



*Preserving America's Heritage*

# ADVISORY COUNCIL ON HISTORIC PRESERVATION FALL BUSINESS MEETING

WASHINGTON, D.C.  
NOVEMBER 6-7, 2019

ADVISORY COUNCIL ON HISTORIC PRESERVATION

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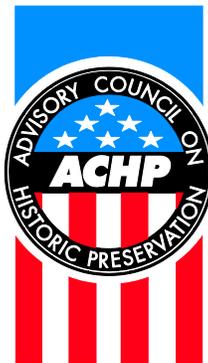
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**MEETING**  
**ADVISORY COUNCIL ON HISTORIC PRESERVATION**  
**Russell Senate Office Building**  
**Kennedy Caucus Room**  
**Washington, D.C.**  
**November 7, 2019**

**PROVISIONAL AGENDA**

**Call to Order 1 p.m.**

- I. Chairman's Welcome and Report
- II. Development of ACHP Strategic Plan
- III. ACHP Operating Procedures Amendments
- IV. Historic Preservation Policy and Programs
  - A. White House Opportunity and Revitalization Council and White House Council on Eliminating Regulatory Barriers to Affordable Housing
  - B. America 250
  - C. Touching History Program
  - D. Traditional Trades Training in Historic Preservation
  - E. Other Reports
- V. Section 106
  - A. Program Alternatives
  - B. Digital Information Task Force
  - C. Leveraging Federal Historic Buildings Workgroup
  - D. Other Reports

VI. Native American Affairs

A. Salish Kootenai College Memorandum of Understanding

B. Early Coordination Handbook

C. Other Reports

VII. New Business

VIII. Adjourn



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**MEETING  
ADVISORY COUNCIL ON HISTORIC PRESERVATION  
ANNOTATED AGENDA**

- I. Chairman's Welcome and Report. *Chairman Aimee Jorjani will provide highlights of her recent activities and report on the presentation of the 2019 ACHP/HUD Secretary's Award for Excellence in Historic Preservation.*
- II. Development of ACHP Strategic Plan. *Members will have the opportunity to discuss remaining issues in the revised plan. Possible action.*
- III. ACHP Operating Procedures Amendments. *Members will be asked to adopt amendments to authorize the establishment of an ACHP Executive Committee. Vote needed.*
- IV. Historic Preservation Policy and Programs
  - A. White House Opportunity and Revitalization Council and White House Council on Eliminating Regulatory Barriers to Affordable Housing. *Members will have the opportunity to discuss how the ACHP might promote historic preservation concepts in the Councils' efforts. No formal action.*
  - B. America 250. *Members will have the opportunity to discuss ACHP participation in the initiative. No formal action.*
  - C. Touching History Program. *Communications, Education, and Outreach Committee Chairman Robert Stanton will update members on the program, and members will have the opportunity to discuss the future of the program. No formal action.*
  - D. Traditional Trades Training in Historic Preservation. *Moss Rudley, Superintendent of the National Preservation Training Center, and Nicholas Redding, Executive Director of Preservation Maryland, will speak to the members about their partnership with the Campaign for Historic Trades. Members will have the opportunity to discuss how the ACHP can be a partner and otherwise promote preservation crafts training opportunities. No formal action.*
  - E. Other Reports. *This will provide an opportunity for additional reports related to historic preservation policy and programs. No formal action.*
- V. Section 106
  - A. Program Alternatives. *Federal Agency Program Committee Chairman Jordan Tannenbaum will introduce the Army's request for a Program Comment on Inter-War*

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*Era Historic Housing; a proposed Program Comment for the Bureau of Reclamation on Operations, Maintenance, and Upgrading of Water Distribution Infrastructure; and a proposed Program Comment for the Forest Service on Excess Post-1940 Facilities. No formal action.*

- B. *Digital Information Task Force. Task Force Chairman Jordan Tannenbaum will update members on the work of the Task Force and its development of possible recommendations. Formal action possible.*
- C. *Leveraging Federal Historic Buildings Workgroup. Chairman Tannenbaum will update members on the Workgroup. Members will be asked for their guidance on the Workgroup's agenda. No formal action.*
- D. *Other Reports. This will provide an opportunity for additional reports related to Section 106 issues. No formal action.*

VI. Native American Affairs

- A. *Salish Kootenai College Memorandum of Understanding. Native American Affairs Committee Chairman Reno Franklin will report on the partnership. Members will have the opportunity to discuss ways they might be able to support the initiative. No formal action.*
- B. *Early Coordination Handbook. Chairman Franklin will introduce this new publication. Members will be asked to provide their ideas for widely distributing the document. No formal action.*
- C. *Other Reports. This will provide an opportunity for additional reports related to Native American affairs. No formal action.*

VII. New Business. *There is none at this time.*

VIII. Adjourn. *The meeting will adjourn by 4 p.m.*



Preserving America's Heritage

## **STRATEGIC PLANNING**

### **Office of Preservation Initiatives**

**Background.** The ACHP adopted its current strategic plan in February 2011 and revised the plan in October 2014. The ACHP was due to develop a new strategic plan by February 2018, but the Office of Management and Budget (OMB) authorized a postponement pending confirmation of the ACHP's first full-time chairman. The ACHP proceeded with initial stages of strategic planning, including assessing what the ACHP has achieved under the current plan. With Chairman Aimee Jorjani's arrival in July 2019, the process could begin in earnest, and several key activities have been accomplished since the last ACHP business meeting. A draft of a new Strategic Plan is now ready for ACHP member consideration.

**Outreach to Stakeholders and the Public.** In late July, the ACHP asked key stakeholder groups and the public for input. Feedback was sought on what current goals should be retained or dropped, and what new goals should be considered. [Thirteen comments](#) were received. Many of the points raised are fairly specific, and most can be best addressed as work plan performance goals that will be developed later to implement the plan's Strategic Objectives.

**Solicitation of Staff Input.** On August 20, the ACHP staff met for an all-day planning retreat. The group discussed the strengths, weaknesses, opportunities, and threats that affect the ACHP and undertook a visioning process to consider the agency's future. There was consensus that the strategic goals (long-range goals) of the current plan remain valid and are responsive to the strategic direction of the Preservation50 report. There also was agreement that the principles undergirding the plan should continue to be efficiency, collaboration, consultation, and inclusiveness.

**Development of a Draft Revised Plan.** In September, a draft revised plan was developed based on the discussions at ACHP business meetings over the past year, input from the chairman, the public comments received, and feedback from the ACHP staff. This draft was shared with all ACHP members on September 19. Initial member discussion of the draft took place via webinar on October 15. Based on written comments received and the webinar discussion, a second draft of the revised plan has been developed.

For member reference, attached to this paper are the following: 1) a clean copy of the second draft of the revised plan; 2) a track changed copy showing the differences between the second draft and the 2014 plan currently in place; and 3) a track changed copy showing changes between the first and second drafts of the plan.

Several points to note about how the draft plan compares to the current strategic plan:

- Consistent with current strategic planning guidance from OMB, "Long-Range Goals" are called "Strategic Goals" in the proposed draft, "and "Six-Year Strategic Goals" are called "Four-Year Strategic Objectives." These changes are not shown as redline changes for the sake of clarity.

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- At the chairman's suggestion, a Vision Statement for the agency has been added to the plan. Pursuant to OMB guidance, agencies may include a vision statement that expresses what the organization wants to become or how it wants the world to be in the future.
- Also at the chairman's suggestion, a Cross-Cutting Objective addressing diversity and inclusiveness has been added to the plan. OMB guidance permits the establishment of cross-cutting objectives that support multiple strategic goals. This approach works well for the ACHP, since diversity and inclusiveness are important in all aspects of the ACHP's work. Because of the addition of this cross-cutting objective, several references in the current plan to diversity and inclusiveness have been deleted to avoid redundancy.
- The order of the Strategic Goals has been revised to be more in sync with the order of the concepts in the ACHP mission statement.
- A number of new strategic objectives have been added:
  - Strategic Objective I(C)–Based on proposed edits from members and discussion during the webinar, this new objective has been added to emphasize the ACHP's work with agencies on program alternatives to tailor the Section 106 review process, such as Programmatic Agreements, Program Comments, standard treatments, etc.
  - Strategic Objective I(D)–The Native American Affairs Committee had raised the point that the current plan only has one goal specifically addressing tribes. This new objective highlights the role that the ACHP plays in assisting federal agencies in meeting their tribal consultation responsibilities.
  - Strategic Objective I(G)–Based on proposed edits from members and discussion during the webinar, this new objective has been added to focus on the important benefits of having accurate and accessible digital information on historic properties, a topic currently being tackled by the Digital Information Task Force.
  - Strategic Objective IV(D)–This new strategic objective addresses promotion of government incentive programs for historic preservation.
  - Strategic Objective V(B)–This new strategic objective has been added to emphasize the importance of partnerships to enabling the ACHP's mission. It encompasses current partnerships, such as with federal agencies that support liaison positions and with the ACHP Foundation, as well as the need to pursue new avenues for assistance.
  - Strategic Objective V(E)–This new strategic objective addresses the importance of tapping expertise from members of stakeholder groups and the public to enhance the work of the ACHP, as is being done with the advisory group for the Digital Information Task Force.
  - Strategic Objective V(F)–Member responses to the 2018 questionnaire on ACHP organization and member engagement highlighted the need to establish policies and procedures to guide interaction between the agency's first full-time chairman, the members, and staff. This new strategic objective addresses this and identifies several focus areas.

- Strategic Objective (V)(G)–There are a number of expired appointments among ACHP members and two long-term vacancies (for a governor and a mayor). This new strategic objective addresses this important organizational issue.
- Based on the webinar discussion, the importance of agencies engaging all stakeholders (not just Indian tribes) early in the Section 106 process has been highlighted in Strategic Objective I(F).
- A specific reference to youth and preservation has been added in Strategic Objective III(A) to address member interest in youth engagement.

***Outreach to Congress.*** In accordance with guidance from OMB, the ACHP is required to consult with Congress in preparing the Strategic Plan, with direction to consider both majority and minority views. The second draft of the Strategic Plan has been shared with the leadership of the Senate Energy and Natural Resources Committee and the House Natural Resources Committee (the ACHP’s oversight committees).

***Action Needed.*** Members will have another opportunity to discuss the Strategic Plan prior to the business meeting at the Strategic Planning Session scheduled for the previous day. Based on the outcome of that session, the members will need to decide what, if any, formal action to take on the draft plan. The options are the following:

1. Vote to accept the plan with such revisions as may come out of the planning session.
2. Vote to accept the plan with the provision that certain specific sections will be further refined under the supervision of the chairman and the Executive Committee (or a select group of members).
3. Defer formal action and circulate a revised plan for member comment (if needed) and vote at an unassembled meeting.
4. Defer formal action until the winter 2020 ACHP business meeting.

***Attachments:*** Clean Copy of the Second Draft of the Revised Plan  
Track Changed Second Draft Showing Changes from the Current Plan  
Track Changed Second Draft Showing Changes from the First Draft

*October 23, 2019*

## **SECOND DRAFT, ACHP STRATEGIC PLAN**

**October 18, 2019**

### **MISSION STATEMENT**

The Advisory Council on Historic Preservation (ACHP) promotes the preservation, enhancement, and sustainable use of the nation's diverse historic resources, and advises the President and Congress on national historic preservation policy.

### **VISION STATEMENT**

A nation in which all Americans understand and appreciate their history and wherein public policy supports preservation of historic places.

### **CROSS-CUTTING OBJECTIVE**

While encouraging efficiencies, collaboration, and consultation, strive to ensure that the nation's historic preservation program engages diverse constituencies and benefits every American.

### **STRATEGIC GOALS AND OBJECTIVES**

#### **I. FOSTER THE PRESERVATION OF HISTORIC PROPERTIES THROUGH EFFECTIVE REVIEW OF FEDERAL UNDERTAKINGS**

**Strategic Goal:** Foster the protection and enhancement of historic properties through the Section 106 review process to advance the purposes of the National Historic Preservation Act (NHPA).

#### **Four-Year Strategic Objectives**

- A. Enhance the awareness, knowledge, and capabilities of participants in Section 106 reviews to better carry out their roles in the process, and to improve communication among these parties.
- B. Focus ACHP involvement in individual Section 106 cases to serve the public interest and advance preservation outcomes, particularly with infrastructure projects.
- C. Work with federal agencies to develop Section 106 program alternatives to tailor the review process to meet specific agency needs, with the goal of improving the efficiency and effectiveness of Section 106 compliance.
- D. Assist federal agencies in meeting their Section 106 consultation responsibilities with Indian tribes and Native Hawaiian organizations (NHOs) and encourage early engagement with tribes and NHOs during project planning.

- E. Improve coordination of the Section 106 process with other provisions of the NHPA, related federal environmental and preservation processes, and federal regulatory accountability requirements and initiatives, with particular attention to infrastructure project reviews.
- F. Advise agencies on enhancing their compliance with the Section 106 process, from the nature and scope of consultation to the actions taken to implement agreed-upon outcomes, and encourage agencies to engage all stakeholders and the public early in project planning and Section 106 review.
- G. Promote availability of accurate and accessible digital and geospatial information about historic properties in order to assist agencies in avoiding and minimizing adverse effects of their projects on historic properties and in expediting project delivery.

## **II. IMPROVE FEDERAL PRESERVATION PROGRAMS**

**Strategic Goal:** Seek to improve federal agency preservation programs to enhance the identification, preservation, and stewardship of all types of historic properties, and encourage contributions to tribal, state, local, and private preservation efforts.

### **Four-Year Strategic Objectives**

- A. Assess and advise on the effectiveness of the federal preservation program established by the NHPA with particular attention to collaboration with federal agencies and other stakeholders to make the federal preservation program more effective and meaningful.
- B. Collaborate with federal agencies and other stakeholders to publicize (and assist in implementing, where appropriate) federal agency program initiatives and achievements that demonstrate the successful preservation and productive use of historic properties.
- C. Assist federal agencies in meeting the goals and requirements for stewardship of historic properties set forth in the NHPA (particularly in Section 110) and Executive Order 13287, “Preserve America” as they carry out agency missions.
- D. Facilitate collaboration and partnerships among federal agencies and other parties to help agencies meet their preservation program needs and goals, with particular attention to the challenges of underutilized federal historic properties.
- E. Promote consideration of historic preservation concerns and techniques in agency efforts to address issues of sustainability, resilience, and adapting to a changing climate.
- F. Assist agencies in developing federal policies and programs that address infrastructure and energy development while minimizing impacts on historic properties and meeting mission needs.

### **III. PROMOTE THE IMPORTANCE OF HISTORIC PRESERVATION**

**Strategic Goal:** Foster broader appreciation for and knowledge of historic preservation, history, and the work of the ACHP among diverse audiences and communicate the value and benefits of preservation.

#### **Four-Year Strategic Objectives**

- A. Raise the level of understanding of the value of the nation's historic preservation program and of a preservation ethic, particularly among America's youth.
- B. Increase awareness of and participation in ACHP programs and activities.
- C. Advise executive and legislative branch officials and staff regarding the benefits of historic preservation and the federal historic preservation program.

### **IV. PROMOTE HISTORIC PRESERVATION POLICY AND PROGRAMS**

**Strategic Goal:** Formulate and advance effective public policies that support and encourage historic preservation activities carried out by the federal government, states, local governments, Indian tribes, NHOs, and private organizations and individuals.

#### **Four-Year Strategic Objectives**

- A. Advise and assist the executive branch and the Congress in formulating policies that fulfill the goals of the NHPA.
- B. Collaborate on, develop, and advance policies and initiatives that promote the economic, environmental, educational, and social benefits of historic preservation and the national preservation program.
- C. Encourage and advance federal policies and programs that support the engagement of Indian tribes and NHOs in the national historic preservation program.
- D. Promote and encourage incentive programs for preservation at all levels of government.

### **V. ENABLE THE ACHP'S MISSION THROUGH ORGANIZATIONAL EXCELLENCE**

**Strategic Goal:** Obtain and effectively manage the ACHP's resources to ensure its mission is accomplished while meeting high standards of service.

#### **Four-Year Strategic Objectives**

- A. Develop and implement a financial and human capital strategy that: recognizes and responds to the ACHP's mission, maximizes expertise and effectiveness among members and staff, and reflects the diversity of America in a discrimination-free workplace dedicated to equal opportunity.

- B. Maximize effective collaboration with current and new preservation partners and explore ways to more fully utilize the ACHP's authority to receive assistance to carry out its duties.
- C. Maximize internal operational performance through analysis of work processes, enhancements to information technology resources, changes to administrative procedures, implementation of effective records management, and the refinement of fiscal controls.
- D. Improve services to ACHP customers by identifying major gaps in training, guidance, policy, process, and areas of interaction, and implementing measurable enhancements therein.
- E. Engage members of stakeholder groups and the public to share their expertise with the ACHP through working groups, advisory groups, and other collaborations.
- F. Institute policies and internal processes to guide interaction and communication among the Chairman, members, and staff, particularly regarding controversial Section 106 cases, development of Section 106 program alternatives, preservation policy development, and congressional communications.
- G. Advise the White House on appointments to the ACHP consistent with the NHPA.

**REDLINE SECOND DRAFT**  
**SHOWING CHANGES FROM THE CURRENT PLAN**

October 18, 2019

**MISSION STATEMENT**

The Advisory Council on Historic Preservation (ACHP) promotes the preservation, enhancement, and sustainable use of our nation's diverse historic resources, and advises the President and the Congress on national historic preservation policy.

**VISION STATEMENT**

A nation in which all Americans understand and appreciate their history and wherein public policy supports preservation of historic places.

**CROSS-CUTTING OBJECTIVE**

While encouraging efficiencies, collaboration, and consultation, strive to ensure that the nation's historic preservation program engages diverse constituencies and benefits every American.

**STRATEGIC GOALS AND OBJECTIVES**

**III. FOSTER THE PROTECTION AND ENHANCEMENT/PRESERVATION OF HISTORIC PROPERTIES THROUGH EFFECTIVE REVIEW OF FEDERAL UNDERTAKINGS**

**Strategic Goal:** Foster the protection and enhancement of historic properties through the Section 106 review process to advance the purposes of the National Historic Preservation Act (NHPA).

**Four-Year Strategic Objectives**

- A. Enhance the awareness, knowledge, and capabilities of participants in Section 106 reviews ~~,including industry and other stakeholders, and the public~~ to better carry out their ~~respective~~ roles in the ~~Section 106~~ process, and to improve communication among these parties.
- B. Focus ACHP involvement in individual Section 106 cases to ~~advance preservation outcomes and~~ serve the public interest and to advance preservation outcomes, particularly with infrastructure projects.
- C. Work with federal agencies to develop Section 106 program alternatives to tailor the review process to meet specific agency needs, with the goal of improving the efficiency and effectiveness of Section 106 compliance
- D. Assist federal agencies in meeting their Section 106 consultation responsibilities with Indian tribes and Native Hawaiian organizations (NHOs) and encourage early engagement with tribes and NHOs during project planning.

- E. Improve ~~the effectiveness of Section 106 consultation and its~~ coordination of the Section 106 process with other ~~sections provisions~~ of the National Historic Preservation Act/NHPA, related federal environmental and preservation processes, and ~~Administration~~ federal regulatory accountability requirements and initiatives, with particular attention to infrastructure project reviews.
- F. Advise agencies on enhancing their ~~Raise the level of accountability for federal agency~~ compliance with the Section 106 process, from the nature and scope of consultation to the actions taken to implement agreed-upon outcomes, and encourage agencies to engage all stakeholders and the public early in project planning and Section 106 review.
- G. Promote availability of accurate and accessible digital and geospatial information about historic properties in order to assist agencies in avoiding and minimizing adverse effects of their projects on historic properties and in expediting project delivery.
- H. ~~Encourage the consideration of historic and cultural values important to diverse constituencies in the Section 106 process.~~ [Now addressed by Cross-Cutting Strategic Objective.]

## II. IMPROVE FEDERAL PRESERVATION PROGRAMS

**Strategic Goal:** Seek to improve federal agency preservation programs to enhance the identification, preservation, and stewardship of all types of historic properties and encourage contribute contributions to tribal, state, local, and private preservation efforts.

### Four-Year Strategic Objectives

- A. Assess and ~~report advise~~ on the effectiveness of the federal preservation program established by the NHPA with particular attention to collaboration with federal agencies and other stakeholders to make the federal preservation program more effective and meaningful.
- B. Collaborate with federal agencies and other stakeholders to ~~recognize and communicate~~ publicize (and assist in implementing, where appropriate) examples- federal agency program initiatives and achievements that demonstrate the successful preservation and productive use of historic properties.
- C. Assist federal agencies in meeting the goals and requirements for stewardship of historic properties set forth in the NHPA and of Executive Order 13287, “Preserve America” and other Presidential directives that support historic preservation as they carry out agency missions.
- D. Facilitate collaboration and partnerships ~~between among~~ federal agencies and other parties ~~that to~~ help agencies meet their preservation program needs and goals, advance national historic preservation goals and improve coordination with other actions and requirements with particular attention to the challenges of underutilized federal historic properties.
- E. ~~Four-Year Strategic Objective:~~ Encourage federal agencies to engage the full range of the affected public in their implementation of federal programs that affect historic properties. [Now addressed by Cross-Cutting Strategic Objective.]

- E. ~~Foster the understanding that preservation of historic properties is inherently consistent with Promote consideration of historic preservation concerns and techniques in agency efforts to address issues of sustainability, resilience, and adapting to a changing climate. change adaptation and resilience goals, promote historic preservation as a method to meet these goals,~~
- F. ~~and ensure that~~ Assist agencies in developing federal policies and programs that address ~~renewable infrastructure and~~ energy development ~~and climate change~~ while ~~minimize~~ ing impacts on historic properties and meeting mission needs.

### **III.IV. PROMOTE THE IMPORTANCE OF HISTORIC PRESERVATION**

**Strategic Goal:** Foster broader appreciation for and knowledge of historic preservation, history, and the work of the ACHP among diverse audiences, and communicate the value and benefits of preservation.

#### **Four-Year Strategic Objectives**

- A. **Four-Year Strategic Objective:** Raise the level of understanding of the value of the nation’s historic preservation program and of a preservation ethic, particularly among America’s youth.
- B. **Four-Year Strategic Objective:** Increase awareness of and participation in ACHP programs and activities.
- C. **Four-Year Strategic Objective:** Advise executive and legislative branch officials, ~~members,~~ and staff regarding the benefits of historic preservation and the federal historic preservation program.

### **IV.I. PROMOTE HISTORIC PRESERVATION POLICY AND PROGRAMS**

**Strategic Goal:** Formulate and advance effective public policies that support and encourage historic preservation activities carried out by the federal government, states, local governments, Indian tribes, NHOs, and private organizations and individuals.

#### **Four-Year Strategic Objectives**

- A. Advise and Assist the executive branch and the Congress in formulating policies that fulfill the goals of the ~~National Historic Preservation Act~~ NHPA.
- B. Collaborate on, Develop, and ~~implement advance~~ initiatives, ~~such as Preserve America,~~ that promote the economic, environmental, educational, and social benefits of historic preservation and the national preservation program.
- C. ~~Develop~~ Encourage and advance federal policies and programs that support the ~~role engagement~~ of Indian tribes and ~~Native Hawaiian organizations~~ NHOs in the national historic preservation program.
- ~~D. Develop and advance policies that encourage greater engagement of diverse constituencies in the national historic preservation program. [Now addressed by Cross-Cutting Strategic Objective.]~~
- D. Promote and encourage incentive programs for preservation at all levels of government.

## **V. ~~DEVELOP AND MANAGE ACHP ORGANIZATIONAL CAPACITY~~ENABLE THE ACHP'S MISSION THROUGH ORGANIZATIONAL EXCELLENCE**

**Strategic Goal:** Obtain and effectively manage the ACHP's resources to ensure that its mission is accomplished ~~and the needs of the ACHP's customers are met~~ while meeting high standards of service.

### **Four-Year Strategic Objectives**

- A. Develop and implement a financial and human capital strategy that: recognizes and responds to the ACHP's mission, maximizes expertise and effectiveness among members and staff, and reflects the diversity of America in a discrimination-free workplace dedicated to equal opportunity.
- B. Maximize effective collaboration with current and new preservation partners and explore ways to more fully utilize the ACHP's authority to receive assistance to carry out its duties.
- C. Maximize internal operational performance through analysis of work processes, enhancements to information technology resources, changes to administrative procedures, implementation of effective records management, and the ~~implementation-refinement~~ of fiscal controls.
- D. Improve services to ACHP customers by identifying major gaps in training, guidance, policy, process, and areas of interaction, and implementing measurable enhancements therein.
- E. Engage members of stakeholder groups and the public to share their expertise with the ACHP through working groups, advisory groups, and other collaborations.
- F. Institute policies and internal processes to guide interaction and communication among the Chairman, members, and staff, particularly regarding controversial Section 106 cases, development of Section 106 program alternatives, preservation policy development, and congressional communications.
- G. Advise the White House on appointments to the ACHP consistent with the NHPA.

**REDLINE SECOND DRAFT**  
**SHOWING CHANGES FROM THE FIRST DRAFT**

October 18, 2019

**MISSION STATEMENT**

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**VISION STATEMENT**

A nation in which all Americans understand and appreciate their history and wherein public policy supports preservation of ~~the~~ historic places ~~that embody that history~~.

**CROSS-CUTTING OBJECTIVE**

While encouraging efficiencies, collaboration, and consultation, strive to ensure that the nation's historic preservation program engages diverse constituencies and benefits every American.

**STRATEGIC GOALS AND OBJECTIVES**

**I. FOSTER THE ~~PROTECTION AND ENHANCEMENT~~PRESERVATION OF HISTORIC PROPERTIES THROUGH EFFECTIVE REVIEW OF FEDERAL ~~ACTIONS~~SUNDERTAKINGS**

**Strategic Goal:** Foster the protection and enhancement of historic properties through the Section 106 review process to advance the purposes of the National Historic Preservation Act (NHPA).

**Four-Year Strategic Objectives**

- A. Enhance the awareness, knowledge, and capabilities of participants in Section 106 reviews – including federal, state, tribal, and local governments; Native Hawaiian organizations (NHOs); applicants for federal assistance, permits, licenses, and other approvals; and the public – to better carry out their ~~respective~~ roles in the ~~Section 106~~ process, and to improve communication among these parties.
- B. Focus ACHP involvement in individual Section 106 cases to ~~advance preservation outcomes and serve the public interest~~ and advance preservation outcomes, particularly with infrastructure projects with particular attention to infrastructure projects.
- C. Work with federal agencies to develop Section 106 program alternatives to tailor the review process to meet specific agency needs, with the goal of improving the efficiency and effectiveness of Section 106 compliance.

~~C.D.~~ Assist federal agencies in meeting their Section 106 consultation responsibilities ~~to with~~ Indian tribes and Native Hawaiian organizations (NHOs) and encourage early engagement with tribes and NHOs during Section 106 review project planning.

~~D.E.~~ Improve ~~the efficiency and effectiveness of Section 106 consultation and its~~ coordination of the Section 106 process with other provisions of the NHPA, related federal environmental and preservation processes, and federal regulatory streamlining accountability requirements and initiatives, with particular attention to infrastructure projects reviews.

F. Advise agencies on enhancing their compliance with the Section 106 process, from the nature and scope of consultation to the actions taken to implement agreed-upon outcomes, and encourage agencies to engage all stakeholders and the public early in project planning and Section 106 review.

~~E.G.~~ Promote availability of accurate and accessible digital and geospatial information about historic properties in order to assist agencies in avoiding and minimizing adverse effects of their projects on historic properties and in expediting project delivery.

## II. IMPROVE FEDERAL PRESERVATION PROGRAMS

**Strategic Goal:** Seek to improve federal agency preservation programs to enhance the identification, preservation, and stewardship of all types of historic properties, and encourage contributions to tribal, state, local, and private preservation efforts.

### Four-Year Strategic Objectives

- A. Assess and advise on the effectiveness of the federal preservation program established by the NHPA with particular attention to collaboration with federal agencies and other stakeholders to make the federal preservation program more effective and meaningful.
- B. Collaborate with federal agencies and other stakeholders to ~~recognize and communicate~~ publicize (and assist in implementing, where appropriate) examples of federal agency program initiatives and achievements that demonstrate the successful preservation and productive use of historic properties.
- C. Assist federal agencies in meeting the goals and requirements for stewardship of historic properties set forth in the NHPA (particularly in Section 110) and Executive Order 13287, “Preserve America” as they carry out agency missions.
- D. Facilitate collaboration and partnerships among federal agencies and other parties to help agencies meet their preservation program needs and goals, with particular attention to the challenges of underutilized federal historic properties.
- E. Promote ~~the recognition~~ consideration of historic preservation concerns and techniques in agency efforts to address issues of sustainability, resilience, and adapting to a changing climate.
- F. Assist agencies in developing federal policies and programs that address infrastructure and energy development while minimizing impacts on historic properties and meeting mission needs.

### III. PROMOTE THE IMPORTANCE OF HISTORIC PRESERVATION

**Strategic Goal:** Foster broader appreciation for and knowledge of historic preservation, history, and the work of the ACHP among diverse audiences and communicate the value and benefits of preservation.

#### Four-Year Strategic Objectives

- A. Raise the level of understanding of the value of the nation's historic preservation program and of a preservation ethic, particularly among America's youth.
- B. Increase awareness of and participation in ACHP programs and activities.
- C. Advise executive and legislative branch officials, ~~members,~~ and staff regarding the benefits of historic preservation and the federal historic preservation program.

### IV. PROMOTE HISTORIC PRESERVATION POLICY AND PROGRAMS

**Strategic Goal:** Formulate and advance effective public policies that support and encourage historic preservation activities carried out by the federal government, states, local governments, Indian tribes, NHOs, and private organizations and individuals.

#### Four-Year Strategic Objectives

- A. Advise and assist the executive branch and the Congress in formulating policies that fulfill the goals of the NHPA.
- B. Collaborate on, develop, and advance policies and initiatives that promote the economic, environmental, educational, and social benefits of historic preservation and the national preservation program.
- C. Encourage and advance federal policies and programs that support the ~~role-engagement~~ of Indian tribes and ~~Native Hawaiian organizations~~ NHOs in the national historic preservation program.
- D. Promote and encourage incentive programs for preservation at all levels of government.

### V. ENABLE THE ACHP'S MISSION THROUGH ORGANIZATIONAL EXCELLENCE

**Strategic Goal:** Obtain and effectively manage the ACHP's resources to ensure its mission is accomplished ~~and the needs of the ACHP's customers are met~~ while meeting high standards of service.

#### Four-Year Strategic Objectives

- A. Develop and implement a financial and human capital strategy that: recognizes and responds to the ACHP's mission, maximizes expertise and effectiveness among members and staff, and reflects the diversity of America in a discrimination-free workplace dedicated to equal opportunity.

- B. Maximize effective collaboration with current and new preservation partners ~~the ACHP Foundation~~ and explore ways to more fully utilize the ACHP's authority to receive assistance to carry out its duties ~~identify new sources of financial support and partnerships.~~
- C. Maximize internal operational performance through analysis of work processes, enhancements to information technology resources, changes to administrative procedures, implementation of effective records management, and the refinement of fiscal controls.
- D. Improve services to ACHP customers by identifying major gaps in training, guidance, policy, process, and areas of interaction, and implementing measurable enhancements therein.
- E. Engage members of stakeholder groups and the public to share their expertise with the ACHP through working groups, advisory groups, and other collaborations.
- F. Institute policies and internal processes to guide interaction and communication among the Chairman, members, and staff, particularly regarding controversial Section 106 cases, development of Section 106 program alternatives, preservation policy development, and congressional communications.
- G. Advise the White House on appointments to the ACHP consistent with the NHPA.



*Preserving America's Heritage*

## **OPERATING PROCEDURES AMENDMENTS TO FORMALIZE THE ACHP'S EXECUTIVE COMMITTEE**

***Introduction.*** After the enactment of the amendments to the National Historic Preservation Act in 2016, the members considered various operational issues to be addressed with the transformation of the position of chairman from part-time to full-time. A sizable majority of the members who responded to a questionnaire on these issues opined that an Executive Committee should be formalized as a permanent part of the ACHP structure.

Since 2001, the ACHP has had an Executive Committee, although it has not been formally recognized in the Operating Procedures. It was created by the chairman at the time in accordance with the general provisions on forming ACHP subgroups. The membership of that committee currently includes the chairman, vice chairman, the chairmen of the four ACHP standing committees (Communications, Education, and Outreach; Federal Agency Programs; Native American Affairs; and Preservation Initiatives); and a federal agency representative. A federal agency representative has not been regularly included, due in part to challenges in ensuring the attendance of such a representative at the policy level on a par with the other Presidentially appointed members of the committee.

The operations of the current Executive Committee have been informal and relatively infrequent. The group meets regularly in the morning of the ACHP's business meetings, where it confines its work to coordinating the presentation of issues and reports at the upcoming business meeting. On occasion, the chairman will consult with the group informally on specific issues, but the group does not have the authority to take formal action on behalf of the full membership and therefore does not. It serves basically as an informal advisory body to the chairman in the absence of the full membership, providing the input of a small but diverse group of members and assisting in the preparation for meetings.

After various discussions and opportunities for comment, the attached draft of amendments that would formalize the Executive Committee was presented to the members for an unassembled meeting vote on their adoption. The voting closed on October 4, with 12 votes in favor of adoption, 2 against, and no abstentions. However, since the Operating Procedures require 16 votes or more in favor in order to adopt such an amendment, the vote failed.

While an overwhelming majority of the members voted in favor of the amendments as written, it appears that those voting in the negative were concerned with the composition of the Executive Committee. As proposed, the amendments require "at least" one federal agency member, rather than a number commensurate with the ratio of such members in the full membership (i.e., 9 out of 24 members, or 37.5%). For instance, in the case of a seven member Executive Committee, the federal members would have 2.625 seats (2 of 7, if rounded down; 3 of 7, if rounded up).

As it is essential to move forward on adopting amendments so that an Executive Committee can be established, the matter will be put forth for a vote at the upcoming business meeting. Attached is the

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version that was sent out for a vote on October 4. However, discussions among the membership before the meeting may lead to a revised version being presented for a vote.

**Action Needed.** The members will be asked to adopt a final version of the amendments at the business meeting. Revisions may be proposed to the October 4 draft, in which case the members will receive them prior to the meeting, if possible.

**Attachment:** Proposed Amendments to Section II. E. of the ACHP Operating Procedures

*October 23, 2019*

## **Proposed Amendments to Section II. E. of the ACHP Operating Procedures (September 19, 2019)**

The following subsection will be added to Section II.E. of the ACHP Operating Procedures:

**2. Executive Committee:** There shall be a standing subgroup named the Executive Committee. The meetings of the Executive Committee shall be scheduled by the Chairman. At least one such meeting will be scheduled in between regular sessions of the Council. The meetings may take place in person, by videoconferencing or teleconferencing, or through a combination of these methods.

*a. Composition:* The Executive Committee shall be composed of the Chairman and no more than six Council members named by the Chairman. The Executive Committee will include at least one federal member and one expert member. Executive Committee members will serve in the committee at the pleasure of the Chairman;

*b. Observers:* The Executive Director will be an observer in Executive Committee meetings. Any Council member may attend Executive Committee meetings as observers. The Chairman, at his or her discretion, may invite others to participate as observers. The Chairman may, at his or her discretion, exclude observers from Executive Committee meetings or portions thereof.

*c. Authorities:* The Executive Committee is authorized to:

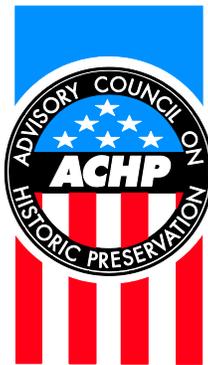
i. advise the Chairman on how to coordinate the presentation of issues and reports at Council meetings;

ii. advise the Chairman as to how to carry out his or her already existing authorities;

iii. be the subgroup that the Chairman and the Executive Director will consult in those situations where the need for timely action precludes formal approval of policy and positions on legislative proposals by the Membership, per Section VII.A.; and

iv. carry out any other authorities under a specific delegation of authority given to it by a majority vote of the Membership.

*c. Reporting:* Within 10 days after every Executive Committee meeting, the Chairman shall provide to the Membership a brief summary of such a meeting.



Preserving America's Heritage

**WHITE HOUSE COUNCILS:  
THE OPPORTUNITY AND REVITALIZATION COUNCIL AND THE  
COUNCIL ON ELIMINATING REGULATORY BARRIERS TO AFFORDABLE HOUSING  
Office of Preservation Initiatives**

**Background.** As discussed at previous ACHP meetings, President Donald Trump established the White House Opportunity and Revitalization Council (WHORC) with the issuance of [Executive Order 13853](#) in December 2018. WHORC's mandate is to promote revitalization of urban and economically distressed communities, particularly Opportunity Zones that are eligible for the new Opportunity Zone tax incentives created in 2017's tax code reform. On October 1, the WHORC launched a [website](#) explaining its work and providing resources regarding Opportunity Zones. Attached is a list of the WHORC's objectives as presented on the website.

In June 2019, President Trump created the White House Council on Eliminating Regulatory Barriers to Affordable Housing (Affordable Housing Council) by [Executive Order 13878](#). As its name states, the goal of the Affordable Housing Council is to remove regulatory barriers to development of affordable housing. "Historic preservation requirements" is included in Executive Order 13878's list of such regulatory barriers. The Department of Housing and Urban Development (HUD) chairs both councils.

**Previous ACHP Actions.** In February, Chairman Wayne Donaldson sent a letter to HUD Secretary Ben Carson asking that the ACHP be added to the WHORC. The letter stressed the expertise that the ACHP can bring to the table regarding urban revitalization and preservation. It also discussed the role the ACHP could play on the Council in discussions regarding reducing and streamlining regulatory and administrative obligations of applicants for federal assistance, a specific mandate for the WHORC. In July, HUD declined the ACHP's request.

At the July ACHP meeting, the ACHP passed motions in support of 1) requesting HUD to reconsider its decision regarding the WHORC, and 2) requesting HUD to add the ACHP to the Affordable Housing Council. The latter action was taken in light of the ACHP's knowledge of how historic properties can be rehabilitated as affordable housing and its expertise in streamlining application of the Section 106 regulations to ensure that Section 106 review does not hinder development of affordable housing.

**Policy Level Outreach.** Since coming on board, Chairman Aimee Jorjani has been meeting with agency leaders to explore options for ACHP involvement with the WHORC and Affordable Housing Council and how best to promote their consideration of historic preservation issues. The following summarizes this outreach.

- Chairman Jorjani met with staff from the Domestic Policy Council, which directs efforts on both the WHORC and Affordable Housing Council.
- Initially, the Department of the Interior (DOI) was represented on the White House councils by the Bureau of Indian Affairs because of the Bureau's programs addressing economic development

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and housing for Indian tribes. The chairman encouraged DOI to broaden that participation to include the National Park Service (NPS), given that NPS administers the important economic development incentive of the Historic Tax Credit (HTC). DOI agreed and will be participating in the work of the White House councils.

- Chairman Jorjani met with John Fleming, Assistant Secretary of Commerce for Economic Development, who heads the Economic Development Administration (EDA). Commerce is a member of the WHORC. The discussion focused principally on ways that EDA might help make local communities and developers aware of the HTC and its potential utility in Opportunity Zone redevelopment projects. For example, EDA is developing an online interactive Opportunity Zone map and expressed interest in including an overlay of properties listed on the National Register of Historic Places. The chairman and staff will further explore such potential collaborations with EDA.
- Chairman Jorjani met with Mary Neumayr, Chairman of the Council on Environmental Quality (CEQ), and discussed the ACHP's interest in assisting both White House councils. CEQ is a member of the WHORC.

**Action Needed.** No formal action needed. Members whose agencies are on the Councils are requested to provide their suggestions on how the ACHP can contribute its views on historic preservation issues and how they might advance historic preservation goals through their own representatives to the Councils.

**Attachment:** Objectives of the White House Opportunity and Revitalization Council

*October 23, 2019*

# Objectives of the White House Opportunity and Revitalization Council



The four main goals of the White House Opportunity and Revitalization Council include:

- 1) to assess the actions each agency can take under existing authorities to prioritize or focus Federal investments and programs on urban and economically distressed communities, including qualified Opportunity Zones;
- 2) to assess the actions each agency can take under existing authorities to minimize all regulatory and administrative costs and burdens that discourage public and private investment in urban and economically distressed communities, including qualified Opportunity Zones;
- 3) to consult with officials from State, local, and tribal governments and individuals from the private sector to solicit feedback on how best to stimulate the economic development of urban and economically distressed areas, including qualified Opportunity Zones;
- 4) to coordinate Federal interagency efforts to help ensure that private and public stakeholders — such as investors; business owners; institutions of higher education; K-12 education providers; early care and education providers; human services agencies; State, local, and tribal leaders; public housing agencies; non-profit organizations; and economic development organizations — can successfully develop strategies for economic growth and revitalization.



Preserving America's Heritage

**AMERICA 250**  
**PLANNING FOR THE UNITED STATES SEMIQUINCENTENNIAL**  
**Office of Preservation Initiatives**

**Background.** As discussed at the July ACHP meeting, the United States Semiquincentennial Commission (Commission) was created by statute to coordinate the upcoming 250th anniversary of the signing of the Declaration of Independence. The American Battlefield Trust is serving as the administrative secretariat for the Commission. The commemoration in 2026 and the years leading up to that milestone have been branded as “America 250.”

**Required Studies and Reports.** The Commission’s authorizing legislation (Public Law 114–196) requires reports to the President and Congress with recommendations from the Commission for the commemoration of the 250th anniversary and related events. The Commission held its first official meeting in November 2018, a strategic planning retreat in March 2019, and several other Commission meetings to advance strategic planning and report development.

The authorizing legislation also requires that several federal agencies develop reports and recommendations to help the Commission in crafting its report. The Department of the Interior is tasked with studying and reporting on what actions might be taken to further preserve and develop historic sites and battlefields so that they might serve as locations for observances and exhibits during the anniversary celebration. The National Park Service (NPS) is taking the lead on this initiative. Dan Smith, who has just stepped down as NPS Acting Director and who was once superintendent of Colonial National Historical Park, will be leading the effort as a special assistant to the new Acting Director, David Vela. Reports with recommendations consistent with their agency expertise also are required from the Federal Council on the Arts and the Humanities, the National Endowment for the Arts (NEA), National Endowment for the Humanities, Library of Congress, Smithsonian Institution, and the National Archives.

**ACHP Involvement.** While a formal role for the ACHP in America 250 has yet to evolve, individual ACHP members and staff have begun participation in the initiative.

Chairman Aimee Jorjani met with Tom Simplot, Deputy Chairman of NEA, on September 11 regarding the report NEA is developing. The agency is interested in the ACHP’s insight, particularly regarding the issue of Native American participation in the anniversary, since NEA is exploring expanding its tribal outreach. Jordan Tannenbaum has been involved in the U.S. Holocaust Museum’s outreach to the initiative and has provided input to Michael Quinn, a consultant retained by the Commission. (Mr. Quinn, a former ACHP staff member, has served in leadership roles at Mount Vernon, Montpelier, and the Museum of the American Revolution.) On September 15, Mr. Tannenbaum and Executive Director John Fowler attended a Commission reception and dinner hosted by the White House Historical Association.

Robert Stanton, former NPS Director, is taking part in the NPS planning effort. He is sharing his experience with previous NPS national celebrations as well as offering his perspectives regarding the African American experience and the need for inclusive outreach in the America 250 effort. He will be

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providing NPS with recommendations, which will include discussion of the role the ACHP could play as a partner with NPS.

As discussed at the July ACHP meeting, the ACHP can contribute to America 250 by sharing its expertise in historic preservation and the importance of historic places in celebrating the stories of all Americans. One of the goals of the America 250 initiative is to make it relevant to the nation at large, not just those places with sites associated with the American Revolution. The ACHP is uniquely positioned to assist in this area. With its Native American members and its experience in consultation with Native Americans, the ACHP can work with the Commission to explore Native American interest in the Commission's work. Likewise, the ACHP's longstanding initiative to build a more inclusive preservation program has established relationships with other communities not traditionally associated with the Revolutionary War.

The America 250 initiative can also be more than a celebration and can provide an opportunity for making permanent contributions to Americans' understanding of the nation's history and advance historic preservation goals. The ACHP's role in devising and promoting preservation policies and its public-private membership again places it in a unique position to exercise leadership. Coinciding with the 60th anniversary of the National Historic Preservation Act, America 250 could focus attention on ways to improve the national historic preservation program. Working through its federal agency members, the ACHP could encourage integration of historic properties and historic preservation initiatives into the commemorative activities of those agencies. Opportunities to actualize these potential contributions will need to be explored over the coming months and years.

**Action Needed.** Members should consider what the ACHP's goals for America 250 should be and discuss how the agency might organize to pursue them. Members who have been involved in planning for America 250 should share their perspectives. Discussion only; no formal action needed.

*October 23, 2019*



Preserving America's Heritage

**CAREER AND TECHNICAL EDUCATION  
TRADITIONAL TRADES TRAINING IN HISTORIC PRESERVATION  
Office of Communications, Education, and Outreach**

**Background.** One of the main components of the ACHP's *Touching History: Preservation in Practice* program is the goal to teach college students the importance of learning historic preservation trades. Student learning is centered on the principles of trades work such as historic masonry, brick work, and window restoration. To that end, this is a positive time for trade and technical schools across the country and should be a time of growth for preservation trades training in these schools.

There is currently a lack of skilled craftsmen in historic preservation trades, along with a lack of skilled tradesmen in conventional trades, which compounds the problem. It is anticipated that the problem will become larger in the next two to three years when half the construction workforce will reach retirement age. According to *Tradesmen International*, the nation's shortage of proven, skilled craftsmen has reached critical levels. Nearly 78 percent of construction firms say they are having a hard time filling both salaried and craft positions. (<https://www.tradesmeninternational.com/construction-management/maintain-workforce-during-skilled-craftsmen-shortage/>)

Manufacturing is facing a growing skills gap, leaving hundreds of thousands of positions open. The National Association of Manufacturers says a record 522,000 jobs remained open in the sector in the fall of 2019. Additionally, a report by The Manufacturing Institute and Deloitte last year found 4.6 million jobs will need to be filled in the sector over the next decade, and 2.4 million jobs may be left open due to a lack of trained workers. (<https://www.cnbc.com/2019/10/04/manufacturing-sector-is-facing-a-growing-skills-gap.html>)

**Executive Orders.** President Donald J. Trump first addressed this issue with an Executive Order (EO) on June 15, 2017, followed by a second Executive Order on July 19, 2018. The first (*Presidential Executive Order Expanding Apprenticeships in America* <https://www.whitehouse.gov/presidential-actions/3245/>) was created to make it "the policy of the Federal Government to provide more affordable pathways to secure, high paying jobs by promoting apprenticeships and effective workforce development programs, while easing the regulatory burden on such programs and reducing or eliminating taxpayer support for ineffective workforce development programs."

The EO states that with regard to funding: "Subject to available appropriations and consistent with applicable law...the Secretary of the Department of Labor shall use available funding to promote apprenticeships, focusing in particular on expanding access to and participation in apprenticeships among students at accredited secondary and post-secondary educational institutions, including community colleges; expanding the number of apprenticeships in sectors that do not currently have sufficient apprenticeship opportunities; and expanding youth participation in apprenticeships."

Communications, Education, and Outreach (CEO) Committee members may recall a presentation from the Department of Labor's Angela McDaniel in 2017 on apprenticeships. CEO Director Susan Glimcher

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has reconnected with the Department of Labor and will provide a summary of the most recent conversations CEO Committee meeting.

Additionally, Chairman Aimee Jorjani and Ms. Glimcher met with Casey Sacks, Deputy Assistant Secretary for Community Colleges, Department of Education, to begin conversations about how the ACHP might engage with Dr. Sacks to support the development of historic preservation trades training at community colleges. Members will be briefed on that meeting, as well.

The skills taught in trade schools are in high demand. The benefits of acquiring these skills include the fact that, in general, skilled craftsmen working in preservation-related trades receive higher wages than traditional craftsman, because their skills are so specialized, and there is typically steady work, especially in urban markets.

In July 2018, President Donald J. Trump signed a second Executive Order titled *Executive Order Establishing the President's National Council for the American Worker* (<https://www.whitehouse.gov/presidential-actions/executive-order-establishing-presidents-national-council-american-worker/>). This EO was created to address the skills crisis, by establishing a council to “provide a coordinated process for developing a national strategy to ensure that America’s students and workers have access to affordable, relevant, and innovative education and job training that will equip them to compete and win in the global economy and for monitoring the implementation of that strategy.”

***Challenges in Historic Preservation Trades Training.*** There are challenges to training in historic preservation trades. For example, there is a lack of centralized training and education in historic preservation trades, especially training that includes hands-on work. A handful of accredited trade schools in the United States exists that provide historic preservation-related trades training with hands-on training, but less than 10 in the country. Examples are the North Bennet Street School in Boston, Massachusetts; American College of the Building Arts in Charleston, South Carolina; and Belmont College in St. Clairsville, Ohio. Some schools offer courses, but they do not include hands-on training. There are also a handful of federal training programs including several through the National Park Service (NPS).

Another challenge is that there is no centralized accreditation program. While there have been attempts to define what such an accreditation program would look like, there is a need to work toward one definition that can be used as the basis for such training.

***ACHP Trades Outreach.*** Chairman Jorjani and Ms. Glimcher visited the NPS Historic Preservation Training Center (HPTC) in Frederick, Maryland, and met with leadership at the facility to learn more about what they do. Moss Rudley, Superintendent of the HPTC, said the government should have a role in shaping an accreditation program, because of Section 101 of the National Historic Preservation Act, which allows for federal agencies to provide for training in and information concerning professional methods and techniques for the preservation of historic properties. HPTC, Preservation Maryland, and the ACHP are discussing how the ACHP can partner and serve as a catalyst in this endeavor. Members attending the CEO Committee meeting will hear from Superintendent Rudley.

The ACHP is working with partners to teach preservation philosophy and building crafts, technology, and project management skills to college students as a part of *Touching History: Preservation in Practice*. Pursuing efforts in this related field with the various federal and non-federal members of the ACHP in partnership with the active training programs and other important participants could be a valuable contribution to the national historic preservation program. Craft unions, building trades, and government agencies that support job training are all possible partners.

**Action Needed.** No formal action is needed. During the CEO Committee meeting, members will hear about the conversations regarding creating a government-approved accreditation in historic preservation trades training and will be asked to offer their thoughts on how the ACHP might help shape the work, while supporting the two EOs. Members will have the opportunity to discuss the need and opportunities for advancing preservation crafts training and contribute ideas on how to support these efforts.

Superintendent Rudley and Preservation Maryland's Executive Director, Nicholas A. Redding, will speak at the business meeting.

*October 23, 2019*



Preserving America's Heritage

## **CURRENT PROGRAM ALTERNATIVES UNDER DEVELOPMENT WITH THE ACHP Office of Federal Agency Programs**

**Introduction.** There has been increased interest in recent years on improving federal environmental reviews for infrastructure and modernizing the nation's infrastructure and advancing other critical federal programs. As a member of the Federal Permitting Improvement Steering Council and through its own direct efforts, the ACHP has urged federal agencies responsible for advancing these programs to consider using the flexibilities of the Section 106 regulations to establish program alternatives that would tailor Section 106 compliance to the program, and also increase the efficiency and effectiveness of Section 106 reviews for those activities that may affect historic properties.

Given the broad impact that nationwide program alternatives can have on historic properties and the stakeholders who participate in and implement the Section 106 review process, their issuance often requires the direct involvement and approval of ACHP members. The following information provides a summary of program alternatives currently under development by federal agencies, in consultation with the ACHP and others, as well as anticipated timelines and opportunities for further ACHP engagement.

**Program Alternatives.** While there has been a steady interest among federal agencies in establishing program alternatives since they were first made available by the Section 106 regulations issued in 1999, that interest has dramatically increased since 2017. The ACHP is now seeing an unprecedented level of interest in the use of these flexibilities, significantly increasing the workload and use of the ACHP's resources along the way.

Section 800.14 of the Section 106 regulations lays out a variety of methods available to federal agencies to meet their Section 106 obligations in lieu of the standard process set out in the regulations at 800.3-800.6. Each of these program alternatives allows federal agencies to tailor the Section 106 process to meet their specific needs. The two most common program alternatives are Program Comments and Programmatic Agreements.

Program Comments are a form of program alternative that provides federal agencies with an alternate, tailored method to meet their Section 106 responsibilities instead of going through the standard review process. Program Comments are issued by the ACHP membership after a vote is taken on their adoption. The primary benefit of a Program Comment is to allow a federal agency to comply with Section 106 in a single action for a specific class of undertakings, or class of historic properties, instead of doing separate Section 106 reviews for each proposed undertaking. This is especially useful for federal agencies that may have 1) repetitive management actions for a large inventory of similar types of historic properties, or 2) for those agencies that have programs that generate a large number of similar undertakings. For example, the Department of Defense (DoD) estimated it has saved more than \$82 million in administrative costs by using the 2002 Program Comment for management of its large inventory of historic Wherry and Capehart military family housing built during the Cold War era. The ACHP's new website has a question and answer section with more information on Program Comments that can be accessed at: [https://www.achp.gov/program\\_comment\\_questions\\_and\\_answers](https://www.achp.gov/program_comment_questions_and_answers).

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**Status of Current Consultations on Program Comments.** An unprecedented number of federal agencies are currently working with the ACHP to develop Program Comments to advance pressing programs and address related preservation issues. Some have entered, or will soon enter, into a partnership with the ACHP to fund liaison positions devoted to developing the Program Comment and shepherding it through to adoption. The following are those proposed Program Comments for the Forest Service, Department of the Army, Bureau of Reclamation, and Federal Communications Commission for which agencies have commenced consultation with the ACHP on their development.

**Forest Service-Program Comment on Decommissioning Excess Facilities**

The Forest Service is targeting approximately 1,800 (about 13 percent) of all buildings (including deteriorating or excess offices, garages, storage buildings, power and pump houses, toilets, sheds, etc.) for decommissioning or conveyance. The Forest Service's proposed Program Comment has several goals. First, it would expedite determinations of National Register eligibility so that the Forest Service knows which facilities are historically significant and which are not. The second goal is to develop a more efficient internal review process involving qualified Forest Service staff for those facilities that are deemed historic. Finally, the Program Comment proposes to develop standardized mitigation that invests in the preservation of other Forest Service facilities and that is commensurate with the level of historic significance and severity of decommissioning's effects to them.

*Status:* The Forest Service has met with the National Conference of State Historic Preservation Officers (NCSHPO), National Trust for Historic Preservation (NTHP), and the ACHP on the scope and purpose of the comment and is currently working on an outline of the comment to further brief the ACHP. The ACHP and Forest Service have entered into a partnership for development of this Program Comment whereby the Forest Service will fund a liaison position at the ACHP dedicated to develop this Program Comment and two nationwide Programmatic Agreements (see below).

**Department of the Army-Program Comment on Inter-War Era Housing.** The Army has formally sent notice to the ACHP that it intends to request a "Program Comment for Inter-War Era Historic Army Housing, 1919-1940." The intent of the Program Comment is to improve the quality of life, health, and safety of military families through more effective management of their historic on-base housing. The Program Comment will focus on routine management actions, including maintenance, repair, rehabilitation, renovation, mothballing, demolition, replacement, transfer, sale, and lease of certain housing. There are approximately 2,700 Army Inter-War Era historic housing units on 35 Army installations that could be affected by the Program Comment. The approach for this Program Comment would be roughly modeled after that used by the Army's highly successful Program Comment on Capehart Wherry Housing in 2002.

*Status:* The Army has met with the ACHP, NCSHPO, National Association of Tribal Historic Preservation Officers (NATHPO), and NTHP and will soon be hosting a series of initial consultation calls with State Historic Preservation Officers (SHPOs) and Tribal Historic Preservation Officers (THPOs) on the scope of the proposed Program Comment. It is also soliciting other stakeholders who may be interested. The ACHP and Army will soon formalize a partnership for development of this Program Comment whereby the Army will fund a liaison position at the ACHP dedicated to developing it. The ACHP anticipates bringing on the liaison soon after the New Year. The Army anticipates the ACHP will issue this Program Comment in November 2020.

**Bureau of Reclamation-Program Comment for Operations, Maintenance, and Upgrading of Water Distribution Infrastructure.** The purpose of the Program Comment is to assist

Reclamation (and other agencies with similar projects like the Bureau of Land Management (BLM), and Natural Resources Conservation Service (NRCS)) in the operation, maintenance, upgrading, new construction, and financial assistance to state, local, and tribal water authorities; of irrigation systems to foster agricultural development and production; and support increasing human settlement, primarily in the western United States. A major initiative now is to place enclosed pipes in currently open irrigation canals and ditches in order to conserve scarce water, reduce operating costs, and improve streamflow and water quality.

*Status:* The ACHP and Reclamation staff are discussing scope and coverage of the Program Comment. BLM and NRCS have expressed interest in participating. There is significant interest in this Program Comment among western SHPOs and likely Indian tribes. By the end of 2019, Reclamation plans to formally notify the ACHP of its intent to develop the Program Comment, and would like the ACHP to issue it in late 2020 or early 2021.

**Federal Communications Commission (FCC)–Program Comment on Twilight Towers.** FCC previously considered developing a Program Comment to address “twilight towers,” which are those towers built between 2001 and 2004 without Section 106 compliance. After soliciting public input on the proposal, FCC has been working on a revised draft Program Comment to incorporate the comments it received. However, FCC has not yet formally submitted a request for a Program Comment as it considers its available options to address these towers, which are unknown in number and adverse effects.

*Status:* FCC informally discussed a draft and has indicated an interest in formal submission but has not contacted the ACHP further since it reported to the members during the July business meeting.

It is also important to note the ACHP has entered into a partnership with the National Park Service (NPS) to fund at least one liaison position to develop and implement a Program Comment to address NHPA compliance for their Deferred Maintenance (DM) projects and other long-term and strategic programmatic issues NPS faces. NPS anticipates the ACHP liaison position will be needed for a minimum of three to five years as the program alternatives for the Section 106 review and compliance process are developed and implemented.

### **Programmatic Agreements**

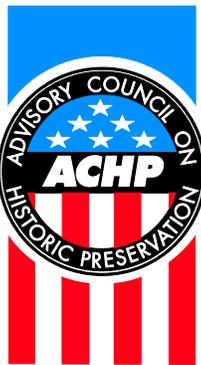
Currently the ACHP is working with the Forest Service and the Navy on three major or nationwide Programmatic Agreements (PAs) that are appropriate for staff to periodically report on to the members. These include the following:

1. The Forest Service has initiated consultation on a “phasing” PA, aimed at standardized phasing for large management projects across all Forest Service lands. The Forest Service has initiated consultation with the ACHP and NCSHPO, and has also scheduled tribal consultation webinars. A draft document is expected soon.
2. The Forest Service nationwide PA to streamline review of routine forest management activities. The Forest Service will initiate tribal consultation webinars, and a draft document is expected soon.
3. The Navy has initiated informal consultation with the ACHP, NCSHPO, NATHPO, and NTHP on the development of a nationwide PA for Shipyard Modernization at key shipyards in five states. The Navy anticipates initiating formal consultation by November 2019. This

PA will establish programmatic measures and solutions to address impacts to Navy installations from multi-billion dollar investments in modernizing its key shipyards.

**Action Needed.** The members are invited to ask questions and offer comments on these program alternatives under development at the Federal Agency Programs Committee meeting.

*October 23, 2019*



Preserving America's Heritage

## **DIGITAL INFORMATION TASK FORCE** **Office of Federal Agency Programs**

**Background.** The Digital Information Task Force (Task Force) was established by the ACHP members to address the need for more uniformly available digital tools, including geographic information systems (GIS), to improve planning for federal projects by making information about the location of identified historic properties more readily available. Such information can provide a platform for development of preservation outcomes. Better information access has a clear connection to current government-wide efforts to improve the efficiency of environmental reviews, including Section 106 reviews, for infrastructure projects, and can also advance broader ACHP goals such as better engagement of stakeholders and the public in preservation planning.

**Status.** Following the last ACHP business meeting, the Task Force and Advisory Group reviewed a summary of five issues identified by the Task Force in the course of its deliberations. The Task Force and Advisory Group members offered suggestions for actions relevant to each issue. This includes expanding the accessibility of digital information about historic properties. It also involves building capacity for managing and exchanging the information necessary to support Section 106 reviews and early planning of federal and federally assisted projects. ACHP staff compiled the recommendations and other ideas for responding to the issues into the discussion paper attached. The paper summarizes comments received in response to each topic. It also includes recommended short- and long-term actions to address each of the issues. The discussion paper has been circulated to Task Force and Advisory Group members for their reaction and comments, and ACHP staff briefed NCSHPO Technology and Data Management Forum participants about the draft recommendations at their October 11 meeting in Denver.

**Next Steps.** The Task Force will meet on October 30 to discuss the recommendations and how they should be refined into an action plan. It is envisioned that the final action plan will include both discrete, short-term tasks and longer term recommendations for further collaboration on specific solutions in areas where additional research is necessary. Task Force members' input will be shared with the Federal Agency Programs (FAP) Committee on November 6 when the committee will also consider recommendations for an action plan as part of its agenda. At the ACHP business meeting on November 7, the chairman of the Task Force will update members on the recent meeting of the Task Force and feedback from the FAP Committee to provide context for member discussion about formulating final Task Force recommendations. Following the business meeting, ACHP staff will work with Task Force members to integrate input on the discussion paper into an action plan that could be finalized before the end of the year.

**Action Needed.** Members are asked to review the discussion paper and come to the business meeting prepared to offer recommendations and commitments for concrete actions to be included in a final action plan. Members should consider addressing the Task Force's objective based on the cultural resources digital information management concerns and capabilities of their respective organizations.

**Attachment:** Task Force Development of Actions and Recommendations

*October 23, 2019*

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**Digital Information Task Force  
Development of Actions and Recommendations  
October 2019**

The Advisory Council on Historic Preservation's (ACHP's) Digital Information Task Force will focus on formulating recommendations for how the availability of digital and geospatial information about historic properties can be improved to inform federal project planning. In light of the ACHP's role in the federal preservation program, this effort centers on how Section 106 reviews can be made more efficient through early identification of historic places in project siting decisions using technological tools such as geospatial mapping. The Task Force, with the input of an Advisory Group of technical and policy experts, has developed the following issue areas to guide its study and formulation of recommendations.

Members of the Task Force and Advisory Group were asked for their recommendations on actions to address each of these issue areas in July 2019. Revisions to the issue descriptions appear below, and comments are summarized in italics.

**1. ISSUE: Making the Administration, Congress, agency officials, and the public aware of how digital information, including GIS, increases the effectiveness and efficiency of project planning and helps avoid harm to historic properties.**

The benefits, including time and cost savings, of improved cultural resources geospatial data accessibility to speeding delivery of important federal and federally-assisted projects must be communicated to those who make resource allocation decisions and influence federal agency planning practices. What materials or examples could be prepared to highlight the role SHPO, THPO, tribal, and local preservation data managers, along with private consultants, play in maintaining this important information? How can federal agencies and their applicants and preservation partners ensure project planning staff are taking full advantage of the tools currently available?

*Comments focused on demonstrating the efficiency and value of digital information and GIS systems through statistics showing decreased Section 106 review turnaround times, demonstrations of state systems and their functionality to federal officials and policymakers, and development of success stories. Related benefits from the mapping of natural resources might also be offered as a comparable situation. The Geospatial Data Act and Foundations for Evidence-Based Policy Making Act, both passed in 2018, highlight the use of federal agency GIS data for project planning decisions. These Acts focus on the need to create, document and share spatial data more comprehensively, and agencies must report on the use of these data sets to Congress and decision makers with more regularly. Thus, showing how such data can improve the efficiency of infrastructure project delivery, for example, can locate it in a broader government effort to make more effective use of geospatial data.*

Short term actions:

- The ACHP, in coordination with the National Park Service (NPS), NCSHPO, NATHPO, and the National Trust for Historic Preservation (NTHP), will conduct additional research and locate relevant examples of how improved digital information has increased the efficiency of Section 106 reviews; reduced consultant and project proponent time and effort in locating information

on previously identified historic properties; saved travel, time, or records management costs; and/or contributed to contributed to more comprehensive management strategies for historic properties on federal lands and property.

Longer term actions:

- The ACHP, in coordination with the NPS, NCSHPO, NATHPO, and NTHP, will draft a discussion paper and a one-page fact sheet about the importance of digital information to preservation and how it can help improve the efficiency of infrastructure project planning based on this research effort to demonstrate the efficiency of investments in such technology to potential government and industry funders.
- Querying federal agency field staff and applicants about their use of SHPO and local government historic properties databases or GIS layers in order to learn how and how frequently these tools are being used in preparing information to support project siting and Section 106 reviews.
- Including the fact sheet with participant materials for the 2020 NCSHPO meeting.

## **2. ISSUE: Identifying opportunities for funding and resource enhancement.**

SHPOs and Indian tribes rely on various sources of funding to advance their digital information management. Funding constraints and opportunities to create, expand, and maintain SHPO and tribal GIS systems need to be explored and understood so states and tribes can model successes from their colleagues with the support of preservation partners. The resources required to make GIS a useful tool for the federal project planning process also include human and technological resources. Preservation partners have previously promoted creation of a competitive technology grant program from HPF funds. How should this objective be prioritized? Are there other planning funding resources within the federal government that may be applicable to cultural resources geospatial mapping? Once systems are in place, how will states and tribes fund their ongoing maintenance? How could industry, which stands to benefit from increased review efficiency, be involved as a potential funding partner?

The passage of the Geospatial Data Act in 2018 stipulates that federal agencies must dedicate funding to the creation, management and dissemination of geospatial data. Regulations and standard operating procedures for the Geospatial Data Act are being developed by the Federal Geographic Data Committee and the participating federal agencies. The original OMB Circular (A-16) which created the Federal Geographic Data Committee and defined its role in data standard creation, data dissemination and reduction in data redundancy, is similarly being revised to comply with the Geospatial Data Act. These responsibilities could all necessitate investments that would streamline spatial data creation and exchange.

*A key concern in comments was the need for funding to maintain GIS systems, which can require thousands of dollars in licenses and storage and hardware updates. Some states have reported recurring costs of up to \$250,000 per year when all licenses, staffing, hardware, etc. are taken into account. HPF funding for SHPOs is currently inadequate in this regard, and a dependable funding stream is one goal. A competitive grant fund within the HPF is another option that might especially benefit SHPOs and THPOs building out new systems or planning significant expansions or upgrades. The FY 2021 federal budget development process presents a near-term opportunity to pursue this idea. There continues to be interest in leveraging potential contributions by industry partners who stand to benefit from the availability of geospatial data for project planning, though no mechanism for connecting financial support to the SHPO or tribal managers of such data is readily apparent. This strategy would require further study. From a*

*federal agency standpoint, the GDA stipulates federal agencies must allocate funding to manage their geospatial data, and the Task Force effort might involve investigating how property-managing agencies are factoring cultural resources data management into their geospatial data management practices. Finally, the Task Force could assist by gathering and summarizing information about federal program funding sources besides the HPF that have been used for the collection of digital information about historic properties or the creation of systems to manage that data.*

Short-term actions:

- The ACHP could work with agency members to identify possible sources of funding in FY 2020 budgets.
- The ACHP could work with agency members to promote the inclusion of funds in the Administration's FY 2021 budget request.
- The ACHP compiles a summary of other federal programs that have been used in the past to support the collection, management, or exchange of GIS information about cultural resources.

Longer-term actions:

- Support upgrades of geospatial databases, GIS data sharing arrangements, and digital survey technologies through an HPF increase or a competitive grant program in FY 2021.
- In consultation with NCSHPO and its Technology and Survey Strategies Committee, conduct additional research into the maintenance needs of CRGIS systems to ascertain expected costs to maintain a baseline level of state CRGIS mapping capability to supply adequate information to inform early federal project planning.
- Study the feasibility of creating a cultural resources geospatial partnership fund, funded by industry and made available to member agencies to improve or maintain GIS data availability to certain benchmarks.
- Work with the FPO forum to gather information about how property-managing agencies are factoring any cultural resources GIS data they maintain into fulfilling their GDA responsibilities.

**3. ISSUE: Enabling cultural resources GIS data exchange between states, tribes, local governments, and federal agencies.**

The Federal Geographic Data Committee Cultural Resource Subcommittee (chaired by the NPS) is close to finishing a federal cultural resources data transfer standard, which will be mandatory for federal agencies. These standards concern the portability of GIS spatial data from one system to the other, documenting the lineage of the spatial data as well as appropriate uses of the data, not the substantive content describing historic properties. SHPOs and tribes set their own data standards but could benefit from certain data sharing relationships with federal agencies and could use the federal standard as a point of reference in developing their own. Data sharing is especially important during emergencies and disaster response scenarios. As more Section 106 workflows move online, transferability of data and reasonable process consistency will help GIS datasets grow at the same time they offer efficiencies in the review process to federal agencies, SHPOs, tribes, and other 106 participants.

The passage of the Geospatial Data Act in 2018 will significantly impact the role of the Federal Geographic Data Committee and its associated subcommittees, requiring them to focus on data standard creation, data sharing and reporting on data holdings. The NPS is the identified lead for the cultural resource spatial data theme and can help coordinate efforts across state, tribal, local and

federal agencies to improve data exchange. Issues, such as the need to respond to disasters in a timely manner, will become a higher priority. More comprehensive and accurate cultural resource spatial data will become much more critical for federal agencies and their partners. The need to streamline the Section 106 process to take advantage of the spatial data and tools already available will also become a much higher priority for federal agencies to better assist in improved decision making.

*Comments noted how the passage of the GDA will lead to increased focus for federal agencies on establishing data standards and sharing data. While the cultural resources data transfer standard established by FGDC will be required for federal agencies, states can often fairly easily convert their data to meet it. A more difficult or longer term issue is making data fields align, which could be an area for further study. A related concern is the growth in e106 systems, sometimes linked to CRGIS databases, to manage Section 106 workflows. As both agencies and SHPOs develop these, some thought should be given to their compatibility. For SHPOs attempting to maintain up-to-date CRGIS mapping systems, receiving Section 106 documentation in electronic format can speed absorption of that data. A SHPO suggested the Task Force might consider whether standards or advice relating to the inclusion of digital format data in Section 106 exchanges is appropriate. For a good example of local-state data sharing, the CR Surveyor app developed by NAPC and the NPS uses the cultural resources data transfer standard and demonstrates how survey information can be collected and managed entirely in digital form.*

A potential short term action:

- NPS, upon completion of the cultural resources data transfer standard, conducting outreach to key constituencies, including SHPOs, THPOs, FPOs, the Federal Permitting Improvement Steering Council, and federal agency GIS managers about the standard and its benefits for historic properties stewardship and federal project planning.

Longer term actions:

- Studying how GIS data is typically included in Section 106 documentation and convening topical meetings of state and tribal historic preservation offices, federal agencies, and cultural resources consultants on e106 workflow systems, identifying impediments to the necessary level of transferability, and how to improve the exchange of data and documents when both states or tribes and agencies use such systems.

#### **4. ISSUE: Overcoming data management impediments to increase GIS availability.**

Cultural resources GIS practitioners lack a community of practice or central technical assistance source to foster knowledge sharing around this issue. Consistency is improved when practitioners have a space to share solutions. SHPOs work within many different organizational structures with varying levels of control over their IT resources and data sets. The NCSHPO Technology and Survey Strategies Committee has formed to support SHPOs in this regard, and they are hosting their first meeting in October of 2019. Travel for state agencies, however, is a financial stretch many are unable to accommodate, and virtual participation on a national scale on such a complex topic poses additional challenges. Opportunities for consensus building and innovation around successful data management approaches would help avoid every state developing its own solutions, potentially at greater expense and less consistency. What kind of facilitation or technical assistance from the ACHP would be helpful, and what should other agencies or organizations provide?

*Comments noted how creative Section 106 mitigation funding arrangements have benefitted SHPOs that might otherwise have had challenges in building out GIS systems. It was also recognized that the most efficient way to enable SHPO data managers to convene would be if HPF funds for travel were available for their use.*

Potential short-term actions:

- ACHP staff should attend the NCSHPO Technology and Survey Strategies Committee meeting in October to solicit feedback from SHPO data managers on the DITF's plan of action.
- ACHP can make available its GoToMeeting platform for virtual meetings of the committee until a host space, perhaps within a community of practice (see below), is secured.

Longer-term actions:

- In consultation with NCSHPO and its Technology and Survey Strategies Committee, develop a baseline level of state CRGIS mapping capability to supply adequate information to inform early federal project planning.
- In consultation with NCSHPO and NPS, develop a plan to incentivize state improvements to a baseline level for any HPF funds dedicated to digital information and GIS upgrades or maintenance.
- Conduct or facilitate additional research into best practices for integrating cultural and natural resources data in state-managed GIS systems.
- NCPTT could convene and foster a community of practice on the topic of cultural resources GIS management. Activities might include online collaboration and references, training, demonstrations, and mentorship. An ideal community of practice would include federal as well as state and tribal CRGIS managers, to allow for solutions developed in all sectors to inform one another.
- Federal land-managing agencies ensure that cultural resources GIS information management needs are addressed as they plan to fulfill responsibilities under the Geospatial Data Act.

## **5. ISSUE: Properly managing access and securing sensitive data.**

Controlling access to historic properties data and location information is a major concern in developing GIS tools and offering greater access to these tools, particularly for Indian tribes and in relationship to archaeological sites and the security of some federal facilities. Participants in the federal preservation program lack best practices for managing cultural resources data. Alternative means of using mapping technology to facilitate functions within the federal project planning process could help ensure prompt communication between federal agencies, applicants, and Indian tribes to lay the groundwork for project consultation.

The National Geospatial Advisory Committee, Cultural Resource Subcommittee, directly addresses the security of sensitive cultural resource data, recommending the Federal Geographic Data Committee, Cultural Resource Subcommittee, work toward developing guidelines for federal agencies. These guidelines would include defining cultural resource types covered under these protections, providing examples of data sharing agreements which would protect resource locations, completing the spatial data exchange standards and developing training to inform cultural resource managers as well as agency solicitors and others about the hazards of disseminating sensitive data.

*State-level protections, tiered access systems, and signed agreements for access to sensitive cultural resources data were all mentioned as possible means to manage this issue. The work of the NGAC's cultural resources subcommittee has recommended the FGDC's cultural resources subcommittee develop guidelines for federal agencies regarding protection of sensitive cultural resources data, including developing example data sharing agreements. The Task Force should learn more about these efforts in the near term. Another task is to ensure that agency cultural resources managers and agency solicitors are aware of the hazards of disclosing sensitive cultural resources data.*

Short-term actions:

- Invite the NGAC Cultural Resources Subcommittee to attend a meeting of the ACHP Digital Information Task Force to present its work on addressing the security of sensitive cultural resources data.

Longer-term actions:

- The FGDC's cultural resources subcommittee and federal land managing agencies develop best practices or examples of data sharing agreements informed by existing work on data security in the field and by the policies of individual agencies, states, or tribes.
- Using such best practices, and in consultation with NCSHPO and NATHPO, the ACHP helps facilitate the development of examples of access agreements or policies for tiered access to sensitive online cultural resources data. This effort might be appropriately led by a community of practice formed around the topic of cultural resources GIS management.



Preserving America's Heritage

## **LEVERAGING FEDERAL HISTORIC BUILDINGS WORKING GROUP** **Office of Federal Agency Programs**

**Background.** On February 15, 2018, the ACHP conveyed its fifth triennial Section 3 Report to the President in accordance with Executive Order (EO) 13287 “Preserve America.” One of the 2018 report’s six findings said, “Fostering and encouraging the reuse of historic facilities by federal agencies or others creates cost-effective preservation outcomes.” Accompanying this finding was a recommendation to convene an interagency working group, “to develop success stories and guidance on consolidation and inter-agency collaboration for co-location in federally owned historic buildings and preservation and training for relevant agency personnel.” The 2018 report also suggested that the ACHP’s Office of Federal Agency Programs (OFAP) survey property management agencies to identify obstacles to reusing or “outleasing” historic properties under National Historic Preservation Act (NHPA) Sections 110 and 111, and that the working group develop recommendations for overcoming those obstacles.

Since the publication of the 2018 report, it has become apparent that such a working group would align with White House and congressional goals to reduce agency footprints and address maintenance backlogs. Cost-effective preservation outcomes are those that leverage federal historic buildings, saving taxpayer dollars while spurring reinvestment relative to new construction on and/or leasing of privately owned property. Such outcomes, often in the form of public-private partnerships, capitalize on decades of prior investment in and stewardship of historic federal buildings, while also accounting for long-term federal space needs.

Further, while agencies have made strides with private leasing and reuse of historic federal buildings, as well as federal co-location in such buildings, sharing “best practices” and developing guidance will further promote their preservation, enhancement, and sustainable use.

**Current Status.** On October 11, 2019, Chairman Aimee Jorjani established the working group by inviting Senior Policy Officials from six key federal agencies that manage significant and complex property holdings and which have leasing authority, as well as leadership from the National Trust for Historic Preservation and the National Conference of State Historic Preservation Officers. Invitees were asked to identify a representative to serve on the working group by November 1, 2019. The working group plans to convene for its inaugural meeting by mid-November. A briefing paper for the working group members is attached.

**Next Steps.** Upon receipt of all responses, the ACHP plans to issue a formal agenda and convene an initial meeting to reach consensus on working group goals and schedules. At the meeting, the ACHP anticipates revisiting the goals of the inter-agency working group, which are to help the ACHP develop recommendations for overcoming obstacles to increased leasing of federal historic buildings to the private sector, and to provide guidance on agency reuse of and consolidation in federal historic buildings. Also, there will be a review of the various leasing authorities and programs, and their nexus with Sections 106, 110, and 111 of the NHPA.

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In time, the working group will likely help the ACHP develop “best practices” for leasing federal historic buildings to the private sector, identify leasing policy issues that warrant attention by the Office of Management and Budget, and develop leasing success stories that demonstrate how agencies have overcome leasing challenges and protected federal historic buildings. The working group will also provide advice to the ACHP on the development of guidance on agency reuse of federal historic buildings. Ultimately, the working group’s products could be incorporated into the 2021 Section 3 Report.

**Action Needed.** The members will be asked to comment on the working group priorities identified above and advise on an appropriate agenda for the group’s inaugural meeting, anticipated in late November or early December. No formal action needed.

**Attachment:** Briefing paper for working group members

*October 23, 2019*

## **Advisory Council on Historic Preservation Leveraging Federal Historic Buildings Working Group**

**Introduction.** The Advisory Council on Historic Preservation (ACHP) promotes the preservation, enhancement, and sustainable use of our nation’s diverse historic resources, and advises the President and the Congress on national historic preservation policy. The ACHP plays a key role in fostering the preservation of historically significant buildings under federal ownership or control through its oversight of the Section 106 review process and by carrying out its responsibilities under Executive Order 13287, “Preserve America” (EO).

The EO requires that every three years federal agencies report to the ACHP and the Secretary of the Interior on progress they have made in identifying, using, and protecting historic properties under their ownership or control. The ACHP has assessed five triennial progress reports developed since the EO was signed in 2003, and determined that while agencies are making progress, challenges to protecting federally owned historic buildings remain.

**Working Group.** To address these challenges, the ACHP is convening a working group of federal and non-federal stakeholders, as recommended in the ACHP’s 2018 publication, *In a Spirit of Stewardship: A Report on Federal Historic Property Management* developed pursuant to the EO. Specifically, the report found that fostering and encouraging the reuse of federal historic buildings creates cost-effective preservation outcomes, including those that leverage federal historic buildings and save taxpayer dollars while also spurring preservation and reinvestment relative to new construction or leasing of privately owned property. Such outcomes capitalize on decades of prior investment in and stewardship of federal historic buildings, while also accounting for long-term federal space needs. These outcomes can also help agencies reduce their “footprints” and address maintenance backlogs, in alignment with White House and congressional mandates. Successful outcomes support federal agency efforts to comply with Sections 106, 110, and 111 of the National Historic Preservation Act as well as the Public Buildings Cooperative Use Act (1976) and various Executive Orders including “Preserve America.”

**Goals.** The goals of the inter-agency working group are to help the ACHP develop recommendations for overcoming obstacles to increased leasing of federal historic buildings to the private sector, and to provide guidance on agency reuse and consolidation in federal historic buildings. It is anticipated that the working group will help the ACHP develop “best practices” for leasing federal historic buildings to the private sector, identify leasing policy issues which warrant attention by the Office of Management and Budget, and develop leasing success stories which demonstrate how agencies have overcome leasing challenges and protected federal historic buildings. The working group will also provide advice to the ACHP on the development of guidance on agency reuse of federal historic buildings.

**Working Group Membership.** Senior Policy Officials from key federal agencies that manage significant and complex property holdings and which have leasing authority will be invited to participate in this ACHP-led working group. Leaders which represent other non-federal stakeholders that play an important role in advising federal agencies will also be invited. Invitees for the working group membership include the following:

Department of Agriculture	U.S. Postal Service
Department of Veterans Affairs	National Conference of State Historic
General Services Administration	Preservation Officers
National Aeronautics and Space Administration	National Trust for Historic Preservation
National Park Service	

**Next Steps.** Invitees will be asked to identify a representative to serve on the working group by November 1, 2019. The working group will be convened for its inaugural meeting by mid-November, 2019.



Preserving America's Heritage

## **EARLY COORDINATION WITH INDIAN TRIBES** **Office of Native American Affairs**

**Background.** ACHP staff has long understood that applicant-driven projects create challenges for federal agencies in carrying out effective Section 106 consultation with Indian tribes, because extensive planning occurs prior to the submission of an application. When project siting and planning takes place in advance of the Section 106 process, neither federal agencies nor Indian tribes have many options to seek modifications to the project location or siting that may avoid impacts to historic properties.

With assistance from tribal and industry working groups, state and federal agencies, and energy producers, the Office of Native American Affairs (ONAA) recently published the *Early Coordination with Indian Tribes During Pre-application Processes: A Handbook*. The document provides background information on the Section 106 process for applicant-driven projects and then offers suggestions for federal agencies, industry, and Indian tribes to work collaboratively and effectively in pre-application planning. The document includes best practices from an Indian tribe, an energy company, and a state transportation agency.

Concurrent with the development of the handbook, ONAA developed and advanced the online, on-demand eLearning course *Early Coordination with Indian Tribes for Infrastructure Projects*. The course was launched at the beginning of July 2019.

**Creating Awareness.** While the paper was still under development, the ACHP advanced the concept of early coordination. Federal agencies actively involved in the permit process scheduled phone calls with ONAA staff to learn more about early coordination. Staff has also offered an informal presentation at the most recent meeting of the Federal Preservation Officers.

Valerie Hauser and Kelly Fanizzo presented the final document at the CLE International Cultural Resource Law Conference on Section 106, Energy Development & Tribal Consultation. Ira Matt and Bill Dancing Feather have also discussed the document and companion online training at the US Fish and Wildlife Service's National Native American Program Annual Meeting attended by the Regional Tribal Liaisons and Historic Preservation Officers. Email messages to tribal leaders, tribal Section 106 contacts, and Tribal Historic Preservation Officers were sent advising them of the availability of the online, on-demand course.

**Action Needed.** Members should be prepared to offer suggestions for how the ACHP could promote this document and the companion online, on-demand course to non-federal practitioners. Members should review the *Early Coordination with Indian Tribes During Pre-application Processes: A Handbook* located in their table packets.

*October 23, 2019*

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