilitation—at the time one of the largest adaptive use projects in the United States. It was repurposed to house shops, a hotel, restaurants, and entertainment and recreation areas. The project received the federal historic preservation tax credit and was the most expensive project to qualify for the credit as of that date. In the 30 years since, the complex has undergone ups and downs as a retail hub and tourist attraction, but it remains a city focal point, with new redevelopment currently underway that includes installation of an aquarium. Federal funding, federal tax credits, and the federal Section 106 review process helped save Union Station and ensure current and future generations can enjoy and use this important landmark property.

Consulting Parties:

City of St. Louis
 ACHP
 Missouri State Historic Preservation Officer
 St. Louis Station Associates

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Preserving America's Heritage

106 SUCCESS STORY

Army Installation Preserves African American Military History for Future

Fort Leonard Wood, Pulaski County, Missouri



“Constant communication during the Section 106 process has been the most important part of the process. Our stakeholders helped us save an important touchstone to American history, one of the last standing historically segregated officers clubs. They helped us rehabilitate Building 2101 to classroom space while preserving its character and history. Rather than attending a class in a boring, sterile, and otherwise unimportant new classroom, students can attend a class in the building on a particular subject and walk away with a better understanding of the African American and prisoner of war experience during WWII.”

—CHARLIE E. NEEL III
Chief, Environmental Division, Directorate
of Public Works, US Army Garrison
Fort Leonard Wood

Photos: Above, interpretive panels about Countee's art in the renovated officers club building; Right, before and after renovation (photos courtesy US Army)



THE STORY

Fort Leonard Wood was established in 1941 as an engineer replacement training post. In the segregated Army of the time, African American troops had separate housing and recreational facilities. The fort's Building 2101 was reassigned as the black officers club in 1942 for the 7th Engineer Training Group. In the summer of 1945, Staff Sergeant Samuel A. Countee, an African American soldier stationed at Fort Leonard Wood, painted a mural for the club. Countee had been an instructor at the Boston Museum of Fine Arts prior to his service in the Army during World War II, and he resumed his art career after the war, exhibiting many pieces and continuing his teaching. Countee painted dozens of murals and other paintings at military installations both in the US and abroad, but the mural at Fort Leonard Wood is believed to be the only surviving piece from his military art career. From 1943 to 1946, the installation also housed German and Italian prisoners of war (POW) who built stonework masonry features that still exist in Building 2101 and its surrounding grounds. As one of the last remaining World War II-era segregated officers clubs within the Department of the Army, Building 2101 was determined to be eligible to the National Register of Historic Places in 1998.

THE PROJECT

In the post-war period, Fort Leonard Wood continued to serve a variety of important functions, hosting the Army Engineer School and later the Chemical Corps and Military Police schools. In 2009, it was re-designated the US Army Maneuver Support Center of Excellence. Adapting to changing Army needs, Building 2101 was scheduled in 2011 to be utilized as office and classroom space by the 43rd Adjutant General Reception Station; however, the unit decided they did not need the building. No other tenant was identified, and the building sat vacant with minimal HVAC supplied in an effort to preserve the Countee mural. The Army considered several options for the building including continued deferred maintenance, mothballing, rehabilitation, demolition, and relocation.

THE 106 PROCESS

The Army, the federal agency carrying out this project, was responsible for conducting

CONTINUED >>>



Photos: From left, Countee's mural; renovating the building; POW-built stone wall (courtesy US Army)



the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur.

The Army was seriously considering the removal of the mural and complete demolition of Building 2101 when it entered into consultation with the Missouri State Historic Preservation Officer, Advisory Council on Historic Preservation, National Trust for Historic Preservation, Pulaski County NAACP, Rolla NAACP, Sammie Whiting Ellis (Countee's niece), Missouri Preservation, and Center for Sustainable Solutions in 2012. The consulting parties were adamantly opposed to demolition of one of the last remaining World War II-era black officers clubs. The primary issue was finding a new tenant for the building as the consulting parties urged Army leadership to preserve the building. In 2014, the Army began discussions with consulting parties for converting the building into classroom and meeting/social space, conserving the Countee mural, and making needed repairs to the POW stonework. In the end, the Army and the consulting parties concluded the rehabilitation would result in a no adverse effect to Building 2101.

Consulting Parties:

- Fort Leonard Wood
- Missouri State Historic Preservation Officer
- ACHP
- National Trust for Historic Preservation
- Pulaski County NAACP
- Rolla NAACP
- Sammie Whiting Ellis
- Missouri Preservation
- Center for Sustainable Solutions

THE SUCCESS

The consulting parties used the Section 106 process to strongly advocate for the Army to reconsider its demolition plans and find a compatible long-term use. Their efforts prevailed with the decision to reuse the historic property, thereby ensuring its continued viability. In 2018, rehabilitation of Building 2101 commenced based on a rehabilitation plan developed with the consulting parties. The Countee mural was removed for restoration and temporarily displayed at the installation's museum before being reinstalled with a glass enclosure and humidity control system once rehabilitation was completed in early 2019. The project illustrates how historic properties like Building 2101 can be productive assets to an installation's mission as well as a venue to tell a story that goes beyond the building's physical qualities. Building 2101 stands as one of the last few tangible pieces of the segregated Army history. Its preservation and continued use will provide countless opportunities to tell the story of the African American Army officers' experience during World War II to future generations.

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For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

Adopting Innovative Process Improves Army Cultural Resource Management Nationwide

“Active support and involvement in the process by both Army Headquarters and the [ACHP]... has ensured that these procedures meet both Army and [ACHP] policy. We believe that the Army Alternate Procedures will now allow us to better manage our historic resources, streamline our processes to internal Army missions and reduce the administrative costs associated with compliance.”

—MAJOR GENERAL ROBERT L.
VAN ANTWERP
*Then-Assistant Chief of Staff for
Installation Management, 2001*



THE STORY

As stewards of the nation's largest inventory of federally owned or managed historic properties, the Department of Defense strives to maintain, promote, and interpret the resources it manages, both to support the mission and to preserve military heritage for future generations. Among all the services, the Department of the Army (Army) holds the greatest amount of real property (land and the built environment) identified as historic properties. It cares for more than 100,000 cultural resources on some 15 million acres of land, including 11,895 historic buildings listed or eligible for listing in the National Register of Historic Places, 10,246 archaeological sites, and 19 National Historic Landmarks.

THE PROJECT

The Advisory Council on Historic Preservation (ACHP) encourages federal agencies to explore program alternatives in meeting their Section 106 responsibilities. One method is the ability to develop procedures to implement Section 106 and substitute them for all or part of the process specified in the government-wide Section 106 regulations. In the early 2000s, the Army elected to develop such procedures.

THE 106 PROCESS

The Army, the federal agency carrying out this initiative, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue. When developing alternative procedures, federal agencies consult with the ACHP and stakeholders, with the ACHP giving final approval.

In order to adopt the Army Alternate Procedures (AAP), an installation's garrison commander and cultural resources management team work closely with the ACHP and the appropriate State Historic Preservation Officer (SHPO), federally recognized Indian

Photos: Above, gate to a research and development area at Picatinny Arsenal, NJ; Right, the former Showbowl used by the U.S. Cavalry at Fort Benning, GA; former headquarters of the U.S. Army Infantry School at Fort Benning, GA



Photos: Left, a soldier is dropped from the iconic 250 foot tower during Airborne School at Fort Benning, GA (photo by Ashley Cross/U.S.Army); Right, former research and development building at Picatinny Arsenal, NJ

tribes, and identified consulting parties on the development of a Historic Properties Component (HPC). The HPC is a five-year plan that provides for identification, evaluation, assessment of effects, treatment, and management of historic properties using a documented internal review process that does not always require external review by the SHPO and other consulting parties. The HPC supersedes the general Section 106 regulations, and the installation may begin operation under the HPC once it has been certified by the ACHP.

The Army worked with the staff and membership of the ACHP, the National Conference of State Historic Preservation Officers, and numerous other interested parties to develop its own Section 106 process. In 2002, the ACHP first approved the AAP as a tailored procedure that individual Army installations could elect to follow to satisfy the requirements of Section 106. The AAP allows individual installations to use standard operating procedures for Section 106 compliance over the five-year period without formal project-by-project review by the SHPO and other consulting parties on projects that do not have adverse effects. The current AAP was approved by the ACHP in 2004.

THE SUCCESS

Three installations are currently operating under the AAP with certified HPCs: Fort Benning, Georgia; Fort Hood, Texas; and Picatinny Arsenal, New Jersey. From 2011 to 2015, Fort Benning saw 5,000 projects reviewed under the AAP. However, by following the HPC, only 37 of those projects required review by the Georgia SHPO, saving Fort Benning nearly 300,000 days in cumulative review if it had followed the standard process. Due in part to its adoption of the AAP, its streamlining compliance efforts in cultural resources management, and improving its consultation on and management of its historic properties, Picatinny Arsenal was awarded the 2015 Secretary of Defense Environmental Award for Cultural Resources Management, Small Installation.

While the implementation of the AAP is still expanding, it has resulted in more efficient compliance where it has been used, making the management of historic properties proactive and not reactive. The ACHP continues to work with the Army to identify installations that would benefit from adopting the AAP in order to spread the preservation benefits and cost- and time-savings even more broadly.

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Consulting Parties:

Department of the Army
ACHP

National Conference of State
Historic Preservation Officers

United States Army Garrison, Fort
Benning, Georgia

United States Army Garrison, Fort
Hood, Texas

United States Army Garrison,
Picatinny Arsenal, New Jersey

Georgia State Historic Preservation
Officer

New Jersey State Historic
Preservation Officer

Texas State Historic Preservation
Officer

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106 and the ACHP go
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Preserving America's Heritage

106 SUCCESS STORY

Capehart Wherry Housing Challenge Spurred Innovative Solution

Nationwide



“We estimate that we will save \$80 million to \$90 million in compliance costs through the utilization of that one programmatic treatment.”

Philip W. Grone, Deputy Under Secretary for Installations and Environment, Office of the Secretary of Defense, March 8, 2006

THE STORY

The beginning of the Cold War in the late 1940s led to sizable increases in the nation's military. Housing soldiers and their families exacerbated a national housing shortage that had grown steadily between 1926 and 1948. The 1949 Wherry Act and the 1955 Capehart Act (named after their sponsors, Senator Kenneth Wherry of Nebraska and Senator Homer Capehart of Indiana) addressed the issue by providing innovative legislation for the construction of family housing “on or around military installations.” The programs utilized private industry to construct the housing. Relying on federal financial incentives and using the services of architectural and planning firms, many of national note, private developers eventually built nearly 250,000 units of Wherry and Capehart housing for the military at installations across the country.

THE PROJECT

At the end of 1994, some 175,000 Capehart and Wherry housing units were inventoried on active military installations. In early 2001, the Military Construction Subcommittee of the House Appropriations Committee met to discuss historic properties within the Department of Defense (DoD). Among the concerns expressed by the services was the large number of military housing units that would soon be 50 years old and thus potentially eligible for listing on the National Register of Historic Places. The Wherry and Capehart-era buildings and neighborhoods provide a collection of mid-century suburban design but failed to meet the needs of modern military families who desired more contemporary housing. Army planners needed to decide whether to demolish or renovate the structures. As a result, the Army approached the Advisory Council on Historic Preservation (ACHP), and together they agreed to pursue a programmatic solution to reduce compliance costs for Capehart and Wherry housing as the planning continued.

Photos: Above, Fort Huachuca, Arizona;
Right: Fort Belvoir, Virginia

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THE 106 PROCESS

Section 106 requires each federal agency to identify and assess the effects of projects it carries out, funds, or permits on historic properties, in consultation with the appropriate State or Tribal Historic Preservation Officer. Under Section 106, agencies consult with various parties, including applicants, local governments, and organizations that have a demonstrated interest in the historic property to identify ways to avoid, minimize, or mitigate adverse effects.

Recognizing the inefficiencies in considering effects to individual housing units built to almost identical design standards through the traditional Section 106 approach of developing a Memorandum of Agreement for each undertaking, the Army requested the ACHP issue a program comment to cover Capehart and Wherry-era properties as a group. A program comment allows for this process to be completed through the issuance of comment from the ACHP on the class of undertakings. Following consultation with stakeholders and a public comment period, the ACHP issued the Program Comment on June 7, 2002. It enables DoD to proceed programmatically instead of case by case, allowing DoD to perform maintenance and repair, renovation, demolition and replacement, and transfer out of federal control while managing the housing in an efficient and effective way. It further required "treatment measures," which include an expanded historic context, Neighborhood Design Guidelines, and video documentation. The context identified potential properties of particular importance, which were then used as the focus of the video documentation. These products collectively provide a historical record of these housing development programs, the soldiers and sailors whose families occupied them, and the design of thousands of military housing units.

Following issuance of the Program Comment for the Army properties, other DoD branches expressed the desire to manage properties constructed through the Capehart and Wherry funding programs. As a result, the ACHP issued a subsequent Program Comment in 2004 that applies to Capehart and Wherry housing units on Navy and Air Force installations.

THE SUCCESS

This first ACHP Program Comment demonstrates the value of using a nationwide comment on a series of actions that preserves important historic information without encumbering the agency with repetitive and predictable compliance actions that would unnecessarily impede the progress of an agency initiative. In this case, appropriate measures were put in place that preserved important historic resources and saved an estimated \$80 million in compliance costs.



Fort Bliss, Texas

Consulting Parties:

- Army
- Navy
- Air Force
- ACHP
- National Park Service
- National Trust for Historic Preservation
- Army Corps of Engineers
- National Conference of State Historic Preservation Officers

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Preserving America's Heritage

106

SUCCESS STORY

Keeping the Lights Shining: Saving Coast Guard Lighthouses

Nationwide



“The romance of the lighthouse keeper has faded as the lights have become automated, but we really have to preserve the lighthouses for our kids and their kids.”

— COAST GUARD REAR
ADMIRAL RICHARD A. BAUMAN
*noted historic lighthouse expert
(1982)*



THE STORY

For almost three centuries, the countless commercial vessels, naval ships, fishing fleets, and pleasure craft sailing America’s coasts have relied on lighthouses as key navigational aids warning of danger or marking safe harbor ahead. Today, lighthouses are among the nation’s most evocative and beloved historic properties. Located in 31 states, they range in size from the 13-foot Portland Breakwater Light in Maine to the iconic 210-foot Cape Hatteras Lighthouse in North Carolina. In recognition of their historic and architectural significance, 10 have been designated National Historic Landmarks (NHLs), and hundreds are either listed in the National Register of Historic Places or are eligible for listing. Most federally owned lighthouses (276 currently) are managed by the United States Coast Guard, which was made responsible for aids to navigation in 1939. In the 1960s, the Coast Guard launched its Lighthouse Automation and Modernization Program, which saved money by eliminating the need for lighthouse keepers. The program quickly had unintended consequences. Without daily onsite personnel, deferred maintenance and vandalism threatened lighthouses throughout the country, compounding deterioration caused by their location in harsh maritime environments.

THE PROJECT

In 1969, the Coast Guard automated the historic East Brother Light Station north of San Francisco and considered its demolition, moves that alarmed local residents. Discussions regarding preservation of the structure finally bore fruit in 1979, and the Coast Guard issued a no-cost, 20-year renewable license to a non-profit organization to restore and maintain the lighthouse and associated historic buildings. The Coast Guard retained control over the property’s aids to navigation (lamp and fog signal). Based on this successful precedent, Coast Guard headquarters ultimately embraced “outgranting” (issuance of leases and licenses) as a viable management strategy for historic lighthouses. For all its benefits, however, outgranting had the potential to harm the very properties it was supposed to protect. Unless the Coast Guard took steps to ensure otherwise, grantees would have no obligation to avoid harming the historic character of the lighthouses under their management.

Photos: Above, Jupiter Inlet Lighthouse in Florida is leased to the Loxahatchee River Historical Society. The restored lighthouse complex features a local history museum. (photo courtesy Palm Beach County Convention and Visitors Bureau); Left, student groups visit Cape Ann Light Station, an NHL on Thatcher Island, Massachusetts, several times a year; Right, Cape Ann Light Station is a rare set of twin lighthouses. The Coast Guard leased and later transferred the south tower to the Town of Rockport. The north tower is owned by the U.S. Fish and Wildlife Service. (photos courtesy Thatcher Island Association, a Preserve America Steward)

CONTINUED >>>



Photos: East Brother Light Station in California was the first historic lighthouse outgranted by the Coast Guard for preservation. It is shown here before and after its rehabilitation as a bed and breakfast. (photos courtesy East Brother Light Station, Inc.)

THE 106 PROCESS

The Coast Guard is responsible for conducting the Section 106 process under the National Historic Preservation Act for each of its outgrants. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. The Coast Guard wisely elected to address the effects of outgrants comprehensively rather than on a case-by-case basis. The Coast Guard, the Advisory Council on Historic Preservation (ACHP), and the National Conference of State Historic Preservation Officers consulted and developed a Programmatic Agreement (PA) establishing how the outgranting program would be administered to minimize negative impacts to historic lighthouses. Signed in 1985, the PA addressed several key issues: the need to identify which lighthouses are historic and good candidates for outgranting; how best to publicize the availability of the lighthouses to be leased or licensed; necessary grantee qualifications; the process for grantee selection; what preservation standards grantees must follow; and how the Coast Guard would monitor the activities of grantees. The PA was amended in 1996 and 2002 to further strengthen and clarify aspects of the outgranting program's historic preservation requirements.

Consulting Parties:

United States Coast Guard
ACHP
National Conference of State
Historic Preservation Officers

THE SUCCESS

Many lighthouses have been outgranted over the past three decades, and 56 currently are leased or licensed to non-profit organizations. The PA's consistent, predictable framework and its preservation provisions have enabled the Coast Guard to establish successful collaborations with non-profit partners while protecting the historic character of these iconic properties. The outgranting program's success also laid the groundwork for passage of the National Historic Lighthouse Preservation Act (NHLPA) in 2000. The NHLPA goes a step beyond outgranting and authorizes transfers of historic lighthouses at no cost to government agencies and non-profit groups, as well as public sales in some cases. Through both outgrants and transfers of historic lighthouses, the Coast Guard is helping to ensure that the general public can continue to appreciate these unique and cherished historic properties and experience the role they have played in safeguarding centuries of maritime traffic.

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Preserving America's Heritage

106 SUCCESS STORY

Department of Energy Ensures Preservation, Speeds ARRA Funding Nationwide

“When the American Recovery and Reinvestment Act became law, the sudden influx of projects threatened to overwhelm the capacity of State Historic Preservation Officers to provide timely historic preservation reviews ... we found appropriate ways to get essential projects underway while considering the importance of historic places.”

— MILFORD WAYNE
DONALDSON, FAIA
ACHP Chairman
and former California SHPO



THE STORY

In the closing months of 2008, one of the largest investment banks in the world failed, the U.S. stock market plummeted, cash dried up, and employees were laid off by the thousands. In response to the economic crisis, Congress passed the American Recovery and Reinvestment Act of 2009 (ARRA) on February 13, 2009, and President Obama immediately signed it into law. With the funding provided in ARRA, Congress recognized that assisting homeowners and communities to weatherize buildings and improve energy efficiency would also provide for job creation and increase energy savings.

THE PROJECT

The sudden availability of funding for three important weatherization grant programs administered by the Department of Energy's (DOE) Office of Weatherization and Intergovernmental Programs (OWIP)—Energy Efficiency and Conservation Block Grants, State Energy Plans, and Weatherization Assistance Programs—threatened to overwhelm the ability of State Historic Preservation Officers (SHPOs) to efficiently conduct reviews without slowing ARRA projects. These financial assistance programs provided funding to property owners and homeowners, as well as to communities, to assist in weatherizing buildings. Many of the projects that could receive funding for weatherization had the potential to affect historic buildings, which would trigger a required Section 106 review. Recognizing there were no agreements consistently in place to ensure timely reviews and the expenditure of funds without causing undue potential harm to historic properties, DOE and the Advisory Council on Historic Preservation (ACHP) sought to identify a means that allowed DOE and state agencies to expedite historic preservation reviews, thereby enabling agencies to obligate funds.

THE 106 PROCESS

DOE, the federal agency running the three programs, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires federal agencies to identify historic properties and assess the effect of the projects they carry out, fund, or permit on these properties. Federal agencies are also required to

Photos: Above, Victorian houses in San Francisco © Cristian Ciobanu - Fotolia; Right, Façade of old building © maksymowicz - Fotolia; Residential project in Delaware that received a DOE grant for installation of photovoltaic panels (photo courtesy Delaware SHPO)

CONTINUED >>>

consult with parties that have an interest in the fate of the historic property when adverse effects are likely to ensue.

After passage of the ARRA, DOE and the ACHP partnered to design a means to ensure Section 106 responsibilities would be handled appropriately, while establishing review efficiencies. Following a series of discussions with the ACHP and the National Conference of State Historic Preservation Officers and Tribal Historic Preservation Officers, the federal agencies decided in August 2009 that the best strategy was to create a prototype Programmatic Agreement (PA). The agencies' goals were to provide predictable, consistent, clear advice and guidance while ensuring timeliness of Section 106 reviews so the economic impact of ARRA could be quick and widespread.

The prototype PA provides a template agreement that can be implemented by any state and the DOE without additional Section 106 review, while exempting from review routine activities with limited potential to affect historic properties. It provides a way to recognize interagency agreements among SHPOs and state agencies that were created prior to the prototype PA. It continues to require the normal process on tribal lands, and requires DOE to develop tribal and Native Hawaiian organization protocols if projects pose threats to historic properties of religious or cultural significance. The prototype PA also allows the timely obligation of DOE funding for efforts under the three programs and allows for provisions to be added that establish further efficiencies and improve the management of adverse effects on historic properties.

THE SUCCESS

Government is sometimes faulted for not moving quickly enough. Federal agencies saw clearly that speed was essential to implement ARRA to respond to the economic crisis facing the nation. DOE became the first federal agency to use the prototype PA, creating a model for a procedural tool available to all agencies under the ACHP's regulations. This provided predictability in costs, time, and outcomes, and flexibility to address specific situations. In this case, that resulted in faster results without diminishing essential protections for historic properties. As of April 2013, 44 PAs have been executed based on the prototype. This strategy and response was unprecedented for the federal preservation program. Those states that opted not to pursue a PA had established review systems and procedures that were working to ensure timely reviews. The prototype PA assisted in the timely obligation of approximately \$7 billion used toward weatherization-related projects across the U.S.

There have been other positive results. DOE established internal and external training for project managers, attorneys, and stakeholders. Due to the effort's success, other DOE offices sought guidance and direction from the ACHP and OWIP to better meet historic preservation responsibilities. Other federal agencies have sought ACHP guidance to replicate DOE's groundbreaking experience for their programs. The Government Accountability Office credited DOE in a December 19, 2011, article for "effectively using stimulus money to help low-income families weatherize their homes."

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A Department of Energy-funded project in Washington provides insulation for this historic home. (photo courtesy DOE)

Consulting Parties:

U.S. Department of Energy
ACHP
National Conference of State
Historic Preservation Officers

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106 and the ACHP go
to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

Space Shuttles: NASA Contributions to Space Flight and Exploration

Nationwide



“*Atlantis* now takes on a mission of inspiration for future exploration. The good side of this is that *Atlantis*, *Discovery*, and *Endeavour* will be able to tell the space shuttle story to millions for years to come.”

— ROBERT D. CABANA
Director, Kennedy Space Center

THE STORY

The Space Transportation System (STS), better known as the Space Shuttles, was established in the late 1960s to create reusable space vehicles that would enter space, return to Earth, and prepare for another flight. A total of five shuttle orbiters were built for spaceflight and soon became icons of the U.S. space program. The first two, *Columbia* and *Challenger*, met tragic ends, but the remaining three—*Discovery*, *Atlantis*, and *Endeavour*—continued their epic service until retirement in 2011. Despite being less than 50 years old, the National Aeronautics and Space Administration (NASA) determined they were eligible for the National Register of Historic Places for their outstanding contribution to space flight and exploration and significant engineering. Each orbiter’s three main engines, external tank, and solid rocket boosters are contributing historic elements.

Supplying the world’s first reusable “space truck,” the program’s accomplishments are widely known. A shuttle carried the Hubble Space Telescope into space, and astronauts spacewalking from orbiters completed repair and upgrade missions to keep the Hubble on the cutting edge of science. They also carried materials to construct the International Space Station, and launched numerous scientific, commercial, and military satellites.

THE PROJECT

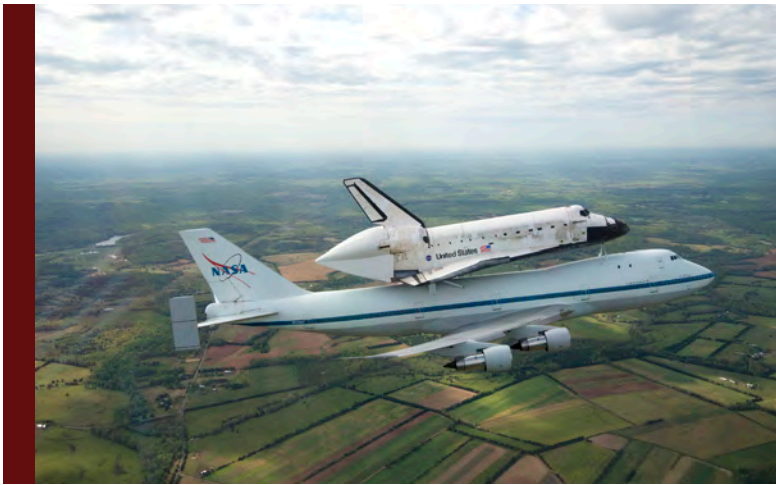
In 2004, NASA was directed to retire the Space Shuttles in order to make way for the new Space Launch System, a series of more conventional rockets. The orbiters were slated to go to museums, but numerous questions regarding transfer, interpretation, and extent of documenting their important engineering heritage remained.

THE 106 PROCESS

NASA, the federal agency carrying out this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when

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Photos: Above, STS-135 *Atlantis* prelaunch, July 7, 2011 (photo courtesy NASA/Bill Ingalls); Right, launchpads at Kennedy Space Center, Florida (photo courtesy NASA)



Photos: Left, *Discovery's* ride into history atop a special NASA 747 above the Virginia countryside on its way to the Smithsonian Udvar-Hazy Center; Right, shuttle liftoff (photos courtesy NASA)



adverse effects are likely to ensue. To meet its Section 106 responsibilities, NASA determined the shuttles were historically significant, and that retiring the shuttles from service, preparing them for museum display, and transferring them out of federal ownership constituted an adverse effect to these historic properties. In 2009, it initiated consultation with the Advisory Council on Historic Preservation (ACHP) and the four State Historic Preservation Officers (SHPOs) representing states where NASA's major shuttle-related centers are located. NASA's Johnson Space Center in Houston, Texas, controlled the launch and missions and technically "owned" the shuttles; California's Dryden Flight Research Center served as an alternate landing site; Florida's Kennedy Space Center was responsible for initial launch and post-landing ground processing; and Alabama's Marshall Space Flight Center was responsible for shuttle propulsion systems development and management. NASA also invited the National Park Service (NPS) to participate in consultation. To engage the public, NASA requested comments from former NASA employees and space enthusiast groups and local historical societies near its Centers. In 2011, NASA, the ACHP, NPS, and the four SHPOs executed a Memorandum of Agreement (MOA) setting out the steps to preserve and document the orbiters.

To mitigate the adverse effects, the consulting parties determined that *Discovery*—which had flown the most missions—would receive a higher level of documentation in the Historic American Engineering Record, along with information on the unique engineering of *Atlantis* and *Endeavour*, and modifications made to the shuttles over time. Pursuant to the MOA, NASA developed educational materials and is compiling an extensive bibliography and oral histories from employees and alumni, which will be available on NASA's Web site.

THE SUCCESS

NASA is proud of its development and operation of the orbiters and is eager to tell their story, building an important legacy. Through the Section 106 process, NASA, the ACHP, and the four SHPOs worked to ensure the exciting story of this program and the contributions made to space travel would be preserved and told in various formats reaching broad audiences—school children, the public, scientists, and space professionals. All major design phases from concept development through use to retirement are being documented. In addition, support equipment and facilities are being recorded, providing permanent textual and visual documentation of the entire STS. The remaining three Shuttles are now preserved, interpreted, and on display at the Smithsonian Institution's National Air and Space Museum Udvar-Hazy Center, Virginia (*Discovery*); the California Science Center, Los Angeles (*Endeavour*); and Kennedy Space Center, Florida (*Atlantis*).

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Consulting Parties:

NASA
 ACHP
 Alabama State Historic Preservation Officer
 California State Historic Preservation Officer
 Florida State Historic Preservation Officer
 Texas State Historic Preservation Officer
 National Park Service

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Preserving America's Heritage

106 SUCCESS STORY

Nationwide Agreement Protects Historic Properties, Healthy Agricultural Lands

Nationwide

“I was cautiously optimistic about the agreement and while I generally support efforts to streamline the process, I am wary of painting with too broad a brush. The NRCS Cultural Resource Specialist was amazing to work with and took members of SHPO staff into the field to observe many of the undertakings, so we would fully understand what the actions and potential effects might be. As a result of those field visits, we realized that we were able to fine-tune the actions that could be exempted from review on a case-by-case basis. . . . So far, the agreement has worked well, resulting in fewer projects to review, so SHPO staff can focus on projects that are likely to have an effect on historic properties.”

—AMANDA MCBRIDE
Environmental Review Coordinator, Alabama
Historical Commission

Photos: Above, Lincoln Memorial shrouded in dust cloud, 1935 (photo by John Hugh O'Neill) [National Archives and Records Administration]; Right, prescribed grazing is an exempted practice in Florida (Jessica Bertine, NRCS); cover crops are an exempted practice in Connecticut (NRCS)



THE STORY

Water and wind cause soil erosion, reducing the ability of the land to sustain agricultural productivity and support rural communities who depend on the land for their livelihoods. Beginning in 1932, persistent drought conditions on the Great Plains caused widespread crop failures and generated dust clouds that blew through Washington, D.C. during congressional hearings on a proposed soil conservation law. In 1935, Congress, recognizing that “the wastage of soil and moisture resources on farm, grazing, and forest lands . . . is a menace to the national welfare,” established the Soil Conservation Service, now known as the Natural Resources Conservation Service (NRCS). Today, NRCS annually disburses funds in every U.S. state and territory to implement projects, often on private land, to further its goal of healthy, productive land. With the NRCS’ broad mandate, federally funded projects could impact many types of historic resources, ranging from archaeological sites to historic farmsteads and battlefields.

THE PROJECT

In 2011, to fulfill its responsibilities under the National Historic Preservation Act (NHPA), NRCS partnered with the Advisory Council on Historic Preservation (ACHP) to support a staff position at the ACHP to serve as the principal point of contact for NRCS project reviews and to develop and implement a new approach to NRCS Section 106 reviews. This took the form of a Prototype Programmatic Agreement (PPA), which would be a consistent nationwide approach that could be tailored for local use.

THE 106 PROCESS

NRCS, the federal agency funding projects on private land, is responsible for completing the Section 106 process under the NHPA. Section 106 requires federal agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur.

Over three years, NRCS consulted with the ACHP, National Conference of State Historic Preservation Officers, National Association of Tribal Historic Preservation

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Officers, and National Trust for Historic Preservation to develop the PPA. The goal was to provide a model process for Section 106 reviews that each state, territory, and Indian tribe can adapt to the conditions in their jurisdiction. These individual PPAs would contain a list of practices that are exempt from further review under Section 106.

As some State Historic Preservation Officers (SHPOs) and Tribal Historic Preservation Officers (THPOs) were wary of wholesale exemptions, NRCS staff in each state consulted with SHPO/THPO staff and discussed each practice in detail. It was agreed that a practice would be placed on one of three lists: the exemption list, with no further review necessary; a conditional list, with no further review if specific conditions were met; or a list requiring further review. Those practices requiring a review would use streamlined procedures outlined in the PPA. Exempted practices include those that are applied manually or with hand tools; applied aerially, chemically, or biologically; are contained within previous disturbance; or are limited to management and construction, repair, or maintenance of structures less than 50 years old and do not involve subsurface disturbance. In 2014, the ACHP authorized the PPA, and NRCS began implementing it nationwide.

THE SUCCESS

The PPA has produced responsible efficiencies that have significantly reduced the time frame for Section 106 compliance. In 2017, NRCS reviewed 131,809 projects nationwide; 40,695 projects had potential to affect historic properties and were processed under PPAs. The implementation of the PPA has also reduced the SHPO/THPO annual NRCS caseload between 40 percent and 90 percent in the 36 states, one territory, and six tribal nations that have signed a PPA, freeing time to address other issues. Under the PPA, compliance timelines have been reduced, benefiting the applicants seeking funds from NRCS to implement projects on their land. The NRCS partnership with farmers, ranchers, local and state governments, and Indian tribes maintains healthy and productive working landscapes while protecting historic resources. New Mexico SHPO Jeff Pappas said, "I can't thank NRCS enough for reaching what we feel is a reasonable compromise and [thanks to] their state office especially for supporting good, solid archaeology in New Mexico." To see a list of PPAs by state, territory, and tribe, go to <https://www.achp.gov/NRCS> and click on the PPA title for the list.

Photos: Left, Kenny Reichert in a cover crop field on his farm in Chariton County, MO (Charlie Rahm, NRCS); Right, October 30, 2017, joint signing ceremony for the NRCS Arizona State Office, Arizona SHPO, and Arizona State Land Department (ASLD) Section 106 PPA. Front row, from left: Arizona State Land Commissioner Lisa A. Atkins, Arizona SHPO Kathryn Leonard, NRCS Acting State Conservationist Emily Fife. Second row, from left: ASLD Cultural Resources Section Manager Matthew Behrend, Arizona SHPO's NRCS liaison Mary-Ellen Walsh, Arizona NRCS State Cultural Resources Specialist Allen Dart (Valentino Reyes, Arizona NRCS)

Consulting Parties:

- NRCS
- ACHP
- National Conference of State Historic Preservation Officers
- National Association of Tribal Historic Preservation Officers
- National Trust for Historic Preservation

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106 SUCCESS STORY

Old Bridge Gets New Life Through Community Involvement

Missouri River at Yankton, SD and Cedar County, NE



“There was some sentiment before the bridge was upgraded to meet trail standards, ‘Why spend money on an old bridge?’ A lot of those naysayers have become users. We’ve created a different type of trail system. It’s quite a different look at the river when you’re standing over the water rather than when you’re standing on the river bank. It’s just a completely different experience.”

— TODD LARSON
Yankton Director of Parks and
Recreation, quoted in *Sioux City
Journal* February 23, 2015



THE STORY

At the beginning of the 20th century, transportation across the Missouri River between Yankton, South Dakota, and Cedar County, Nebraska, relied on ferry service or a seasonally operated pontoon bridge. In 1915, Yankton business interests organized a private bridge company to build a permanent bridge across the Missouri River connecting Yankton with rural Cedar County. Named the Meridian Highway Bridge, it was an important link in the international highway running from Canada to Mexico, traversing the Great Plains in a north-south direction along the Sixth Principal Meridian.

Construction of the bridge languished during World War I, and in 1920 the Meridian Highway Bridge Company retained Kansas City engineers Harrington, Howard and Ash to design a combined railroad and highway bridge, with a span that could rise 27 feet to allow unobstructed river navigation. This unusual moveable span and the six fixed spans were designed alike so the moveable span could replace another span if the river changed course. Completion of the bridge was an undisputed boon for the Yankton region (even though the railroad never arrived), but it proved less profitable for the company’s shareholders, and in 1946, the company sold the bridge to the City of Yankton. Recognized for its engineering and as the only vertical lift span in Nebraska and South Dakota, the Meridian Highway Bridge was listed in the National Register of Historic Places in 1993.

THE PROJECT

In 2008, the South Dakota Department of Transportation (SD DOT) and Nebraska Department of Roads (NDOR) determined the aging Meridian Highway Bridge was no longer sufficient to carry modern highway traffic, and construction of a new bridge was underway nearby. As the train route on the lower level never materialized, the Meridian Highway Bridge was obsolete and facing demolition.

THE 106 PROCESS

The Federal Highway Administration (FHWA) provided funding for the project and

Photos: Above, Meridian Highway Bridge (photo courtesy Yankton Department of Parks and Recreation); Right, 1927 views of the bridge (photos courtesy Yankton Convention and Visitors Bureau)

CONTINUED >>>



Photo Above, Yankton, South Dakota, and the Meridian Bridge (photo courtesy National Park Service); Right, Dinner En Blanc on the bridge (photo by Yankton Area Arts)

was the federal agency responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Under Section 106, agencies also consult with Indian tribes, state and local governments, and organizations and individuals that have a demonstrated interest in the historic property to seek agreement on measures to address the effects.

The new bridge crossing the Missouri River was completed in 2008 leaving the Meridian Highway Bridge abandoned with the expectation it would be demolished. The Nebraska State Historic Preservation Officer (SHPO) suggested converting it to a pedestrian bridge, but the project was complicated by issues of ownership, costs of demolition and conversion, and the multiple government agencies—FHWA, South Dakota SHPO, SD DOT, NDOR, Nebraska SHPO, and the City of Yankton—involved in the project. Using the Section 106 process, the various parties were able to address the challenges to preserving the bridge and coordinate their roles to successfully evaluate the alternatives, ranging from demolition to reuse as a pedestrian bridge. The pedestrian bridge emerged as the preferred alternative and, using a Transportation Enhancement Grant and American Recovery and Reinvestment Act of 2009 funding, the SD DOT spent \$4.1 million for the structural work and conversion.

- Consulting Parties:**
- FHWA
 - ACHP
 - South Dakota State Historic Preservation Officer
 - Nebraska State Historic Preservation Officer
 - South Dakota Department of Transportation
 - Nebraska Department of Roads
 - City of Yankton

THE SUCCESS

The Section 106 process brought parties with conflicting views to the table and provided a forum for informed consideration of alternatives to the preconceived outcome of demolition. Today, the Meridian Highway Bridge is valued by the citizens of Yankton as an important historic resource saved for public enjoyment as a pedestrian bridge. It links Yankton and its waterfront park and trail system to wildlife preserves on the opposite bank of the river. It has become important for tourism as part of the Missouri National Recreational River, providing access to miles of trails for hiking, biking, and running. The bridge will continue its historic function of connecting South Dakota and Nebraska for the public's enjoyment in the years to come.

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106

SUCCESS STORY

Land Use Management Planning Protects Historic De'ek Wadapush (Cave Rock)

Lake Tahoe, Nevada



“Cave Rock means many things to many people. The process of reaching a decision for Cave Rock was one that required the utmost attention and consideration. Some have characterized this issue as a Native American religion versus climber conflict, yet this is simply not the case. Rather, the decision is actually based on resource values verses user impacts... The significant historic, cultural and scientific values present at Cave Rock are deserving of maximum protection.”

—MARIBETH GUSTAFSON
Forest Supervisor
Cave Rock decision announcement,
July 10, 2003

Photos: Above, a view from Logan Shoals Vista Point; Right, looking north from Cave Rock State Park; a view from the shoreline

THE STORY

To the Washoe Tribe of Nevada and California (Tribe), Lake Tahoe is the center of the Washoe world, geographically and spiritually. Since the beginning, De'ek Wadapush “rock standing grey,” a prominent physical feature on the eastern shore of Lake Tahoe, has been a sacred place of extreme spiritual power to be respected and avoided by all but certain traditional Washoe doctors or traditional practitioners. Cave Rock, as it is commonly known, is also the most important historic property in existence to the Washoe people. In 1996, the Forest Service Lake Tahoe Basin Management Unit (FS) determined Cave Rock eligible for inclusion in the National Register of Historic Places (NRHP) as a Traditional Cultural Property (TCP) because of its associations with Washoe traditions regarding the creation of a landscape central to Washoe heritage, belief, and cultural identity as well as its continued role in providing spiritual power to traditional Washoe practitioners. Cave Rock, in addition to being a TCP, is also eligible as a historic transportation district and archaeological site.

THE PROJECT

In 1993, the Tribe officially alerted land management and regulatory agencies of the sacredness and significance of Cave Rock and its environs when it learned the Nevada Division of State Parks had submitted a permit application to the Tahoe Regional Planning Agency (TRPA) to improve and extend the boat ramp at Cave Rock Lake Tahoe State Park. The Tribe also shared its concerns regarding threats to Cave Rock's traditional religious and cultural significance by rock climbing and that the Tribe considered such activity to be desecration of and damage to a most sacred site. During the FS's development of the Forest Plan, Cave Rock was mistakenly identified as private land therefore not assigned a management prescription. A title search revealed that Cave Rock is in fact located on FS land. When the FS understood it had management responsibilities, it initiated an amendment to its management plan, which was also a requirement of the TRPA's 1993 permit to allow improvements to the state park boat launch. The purpose of the amendment was to protect the Cave Rock heritage resource and regulate uses to preserve the historic and cultural characteristics that made the property eligible for listing in the NRHP.

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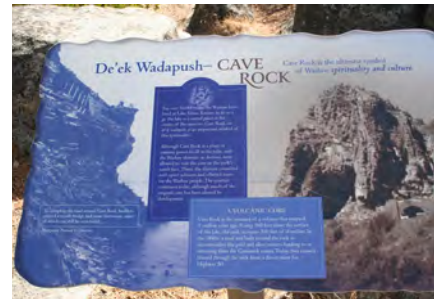


Photos: views of Cave Rock; Logan Shoals Vista Point sign about Cave Rock historic site

THE 106 PROCESS

The FS was the federal agency responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue.

In 1997, the FS ordered a halt to rock climbing due to religious and cultural significance to the Tribe. However, due to difficulty in obtaining consulting party agreement on the overall Management Direction for Cave Rock, the FS invited the Advisory Council on Historic Preservation (ACHP) to consult. The ACHP entered consultation in 1999 and met with the FS, a Department of Justice (DOJ) mediator, and other consulting parties. The ACHP believed DOJ could assist the parties in resolving the conflict between sport climbing and the traditional cultural values ascribed by the Tribe. When consultation failed to result in anything approximating agreement on a Management Direction, the ACHP wrote to the Forest Supervisor in July 2000 recommending phasing out sport climbing over a six-year period and prohibiting sport climbing at Cave Rock at the end of six years. Although the consulting parties had opposing views on the management and use of Cave Rock, the ACHP encouraged the FS to select a Management Direction that offered the greatest possible protection to historic values associated with Cave Rock. In 2003, the Forest Supervisor announced a Management Direction that provided for maximum protection of Cave Rock's historic resources. The Access Fund, representing the rock climbing community, disagreed and filed suit in District Court alleging the decision was unconstitutional for promoting religion and that the decision was arbitrary and capricious. The court found in favor of the FS and upheld the Management Plan for Cave Rock.



Consulting Parties:

- U.S. Forest Service Lake Tahoe Basin Management Unit
- ACHP
- Nevada State Historic Preservation Officer
- Washoe Tribe of Nevada and California
- Members of state and local government agencies (TRPA)
- Access Fund
- Numerous individuals and interested stakeholders, including many individual local residents, members of the tribe, and rock climber community

THE SUCCESS

The Section 106 consultation meetings provided all the parties with a greater understanding of the complexity and diversity of interests at Cave Rock. In the end, the FS chose a Management Direction with input from and listening to all of the consulting parties committed to the historic resource. The amended Forest Plan ended incompatible uses, like rock climbing, while maintaining compatible public access and use, such as hiking and picnicking. As a final recognition of the importance of Cave Rock, the FS listed De'ek Wadapush in the NRHP in January 2017.

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Preserving America's Heritage

106 SUCCESS STORY

Supporting Military Readiness While Preserving the Past

New Hampshire

“Conversion of the Milford armory into a modern day facility was essential to meet National Guard standards and provide soldiers and the community a state-of-the-art facility that is energy efficient and safe. With the support of our design consultants and the early collaborative effort with the State Historic Preservation Office, the New Hampshire Army National Guard was able to preserve the history of one of the first post-World War II armories constructed in the state while deferring construction of a new armory—a savings of more than \$20 million (in federal taxpayer dollars). The Milford armory represents our commitment to meet the future needs of our military force and community while preserving our heritage.”

—LT. COL. GREG HEILSHORN
Director of Public Affairs for the NHNG



THE STORY

The passage of the National Defense Act of 1950 resulted in a great wave of brick armories similar in size and design dotting the country. Eighteen armories—or readiness centers—were built in New Hampshire during the mid-20th century using federal funds and standardized plans. Irving W. Hersey Associates of Durham, New Hampshire, a prolific architectural firm for educational buildings, was the primary architect for the design of the 18 New Hampshire Army National Guard (NHARNG) armories. Hersey utilized four prototype armory plans provided by the federal government: “Of modern design, all of the armories are centered on a demonstration and assembly hall which can be utilized for civic and athletic functions. They are designed so that additions can be made if required to take care of more units.” As the result of an inventory which began in 2005, NHARNG determined 13 of the 14 state-owned readiness centers in New Hampshire are eligible for listing in the National Register of Historic Places.

THE PROJECT

The Milford Readiness Center was one of the smallest in the state, yet it hosted the NHARNG’s second largest unit, C Company, 3rd Battalion, 172nd Infantry Regiment (Mountain). The National Guard Bureau (NGB), a unit of the Department of the Army, provides funding through annual budgets to state National Guards including to NHARNG, who chose to use its funding to renovate and add more than 6,000 square feet to the existing Milford Readiness Center for command offices, a platoon leader meeting area, a conference room, convertible classrooms, and computer lab. The sizable addition had the potential to adversely affect the historic building.

THE 106 PROCESS

The project funded by the NGB required compliance with Section 106 of the National Historic Preservation Act. Section 106 requires federal agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur. In 2012, NHARNG’s

Photos: Above, Milford Armory; Right, Milford Armory 1954 shortly after construction, representative of post-war armories throughout the state (photos courtesy NHARNG)

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Photos: from left, Littleton army (photo courtesy NHDHR); members of the NHARNG, NHDHR, Bureau of Public Works celebrating the award at NH Preservation Alliance 2014 ceremony (photo courtesy NH Preservation Alliance)

Cultural Resource Management (CRM) program and New Hampshire State Historic Preservation Office (SHPO) began meeting face-to-face on large, complex, or high profile projects early in the process and will continue this way of working into the future. This process of consultation very early in the planning and design phases is resulting in expedited SHPO review once the Section 106 package is submitted, allowing projects to launch in a shorter timeframe.

The addition was initially proposed on the main façade of the building. Recognizing the potential for an adverse effect under Section 106, staff at the NHARNG with cultural resources and training expertise and their architect discussed all design options during consultation with the SHPO to identify alternatives that minimized adverse impacts to this historic resource while still meeting programmatic needs. The outcome resulted in a new design that met the Secretary of the Interior's Standards for Rehabilitation and preserved the historic materials, features, and spatial relationships that characterize the property.

THE SUCCESS

The Milford Readiness Center Addition was a milestone project, combining respect for the past with the modern military mission and paving the way for future NHARNG readiness center renovations. This early and collaborative approach resulted in savings for NHARNG, avoiding the costs of redesign later in the process. The Milford plans are a prototype for future work at the remaining historic readiness centers, given their similar construction and layout. Milford's model already helped a town further north, Littleton, New Hampshire, as its Readiness Center was scheduled for expansion. Due to programmatic requirements, the Littleton addition required siting that affected the building's character-defining façade. After extensive consultation, a Memorandum of Agreement was executed with several creative mitigation stipulations. The building's historic entrance was preserved in the passageway connecting the old and new sections, historic windows were replaced in a sympathetic manner, and a large educational display was created and installed within the connector.

In May 2014, the NHARNG received an award from the New Hampshire Preservation Alliance, the statewide preservation non-profit organization, for the Milford Readiness Center Addition. NHARNG's CRM team also won First Place in the Environmental Security Award-Installation from the NGB the same year. The SHPO highlighted the Milford project as a success at a day-long symposium celebrating the 50th anniversary of the National Historic Preservation Act in 2016 (<https://www.nh.gov/nhdhr/symposium.htm>).

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Consulting Parties:

New Hampshire Army
National Guard

New Hampshire
State Historic
Preservation Officer

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Preserving America's Heritage

106 SUCCESS STORY

Historic Preservation, Urban Design Provide Stage to Transform City

Newark, New Jersey



“As a Newark native, former high school principal, the city’s chief executive, poet, and writer, I am very aware of the immense impact the New Jersey Performing Arts Center has had on our city. Our leadership in the arts is helping to drive Newark’s transformation, and NJPAC is deeply involved in the positive changes taking place in our city. NJPAC is more than just one of New Jersey’s leading tourist destinations. Through its community and youth programs, it empowers young Newarkers with the tools and desire to grow their talents and creativity and hosts programs of specific interest to Newark residents.”

—RAS BARAKA
Newark Mayor



THE STORY

Military Park Commons served as a military training ground during the French and Indian War, Revolutionary War, and War of 1812. Central to Newark’s development, it later became a prestigious residential neighborhood and eventually an upscale shopping district. However, after the 1967 riots, Military Park Commons experienced a rapid decline along with the rest of the city, resulting in the abandonment and deterioration of historic properties and an increase in crime.

THE PROJECT

In 1987, then-Governor Thomas Kean announced plans to build a performing arts center in the Military Park Commons area hoping to revitalize the city through creating a hub for the arts, sparking further development in the area, and decreasing the crime rate. Public opinion of this project was positive from the beginning because of its probable economic impact in the area. The city ultimately proposed an area on the east side of Military Park, and in 1991, the New Jersey Economic Development Authority began acquiring 11 acres that would eventually include the project site and allow for further development. In addition, the local representatives lobbied for a \$1.2 million Special Projects Grant from the Department of Housing and Urban Development (HUD), triggering the Section 106 process on this privately funded economic development project. As plans progressed, it became clear that the project would have an impact on historic properties in the Military Park area.

THE 106 PROCESS

HUD was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires federal agencies to identify historic properties and assess the effects on those properties of the projects they carry out, fund, or permit. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur. HUD regulations require Responsible Entities who receive funds to comply with Section 106 prior to initiating project activities. In this case, the Responsible Entity was the City of Newark.

Photos: Above, Prudential Hall stage (Robert Greco Photography), NJPAC lobby; Right, Prudential Hall (Robert Greco Photography); long-abandoned monument “First Landing Party of the Founders of Newark” after it was moved to the grounds of the NJPAC (photos courtesy NJPAC)

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Photos: From left, NJPAC from above; (photo by Christopher Lotito/Wikipedia); birds eye view of Military Park (photo by Twothreebreak/Wikipedia)

Since the \$1.2 million federal government funding accounted for a small portion of the privately raised \$187 million project cost, preservation efforts needed to be proportionate to federal involvement in order to balance project needs and preservation concerns. Historic Trinity & St. Philip's Cathedral and its accompanying cemetery in Military Park Commons were listed in the National Register of Historic Places in 1972. In 1992, the Superior Court of New Jersey determined the human remains in the cemetery should be disinterred and reburied at an alternative site. As preservation-in-place of the cemetery was not a viable option to mitigate adverse effects, consulting parties agreed that data recovery and recordation of both the cemetery and the adjacent William Wright archaeological site were the appropriate mitigation if the performing arts center was to be constructed in this area.

Consulting parties ultimately agreed that the project should move forward, and in 1993, the Advisory Council on Historic Preservation, City of Newark, New Jersey State Historic Preservation Officer (SHPO), and the New Jersey Performing Arts Center (NJPAC) negotiated a Memorandum of Agreement (MOA) detailing the NJPAC's responsibilities including design guidelines, relocations and reburials, documentation, and any demolition activity for Phase I of the project. The MOA stipulated that five historic structures marked for demolition be documented through the Historic American Buildings Survey and architectural elements from one of the buildings be salvaged. Further, the Landing Place Park Monument, which commemorates the founding of the city and was within the proposed site, was relocated outside of the project. The SHPO played a crucial role in coordinating the post-agreement reviews and ensuring the public was kept informed as the project was designed.

THE SUCCESS

The NJPAC opened in October 1997 and has attracted approximately 400,000 visitors per year for music, theater, opera, and dance performances. The NJPAC has also built ties with artists as well as community and school groups in the area to promote use of the space by Newark residents. The project has been a catalyst stimulating further economic redevelopment activities in the Military Park Commons Historic District, including the preservation of the historic Hahne & Co. department store building, which has been reopened as apartments, retail space, and a multi-purpose space including a cultural center for Rutgers University-Newark.

The role of the Section 106 process can be credited for assisting the city in creating an arts center that could compete with the best in the country and illustrated that historic preservation, urban design, and archaeology could play an integral part in urban economic development activities.

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Consulting Parties:

ACHP

New Jersey
State Historic
Preservation
Officer

City of Newark

New Jersey
Performing Arts
Center

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Preserving America's Heritage

106 SUCCESS STORY

Collaborative Effort Leads to Unique National Park in Three States

Hanford, WA; Los Alamos, NM; Oak Ridge, TN



A billboard encouraging secrecy among Oak Ridge workers. Photo by James E. Whitcraft, Official US Army Photographer for the Manhattan Project. American Museum of Science and Energy • www.amse.org

“July 16, 1945, the day when the sky exploded above Alamogordo, New Mexico, was one of the most significant in the 20th century. Robert Oppenheimer prophetically said, ‘We knew the world would not be the same.’ The Manhattan Project truly did change the world and, for many of us in New Mexico, we felt that change personally. This park tells an epic story of extraordinary scientific achievement and profound historic impact, and ensures that its complicated lessons will be remembered.”

— U.S. SENATOR TOM UDALL
New Mexico



THE STORY

In 1938, German and Austrian physicists split uranium atoms, proving that mass can be converted into energy, and ushered in the prospect of atomic weapons. While the U.S. government began research in 1940, it was not until 1942 that President Franklin D. Roosevelt authorized production of an atomic bomb, fearing the Germans were racing to develop such a weapon. Creation of a uranium weapon was a massive and complex undertaking, involving many federal agencies, universities, and private industries. Coordinating it all was the newly created Manhattan Engineer District of the U.S. Army Corps of Engineers, which concentrated its work at three primary sites. The process of separating “bomb-grade” uranium, U-235, from the more abundant U-238 took place at Oak Ridge, Tennessee. Due to uncertainty that U-235 could be produced on an industrial scale, the Manhattan Engineer District built a second facility at Hanford, Washington, where in nuclear reactors, neutrons from the fission of U-235 were absorbed by U-238 to create plutonium, for use in a bomb. Enriched U-235 and plutonium were sent to Los Alamos, New Mexico, where the bombs were designed, developed, and constructed. By 1945, the secret project had employed 130,000 workers and cost \$2.2 billion.

The Manhattan Project helped bring an end to World War II and ushered in the Atomic Age. It became the organizational model for the achievements of American “big science” in the late 20th century. Without the Manhattan Project, the Department of Energy (DOE), with its national laboratories for research and development, would not exist in its present form.

THE PROJECT

In 1990, as DOE shifted its mission emphasis from defense programs to environmental management, it began independent evaluations of decontaminating and demolishing (“D and D”) their Manhattan Project sites at Oak Ridge, Hanford, and Los Alamos. On a structure-by-structure basis, DOE launched a wide-ranging effort that threatened many of the significant properties associated with the Manhattan Project.

Photos: Above, a billboard from Oak Ridge (photo courtesy American Museum of Science and Energy, photo by Ed Westcott); Right, housing at Oak Ridge; main technical area at Los Alamos (photos courtesy DOE)



Photos: Left, Hanford Engineer Works—the plutonium manufacturing areas; Above, restored Building 516 at V Site, Los Alamos (photos courtesy DOE)

THE 106 PROCESS

DOE was responsible for conducting the Section 106 process under the National Historic Preservation Act (NHPA). Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue.

In 1990, as part of its NHPA responsibilities, DOE convened its first Cultural Resources Management forum at Los Alamos, with the participation of the Advisory Council on Historic Preservation (ACHP). By the mid-1990s, the three facilities had entered into Programmatic Agreements with the ACHP and relevant State Historic Preservation Officers calling for identification and management of historic properties. However, DOE's efforts did not yet address the scale and national significance of the Manhattan Project sites as a cohesive entity.

In 1998, DOE formed a headquarters executive-level “Corporate Board on Historic Preservation” that promulgated a list of DOE National Historic Landmark-quality “Signature Facilities” associated with the Manhattan Project and addressed the question of how to interpret development of the atomic bomb during World War II. In 2001, DOE commissioned a study by the ACHP to make recommendations on managing DOE's historic facilities to preserve the legacy of the Manhattan Project. Included was the idea of a national park comprised of signature facilities at each of the three sites. Senator Jeff Bingaman (NM) and Representative Doc Hastings (WA) subsequently introduced legislation directing the National Park Service (NPS) to study a potential Manhattan Project National Park. In 2004, DOE Secretary Spencer Abraham issued “The Strategic Plan for History and Heritage Resources Program,” incorporating many of the ACHP's recommendations. That same year, supported by citizens’ groups like the B-Reactor Museum Association and the Atomic Heritage Foundation, the “Manhattan Project National Historical Park Study Act” was enacted. In 2014, Public Law 113-291 created the Manhattan Project National Historical Park, to be co-managed by the NPS and DOE. This innovative multi-state park will be unique, as some designated facilities will continue to operate within a high-security perimeter as critical nuclear research and development continues today.

THE SUCCESS

Faced with the numerous individual Section 106 obligations for the “D and D” process, DOE undertook a broader assessment of preservation and management needs of these exceptionally significant historic properties. DOE continues to implement its heritage resources strategic plan, providing funding for ongoing research, written history, and preservation planning. Signature facilities at all three sites have been protected, and controlled public access has begun at Hanford and Oak Ridge. With the creation of the national park, the future preservation of significant Manhattan Project properties is assured and will allow the public to understand and appreciate the massive effort that ushered in the Atomic Age.

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Preserving America's Heritage

106 SUCCESS STORY

Ohkay Owingeh Model Balances Contemporary and Traditional Life

Rio Arriba County, New Mexico

“In more than 30 years of affordable housing experience with HUD construction certification, I have never witnessed a more complex project. From an outsider’s point of view, this project was brilliantly conceived and illustrates an uncommon level of sensitivity and intelligence. This potential to bring back to life, as the heart of the tribe, up to 60 homes, is an unprecedented effort to preserve the culture as well as cultural activities associated with traditional living.”

— ROBERT GAUTHIER
National American Indian Housing
Council



THE STORY

The “Place of the Strong People,” Ohkay Owingeh (formerly San Juan Pueblo) was settled more than 700 years ago and is the largest of the Tewa-speaking Pueblos in the Southwest. In 1598, Don Juan de Oñate’s colonizing expedition arrived at the traditional center of the Pueblo, Owe’neh Bupingeh, and renamed it San Juan Pueblo. Listed in the National Register of Historic Places, Owe’neh Bupingeh is comprised of four earthen plazas surrounded by interconnected handmade adobe dwellings coated in mud plaster. It is the setting for ritual observances and is the traditional spiritual center of the community.

THE PROJECT

In the 1970s, the Department of Housing and Urban Development (HUD) created subdivisions of single-family homes on the outskirts of the Pueblo, which contributed to the deterioration of life-ways, language, and centuries-old construction methods. Preserving the historic core of the Pueblo had long been a goal of Pueblo leaders. Until the 1996 Native American Housing Assistance and Self Determination Act, it was difficult for tribes to set housing policies or invest in historic housing. The Ohkay Owingeh Housing Authority (OOHA) initiated the Owe’neh Bupingeh Preservation Project to balance the preservation of the plazas with renovations and new infill housing, permitting contemporary life and cultural traditions to comfortably co-exist.

THE 106 PROCESS

HUD, the federal agency funding this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies assess the effects of the projects they carry out, fund, or permit on historic properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue. The project includes intergenerational documentation, a preservation plan, rehabilitation of historic dwellings, and upgraded infrastructure. Potential adverse effects were resolved through a Programmatic Agreement among HUD, New Mexico State Historic

Photos: Above, Justin Aguino outside his newly rehabilitated home (Kate Russell Photography, 2012); Right: view of [Ohkay Owingeh] San Juan Pueblo and North Plaza 1877, John K. Hillers (photo courtesy National Anthropological Archives, Smithsonian Institution); View of Bupingeh during construction, looking northwest, 2011 (photo courtesy Atkin Olshin Schade Architects)



Photos: From left, mud plastering workshop, 2012 (Tania Hammidi, Photographer); rehabilitated interior, 2012 (Kate Russell Photography)

Preservation Officer (SHPO), New Mexico Mortgage Finance Authority, Ohkay Owingeh Tribal Council, and OOHA.

The project began in 2005 with a \$7,500 Historic Preservation Fund grant through the SHPO to train six Ohkay Owingeh high school students in documentation. The student program continued for five summers and developed into a preservation program leveraging more than \$8 million of funding. The planning was funded through preservation sources, while the implementation was funded primarily through HUD programs, creating a need to balance overlapping, conflicting standards. In addition, Rio Arriba County, New Mexico, is impoverished; thus, the rehabilitations are focused on affordable housing for families below 80 percent of area median income. The completed construction exemplifies high preservation standards, completed on an affordable-housing budget.

THE SUCCESS

The Owe'neh Bupingeh Preservation Project has had a profound impact on the Ohkay Owingeh community and has been heralded as a model planning effort for Native American communities in historic settings. No pueblo tribe had previously developed a comprehensive preservation plan through HUD funds, and the program received the HUD Secretary's Opportunity and Empowerment Award from the American Planning Association. The project required the creation of numerous committees to guide everything from practical housing concerns to aspects of private traditional knowledge. Twenty-nine families now have quality, affordable, and culturally appropriate housing. While this is important, a bigger accomplishment may be the energizing of a larger cultural rehabilitation. The contractor has committed to hiring and training tribal members. Three-quarters of her crew are Native American, and half are from Ohkay Owingeh. This has restored traditional construction practices to this community and served as a powerful economic development effort, generating more than \$600,000 in salaries that stay within the Pueblo. Recognizing the opportunity to assist other pueblos, the tribe, Atkin Olshin Schade Architects, and Avanyu General Contracting have hosted dozens of tours for government agencies, foundations, other pueblos and tribes, and international dignitaries.

The ancestral homes are rehabilitated incorporating energy conservation features, using local, indigenous materials. The project is culturally sustainable, restoring traditional settlement patterns and construction techniques, allowing the people of Ohkay Owingeh to better balance their traditional and contemporary life.

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Consulting Parties:

Department of Housing and
Urban Development
New Mexico State Historic
Preservation Officer
New Mexico Mortgage Finance
Authority
Ohkay Owingeh Tribal Council
Ohkay Owingeh Housing
Authority

For more about Section
106 and the ACHP go
to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

Innovative Approach is Model for Cultural Resource Management

Chaves, Eddy, Lea Counties, New Mexico



“Southeastern New Mexico used to be a place where both industry and the preservation community were frustrated with the way Bureau of Land Management archaeology was being done. The Permian Basin Agreement has transformed this area into an unprecedented example of how people with divergent interests can work together to achieve great things. We at BLM are very proud of the ‘win-win’ aspects of the PA and its outstanding track record of research and public benefits.”

— AMY LUEDERS

BLM New Mexico State Director



THE STORY

The Mescalero Plain is a band of wind deposited sand and dunes in southeastern New Mexico, named for the Mescalero Apaches who once hunted the area. Evidence of Paleoindians dating to 5,000 BC illustrates thousands of years of mobile hunter-gatherer occupation on the Mescalero Plain. Part of the sparsely populated Chihuahuan Desert, the plain sits atop the Permian Basin, the largest oil and gas basin in North America. The first oil well in the Permian Basin in New Mexico was the Flynn, Welch, and Yates No. 1 drilled in 1924. By 2003, more than 300,000 acres managed by the Bureau of Land Management’s (BLM) field office had been surveyed for oil and gas projects, and more than 8,000 archaeological sites had been recorded.

THE PROJECT

In New Mexico, most of the oil and gas development in the Permian Basin occurs on 2 million acres managed by the BLM Pecos District. The district processes thousands of oil-and-gas applications to drill annually, making it one of the busiest offices in the nation. For 30 years, BLM’s archaeological program was driven by industry’s needs—in the face of a proposed wellsite, the preferred action was “flag and avoid” (survey and record sites, and redesign projects to avoid the historic properties). As long as the spacing between developments allowed archaeologists to help industry move project footprints to avoid archaeological resources, preservation in place was a viable option. However, over time, intense development in some areas made it difficult to locate projects without harming archaeological sites. Many sites were being lost due to infrastructure maintenance, dune formation, and were ravaged by illegal artifact collecting. An alternative to “flag and avoid” was needed.

THE 106 PROCESS

BLM was the federal agency responsible for conducting the Section 106 review process under the National Historic Preservation Act, which requires agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies are required to consult with parties that have an interest in the fate of historic properties when adverse effects are likely to ensue.

Photos: Above, Taylor Mound; Right, oil spill site conference and petroglyph of butcher scene (photos courtesy BLM)

CONTINUED >>>



Photos: Above, caravan carrying Permian Basin PA Workgroup members to a site visit in the oil field near Loco Hills, NM; Right, excavating Bloom Mound (photos courtesy BLM)

With an understanding of the existing situation, BLM and the New Mexico State Historic Preservation Officer built common ground among archaeologists, managers, tribes, and industry resulting in a collaborative approach to balancing energy development and archaeology. The fruits of their efforts were an improved approach, embodied in a Section 106 agreement that encompasses 1,700 square miles with the most active oil and gas areas. Operating under the agreement is voluntary—if a company chooses the agreement procedures, it contributes the cost of the archaeological survey into a mitigation pool. Under the terms of the agreement, the partners in the program collaborate to determine how the pool's funds are used, providing effective support for research and interpretation of the area's archaeology.



THE SUCCESS

Since 2008, the oil industry has paid nearly \$11 million into the pool. Without the Permian Basin agreement, those funds would have been spent on thousands of small surveys. Instead, the pool has built a comprehensive field program, providing millions of dollars for archaeological research and studies that provide a foundation for understanding and managing the area's archaeological resources. Now all resources are managed through a Geographic Information System integrated with the New Mexico Cultural Resource Information System, replacing outdated records in an easy-to-access format. The system provides real-time pictures of surveyed areas and sites, indicating where work is needed. The pool supports educational materials and outreach events to engage locals with their heritage. Use of the agreement procedures gives industry more predictability and control over schedules and budgets needed to operate efficiently and demonstrates that cultural resources projects they fund have real-world benefits.

The original agreement was so successful that signatories are extending the program's life through a Programmatic Agreement for 10 more years. Innovative use of the Section 106 process shows that seven years of directed field research has done more to understand and manage the resources than 30 years of business as usual.

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Consulting Parties:

Bureau of Land Management
 ACHP
 New Mexico State Historic
 Preservation Officer
 Mescalero Apache Tribe
 New Mexico Archaeological
 Council
 New Mexico Oil and Gas
 Association
 Independent Petroleum
 Association of New
 Mexico

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 106 and the ACHP go
 to www.achp.gov

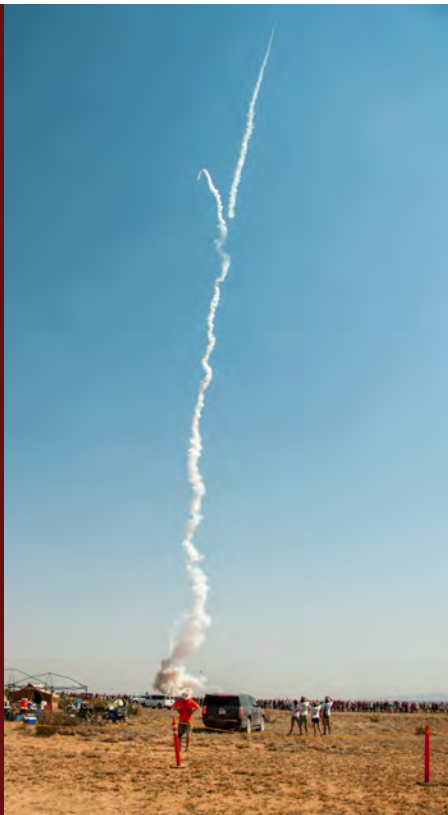


Preserving America's Heritage

106 SUCCESS STORY

Commitment to Balancing Centuries- Old Heritage with 21st Century Use

Sierra County, New Mexico



“The connection from Mexico’s distant past to humans in space exists along the historically significant road called El Camino Real. From the beginning, federal and state agencies consulted with citizens on programming, design, and construction to ensure this 21st century project would be sensitive to the 16th century trail. Spaceport America continues to respect and represent our rich New Mexico heritage and culture while providing a launch site for future space travel.”

—BILL RICHARDSON
Former New Mexico Governor



THE STORY

For centuries, a trade route connecting central Mexico with current day New Mexico supplied Native Americans with important trade goods. In 1598, Juan de Oñate received permission from the King of Spain to conduct the first expedition to establish a colony in Spain’s northernmost province using this ancient trail, which would come to be known as El Camino Real de Tierra Adentro (El Camino). From 1598 to 1881, El Camino was the principal link for colonists, explorers, and traders connecting Mexico City and Santa Fe. Relying on pack trains and wagons that could not cross the arroyos west of the Rio Grande or the mountainous terrain east of it, Spanish expeditions used a shortcut known as La Jornada Del Muerto (La Jornada) along the last 100 miles of the 1,457-mile-long route.

Managed by the Bureau of Land Management (BLM), New Mexico State Land Office (SLO), and private ranchers, La Jornada has remained devoid of development since the end of activity on El Camino. El Camino, including La Jornada, was designated a National Historic Trail in 2000 and listed in the National Register in 2010.

THE PROJECT

In 2003, the state of New Mexico proposed construction of the world’s first purpose-built commercial space vehicle launch facility on 18,000 acres along La Jornada. The Federal Aviation Administration (FAA)-licensed spaceport would be constructed on SLO land west and adjacent to White Sands Missile Range and BLM-managed land. Named “Spaceport America,” it was envisioned to accommodate both vertical and horizontal launch space vehicles, serve as a base for pre-flight and post-flight activities, and encourage spectator visitation and economic development.

Photos: Above, Spaceport America hosts rocket events like this one open to the public (iStockphoto © SWInsider); Right, landscape view of the facility (courtesy Spaceport America, New Mexico)

CONTINUED >>>



Photos: From left, runway and terminal (courtesy Spaceport America, New Mexico); BLM sign at Truth or Consequences, New Mexico (iStockphoto © SWInsider)

THE 106 PROCESS

FAA, the federal agency licensing this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires federal agencies to identify historic properties and assess the effects of the projects they license, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur. FAA and the New Mexico State Historic Preservation Officer identified a number of adverse effects from the proposed project: visual intrusion on the National Historic Trail including daylight visibility and nighttime lighting; disturbance of the quiet, isolated atmosphere of the trail experience; potential for increased pedestrian and vehicular traffic; destruction of archaeological sites by facility and utility corridor construction, and potential disturbance of archaeological sites during operations.

FAA used Section 106 consultation to engage a diverse group of interested parties in developing a Programmatic Agreement (PA) to guide the project. The PA established the Spaceport America Planning and Design Advisory Committee to incorporate design elements that were sensitive to cultural elements of El Camino. The plans included a low-profile structure designed with sloped elevations to break up sight lines using natural colors, berms, and vegetative screening to minimize visibility. The facility's design and construction were oriented parallel with existing natural ground contours. All energy distribution lines were underground consistent with the goal of minimal visual impact. A detailed construction management and protection plan for the archaeological resources included cultural resources sensitivity training for a large workforce. Mitigation plans developed under the PA addressed other effects to archaeological sites and El Camino and resulted in archival study and mapping of trail traces adding to what was already known about the history of the trail.

THE SUCCESS

The Spaceport America project illustrates the value of early consultation in order to achieve harmony between a very modern project and a vast cultural landscape. Programming, design, and construction were sensitive to the undeveloped natural conditions of the area. The design incorporated green technologies and approaches to minimize potential environmental impacts to ensure the project blended with its natural and cultural surroundings. When FAA renewed Spaceport's license in 2013, the PA was amended so its provisions could continue to guide construction and operation activities as they relate to historic properties. Commitment to be respectful and representative of the rich New Mexico heritage and culture has been leveraged into formulating the overall vision for Spaceport America.

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Consulting Parties:

Federal Aviation Administration
 ACHP
 New Mexico State Historic Preservation Officer
 New Mexico Spaceport Authority
 National Park Service
 Bureau of Land Management
 New Mexico State Land Office
 National Aeronautics and Space Administration
 White Sands Missile Range
 New Mexico Department of Transportation
 Sierra County
 National Trust for Historic Preservation
 New Mexico Heritage Preservation Alliance
 El Camino Real de Tierra Adentro Trail Association
 Dennis Wallin (representative of private property owners)
 Ysleta del Sur Pueblo Comanche Tribe
 Hopi Tribe

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

Innovative Cell Tower Designed to Preserve Rural New Mexican Setting Abiquíu, New Mexico

“The new ‘stealth’ cellular tower will enable the public to capture and share the memories they create while visiting this historic landmark, without spoiling its natural beauty with an obtrusive traditional tower structure. Luckily, this location was elevated, meaning the tower didn’t need to be as tall as is usually the case. We’re pleased that our collaboration with the New Mexico SHPO staff allowed us to find a solution that both benefits the public and compliments the landscape.”

— MARK HANSEN

Vice President—Network Operations,
Commnet Wireless, Atlantic
Tele-Network, Inc.

Photos: Above, looking south toward the Santo Tomás Church, past the Bosshard Gallery compound; Right, Looking north from a vantage point in front of the Ranchito de Natividad, toward the structure where the proposed tower would be located, on the peak of a metal roof behind the Santo Tomás Church; Looking west toward the tower site on the roof of the Bosshard Gallery across the garden associated with the O’Keeffe Home and Studio. (photos courtesy Elizabeth Oster, Jemez Mountains Research Center)



THE STORY

The Chama River flows through northern New Mexico cutting dramatic canyons along sandstone and shale outcroppings creating a fertile river basin. Archaeological evidence shows a prehistoric pueblo in the Chama Valley, dating back nearly 5,000 years and occupied until 400 A.D. From around 1200 to 1500 A.D., Tewa Pueblo communities located in the valley but eventually abandoned their settlements.

Beginning in the 1730s, Hispanic settlers farmed along the Chama River until 1747, when they abandoned the area after repeated attacks from bands of Indians. In 1750, a fortified plaza was built on a mesa high above the Chama Valley, and the surrounding area was settled by Spaniards and Genízaros—non-Pueblo, Christianized Indians whom the Spanish had taken into indentured service. In return for defending outposts of the Spanish empire, they received their freedom and grants of land to farm. The new site with its Genízaro mission was called Santo Tomás de Abiquíu. Today, the village of Abiquíu is made up of low rise adobe structures surrounding the 1935 replacement of Santo Tomás Church on the mesa.

In 1945, noted artist Georgia O’Keeffe purchased a small adobe house and gardens in the village and remodeled them into her residence and studio. The Georgia O’Keeffe Home and Studio is a National Historic Landmark (NHL) on the mesa surrounded by a cultural landscape that includes centuries of historic resources listed in or eligible to be listed in the National Register of Historic Places: La Ranchita de Natividad, East Morada de Abiquíu, segments of the Old Spanish National Historic Trail, Santa Rosa de Lima de Abiquíu Church and Convent, and the Abiquíu Archaeological District, consisting of numerous ancestral Puebloan ruins and agricultural features.

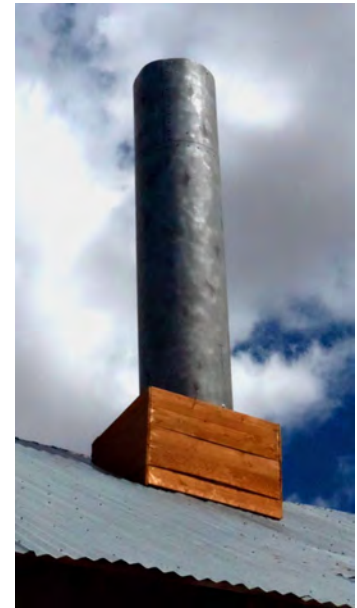
THE PROJECT

The remote rural village of Abiquíu lacked dependable telephone or cellular service. In 2013 Commnet Wireless, LLC, applied for a permit from the Federal Communications Commission (FCC) to collocate antennae on the rooftop of an art gallery in Abiquíu.

CONTINUED >>>



Photos: Above, looking west toward the rooftop of the gallery where the tower is installed; Right, close up of the tower. (photos courtesy Elizabeth Oster, Jemez Mountains Research Center)



The proposed site for the tower was within one-half mile of several listed historic properties and easily visible from them. The New Mexico State Historic Preservation Officer (SHPO) expressed concerns that a traditional metal tower with affixed antennae would introduce modern elements altering the historic village and rural cultural landscape that served as inspiration and subject for Georgia O’Keeffe and others.

THE 106 PROCESS

The FCC was the federal agency responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects on those properties of the projects they carry out, fund, or permit. Federal agencies also are required to consult with parties that have an interest in the fate of historic properties when adverse effects are likely to ensue.

Although not required, the project proponent from the outset agreed to take a comprehensive approach and fully evaluate the visual impacts of the proposed telecommunications structure to the historic properties. Commnet Wireless worked closely with the SHPO, the gallery owner, and consultants developing a design for a roof-mounted telecommunications tower that would fit the appearance of the village and not visually affect any of the nearby historic properties. After numerous photo simulations from all the listed properties toward the gallery, the consulting parties proposed an innovative solution consisting of a “stealth” structure installed within a 16” round enclosure mounted at the roof peak on the gallery. The resulting structure mimics a metal chimney similar to other chimneys in the area. The necessary antennae were mounted within that enclosure, fully meeting the telecommunication carrier’s needs for the project.

THE SUCCESS

Commnet’s willingness to be creative led to a solution that effectively avoided adverse visual effects to the historic properties, including the O’Keeffe NHL, while providing much needed cell phone service to the rural Abiquíu community. Through collaboration fostered by the Section 106 consultation, an innovative “cell tower” design that fits with surrounding structures was developed and agreed upon in 120 days. The chimney telecommunications structure provides a model for other rural communities where expansive historic vistas can often be degraded by 21st century intrusions.

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Consulting Parties:

Federal Communications
Commission
New Mexico State Historic
Preservation Officer
Commnet Wireless

For more about
Section 106 and the
ACHP go to
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Preserving America’s Heritage

106 SUCCESS STORY

Aviation Safety Improvements Avoid Harm to World Heritage Site

Taos, New Mexico



“The consultation process took many years, but it helped the parties to understand the issues to reach agreement on the MOA with voluntary flight advisories as an interim measure. For the long term, the parties to the MOA, Taos Pueblo, Town of Taos, the ACHP, and the SHPO agreed that they shall work together to develop congressional legislation that will ensure protection of the living cultural values of the World Heritage Site, Blue Lake Wilderness Area, and other adjoining Taos Pueblo Lands through enforceable flight restrictions and prohibitions.”

— HON. GILBERT SUAZO
Taos Pueblo Governor, 2018

THE STORY

For more than 1,000 years, the Red Willow People of Taos Pueblo (Pueblo) have inhabited the Taos Valley and mountains, where numerous ancestral home sites and cultural areas remain in use. Located just north of the town of Taos, New Mexico, the Pueblo has maintained and sustained its traditional culture, including the internationally recognized multi-story adobe dwellings and ceremonial sites at the center of the community that continue to be inhabited. Taos Pueblo's lands include the Blue Lake area that was returned to the Pueblo by the federal government in 1970 as a cultural resource for the tribe. The Pueblo is a National Historic Landmark and the only U.S. World Heritage Site recognized for its ongoing way of life and living traditional culture.

THE PROJECT

The town of Taos proposed a new, longer, cross-wind runway at Taos Regional Airport to increase aviation safety in the challenging mountain terrain. While no commercial air traffic was anticipated, the new runway would provide increased flexibility in types of aircraft accommodated and weather-related operations. The runway construction required the town's airport authority to obtain approval from the Federal Aviation Administration (FAA).

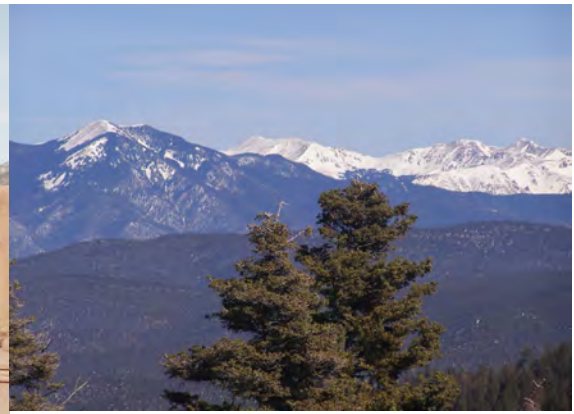
THE 106 PROCESS

FAA, the federal agency carrying out this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act (NHPA). Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur.

FAA initiated the environmental studies for this project in 1992, and the Advisory Council on Historic Preservation (ACHP) became involved in the Section 106 review in 1994 when the FAA and consulting parties could not agree on the size of the affected area or the effort required to identify historic properties. The ethnographic study that resulted from the resolution of that dispute led FAA to determine, in consultation with

Photos: Above, Taos Regional Airport (photos courtesy Visit Taos); Right, Taos Pueblo (Wikimedia photo by Karol M.); Blue Lake, in Carson National Forest (photo courtesy U.S. Forest Service)

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Photos: From left, detail of Taos Pueblo (photo courtesy Visit Taos); Lake Fork, Pueblo, and Wheeler peaks in Carson National Forest (photo by David Herrera/Wikimedia)

the Pueblo and the National Park Service (NPS), that the larger Pueblo landscape beyond the World Heritage Site designation, which included the Blue Lake Wilderness Area, is a National Register-eligible historic district.

In 2006, FAA provided its finding of adverse effect. The Pueblo, New Mexico State Historic Preservation Officer, and NPS, while concurring that there would be adverse effects, disagreed with FAA's characterization of them. Of particular concern were that audible and visual effects of new flight patterns over Taos Pueblo and the Blue Lake Wilderness Area could disrupt traditional cultural activities. The assessment of audible and visual effects to this property of religious and cultural significance to an Indian tribe challenged FAA, requiring different analyses than those typically relied upon in environmental reviews. Input from Taos Pueblo members, who possess unique expertise in defining the cultural characteristics and how they could be affected by overflights, broadened FAA's understanding of the adverse effects.

This deeper understanding of the project's impacts led to consideration of innovative approaches to addressing them. This included developing measures to limit overflights of Taos Pueblo and the Blue Lake Wilderness Area, a highly unusual step for FAA. In considering whether to take this step, FAA considered its responsibilities under the World Heritage Convention in addition to Sections 106 and 110(f) of the NHPA. FAA concluded that the unique status of the Pueblo as a World Heritage Site, internationally significant for its living culture, merited measures outside the usual realm of Section 106 mitigation. The ensuing Memorandum of Agreement (MOA), signed in December 2011, contained stipulations that included FAA advisories and a broad educational effort informing pilots about the Pueblo's unique culture and how they can contribute to its protection by avoiding flying over the World Heritage Site and Blue Lake Wilderness Area.

THE SUCCESS

The Taos Regional Airport MOA represents an unprecedented effort by FAA to voluntarily restrict overflights because of effects to a historic property of exceptional international significance. The preamble to the MOA recognizes the extraordinary quality of these measures, explicitly stating that it does not establish a precedent for other FAA projects. The formalized implementation plan accommodates the protection of a unique historic property and the vibrant traditional culture of Taos Pueblo with the needs of aviation safety. Taos Pueblo, with other parties to this long-running Section 106 consultation, greeted the finalization of the MOA as an important achievement.

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Consulting Parties:

Federal Aviation
Administration

ACHP

National Park Service

Taos Pueblo

New Mexico
State Historic
Preservation
Officer

New Mexico
Department of
Transportation,
Aviation Division

Town of Taos

For more about
Section 106 and
the ACHP go to
www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

African Burial Ground Discovery Rewrites History of American Slavery

New York, New York

“The fact there were so many Africans in colonial New York was a surprise for most people. The most fundamental thing was it established that slavery was as much an institution of the north as it was of the south.”

— DR. MICHAEL BLAKEY
Director, Institute for Historical
Biology, National Endowment
for the Humanities Professor,
College of William and Mary



THE STORY

The Dutch brought the first African slaves to New Amsterdam around 1625 to build a fort, mills, and residences for the early colony. After the British conquered what would become New York City in 1664, use of slave labor continued for more than 160 years to support the growing port and shipping operations. Information about slavery in New Amsterdam and subsequent New York City was relatively unknown until the discovery in 1991 of the African Burial Ground changed historical understanding of the practice and place of slavery in the early years of the United States of America and the colonial period preceding the nation's founding. An estimated 15,000 mostly enslaved people of African origin had been interred between 1650 and 1794 in what was described on old maps as the “Negros Buriel Ground (sic).”

THE PROJECT

Plans for a new federal building in Lower Manhattan began in 1987. Like much of Manhattan, the site chosen had been filled with 12 feet of dirt, and a variety of structures were built over the area for centuries. Anticipating that an adjacent alley could still have remnants of the cemetery, an agreement was crafted to direct how a modest discovery might be handled. However, surveys prior to construction revealed a surprising number of human remains in 1991, and it quickly became clear that they had found a portion of a sizeable cemetery, thickly covered by two centuries of urban growth.

THE 106 PROCESS

Under the National Historic Preservation Act, the General Services Administration (GSA) was the agency responsible for the project and therefore responsible for conducting the Section 106 review when the African Burial Ground re-emerged. Section 106 requires each federal agency to identify and assess the effects of its actions on historic resources and consult with the appropriate State or Tribal Historic Preservation Officer. It is also

From left, the memorial aerial view; exhibit at the memorial; a park ranger watches over the memorial

CONTINUED >>>



From left, inscription on the memorial; vaults being lowered into the ground



essential to inform and include in consultations other people, groups, levels of government and organizations that might have a demonstrated interest in the historic property in order to reach agreement on how to avoid, minimize harm, or mitigate the effects.

In the early stages of the project, the number of human remains was significantly underestimated. Initial burial discoveries were removed from the construction site before local archaeologists contacted the Advisory Council on Historic Preservation (ACHP) to determine an alternative approach and broaden consultation with the growing number of concerned parties.

Public interest and consultation in the project increased and, following an onsite congressional hearing in July 1992, GSA stopped work on the site until an acceptable resolution of the burial situation was reached. Ultimately, dozens of groups were formally involved as consulting parties, and through Section 106 consultation GSA and the community found a successful resolution. The building footprint was redesigned so more of the burial ground could be preserved without disruption. The descendant African American community worked with the academic and scientific communities on a respectful archaeological plan and eventual re-interment of the human remains removed from the project site — eventually totaling 419 individuals.

THE SUCCESS

The African Burial Ground is considered one of the most significant archaeological and historic finds in the United States of the 20th century, expanding understanding and knowledge of the lives and contributions to New York and the nation of generations of the African American Diaspora. At the urging of the ACHP and other consulting parties, the project was significantly redesigned, and the site was designated a National Historic Landmark in April 1993, memorializing the ongoing struggles of enslaved Africans. On February 26, 2006, President George W. Bush declared the African Burial Ground a National Monument.

Consulting parties involved in the African Burial Ground Section 106 process:

General Services Administration
 U.S. Army Corps of Engineers
 National Park Service
 Then-New York State Senator David Paterson
 ACHP
 Federal Steering Committee for the African Burial Ground
 New York City Landmarks Preservation Commission
 Mayor's Task Force on the African Burial Ground
 Schomburg Center for Research in Black Culture

Community Representatives:

African Burial Ground volunteers
 Descendants of the African Burial Ground
 Friends of the African Burial Ground
 Howard University

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106 SUCCESS STORY

Key Battlefield of the American Revolution Saved from Nuclear Threat Stillwater, New York



“The Saratoga case was significant not just for protecting the park but because it set a precedent—that ‘effect’ in Section 106 did not have to be direct and physical, but also included indirect, visual, audible, and atmospheric impacts. Some argued that since the proposed power plant was across the river outside the park it was not subject to 106. This may seem a ‘no-brainer’ today, but in the beginning, when there were no definitions, no precedents, no procedures, and no criteria (not to mention no SHPO network or ACHP staff), it was all subject to discussion and challenge. Dealing with such things took thought and courage.”

— JERRY ROGERS
Former Keeper of the National Register



THE STORY

In the late summer of 1777, the American army was falling back in the face of superior British forces moving down the upper Hudson Valley. The oncoming British had pushed the rebels back and taken Fort Ticonderoga on their march to capture Albany. Digging in at a natural bottleneck near Saratoga, a reinforced American army confronted the British and, in a series of battles, defeated them, forcing the surrender of the British army. The American victory thwarted the British advance and demonstrated the ability of the revolutionary army to fight regular British troops. It led France to recognize the independence of the United States and enter the war as a decisive military ally. The Saratoga battles came to be known as the “Turning Point of the American Revolution” and are considered by many historians to be among the 15 most important battles in world history.

Located along the west bank of the Hudson River, key elements of the battlefield and American positions face the river and overlook the eastern shore. The agrarian environment of open fields and rolling hills remained largely unchanged from the Revolutionary War period. In 1927, the battlefield was made a New York state historic preserve, and in 1938, Congress created the 3000-acre Saratoga National Historical Park. The park was included as one of the initial listings in the National Register in 1966.

THE PROJECT

In 1968, Niagara Mohawk Power Corporation proposed to build and operate a 750,000 kilowatt nuclear power plant directly across the Hudson River from the park at Easton. To do this required three stages of permission—site investigation, facility construction, and operation—from the Atomic Energy Commission (AEC, now the Nuclear Regulatory Commission). The proposed \$125 million plant would have four major elements presenting a combined façade about 520 feet long, much of which would vary from 120 to 150 feet in height. Construction of the plant would introduce a major visual intrusion in the park’s historic viewshed, seriously alter the rural setting, and adversely affect the visitor experience of the battlefield.

Photos: Above, Saratoga monument (photo by Basvb/Wikimedia Commons); Right, battlefield viewshed (photo courtesy National Park Service)

CONTINUED >>>



Photo: Battlefield of the Battle of Saratoga, now part of Saratoga National Historical Park (photo by Matt H. Wade Photography (c) CC-BY-SA-3.0/ Matt H. Wade at Wikipedia [http://en.wikipedia.org/wiki/User:UpstateNYer] and "CC-BY-SA-3.0" Creative Commons [http://creativecommons.org/licenses/by-sa/3.0/])

THE 106 PROCESS

AEC, the federal agency permitting the project, was responsible for conducting the Section 106 review process under the National Historic Preservation Act, which requires agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Having previously approved site investigation, the AEC undertook review of the permit application for construction of the facility. This early case arose prior to the development of the consultation process that is now the heart of Section 106 reviews, so there were no consulting parties. Following the informal system of the time, the AEC sought comments from the Advisory Council on Historic Preservation (ACHP) membership in March 1968. The full ACHP membership considered the case at its regular business meeting and issued formal comments to the AEC in May 1968.

The ACHP found that the mass and scale of development would have a significant visual impact on the site and scene of the park, a "site of the first order of significance to the nation." It further found that the structures would impair the interpretation, understanding, and appreciation of the events and venue of the battles. As a result, the ACHP concluded that the AEC should not issue the construction permit unless there was no feasible and prudent alternative to using the site. If so, the ACHP recommended that the AEC require Niagara Mohawk to include all possible planning to minimize the adverse effects.

THE SUCCESS

Upon learning of the ACHP's comments and before the AEC formally reached a decision on the construction permit, Niagara Mohawk withdrew its application. The company pursued an alternative coal-fired plant on the lower Hudson River. The Easton site remained undeveloped and is now under agricultural easements, preserving the park's viewshed and surroundings. The enduring cultural landscape continues to convey the rural nature of the battlefield and its environs as they existed during that fateful period in 1777.

This early case was also a milestone in the development of the current Section 106 process. The ACHP moved beyond simply considering direct physical impacts on historic properties and recognized that indirect effects, such as the visual impact of the nuclear plant, could be just as harmful to the integrity and significance of a historic site. The position espoused by the ACHP in the Saratoga case established this principle and broadened the scope of Section 106 to take a more holistic and environmental view of project impacts, a critical dimension of today's preservation review process.

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106

SUCCESS STORY

Modern Masterpiece Poised to Take Flight: Historic TWA Terminal Queens, New York

“The TWA terminal is one of the world’s great 20th century architectural landmarks and its rebirth is a testament to the exceptional oversight of the Port Authority and the encouragement and support of its preservation and community partners.”

— NEW YORK STATE OFFICE
OF PARKS, RECREATION, AND
HISTORIC PRESERVATION



THE STORY

The Trans World Airlines Flight Center (also known as the TWA Terminal) at New York’s John F. Kennedy International Airport frequently is compared to a bird in flight. With its wing-like vaulted roof and curvilinear interior elements, the building is an icon of modern expressionistic architecture that embodies the romance of flight as well as the jet age aesthetic of the 1960s. Designed by noted architect Eero Saarinen, the building opened as a hub terminal for TWA in 1962. Its architectural significance led to the building’s designation as a New York City Landmark when it was only 32 years old and its subsequent listing in the National Register of Historic Places. However, the terminal’s unique design could not stave off its growing functional obsolescence. By the time TWA went out of business in 2001, the terminal had significant operational and capacity deficiencies that led the Port Authority of New York and New Jersey (operator of the airport) to propose replacing the historic terminal.

THE PROJECT

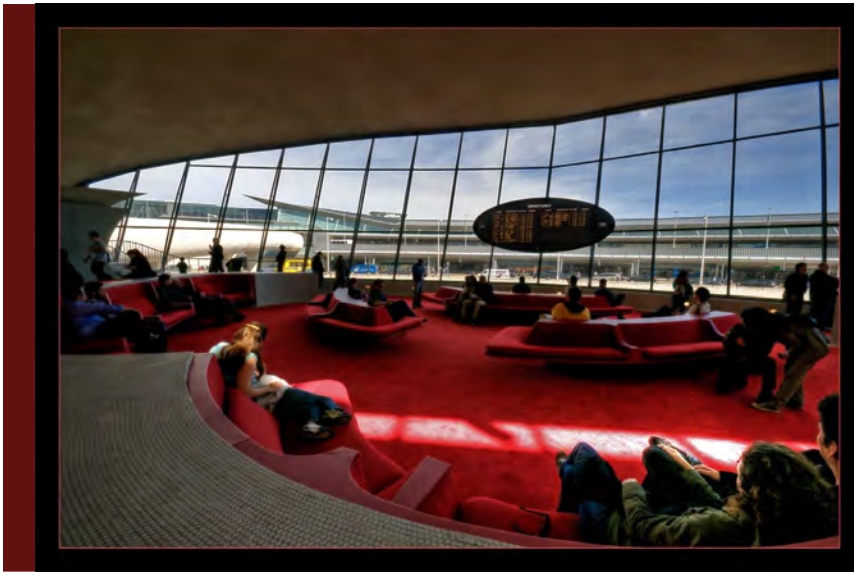
The Port Authority planned construction of a large, new terminal behind the TWA Terminal. While the main portion of the historic terminal would not be touched, two satellite gate structures linked to the main building by oval connector tubes would be demolished. Their proposed demolition helped fuel the controversy that erupted when the plan was made public. Much concern focused on the fact that the TWA Terminal would be isolated from its original airfield context and “wrapped” by a large, potentially overpowering new building. Also troubling was that no use for the historic building was identified as part of the plan, and there was no funding commitment for rehabilitation of the structure. These and other issues led the National Trust for Historic Preservation to place the TWA Terminal on its 2003 list of America’s 11 Most Endangered Places.

THE 106 PROCESS

To move forward with its proposal, the Port Authority needed the Federal Aviation

Photos: Above, cover of TWA 1961 annual report; Right, connector tubes (courtesy Timothy Vogel), windows (courtesy Karen Johnson)

CONTINUED >>>



Photos: Restored main lounge with new terminal visible through windows (courtesy Timothy Vogel); Right: 1960s view (from the ACHP archives); exterior today (courtesy Karen Johnson)



Administration (FAA) to approve a change to the airport's Airport Layout Plan. Thus, the FAA was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue. Ultimately, 13 consulting parties—including the Consulate General of Finland, Eero Saarinen's homeland—worked together to explore alternatives to the Port Authority's plan. Through the Section 106 review process, the project design was revised to reduce encroachment on the historic building and permit the two historic connector tubes to be retained and tied into the new building. The Port Authority agreed to seek an adaptive reuse developer for the historic terminal and, pending reuse, to fund interim maintenance. The final Memorandum of Agreement (MOA) for the project set forth these and other measures, including establishment of a Redevelopment Advisory Committee that would review and consult on future plans and designs as they were developed.

THE SUCCESS

The new terminal building was completed and opened in 2008. Ultimately, the Port Authority decided to go beyond its pledge to stabilize and maintain the historic terminal and funded a \$19 million restoration of the building. Inappropriate additions to the building were removed, roofs and windows were repaired, and historic finishes in the main public areas were restored or replicated. This commitment of public funds improved significantly the likelihood of finding a private developer and bore fruit in 2015 with development of a hotel with the historic terminal as its centerpiece. The TWA Hotel opened four years later to widespread acclaim. The Section 106 MOA and the Redevelopment Advisory Committee it created provided the foundation for these achievements and shaped how the multiple parties committed to preserving the TWA Terminal worked to assure the future of this modern architectural masterpiece.

Consulting Parties:

Federal Aviation Administration
 ACHP
 New York State Historic Preservation Office
 Port Authority of New York and New Jersey
 JetBlue Airlines
 New York Landmarks Conservancy
 National Trust for Historic Preservation
 Municipal Art Society of New York
 The New York City Partnership
 Documentation and Conservation of Buildings, Sites and Neighborhoods of the Modern Movement US (DOCOMOMO)
 New York Buildings Congress
 Consulate General of Finland
 John Cullinane & Associates

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage



106 SUCCESS STORY

Montford Point Camp Shares History of First African American Marines Camp Lejeune, Jacksonville, North Carolina

“The consultation ... was instrumental in strengthening Camp Lejeune’s relationship with the Montford Point Marine Association, and has resulted in the formation of close working ties and a closer bond with the Association ... furthering the recognition of the significant role that the Montford Point Marines have played in our U.S. Marine Corps and our nation’s history.”

— RICK R. RICHARDSON
base archaeologist and cultural resources program manager,
Camp Lejeune



THE STORY

Prior to World War II, African Americans were not allowed to participate on a basis of equality in the armed forces of the United States. On June 25, 1941, President Franklin D. Roosevelt issued an Executive Order establishing fair employment practices to erase discrimination in the armed forces. In 1942, he followed with a presidential directive giving African Americans the opportunity to join the U.S. Marine Corps. Segregation was the established practice and policy of the time, and Montford Point Camp (later renamed Camp Johnson in honor of a distinguished alumnus) was built at Marine Corps Base (MCB) Camp Lejeune, North Carolina, to train African American recruits separately from existing Marine boot camps. The first 1942 facilities were temporary frame construction with 108 portable huts. With the 1943 draft, Montford Point Camp became the recruit depot for mustering African American troops. The rapid mobilization required new facilities, which were constructed of tile block with stucco veneers, most of which still can be seen today. In July 1948, President Harry S. Truman issued Executive Order 9981 mandating the end of segregation in the armed forces, resulting in deactivation of Montford Point Camp. Montford Point Camp Historic District I and Camp Nos. 2/2A were determined to be eligible for listing in the National Register of Historic Places in 2000.

THE PROJECT

In 2001, the Marine Corps planned a new consolidated academic instruction facility at Camp Johnson. Its construction as originally planned required demolition of three buildings associated with the early World War II segregationist years of the Montford Point Camp.

THE 106 PROCESS

The Marine Corps carried out this project under the National Historic Preservation Act Section 106 process. Section 106 requires federal agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on these properties. Federal agencies also are required to consult with parties that have an interest in the

Photos from left: View of the two sides of the Congressional Gold Medal; recruits go through a drill at Montford Point Camp during the WWII era; a group of Marines salute outside one of the original structures in the historic district at Camp Lejeune (photos courtesy Montford Point Marine Museum)



Two of the original surviving Montford Point Camp buildings that remain to inform present generations about the important history that took place here. (photos courtesy Marine Corps Installations East-MCB Camp Lejeune)



fate of the property when adverse effects are likely to ensue.

The project brought together the Montford Point Marine Association, a nonprofit organization honoring the African American Marines who had trained at Montford Point Camp, the North Carolina State Historic Preservation Office (SHPO) and MCB Camp Lejeune. The Advisory Council on Historic Preservation was notified and invited to be a party to the consultations but was satisfied the process was proceeding properly and declined to directly participate. The consulting parties agreed in a Memorandum of Agreement (MOA) to minimize impacts to the Montford Point Camp historic district and extensively document the three buildings slated for demolition. Ultimately, only one of the three structures had to be demolished. In addition, under the MOA, the Marine Corps agreed to expand the existing interpretive material at the Montford Point Museum, which is a tenant facility at MCB Camp Lejeune operated by the Montford Point Marine Association, and install additional interpretive media in the new academic facility constructed on the site of the former buildings.

Consulting Parties:
United States Marine Corps, Marine Corps Base, Camp Lejeune, NC
North Carolina State Historic Preservation Office
Montford Point Marine Association

THE SUCCESS

The Section 106 process raised the visibility of this important chapter in civil rights history through documentation, museum and interpretive exhibits, and greater public and media attention. Perhaps most significantly, this process of planning and consultation strengthened the relationship among the Montford Point Marine Association, the North Carolina SHPO, and the Marine Corps, bringing to life the history of this special place and the Americans who made that history. The unique history highlighted by the Section 106 process garnered support at the national level when the Marine Corps promoted awareness of this historic place by making it the subject of a “Defending Our Cultural Heritage” poster telling how oral histories are being preserved from those who served there. The importance of preserving Montford Point Camp and its legacy has been further heightened by the awarding of the Congressional Gold medal, the nation’s highest civilian honor for distinguished achievement, to the Montford Point Marines in June 2012.

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106 SUCCESS STORY

Civil War Ironclad Ship Surfaces Again

Cape Hatteras, North Carolina, and Newport News, Virginia



“The opening of the USS *Monitor* Center is the result of 30 years of a highly successful public-private partnership...All who visit the USS *Monitor* Center will no doubt leave with a sense of pride, history and appreciation for those who have served, and continue to serve, their country.”

—U.S. NAVY RETIRED VICE
ADMIRAL CONRAD C.
LAUTENBACHER, PH.D.

former Under Secretary of Commerce
for Oceans and Atmosphere and NOAA
Administrator, at the 2007 ribbon
cutting ceremony for the USS *Monitor*
Center

THE STORY

Soon after the start of the Civil War, the Confederacy seized the Norfolk Navy Yard and converted a scuttled Union wooden warship, the USS *Merrimack*, into the ironclad vessel C.S.S. *Virginia*. The U.S. Navy promptly started building its own iron ship, awarding a contract to Swedish American engineer John Ericsson for a low-hulled vessel with a rotating round gun turret. The resulting U.S.S. *Monitor*, nicknamed “cheese box on a raft” because of its looks, was commissioned in early 1862 and sent to Hampton Roads to protect the blockading U.S. fleet from the *Virginia*. On March 9 and again on May 8, 1862, the *Monitor* and *Virginia* fought to a draw. The Confederates were forced to destroy the *Virginia* when they withdrew from the area, but the *Monitor* continued to serve until it sank in a storm off Cape Hatteras, North Carolina, on December 31, 1862.

THE PROJECT

The wreck of the *Monitor* was found 16 miles off Cape Hatteras in 1973. The discovery followed nearly 25 years of underwater searches by the Navy and a team sponsored by Duke University, the National Geographic Society, and the National Science Foundation. The initial survey and research in 1976-1977 indicated that the *Monitor* was intact and well preserved. The wreck site, located on the outer continental shelf, was listed in the National Register of Historic Places in 1974. To address concerns about unauthorized diving, salvage, and damage from fishing nets, President Gerald Ford designated the wreck site of the *Monitor* as the first National Marine Sanctuary (NMS) in 1975. The *Monitor* sanctuary boundary is one mile in diameter and is protected and managed by the National Oceanic and Atmospheric Administration (NOAA) in the Department of Commerce, in consultation with the Navy. Research and other investigations in the 1990s indicated that the *Monitor* was deteriorating. After a public process, a decision was made to recover portions of the deteriorating iron vessel for preservation and permanent public display in the Mariners’ Museum in Newport News, Virginia.

THE 106 PROCESS

Section 106 requires agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when

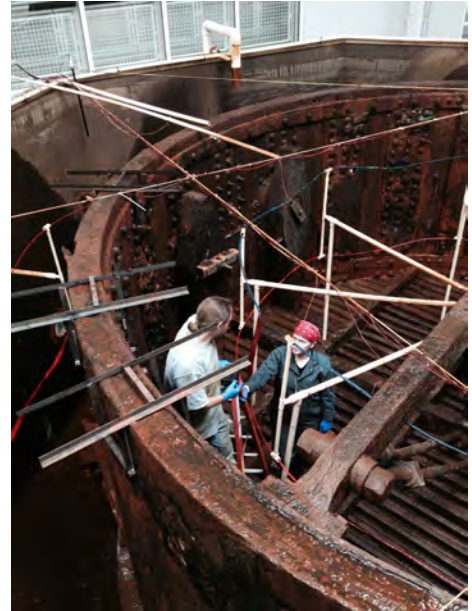
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Photos: Above, raising the turret (photo courtesy NOAA); Right, Battle of Hampton Roads; officers sit for a portrait before the *Monitor*'s rotating gun turret (photos courtesy Library of Congress)



Photos: From left, investigating the *Monitor* wreck (photo courtesy NOAA); In 2013, two of the *Monitor* sailors, whose remains were discovered in the ship's turret, were laid to rest in Arlington National Cemetery (NOAA photo by David Hall); In 2015, the 90,000-gallon treatment tank holding the gun turret was drained to enable conservators to visually inspect the progress of conservation efforts. It weighs 120 tons and is the largest metal marine artifact ever recovered from the ocean. Here, conservators at the Mariners' Museum install equipment to aid in its conservation (NOAA photo by Shannon Ricles).

adverse effects may occur. The Navy and NOAA were both involved in recovery operations. NOAA, as the federal agency that manages the sanctuary, proposed the following as the undertaking: data recovery and curation, and preservation of the historic property in the water and on land. NOAA complied with Section 106 and voluntarily worked with the North Carolina State Historic Preservation Officer (SHPO) and the Advisory Council on Historic Preservation (ACHP) on an agreement covering the 1976 research permit. A second agreement was signed in 1987 and amended in 2000 following selection of the Mariners' Museum to house the *Monitor* collection. Subsequent efforts included recovery and conservation of the propeller, engine, turret, and guns, as well as respectful care of the remains of *Monitor* crew members. In 2004, a Programmatic Agreement (PA) was developed among NOAA, the Virginia SHPO, the Mariners' Museum, and the ACHP outlining further onsite and offsite resource protection, and stipulating continuing research and monitoring, funding, oversight, and public outreach.



THE SUCCESS

The result has been an excellent public-private partnership for cooperative management of a nationally important maritime cultural resource. It led to additional National Marine Sanctuary designations for significant shipwrecks such as the Thunder Bay National Marine Sanctuary, jointly managed by NOAA and the State of Michigan. Under the PA, the *Monitor* Sanctuary Advisory Council was established in 2005 to advise NOAA and the Mariners' Museum regarding protection and management of the NMS and the *Monitor* collection. For the 150th anniversary of the Battle of Hampton Roads in 2012, special events took place at the museum, and interpretive signs were installed along the Newport News waterfront. A final *Monitor* NMS Management Plan was approved in 2013, which included a cooperative site stewardship program with commercial dive operators. In 2007, the *New York Times* lauded the cumulative success of these partnerships in an article titled "A Celebrity Warship Gets a Hall of Fame To Call Its Own" (<http://www.nytimes.com/2007/03/10/arts/design/10cent.html>).

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Consulting Parties:

NOAA

Virginia State Historic Preservation Officer

North Carolina State Historic Preservation Officer

The Mariners' Museum

ACHP

City of Newport News

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

TCC: A Better Model for Tribal Involvement in Transportation Projects

North Dakota



“The idea of consultations between different peoples ... it’s a unique opportunity to see each other. I believe that’s what this programmatic agreement does. It allows us to see each other in our own light.”

— CURLEY YOUPEE
Cultural Resources Department
Director, Fort Peck Assiniboine and
Sioux Tribes

THE STORY

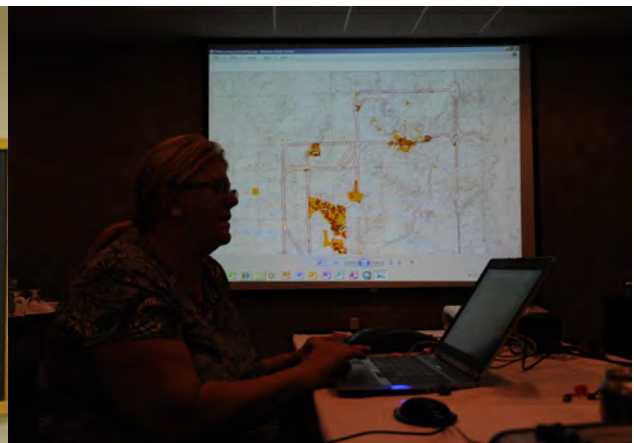
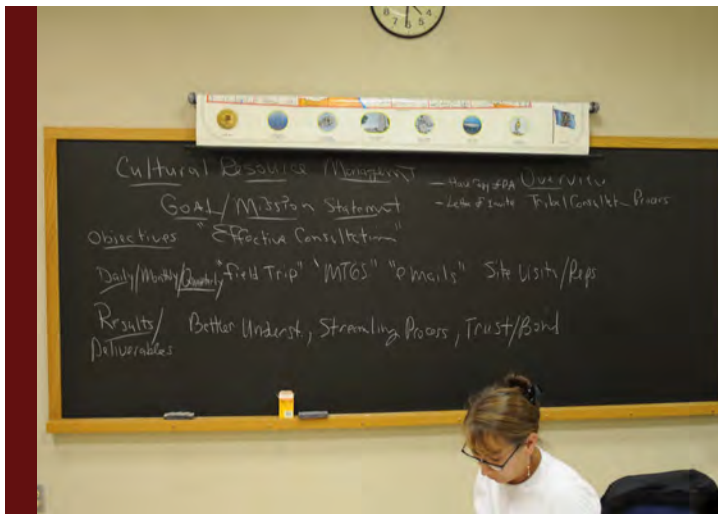
The present-day state of North Dakota was once tribal land and now encompasses numerous tribal traditional cultural properties and sacred sites in addition to reservations. The movement of settlers from the east during the 1800s resulted in displacement of original inhabitants. As a consequence, tribes located not only in present-day North Dakota but also in South Dakota, Minnesota, Montana, and Nebraska retain strong ancestral, cultural, and spiritual ties to the area. In 1992, Congress amended the National Historic Preservation Act (NHPA) to provide Indian tribes and Native Hawaiian organizations a formal role in the national historic preservation program including a requirement that federal agencies consult them in the Section 106 process, to ensure their voices were heard. Implementing this requirement has often proven to be a challenge, but the North Dakota Department of Transportation (NDDOT) and the Federal Highway Administration (FHWA) reached out to the tribal community to develop an outstanding collaborative process.

THE PROJECT

In compliance with the requirements of the 1992 NHPA amendments, NDDOT was consulting individually with as many as eight Indian tribes on projects in the late 1990s. The agency accordingly sought to build tribal partnerships and improve procedures. For the U.S. Highway 2 project in 2000-2001, tribal elders and NDDOT archaeologists worked together in the field to identify and avoid sensitive sites. Tribes and government officials gained experience at working cooperatively as a unit and saw an opportunity to use this model to address tribal concerns in future highway projects. In 2008, NDDOT started using tribal monitors in the field with archaeologists. The subsequent NW Williston Bypass project greatly expanded on the concept of collaborative effort and had a team of 15 tribal members identifying stone features, delineating site boundaries, plotting GPS points, preparing feature drawings, and the like.

Photos: Above, field visits to Black Butte (top), Lynch Quarry (middle), Whitestone Hill (bottom); Right, TCC group consultations; cultural resource site visit

CONTINUED >>>



Photos: Left, brainstorming and diagramming at TCC session; Right, examining a projected image of the Williston Bypass Project

THE 106 PROCESS

FHWA is the federal agency responsible for conducting the Section 106 process for North Dakota highway projects, in close coordination with NDDOT. Section 106 requires that federal agencies assess the effects of the projects they carry out, fund, or permit on historic properties. Federal agencies are required to consult with parties that have interests in the historic property when adverse effects are likely. In 2004, the Standing Rock Sioux Tribe Tribal Historic Preservation Officer (THPO) suggested working with other THPOs as a group. Representatives of other tribes agreed, and through a series of meetings in 2004-2006 created the Tribal Consultation Committee (TCC) process. The tribes drafted a Programmatic Agreement (PA) formalizing the TCC in 2006; NDDOT and FHWA agreed to it in 2008. The PA provided efficiencies and opportunities for early tribal engagement by bringing potential issues to the TCC in advance of the planning and development process for transportation projects and thereby avoiding problems before they are created. A vitally important component was that the agencies directly involved tribes in the creation of the PA from the outset, through intensive meetings where the agencies and tribes jointly worked on and finalized the plan. A key feature was creation of the TCC, which would meet formally twice a year to consider issues affecting tribal heritage. The PA was updated in 2014, and the initial TCC comprised of eight tribes has expanded to 19 participating tribes.

THE SUCCESS

Often agencies fail to involve Indian tribes early enough in project planning and lack sufficient understanding of traditional cultural properties, sacred sites, and tribal cultural and spiritual practices to properly address tribal issues in Section 106 consultations. NDDOT and FHWA recognized this and proactively sought solutions not only to current issues, but to create efficiencies for future projects through regular contact and information sharing. In doing so, the agencies and the tribes created an exemplary model of how to work together to strengthen relationships and coordination where varying cultures and perspectives come together. With North Dakota undergoing an energy development boom of virtually unprecedented dimensions, this has not eliminated tensions between sometimes very different worldviews but did put in place agreements and means to honestly, fully, and efficiently resolve issues where tribal heritage is threatened by transportation project planning and development.

Consulting Parties:

Federal Highway Administration
 North Dakota Department of Transportation
 Cheyenne River Sioux Tribe
 Crow Tribe
 Crow Creek Sioux Tribe
 Flandreau Santee Sioux Tribe
 Fort Belknap Indian Community
 Fort Peck Assiniboine and Sioux Tribes
 Lower Sioux Indian Community
 Northern Cheyenne Tribe
 Oglala Sioux Tribe
 Omaha Tribe of Nebraska
 Rosebud Sioux Tribe
 Santee Sioux of Nebraska
 Sisseton-Wahpeton Oyate
 Spirit Lake Dakotah Nation
 Standing Rock Sioux Tribe
 Three Affiliated Tribes (Mandan, Hidatsa & Arikara)
 Turtle Mountain Band of Chippewa Indians
 Wahpekute Band of Dakotah
 Yankton Sioux Tribe

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106 SUCCESS STORY

Creative Partnership Restores Healing Landscape for Veterans

Dayton, Ohio



“I would like to congratulate the Dayton VAMC for their work to restore the Grotto space and the historic landscape. Established in 1865 by President Lincoln, the Dayton VAMC began as a home to Civil War veterans and continues to work tirelessly on behalf of our area veterans. As the Co-Chair of the Congressional Historic Preservation Caucus, I continue to support the Dayton area’s dedication to historic preservation for generations to come.”

—U.S. REPRESENTATIVE
MICHAEL TURNER
Ohio’s 10th District

Photos: Above, veterans sitting by cascade in Grotto, circa 1885 (photo courtesy Dayton VA Medical Center archives collection); Right, garden steps overgrown with invasives, before (2010) and after (2014) (photos courtesy American Veterans Heritage Center)



THE STORY

Dayton Department of Veterans Affairs Medical Center (VAMC), once known as Central Branch, opened in 1867 and served as the central supply depot and national headquarters of the National Home for Disabled Volunteer Soldiers system. Originally established by Congress in 1865, the Home system was designed to provide medical, surgical, and domiciliary care for disabled Union veterans in a comforting and homelike setting, which included educational facilities, employment opportunities, and recreational amenities. The VAMC was listed on the National Register of Historic Places in 2004 and designated a National Historic Landmark in 2012.

The historic buildings at Dayton reflect revival styles popular at the time, but the facility is best known for its landscapes and gardens, the most famous being the Grotto. The original grotto landscape began in 1868, when a resident veteran and florist, Frank Mundt, began installing plantings at the site of a former quarry located on the grounds. Mundt’s work supported the overall landscape design of architect C. B. Davis found throughout the campus. Over the years, the veteran-maintained gardens grew quite elaborate and famous. At its high point, the Grotto, accessed through a stone archway, featured several themed gardens and received thousands of visitors a year.

As the Central Branch evolved into the modern VAMC of today, attention to the well-being of the historic garden landscapes faded resulting in funding and maintenance cutbacks. The Grotto itself had fallen into decline with many structures needing repair and the gardens overrun with invasive plants.

THE PROJECT

In 2012, the VAMC, in partnership with the American Veterans Heritage Center (AVHC), initiated plans for restoration and repair work at the Grotto site. AVHC, a local nonprofit dedicated to honoring and preserving the history and structures of the historic Central Branch, spearheaded the support for the VAMC to conduct the repairs, which would focus on structural work and minor landscaping.

CONTINUED >>>



Photos: Grotto gate towers, before (2010) and after restoration (2014) (photos courtesy American Veterans Heritage Center)

THE 106 PROCESS

The Department of Veterans Affairs (VA), the federal agency carrying out these projects, was responsible for conducting the Section 106 review process under the National Historic Preservation Act, which requires agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of historic properties when adverse effects are likely to ensue.

Throughout the development and execution of the project, the VAMC consulted with the Ohio State Historic Preservation Office (SHPO). Early in design, the VAMC, with the support of contractors and the AVHC, prepared conceptual plans and documentation for the proposed restoration and repair. These documents and design drawings identified how the necessary repairs would be performed without damaging the historic Grotto and how the restoration of the garden spaces would sensitively reflect their historic use. As the project developed, the VAMC and AVHC reached out to the Ohio State University Extension, Montgomery County Master Gardener Volunteers (MCMGV) for expertise in restoring the former garden spaces. MCMGV provided expertise and volunteers who could assist in clearing overgrowth and installing new beds. The final proposed project included both structural repairs and volunteer-driven restoration and replanting efforts. The involvement of the MCMGV enhanced the project by incorporating expert interpretation of the plantings within the garden spaces.

The VAMC provided updated plans and designs to the SHPO for review and input throughout the process. This cooperative and ongoing consultation resulted in the project preserving and restoring many garden features and the VAMC avoiding adverse effects to the historic character of the gardens altogether.

THE SUCCESS

Since the completion of the original work in 2013, the Grotto has become a valuable healing tool for the veterans and families. The VAMC and AVHC have continued their collaboration through the MCMGV, which provides for ongoing maintenance and restoration of the gardens. With Section 106 as an important backdrop, the Grotto restoration exemplifies the benefits of a federal agency developing and fostering partnerships with non-profit organizations, volunteers, the SHPO, and outside professionals for the preservation and treatment of historic properties. The result was an outstanding historic preservation project that continues to advance the VA's mission of healing wounded warriors.

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Consulting Parties:

Department of
Veterans Affairs

Ohio State Historic
Preservation Office

American Veterans
Heritage Center

National Park Service

For more about
Section 106 and
the ACHP go to
www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

Restoration of Art Deco Gem Shows Air Force Commitment to Preservation

Dayton, Ohio



“Being able to reuse these architectural treasures is a story that strikes right to the real purpose of BRAC, which is reorganizing and consolidating to more effectively use our resources. As we are improving the ability of the 77th AESW to function as a cohesive unit, we are also making better use of existing structures.”

—JACQUE FISHER
88th Air Base Wing BRAC Director



THE STORY

Wilbur Wright Field was established in 1917 and included the 1910 Wright Brothers' Huffman Prairie Flying Field. Following World War I, the installation grew to include the Fairfield Air Depot, and it was renamed Wright Field in 1927. As the experimental engineering arm of the U.S. Army Signal Corps, it conducted some of the most advanced aeronautical engineering work in the history of aviation. After World War II, Wright Field was renamed Wright-Patterson Air Force Base (WPAFB). The Wright Field Historic District is comprised of this original campus and is eligible for the National Register of Historic Places. WPAFB's most elaborate example of 1930s Art Deco architecture, Building 12, was completed in 1935 and is individually eligible for the National Register. Originally home of the Technical Data Branch and the Wright Field Technical Library, it later housed the Army Aeronautical Museum, the first military aviation museum in the country.

THE PROJECT

WPAFB is one of the largest and most diverse Air Force bases and is home to numerous organizations. In 2005, the Department of Defense Base Realignment and Closure process identified WPAFB to receive an increase in personnel, which required an evaluation of space allocation on the base. Building 12 was chosen to support the incoming personnel. It would be completely restored and rehabilitated to a historically accurate appearance both inside and out while meeting current security and force protection requirements.

THE 106 PROCESS

The Air Force, the federal agency carrying out this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue.

Photos: Above, cleaning and repair to the entrance portico, vestibule, and rotunda; Right, Building 12 northeast view second floor; cleaning and repair of interiors (photos courtesy WPAFB)

CONTINUED >>>



Photos: Above, main elevation after restoration (photo courtesy Ohio SHPO); Right, restored atrium (photo courtesy WPAFB); aerial photograph of Wilbur Wright Field, now Wright Patterson Air Force Base, from *Popular Mechanics* magazine 1920,

A primary goal of the restoration was to achieve a United States Green Building Council silver Leadership in Energy and Environmental Design (LEED) rating. WPAFB's objective was to maintain the historic integrity of the facility while incorporating both LEED principles and Antiterrorism/Force Protection (AT/FP) measures. The restoration included two main areas: exterior cleaning and repair; and cleaning and repair to the entrance portico, vestibule, and rotunda. Original construction drawings and historic photographs were reviewed, and extensive field investigations were conducted to confirm original conditions. All of the restoration work was done in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties (SOI Standards) for a total cost of \$13 million. The Ohio State Historic Preservation Officer (SHPO) concurred with the determination of no adverse effects to historic properties.

Consulting Parties:

Wright-Patterson Air Force Base,
88th Civil Engineer Group
Ohio State Historic Preservation
Officer

THE SUCCESS

Often federal agencies opt to build new facilities to meet current mission requirements. However, as Building 12 was located in the desirable "downtown" area of WPAFB and near certain key tenants, it provided an ideal opportunity for consolidation and reuse, especially in light of AT/FP requirements. The need for additional work to restore Building 12 to its original Art Deco appearance did not deter WPAFB from completing this restoration and meeting all LEED silver requirements, AT/FP measures, and the SOI Standards. The restoration of Building 12 was completed in June 2010, adding to the preservation of the Wright Field Historic District both historically and functionally. The restoration highlights the most elaborate example of the 1930s Art Deco architecture in the District, while the improved space provides a working environment to serve new vital functions in the expanding missions at WPAFB. To highlight this success, WPAFB was awarded the Ohio SHPO Preservation Merit Award in 2010 for the project. The preservation and restoration of Building 12 was one reason why WPAFB received the 2011 Secretary of Defense Environmental Award for Cultural Resources Management—Installation.

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106 SUCCESS STORY

Rehabilitating the Architectural Heart of the City Showcases Partnerships

Oklahoma City, Oklahoma



“The Skirvin Hilton Hotel is not only the largest and most complex certified rehabilitation project undertaken in Oklahoma, but also exemplifies the importance of partnerships and teamwork in historic preservation.”

— SHEILA SPURGEON, PH.D.
Former Executive Director,
Preservation Oklahoma, Inc. (2008)



THE STORY

Designed in 1911 by Solomon Andrew Layton and built by oil millionaire William Skirvin, for decades the Skirvin Hotel was the architectural and social heart of Oklahoma City. It was the premier place to dine, stay, and host an event for wealthy cattlemen, oilmen, socialites, and businessmen. Listed in the National Register of Historic Places in 1979, the Skirvin Hotel hosted guests such as Presidents Dwight Eisenhower and Ronald Reagan, Bob Hope, and Elvis Presley. Unfortunately, the urban renewal period led to demolition of hundreds of Downtown buildings resulting in an economic downturn, and the hotel closed in 1988.

THE PROJECT

In 1999, Oklahoma City formed the Skirvin Solutions Committee to evaluate options for saving the building. Of particular concern was retaining the building's use and historic character, which required finding a proponent that would rehabilitate the property and return it to its use as a hotel. When it became clear public involvement was necessary to save the landmark hotel, the City purchased it with Community Development Block Grant funds from the U.S. Department of Housing and Urban Development (HUD).

THE 106 PROCESS

Section 106 of the National Historic Preservation Act requires federal agencies to take into account the effects of projects they carry out, fund, or permit on historic properties prior to making final decisions on the projects. The law creating the Community Development Block Grant Program delegates that responsibility to HUD's grantees, so the City undertook compliance with Section 106. While no plan had been developed at the time of purchase, the City and the Oklahoma State Historic Preservation Officer executed a Memorandum of Agreement (MOA) to establish that any rehabilitation proposal considered by the City would require compliance with the Secretary of the Interior's Standards for Rehabilitation. The use of the Standards would facilitate use of federal financial tools such as grants and tax credits. Following a Request for Proposals, the City chose Skirvin Partners LLC, which included the Hilton Hotel group, as the developer for the rehabilitation and re-use of the building.

Photos: Above, lobby after rehabilitation (photo courtesy Ira Montgomery, 2007); Right, Venetian Room pre-rehabilitation (photo courtesy Skirvin Partners LLC); Venetian Room after rehabilitation (photo courtesy Ira Montgomery, 2007)



Photos: Left, exterior after rehabilitation (photo courtesy Ira Montgomery, 2007); Right, Entry (south) canopy after rehabilitation (photo courtesy Kahler Slater, Inc.)

The rehabilitation included masonry restoration; roof replacement; installation of new plumbing, electrical, and HVAC systems; installation of 900 new windows; and complete interior rehabilitation. While original corridors were left in place, guest rooms were reconfigured to retain the building's historic character. Special attention was given to the retention of other historic spaces and elements, such as the 29 hand-carved Bacchus busts accented with gold leaf, the lobby's arched wooden entry ways and the 1911 tile floor, art deco tile in the Skirvin's Park Avenue Grill (dating from the 1920s expansion), and the decorative lobby elevator doors. The rehabilitation also restored the original first and second floor façade and entry canopy, which had been masked by modern stucco.

The \$56.3 million project had a complex financial package which relied upon federal and state rehabilitation tax credits but also utilized New Markets Tax Credits, a HUD Economic Development Initiative grant, local funding from the Oklahoma City Urban Renewal Authority, proceeds from the sale of the building, and private equity.

THE SUCCESS

After 19 years vacant, the property reopened as the Skirvin Hilton Hotel in 2007, with a grand ceremony attended by hundreds of people. The hotel has added great economic benefit to the City, creating approximately 230 permanent hotel jobs, stimulating tourism and convention business, increasing sales tax revenues, and improving Downtown property values.

By using its allotted federal funds to purchase the hotel and support community development, the City used the Section 106 process to guide the successful rehabilitation of the hotel. The project recognized the need for public-private partnerships to leverage federal funds. Neither the City nor a private entity could have completed a project of this scale or magnitude on its own. Together, though, they were able to access multiple sources of funding, making the rehabilitation financially feasible. The Section 106 process facilitated the needed collaboration, consultation, and compromise among the multiple partners.

The Skirvin Hilton Hotel project demonstrates that historic preservation works. The hotel's historic fabric and spaces evoking the memories of community residents remain, and the work necessary to accommodate the needs of a modern, first-class hotel were accomplished to boost the revitalization of the downtown area.

Consulting Parties:

City of Oklahoma City
(HUD Responsible Entity)

Oklahoma State
Historic Preservation Officer

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Preserving America's Heritage

106 SUCCESS STORY

Iconic Pioneer Courthouse Gets 21st Century Makeover

Portland, Oregon



“It’s the single most important 19th century government building in the Pacific Northwest to survive into the 21st century. Opened in 1875 as the seat of the federal government in the region—incorporating the post office, judiciary, customs office, and tax department—the Pioneer Courthouse welcomed presidents, witnessed significant trials and court hearings, and has stood watch as Portland has grown from a small town to a large city.”

— PIONEER COURTHOUSE
HISTORICAL SOCIETY



THE STORY

Completed in 1875, Pioneer Courthouse is the oldest federal courthouse west of the Mississippi River still in use, and the oldest public building in Portland. Occupying a full city block facing the Pioneer Square Plaza in downtown Portland, the Italianate Style building is faced with smooth-cut sandstone and crowned with an octagonal wood cupola. In 1902, the building underwent its first major rehabilitation. In 1933, the courts and some post office functions relocated to a newly constructed courthouse nearby, and Pioneer Courthouse was unsuccessfully put up for sale despite community concerns. In 1939, Congress authorized its demolition, which was put on hold because of World War II and the Korean War. A second rehabilitation, in the early 1970s, increased the size of the building to better accommodate the U.S. Court of Appeals and a U.S. Postal Service (USPS) branch, reaffirming the building’s place as a civic asset. In 1973, Pioneer Courthouse was added to the National Register of Historic Places and designated a National Historic Landmark (NHL) in 1977. Following a series of major earthquakes and a diminished USPS presence in the building, the General Services Administration (GSA) commenced a planning effort to improve efficiency, safety, and security at the important community landmark.

THE PROJECT

In 2001, GSA received funding to complete a seismic retrofit, upgrade systems and security, introduce underground parking, and rehabilitate the building’s interior and exterior. An innovative seismic upgrade, a base isolation system, was proposed which included shear walls and anchoring of the floor to perimeter walls. In addition, for the courthouse to remain in the federal inventory and adequately house the Court of Appeals, GSA planned to recapture and reconfigure space formerly occupied by the USPS. The nature and extent of the proposed work posed serious challenges to the historic integrity of the courthouse.

THE 106 PROCESS

GSA was responsible for conducting the Section 106 process under the National

Photos: Above, restored façade and landscape (courtesy GSA); Right, Pioneer Courthouse circa 1950 (courtesy GSA); Pioneer Courthouse in Pioneer Square Plaza (courtesy M.O. Stevens, Wikimedia Commons)

CONTINUED >>>



Photos: Above, restored courtroom; Right, base isolators under the building installed to absorb the shock from a seismic event; the restored stairs (photos courtesy GSA)

Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects may ensue.

Given the prominence of Pioneer Courthouse in the community, the project attracted significant public interest. The aspects of greatest concern were the introduction of an underground parking garage for the judges, an adverse effect, and the full removal of postal services. To resolve adverse effects, GSA consulted further with the Oregon State Historic Preservation Officer, the Advisory Council on Historic Preservation, the National Trust for Historic Preservation, the National Park Service, the city, and the building tenants and developed a Memorandum of Agreement (MOA).

The MOA set forth design review protocols, documentation standards for the building, and establishment of a Citizens Advisory Panel (CAP) to inform development of a public outreach and interpretation program. GSA also relocated the USPS function to the historic Gus J. Solomon U.S. Courthouse nearby. Immediately after execution of the MOA, the CAP developed a temporary interpretive plan for use during construction and then a permanent exhibit explaining the building's history, seismic upgrade, and rehabilitation. Following the protocols, GSA carried out an extensive restoration of the building's exterior and significant interior spaces along with the surrounding landscape.

THE SUCCESS

Through the Section 106 consultation process, GSA developed a comprehensive approach to restoration and necessary upgrades, responsive to the community and preservation needs. GSA committed to continued public access for tours and special events, a collaborative approach to interpretation, and continuing stewardship of the NHL. In doing so, GSA ensured long-term viability of Pioneer Courthouse through continued federal use, securing its future as a beloved icon of Oregon's heritage.

Consulting Parties:

General Services Administration
 ACHP
 Oregon State Historic Preservation Officer
 National Park Service
 United States Ninth Circuit Courts
 United States Postal Service
 City of Portland
 National Trust for Historic Preservation

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Preserving America's Heritage

106 SUCCESS STORY

Creative Solution Preserves Integrity of Historic Development Project

Philadelphia, Pennsylvania



“The new design is compatible with the existing building in that it is a relatively simple shape and is located on the axis that is the organizing element of the plan of the building, and it is sufficiently differentiated from the original design so as to make clear that it is a later addition.”

— PRESERVATION ALLIANCE OF GREATER PHILADELPHIA



THE STORY

Casa Farnese, located in the Washington Square West neighborhood of downtown Philadelphia, is a 19-story International Style concrete and glass apartment building designed by Oscar Stonorov and J. Frank Haws. Stonorov, one of the most important designers in Philadelphia after World War II, was active in the city’s urban development campaign. His reputation for group housing, redevelopment projects—and his work on the early 1960s urban renewal campaign in the Washington Square West neighborhood—made him a logical choice for local attorney and banker Andrew Farnese when he decided in the early 1960s to create the city’s first Department of Housing and Urban Development (HUD) Section 202 housing project for seniors.

Its significance as the first local Section 202 project—as well as its architectural design, having had no major renovations since its completion in 1966—led to the determination in 2011 that Casa Farnese was eligible for listing in the National Register of Historic Places.

THE PROJECT

In 2012, original owner Casa Farnese Inc. began a major renovation project for the building. A key part of the renovation was to create a new lobby to replace the original one, which did not provide adequate space for security and a reception area. The proposed two-story enclosed lobby addition would be placed on the western side of the building and would entail demolition of the original U-plan breezeway canopy.

THE 106 PROCESS

HUD was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects on those properties of the projects they carry out, fund, or permit. Federal agencies also are required to consult with parties that have an interest in the historic properties when adverse effects may occur.

Photos: Above, post construction, courtyard from benches looking at addition where courtyard and entry doors used to be; Right, before and after construction of the courtyard. The original stairs lead into the new addition. (photos courtesy PRD Management)

CONTINUED >>>



Photos: From left, during construction, overhead view of the addition; during construction, a resident waits for the elevator; post-construction 50th anniversary celebration with Marco Farnese, original and ongoing board member; Bottom, before construction, courtyard from benches looking at entry doors; after construction, security lobby view out of new addition into garden (photos courtesy PRD Management)



Casa Farnese was awarded a pair of HUD loans to complete the renovation project, triggering the Section 106 consultation process. The property owner initially consulted the Philadelphia Historical Commission, which had concerns the project would have a visual effect on the surrounding Washington Square West National Historic District. The Pennsylvania State Historic Preservation Officer (SHPO) said removal of the breezeway canopy could have an adverse effect on the historic integrity of Casa Farnese.

After the adverse effect determination was made, HUD resumed its consultation work on the project. At one of the consultation meetings, a consulting party suggested incorporating the breezeway into an oval-shaped entrance. Discussions on this proposal continued among the parties for several days, and ultimately they decided this alternative was feasible and within budget. HUD subsequently determined the project would have no adverse effect on Casa Farnese, and the SHPO concurred with this finding.

THE SUCCESS

The Section 106 process created an opportunity for all interested parties to come together and develop an alternative to demolishing the breezeway and building a large new addition. Using the consultation process allowed others to participate in developing a creative preservation solution to a tricky problem. The final design led to a solution that not only preserved the building's historic integrity, but also modernized it in a way that will allow the building to continue to house senior residents for years to come.

Consulting Parties:

- U.S. Department of Housing and Urban Development
- Pennsylvania State Historic Preservation Officer
- Philadelphia Historical Commission
- Preservation Alliance of Greater Philadelphia
- Casa Farnese Inc.
- ARCH Preservation Consulting
- Compass Architectural Design

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Preserving America's Heritage

106 SUCCESS STORY

Consultation Balances Preservation Solutions with Building Performance

Philadelphia, Pennsylvania



“In short, this is a building worth keeping. This idea stands at the heart of the restorative work just completed, work that blended various needs and desires... that were unimagined in 1932.”

— DENNIS MONTAGNA
Historian, National Park Service



THE STORY

The First Congress of the United States established the U.S. Customs Service in 1789. As the nation grew and commerce expanded, it built customs buildings in port cities. By the turn of the 20th century, Philadelphia had become a prosperous center of industry and one of the nation's largest ports. After almost a century of operation, the U.S. Customs Service outgrew its original 1824 Greek Revival regional headquarters and constructed a new building to serve the port of Philadelphia. Designed by Ritter & Shay, the 17-story Art Deco building opened in 1934 as a product of the great federal building campaign of the Depression era. Distinguished in richness of materials, quality of design, and decorative program, the Custom House is an architectural icon in downtown Philadelphia and was listed in the National Register of Historic Places in 2011.

THE PROJECT

In response to the economic crisis of 2008, Congress passed the American Recovery and Reinvestment Act of 2009 (ARRA). The \$787 billion ARRA program spurred an unprecedented increase in federal infrastructure improvements, demanding condensed project delivery timeframes, design excellence, and exemplary regulatory and environmental compliance. This produced the largest surge in Section 106 reviews in decades. In March 2009, \$30 million in ARRA funding was allocated for the Custom House. Planned work included the restoration treatment of exterior masonry, replacement of multiple roofs, repair and replacement of windows and exterior lighting, restoration of the main entrance, and installation of a new, high-efficiency heating system.

THE 106 PROCESS

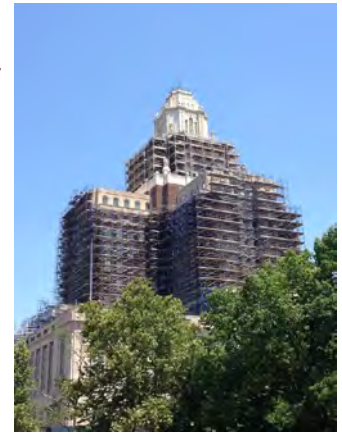
The General Services Administration (GSA) was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects may ensue. GSA had completed an extensive restoration of prominent public

Photos: Above, U.S. Custom House, Philadelphia (photo by Bruce Andersen, Wikimedia Commons); Right, lobby ceiling and lobby interior (courtesy Library of Congress, Carol M. Highsmith Photography, Inc./GSA)

CONTINUED >>>



Photos: Left, historic view (courtesy GSA Center for Historic Buildings); Above, restored masonry (courtesy Sean Hearn/GSA); Right, exterior scaffolding (courtesy Thomas A. Rufo/GSA)



spaces in the 1990s, and by the mid-2000s, the agency began to evaluate solutions for the deteriorating façade of the Custom House. In January 2009, with ARRA funding on the horizon, GSA's Regional Historic Preservation Officer (RHPO) initiated early consultation with the Pennsylvania State Historic Preservation Officer (SHPO), and the Advisory Council on Historic Preservation provided technical assistance. Shortly thereafter, GSA began official consultation with consulting parties.

The consulting parties needed to consider alternative treatments to alleviate water infiltration in the masonry façade and address the existing windows with a sensitive hybrid design to meet energy and security needs.

THE SUCCESS

Through the Section 106 process, GSA administered the Philadelphia Custom House project in an efficient and effective manner, given the well-established relationship between the RHPO and all other parties. GSA's qualified team developed an innovative treatment for the failing masonry façade and a window solution that met energy, security, and preservation goals. Consultation was informed by original design documents, located at the SHPO's request, which helped the project plans comply with the Secretary of the Interior's Standards. GSA engaged the SHPO early and kept the consulting parties informed consistently throughout the course of the three-year project. The consultation for this complex undertaking was completed within six months after funding was secured.

The project earned several acknowledgements and awards in 2013. They include the following: Illuminating Engineering Society Illumination Award of Merit; Preservation Alliance for Greater Philadelphia Preservation Achievement Grand Jury Award; Mid-Atlantic Chapter Construction Management Association of America, Project of the Year; and, GSA Construction Management Award, Large Construction.

The Section 106 process was critical in making this ARRA-funded project a success. The outcome marks a milestone in GSA's long-term stewardship efforts for this prominent Philadelphia landmark.

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Consulting Parties:

- Pennsylvania State Historic Preservation Officer
- Philadelphia Historical Commission
- Preservation Alliance for Greater Philadelphia
- National Park Service

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Preserving America's Heritage

106 SUCCESS STORY

International Collaboration Leads to World Heritage Site Preservation

San Juan, Puerto Rico



“This collaboration gave the staff of San Juan National Historic Site an opportunity to review its preservation techniques and methods, which resulted in a preservation program that has won awards and continues to receive world-wide recognition.”

— WALTER J. CHAVEZ
Superintendent,
San Juan National Historic Site

THE STORY

Puerto Rico had been inhabited for centuries by Taíno and other Arawak Indians when Christopher Columbus discovered the island on his second voyage to the New World and claimed it for Spain in 1493. The island is strategically located in the Caribbean and in 1539, King Charles V of Spain authorized construction of fortifications to protect the port of San Juan and control entry to the harbor. The fortifications consisted of a major defensive wall (muralla) connecting and forming the bases of a series of defensive structures—La Fortaleza, Castillo San Felipe del Morro, and Castillo San Cristóbal. Designed following well-established European military principles, La Muralla de San Juan measured 3 miles. The San Juan fortifications defended the Spanish city from international attacks for 300 years until the Spanish-American War when U.S. warships shelled the port in a day-long bombardment. Six months later, the war ended, and Spain transferred Puerto Rico to the United States under the Treaty of Paris.

Recognized as a National Historic Site in 1949, the San Juan fortifications remained a U.S. military post until 1961 when the properties came under the jurisdiction of the National Park Service (NPS). The San Juan National Historic Site—San Felipe del Morro, San Cristóbal, Fortín San Juan de la Cruz (on an adjacent island), and portions of the muralla—is exemplary in the use of historic construction methods of European colonial military architecture in the Caribbean, and, along with La Fortaleza (the San Juan Commonwealth Governor’s Residence) were inscribed as a World Heritage Site in 1983.

THE PROJECT

Centuries of hurricanes, earthquakes, military bombardments, and wave erosion caused serious deterioration of the walls and their foundations. Anticipating the celebration of the Columbus Quincentennial in 1992, the NPS proposed a major program to stabilize and repair the masonry fortification walls.

THE 106 PROCESS

NPS was the federal agency carrying out this project and responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies assess the effects of the projects they carry out, fund, or permit on

National Park Service workers rebuild portions of the San Juan National Historic Site (photo courtesy NPS). For 475 years, the story of the fort and surrounding structures is vivid and inviting.

CONTINUED >>>

historic properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue.

Over centuries, the walls had been constructed, rebuilt, and repaired with varying construction materials and techniques creating a complex and difficult structure to maintain. Repairs were often performed with historically incompatible materials and technologies, sometimes damaging the historic structural integrity of the fortifications. The military and architectural history of Caribbean fortifications had been studied extensively, but the different construction materials and their site preservation, restoration, and maintenance had not been considered comprehensively.

In 1998, the NPS, Puerto Rico State Historic Preservation Officer, US International Committee for Monuments and Sites, Instituto de Cultura Puertorriqueña, and Puerto Rico Conservation Trust initiated consultation to identify treatment processes and priorities for La Muralla de San Juan, administered by both the Commonwealth of Puerto Rico and the NPS. The following year, experts from the Getty Conservation Institute, Advisory Council on Historic Preservation, United States, Mexico, Portugal, England, and Colombia provided protocols and recommendations for the fortifications. Based on extensive investigations on the historic construction materials and technologies, the NPS adopted the philosophical approach that the entire San Juan fortification system would be considered as one site, regardless of ownership and including those sections not part of the World Heritage nomination. In 2003, the NPS concluded a Programmatic Agreement to guide ongoing maintenance programs and intervention processes.

THE SUCCESS

After years of inappropriate interventions, today the NPS is committed to an ongoing effort to understand the historic walls, mortars, and plaster coats through laboratory investigations and use of modern technologies, thereby developing case-specific solutions. Instead of reacting to failures, the NPS has a maintenance methodology for the differing wall typologies to preserve the centuries-old masonry fortifications of the World Heritage site. The San Juan National Historic Site preservation program has been taught and used internationally to assist historic site stewards in understanding the centuries-old resources and how to use modern technologies to maintain them.



A view of Castillo San Felipe del Morro, a unit of San Juan National Historic Site

Consulting Parties:

National Park Service
ACHP
Puerto Rico State Historic
Preservation Officer
Instituto de Cultura Puertorriqueña
Puerto Rico Department of
Transportation and Public Works

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Preserving America's Heritage

106 SUCCESS STORY

Project Preserves Character of Industrial Revolution Model Mill Village

North Smithfield, Rhode Island



THE STORY

In 1803, Samuel Slater sent his brother John from England to America to site a new textile mill. The Slaters had built the first successful water-powered cotton spinning mill in the country at Pawtucket in 1793. Following a regionwide search, John selected Buffum's Mills—a quiet hamlet in North Smithfield, Rhode Island, on the Branch River. In 1807, the Slaters opened a large textile mill that was unlike others of its day because of its rural setting, where worker housing was not readily available. The Slaters solved this problem by building a village to house their workers. The result, Slatersville, gained fame as the “Rhode Island system” model for mill village development throughout New England. Slatersville retains its historic character today due to a long history of stewardship, including the 1973 listing of the Slatersville Historic District in the National Register of Historic Places. The Slatersville Stone Arch Bridge, built across the Branch River in 1856, was recognized as a contributing element to this district in 1989, and stands as one of the oldest documented masonry bridges in Rhode Island.

THE PROJECT

In the early 1980s, the Rhode Island Department of Transportation (RIDOT) found the bridge structurally deficient and initially proposed a full replacement, consisting of a flyover bridge that would bypass the historic district and compromise its historic character. This idea was abandoned after the Rhode Island Historical Preservation & Heritage Commission and the Rhode Island State Historic Preservation Officer (SHPO) advocated for the rehabilitation of the original bridge. Discussions regarding the bridge were suspended for decades, while the nearby Slatersville Mill building was adaptively transformed into housing with the assistance of federal and state historic rehabilitation tax credits. In 2013, the Slatersville Stone Arch Bridge rehabilitation project was finally initiated through Section 106 consultation between the Federal Highway Administration (FHWA), RIDOT, SHPO, town of North Smithfield, and John H. Chafee Blackstone River Valley National Heritage Corridor. RIDOT was responsible for conducting Section 106 on behalf of FHWA. Section 106 requires federal agencies to identify historic properties and assess the effects on those properties of the projects they carry out, fund, or permit. Federal agencies also are required to consult with parties that have an interest in the historic properties when adverse effects may occur.

“The rehabilitation and repair of the Slatersville Bridge provides a great example of the 106 process at its best. An important—though structurally deficient—historic masonry arch bridge remains in its historical context, still presenting to the viewer a powerful visual presence in a National Register mill village. And, importantly, it can now carry modern traffic loads and provide accessibility to all.”

—NED CONNORS
Historic Preservation Consultant

Photos: Above, a numbered spandrel stone going back into place; Right, Slatersville Stone Arch Bridge before restoration, 2017 (photos courtesy RI SHPO)

CONTINUED >>>



Photos: Left, detail of degraded spandrel wall masonry before restoration; Right, stone arch exposed after road bed stripping and systematic deconstruction of spandrel masonry; almost complete in summer 2017 (photos courtesy RI SHPO)



THE 106 PROCESS

As consultation began, several bridge rehabilitation approaches were debated until mechanical stitching was considered. This involves taking laser measurements of the bridge's structure to determine the best locations for boring a series of holes. A rod encased in a mesh sock would be fed into each hole and filled with concrete, hardening the bridge's individual stones into a monolithic mass that resists stresses that could otherwise cause shifting and failure. Though this would adversely affect the bridge, the consulting parties agreed it was the best option for preserving its historic appearance while ensuring its continued functionality. At RIDOT's insistence, this engineering feat also needed to accommodate bridge widening and the addition of a second sidewalk for foot traffic. The parapet and roadbed were stripped down to the stone arch, which, in turn, required closure of the bridge and a section of the bustling Providence Pike. The proposed bridge widening also triggered archaeological survey work of flanking historic ruins and the rehabilitation of a historic retaining wall from a demolished mill building.

Because closing this section of road would interfere with local transportation and commerce, North Smithfield advocated expediting the bridge rehabilitation project without compromising the historic character of the bridge or greater Slatersville Village. Special care was required for demolition and reconstruction operations. The bridge rehabilitation work commenced in 2017 after the ratification of a detailed Memorandum of Agreement. The most remarkable operation was carried out by the masonry team, who methodically deconstructed the bridge's spandrel walls, labeling each one so they could be replaced later in the same arrangement.



Consulting Parties:

Federal Highway Administration
 Rhode Island State Historic Preservation Officer
 Rhode Island Department of Transportation
 John H. Chafee Blackstone River Valley National Heritage Corridor
 Rhode Island Historical Preservation & Heritage Commission
 Town of North Smithfield

THE SUCCESS

Reconstruction was complete in summer 2018. It registered the first use of mechanical stitching to rehabilitate a historic bridge in Rhode Island, and renewed a longstanding dedication to preserving the character of an important historic village of the American Industrial Revolution. The bridge continues to facilitate travel between this rural area and the urban core of Providence and now accommodates the increased vehicular and pedestrian traffic drawn by the greater Blackstone River Valley National Historical Park (www.nps.gov/blrv). Signed into law by President Barack Obama in 2014, this was created to tell the story of "the Birthplace of the American Industrial Revolution."

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Preserving America's Heritage

106 SUCCESS STORY

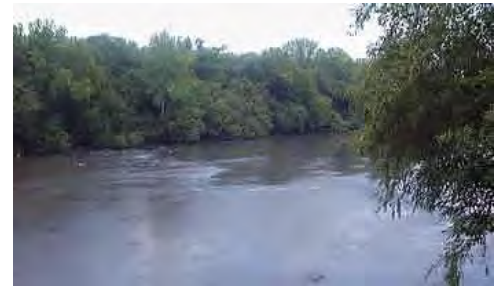
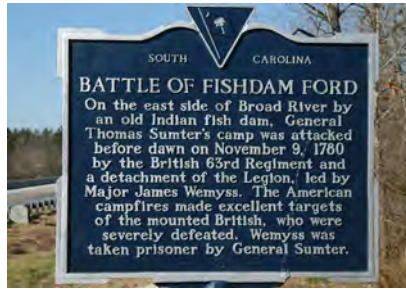
Routine Bridge Replacement Saves Revolutionary War Battlefield

Chester County, South Carolina

“This is a great example of people and agencies working together on many levels of federal, state, and local government. Preserving this land through a purchase agreement was clearly the right thing to do. It is a savings to taxpayers, a benefit to local motorists who will use the new bridge much sooner than had we gone the excavation route, and, of course, it is also a treasured resource for historians.”

—BOB L. LEE

Division Administrator,
FHWA South Carolina Division Office,
South Carolina Historic Preservation
Awards ceremony, March 28, 2006



THE STORY

In the pre-contact period, Native Americans dammed a low water crossing on the Broad River with rocks to build a fish weir for catching fish. In the 1700s, the Great Wagon Road and the Broad River were major transportation routes in South Carolina, and the weir became an important landmark serving as a meeting place and river crossing. Upstream of the weir were the supposed remains of the Fish Dam Ford Battlefield, the site of an important American victory over the British in November 1780. The location of the Fish Dam Ford Battlefield had been lost over time when an upstream ferry diverted the road away from the ford and the battlefield. The fish weir was listed on the National Register of Historic Places in 1973.

THE PROJECT

The Broad River Bridge is the only river crossing for 30 miles along South Carolina Route 72 (SC 72), and in 2003, the South Carolina Department of Transportation (SCDOT) deemed it functionally deficient. A new bridge site was selected to avoid the assumed remains of the Revolutionary War battlefield and the fish weir. However, detailed archaeological investigations revealed an intact portion of the battlefield under several feet of sediment on the proposed new bridge site. The proposed bridge would destroy the battlefield.

THE 106 PROCESS

The Federal Highway Administration (FHWA) was the federal agency funding this project and was responsible for conducting the Section 106 review process under the National Historic Preservation Act, which requires agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur.

Although the new bridge would be designed to minimize impacts to the newly identified battlefield site, adverse impacts to the site could not be avoided. SCDOT consulted with FHWA and the South Carolina State Historic Preservation Officer (SHPO) to enter into a Memorandum of Agreement to create a mitigation plan for the site. The Catawba

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Photos: Above, Fishdam Ford weir on the Broad River (by Charles R. Robbins Jr., HMdb.org); Right, Battle of Fishdam Ford marker (by Michael Sean Nix, HMdb.org) fish dam weir (photo courtesy FHWA)



Indian Nation was involved in the Section 106 process and provided review of the Archaeological Study. The first plan called for acquiring 30 acres for mitigation and excavating the site for data recovery. Faced with more than 7 feet of alluvial river sediment accumulated over the past 250 years, excavation would be difficult and time consuming with an estimated cost of \$2 million. The consulting parties developed an alternative mitigation plan to purchase the entire historic 143 acre site outright along with a buffer for additional site protection. This plan would provide the battlefield permanent protection and be less costly than conducting invasive excavations in deep soil. The South Carolina Department of Natural Resources (DNR) agreed to manage the land through its Heritage Preservation Program, and the U.S. Forest Service agreed to monitor activity on the site adjacent to Sumter National Forest. Using federal-aid bridge replacement funds supplemented with Transportation Enhancement funds, SCDOT purchased the site from a private citizen and turned it over to DNR in June 2005. SCDOT worked with the SHPO to include period design elements to the replacement bridge in order to maintain the character of the district. The new bridge is located downstream from the old bridge and next to the battlefield site.

Photos: From left, the Broad River, SC (photo courtesy NOAA); Monument to the Battle of Fishdam Ford, located on the east bank of the Broad River, (by Washuotaku, Wikipedia)

THE SUCCESS

This creative effort between state and federal agencies allowed SCDOT and FHWA to fulfill their Section 106 responsibilities and resulted in preserving the battlefield site while meeting current transportation needs. Purchasing the battlefield site was also a financial success. The excavation of the site would have cost more than \$2 million and would have significantly extended the project schedule, impacting motorists on SC 72. Acquiring the site resulted in savings of \$1.5 million.

The combined state and federal agencies' effort in South Carolina illustrates the positive effects of teamwork and innovative thinking when addressing transportation and historic preservation in the Section 106 process. The citizens of South Carolina have a safe, new bridge, tax dollars saved, a historic battlefield protected, and a new tourism site. Likewise, the Broad River Bridge project has built ongoing partnerships. SCDOT now conducts more innovative mitigation beyond traditional documentation of historic resources, producing maps, brochures, and kiosks as part of historic driving tours. The involvement of the South Carolina Departments of Tourism and Parks and Recreation has promoted public access to historic sites associated with the state's Revolutionary War and transportation history. It is fitting that SCDOT and the South Carolina Division of FHWA received the 2006 South Carolina Historic Preservation Honor award for preserving a piece of South Carolina and American history.

Consulting Parties:

FHWA
 South Carolina State
 Historic Preservation
 Officer
 South Carolina
 Department of
 Transportation

For more about
 Section 106 and
 the ACHP go to
www.achp.gov

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Preserving America's Heritage

106 SUCCESS STORY

ACHP Comment Helps Protect National Historic Landmark District Charleston, South Carolina



“The Section 106 process allowed the Courthouse to remain in its historic location and preserve the Four Corners of Law for our city and for all future generations. It is a marvelous process that, in this instance, helped preserve an important part of the city’s history and antiquity, and allowed for important civic uses to remain located in the center of the city. The outcome could not have been better.”

—JOSEPH P. RILEY JR.
Charleston Mayor, 1975-2016



THE STORY

Charleston, South Carolina, founded in 1670, was the cultural center of the antebellum South and is known for its rich collection of historic architecture spanning three centuries. The city adopted the country’s first historic preservation ordinance in 1931, and most of the city center has been designated a National Historic Landmark (NHL) District. A focal point of the district is the intersection of Meeting and Broad streets, commonly referred to as the “Four Corners of Law,” where each corner is anchored by a historic building representing an aspect of the law. They include St. Michael’s Episcopal Church (1751-1761), also an NHL, which symbolizes ecclesiastical law; the Charleston County Courthouse (1790-1792); Charleston City Hall (1800-1804); and the U.S. Post Office and Courthouse (1896). Individually listed on the National Register of Historic Places, the U.S. Post Office and Courthouse is an excellent example of Second Renaissance Revival architecture.

THE PROJECT

In 1980, the General Services Administration (GSA) announced plans to build an annex to the U.S. Post Office and Courthouse for the U.S. District Court for the District of South Carolina. The proposed site was an adjacent park. Due to growth in the court’s program needs, the original plan for a 12,000-square-foot addition soon almost tripled in size, sparking significant local controversy. The large scale of the project and its modern design led to objections regarding visual effects to the courthouse and the surrounding NHL district, particularly the Four Corners of Law. Project opponents also raised concerns regarding the potential seismic impacts of construction to the foundations of nearby historic buildings, notably St. Michael’s Church, and loss of part of the park.

THE 106 PROCESS

GSA, the federal agency carrying out the project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects on those properties of the projects they carry out, fund, or permit. Federal agencies also are

Photos: Above, a view of Meeting and Broad streets (photo by Lauren Northup); Right, historic postcard of the Four Corners of Law (courtesy Boston Public Library); east and south sides of courthouse, 1963 (Louis I. Schwartz, photographer, courtesy HABS/Library of Congress Prints and Photographs Division)



Photos: Left, courthouse and St. Michael's Church (Flickr photo by Ken Lund); Above, National Register plaque; Right, new Courthouse Annex and courtyard

required to consult with parties that have an interest in the fate of historic properties when adverse effects are likely to ensue.

Consultation among GSA, the courts, the Advisory Council on Historic Preservation (ACHP), the South Carolina State Historic Preservation Officer, the City of Charleston, and the Historic Charleston Foundation led to some changes in the project's design, but when the parties could not reach agreement, consultation was terminated. In accordance with the Section 106 regulations, the ACHP membership convened in Charleston in December 1983 to review the case and hear public testimony. In its resulting comments to the GSA Administrator, the ACHP recommended that GSA re-examine its proposal, consider building on another nearby site, and undertake engineering studies to avoid damage to St. Michael's Church. In response, GSA informed the ACHP that it intended to proceed with the project on the original site but would modify its plans to be responsive to the ACHP's comments in certain respects, such as addressing seismic impacts to St. Michael's. Local opposition continued, however, leading to introduction of legislation in Congress to eliminate authorization of the project.

Recognizing the federal responsibility to minimize harm to NHLs, GSA ultimately decided to take another look at the proposal as recommended by the ACHP and consulted further with local preservationists, city and state officials, and judges from the U.S. District Court. This led to development of a new design that situated the annex differently on land purchased by the city, preserved the park, and screened the annex from the Four Corners of Law intersection. Based on this compromise, construction began in 1986, and the courthouse annex opened in 1988.

THE SUCCESS

The Courthouse Annex is widely viewed to be harmonious with the NHL historic district and the Four Corners of Law. Building upon this successful solution, when more courthouse space was needed in later years, GSA elected to renovate properties on Broad Street to obtain the additional space. The Section 106 process was the primary forum for public involvement and proved essential to informed federal decision making. The process elevated the community's concerns to the level of GSA's leadership and positively influenced the project. In the end, GSA's new design fully addressed the concerns raised in the ACHP comments. The Section 106 process helped maintain the integrity of the Charleston NHL District and the historic U.S. Post Office and Courthouse while meeting the needs of the federal judiciary.

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Consulting Parties:

General Services Administration
ACHP
U.S. District Court for the District of South Carolina
South Carolina State Historic Preservation Officer
City of Charleston
Historic Charleston Foundation

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

Uncovering Hidden Stories in a Confederate Prison

Florence National Cemetery, South Carolina



“Through the project, the VA met its Section 106 responsibilities, and the information learned through the data recovery has contributed to a greater understanding of the Florence Stockade. It has also contributed to the broader effort to recognize, interpret, preserve, and protect the site and encourage visitation.”

— ELIZABETH M. JOHNSON
Deputy South Carolina State
Historic Preservation Officer



THE STORY

In September 1864, the Confederate Army built the Confederate States Military Prison or Florence Stockade to hold more than 12,000 captured United States military prisoners of war (POWs). Five months later, concerned that General William T. Sherman's advancing Army would free the POWs, the Confederates moved them and abandoned the camp. After the Civil War ended in 1865, a large burial site located on a nearby plantation, just outside the Stockade's boundaries, became the Florence National Cemetery. At its creation, the cemetery consisted of 16 trenches in which the approximately 2,300 POWs who had perished in the camp's brief span were interred. Florena Budwin, the first known female service member to be interred in a national cemetery, rests in a mass trench in Section D. Budwin had disguised herself as a man and joined the Union troops in order to accompany her husband. Captured in Charleston, South Carolina, she was brought to the Florence Stockade. When she fell ill, her identity was discovered and, once she recovered, Budwin served as a nurse at the Stockade until her death in January 1865. The earthworks of the Florence Stockade were listed in the National Register of Historic Places in 1980.

THE PROJECT

By the early 2000s, the Florence National Cemetery was full. The Department of Veterans Affairs (VA) National Cemetery Administration proposed a 10-acre expansion of the cemetery. As planned, the expansion was not expected to impact the site of the historic Stockade and seemed to pose no adverse effects to the historic property. However, the precise location of the Stockade was vague and had not been clearly identified.

THE 106 PROCESS

Immediately after ground clearing began in 2005, the Friends of the Florence Stockade contacted the VA and the South Carolina State Historic Preservation Officer (SHPO) with concerns about potential disturbance of the Stockade site. The VA was in charge of

Photos: Above, the land for Florence National Cemetery was appropriated, and later purchased, from the estate of a local resident about a quarter-mile from the POW camp; Right, Florence National Cemetery observes Memorial Day, 2013; 161 Unknown U.S. Soldiers are interred in Florence National Cemetery. (photos courtesy Department of Veterans Affairs)

CONTINUED >>>



Photos: Above, in 1998, the cemetery was listed in the National Register of Historic Places; Right, the cemetery is also the final resting place for Florena Budwin, the bride of a captain from Pennsylvania who disguised herself as a man and donned a uniform, hoping to find her husband. (photos courtesy Department of Veterans Affairs)



conducting Section 106 of the National Historic Preservation Act which requires federal agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on such properties. Federal agencies are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue.

Responding to the concerns, the VA and SHPO organized archaeological data recovery to identify the exact location of the Stockade and any resources or human remains yet unknown. Among the findings were 372 previously unrecorded features, such as fencing boundaries, poles, and some burials, which brought the known total of features and artifacts to 6,056. Based on this discovery, VA and the SHPO entered into a Memorandum of Agreement (MOA) to document the site, address further excavation plans, and interpret the site for the public. The required archaeological documentation of the Stockade and surrounding area provided a rare opportunity to examine a relatively undisturbed Confederate POW camp, which led to developing a “Teaching with Historic Places” lesson plan with the National Park Service, and the Stockade Trail and Memorial Park that includes a walking tour with historical displays. The MOA also required all human remains to be reinterred within the expansion site or another appropriate location.

Consulting Parties:

- Department of Veterans Affairs: National Cemetery Administration
- South Carolina State Historic Preservation Officer
- Friends of Florence Stockade

THE SUCCESS

Working with the community to preserve the story and remaining elements of this unique southern internment camp contributed to greater understanding of a Civil War-era POW camp and provided one of the first professional studies of daily camp life. The information collected resulted in the online lesson plan “Comfortable Camps? Archeology of the Confederate Guard Camp at the Florence Stockade,” www.nps.gov/nr/twhp/wwwlps/lessons/142Florence/142FlorenceStockade.htm demonstrating the importance of archaeological investigations as an educational tool. In addition, the investigations at the Stockade led to the identification and reburial of Union soldiers found in the trench graves, important not only for the deceased but also for the living relatives.

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106 SUCCESS STORY

The Confederate Submarine *H.L. Hunley*: Completing the Journey Charleston, South Carolina



“Ultimately, *Hunley’s* recovery represents a model of federal, state, and private sector united in service to an archaeological resource of extraordinary importance. ... Cooperation, focused on preservation, has produced tangible results and placed this treasure of American and world history in the hands of generations to come.”

— DAVID L. CONLIN
Hunley Recovery Field Manager

THE STORY

With Southern ports blockaded during the Civil War, New Orleans businessman Horace L. Hunley bankrolled development of a secret weapon—a submarine. Named for its promoter, the “torpedo-boat” *H.L. Hunley* was sent to the besieged port of Charleston, South Carolina, where it succeeded in sinking the USS *Housatonic*. This was the first time in history that a submarine sank an enemy warship, a feat that helped earn the *Hunley* its later listing on the National Register of Historic Places. It would prove, however, to be the *Hunley’s* last battle—the submarine never returned to shore. The mystery of its fate launched more than 130 years of speculation, searching, and competing claims to have located the vessel. In 1995, the location of the *Hunley* was confirmed definitively, and, almost immediately, controversy ensued over ownership and how the submarine should be managed for future generations.

THE PROJECT

Federal law states that the General Services Administration (GSA) is responsible for sunken Confederate vessels. Despite this, the states of South Carolina and Alabama (where the vessel was built) argued that they should control the *Hunley*. Eventually, an agreement was brokered wherein the federal government retained title, and South Carolina (represented by the South Carolina Hunley Commission) was given custody of the vessel in perpetuity. With that issue resolved, attention turned to future treatment. Most parties agreed that an effort should be made to recover the *Hunley*, both to protect it from looters and permit scientific study. But how to do so without risking harm to the submarine?

THE 106 PROCESS

The Navy, which assumed principal management responsibility for the *Hunley* from GSA, was responsible for conducting the Section 106 process under the National Historic

Photos: Above, the submarine in its conservation tank; Right, the raising of the *Hunley*. (photos courtesy Friends of the Hunley)

CONTINUED >>>



Photos: Left, the funeral procession for the *Hunley* crew; Right, engraved gold coin found with the captain's remains on the ship. It proves true the legend that he carried a coin which had once saved his life by deflecting a bullet in the Battle of Shiloh. (photos courtesy Friends of the Hunley)

Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue. In the case of the *Hunley*, the Navy and the consulting parties had to address several key issues: security for the wreck site; techniques and standards for recovery and conservation; treatment of the remains of the crew; and future curation and exhibition of the submarine and its artifacts. Recognizing completion of the *Hunley* project would be years away, the Section 106 consultation process provided a framework for the Navy to make future decisions that would ensure thorough coordination and transparency. The Navy established an oversight committee to review recovery and treatment proposals and agreed to provide abstracts of such proposals to interested organizations for review and comment. These and other provisions were embodied in a Programmatic Agreement in 1996.

Consulting Parties:

- Department of the Navy
- General Services Administration
- ACHP
- South Carolina State Historic Preservation Office
- South Carolina Hunley Commission

THE SUCCESS

Using the process set forth in the Programmatic Agreement, the Navy and the Hunley Commission chose an innovative recovery scheme that called for rigging a hammock of straps below the submarine and attaching them to a truss that could be lifted to the surface. The plan worked exactly as intended and, in August 2000, the *Hunley* was raised from the seabed and transported to a nearby custom-fitted conservation center. The subsequent excavation of the silt-laden interior of the submarine revealed the remains of the crew and a treasure trove of associated artifacts, including a fabled lucky gold piece that tradition held had been carried by *Hunley* commander Lt. George Dixon. Following burial of the crew with military honors, conservation efforts are proceeding on the excavated artifacts as well as the hull of the submarine itself. As this work proceeds, more than a half million visitors have come to see the *Hunley* in its conservation tank. In 2002, the team responsible for raising the *Hunley* became the first recipient of the joint National Trust for Historic Preservation/ACHP Award for Federal Partnerships in Historic Preservation.

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106 SUCCESS STORY

A Historic Community Takes Charge of Preserving a Local Icon

Franklin, Tennessee

“Saving the post office, using 106 review, in downtown Franklin was a seminal and seamlessly uncontroversial preservation project during a time of unprecedented growth and change for our town. The people of Franklin, from school age children to senior citizen groups, recognized the importance of preserving this historic building as a social hub and economic anchor to our small town.”

— RUDY JORDAN

Former Executive Director of the Heritage Foundation and the Downtown Franklin Association



THE STORY

Franklin, Tennessee, was founded in 1799 and named for Benjamin Franklin—the first postmaster of the United States. Built in 1925 at the town’s most important downtown intersection, Five Points, the United States Post Office building has long been a treasured and vital venue that enjoys strong community support. The post office is a contributing structure in the 15-block downtown National Register of Historic Places Historic District. Franklin also is a Tennessee Main Street and Preserve America Community.

THE PROJECT

In the early 1990s the United States Postal Service (USPS) determined that the downtown location was inadequate. It built a new structure on the fringes of town with the intention to move the entire postal operation there. Part of a national trend, the agency planned to shut down the downtown operation and dispose of the building. Franklin and Williamson County residents and government officials were not pleased with the proposed closure. The public wanted postal services to continue to be available in the historic structure that was a center of civic life. The USPS considered continued postal operation inefficient and wanted to dispose of the old building and move all services to the new location.

THE 106 PROCESS

The USPS, the federal agency carrying out this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue.

Photos: Above, 1926 postcard view of the Franklin Post Office; Right, 1925 view of the rear; and the post office today (photos courtesy the Heritage Foundation of Franklin and Williamson County)



U. S. Post Office, showing M. E. Church South in background Franklin, Tenn.



Postmaster Assistant H.S. Reynolds and Postmaster Charles S. Moss in front of the Franklin Post Office next door to City Hall ca. 1898



Photos: Above, a view from 1925; Top Right, Postmaster Assistant H.S. Reynolds and Postmaster Charles S. Moss in front of the former post office, ca 1898 (both courtesy the Heritage Foundation of Franklin and Williamson County); Bottom Right, Fourth Avenue and Main Street in downtown Franklin present day (photo courtesy Ichabod, Wikimedia Commons)

Consultation rapidly revealed that local people and governments were strongly motivated to save the building and maintain a presence for the USPS in downtown at Five Points. When the closure was announced, a grass-roots movement to preserve the structure and its core public functions was created and sprang into action. This citizen involvement generated extensive publicity in the media, including designation of this facility in the 1991 National Trust for Historic Preservation's 11 Most Endangered Historic Places list. Through the Section 106 negotiations, the USPS agreed to convey ownership of the building to local government with a covenant that required any future modification, rehabilitation, or alteration to conform to the Secretary of the Interior's Standards for Rehabilitation.

THE SUCCESS

Through the Section 106 process, the USPS conveyed the structure at cost of \$225,000 to Williamson County with protective covenants in the deed. A contractor continued to operate a postal substation where letterboxes and the primary postal services were offered. Today, a major bank is planning to lease the property, maintain a customer service postal operation, and rehabilitate the building by restoration of arched windows and replacement of an intrusive accessibility ramp. The Heritage Foundation of Franklin and Williamson County, which has had its offices in the building since it was obtained by the county, will be allowed to remain in the old post office.

More than 20 years after the USPS decided to dispose of the building and move most of its core operations elsewhere, the protective covenants included in the sale as a result of the Section 106 process continue to ensure the preservation of the structure. Broad community support for keeping the historic building and its core function intact found a vehicle in federal historic preservation law to achieve an outstanding success.

Consulting Parties:

United States Postal Service
 ACHP
 Tennessee State Historic Preservation Office
 Williamson County
 City of Franklin
 Heritage Foundation of Franklin and Williamson County
 National Trust for Historic Preservation

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106 SUCCESS STORY

Complex VA Redevelopment Project Succeeds Following ACHP Comment

Johnson City, Tennessee



“Mountain Home employees are proud of their history of providing care for veterans for more than 100 years and are devoted to keeping the campus preserved as a historical monument to veterans.”

— CHARLENE S. EHRET
Medical Center Director



THE STORY

At the end of the Civil War, faced with the daunting task of caring for volunteer Union soldiers disabled in service, Congress established the National Home for Disabled Volunteer Soldiers to care for these soldiers in three branch locations across the country. These “Homes” went beyond providing residences and medical care for disabled veterans; they featured a complete home environment with educational facilities, employment opportunities, and recreational amenities.

The Mountain Branch of the National Home for Disabled Volunteer Soldiers, referred to as Mountain Home, was established in 1901. Unlike others, Mountain Home was an architecturally unified campus, with buildings constructed rapidly rather than through accretion. Architect Joseph H. Freedlander’s formal Beaux-Arts style plan featured symmetry and views of the Appalachian Mountains.

In 1930, the facility became part of the Veterans Administration, a precursor to the Department of Veterans Affairs (VA). Mountain Home transitioned into a VA Medical Center (VAMC) and was determined eligible for listing on the National Register of Historic Places in 1979 and designated a National Historic Landmark in 2011.

THE PROJECT

In 1980, the VAMC proposed a series of complex undertakings that would significantly alter the historic campus. Projects included renovation and construction for a new medical school and expansion of the historic hospital. VA sought to redevelop Mountain Home to meet modern veteran needs, markedly changing its original design. The projects would alter historic façades and landscapes that were integral to the original plan. Additionally, projects like the infill of the hospital courtyard would potentially destroy contributing elements such as the hallmark terracotta friezes.

THE 106 PROCESS

VA, the federal agency carrying out these projects, was responsible for conducting the

Photos: Above: perspective view of clock tower from southwest (photo courtesy Historic American Buildings Survey); Right, Building 2 front entrance; Theatre main façade (photos courtesy Veterans Health Administration History Office)

CONTINUED >>>



View of Buffalo Mountain, facing south on the Mountain Home VA main lawn (photo courtesy Wikimedia Commons)

Section 106 review process under the National Historic Preservation Act, which requires agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of historic properties when adverse effects are likely to ensue.

Early in consultation, VA determined redevelopment would result in unavoidable adverse effects and proposed mitigation measures including recordation and development of a conservation plan designed to guide future preservation. The Tennessee State Historic Preservation Officer (SHPO) and the Advisory Council on Historic Preservation (ACHP) attempted to reach agreement with VA on measures to resolve the adverse effects, but all parties realized agreement on suitable alternatives was unlikely. Disagreement stemmed from differing views on the sufficiency of mitigation measures to resolve the severe adverse effects of the redevelopment and to address a history of inappropriate and deferred maintenance practices identified at the VAMC during consultation. In May 1980, the ACHP notified VA that there was a failure to agree on how to resolve adverse effects, so according to its regulations, a panel of ACHP members was formed to review the case and provide comments.

Consulting Parties:

Department of Veterans Affairs (at the time, Veterans Administration)
Tennessee State Historic Preservation Officer
Advisory Council on Historic Preservation

The panel evaluated VAMC's redevelopment plans and heard testimony from private citizens and officials. Based on its findings, the ACHP provided comments to the VA Administrator recommending proceeding with certain elements of the plans and developing measures to resolve adverse effects. Recommendations included re-evaluating siting, relocating intrusions, adhering to the Secretary of the Interior's Standards for the Treatment of Historic Properties for routine maintenance, integrating preservation into the planning process, and deferring construction until an informed master plan was completed. VA concurred with all but one of the recommendations (one specifying the relocation of a new building) and committed to them in a Memorandum of Understanding (MOU) with the ACHP.

For more about Section 106 and the ACHP go to www.achp.gov

THE SUCCESS

Under the MOU, VAMC implemented the proposed projects through a framework that encourages preservation and maintains a strong relationship with the SHPO while continuing to invest in its historic campus. The conservation plan assisted VAMC staff in making decisions about maintenance and construction projects. The ACHP's comments and subsequent MOU cemented VA's commitment to reusing Mountain Home and established a culture of preservation practice that is a model for other VAMC facilities.

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Preserving America's Heritage

106 SUCCESS STORY

Historic Walnut Street Bridge: Symbol of City's Modern Rebirth Chattanooga, Tennessee



“The Walnut Street Bridge is today one of Chattanooga’s signature features, and a steady stream of walkers, joggers, and bicyclists use it to get from Downtown to the North Shore. But it once came perilously close to being torn down.”

— JOHN WILSON
The Chattanooga, August 13, 2010



THE STORY

Completed in 1891, the Walnut Street Bridge over the Tennessee River in Chattanooga is Tennessee’s oldest non-military highway bridge. Built of six camelback through trusses with an iron viaduct, the 2,376 foot-long bridge connected the predominantly white community on the river’s south side with the African American workforce on the North Shore. Considered a structural engineering feat, the bridge was documented for the Historic American Engineering Record and listed in the National Register of Historic Places in 1990. In 1978, the bridge was closed for safety reasons.

THE PROJECT

In the late 1970s, the Tennessee Department of Transportation (TDOT) planned to replace numerous bridges with funds provided through the Surface Transportation Assistance Act of 1978. The infusion of federal money for these projects brought about the first serious interest in attempting to identify and preserve historic bridges, and the preservation of structures like the Walnut Street Bridge hung in the balance.

THE 106 PROCESS

The Federal Highway Administration (FHWA) was responsible for conducting the Section 106 process for the Walnut Street Bridge replacement project under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue.

TDOT, in its first experience with a large historic bridge under modern environmental laws, and FHWA consulted with Chattanooga officials on the need for replacement of the Walnut Street Bridge. TDOT’s original plan was to replace the bridge on its existing alignment and proposed demolition of the old bridge. However, a community campaign led by activists, civic leaders, and historic preservationists proposed that it be kept and turned into a pedestrian bridge to help advance downtown revitalization. After the bridge was determined eligible for the National Register, the group advocated

Photos of the bridge, old and new
(courtesy River City Company)



Left: Looking at the Walnut Street Bridge © Bradford Lumley - Fotolia.com; Above, aerial view of the city (photo courtesy Chattanooga Area Convention & Visitors Bureau)

its preservation with city, state, and federal officials, including the Advisory Council on Historic Preservation (ACHP).

Initially, the City, FHWA, and TDOT asserted that maintenance costs would be excessive, and the U.S. Coast Guard expressed concern that the old bridge would be a navigation hazard. FHWA consulted with the ACHP, which recommended changing the new bridge alignment and separating demolition from the new bridge construction, thus allowing the new bridge to be built while studies were done on retention of the old bridge. After considering its options and community interests through the Section 106 process, FHWA informed TDOT and the City that it was withdrawing the demolition funds for the existing bridge. In late 1979, the Chattanooga City Council voted to accept the modified project and began studying the bridge's reuse. Through the efforts of Chattanooga Mayor Gene Roberts, Congresswoman Marilyn Lloyd, and Senator Al Gore, FHWA made available \$2.5 million for rehabilitation, which was matched with \$1.5 million in city and private funds.

THE SUCCESS

In the years since the original preservation effort, the Walnut Street Bridge has emerged as a lively centerpiece for Chattanooga. Since it reopened in 1993, the bridge has been a destination for holiday light displays and fireworks viewing, a commuter link to the downtown area, and a connection among the city's arts and cultural attractions.

This bridge also required TDOT to address two critical planning issues. First, those who considered the bridge eligible for the National Register had no state or local context for evaluating the significance of Walnut Street and other bridges. Second, this project highlighted the need for early identification of historic resources to ensure balanced project decisions. In response, TDOT and the Tennessee State Historic Preservation Office developed a survey methodology to guide bridge decisions statewide.

The community coalition formed to preserve the bridge led to the creation of Cornerstones, Inc., Chattanooga's non-profit historic preservation organization, and The Parks Foundation. Their establishment is a testament to how the Section 106 process can foster discussions about what is important to local communities.

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Consulting Parties:

Federal Highway Administration
 ACHP
 Tennessee State Historic Preservation Officer
 Tennessee Department of Transportation
 City of Chattanooga
 Landmarks Chattanooga

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

Historic Theater Becomes Cornerstone for Community Revitalization

Houston, Texas



“The DeLuxe Theater has long been a fixture in the Fifth Ward. This agreement will give it a new lease on life. It shows that with some creativity and some willing partners, we can find productive uses for our historic buildings. Students and the community will have a new facility for the arts, and our economy will enjoy the jobs created by the construction work.”

— ANNISE PARKER
Houston Mayor, 2010-2016



THE STORY

Originally settled in the 1800s, Houston's Fifth Ward has a history rich in African American leaders and artists including the late Congressman Mickey Leland, Congresswoman Barbara Jordan, civil rights pioneer Dr. Lonnie Smith, boxer George Foreman, and jazz artists Joe Sample and the Crusaders. In 1941, the DeLuxe Theater opened in the Fifth Ward as the first African American movie house in Houston. The Streamline Moderne theater operated for 28 years as one of the few venues open to black residents during segregation until closing in 1969. It re-opened in 1971 to house the DeLuxe Show, one of the first interracial exhibitions of contemporary artists under sponsorship of the Menil Foundation and continued to host exhibits through 1973. Despite hopes of continuing to use the theater as an arts venue, the structure sat vacant and abandoned for 40 years until the City of Houston acquired it in 2009. The DeLuxe Theater was determined eligible for the National Register of Historic Places in 2008.

THE PROJECT

In 2008, the City of Houston and Fifth Ward residents decided to build a culture and arts center on the DeLuxe Theater site to spark development and serve the Fifth Ward community and surrounding neighborhoods. The City planned to purchase the DeLuxe Theater using Community Development Block Grant (CDBG) funds from the Department of Housing and Urban Development (HUD) and considered demolition or rehabilitation.

THE 106 PROCESS

Section 106 of the National Historic Preservation Act requires federal agencies to take into account the effects of projects they carry out, fund, or permit on historic properties prior to making final decisions on projects. The law creating the CDBG Program delegates that responsibility to HUD's grantees, so the City of Houston undertook compliance with Section 106.

Through evaluation and consultation with the Texas State Historic Preservation Officer

CONTINUED >>>

Photos: Above, DeLuxe in its heyday (photo courtesy City of Houston Archives); Right, rehabilitated concession area and stage/theater (photos courtesy Smith & Company Architects)



(SHPO), the City decided to rehabilitate the DeLuxe Theater and an adjoining storefront. After years of neglect, all that was left of the theater was a shell, but the vision was to maintain the characteristics of the theater including the concrete surfaces, rounded corners, semicircular bays, metal windows, and other Art Deco design details. Completed in 2015, the re-created 8,000 square foot theater is back to its original 1940s Art Deco exterior, with a new marquee, rebuilt structure, and renovations. The theater's interior seating was re-designed to accommodate an audience of 125 people for small performances and productions. In addition, what was once a furniture store next to the DeLuxe Theater was designed as a multi-purpose area with maximum flexibility so it can be used as performance or classroom space. The \$5.7 million project was a collaborative effort between the City of Houston, Texas Southern University, and the Fifth Ward Community Redevelopment Corporation. It features a high profile art gallery space with an emphasis on artists who live in the Fifth Ward and a fully functional branch of the Houston Public Library.

THE SUCCESS

Today, residents and visitors to Houston's Fifth Ward and surrounding neighborhoods can re-connect with the community's proud history and culture through a wide range of arts, civic, and private events, and celebrations at the site. The renovation of the historic theater has brought back to life an architectural gem and made it the pride of the community once again. It is operated through a tri-party agreement between the City of Houston, the Fifth Ward Community Redevelopment Corporation, and Texas Southern University with programming offered by both the Fifth Ward Community Redevelopment Corporation and Texas Southern University. Envisioned to be a place for young people and a place for learning, the preserved DeLuxe Theater is the cornerstone to the future revitalization of the Fifth Ward.

For more about Section 106 and the ACHP go to
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Photos: Left, groundbreaking ceremony; Above, a shell of a building; ribbon cutting on new theater 2015; new streetscape (photos courtesy Smith & Company Architects)

Consulting Parties:

City of Houston

Texas State Historic Preservation
 Officer



Preserving America's Heritage

106 SUCCESS STORY

DART's Historic Monroe Shops: A Powerful Motivator for Change

Dallas, Texas

"We have always considered our DART Rail stations as gateways to the community, and the Monroe Shops at Illinois Station is no different. Now, almost 100 years later, with DART moving into the neighborhood, we hope history repeats itself and we help renew economic growth all over again."

— JACK WIERZENSKI

DART Director of Economic Development



THE STORY

In the early 20th century, streetcar and interurban lines were influential in the growth of American cities and suburbs. The lines made possible a suburban lifestyle in a pleasant residential community with an easy commute to work in the city center. At one time the longest interurban railway west of the Mississippi River, the 226-mile Texas Electric Railway, centered in Dallas, provided passenger and freight service across North Central Texas. The Railway built the structure known as the Monroe Shops in 1914 to serve maintenance needs with a machine shop, car repair barn, paint shop, offices, and lecture hall. Today it remains the only example of an interurban railway maintenance facility in Texas, and, as such, has been listed in the National Register of Historic Places.

THE PROJECT

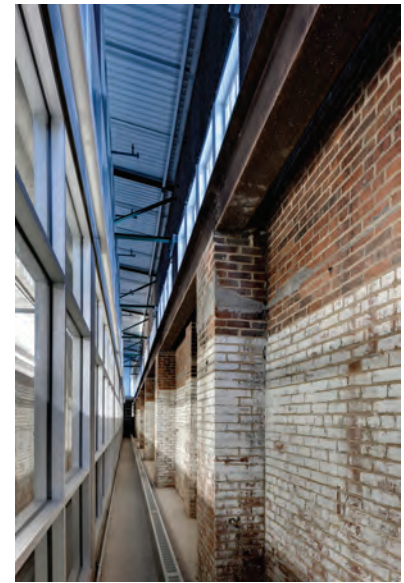
In 1983, the citizens of North Texas voted to create a regional transportation authority, the Dallas Area Rapid Transit (DART), and a decade later DART received federal funding for its regional light rail project. In 1994, as part of that project, DART acquired the Monroe Shops. Efforts to market the Shops for retail or other transit-oriented uses were unsuccessful, leaving the structure vacant for years. In public hearings, citizens suggested demolishing the building viewed as an eyesore, but DART had a vision for an adaptive reuse of the Shops. In 2006, the DART Police Department, responsible for protecting the nation's longest light rail system, initiated plans for a new facility. To accommodate the DART police personnel needed for the growing transit system, DART decided to adapt the historic Monroe Shops for its purposes.

THE 106 PROCESS

In 1993, the Urban Mass Transportation Administration (now the Federal Transit Administration [FTA]) of the U.S. Department of Transportation provided funds for the light rail system and was the federal agency responsible for conducting the Section 106

Photos: Above, Monroe Shops with track locomotive 1920s and 1930s; Right, 1942 Clarendon Interurban Bridge, Dallas; train ticket; Monroe Shops

CONTINUED >>>



Photos: From left, how the Shops look today, interior balcony; LEED award; the old and new side-by-side; Monroe Shops north facade (all photos courtesy DART)

process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue. The Dallas Landmarks Commission helped identify historic properties, including the Monroe Shops; some of which would be adversely affected by construction along the alignment. As a result, the consulting parties entered into a Memorandum of Agreement (MOA) with a provision to stabilize and plan for the long-term reuse of the Shops.

In 2011, DART completed a \$20 million rehabilitation of the Monroe Shops. DART worked closely with the Texas Historical Commission (the Texas State Historic Preservation Office), the FTA, and City of Dallas to ensure that the renovation of the Monroe Shops was consistent with the Secretary of the Interior's Standards for Rehabilitation as required by the MOA and performed in an environmentally sensitive manner. The original 45,000-square-foot building was expanded to 69,000 square feet with the sensitive insertion of new floors into the voluminous interior space, thereby providing workspace for police personnel on three floors with modern offices, meeting rooms, and exercise facilities.



Consulting Parties:

- Federal Transit Administration
- Texas Historical Commission
- ACHP
- DART

THE SUCCESS

Located adjacent to a new DART station, the renovated Monroe Shops demonstrates a public commitment to preservation and sustainability, a high-profile project in an underserved area of the city. The United States Green Building Council certified the Shops as the first publicly owned building listed in the National Register to achieve the LEED Platinum Certification, demonstrating that adapting a historic building can use less energy and natural resources and create less waste than a conventional new building. In addition, the rehabilitated Monroe Shops is drawing other activities to the area. DART, Dallas city officials, and community leaders recently opened the South Oak Cliff Community Court at the Shops. Developers are discussing new mixed-use developments nearby. By its major investment in a historic structure, DART is doing its part to spark economic growth and stabilize a deteriorated neighborhood.

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106 SUCCESS STORY

Interpreting the Site Where World Energy Production Changed Forever Spindletop Oil Field, Beaumont, Texas



“Spindletop is one of the most significant places in America’s industrial heritage. And now, with FERC’s support and AGL Resource’s excellent stewardship, this important place can continue to teach us about energy production in Texas and the impact of the petroleum industry on our state and the nation.”

— MARK WOLFE
Texas State Historic
Preservation Officer



THE STORY

At the end of the 19th century, oil prospectors, called wildcatters, drilled exploratory oil wells in a large salt dome known as Spindletop Hill. On January 10, 1901, they struck oil with the Lucas Gusher, yielding 100,000 barrels of oil per day. The history of Texas, and the United States, changed after the Spindletop discovery. Before Spindletop, petroleum had limited uses such as in lamps and lubrication. After the discovery, which led to the first large-scale petroleum extraction in the world, petroleum became a major energy source, fueling ships and trains previously powered by coal, leading the way for new engine inventions for airplanes and automobiles. From early on, Spindletop and surrounding communities accommodated diverse and energetic groups of land and oil speculators, investors, settlers, shopkeepers, and common citizens flocking to the oil field to make their fortunes in “black gold.” In 1979, the Lucas Gusher and the Spindletop Oil Field, comprising industrial and residential structural and archaeological remains dating to the Oil Boom periods of 1901-1908 and 1925-1936, were listed as a National Historic Landmark (NHL).

THE PROJECT

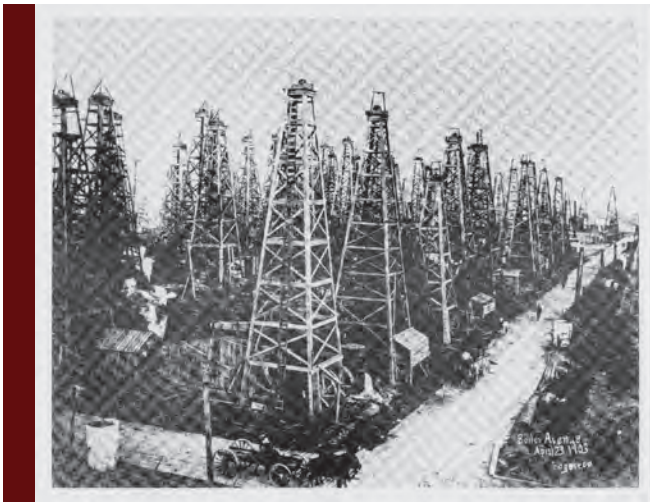
Once a byproduct of oil production, natural gas has become an increasingly versatile and sought after energy resource. Storing natural gas helps manage changes in market demand, stabilize natural gas prices and protect against supply disruptions. Underground storage is considered the safest means of storing natural gas, and in 2007 Golden Triangle Storage, Inc. (GTS), a wholly owned subsidiary of AGL Resources Inc. (AGL), proposed building the Golden Triangle Storage Project (GTS Project), a 90-acre storage facility approximately a half-mile to a mile deep hollowed out of the Spindletop salt dome near the original Lucas Gusher.

THE 106 PROCESS

The Federal Energy Regulatory Commission (FERC), the federal agency permitting the GTS Project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires federal agencies to identify

Photos: Above, modern gusher (photo courtesy Beaumont Convention and Visitors Bureau); Left, archaeologists working on the site (photo courtesy James Karbula); Right, the Big Thicket Outlaws re-enact life at Spindletop (photo courtesy Beaumont CVB)

CONTINUED >>>



Photos: Left, the oil field's Boiler Avenue, April 23, 1903; Above, excitement at Spindletop/Gladys City (photos courtesy Beaumont CVB)

historic properties and assess the effects of the projects they carry out, fund, or permit on these properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue.

FERC, GTS, and the State Historic Preservation Office agreed that the GTS Project would have adverse effects on historic structures and archaeological resources and entered into a Memorandum of Agreement (MOA) to mitigate the effects to Spindletop resources. The National Park Service and the Advisory Council on Historic Preservation also consulted on the MOA. The MOA streamlined the project reviews and provided for extensive historic archival research and archaeological investigations including 21 separate field investigations. The Boy Scouts of America and volunteers from the Jefferson County Historical Commission participated in extensive “hands-on” activities in the field. A comprehensive artifact collection is being prepared for museum and interpretive displays. GTS is interested in providing matching funding for refurbishing the Spindletop Park Interpretive Center overlooking the flagpole site of the original Lucas Gusher. Plans are underway for evaluation, preservation, and archival documentation of eight 10-foot-tall wooden oil storage tanks for eligibility to the National Register of Historic Places and as potential contributing elements to the NHL and located in three groups on the 90-acre Central Storage site.

THE SUCCESS

GTS has been an unsurpassed steward of the remaining Spindletop cultural resources, which consist of both standing structures and archaeological resources. Through Section 106 consultation on the GTS Project, GTS made a significant contribution to the documentation and understanding of an important industrial landscape. The research and archaeological surveys increased understanding of evolving petroleum technology and everyday activities of the people living and working on the Lucas Gusher/Spindletop Oil Field NHL. GTS has consistently promoted public involvement in the project, from talks and lectures to safety training of volunteers, and production of publications and brochures. In the face of expanding development, the Section 106 process provided new insights into this changing historic oil field settlement where the modern petroleum industry and many of the major oil companies operating today had their origins.

Consulting Parties:

Federal Energy Regulatory Commission
Texas State Historic Preservation Office
Golden Triangle Storage, Inc.

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106 SUCCESS STORY

Nine Mile Canyon (West Tavaputs Plateau): A Model for Balancing Preservation and Energy Development

Utah



“This agreement is a perfect model of collaboration, and proves that when people come together with a common goal, solutions are possible. Through open communication and the desire of all parties to reach a mutually beneficial agreement, we see how complex issues can find resolution. We expect to build on this success in other areas of interest to better our great state.”

— HON. GARY HERBERT
Governor of Utah
As quoted on KCSG TV



THE STORY

For thousands of years humans have lived along the vast West Tavaputs plateau. Scattered across the landscape are the remains of hundreds of residences and forts—massive walls with no apparent windows. Early inhabitants left large and small granaries that stored foodstuffs scattered across the plateau and the canyon, known as Nine Mile Canyon. An estimated 10,000 prehistoric rock art panels are etched or painted on the walls of the 45-mile-long canyon. Scenes depicted range from a single figure to several hundred. The more than 100,000 recorded individual images on the worn rock are highly significant to Indian tribes. These images include elk and bighorn sheep, humans bearing weapons, and mystical figures.

THE PROJECT

In the early 2000s, energy exploration began, using the unsurfaced roads in this area. Increasing industrial activity and number of diesel-fueled trucks caused particulate matter (a polluting mixture of fine airborne solid particles and aerosols) to speed erosion of the rock panels. In 2005, the Bureau of Land Management (BLM) released a proposal for an 800-well natural gas development that would dramatically increase traffic. The energy development had the potential to transform West Tavaputs plateau into an industrial zone due to heavy truck traffic and markedly increase the harmful effects to historic properties in more than 149,000 acres of land.

THE 106 PROCESS

The BLM, the federal agency permitting this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Under Section 106, agencies consult with Indian tribes, state and local governments, and organizations and individuals that

CONTINUED >>>

Rock art and landscape at Nine Mile Canyon. Photos courtesy Jerry D. Spangler, Colorado Plateau Archaeological Alliance



The Section 106 issues focus on how dust from increased truck traffic would impact petroglyphs and archaeological sites in Nine Mile Canyon, as well as the cumulative effect on the character of the area through increasing industrialization. Photos courtesy Jerry D. Spangler, Colorado Plateau Archaeological Alliance



have a demonstrated interest in the historic property to seek agreement on measures to address the effects.

While BLM hoped to expedite the compliance and permitting process, initially not all affected were consulted, resulting in delays. Native Americans and archaeologists voiced concern for the integrity of the cultural resources, and the National Trust for Historic Preservation (NTHP) listed Nine Mile Canyon as one of "America's 11 Most Endangered Historic Places" in 2004.

In 2008, the Advisory Council on Historic Preservation (ACHP) became directly involved and encouraged BLM to expand the consultation. BLM agreed, and consultation with Indian tribes and other parties moved forward. This larger group met for 10 months to craft solutions to protect historic properties especially the fragile rock art. In the process, public education through interpretive materials and public access to sites was also improved.

On January 5, 2010, consulting parties, including the governor of Utah, signed the resulting Programmatic Agreement, creating a blueprint for safeguarding historic properties while allowing energy development to proceed. The agreement provides for additional archaeological surveys with the goal of nominating 100 sites to the National Register of Historic Places by 2015. Use of corrosive dust suppressant was discontinued and research conducted on the effect of airborne pollutants on rock art. Conservation treatments for rock art panels will be developed along with interpretive panels to inform the public.

THE SUCCESS

The diverse consulting parties—ranging from archaeologists to the energy company—applauded the accomplishment of the Section 106 process in balancing protection of historic properties with energy development. It stands as an example of how industry and preservationists can be partners in forging an outcome that benefits all. This case also confirmed an underlying Section 106 principle that consultation must engage all interested parties at the earliest stages of project planning.

Consulting Parties:

BLM
 ACHP
 Utah State Historic Preservation Officer
 Barrier Canyon Style Project
 Bill Barrett Corporation (project proponent)
 Carbon County (UT) Commissioners
 Colorado Plateau Archaeological Alliance
 Duchesne County (UT) Commissioners
 Governor's Public Lands Policy Coordination Office (UT)
 National Trust for Historic Preservation
 Nine Mile Canyon Coalition
 School and Institutional Trust Lands Administration
 Southern Utah Wilderness Alliance
 Utah Professional Archaeological Council
 Utah Rock Art Research Association
 Utah Statewide Archaeological Society
 Ute Indian Tribe

For more about Section 106 and the ACHP go to www.achp.gov.

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Preserving America's Heritage

106 SUCCESS STORY

Successful Rehabilitation of Storm-Ravaged Historic Complex

Waterbury, Vermont



THE STORY

Located on the banks of the Winooski River with abundant water, timber, and agricultural lands, Waterbury, Vermont, was settled by English colonists in 1763. The Central Vermont Railroad came to town in 1849, expanding transportation for the local mill industry and surrounding agricultural producers. The railroad spurred the relocation of business activity from Waterbury Center to Waterbury Village, and the Waterbury Village Historic District (WVHD) was listed in the National Register of Historic Places in 1978.

In the 1890s, Vermont constructed the State Hospital to relieve overcrowding at a private insane asylum, and at its peak in the 1930s, the patient population was 1,728. The State Hospital was converted into state office space called the Waterbury State Office Complex (WSOC) throughout the 1980s. It comprised 40 contributing buildings in the WVHD with the historic core consisting of 13 buildings ca. 1890s. In 2016, the WSOC historic core was individually listed in the National Register as the Vermont State Hospital Historic District.

THE PROJECT

Record rainfall from Tropical Storm Irene in 2011 caused intense flooding, severely damaging historic Main Street. The President issued a disaster declaration, making the recovery activities eligible for Federal Emergency Management Agency (FEMA) Public Assistance grant funding. A FEMA grant for the recovery and rehabilitation of the WSOC was awarded to the Vermont Building and General Services (BGS) through the Vermont Agency of Transportation (VAOT). VAOT was ultimately awarded \$32 million from FEMA to pass through to BGS, supplementing \$15 million from insurance and \$83 million in non-federal match state funds.

THE 106 PROCESS

FEMA was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an

“Throughout the effort, which involved a vast team of local, state, and federal partners, historic preservation was valued as new construction was mingled with historic buildings, energy efficiency was maximized, and people returned to historic downtown Waterbury. With federal funding from FEMA, the Waterbury State Office Complex rehabilitation was the largest, most expensive, and most complex capital construction project ever undertaken by the State of Vermont. It is arguably the largest historic preservation project ever attempted in Vermont.”

—LAURA TRIESCHMANN
Vermont SHPO

Photos: Above, downtown Waterbury (photo courtesy Discovery Waterbury); Right, historic state hospital building, 1904; Back page, from left, renovated WSOC; during the floods (photos courtesy Vermont SHPO)

CONTINUED >>>



interest in the historic property when adverse effects may occur.

Earlier in 2011, prior to Tropical Storm Irene, FEMA, the Vermont State Historic Preservation Officer (SHPO), Vermont Emergency Management Division, and the Advisory Council on Historic Preservation executed a Statewide Section 106 Programmatic Agreement (Statewide PA) to cover FEMA's grant programs in Vermont for a period of seven years, per standard agency practice. In late 2012, FEMA, SHPO, VAOT, and BGS executed a project-specific Secondary Programmatic Agreement (Secondary PA) tiered off the Statewide PA to address impacts to historic properties at the WSOC specifically related to FEMA grant funding in the wake of Irene.

The Secondary PA required the restoration and reuse of the 13 historic core WSOC buildings and guided new infill construction behind the historic core and across the complex. This included repair, interior and exterior rehabilitation of the historic core buildings, floodproofing, new construction, and selective demolition and landscape modifications. The state office buildings were renovated for modern use, and the last medical building was closed and services relocated. The project also involved the demolition of 20 flood-prone buildings, 13 of which were contributing to the WVHD. Their functions were consolidated into new, flood-resistant buildings.

THE SUCCESS

Through the Section 106 process, FEMA, SHPO, VAOT, and BGS successfully rehabilitated a historic complex that was severely damaged by the storm. Preservation benefits included refurbishing the external façades of the historic core buildings, including original architectural elements that had been removed, restoring the original viewscape of the WVHD. New construction, including a new, resilient office building and a central heating and cooling plant for the entire complex, was located at the rear of the historic core, minimally visible from Main Street. The creative design of the project was sufficient to retain the National Register of Historic Places listing for the WVHD and support a subsequent individual listing of the WSOC historic core. In addition, approximately 95 percent of the materials from the demolished buildings were recycled or diverted from landfills, making this a green project.

Making the complex more resilient to flood events required changing the interior of most buildings, including filling basements and old heating tunnels and elevating the first floors six inches above the 100-year flood level. Areas where buildings had to be demolished have been used as courtyards and open spaces and to establish a scenic entrance into the new portion of the complex.

The completed project has increased public awareness of the historic WSOC and illustrated how disaster recovery activities and flood mitigation best practices can be used to foster local redevelopment sensitive to historic preservation.

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Consulting Parties:

Federal Emergency
Management
Agency

Vermont State
Historic
Preservation
Officer

Vermont Agency of
Transportation

Vermont Building
and General
Services

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Section 106 and
the ACHP go to
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Preserving America's Heritage

106 SUCCESS STORY

Salvage Leads to Unexpected Discovery of Louis C. Tiffany Windows

Arlington County, Virginia



“By 2000, the government had decided to demolish the condemned building and began to move the remains of the deceased to other burial sites, at which time they gave the county an opportunity to rescue anything they felt was worth salvaging. At this time, amidst great shock and excitement, the windows were discovered. Six of them were damaged beyond repair and were taken apart to help restore the other seven. Today, three of the windows are installed here at the Arlington Arts Center and the other four are installed at the Westover Library.”

— ARLINGTON ARTS CENTER
blog post 2014



THE STORY

In 1924, the U.S. Mausoleum Company started construction on Abbey Mausoleum, intending it to be the most well-appointed mausoleum in the Washington, D.C. metropolitan area. Located near Arlington National Cemetery, this privately owned mausoleum was completed by 1927 in the Neoclassical style using reinforced concrete, granite, and marble. The 50,000-square-foot mausoleum included crypts, casket vaults, and couch vaults. Almost immediately, the U.S. Mausoleum Company encountered financial difficulties which led to a succession of new owners. In 1941, the United States Marine Corps (USMC) moved its headquarters to the Navy Annex Building adjacent to the Abbey Mausoleum. The USMC began acquiring property to the west and northwest eventually encompassing the Abbey Mausoleum in establishing Henderson Hall. During World War II, the USMC denied access to the Abbey Mausoleum for security reasons, and eventually new interments were barred. The last owner of the Abbey Mausoleum declared bankruptcy in 1966, and the mausoleum fell into disuse, disrepair, and was routinely vandalized.

THE PROJECT

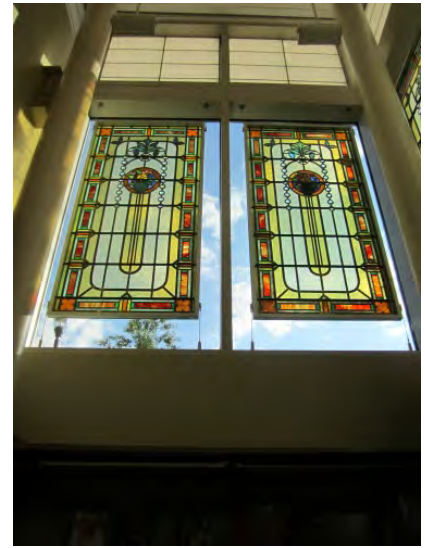
After World War II, the USMC began to petition Congress for the funds necessary to purchase the property of the Abbey Mausoleum. In 1995, it was finally granted the funds. The reasons for purchasing the property did not include using or maintaining the mausoleum, and the USMC started planning for the disinterment of remaining individuals and the demolition of the mausoleum.

THE 106 PROCESS

The USMC, the federal agency carrying out this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the outcome of the property when adverse effects are likely to ensue.

Photos: Above, skylight restored and installed in the lobby of the Fairlington Community Center, Right, stained glass reinstalled (photos courtesy Arlington County government)

CONTINUED >>>



Photos: Above, looking north at the front of Abbey Mausoleum at the corner of Hobson Drive and Military Road in Arlington County, Virginia; Right, stained glass reinstalled and working to restore the windows (photos courtesy Arlington County government)

Initiating the Section 106 process, the USMC found the mausoleum to be eligible for listing in the National Register of Historic Places. Alternatives to demolition were limited since the USMC had no use for a mausoleum. Arlington National Cemetery would not accept responsibility for it, and reuse options were constrained due to the facility's design as a mausoleum. In consultation with the Virginia State Historic Preservation Officer and the Advisory Council on Historic Preservation, it was agreed that the USMC would demolish the mausoleum. To offset the loss, the USMC would document the mausoleum using Historic American Building Survey/Historic American Engineering Record/Historic American Landscape Survey standards, and architectural fragments and stained glass windows would be salvaged and made available to interested parties. The final Memorandum of Agreement (MOA) was executed in 1997.

THE SUCCESS

The salvage of architectural materials during demolition too often results in artifacts forgotten and deteriorating in a storage facility. In the case of the demolition of Abbey Mausoleum, the USMC began to identify those parts of the facility that would be salvaged in accordance with the MOA and even identified a partner, Arlington County, Virginia. While not originally a part of the consultation, the county worked with the USMC starting in 2000 to identify 13 stained glass windows and exterior architectural features to be salvaged. In 2001, the USMC had completed the salvage of these items and provided them to the county at no cost. The county subsequently undertook the restoration of the stained glass windows at its own expense in 2004 and discovered a signature pane on one of the windows that read "Louis C. Tiffany, NY." Based upon consultations with experts and examples of Tiffany's signature from the same time period, the county determined that the windows were, in fact, all produced by the famed studios of Louis Comfort Tiffany. Since 2004, the restored windows have been installed at the Arlington Art Center and the Westover Public Library for the public to enjoy. In the end, the loss of the little-appreciated and publicly inaccessible Abbey Mausoleum yielded an unknown treasure that now is being shared with the community at large.



Consulting Parties:
United States Marine Corps
ACHP
Virginia State Historic Preservation Officer

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106 SUCCESS STORY

Collaboration Leads to Creative Off-Site Mitigation Solution

Fort A.P. Hill, Caroline County, Virginia



“The innovative approach to archaeological preservation created at Fort A.P. Hill is an example of how bringing all interested parties together through Section 106 of the National Historic Preservation Act yields the best possible results.”

— JOHN L. NAU, III
Former Chairman, Advisory Council on
Historic Preservation (2001-2010)



THE STORY

In an effort to lessen tension between Native Americans and increasing numbers of planters in the mid-1600s, the Virginia government set aside tracts of land on the Rappahannock River for Native Americans. According to the Digital Archaeological Record, a large village believed to be inhabited by Nanzatico and Portobago Indians (called the Camden site) was part of a complex of Native American settlements that were occupied into the 18th century. Archaeologists believe that the leader of the Machotick Indians may have lived at the Camden site, based on excavations in the 1960s. The Camden Farm, including the historic Native American settlement, prehistoric archaeological sites, an English colonial settlement, and a major plantation complex with an Italianate manor house, was listed in the National Register of Historic Places in 1969 and designated a National Historic Landmark (NHL) in 1971. In 1941, “A.P. Hill Military Reservation” was established adjacent to Camden Farm and included farmsteads and small communities, cemeteries, and Civil War camp sites, in addition to sites significant to Indian tribes.

THE PROJECT

When Fort Lee was to be realigned under the Base Realignment and Closure Act of 1990, the installation lacked sufficient field training space. Heavy weapons and explosives training was proposed to move to Fort A.P. Hill. The move and subsequent redevelopment would adversely affect historic properties on post. Recent incompatible development in surrounding areas had become a challenge for military installations nationwide, impeding training and other military operations. Fort A. P. Hill had instituted the Army Compatible Use Buffer program to address incompatible land uses on adjacent private properties but had not yet been able to secure sufficient funding for tracts containing key archaeological sites within the NHL.

THE 106 PROCESS

The Army, the federal agency carrying out this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106

Photos: Above, top, first Army Convoy at Bowling Green 1941; bottom, Army at Bettys Inn 1941 (photos courtesy U.S. Army); Left, resistivity survey performed during the archaeological fieldwork of September 2009 (photo courtesy Deanna Beacham); Middle, 17th century European metal objects from Middletown archaeological complex (photo courtesy Virginia Department of Historic Preservation); Right, 2009 celebratory ceremony at Camden showing U.S. Army Environmental Command Commander Col. Maria Gervais with Rappahannock tribal council member Wanda Fortune and Chief Anne Richardson (photo courtesy Virginia R. Busby).



Photos: Left, Rappahannock River landing; Above, an extant slave dwelling on Camden Farm shows the evolving cultural landscape of the farm from American Indian occupation, to colonial and antebellum occupations, to a modern working farm. (photos courtesy the Conservation Fund)

requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue. Through consultation, the Army elected to conduct limited on-site mitigation to resolve the adverse effects to historic properties on post, including recording oral histories, documenting certain Civil War-era historic properties, and conducting limited archaeological excavation. The consulting parties agreed to directing greater resources to acquire a conservation easement for approximately 500 acres on the Camden Farm NHL through the Army Compatible Use Buffer program and the Army Innovative Mitigation Strategy program. The latter program was designed to set aside funds to purchase off-site easements and development rights on parcels containing significant historic properties, as well as producing public outreach materials. The easement on Camden Farm limited expansion of a sand and gravel pit and provided a 55 acre “no development area” to protect the cultural resources. The Programmatic Agreement was concluded in 2008, setting forth the mitigation measures and the commitment to seek the multi-faceted easement that provided for compatible land uses and that specifically protected the archaeological resources.

THE SUCCESS

A broad group of consulting parties worked together, considered the installation’s broader needs, established good communication with the community, and developed an innovative mitigation strategy. Through Section 106 consultation, the Army decided to do less work on sites within the post’s boundaries and focus resources on preserving significant sites that the parties agreed should be saved outside the fort. Further, the easement created a buffer of open space around Fort A.P. Hill, preserved sensitive resources, and prevented incompatible development, thus enabling critical Army training. Thanks to the Section 106 process and the public-private collaboration it spurred, this easement was the first example of the Department of the Army and a State Historic Preservation Office working together to mitigate cultural impacts on a military installation through off-post resource conservation. This approach serves as a model for agencies seeking ways to afford real protections to historic properties, including those properties that may be outside of their current reach. In 2011, the project was given the National Trust/ACHP Award for Federal Partnerships in Historic Preservation.

Consulting Parties:

U.S. Army
 ACHP
 Virginia State Historic Preservation Office
 Archeological Society of Virginia
 Caroline County Historical Society
 Civil War Preservation Trust
 Council of Virginia Archaeologists
 National Park Service
 Fredericksburg & Spotsylvania National Military Park
 Rappahannock Tribe of Virginia
 United Keetoowah Band of Cherokee Indians in Oklahoma
 Virginia Council on Indians

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106 SUCCESS STORY

Repair or Replace: the Army's Analysis Dispels Age-Old Myths

Fort Belvoir, Fairfax County, Virginia



“It was a very complex decision process, and it’s a process that not every installation has gone through, but is going to probably have to go through. Fort Belvoir and our partners recognized that since we’re leading the way, we better make sure we do it right the first time.”

—CHRISTOPHER DANIEL
Former Cultural Resources Manager,
United States Army Garrison, Fort
Belvoir

THE STORY

Fort Belvoir, established in 1912, served as the home of the U.S. Army Engineer School from 1922 to 1988. As part of the Army’s nationwide rebuilding program in the 1920s, the original temporary wood-frame buildings in the residential and administrative cantonment were replaced with permanent masonry structures. The new buildings were designed in the Colonial Revival style. Fort Belvoir utilized a landscape plan that embraced the City Beautiful Movement, highlighting aesthetic beauty and separating functional areas. In 1988, the Engineer School relocated, and the installation became the home for numerous Department of Defense agencies. The Fort Belvoir Historic District, which includes the core buildings of the Engineer School, was determined eligible to the National Register of Historic Places in 1996 and features more than 200 contributing buildings.

THE PROJECT

In 2003, Fort Belvoir entered into a partnership to privatize all family housing through the Residential Communities Initiative (RCI). This resulted in the transfer of military family housing management to Fort Belvoir Residential Communities (FBRC), a public-private corporation. This included 137 historic homes available for military families within the Washington, D.C. region. A particular concern was the condition of the original windows in the residences, which had only received routine maintenance and emergency repairs since construction. Issues included life safety, natural ventilation, energy performance, and aesthetics.

THE 106 PROCESS

The Army, the federal agency carrying out this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue.

Photos: Historic windows and replacement windows at Gerber Village, Fort Belvoir (photos courtesy U.S. Army)

CONTINUED >>>



Photos: Above, replacement window installation underway; Right, a worker repairs, abates historic frames on a house in Fort Belvoir Historic District. (photos courtesy U.S.Army)



Under an existing Section 106 Programmatic Agreement regarding the RCI, FBRC was required to maintain the historic homes in accordance with the Secretary of the Interior's Standards for Rehabilitation. The challenge was how to achieve window upgrade goals and meet the Standards. Fort Belvoir and FBRC developed a pilot study to provide a cost/benefit analysis of two options: replacing the existing wood windows with new energy-efficient sashes in the same style as the originals, or fully rehabilitating the original windows and then re-installing them.

Before the study started, Fort Belvoir and FBRC worked with consulting parties to review specifications and scope of work, including a scoring methodology to evaluate rehabilitation and replacement. When the pilot study was completed in 2013, the scoring demonstrated that rehabilitation and replacement had similar costs, and both performed well in energy, aesthetics, and health and safety. Taking this into account, Fort Belvoir and FBRC proposed a combination of window repair and replacement. A Memorandum of Agreement was executed that outlined repair in 31 units and replacement in 106 units in accordance with a prescribed set of standards.

THE SUCCESS

Often federal agencies opt to replace rather than repair windows in historic buildings without a thorough analysis of options, as the prevailing belief is that new windows will save time and money and be more energy efficient. Lacking sufficient data to support the replacement option and responding to consulting parties' concerns, FBRC committed to complete a pilot study to determine the better option including historic integrity as a factor. The outcome surprised many, as it revealed replacement does not necessarily have an advantage from a cost or environmental perspective. Having accurate data, FBRC proposed a creative solution, which was acceptable to consulting parties. Over the next 10 years, FBRC will repair and replace windows in the historic housing. The resulting mix of refurbished historic windows and new replacements will improve the quality of life for residents on Fort Belvoir while maintaining the historic character of the Fort Belvoir Historic District to the highest degree.

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Consulting Parties:

United States Army Garrison, Fort Belvoir
ACHP
Virginia State Historic Preservation Officer
Fort Belvoir Residential Communities, Inc.
Fairfax County, Virginia

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

Columbia River Village of Cathlapotle Teaches the Present About the Past

Ridgefield, Washington



“I observed on the Chanel which passes on the Star’d Side of this Island a short distance above its lower point is Situated a large village, the front of which occupies nearly ¼ mile fronting the Chanel, and closely connected, I counted 14 houses (Quathlapotle nation) ...”

—WILLIAM CLARK
November 5, 1805



THE STORY

For millennia, people lived along what is today known as the Columbia River. Indigenous villages flourished and became successful trade centers along this natural travel corridor. Venturing upriver from the Pacific Ocean, Europeans first traveled the river in 1792. In 1805, the Lewis and Clark Expedition arrived from the East and reported village after village along the Columbia. When the expedition passed perhaps the largest Chinook village they encountered, now known as Cathlapotle, seven well-engineered and artistically embellished canoes bearing people from the village accompanied the expedition for several miles downstream. During the return upstream trip in March 1806, the expedition visited Cathlapotle. There they bought provisions, tried to purchase one of the canoes that had so impressed them, and examined the 14 large cedar plankhouses (the largest 200 by 45 feet) that housed the estimated 900 inhabitants. Tragically, thereafter the communities along the Columbia River corridor were ravaged by illnesses brought by contact with foreign cultures. Approximately 40 years after Lewis and Clark departed, Cathlapotle was abandoned. The buildings slowly vanished, and the site became covered with vegetation. New immigrants to the region settled on the land.

THE PROJECT

In the 1960s, the U.S. government purchased the farm containing Cathlapotle as part of the Ridgefield National Wildlife Refuge. U.S. Fish and Wildlife Service (USFWS) officials were aware of the importance of Cathlapotle but uncertain of its precise location. Finding and investigating the site was in keeping with the requirements of Section 110 of the National Historic Preservation Act (NHPA), which requires all federal agencies to establish historic preservation programs and identify, evaluate, and protect historic properties. Working with experts from Portland State University, members of the Chinook Tribe, and the former landowner, USFWS identified six locations formerly occupied by cedar plankhouses. The Cathlapotle Archaeological Program was created to investigate the sites. The potential for adverse effects to historic properties arose when it became necessary to disturb the site during archaeological investigations in order to learn more about Cathlapotle.

Photos: Above, Dr. Ken Ames gives a talk for plankhouse visitors; Right, the Cathlapotle Plankhouse; erecting the plankhouse walls (photos courtesy U.S. Fish and Wildlife Service)

CONTINUED >>>



Photos: Above, Artist-in-Residence Greg Archuleta, Grand Ronde, prepares demonstration materials for students visiting the plankhouse. Right, the stain of long-decayed plank walls stands out on the floor of an excavation unit. (photos courtesy U.S. Fish and Wildlife Service)

THE 106 PROCESS

The USFWS, the federal agency carrying out this project, was responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue. Several Indian tribes were invited to participate, including the Chinook Tribe that remains involved at Ridgefield. A Memorandum of Agreement (MOA) was executed to safeguard the historic integrity of the site and govern how the work would proceed with provisions for appropriately handling any human remains discovered on the five acres involved, along with handling, curation, and preservation of artifacts.

Consulting Parties:

U.S. Fish and Wildlife Service
 ACHP
 Washington State Historic Preservation Officer

THE SUCCESS

Finding Cathlapotle's location was an important historic discovery. The ensuing projects brought together disparate entities to cooperate on Cathlapotle, including the Washington State Historic Preservation Officer, Indian tribes, Portland State University, USFWS, local landowners, nearby national forests and parks, funding organizations, the City of Vancouver- and Clark County-sponsored Lewis and Clark Bicentennial Committee, and more than 100 local volunteers who contributed thousands of hours of labor. Archaeological investigation and research revealed centuries of human occupation at the site, one of the few undisturbed and identifiable Chinook village sites remaining along the river. In time for the 200-year commemoration of the Lewis and Clark Expedition and to make the area's and tribe's history more accessible to contemporary visitors, a representation of a Chinook plankhouse was constructed using information learned at the site. The Friends of the Ridgefield National Wildlife Refuge in 2007 added a Friends of the Plankhouse group that provides fiscal and administrative support for educational events and opportunities to partner with tribes, local historical societies, and State and Tribal Historic Preservation Officers. Ongoing educational outreach involves students and adults annually through site visits and the *Discover Cathlapotle!* environmental and heritage education kit developed for grades three through six. In spring 2014, the USFWS received a \$50,000 grant from the Department of the Interior to support work on the archaeological collections. USFWS has invested \$39,000, which resulted in the inventory and rehousing of more than 50 percent of the collection. The new funding will support completion of the inventory and rehousing, refinement of existing data and importation into the Interior Collections Management System for cataloging, and physical analysis of possible human remains.

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Preserving America's Heritage

106 SUCCESS STORY

Landmark Train Station Ready for a Second Century of Service

Seattle, Washington



“And today—as rail once again emerges as the mode of opportunity—\$30.1 million in federal funding has fully prepared King Street Station for its second century of service. The station’s historic features have been refurbished. Its walls and clock tower have been fortified, prolonging its lifespan. The overall customer experience has been dramatically improved. And perhaps most critically, King Street Station has been transformed into a modern, multi-modal transportation hub... that will anchor economic development.”

—KEVIN THOMPSON

Former Associate Administrator for Communications & Legislative Affairs, Federal Railroad Administration, Remarks at King Street Station Grand Reopening Press Event, April 2013



THE STORY

In 1887 James J. Hill, the “Empire Builder,” began to push his new transcontinental line, the Great Northern Railway, westward across Montana and Idaho to reach Puget Sound and the Pacific trade and beyond. After a bidding war among Puget Sound cities, Seattle won the honor of serving as the Great Northern’s terminus. The company joined with the Northern Pacific Railway to dig a mile-long railroad tunnel beneath downtown Seattle with its southern portal opening onto the Great Northern and Northern Pacific’s new “Union Depot”—now King Street Station. The station was designed by Reed and Stem with a 242-foot-tall clock tower modeled after the Campanile di San Marco in Venice. It opened to great acclaim in 1906, but as train travel dwindled in the late 20th century, the station fell into disrepair. Located in the Pioneer Square-Skid Road Historic District, the station was individually listed in the National Register in 1973.

THE PROJECT

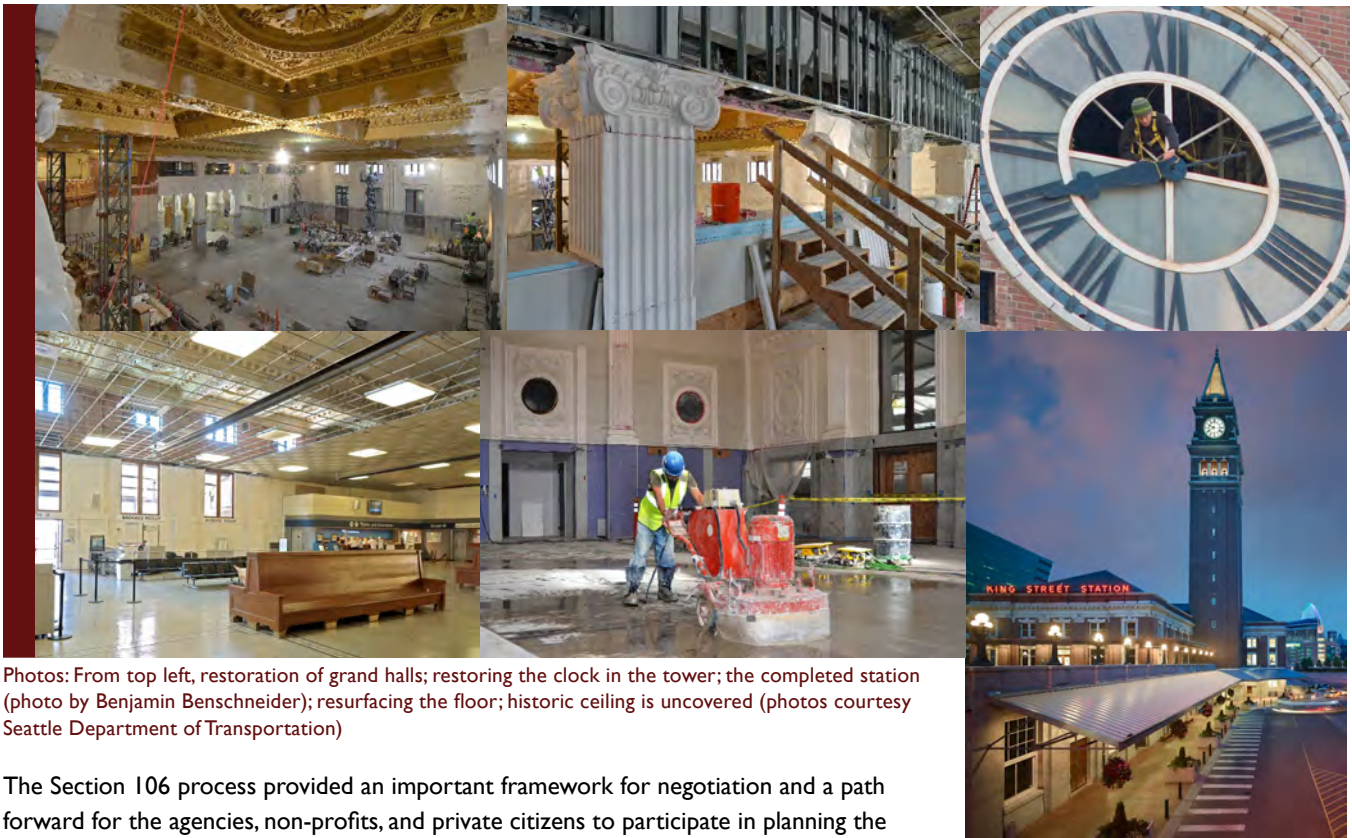
In 2006, the Seattle City Council formalized an agreement to acquire the station from the Burlington Northern Santa Fe Railway and re-purpose it as a multi-modal transportation hub, and two years later purchased the building for \$10. The city devised a four phase rehabilitation plan that cost approximately \$56 million with most of the funding from federal transportation grants obtained by the Washington State Department of Transportation. The city provided voter-approved funds to match federal and state monies, and the Washington State Historical Society, South Downtown Foundation, National Trust for Historic Preservation, and Amtrak also contributed funds.

THE 106 PROCESS

The Federal Transit Administration (FTA) was the lead agency responsible for carrying out Section 106 of the National Historic Preservation Act, which requires federal agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur.

Photos: Above, King Street Station today; Right, historic photos of parcel room and passengers in waiting area (photos courtesy Seattle Department of Transportation) For many more illustrative photos of this project, see https://www.flickr.com/photos/sdot_photos/collections/72157622013356192/

CONTINUED >>>



Photos: From top left, restoration of grand halls; restoring the clock in the tower; the completed station (photo by Benjamin Benschneider); resurfacing the floor; historic ceiling is uncovered (photos courtesy Seattle Department of Transportation)

The Section 106 process provided an important framework for negotiation and a path forward for the agencies, non-profits, and private citizens to participate in planning the redevelopment of King Street Station. FTA worked with multiple stakeholders including other federal agencies, the city, the Washington State Historic Preservation Officer (SHPO), and multiple local groups on a Memorandum of Agreement (MOA) to guide the rehabilitation. The MOA was signed in 2006 and provided for oversight by the SHPO and the creation of a historic structures report that was later utilized in the restoration. The ornate features of the building, particularly the interior plaster and stone work and the need for a full seismic upgrade required detailed technical consideration in the Section 106 consultation. The multi-disciplinary approach fostered by the Section 106 process resulted in a LEED platinum rating for the project. Notable was the installation of a geothermal well field which returned the building's mechanical system to its original hot water radiators and operable windows linked by a smart computer-based control system. The project was completed in 2013.

THE SUCCESS

The rehabilitation of this landmark train station is a study in using the Section 106 process to bring multiple parties together on a major project that meets modern environmental standards and seismic code requirements for a public building. The design team worked with the Seattle Department of Transportation, FTA, Amtrak, the SHPO, and the community, using funding from 15 different sources to restore King Street Station to its former prominence, re-establishing it as an important transportation facility. King Street Station has become an anchor for the Pioneer Square-Skid Road and International Historic Districts and serves as the key ground transportation hub for Seattle. Contributing to the bustling commercial and entertainment activity in the area, today this restored civic landmark is once more the gateway to the city and arguably the largest intermodal hub in the Northwest.

- Consulting Parties:**
- Federal Transit Administration
 - ACHP
 - Washington State Historic Preservation Officer
 - Washington State Department of Transportation
 - Central Puget Sound Regional Transit Authority
 - City of Seattle
 - Burlington Northern Santa Fe Railroad

For more about Section 106 and the ACHP go to www.achp.gov

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Preserving America's Heritage

106 SUCCESS STORY

Long-Term Project Aligns Highway Construction with Historic Preservation Randolph, Tucker, Grant, Hardy Counties, West Virginia



“Corridor H was the most scrutinized federally funded project in West Virginia in the last quarter of the 20th century. The Section 106 review process balanced the importance of the new highway with preserving the character of the landscape and its historic resources. Through the review process, the public had a voice in the design of the highway. The focus on transportation improvements across the state ensured that promises made by President Kennedy in 1960 were kept.”

—SUSAN M. PIERCE
Deputy State Historic
Preservation Officer

Photos: Above, Corridor H completed highway sections (photos courtesy WV Department of Arts, Culture & History; Right, map of the region, (*New York Times*, provided by WV Department of Arts, Culture & History)



THE STORY

Evidence of human occupation in West Virginia dates to 1100 BCE. Coal was discovered in the mid-1700s, and the fertile agricultural valleys and mountain ridges played significant roles in the Civil War. After gaining statehood in 1863, coal mining transformed West Virginia from a frontier state into an industrial one. Today, the area retains a rich tapestry of historic resources spanning thousands of years.

THE PROJECT

In 1960, President John F. Kennedy launched an initiative to provide economic development to Appalachia, which had suffered economic hardship for many years. The Appalachian Development Highway System was created to develop a road network linking the mountainous region with the rest of the country. West Virginia benefited from the creation of several of the highway corridors, facilitating tourism, development, and travel across the Mountaineer State. The 130-mile-long Corridor H project across West Virginia was completed in stages beginning with the section from I-79 at Weston to Elkins in the 1980s. Due to funding issues and environmental concerns on the proposed routes, the project was put on hold for about six years. Efforts to finish Corridor H began in earnest in 1990 with additional federal appropriations. The Federal Highway Administration (FHWA) and the West Virginia Department of Transportation-Division of Highways (WV DOH) studied several possible corridors and determined a preferred alternative in 1996. The remaining route would run northeast from Elkins to Parsons and east from Parsons to Davis continuing toward Moorefield and ending at the Virginia state line.

THE 106 PROCESS

The project was funded by FHWA requiring compliance with Section 106 of the National Historic Preservation Act. Section 106 requires federal agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are required to consult with parties that have an interest in the historic property when adverse effects may occur.

The public played a significant role throughout the highway project. While considered

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Photos: Clockwise from left, Willow Wall, a NR-listed resource that was within the APE; public archaeology investigations at Reed Farmstead; artifacts discovered at Reed Farmstead (photos courtesy WV Department of Arts, Culture & History)

by some to be potentially damaging to the environment, others argued the importance of easier access to emergency services and better roads for economic development. In 1992, a group of citizens organizations came together to participate in the Section 106 consultation.

In 1995, efforts to complete the Section 106 process for Corridor H began, and a Programmatic Agreement was signed to facilitate completion of the environmental process. The continued investigations identified realignments that would protect the valley bottom along the Potomac River and avoid cultural resources. Approximately 804 individual resources, including Reed Farmstead, and 13 possible historic districts were surveyed and evaluated for National Register eligibility.

With full public participation, the consulting parties reached an agreement that included required environmental studies to study alignment shifts to avoid the Civil War battle sites Corricks Ford Battlefield/Shavers Fork Valley near Parsons, and avoidance of the historic Blackwater Canyon near Thomas.

In 1999, FHWA and the West Virginia Department of Transportation (WV DOT) agreed to postpone planning as a result of a lawsuit related to violations of the National Environmental Policy Act and Section 4(f) of the Department of Transportation Act. As a result, construction of the 5.5-mile highway section near Wardensville was postponed until 2020. Funding was included for recreational trails in Randolph, Tucker, and Grant counties and streetscape and capital improvements in Wardensville. As of 2019, major portions of the highway are complete from Wardensville to Davis. Only the Parsons to Davis and Wardensville to the Virginia line segments remain to complete the project.

THE SUCCESS

The completed highway provides West Virginia's rural communities with access to more urban areas and opportunities for development. Corridor H has opened West Virginia's natural and cultural beauty to the region and benefited its citizens. When the 200-year-old Reed Farmstead was found, the WV DOT wanted to share the process with the public. They provided a public archaeology dig and produced an educational video illustrating the identification and preservation procedures.

In addition to the efforts undertaken to protect historic sites in Corridor H, lessons learned during the Section 106 review process are applicable to other ongoing highway projects. The thoroughness of the research and study of the cultural resources is now standard for projects such as the four lane improvements to state Route 9 and U.S. Route 340 in the eastern panhandle. Through the Section 106 consultation, WV DOH learned the importance of involving the public early in the planning process.

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Consulting Parties:

Federal Highway Administration

ACHP

West Virginia State Historic Preservation Officer

U.S. Department of Agriculture, Forest Service

West Virginia Department of Transportation

Virginia State Historic Preservation Officer

Capon Springs and Farms

Corridor H Alternatives

Association for the Preservation of Civil War Sites

Hampshire County Planning Commission, WV

For more about Section 106 and the ACHP go to www.achp.gov



Preserving America's Heritage

106 SUCCESS STORY

Veterans Landmark Preserved Through Consultation, Partnerships

Milwaukee, Wisconsin

“The key to success was committing to the reuse of these buildings for veterans’ care. Preservationists, developers, advocates, and veterans organizations worked together with the shared goal of preserving one of America’s most hallowed facilities. This complex and difficult public and private partnership drew support from a wide range of organizations who all committed to the goal of returning these buildings to the service of those who sacrificed for our country. The heritage of this site is preserved, and its original purpose will be continued as this again becomes The Soldiers Home.”

—JIM DRAEGER

State Historic Preservation Officer-
Wisconsin Historical Society



THE STORY

Established in 1867, the Northwestern Branch was the second facility founded under the National Home for Disabled Volunteer Soldiers created by Congress and President Abraham Lincoln to care for volunteer Union soldiers disabled during the Civil War. The “Homes” provided residential and medical care for veterans in a holistic environment with educational, employment, and recreational opportunities. Designed by Edward Townsend Mix to contain medical and living spaces, including dining and recreational halls and chapel, the iconic Building 2 featured multicolor Gothic Revival elements and a five-story tower. The branch quickly grew, and architect Henry C. Koch began another building campaign that included a new hospital building and a large chapel.

The facility continued expansion including a new hospital annex in the 1920s, development in the 1930s, and the current main hospital in 1966. The facility eventually transitioned to the Veterans Administration, the precursor to the Department of Veterans Affairs (VA), and was renamed the Clement J. Zablocki VA Medical Center (VAMC). The historic core of the campus was listed in the National Register of Historic Places in 2005 and designated a National Historic Landmark (NHL) in 2011.

THE PROJECT

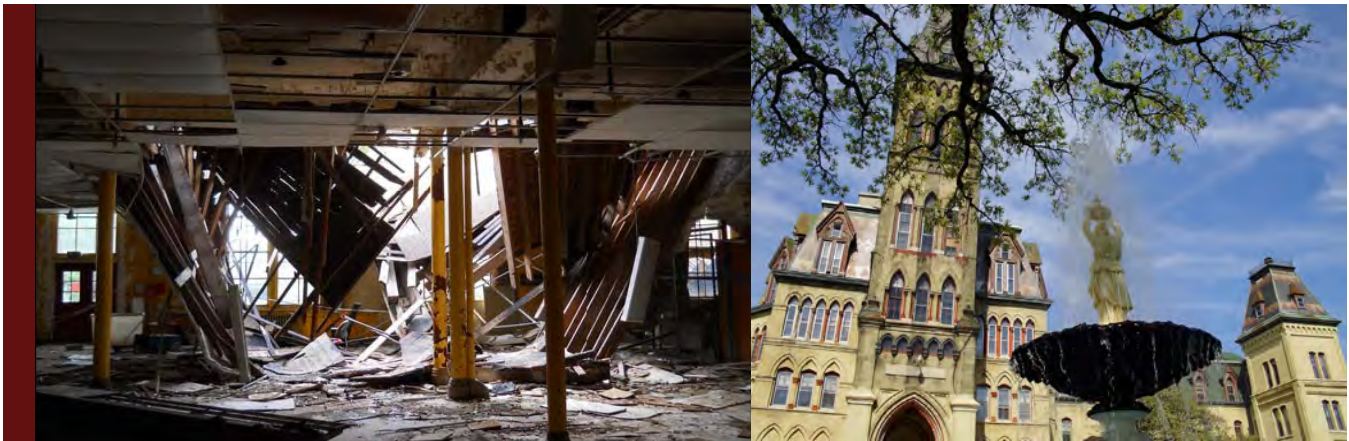
To provide assisted living care for veterans, in 2010 the VAMC proposed a new Community Living Center (CLC) that required demolishing contributing buildings and altering the historic landscape. The proposed CLC quickly became part of a larger initiative focused on both CLC construction and long-term maintenance and preservation of the campus.

THE 106 PROCESS

VA, the federal agency carrying out these projects, was responsible for conducting the Section 106 review process under the National Historic Preservation Act (NHPA), which requires agencies to identify historic properties and assess the effects of the projects they carry out, fund, or permit on those properties. Federal agencies also are

Photos: Above, detail of the Old Main Building on the grounds of the Milwaukee Soldiers Home (photo courtesy National Trust for Historic Preservation/Matthew Gilson); Right, Soldiers Home; Building 41 Ward Theatre (photo courtesy HABS); Back, from left, collapsed roof on first floor; Old Main with fountain (photo by Lee Matz)

CONTINUED >>>



required to consult with parties that have an interest in the historic properties when adverse effects may occur.

Previous consultation at the Zablocki VAMC had been challenging, and in 2009 the Advisory Council on Historic Preservation (ACHP) undertook a review of the center’s NHPA compliance. As VA began consultation on the CLC, local, state, and national agencies and organizations identified two of the most prominent structures—Building 2 “Old Main” and Building 41 Ward Theatre—as endangered, evidenced by the collapse of a portion of Old Main’s roof during the winter of 2010. To address Buildings 2 and 41 and the effects of the CLC project, the VAMC renewed consultation with the ACHP, the Wisconsin State Historic Preservation Officer, and concerned national and local organizations, including the National Park Service, National Trust for Historic Preservation, and Milwaukee Preservation Alliance. The consultation made it apparent a more comprehensive solution was needed.

The VAMC and consulting parties executed a Programmatic Agreement (PA) providing a process for the VAMC to meet preservation requirements while outlining a framework for a separate agreement addressing the CLC. Under the PA, the VAMC undertook stabilization of dilapidated buildings and met quarterly with consulting parties to develop a larger campus-wide agreement for the maintenance and operation and to seek adaptive reuse options for prominent buildings, including “Old Main.”

THE SUCCESS

In 2012, the VAMC executed an agreement for the CLC that provided for design review to minimize the new construction’s impact on the historic landscape and documentation and interpretation of historic properties. Contemporaneously, Buildings 2 and 41 were stabilized. Consultation continued over campus projects further strengthening relationships between parties and renewing trust.

In 2016, the VAMC nominated several historic buildings to VA’s Enhanced Use Lease (EUL) program to seek developers to rehabilitate historic buildings for housing for homeless (or at risk) veterans and their families. Several buildings were selected for redevelopment including “Old Main,” which will benefit from more than \$12 million in federal and state historic tax incentives. That same year, the VAMC executed a campus-wide PA, establishing protocols for expedited reviews, a training program, and a reuse protocol for other vacant properties. This consultation highlights the important role Section 106 can play in identifying opportunities for reuse and turning potential preservation losses into successes. Initiated under challenging circumstances, the agreements represent a monumental success by VA and a new commitment at the VAMC to the preservation of the NHL while still fulfilling the agency mission.

Consulting Parties:

Department of Veterans Affairs
 ACHP
 Wisconsin State Historic Preservation Officer
 National Trust for Historic Preservation
 Allied Veterans Council of Milwaukee County
 Milwaukee Historic Preservation Commission
 Milwaukee Preservation Alliance
 Milwaukee County Historical Society
 Milwaukee Soldiers Home Foundation
 Milwaukee Veterans Service Organizations
 Westside Soldiers Aid Society

For more about Section 106 and the ACHP go to www.achp.gov



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106 SUCCESS STORY

Strong Public-Private Coalition Leads to Establishment of Park

Sublette County, Wyoming



“The New Fork River was an oasis after the desert to emigrants 150 years ago, half way along their six-month journey to Oregon or California. During the peak summer months, hundreds of people each day camped here before or after braving the dangerous crossing. After the emigrant era, the crossing was never cultivated, so it remains today much like what the emigrants experienced. The gas development through the Pinedale Anticline could last a generation or two, but the New Fork Crossing Historical Park will now last forever. This is a tremendous legacy Shell, Ultra, PacifiCorp, and the BLM have made possible.”

—CLINT GILCHRIST
Sublette County Historical Society



THE STORY

In the 19th century, an estimated 400,000 emigrants made the 2,000-mile trek from the eastern U.S. to the Pacific Northwest along the Oregon Trail. Built as an alternative to the Oregon Trail, the Lander Trail (also called Lander Road) was the first federally funded road built west of the Mississippi. Engineered and constructed in 1858 by Frederick Lander, it started near South Pass, Wyoming, and ended at Fort Hall, Idaho. The trail saved emigrants up to seven days of travel avoiding both larger desert sections and expensive ferry crossings of the Green River. It is part of the California National Historic Trail which commemorates the greatest mass migration in American history.

THE PROJECT

The first oil well was drilled in Sublette County in 1911, but energy development boomed in the 1990s with the growth in natural gas markets and new technologies. In 2008, Bureau of Land Management (BLM) archaeologists realized two proposed projects on BLM-managed land—a permit to drill additional gas wells and a power line right-of-way—would alter the historic setting of the Lander Trail.

THE 106 PROCESS

BLM determined further gas and oil development would affect part of the 256-mile wagon road, and the transmission line would run parallel to the trail for 16 miles, crossing it twice. BLM was the federal agency permitting these projects and responsible for conducting the Section 106 process under the National Historic Preservation Act. Section 106 requires that federal agencies assess the effects of the projects they carry out, fund, or permit on historic properties. Federal agencies also are required to consult with parties that have an interest in the fate of the property when adverse effects are likely to ensue. BLM initiated Section 106 consultations in 2008 to amend the existing Programmatic Agreement (PA) for the gas and oil development in the Pinedale Anticline in Sublette County. After discussions about acquiring a river crossing were underway in the gas and oil project, BLM initiated the Section 106 process for the proposed transmission line.

Photos: Above, volunteers build a footbridge. Left, a rainbow arches over the archeology crew. Right, volunteers screen dirt looking for emigrant artifacts. (photos courtesy Sublette County Historical Society)

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Photos: Left, emigrant era island at New Fork Park; Right, wagon at New Fork Park (photos courtesy Sublette County Historical Society)

BLM led efforts to offset effects to the trail by permanently protecting another segment of the trail through the acquisition of a historic river crossing in private ownership adjacent to a BLM-managed campsite, thus creating rare public river access. Numerous consulting parties were invited to participate in the two projects, including tribes and the three project proponents: PacifiCorp, dba Rocky Mountain Power; SWEPI, LP (Shell); and Ultra Resources, Inc. Some consulting parties raised early concerns about the challenges of acquisition and implementation that might result from connecting mitigation for the two projects. The consultations were further complicated by the discovery of the Wagner Variant during consultation, a forgotten branch of the historic trail, in an area proposed for additional wells. The Section 106 agreements included a backup plan to ensure that if the acquisition from a willing private seller did not occur for any reason, the documents would spell out next steps without reopening Section 106. Ultimately, the three companies funded purchase of the 82-acre parcel. It is now owned and operated by the Sublette County Historical Society, which intends to create a permanent conservation easement.

THE SUCCESS

The result of creative mitigation, the establishment of the New Fork River Crossing Historical Park is a testimony to BLM leadership, coalition building, and partnerships. It signifies a strong commitment by industry, not only in protecting the land but finding the expertise and labor to develop the park. The setting of the park is very similar to what emigrants experienced 150 years ago and extends along more than a half mile of river, providing visitors with an unrivaled experience at the site.

Including the initial Section 106 participants, more than 20 federal, state, and local government agencies; non-profits; and corporations played a role in the acquisition and development of the park. Contributions included the Wyoming Conservation Corps building new fences and bridges; Utah State University leading archaeological excavations; Sublette County Road and Bridge Department constructing a parking area and accessible overlook; Wyoming Archaeological Society assisting with excavations; Wyoming Game and Fish Department helping with access; and many more. A private donation in 2012 made the purchase of adjacent land possible, protecting more of the trail and river crossing, improving traffic circulation, and increasing the park to 104 acres. Creative mitigation for two energy projects led to this success for Wyoming's history that will make a significant contribution to local economic development through heritage tourism.

ADVISORY COUNCIL ON HISTORIC PRESERVATION

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Consulting Parties:

Bureau of Land Management
ACHP

Wyoming State Historic
Preservation Officer

PacifiCorp, dba Rocky Mountain
Power

SWEPI, LP (Shell)

Ultra Resources, Inc.

Sublette County Historical
Society

Central Wyoming College

Green River Valley Museum

Oregon-California Trails
Association

National Park Service National
Trails Intermountain Region

Alliance for Historic Wyoming
Lander Trail Foundation

For more about Section
106 and the ACHP go
to www.achp.gov



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