



**ADVISORY COUNCIL ON HISTORIC PRESERVATION
BUDGET JUSTIFICATION
FY 2021**

February 2020

An independent federal agency, the ACHP promotes the preservation, enhancement, and sustainable use of our nation's diverse historic resources and advises the President and Congress on national historic preservation policy. It also provides a forum for influencing federal activities, programs, and policies that affect historic properties. The ACHP promotes historic preservation to foster the understanding of the nation's heritage and the contribution that historic preservation can make to contemporary communities and their economic and social well-being.

The Honorable Aimee K. Jorjani of Falls Church, Virginia, is chairman of the 24-member council, which is served by a professional staff with offices in Washington, D.C. For more information about the ACHP, contact:

Advisory Council on Historic Preservation
401 F Street NW, Suite 308
Washington, D.C. 20001-2637
Phone: 202-517-0200

Website: www.achp.gov
On Twitter and Instagram: @usachp
Facebook: ACHP-Advisory Council on Historic Preservation; Preservation-The Next Generation;
and Preservation Indigenous-Native Youth

ADVISORY COUNCIL ON HISTORIC PRESERVATION BUDGET JUSTIFICATION, FY 2021

FY 2021 Request

The Advisory Council on Historic Preservation requests
\$7,400,000 and 37 FTE

SUMMARY

FY 2021 Summary

The Advisory Council on Historic Preservation (ACHP) will do the following:

- Manage the federal historic preservation review and consultation process under Section 106 of the National Historic Preservation Act (NHPA) in an effective and efficient manner that fully engages stakeholders and the public to find creative solutions that accommodate both federal project needs and stewardship of our nation's historic and cultural resources;
- Promote historic preservation as a strategy for addressing national infrastructure improvement goals identified and advanced by the Administration and the Congress;
- Promote federal programs and policies that leverage the benefits of preserving historic buildings for community revitalization and economic growth, addressing development in Opportunity Zones, creation of affordable housing, and reducing the shortage of skilled preservation craftspeople in the construction trades;
- 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 uniformly and readily available to project planners and stakeholders;
- Develop Section 106 program efficiencies to support the streamlining goals of Executive Order 13807, "Establishing Discipline and Accountability in the Environmental Review and Permitting Process for Infrastructure Projects" and the work of the Federal Permitting Improvement Steering Council (Permitting Council);
- Provide timely expert advice to the President, the Congress, and the executive branch on national economic, energy, community development, resource management, and environmental policies and priorities;
- Participate in the emergency response to and longer range recovery from natural disasters;
- Promote the effective engagement of Indian tribes and Native Hawaiian organizations (NHOs) in the federal preservation planning process and the broader national historic preservation program;
- Implement recommendations for improving the national historic preservation program identified in 2016 during the 50th anniversary of the NHPA;
- Collaborate with the U.S. Semiquincentennial Commission and preservation partners to advance preservation programs and policies in the commemoration of the 250th anniversary of American independence;
- Develop the ACHP's 2021 report to the President on federal stewardship of historic properties, as required by Executive Order 13287, and work with federal agencies to implement the report's recommendations;
- Work with partners to raise awareness about the importance of historic preservation, promote the value and relevance of cultural heritage and the benefits of historic preservation in contemporary

society, work to engage new audiences, including the next generation of preservationists, and strive to build a more inclusive preservation program that embraces all citizens and their diverse ethnicities, cultural backgrounds, and experiences; and

- Provide the training, guidance, information, and other tools necessary to address these needs.

The ACHP's FY 2021 request represents an increase of \$22,000 from the FY 2020 level of \$7,378,000. This funding level will permit the ACHP to maintain the FY 2020 level of operations, meet cybersecurity and Information Technology needs, fulfill data accountability and transparency requirements, and address projected demands from federal agencies for Section 106 program alternatives in the infrastructure area.

FY 2021 Direction and Request

The ACHP's budget request implements its new strategic plan, adopted by the membership on December 5, 2019. (<https://www.achp.gov/sites/default/files/2020-01/StrategicPlan2020.pdf>) The normal timeline for plan development had been postponed pending Senate confirmation of the ACHP's first full-time chairman. That occurred on June 27, 2019, and the chairman officially came on board in July.

Infrastructure

The ACHP contributions to the Administration's infrastructure initiatives are a top agency priority. The agency is uniquely positioned to expand upon and develop efficiencies in the Section 106 review of federal and federally assisted projects and to improve environmental reviews for infrastructure projects through better coordination among Section 106, the National Environmental Policy Act (NEPA), and other environmental statutes. Likewise, focusing on energy extraction and transmission projects, addressing federal agency mandates to reduce the federal real property footprint, promoting the development and use of digitized historic property information and Section 106 processes, and improving early coordination with Indian tribes and NHOs will continue to be significant goals in the ACHP's work. The ACHP's government-wide regulations that implement Section 106 authorize a variety of tools to adapt the review process to efficiently meet the needs of individual federal programs. Recent experience has clearly demonstrated the value of their application. Likewise, the membership of the ACHP that brings together federal agencies and major stakeholder representatives provides a unique forum for crafting solutions that accommodate project planning needs and preservation goals.

Since 2012, the ACHP has played an important role in Administration efforts on improving the delivery of infrastructure projects, providing policy recommendations and guidance as a member of the Steering Committee that implemented the requirements of Executive Order 13604, "Improving Performance of Federal Permitting and Review of Infrastructure Projects," as a member of the Permitting Council established by Title 41 of the Fixing America's Surface Transportation Act of 2015 (FAST Act), and as a signatory to the April 2018 Memorandum of Understanding Implementing One Federal Decision (OFD MOU) under Executive Order 13807, "Establishing Discipline and Accountability in the Environmental Review and Permitting Process for Infrastructure Projects."

The ACHP will continue to advance Permitting Council and OFD goals by developing Section 106 program efficiencies, promoting the digitization of information to better inform Section 106 reviews and project planning, tracking and expediting environmental reviews for infrastructure projects listed on the Permitting Dashboard, and promoting use of NEPA-Section 106 integration strategies contained in the handbook jointly issued by the Council on Environmental Quality (CEQ) and the ACHP (https://www.achp.gov/sites/default/files/2017-02/NEPA_NHPA_Section_106_Handbook_Mar2013_0.pdf). The ACHP will address and, as necessary, elevate consideration of issues arising within Section 106 reviews that are part of a covered project under OFD. The ACHP is also a member of the Broadband Workgroup,

working with other federal members to identify further efficiencies and improvements to environmental review procedures for broadband projects, particularly those that serve rural America.

Digital information on historic properties

Recognizing the importance of ensuring that information about historic properties is readily available to project planners, the ACHP established a Digital Information Task Force in the fall of 2018. Formation of the Task Force addresses the need for more uniformly available digital tools, including GIS, to improve planning for federal projects by making information about the location of identified historic properties more readily available. Such information also can provide a platform for development of preservation outcomes. Access to better information will contribute significantly to current government-wide efforts to improve the efficiency of environmental reviews, including Section 106 reviews, for infrastructure projects. In FY 2020, the Task Force will recommend an action plan that will include steps the ACHP and other stakeholders can take to improve the availability of historic property information, and the ACHP will work to implement this plan in FY 2020 and FY 2021. The FY 2021 request will support the ACHP's efforts to provide better planning information for infrastructure development decisions.

Information Technology can also expedite the Section 106 process and make it more transparent and accessible to participants and the public. In 2013, the ACHP initiated its voluntary Electronic Section 106 Documentation Submittal System (*e106*) for use by federal agencies when carrying out their Section 106 responsibilities. The *e106* system is designed to improve the efficiency, effectiveness, and transparency of the Section 106 review process by providing federal agencies with an electronic submittal system that expedites critical steps in Section 106 review and encourages complete and accurate submissions that can be shared with others. More than half of all submissions to the ACHP are now received electronically. The FY 2021 request will enable the ACHP to continue to make improvements to this system and encourage its use by more federal agencies.

Effective tribal engagement

An important component of the ACHP's infrastructure efforts has been improving the involvement of Indian tribes and NHOs in the Section 106 process, as large energy and infrastructure development projects impact traditional cultural properties on an unprecedented scale. These initiatives will advance Administration goals to improve environmental reviews of such projects.

To advance tribal involvement in infrastructure projects, the ACHP has taken important actions to encourage early coordination with Indian tribes by applicants and federal agencies in pre-application studies and information gathering. Earlier coordination often leads to better preservation outcomes and more expeditious and predictable Section 106 reviews. In 2019, the ACHP launched an e-learning course for federal agencies and applicants to assist them with early tribal coordination. The ACHP also issued a handbook for federal agencies, applicants, and Indian tribes with recommendations regarding more effective pre-application communication and coordination. The handbook was developed with input from industry groups, Indian tribes, and permitting agencies and has been well-received by these groups.

The ACHP has also been assisting the Permitting Council in implementing a government-wide tribal contact database system to help agencies efficiently meet their tribal outreach responsibilities. Due to the removal of most Indian tribes from their ancestral homelands where many properties of traditional religious and cultural significance to them are located, federal agencies and applicants are often challenged in identifying the tribes that federal law requires them to consult. A government-wide database showing the areas of interest to tribes and providing up-to-date contact information

can facilitate early consultation with tribes and deliver significant efficiencies in the Section 106 process. The Department of Housing and Urban Development has created a useful tool, and the ACHP is working with the Permitting Council to refine it.

In 2019, the ACHP offered more training for Indian tribes, in partnership with other federal agencies, in an effort to ensure tribes are fully prepared to participate in the Section 106 review process. It has been shown that well-prepared participants lead to more efficient Section 106 reviews. The ACHP's efforts in this area will continue to expand in FY 2020 and FY 2021.

Section 106 program alternatives

In supporting the goals of Executive Order 13807 and the FAST Act, the ACHP is actively advancing the use of Section 106 program alternatives to increase the efficiency and effectiveness of historic preservation reviews for a variety of infrastructure sectors. Program alternatives provide the ACHP with the ability to tailor the standard Section 106 review process established in the ACHP's government-wide regulations to meet the needs of a particular agency program. They are created in collaboration with the responsible federal agencies and with the engagement of stakeholders and the public. Over the years, these have been successfully applied to a wide variety of programs, providing carefully crafted approaches to improving the efficiency of agency project delivery and focusing reviews on the highest value cases.

Recent programmatic approaches developed by the ACHP have tailored the review process, including the ACHP's issuance of a Program Comment for rail and transit rights-of-way for surface transportation that exempts many activities from Section 106. Mandated by Congress in Title 41 of the FAST Act, this Program Comment is bringing significant efficiencies to the delivery of federal assistance for improvements to the nation's 140,000 miles of freight rail lines as well as hundreds of transit systems and Amtrak. The ACHP is continuing to work with the Department of Transportation to explore further efficiencies for these programs.

The ACHP also recently issued a Program Comment to the Department of Veterans Affairs (VA) to address VA's real property actions related to the reduction of vacant and underutilized properties in its inventory. The Program Comment establishes efficiencies and an expedited review process for many real property actions related to the transfer of property rights of vacant and underutilized buildings, structures, and land, including leases, sales, transfers, and demolitions, as well as for certain maintenance and repairs of such properties.

The ACHP also worked closely with the Department of Agriculture's Rural Utilities Service (RUS) and the National Conference of State Historic Preservation Officers to execute a nationwide Programmatic Agreement that better aligns RUS' granting procedures with the Section 106 review process. This nationwide agreement allows RUS to obligate billions of dollars of funds appropriated for housing, sewer, water, electric, and broadband projects in rural and tribal communities more efficiently while preserving appropriate opportunities for the Section 106 review process to inform RUS' consideration of their impacts to historic properties.

It is anticipated that the interest among federal agencies in developing program alternatives to create efficiencies will continue to grow in FY 2021. Indeed, the demand for these has already dramatically expanded in FY 2020. Nationwide program alternatives already in the early stages of development and that will require further action by the ACHP in FY 2020 and FY 2021 include the following:

- a Program Comment for Army Inter-war Era Housing
- a nationwide Programmatic Agreement for the Department of the Navy regarding the modernization of shipyards;

- a Program Comment for the Bureau of Reclamation for water irrigation systems in the West;
- nationwide Programmatic Agreements for routine forest management activities and project phasing as well as a Program Comment regarding the disposal of facilities for the US Forest Service;
- program alternatives for the National Park Service (NPS) addressing its maintenance backlog and facilities management; and
- a Program Comment for Twilight Towers and a program alternative for 5G wireless communication facilities for the Federal Communications Commission.

Other program alternative requests are expected in the coming years as well, as federal agencies recognize the efficiencies they provide, and all participants in the Section 106 process acknowledge their value in simplifying routine reviews. The ACHP is committed to collaborating with agencies to the extent that resources permit.

While the ACHP has pursued coordination with federal agencies to develop Section 106 review efficiencies for their specific programs, it also has reached out to industry for opportunities to address issues on a sector basis. The ACHP engaged the energy transmission industry—representing a key group of applicants for federal permits and authorizations for large-scale infrastructure deployment, and the cultural resources contractors who support their projects—in a Working Group on Section 106 and Infrastructure Projects during FY 2018 and FY 2019. The efforts of this Working Group are leading to initiatives to improve the performance of permitting agency reviews, notably the Federal Energy Regulatory Commission and the Army Corps of Engineers, that are being pursued in FY 2020. The Working Group also informed the work of the subsequent Digital Information Task Force, which also has an advisory group that draws participants from industry and cultural resources contractors along with state, tribal, and local preservation officials.

Training

Training is a critical component of improving the efficiency of the federal historic preservation review process. The ACHP is continuing to renew and expand its training efforts in FY 2020, including three new on-site courses offered around the country to participants who benefit from knowing more about the Section 106 review process. The ACHP will also continue to expand its commitment to distance learning, recognizing that budget and travel restrictions in other agencies limit participation in the ACHP's publicly available on-site training opportunities. Distance learning is lower in overall cost to both the ACHP and participants, although it does require up-front development costs. Introduced in FY 2013, the ACHP's web-based training continues to grow in popularity and is anticipated to reach 2,000 participants in FY 2020 and an even larger number in FY 2021. In late FY 2017, the ACHP launched its on-demand training platform and anticipates reaching a broader constituency that may desire to avoid the travel and cost of on-site training. In 2019, the ACHP removed fee requirements for all on-demand courses and saw a dramatic increase in the number of participants taking these courses. Given that these on-demand courses are now reaching hundreds of new participants, the ACHP will focus further effort in expanding this catalog of material.

While distance learning will be the priority in future years, at the same time there continues to be an increase in requests for special on-site courses tailored to individual agencies. The ACHP anticipates the demand to continue to rise in FY 2020 and FY 2021. Federal agencies support the development and delivery of these courses, but the ACHP contributes its resources in partnership with the agencies, so the capacity to meet agency needs will be dependent upon funding and staffing levels.

Managing historic federal properties

Acknowledging the Administration's goals to more efficiently use its real property assets, the ACHP in late 2019 established a Leveraging Federal Historic Buildings working group to identify opportunities for reusing and leveraging federal historic buildings. The working group will identify best practices and success stories that can be shared with other agencies that are considering the disposal, lease, or reuse of historic buildings. The working group will also identify opportunities for utilizing Section 111 leasing under the NHPA to further these goals. Section 111 enables agencies to lease historic properties that they own and retain the proceeds for historic preservation purposes. These recommendations will be incorporated in the ACHP's revised guidance to agencies to be issued in the spring of 2020 to assist them in reporting to the ACHP by the end of FY 2020 on their progress in identifying, using, and protecting historic properties in accordance with Section 3 of Executive Order 13287. In FY 2021, the ACHP will review the progress reports submitted by federal agencies and develop and issue its own mandated triennial report to the President by February 15, 2021, on the stewardship of federally owned historic properties.

Policy advice

The ACHP also will continue to advise the Administration and the Congress on legislative, regulatory, and administrative policies that affect or enhance historic preservation interests. The agency will offer its expertise on strategies to effectively combine the stewardship of the nation's heritage with other national goals and cooperate in the joint development and implementation of such initiatives. In those efforts, the ACHP continues to work toward its established goal of supporting a preservation program that is inclusive and responsive to the public, expanding its use of social media to connect with an increasingly diverse and technologically sophisticated constituency.

Disaster preparedness and recovery. The ACHP continues to pursue a number of policy initiatives to address important national preservation issues, including disaster preparedness and recovery. Natural disasters often cause significant damage to historic resources, and how federal response, recovery, and preparedness actions are planned and conducted is a significant factor in minimizing and mitigating such impacts. The Sandy Recovery Improvement Act of 2013 directed the President to establish an expedited interagency federal review process. A steering committee comprising CEQ, Department of Homeland Security (DHS), Federal Emergency Management Agency, and the ACHP developed the Unified Federal Review process, which expedites approvals and release of federal funding to applicants as they recover from disasters and emergency situations.

Improving the National Historic Preservation Program. Other national policy areas will be on the ACHP's agenda. The ACHP will continue to follow up on its recommendations for program improvement that emerged from its policy review of the National Historic Preservation Program conducted as part of the 50th anniversary of the NHPA in 2016 (<https://www.achp.gov/sites/default/files/documents/2018-06/Preservation50FinalReport.pdf>). These recommendations span the range of challenges and opportunities before the national program and offer a variety of short- and long-term actions that can help fulfill the promise of the NHPA. The ACHP's strategic plan will provide further guidance on which of the policy recommendations will be prioritized.

Preservation and the Semiquincentennial. The United States will commemorate 250 years of history in 2026, and the ACHP sees this as an opportunity to both celebrate the places associated with the nation's history and to make further strides in developing the national historic preservation program. In 2019, the ACHP engaged with the U.S. Semiquincentennial Commission and is building an effective partnership to ensure historic preservation is an important component of the Commission's work. A particular goal of the ACHP, in its role as policy advisor to the President and Congress, is to seek permanent improvements to the public-private partnership that undergirds the national program. These efforts will

continue in 2020 and intensify during 2021.

Community revitalization and affordable housing. The ACHP will continue to promote historic preservation as a tool for community revitalization, economic development, and public education, supporting the Administration's goals in those areas. The ACHP will seek to provide advice to two recently established White House councils dealing with these subjects. The White House Opportunity and Revitalization Council addresses community revitalization with special emphasis on Opportunity Zone redevelopment. The White House Council on Eliminating Regulatory Barriers to Affordable Housing is focused on promoting the creation of affordable housing. Preserving historic buildings plays a significant role in community revitalization and economic growth and for providing affordable housing in cities across the country. The ACHP has taken important steps in the past to promote preservation as an effective tool in these areas, making policy recommendations on historic preservation and community revitalization in the ACHP Policy Statement on Historic Preservation and Community Revitalization and issuing guidance to resolve potential conflicts between historic preservation and affordable housing projects in the ACHP Policy Statement on Affordable Housing and Historic Preservation. The ACHP will work to build a relationship with these two councils and explore with federal agencies how their policies and programs can leverage these benefits.

Strengthening the national preservation program

The national historic preservation program is a public-private partnership intended to tell the stories of all Americans and to honor and preserve their heritage. In fulfillment of its statutory charge to encourage public interest and participation in historic preservation, the ACHP will continue its efforts to build a more inclusive preservation program and to engage youth in historic preservation. Much of the ACHP's recent work has focused on two initiatives involving students to encourage them to pursue careers in preservation. In addition, the ACHP has launched an effort to address a critical need in the preservation field, an adequate supply of skilled preservation craftspeople. These will continue in FY 2021.

HBCU initiative. In 2018, the ACHP launched "Touching History: Preservation in Practice" in conjunction with NPS and the National Trust for Historic Preservation. The initiative advances the goals of the White House Initiative on Historically Black Colleges and Universities (HBCUs), which was created by Executive Order 13779, "White House Initiative to Promote Excellence and Innovation at Historically Black Colleges and Universities." Funded by NPS, the initiative strives to bring more African American young professionals into historic preservation and related fields. It introduces students to historic preservation principles and practice through work with preservation professionals and hands-on experiences at historic buildings at HBCUs, drawing on the rich heritage of these unique institutions. In 2019, the ACHP's initiative was recognized by the White House Initiative with one of three Agency Innovator Awards.

The ACHP, working with its partners, plans to expand from the current program from two HBCUs to three in 2020. The ACHP's goal is to establish model approaches that can be adopted by others to implement in the future and explore similar related programs with federal agencies, such as the Department of Education, connected to community colleges. A similar approach was taken in the past with the development of historic preservation youth summits, a program successfully adopted by a nonprofit organization with support from NPS. Plans for FY 2021 are to make a major expansion of the program.

Tribal college initiative. The ACHP also has made special efforts in Indian Country, continuing to host a Native youth Facebook page and developing a partnership with Salish Kootenai College (SKC), the only tribal college or university with degree programs in tribal historic preservation. In 2019, the ACHP formalized its partnership with SKC by entering into a Memorandum of Understanding that creates opportunities for SKC students to learn from and work with preservation professionals. This work will

continue in FY 2020 and FY 2021 with increased emphasis on encouraging federal agencies to support career development in the preservation field, in particular to engage Native professionals in the national program.

Preservation crafts training. In the important field of preservation crafts, the ACHP began in FY 2020 exploring how federal policies and programs can help train skilled preservation tradespeople. This effort is designed to help reduce the nationwide shortage of workers skilled in preservation work in the construction trades and provide stable, well-paying jobs. The ACHP is uniquely positioned to work with members such as the Department of Education, other federal agencies such as the Departments of Labor and Commerce, and the private sector to advance the goal of economic opportunity while helping to preserve historic properties. Through these efforts, the ACHP will contribute to addressing the work force issues that prompted issuance of Executive Order 13801, “Expanding Apprenticeships in America,” and Executive Order 13845, “Establishing the President’s National Council for the American Worker.”

Information Technology and cybersecurity

Information Technology (IT) has assumed an increasingly prominent role in the ACHP’s work and requires continued investment to meet IT modernization and cybersecurity challenges to provide the necessary tools to carry out program activities. In conformance with the President’s Management Agenda, the agency is focused on providing modern IT as the foundation of how the ACHP serves its constituency securely and efficiently. Achieving this goal requires utilizing cutting-edge technology and replacing legacy infrastructure using modern cloud-based solutions where possible to enhance IT service effectiveness and reduce cybersecurity risks.

As noted previously, providing online access to information and technical assistance assumes increasing importance for improving Section 106 efficiency and trying to reach more diverse audiences in a cost-effective manner. The ACHP’s online efforts, including its website, e-communications, and social media platforms, provide many benefits for the public, federal partners, and the agency. The ACHP recognizes the importance of a broad range of strategies for communication and is aware that online communication and social media allow it to ensure transparency while increasing reach and reducing printing and distribution costs. A digital web analytics program was established in FY 2019 to monitor and improve the quality and efficiency of digital services.

At the same time, the increase in cybersecurity threats, the corresponding spate of legislative and Administration directives, and the need for replacing legacy equipment have placed significant financial demands on the ACHP. In response, the ACHP has undertaken a multi-year program to address the issues. Investments in FY 2018 and FY 2019 were essential to advance the effort but were not sufficient to meet the challenges of the ever-changing threat environment and legal directives. FY 2020 funds will be allocated to meet existing requirements of the National Institute of Standards and Technology (NIST) Cybersecurity Framework areas, Executive Order 13800, the President’s Management Agenda’s Modernizing IT Cross-Agency Priority (CAP) Goal, and the OMB M-17-09 and DHS Cybersecurity directives for securing High Value Assets (HVAs). The implementation of the new cybersecurity capabilities established in recent years resulted in measurable improvements in the ACHP’s security posture as noted in the agency’s Risk Management Assessments and Federal Information Security Management Act submissions.

IT equipment contracts that included maintenance as part of the initial purchase in 2014 have ended, requiring new maintenance contracts with new costs. Due to budget constraints, compromises were made to balance spending for equipment maintenance and cybersecurity functions, so some maintenance contracts lapsed. While necessary from a budget standpoint, this was not desirable and introduced additional operational and cybersecurity risks, as systems were unable to receive patches or repairs as needed. Additional funds provided by the Congress in FY 2020 will allow the restoration of these

essential contracts, reducing the risks to the IT infrastructure and agency HVAs. Requested FY 2021 funding will provide sufficient funds to continue essential maintenance costs of the agency IT infrastructure.

Due to the investments made in cybersecurity improvements, ongoing improvements in the ACHP's Cybersecurity Risk Management Assessments have been made possible by prioritizing reduction of cybersecurity capability gaps. FY 2019 funding allowed substantial increases in cybersecurity capabilities, and the FY 2020 appropriation and the requested level of FY 2021 funding will enable the ACHP to maintain this momentum by providing sufficient resources to maintain effective cybersecurity operations.

All four Risk Management Assessment security domain ratings, "Identify," "Protect," "Respond," and "Recover," are being actively targeted for improvement in FY 2020 and FY 2021 to achieve "Managing Risk" ratings. Achieving these goals will be a multi-year effort. The goal is to improve the agency's cybersecurity capabilities, maintain the technology infrastructure, and make the necessary progress to improve the risk assessment ratings and reduce the agency's cybersecurity risks by fully implementing the NIST Cybersecurity Framework. FY 2020 funds will enable the ACHP to meet the goals; maintaining them will become recurring costs in FY 2021 and beyond.

Budget supplements in the final FY 2019 and FY 2020 appropriations funded capital expenditures for managing and addressing the lifecycle of IT systems hardware. However, larger replacement efforts have been deferred for future budget years or until the systems are end of life and end of service. By FY 2020 the end of systems life cycles for networking, storage, computing, and some cybersecurity equipment will be reached. This will ultimately require a significant investment to complete a one-for-one replacement of all the end of life equipment. The ACHP anticipates distributing these expenses over a multi-year period. Replacement activity for FY 2020 and FY 2021 will be focused on supporting critical infrastructure and cybersecurity continuity of operations. During FY 2020, the ACHP is also required to transition from the expiring Networkx telecommunications contracts to the Enterprise Infrastructure Solutions contracts, requiring an increase in service and transition costs to improve agency connectivity, resiliency, and security. Some of these recurring cost increases will carry over into FY 2021.

Requested FY 2021 funding levels will allow continuity of the following ongoing or newly established activities from FY 2020:

- Continue the cybersecurity automation capabilities and orchestration of security operations established in FY 2020. Significant work is being done to implement a security orchestration and automation (SOAR) platform to support the limited cybersecurity staff by automating higher tier security work and improve speed of triage, detection, and response. FY 2020 and continued FY 2021 funding levels will be used for platform licensing recurring costs. This cybersecurity function is essential to support the President's Management Agenda: Reduce Cybersecurity Risks to the Federal Mission by leveraging commercial and cutting-edge capabilities, enabling high returns on investment for cybersecurity. This initiative also supports the agenda for shifting from low-value to high-value work by using automation software. (For more details on the ACHP's past and proposed cybersecurity activities and plans, see Appendix C.)
- Continue maintenance but defer replacement of legacy equipment, including vulnerability mitigation for designated HVAs as required by Binding Operational Directive 18-02, Securing High Value Assets. This is a recurring requirement to mitigate operational risks by funding maintenance contracts, address equipment maintenance or capacity increase costs.
- Continue secure remote access to staff and to cloud productivity solutions. Legacy remote access equipment will be replaced with cloud-based secure access solutions.

Budgetary History

The FY 2020 appropriation for the ACHP was \$7,378,000. Figure 1 shows the recent funding background for comparison.

Figure 1. Budgetary History, FY 2018-2021
(in thousands of dollars)

	FY 2018	FY 2019	FY 2020	FY 2021
President's Budget	6,400	6,440	7,000	7,400
Initial Appropriation	6,400	6,890	7,378	
Appropriation Adjustment				
Budget Authority	6,400	6,890	7,378	
FTEs	37	37	37	37

Budget Request

Figure 2. Appropriation and Authorization Language

<p>Appropriation Language</p> <p>ADVISORY COUNCIL ON HISTORIC PRESERVATION SALARIES AND EXPENSES</p> <p>For necessary expenses of the Advisory Council on Historic Preservation (Public Law 89-665), [\$7,378,000*] \$7,400,000</p> <p><i>* Further Consolidated Appropriations Act, 2020 [Public Law 116-94]</i></p>
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<p>Authorization Language</p> <p>There are authorized to be such amounts as may be necessary to carry out this title.</p> <p><i>National Historic Preservation Act Amendments Act of 2006</i> <i>[Public Law 109-453]</i></p>
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President's Management Agenda

As required, the ACHP has identified proposals in this Budget Justification (with target funding levels) that address CAP Goals of the President's Management Agenda, particularly in identified priority areas. This discussion of the CAP Goals can be found in Appendix A.

Evidence and Evaluation

To report on progress toward meeting requirements of the Foundations for Evidence-Based Policymaking Act of 2018 (Public Law 115-435), the ACHP has completed the required FY 2021 Evidence Template. It is attached as Appendix B.

PROGRAM STRUCTURE

Mission and Authorities

The ACHP was established by Title II of the NHPA (54 U.S.C. §300101 et seq.). The NHPA charges the ACHP with advising the President and the Congress on historic preservation matters and entrusts the ACHP with the unique mission of advancing historic preservation within the federal government and being a leader in the national historic preservation program. Since FY 2011, the ACHP has been guided by the following mission statement:

The Advisory Council on Historic Preservation 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's authority and responsibilities are principally derived from the NHPA. General duties of the ACHP are detailed in Section 202 (54 U.S.C. §304102) and include the following:

- Advising the President and the Congress on matters relating to historic preservation;
- Encouraging public interest and participation in historic preservation;
- Recommending policy and tax studies as they affect historic preservation;
- Advising state and local governments on historic preservation legislation;
- Encouraging training and education in historic preservation;
- Reviewing federal policies and programs and recommending improvements; and
- Informing and educating others about the ACHP's activities.

Under Section 106 of the NHPA, the ACHP reviews federal actions affecting historic properties to ensure historic preservation needs are balanced with federal project requirements. The ACHP achieves this balance through the Section 106 review process, which applies whenever a federal action has the potential to impact historic properties. Section 213 of the NHPA (54 U.S.C. §30410X) authorizes the ACHP to issue government-wide regulations to implement Section 106. The regulations are found at 36 C.F.R. Part 800.

The ACHP also derives authorities from other statutes and Executive Orders. For example, Title 41 of the FAST Act named the ACHP a statutory member of the Permitting Council, which is charged with improving the federal permitting process for infrastructure projects. Section 7302 of the Omnibus Public Land Management Act of 2009 charged the ACHP with carrying out the Preserve America program. Executive Order 13287, "Preserve America," directs the ACHP to assess the state of federal stewardship of its historic properties and report to the President on a triennial basis.

ACHP Membership

The ACHP has 24 statutorily designated members, including the chairman who is a full-time Presidential appointee confirmed by the Senate. The ACHP also includes a number of observers who have been invited to participate in the work of the ACHP (See Figure 5).

Under the chairman’s leadership, the ACHP members address policy issues, direct program initiatives, and make recommendations regarding historic preservation to the President, Congress, and heads of other federal agencies. Members pursue ACHP activities both collectively and individually. The membership is organized into four program committees: Federal Agency Programs; Native American Affairs; Preservation Initiatives; and Communications, Education, and Outreach. Member task forces and work groups are also formed to pursue specific needs such as policy development or Section 106 improvements.

ACHP Staff

ACHP staff carry out the day-to-day work of the ACHP and provide all support services for ACHP members. In addition to its permanent staff, the ACHP maintains interagency liaison positions funded by the Federal Highway Administration (FHWA), Bureau of Land Management (BLM), General Services Administration (GSA), VA, NPS, the Department of the Army, and the Forest Service. The executive director supervises all staff components.

Figure 3. Staff Organization Actual and Proposed, FY 2018-2021

Function and FTEs	FY 2018	FY 2019	FY 2020	FY 2021
Chairman*	1	1	1	1
Executive Director	1	1	1	1
Office of Native American Affairs	3	3	3	3
Office of General Counsel	2	2	2	2
Office of Administration	4	4	4	4
Office of Information Technology	3	3	3	3
Office of Preservation Initiatives	3	3	3	3
Office of Federal Agency Programs	16	16	16	16
Office of Communications, Education, and Outreach	4	4	4	4
TOTAL	37	37	37	37

*Though authorized since December 2016, the position was vacant throughout FY 2017, FY 2018, and most of FY 2019. It was filled on July 15, 2019.

The **Chairman** is appointed by the President and confirmed by the Senate.

The **Executive Director** has senior management responsibility for all staff organizational units and reports to the chairman.

The **Office of General Counsel** provides legal advice and analyses, reviews and manages Freedom of Information Act requests, oversees the agency ethics program, and processes agency personnel actions.

The **Office of Native American Affairs** advises the ACHP leadership, members, and staff on policy and program matters related to Native American issues, and offers technical assistance and outreach for tribal and NHO consultation under the Section 106 review process.

The **Office of Preservation Initiatives** analyzes legislation, develops policy recommendations, oversees special studies and reports, and implements programs related to national preservation benefits such as community development, economic impacts, sustainability, and tourism.

The **Office of Federal Agency Programs** participates in Section 106 reviews, develops and implements program improvement initiatives, provides technical assistance and guidance for Section 106 users, and works to improve federal agency and stakeholder understanding of Section 106. It also oversees implementation of Section 3 of Executive Order 13287, “Preserve America,” assists in carrying out the ACHP’s responsibilities as a member of the Permitting Council, and manages the ACHP’s training program, including delivery of onsite courses, webinars, and distance learning initiatives.

The **Office of Communications, Education, and Outreach** creates and conveys the ACHP’s message to partners, stakeholders, and the general public via print and electronic media, meets information requests from citizens and Congress, handles media relations, takes the lead on engaging youth in historic preservation, and manages ACHP outreach, awards, and publications.

The **Office of Administration** oversees a full range of administrative, procurement, budget, and fiscal services and coordinates related services provided by the Department of the Interior and GSA on a reimbursable basis. The office also provides administrative and clerical support to ACHP leadership.

The **Office of Information Technology** manages the ACHP’s Information Technology services, infrastructure, and cybersecurity operations supporting ACHP programs. The office maintains the agency data center, cloud infrastructure, network, telecommunications, and information security.

Figure 4. Expenditures by Object (in thousands of dollars)

		FY 2019 Enacted	FY 2020 Enacted	FY 2021 Request	FY 2021 vs FY2020
11/12	Salary/Benefits	5,394	5,587	5,587	
21	Travel	132	132	132	
22/23	Freight, Rent, Communications, Utilities	628	628	628	
24	Printing	4	4	4	
25	Contract Services	682	957	979	+22
26	Supplies	8	8	8	
31	Equipment	42	62	62	
	TOTAL	6,890	7,378	7,400	+22
	FTEs	37	37	37	0

Figure 5. Members, Advisory Council on Historic Preservation (January 2020)

Chairman

Hon. Aimee K. Jorjani (Virginia)

Vice Chairman

Leonard A. Forsman (Chairman,
Suquamish Tribe; Washington)

Expert Members

Terry Guen FASLA (Illinois)
Luis G. Hoyos, RA (California)
Robert G. Stanton (Virginia)
Jay D. Vogt (South Dakota)

General Public Members

Bradford J. White (Illinois)
Jordan E. Tannenbaum (Virginia)

Native American Member

Reno Keoni Franklin (Kashia Band of Pomo
Indians; California)

Governor

Vacant

Mayor

Vacant

Architect of the Capitol

Hon. J. Brett Blanton

Secretary of Agriculture

Hon. Sonny Perdue

Secretary of Defense

Hon. Mark T. Esper

Secretary of Education

Hon. Elizabeth Prince DeVos

Secretary of Homeland Security

Chad F. Wolf, Acting

**Secretary of Housing and Urban
Development**

Hon. Benjamin S. Carson, MD

Secretary of the Interior

Hon. David Bernhardt

Secretary of Transportation

Hon. Elaine L. Chao

Secretary of Veterans Affairs

Hon. Robert L. Wilkie

**Administrator, General Services
Administration**

Hon. Emily W. Murphy

**Chairman, National Trust for Historic
Preservation**

Timothy P. Whalen (California)

**President, National Conference of State
Historic Preservation Officers**

Mark Wolfe (Texas)

**General Chair, National Association of
Tribal Historic Preservation Officers**

Shasta C. Gaughen (Pala Band of Luiseno
Mission Indians; California)

Observers:

Secretary of Energy

Hon. Dan Brouillette

**Administrator, Environmental Protection
Agency**

Hon. Andrew Wheeler

Chair, Council on Environmental Quality

Hon. Mary Neumayr

**Chair, National Alliance of Preservation
Commissions**

Cory Kegerise (Pennsylvania)

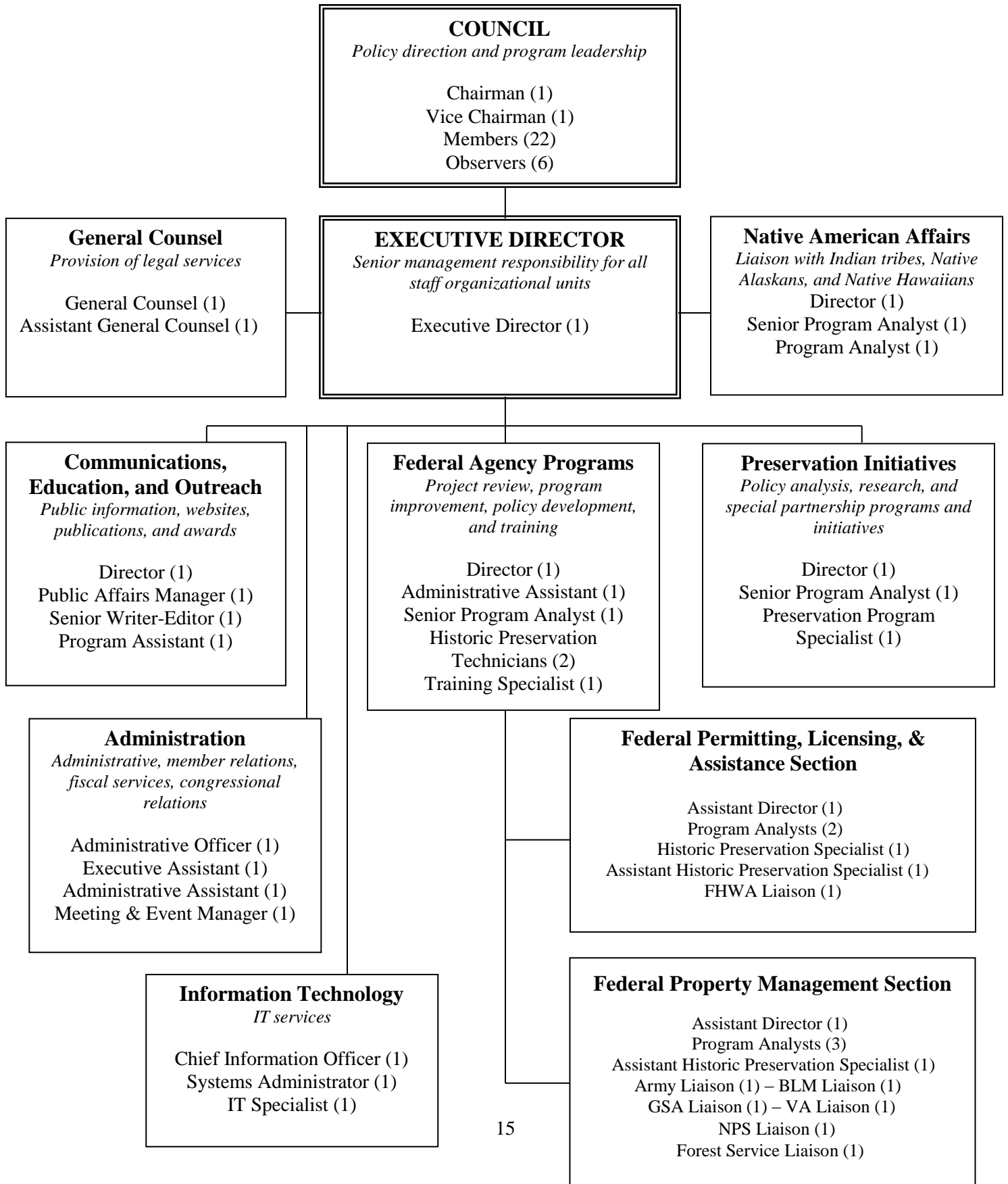
President, ACHP Foundation

Katherine Slick

Joseph P. Riley Jr.

Charleston, South Carolina

**Figure 6. ACHP Organizational Structure
(January 2020)**



APPENDIX A

PRESIDENT'S MANAGEMENT AGENDA

The following summarizes proposals in this Budget Justification that address CAP Goals of the President's Management Agenda, particularly in identified priority areas.

IT Modernization

In conformance with the President's Management Agenda, the agency is focused on providing a modern Information Technology function as the foundation of how the ACHP serves its constituency securely and efficiently with service excellence. The ACHP is prioritizing enterprise-wide outcomes that enhance IT service effectiveness and reduce cybersecurity risks, while implementing cutting-edge technology and replacing legacy infrastructure using modern cloud-based solutions.

- **Reduce Cybersecurity Risks to the Federal Mission:** All four ACHP Cybersecurity Risk Management Assessment security domains ratings are being actively targeted for improvement to achieve "Managing Risk" ratings, and fully implement the NIST Frameworks. Significant work is being done to improve cybersecurity operational maturity of the organization and support the limited cybersecurity staff by automating higher tier security work, incorporating threat intelligence to improve speed of triage, detection, and response. Automation and machine learning are being utilized to further improve cybersecurity efficiencies.
- **Modernize the Stack:** The ACHP has started replacing legacy infrastructure using a phased approach. The end of systems life cycle for ACHP networking, storage, and computing has been reached. Technology infrastructure equipment is being replaced over a multi-year period, augmenting cloud-based solutions where appropriate to support the phased modernization. Replacement will be undertaken with available funding, deferred until the equipment reaches end of service life and is no longer supported by the manufacturer.
- **Embrace Cloud Solutions:** The ACHP has been an early adopter of cloud solutions, operating core mission applications and infrastructure in the cloud since 2007. In subsequent years, the agency migrated to the cloud for email and collaboration, web services, and for cybersecurity. Connectivity security and availability is being improved using cloud solutions instead of expanding the traditional infrastructure footprint. Legacy remote access equipment is being replaced with cloud-based secure access solutions. This supports the President's Management Agenda CAP Goal: Modernizing IT to improve Productivity and Security by modernizing legacy technology and improving quality and efficiency of critical citizen services by utilizing commercial cost-effective cloud-based solutions.
- **Build a Modern IT Workforce:** The ACHP has provided increased training to its IT staff to achieve modernization goals and support the latest technologies. Valuable training has been completed to operate new cybersecurity and cloud capabilities. Continuing training and reskilling will be provided to support infrastructure modernization initiatives.

Data Accountability and Transparency

- Recognizing the importance of ensuring that information about historic properties is readily available to project planners, the ACHP established a Digital Information Task Force in the fall of 2018. Access to better information will contribute significantly to current governmentwide efforts to improve the efficiency of environmental reviews for infrastructure projects, including reviews under

Section 106 of the NHPA. In 2021, the ACHP will implement Task Force recommendations on steps to help improve access to digital tools that could assist federal agencies, states, Indian tribes, and local communities in planning. Training is a critical component of improving the efficiency of the federal historic preservation review process. The ACHP will continue its training program in 2021 to assist federal, state, tribal, local, and industry representatives to increase their understanding of the Section 106 process.

- The ACHP will support OPEN Government Data by establishing a program to provide the first dataset for machine readable Section 106 case data to data.gov for external stakeholders for use in commercial ventures, innovation, or other public uses.
- A digital analytics program is being established. Web and search data is analyzed for insights on utilization of agency digital services. Iterative improvements to web services and customer experience will be done using the data.

Shifting from Low-Value to High-Value Work

- In supporting the goals of Executive Order 13807 and the OFD MOU, the ACHP is actively advancing the use of Section 106 program alternatives to increase the efficiency and effectiveness of historic preservation reviews, notably for infrastructure projects. Such alternatives focus on programmatic approaches rather than project-by-project review. In FY 2021, the ACHP anticipates growing interest among federal agencies in working with the ACHP to develop program alternatives that establish efficiencies and tailor Section 106 reviews for critical federal programs. The ACHP would also pursue expansion of its e106 system.
- Significant work is being done to implement a security orchestration and automation platform to support the limited cybersecurity staff by automating higher tier security work and improving speed of triage, detection, and response. This supports the shift from low-value manual cybersecurity work to high-value work by using automation software. Automation and machine learning are being utilized to analyze large security datasets and reduce manual work.

Modernize Infrastructure Permitting

- As noted in the budget main text, the ACHP has set as its highest priority the improvement of the efficiency of Section 106 reviews for infrastructure projects, and this CAP Goal will be central to the ACHP's work in FY 2021. Actions range from pursuing Section 106 program alternatives and collaboration with the Permitting Council on government-wide innovations to training for agencies and stakeholders and working cooperatively with industry to remove impediments. Many of the actions noted for the previously mentioned CAP Goals also will help fulfill this goal.

APPENDIX B

FY 2021 ADVISORY COUNCIL ON HISTORIC PRESERVATION EVIDENCE SUBMISSION

Section 1. Agency Contributors to Evidence Submission

Rezaur Rahman, Chief Data Officer and Chief Information Officer, Office of Information Technology
Ismail Ahmed, Administrative Officer, Office of Administration
Druscilla Null, Director, Office of Preservation Initiatives
Reid Nelson, Director, Office of Federal Agency Programs

Section 2. Progress Implementing the Foundations for Evidence-Based Policymaking Act of 2018, Public Law No. 115-435 (i.e., Evidence Act)

- (a) Multi-Year Learning Agenda (Evidence-building Plan);**
- (b) Annual Evaluation Plan; and**
- (c) Capacity Assessment.**

The ACHP is not a CFO Act agency and thus is not required to report on most aspects of the Foundations for Evidence-Based Policymaking Act. The ACHP does not routinely collect data on a large scale on either issues or individuals. That being said, the ACHP does collect data on the review of projects and programs under Section 106 of the NHPA. The agency also collects information on participants in ACHP-sponsored training on Section 106. The ACHP has created a Digital Information Task Force to explore how improved access to digital tools could assist federal agencies, states, Indian tribes, and local communities in planning for federal projects and completing Section 106 review. In addition, the ACHP periodically collects data for analyzing federal policy, undertaking specific studies, and disseminating information on the agency's website. The ACHP is committed to the fundamental goals of the Foundations for Evidence-Based Policymaking Act to support evidence-based policymaking in the federal government while improving access to data, strengthening privacy protections, and ensuring the capacity to generate and use evidence.

(d) Data governance.

The ACHP is in the process of establishing its Data Governance Body. Since development of a new ACHP Strategic Plan was delayed pending the confirmation of the agency's first full-time chairman, development of data governance strategies has been on hold pending adoption of the new Strategic Plan, which occurred on December 5, 2019.

- (e) Barriers; and**
- (f) Identification of Training Needs/Technical Support.**

Identification of barriers and training needs will be a priority of the ACHP Data Governance Body once it is convened.

Section 3. Priority Evidence Requests

The ACHP's Digital Information Task Force addresses the need for more uniformly available digital tools, including 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.

The Task Force is working with invited members of an Advisory Group, including state and tribal historic preservation officials, technical experts, consultants, representatives of industry, and others with policy or operational experience in digital information management, to review how different natural and cultural resources organizations have approached developing and maintaining databases and other digital planning tools. While the ACHP does not collect data on historic properties directly, the goal is for the Task Force to act as a catalyst for enhancing the use of geospatial evidence to achieve greater effectiveness and efficiency in the overall operation of the Section 106 review process.

The Task Force is the ACHP's highest priority effort supporting the use of evidence to address policy and program improvement.

Section 4. Progress Implementing the Foreign Aid Transparency and Accountability Act of 2016

The ACHP does not administer foreign assistance as defined in OMB Bulletin 12-01 and thus is not required to report.

APPENDIX C

INFORMATION TECHNOLOGY & CYBERSECURITY

The ACHP is implementing guidance from NIST, OMB, and the DHS Cybersecurity and Infrastructure Security Agency (CISA) to manage the cybersecurity component of enterprise risk as directed in the Executive Order on Strengthening the Cybersecurity of Federal Networks and Critical Infrastructure, consistent with OMB M-17-25 requirements.

FY 2019:

The ACHP does not have a dedicated staffed Security Operations Center. However, by effectively utilizing available funding and with the support of agency leadership the agency has established an effective cybersecurity operations program. In FY 2019, the agency was able to operationalize cybersecurity tools, incorporate threat intelligence from CISA shared services, and start automating cybersecurity processes. Prioritization of a risk-based perspective was possible as base security operational capability and agency-wide visibility was established. The 2019 Security Operations Center Maturation Survey reflects the service and capability improvements achieved in FY 2019.

2019 Infrastructure Operations and Cybersecurity Operations Maturity Improvements:

Vulnerability and Asset Management: Daily scanning and vulnerability assessments, real-time network mapping, and exploit checking capabilities were implemented. Remediation is a manual process, which is planned to be automated in the future.

Threat Intelligence and Assessment: Real-time and retroactive checks of network traffic against Cyber Threat Intelligence data feeds using both automated and manual processes were implemented.

Security Monitoring: Operationalized collection and analysis of data feeds, logs, and alerts, and escalation of indications are done through combination of Security Information and Event Management (SIEM) and cloud security products on networks and endpoints.

Analysis and Detection: Automated threat analytics and detection on network traffic and endpoints was implemented. Threats are correlated to threat intelligence and rules, prioritized using threat scores. Manual analysis is performed on high score alerts for investigation and validation.

Incident Management and Response: Active incident management processes were put in place. Alerts are monitored throughout the day, seven days a week. Any potential incidents are monitored for mitigation before success. Any incidents are addressed within a couple of hours. Due to proactive monitoring, no successful major incidents have occurred.

Situational Awareness: Tactical understanding of situations was improved. Correlation to mission/business impact awareness is now available. Executive level support exists; however, not all processes and impacts are documented.

FY 2020 and FY 2021:

2020-2021 Infrastructure Operations and Cybersecurity Operations Maturity:

In FY 2020, high value improvements will be made in the cybersecurity operations capability areas with a focus on automation and addressing Executive Order 13800 requirements. The FY 2021 requested

funding levels will maintain new cybersecurity defense capabilities established in FY 2020. Technologies and services to improve agency baseline cybersecurity capabilities will be continued.

The FY 2020 funding will be utilized to operationalize the SOAR platform, which will be continued into FY 2021. Integrated with the agency's SIEM platform, the automation platform will coalesce areas of vulnerability assessment, threat intelligence, analysis, detection, incident management and response. Having a centralized, integrated security events and automation platform will allow closing of security skills gaps, multiply security operation capacity, and automate investigative actions and remediation responses. Full integration and deployment of these capabilities will significantly improve enterprise-wide visibility and the agency's ability to effectively secure the infrastructure with limited security staff. All critical maintenance contracts for HVAs will be renewed to allow security updates to mitigate vulnerabilities. Automated patching will be implemented if possible to reduce attack surfaces on-time.

Capabilities established for vulnerability and asset management, threat intelligence and assessment, security monitoring, analysis and detection, incident management and response will be continued through FY 2020 and FY 2021.

Ongoing cybersecurity capabilities being implemented in FY 2020 will be continued through FY 2021:

- Cybersecurity automation capabilities implemented with the SOAR platform in FY 2020 will be continued to support automating higher tier security work and improve speed of triage, detection, and response.
- Contracts to support HVA maintenance and patching will be continued to ensure integrity and security of HVAs.
- Contracts for in-service equipment will be continued, ensuring timely patches to maintain integrity and provide continuity of operations.
- Capability gaps identified in the E.O. 13800 Cybersecurity Risk Management Assessments will continue to be addressed.
- New asset management capabilities will be implemented by automating inventory of systems and updates.
- Protective technologies and security controls for physical, logical access, privileged accounts, communications, and networks will be implemented.
- Capability to provide control and recovery from cybersecurity and disaster incidents utilizing protection tools will be established.
- Cybersecurity human capital skills will be increased by adding staff training and external resources.



ADVISORY COUNCIL ON HISTORIC PRESERVATION

401 F Street NW, Suite 308 • Washington, DC 20001-2637

Phone: 202-517-0200 • Fax: 202-517-6381 • achp@achp.gov • www.achp.gov