



Executive Order 13287, "Preserve America"

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

**Progress Report of the
National Park Service**

September 30, 2020



On the cover: The recently opened Dwight D. Eisenhower Memorial, Washington, D.C.
The memorial became the 420th unit of the National Park System on Sept. 18, 2020
Image courtesy of the Eisenhower Memorial Commission;
Memorial design by Gehry Partners, LLP; Sculpture by Sergey Eylanbekov;
Tapestry by Tomas Osinski

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**Elizabeth Cady Stanton House, Women's Rights National Historical Park, Seneca Falls,
New York**

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Introduction

Section 3(c) of Executive Order 13287: Preserve America required the Advisory Council on Historic Preservation (ACHP) to prepare a report to the President by February 2006, and every third year thereafter, on the state of the Federal Government's historic properties and their contribution to local economic development. The primary basis for this report is provided by agencies with real property management responsibilities in accordance with the provisions of Sections 3(a)-(c) of the Executive Order. Agencies prepared and, not later than September 30, 2004, submitted to the Chairman of the ACHP and the Secretary of the Interior an assessment of:

- the current status of their inventory of historic properties as required by Section 110(a)(2) of the National Historic Preservation Act (NHPA);
- the general conditions and management needs of such properties;
- the steps underway or planned to meet the management needs of such properties; and,
- an evaluation of the suitability of the agencies' types of historic properties to contribute to community economic development initiatives, including heritage tourism.

In addition, the Executive Order instructs agencies to review their regulations, management policies, and operating procedures for compliance with Sections 110 and 111 of the NHPA, and provide the results of that review to the ACHP and the Secretary of the Interior no later than September 30, 2004. To fulfill that obligation for reporting under the Executive Order a report was produced in 2004 that provided an overview of the National Park Service (NPS) stewardship responsibilities and procedures at national park units.

The Executive Order further requires agencies to prepare a report by September 30, 2005 and every third year thereafter "on its progress in identifying, protecting and using historic properties in its ownership and make the report available to the ACHP and the Secretary." This report responds to that requirement.

Chapter 1: Historic Property Identification

In the 2017 “Preserve America” progress report, the NPS was responsible for the stewardship of 417 Park units containing over 85 million acres within their boundaries. Today, the national park system includes 421 units in all 50 states, the District of Columbia, and surrounding territories. As stated in the 1916 Organic Act, the mission of the NPS is to:

. . . . preserve unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

Successfully managing the many thousands of historic properties that collectively enable the NPS to function and meet this mission carries with it significant challenges. The different unit designations within the national park system also serve to highlight the diversity of the assets associated with those units. This system includes national parks, historic sites, historical parks, national battlefields, national recreation areas, national memorials, national lakeshores and seashores, national rivers, preserves, national military parks, and national monuments. These units serve to protect a wide array of resources and provide vastly different experiences for visitors. They range from expansive areas of wilderness to highly visited scenic wonders, small and large historic monuments, and historic buildings that make up single, isolated structures or entire city blocks.



Archeologists survey sites at Grand Canyon National Park, Arizona

Archeological Sites

NPS archeologists care for over 82,000 archeological sites that have been identified in national parks. Beyond the parks, the NPS has the lead in setting policies governing the activities of more than 40 federal agencies and partners responsible for nearly one million archeological sites on public lands. The Cultural Resources Inventory System (CRIS), the NPS's digital inventory of cultural resources on its land incorporates data from the earlier Archeological Sites Management Information System (ASMIS) and serves as the database for basic registration, assessment, and management of park archeological resources, cultural landscapes, historic structures, and ethnographic resources. All sites considered as archeological resources under the Archeological Resources

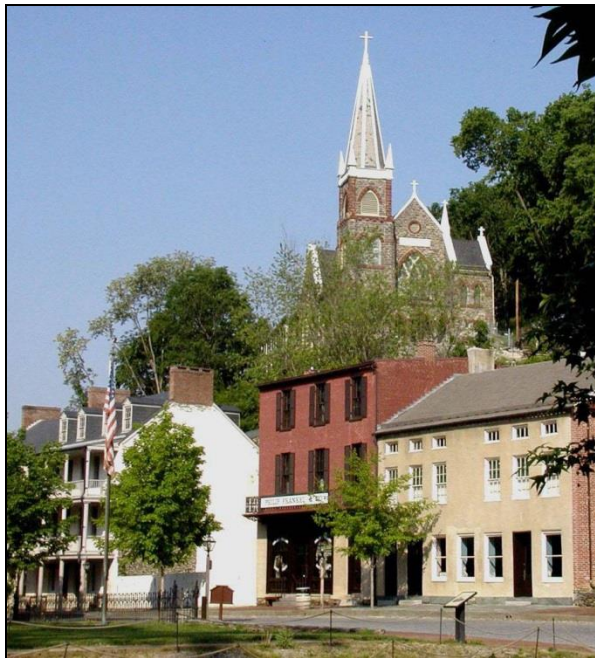
Protection Act and all archeological sites considered historic properties under the National Historic Preservation Act (NHPA) are included in CRIS. At the end of FY 2019, 82,087 known archeological sites were located within national parks. Inventory and evaluation of sites is ongoing.

Historic and Prehistoric Structures



Herbert Hoover Birth Cottage, West Branch Iowa

Along with other real property data, the NPS inventory of historic structures is compiled in the NPS Facility Management Software System (FMSS). In addition to all historic and prehistoric buildings and structures that individually meet the National Register criteria or are contributing elements of sites or districts that meet the National Register criteria, the NPS database includes large structural features of cultural landscapes that are managed as structures including walls, fences and roads. At the end of FY 2019, 12,832 buildings and structures were included in FMSS.



Lower Town cultural landscape, Harpers Ferry, West Virginia

Cultural Landscapes

The NPS recognizes four categories of cultural landscapes: historic designed landscapes, historic vernacular landscapes, historic sites, and ethnographic landscapes. These landscapes individually meet the criteria of the National Register of Historic Places, are contributing elements of sites or districts that meet National Register criteria, or have value to associated communities.

The NPS maintains a Cultural Landscapes Inventory (CLI), an evaluated inventory of landscapes having historical significance, which has also been incorporated into CRIS. At the end of FY 2019, the CLI contained 861 cultural landscapes that are listed in or are eligible for the National Register of Historic Places or those that are managed as cultural resources because of legislation or park planning

process decisions (an increase of 80 landscapes since September 2017).

National Register of Historic Places and National Historic Landmarks

Among the historic properties the NPS owns or manages 7,864 are listed on the National Register of Historic Places (NRHP). Additionally, NPS owns or manages 7,666 properties that have been determined eligible for listing in the NRHP. Of those NPS properties listed on the National Register, 2,741 are National Historic Landmarks, slightly less than half of all NHLs in Federal ownership.

Table 1 summarizes real property that was compiled from the NPS Facility Management Software System (FMSS), which is the database NPS uses to report its Federal Real Property (FRP) data to the Federal Real Property Council.¹ The FMSS data was segmented by National Register of Historic Places (NRHP) status². For each historic status, the table lists the count, total current replacement value (CRV), total deferred maintenance (DM), and total facility condition index (FCI)³ of associated structures.

Table 1: NPS Historic Real Property Category

Real Property Category	Count of Records	Replacement Value (in millions)	Deferred Maintenance	Facility Condition Index
National Historic Landmark (NHL) locations	2,741	\$ 37,231 m	\$ 1,338 m	0.115
National Register Listed (NRL) locations	7,864	\$ 50,435 m	\$ 2,874 m	0.112
National Register Eligible (NRE) locations	7,666	\$ 14,983 m	\$ 2,239 m	0.124
Total	18,271	\$ 102,649 m	\$ 6,451 m	0.117

At the end of FY 2019, 2,741 locations were designated as National Historic Landmarks; 7,864 were listed in the National Register of Historic Places (NRHP); and 7,666 were evaluated as eligible for listing in the NRHP. In total, 18,271 locations corresponded to real property assets in FMSS.

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

Table 2: NPS Historic Asset Category

FMSS Asset Category	Count of Records	Replacement Value (in millions)	Deferred Maintenance	Facility Condition Index
Archeological Sites	1,116	\$ 1,547 m	\$ 50,294 m	0.087
Cultural Landscapes	1,058	\$ 21,082 m	\$ 1,204 m	0.130
Historic and Prehistoric Structures	12,832	\$ 73,730 m	\$ 4,395 m	0.117
Total	15,006	\$ 96,358 m	\$ 5,649 m	0.111

1,116 archeological sites, 1,058 cultural landscapes, and 12,832 other historic and prehistoric structures are included in NPS databases.

¹ FMSS data as of August 26, 2020.

² NRHP status source: FRP Related Data Information Report (FMSS) from August 26, 2020

³ FCI is a numeric representation of the condition of a real property asset. Mathematically, $FCI = DM / CRV$. An FCI of 0.000 denotes an asset that is in perfect condition, and an FCI that is greater than or equal to 1.000 denotes an asset for which the cost of maintenance has equaled or exceeded its value.

National Heritage Areas

Through the National Heritage Areas program, the NPS assists citizens who take the initiative to protect their nationally important resources. Fostering local stewardship of distinct and largely intact historic and cultural landscapes allows the NPS to work more directly with the public in the direct preservation and protection of important landscapes which have helped define a distinctly American identity. NPS established the first National Heritage Area, the Illinois & Michigan Canal NHA, in 1984. To date, Congress has designated 55 of these areas in 32 states. A number of these areas include National Park units that work very closely together, such as Fort McHenry National Monument and Historic Shrine and the Baltimore National Heritage Area. National Heritage Areas also serve as important economic generators. According to a 2012 study that NPS commissioned the consulting firm Tripp Umbach to conduct, the Essex National Heritage Area annually contributed \$153.8 million in economic impact, helped support 1,832 jobs, and provided \$14.3 million in tax revenue. Additionally, the same study also found that combined together, the 21 NHAs in the Northeast Region produced an annual economic impact of \$5.4 billion, supported more than 66,880 jobs, and provided \$602.7 million in tax revenue.⁴

Historic Property Research

NPS conducts a program of basic and applied research, in accordance with current scholarly standards, to support planning, management, and interpretation of park cultural resources. Detailed, systematic data about resources and their preservation and protection needs are critical to effective management of the resources.

Cultural resource inventory systems manage and maintain data obtained through research and are the only source for complete information on these resources. These unique systems provide the basic information necessary for park planning and development proposals, including data necessary to comply with archeological, environmental, and historic preservation mandates. The inventory systems also provide information essential to selecting appropriate and cost-effective strategies for managing, preserving, maintaining, interpreting, consulting about and providing public access to cultural resources. A number of the applied research activities are related to building and improving inventory systems and ensuring that the systems acquire and maintain data effectively and efficiently.

Cultural resources research responsibilities and performance strategies include:

Archeological Resources:

- Basic archeological resource identification, evaluation, documentation, investigation, and periodic updating of site records in all parks.
- Periodic condition assessments of sites to guide park management in treatment and use decisions.
- National Register of Historic Places and National Historic Landmark documentation, as appropriate.
- Interpretation of archeological sites for the public.

⁴Tripp Umbach, 2012. *The Economic Impact of National Heritage Areas: A Case Study Analysis of Six National Heritage Area Sites in the Northeast Region of the United States and Projections on the National Impact of All National Heritage Areas*. www.nps.gov/history/heritageareas/.

- Performance and accountability targets established that links to budget allocations.

Cultural Landscapes:

- Cultural landscape reports to guide park management in treatment and use decisions.
- Documentation of cultural landscapes.
- Periodic condition assessments of sites to guide park management in treatment and use decisions.
- National Register of Historic Places and National Historic Landmark documentation, as appropriate.
- Peer review of inventory content and cost.
- Performance and accountability targets established that links to budget allocations.

Historic and Prehistoric Structures:

- Historic structure reports to guide park management in treatment and use decisions.
- Documentation of historic structures.
- Periodic condition assessments of sites to guide park management in treatment and use decisions.
- National Register of Historic Places and National Historic Landmark documentation, as appropriate.
- Peer review of inventory content and cost.
- Performance and accountability targets established that link to budget allocations.

Museum Collections:

- Museum collection management plans, collection storage plans, collection condition surveys, and historic furnishings reports.
- Documentation (cataloging) for all museum objects.
- Budgetary incentives and promotion of procedural improvements intended to lower per-unit cataloging costs and accelerate the elimination of cataloging backlogs.
- Performance and accountability targets established that links to budget allocations.

Ethnographic Resources:

- Basic ethnographic surveys, field studies, and consultations in parks.
- Ethnographic overviews and assessments to identify relationships with Native Americans and other ethnic and occupational groups associated traditionally with park resources.
- Improved effectiveness of the ethnography program by adding value to NPS resource management and decision-making.
- Performance and accountability targets established that links to budget allocations.

Historical Research:

- Historic resource studies.
- Park administrative histories and other historical studies.
- National Register of Historic Places and National Historic Landmark documentation, as appropriate.

- Through its National Park System Advisory Board, its National Historic Landmarks Committee, and its American Latino Scholars Expert Panel, NPS funded *American Latinos and the Making of the United States: A Theme Study*. Prepared under the panel's guidance, the theme study contains sixteen essays by nationally recognized scholars addressing the contributions and experiences of American Latinos. The theme study also provides a framework for supporting NPS partners and communities throughout the U.S. in identifying buildings, sites, landscapes, and objects associated with the Latino experience for designation and preservation.

NPS Nationwide Programmatic Agreement

On November 14, 2008, NPS executed a Nationwide Programmatic Agreement (PA) with the Advisory Council on Historic Preservation (ACHP) and the National Conference of State Historic Preservation Officers (NCSHPO) to address NPS compliance with Section 106 the National Historic Preservation Act of 1966 (NHPA) for its operation, management, and administration of the National Park System. A copy of the executed NPS Programmatic Agreement may be found online at:

https://mylearning.nps.gov/wp-content/uploads/2018/06/NationwidePA2008_508.pdf

The 2008 NPS Nationwide Programmatic Agreement (PA) addresses National Park Service (NPS) compliance with Section 106 of the National Historic Preservation Act of 1966 (NHPA) including its consultation with State Historic Preservation Officers, federally recognized Indian tribes, Native Hawaiian organizations, and the ACHP.

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

- The PA requires each Park Superintendent to designate a Section 106 Coordinator and a Cultural Resources Management (CRM) Team, who meet appropriate professional qualifications, and ensure that the coordinator and team receive periodic training in Section 106 compliance;
- The PA provides Parks with a method for streamlining the Section 106 process for 16 activities when certain conditions are met and a standard review process for Park projects having greater potential to affect historic properties;
- The PA establishes a process for consultation with SHPOs; federally recognized Indian Tribes and THPOs for projects both on and off tribal lands; Native Hawaiian Organizations (NHOs); local governments; applicants for federal assistance; and the public;
- The PA requires Parks, Regional Offices, and NPS Centers to share with SHPOs, THPOs, federally recognized Indian Tribes, and NHOs historic property data generated through NPS compliance with Section 110 of NHPA; and
- The PA encourages Parks to develop consultation protocols and agreements with governments and organizations.

The PA also requires Superintendents to report annually to SHPOs and THPOs on undertakings reviewed using the streamlined review process, and to report to SHPOs, THPOs, Indian tribes, and their Regional

Directors biennially on park implementation of the PA. Moreover, Regional Directors also must report to the NPS Director on the implementation of the PA in his or her region. Lastly, the PA requires periodic training for those involved in the Section 106 process including Superintendents, Section 106 Coordinators, and professionals on the Cultural Resource Management Team.

Chapter 2: Condition of Historic Properties

The NPS uses annual and comprehensive condition assessments to gather condition and life-cycle data about its portfolio of assets. Annual condition assessments are completed on all industry-standard assets (and select non-industry-standard assets) and are typically conducted by park staff. These high-level inspections identify obvious and apparent deficiencies.

Comprehensive condition assessments (CCAs) are conducted by contractors and NPS park staff on a revolving, five-year cycle. These more detailed comprehensive condition assessments capture deferred maintenance, as well as life-cycle information, on the asset's systems (for example roofing, heating systems, HVAC, electrical systems, windows, flooring, etc.). Life-cycle data captured for each major system include year of last replacement, replacement costs, estimated design life, and projected year for the system's replacement. NPS park staff complete comprehensive condition assessments on any assets not covered by the contractor assessment program that tend to focus on more complex assets.

CCAs have been completed on all asset types. During the first round of assessments, the NPS completed comprehensive inspections on nearly 30 million square feet (buildings and housing) and 1,900 utility systems, at 363 park units (condition assessments are being completed at all parks; however, for contracting purposes, multiple parks may be combined into a single unit). In 2007, the NPS began assessing some nonstandard and partner assets, completing assessments on 500 maintained landscape and trail assets, as well as 73 assets at job corps centers, 58 partner buildings, and 21 training center buildings. As part of this effort, the NPS worked on incorporating current official accessibility standards, defined by the Uniform Federal Accessibility Standards—Americans with Disabilities Act (ADA) guidelines and The Architectural Barriers Act Accessibility Standards (ABAAS) (effective May 8, 2006), into the CCA process for non-standard assets.

Table 3 lists the count of associated LCS classified structures that have been categorized as archeological sites, cultural landscapes, and other historic and prehistoric structures and that are also considered to be in good condition.⁵ Additionally, Table 3 lists the percentage of all LCS classified structures of each asset type that are considered to be in good condition.

Table 3: NPS Historic Sites and Structures in Good Condition

FMSS Asset Type	Count of Records	% of Total Assets
Archeological Sites	927	88%
Cultural Landscapes	346	77%
Historic and Prehistoric Structures	8,743	68%
Total	10,016	70%

⁵ An asset is considered to be in good condition if the deferred maintenance of the asset is less than 10% of its replacement value; in other words, if the FCI of the asset is less than 0.100.

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

Chapter 3: Historic Property Stewardship

Funding for Historic Properties

Cultural Resources Fund Source

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

In order to be to be considered for funding, projects must meet all of the following criteria:

- Support NPS responsibilities under the Organic Act, the National Historic Preservation Act, or other NPS-related legislation. The budget must address the cost of the preservation of field data, objects, specimens, and features of sites and structures together with associated records and reports to be managed as museum collections in accordance with NPS Management Policies.
- Specifically address, where applicable, how geographic information systems (GIS) spatial data will be created in accordance with NPS GIS standards, or how related legacy spatial data will be edited or modified and documented via the NPS GIS standards. The project statement should identify a workflow for sharing GIS data created in the standards with the regional cultural resource enterprise GIS data editors. The project statement should articulate how coordination of uploading GIS data into the cultural resource enterprise GIS data set will take place. If new GIS spatial data will not be generated, or existing spatial data updated, by the proposed project, it must be clearly stated in the project narratives.
- Specifically address how information and knowledge that results from these projects will be actively transferred to park managers, staff, visitors, partners, researchers, and educators as appropriate. The project statement should clearly identify HOW the information will be made accessible and how it contributes to public or scholarly understanding of park cultural resources, management decisions regarding the appropriate stewardship and protection of park cultural resources. Examples of active transfer of knowledge could include but are not limited to the development and posting of web or social media content; development and delivery of interpretive programs or materials; presentation in scholarly or educational publications, conferences, or symposia; and development and deployment of training programs or reference materials for relevant park staff including facility maintenance, resource management, interpreters, and planners.

Additionally, projects must also address at least one of the following:

- Park resources listed in or eligible for listing in the National Register of Historic Places,
- Park archeological resources subject to the Archaeological Resources Protection Act or the Antiquities Act,

- Park ethnographic resources, or
- Park museum collections.

Preferred projects include those that provide basic inventory and evaluation of data, including condition assessments of resources, for adding to or updating records in systemwide cultural resources databases, National Register documentation, and responding to accepted findings of the OMB, GAO, DOI Inspector General or NPS independent auditors' reports.



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

Cyclic Maintenance

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

Cyclic maintenance is a key component in meeting the Administration's goal of reducing the deferred maintenance backlog. It is managed at the regional office level. The Cyclic Maintenance program incorporates a number of regularly scheduled preventive maintenance procedures and preservation techniques into a comprehensive program that prolongs the life of a particular utility or facility. The optimal use of cyclic maintenance funding is to work on, or recapitalize, high priority asset

systems/components that have been inspected through the condition assessment process and determined to have life expectancy. Guidance has been developed to assist parks in determining which assets are eligible for cyclic maintenance funding.

The Asset Priority Index and Facility Condition Index are used by parks to determine project eligibility for assets in "good" or "fair" condition. Examples of projects include re-pointing masonry walls of historic and prehistoric structures, pruning historic plant material, stabilizing eroding archeological sites, and preventive conservation of museum objects.

Repair and Rehabilitation Program

The Repair and Rehabilitation program is also an important part of the Administration's goal to eliminate the deferred maintenance backlog in parks. The program provides funding for projects and supports the asset management program and the Facility Management Software System (FMSS). Repair and Rehabilitation funding is generally applied to facilities in "poor" condition.

Repair and Rehabilitation Projects are large-scale repair needs that occur on an infrequent or non-recurring basis. The projects are designed to restore or extend the life of a facility or a component. Typical projects may include: campground and trail rehabilitation, roadway overlay, roadway reconditioning, bridge repair, wastewater and water line replacement, and the rewiring of buildings. These projects are usually the result of having deferred regularly scheduled maintenance to the point where scheduled maintenance is no longer sufficient to improve the condition of the facility or infrastructure. Deficiencies may or may not have immediate observable physical consequences, but when allowed to accumulate uncorrected, the deficiencies inevitably lead to deterioration of performance, loss of asset value, or both.

The Repair and Rehabilitation Program is coordinated by regional offices, where projects are evaluated and prioritized from project lists which are developed by the individual parks. Projects planned for completion address critical health and safety, resource protection, compliance, deferred maintenance, and minor capital improvement issues.

NPS has developed a Five-Year Deferred Maintenance and Capital Improvement Plan. The plan lists projects of greatest need in priority order, focusing first on critical health and safety and critical resource protection issues. NPS has undertaken an intense effort in producing the plan. The Five-Year Plan has several important objectives:

- To better understand and help reduce the Department's accumulated deferred maintenance needs.
- To comply with the Federal Accounting Standards Advisory Board (FASAB) Statement of Federal Financial Accounting Standards (SFFAS) Number 6 on deferred maintenance reporting.
- To aid Departmental planning for future capital improvements.

Repair and rehabilitation projects, which comprise a portion of the deferred maintenance backlog, are funded under this budget function. Other deferred maintenance needs are handled through line item construction projects and from fee receipts.

NPS Investment Strategy

In 2011, with the maintenance backlog standing at approximately \$11 billion and current funding levels unable to keep up with deterioration, the NPS Park Facility Management Division's Asset Management Advisory Committee sought to develop a comprehensive maintenance strategy to support the management of the NPS's vast portfolio of real property assets that drew upon the data, tools and practices already in use by parks, including performance measures such as the FCI and Asset Priority Index (API), creation of Park Asset Management Plans (PAMPs) and determination of entire life-cycle operations and maintenance (O&M) requirements, such as those for Total Cost of Facilities Ownership (TCFO).

The Capital Investment Strategy (CIS) was thus developed and implemented to tie together all of these principles, leveraging the full power of the FMSS and other related systems, by linking project funding eligibility with the commitment to life-cycle asset management in order to address facility improvement through a more financially sustainable approach to allocating scarce capital funding. In essence, the CIS was a funding prioritization process that enables the NPS to shape its own investment strategy while

adhering to the legislative requirements surrounding the management of federal real property and demonstrating to Congress, the OMB, the DOI and other stakeholders that taxpayer dollars are being optimized to preserve mission-critical assets.

The goal of the CIS was to invest wisely in order to lower deferred maintenance on the most important assets over time and prevent additional deterioration. Thus, the deferred maintenance backlog would in essence decrease over time; however, it would not be eliminated due to ongoing maintenance requirements and a constrained budget. The commitment to this approach is in accordance with the NPS' mission to preserve "unimpaired the natural and cultural resources and values of the National Park System for the enjoyment, education, and inspiration of this and future generation."

The NPS Facility Investment Strategy (FIS) currently serves as the servicewide facility investment guideline, and is intended for park managers, superintendents, program managers, and regional and servicewide leadership to use in their maintenance and capital improvement investment decision-making. The FIS will build upon and strengthen the CIS.

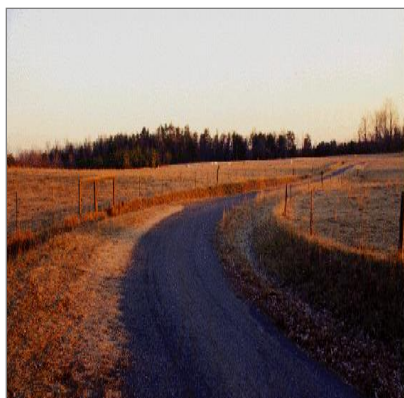
Chapter 4: Leasing of Historic Properties

In November 1982 the National Park Service implemented the leasing of historic property authorized by Section 111 (16 U.S.C. 470h-3) of the National Historic Preservation Act (NHPA) by publication of regulations (36 CFR 18). In January 2002, the NPS revised these regulations to implement not only the NHPA authority, but also a new leasing authority, Section 802 of the National Parks Omnibus Management Act of 1998 (16 USC 1a-2(k)), which authorizes the NPS to lease not only historic property, but any real property and to retain the income. These authorities are two of five general authorities and many park-specific authorities available to NPS to manage real property in the National Park System.

36 CFR 18: Leasing of Properties in Park Areas

36 CFR 18 allows the NPS Director (or delegated officials) to lease certain federally owned or administered property located within the boundaries of park areas. Before leasing property in a park area under this part, the Director must determine that:

- The lease will not result in degradation of the purposes and values of the park area;
- The lease will not deprive the park area of property necessary for appropriate park protection, interpretation, visitor enjoyment, or administration of the park area;
- The lease contains such terms and conditions as will assure the leased property will be used for activity and in a manner that are consistent with the purposes established by law for the park area in which the property is located;
- The lease is compatible with the programs of the National Park Service;
- The lease is for rent at least equal to the fair market value rent of the leased property;
- The proposed activities under the lease are not subject to authorization through a concession contract, commercial use authorization or similar instrument; and
- If the lease is to include historic property, the lease will adequately insure the preservation of the historic property.



Leased farmland at Appomattox Court House National Historical Park, Appomattox, Virginia

All leases entered into under this part must contain terms and conditions that are determined necessary by the Director to assure use of the leased property in a manner consistent with the purposes of the applicable park area, including provisions to assure the preservation of historic property. In addition, a lease must contain appropriate provisions requiring that any improvements to or demolition of leased property to be made by the lessee may be undertaken only with written approval from the NPS Director and that any improvements to or demolition of historic property may only be approved if the Director determines that the improvements or demolition complies with the Secretary of the Interior's *Standards for the Treatment of Historic Properties* (36 CFR Part 68).

Historic Property Leases and Cooperative Agreements (Section 5.3.3), Management Policies, 2006

Further information on leasing historic properties is provided in the *NPS Management Policies* (2006). This document provides that:

The National Park Service may permit the use of a historic property through a lease or cooperative agreement, if such lease or cooperative agreement will ensure the property's preservation. Proposed uses must not unduly limit public appreciation of the property; interfere with visitor use and enjoyment of the park; or preclude use of the property for park administration, employee residences, or other management purposes judged more appropriate or cost effective.

If a lease or cooperative agreement requires or allows the lessee or cooperator to maintain, repair, rehabilitate, restore, or build upon the property, it will require the work be done in accordance with applicable Secretary of the Interior's standards and guidelines and other NPS policies, guidelines, and standards.

Director's Order 38: Real Property Leasing

Director's Order (DO) 38 provides summary and supplemental guidance to assist NPS managers in the implementation of the authority contained in 36 CFR 18. DO 38 is referred to in the provisions of the Nationwide Programmatic Agreement (PA) between NPS, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (Stipulation III.C.16). This section of the PA provides that the streamlined review process "may be used provided all treatment of historic properties proposed in relation to the leasing action is consistent with undertakings eligible for Streamlined Review. . . . The Streamlined Review Process may not be used where there is a change of use or where a series of individual projects cumulatively results in the complete rehabilitation or restoration of a historic property."

In parks continue lease historic properties using the authority in Section 111 of the NHPA and 36 CFR Part 18. These leases include historic structures and agricultural land. Because most of the historic properties that the NPS has available for lease are not in pristine condition, many of the leases provide for lessee performed rehabilitation work in lieu of rent. These leases generate revenue, which was used to preserve these historic properties as well other park historic properties.

NPS continues to lease historic properties using the authority in Section 111 of the NHPA, 36 CFR 18, and Director's Order 38. These leases include historic buildings and agricultural land. Because most of the historic properties that the NPS has available for lease are not in pristine condition, many of the leases provide for lessee performed rehabilitation work in lieu of rent. In turn, this revenue is used to preserve historic and other park historic properties.

Chapter 5: NPS Contribution to Local Economic Development

In 2019, over 327 million visitors came to the national parks, America's special places cared for by the National Park Service family of 20,000 employees and 279,000 volunteers. In addition to spending the day exploring history and experiencing nature, national park visitors also spend money in nearby gateway communities helping to fuel local economies.

Visitor spending and economic impacts for National Park units are tracked by the NPS Social Science Program through an economic model used to estimate economic benefits of parks for local economies. NPS replaced its earlier "Money Generation Model" (MGM2) with the new Visitor Spending Effects Model. Similar to the earlier economic model, the Visitor Spending Effects Model estimates the impacts that park visitors have on the local economy in terms of their contribution to sales, income and jobs in the area. This model produces quantifiable measures of park economic benefits that can be used for planning, concessions management, budget justifications, policy analysis and marketing.⁶

Economic impact estimates for individual parks are based on official NPS recreation visit estimates for 2019, estimates of the percentage of visitors that are local, on day trips, or staying overnight in the area in campgrounds or motels, park visitor spending profiles for distinct visitor segments from park visitor surveys at selected parks, and regional economic multipliers based on input-output models for local regions around NPS units.

Impacts only cover the economic effects of visitor spending in the local area around the park. They do not include impacts of the park operations/employees, construction activity, or visitor spending outside the local area.

A National Park Service report, *2019 National Park Visitor Spending Effects: Economic Contributions to Local Communities, States, and the Nation*, underscores the fact that National Parks play a major role in attracting and sustaining local businesses and communities. According to the report, which was prepared by economists Catherine Cullinane Thomas of the U.S. Geological Survey and Lynne Koontz of the National Park Service, in 2019 visitors spent over \$20.9 billion in communities near national parks, a sum that translates into 286,483 local jobs. The following is a state-by-state analysis of the economic effects of spending and payroll at national parks:

⁶See Catherine Cullinane Thomas and Lynne Koontz, April 2019. *2019 National Park Visitor Spending Effects: Economic Contributions to Local Communities, States, and the Nation*.

STATE/TERRITORY	TOTAL VISITOR SPENDING (In \$ millions)	TOTAL JOBS	TOTAL LABOR INCOME (In \$ millions)
ALABAMA	\$57.2	871	\$22.9
ALASKA	\$1,506.8	19,645	\$729.7
AMERICAN SAMOA	\$3.6	40	\$1.7
ARIZONA	\$1,296.9	18,963	\$673.0
ARKANSAS	\$180.4	2,729	\$65.6
CALIFORNIA	\$2,704.2	36,049	\$1,619.2
COLORADO	\$515.2	7,343	\$268.5
CONNECTICUT	\$2.3	28	\$1.2
DELAWARE ⁷	0	0	0
DIST OF COLUMBIA	\$764.8	6,712	\$352.4
FLORIDA	\$678.2	9,753	\$341.1
GEORGIA	\$439.2	6,551	\$215.7
GUAM	\$25.7	288	\$11.9
HAWAII	\$535.2	5,902	\$257.2
IDAHO	\$29.9	452	\$12.5
ILLINOIS	\$12.2	163	\$6.6
INDIANA	\$110.3	1,568	\$47.6
IOWA	\$11.7	184	\$5.0
KANSAS	\$5.6	83	\$2.4
KENTUCKY	\$114.4	1,607	\$47.8
LOUISIANA	\$39.3	556	\$17.0
MAINE	\$380.2	5,686	\$184.9
MARYLAND	\$233.0	2,957	\$116.9
MASSACHUSETTS	\$871.6	10,995	\$502.4
MICHIGAN	\$232.2	3,300	\$110
MINNESOTA	\$60.9	875	\$29.6
MISSISSIPPI	\$225.1	3,145	\$76.5
MISSOURI	\$281.1	4,685	\$141.1
MONTANA	\$639.7	9,622	\$306.3
NEBRASKA	\$19.5	310	\$9.1
NEVADA	\$259.6	2,962	\$119.3
NEW HAMPSHIRE	\$1.6	24	\$0.9
NEW JERSEY	\$162.4	2,199	\$87.4
NEW MEXICO	\$125.2	1,792	\$50.4
NEW YORK	\$840.7	9,049	\$411.6
NORTH CAROLINA	\$1,412.1	21,580	\$695
NORTH DAKOTA	\$46	644	\$19.2
OHIO	\$64.8	1,013	\$33.8
OKLAHOMA	\$24	251	\$7.5
OREGON	\$91.7	1,315	\$46.2
PENNSYLVANIA	\$478.6	7,557	\$262.9
PUERTO RICO	\$71.2	798	\$33.1
RHODE ISLAND	\$3.5	47	\$1.7
SOUTH CAROLINA	\$93.6	1,309	\$40.1
SOUTH DAKOTA	\$254	3,642	\$112.4
TENNESSEE	\$716.7	9,732	\$354.6
TEXAS	\$333.1	4,663	\$172
UTAH	\$1,224.7	18,926	\$614.2
VERMONT	\$2.7	37	\$1.1
VIRGINIA	\$1,177.2	17,262	\$565.4
VIRGIN ISLANDS	\$28.3	321	\$13.5
WASHINGTON	\$535.3	6,150	\$248.8
WEST VIRGINIA	\$75.4	1,077	\$29.8
WISCONSIN	\$52.8	814	\$23.7

⁷Delaware has no National Park System units that collect visitor data at this time.

STATE/TERRITORY	TOTAL VISITOR SPENDING (In \$ millions)	TOTAL JOBS	TOTAL LABOR INCOME (In \$ millions)
WYOMING	\$924	12,257	\$358.6 ⁸

Visitor spending effects data exists also for each of the National Parks, which shows the tremendous economic benefit that national park visitation provides to communities in terms of employment and sales. For example, in Calendar Year 2019, Boston African American National Historic Site hosted 419,585 visitors who spent \$24,956,000. The direct effects of this spending include sales, income and jobs in businesses selling goods and services directly to park visitors. In addition, visitor spending at this park generated 327 jobs.⁹

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

<https://www.nps.gov/subjects/socialscience/economic-contributions.htm>

⁸The preparers of the 2019 report used one data model to estimate the values for each state, and a different model for the entire country, which will explain why the above amounts when totaled together are different from the figure reported for the nation.

⁹Cullinane Thomas and Koontz. *2019 National Park Visitor Spending Effects*.

Chapter 6: Partnerships and the National Parks

Heritage tourism attracts visitors to a place or area based on the unique or special aspects of that locale's history, landscapes (including trail systems), and culture. For this reason, many communities look to the NPS to help provide tourism opportunities to sustain their economies and way of life. States, regions, and local communities see national park units, trails, heritage areas, and historic preservation programs as ways to improve quality of life and economic well-being.

The NPS infuses its operations with partnerships in all areas of management and at all levels of the organization to leverage and provide additional resources, encourage diversity of visitors and employees and to link with communities and educational institutions.

Volunteers-in-Parks (VIP) Program

The NPS Volunteers-in-Parks (VIP) program is authorized by the Volunteers-in-Parks Act of 1969. The purpose is to provide a means through which the NPS can accept voluntary help from interested citizens and international visitors in a way that is mutually beneficial to the NPS and to the volunteer. During FY19, approximately 279,000 volunteers donated 6.5 million hours of service to national parks, including over 351,000 hours toward cultural resources management. There are approximately 390 volunteer programs throughout the National Park System, and the numbers of volunteers and hours has grown an average of 5-7 percent annually since 1990. Volunteers of all ages contribute their time and talents to help preserve and protect America's natural and cultural heritage for the enjoyment of this and future generations.



For further information about the VIP program, go to

<https://www.nps.gov/getinvolved/volunteer.htm>

NPS Youth Programs

The NPS Youth Programs Division engages youth between the ages of 5 and 24 in various programs of the National Park Service so as to develop a life-long commitment to support our national parks, and protect our natural environment and cultural heritage. At present, there are over 25 youth programs operating throughout the National Park System, including the Youth Conservation Corps and the Student Conservation Association (SCA). Youth programs encompass a wide array of missions and responsibilities including the fostering of a strong relationship between youth and the natural and cultural resources managed by the NPS and instilling a work ethic into our nation's youth.

- The Cultural Resources Diversity Internship Program offers paid internships with National Park Service park units and administrative offices, other federal agencies, state historic preservation offices, local governments, and private organizations. Intern hosts provide work experiences

that assist interns with building their resumes in the historic preservation and cultural resources management field.

- In partnership with the Greening Youth Foundation (GYF), NPS manages the Historically Black Colleges & Universities Internship (HBCUI), which was developed to link students attending HBCUs with challenging natural and cultural resource conservation internship opportunities at NPS units and program offices. NPS and GYF launched the program in 2012 with nearly \$140,000 in funds and 11 interns at 4 NPS units. Objectives of the HBCUI program include:
 - An opportunity for students to serve in natural or cultural resources conservation and encourage the interns to consider a career in these fields;
 - Execute mission driven projects at NPS units and program offices utilizing highly skilled and motivated students; and
 - Create a pathway to employment within NPS.
- NPS has partnered with the National Trust for Historic Preservation on its Hands-On Preservation Experience (HOPE) program. Launched in March 2014, the program links preservation projects to youth volunteers interested in learning preservation craft skills while rehabilitating historic sites. HOPE Crews may help bolster local economies and breathe new life into historic places in need of revitalization. The rehabilitation work the crews perform at these places ensure that key pieces of America's past are preserved for the benefit of future generations.
- Along with the Hispanic Access Foundation, NPS manages the Latino Heritage Internship Program (LHIP). Established in 2014, the program is a component of an overarching service-wide strategy to increase Latino employment opportunities at NPS. NPS is committed to engaging the next generation through the strategic use of student internships. Objectives of the LHIP include:
 - Advance NPS employment opportunities with an emphasis on cultural resource stewardship and interpretation issues;
 - Develop mission critical internship projects that will support NPS goals and objectives;
 - Target undergraduate Latinos attending Hispanic Serving Institutions;
 - Create strong and viable mentor and protégé relationships for the participants;
 - Utilize this program through Latino-owned and operated partner organizations to expand NPS outreach into the Latino communities nationally and develop deep and sustainable relationships; and
 - Establish a system for placing talented Latino students into career conditional positions within NPS.

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

Youth Heritage Summits

NPS has also been actively engaging youth through its support of various youth heritage summits. In addition to providing seed money for youth summits at the National Trust for Historic Preservation Conferences, NPS has also provided leadership to the states on holding their own youth summits, and has developed a downloadable manual, “Preparing the Next Generation: Managing and Presenting a Youth Summit.” Since 2015, NPS has joined with State Historic Preservation Offices, historic preservation organizations, and education programs in co-sponsoring Youth Summits in several states across the country.

Urban Archeology Corps, NPS WASO Archeology Program

The Urban Archeology Corps (UAC) is a summer work program for diverse youth, ages 15-34, and is a collaborative effort between the Archeology Program (Washington Service Office), national park units and non-profit youth partners. The UAC draws on archeology as a vehicle for young people to learn about national parks and their surrounding communities, the diverse histories and resources that make these places special, and public service and employment at NPS. In the process, they practice civic engagement principles while earning hours towards noncompetitive hiring under the Public Lands Act authorities.

UAC participants are exposed to a broad range of what archeology and historic preservation “looks like” in the parks. Aims of the UAC include:

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

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

Other Partnering Arrangements

The NPS participates in a variety of other partnerships, resulting in the preservation and interpretation of cultural resources. Some of these partnerships include:

- National Underground Network to Freedom Program: Public Law 105-203, the National Underground Railroad Network to Freedom Act of 1998, directed NPS to establish a program that tells the story of resistance against the institution of slavery in the United States through escape and flight. Through the National Underground Network to Freedom Program, NPS

partners with underserved African American communities, to conduct site visits, participate in conferences, organize gatherings, and conduct workshops on documenting Underground Railroad sites for the Network to Freedom. The Program coordinates preservation and education efforts nationwide, and works to integrate local historical sites, museums, and interpretive programs associated with the Underground Railroad into a mosaic of community, regional, and national stories. Each listing in the Network is authorized to display the Network logo, which tells the public and all interested entities that the NPS has evaluated the site, program, or facility and acknowledges its significant contribution to the Underground Railroad story. The National Underground Railroad Network to Freedom Program, partnering with the Harriet Tubman Underground Railroad Conference Committee, held a conference in honor of the grand opening of the Harriet Tubman Underground Railroad Visitor Center in Church Creek, Maryland. The conference, “On the Edge of Freedom: Harriet Tubman and the Underground Railroad in the Borderlands,” was held in Cambridge, Maryland, May 18-21, 2017. The conference explored all aspects of the Underground Railroad in borderlands, and featured Manisha Sinha as the keynote speaker. Dr. Sinha is professor and the Draper Chair in Early American History at the University of Connecticut. Her 2016 book *The Slave’s Cause: A History of Abolition* is a groundbreaking history of abolition that recovers the largely forgotten role of African Americans in the long march toward emancipation. The conference brought together scholars, site stewards, researchers, student artists, and enthusiasts from all over the U.S. for four days of presentations, panel discussions, workshops, an exhibit hall, and tours. For more information about the National Underground Network to Freedom Program, go to:

<https://www.nps.gov/subjects/undergroundrailroad/about-the-network-to-freedom.htm#:~:text=The%20National%20Park%20Service%20operates,of%20community%2C%20regional%2C%20and%20national>

- National Council for the Traditional Arts (NCTA): The NCTA program provides advice and technical assistance regarding cultural programming in traditional arts, to various NPS units through a cooperative agreement with the WASO Division of Interpretation and Education. The NCTA works with five to seven parks each year and at the request of the individual parks. It provides the assistance of technicians, musicologists, historians, performers, ethnographers and other individuals with specialized skills and expertise in the area of traditional American arts and cultures. For more information about NPS and the NCTA, go to:

<https://ncta-usa.org/national-park-service/>

Conclusion

The NPS manages the properties in its inventory, with the assistance of a variety of public and private partners, through traditional and creative property management approaches. As a land-managing agency responsible for over 84 million acres of land and nearly 7,870 properties listed on the National Register of Historic Places, systems have been developed that assist resource managers in the preservation and management of NPS historic properties. These systems provide a mechanism for accountability in the management of properties, as well as tools for balancing competing priorities and limited financial resources.

The NPS infuses its operations with partnerships in all areas of management and at all levels of the organization to leverage and provide additional resources, encourage diversity of visitors and employees and to link with communities and educational institutions. These partnerships have been developed by the NPS in both its park and national programs and reflect the NPS commitment to stewardship of historic properties and promotion of intergovernmental cooperation and partnership intended to preserve and actively utilize historic properties.