



IN A SPIRIT *of* STEWARDSHIP

A REPORT ON FEDERAL HISTORIC PROPERTIES • 2024





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.

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Front Cover Photos

Top: The Alexander Hamilton U.S. Custom House, an NHL in lower Manhattan, has recently undergone repairs to remediate water infiltration and restore exterior features. The federal building remains a popular outlease location for events and other public access opportunities. (Carol M. Highsmith Photography, Inc./GSA). Bottom right: Interior of the James A. Farley Building, which houses the Moynihan Train Hall, in Midtown Manhattan (Higgins Quasebarth & Partners, LLC). Bottom Center: Hands-on window glazing training during initial Northern Bedrock Historic Preservation Corps program orientation at Halfway Ranger Station Historic District, Minnesota. (USFS) Bottom left: Bears Ears National Monument in Utah is jointly administered between the Bureau of Land Management, U.S. Forest Service, and five federally recognized Tribes. (Bob Wick/BLM)

Opposite Page

The San Juan National Historic Site in Puerto Rico is a major tourist attraction and one of 19 designated World Heritage Sites in the Caribbean, as of 2023. (ACHP)



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Chair Bronin's Message

February 15, 2024

On behalf of the Advisory Council on Historic Preservation (ACHP), I am pleased to present the agency's seventh triennial report on stewardship achievements of federal agencies in managing historic properties, prepared pursuant to Executive Order 13287, "Preserve America."

It has been nearly 60 years since President Lyndon B. Johnson signed the National Historic Preservation Act of 1966, which created the ACHP and holds federal agencies to high standards as they identify, protect, and use historic properties. And it has been 20 years since President George W. Bush signed the "Preserve America" Executive Order recommitting the federal government to demonstrating leadership in preserving places important to our nation's heritage. Throughout these decades, the federal historic preservation program has benefited from strong, bipartisan support for the places and stories we share as Americans.

We hope this report inspires confidence in the efforts being made at the federal level to both preserve our historic properties and ensure that they meaningfully contribute to the people who live and work around them. To that end, this report highlights how federal actors—including the ACHP itself—are working to strengthen local economies and communities through strategic approaches both to specific cultural resources and to broader historic preservation policy.

Among other things, this report details efforts to improve historic preservation reviews that serve to both protect the places Americans value and facilitate access to infrastructure and investments. It highlights the ways the ACHP has worked with federal agencies to fast-track electric vehicle charging infrastructure, military and veterans housing, transmission lines, and large-scale forest restoration. This report also considers how federal agencies are making our historic places more resilient to natural hazards and better integrating them into climate mitigation efforts. The ACHP's newly adopted policy on climate change and historic preservation encourages shifts in agency practices,



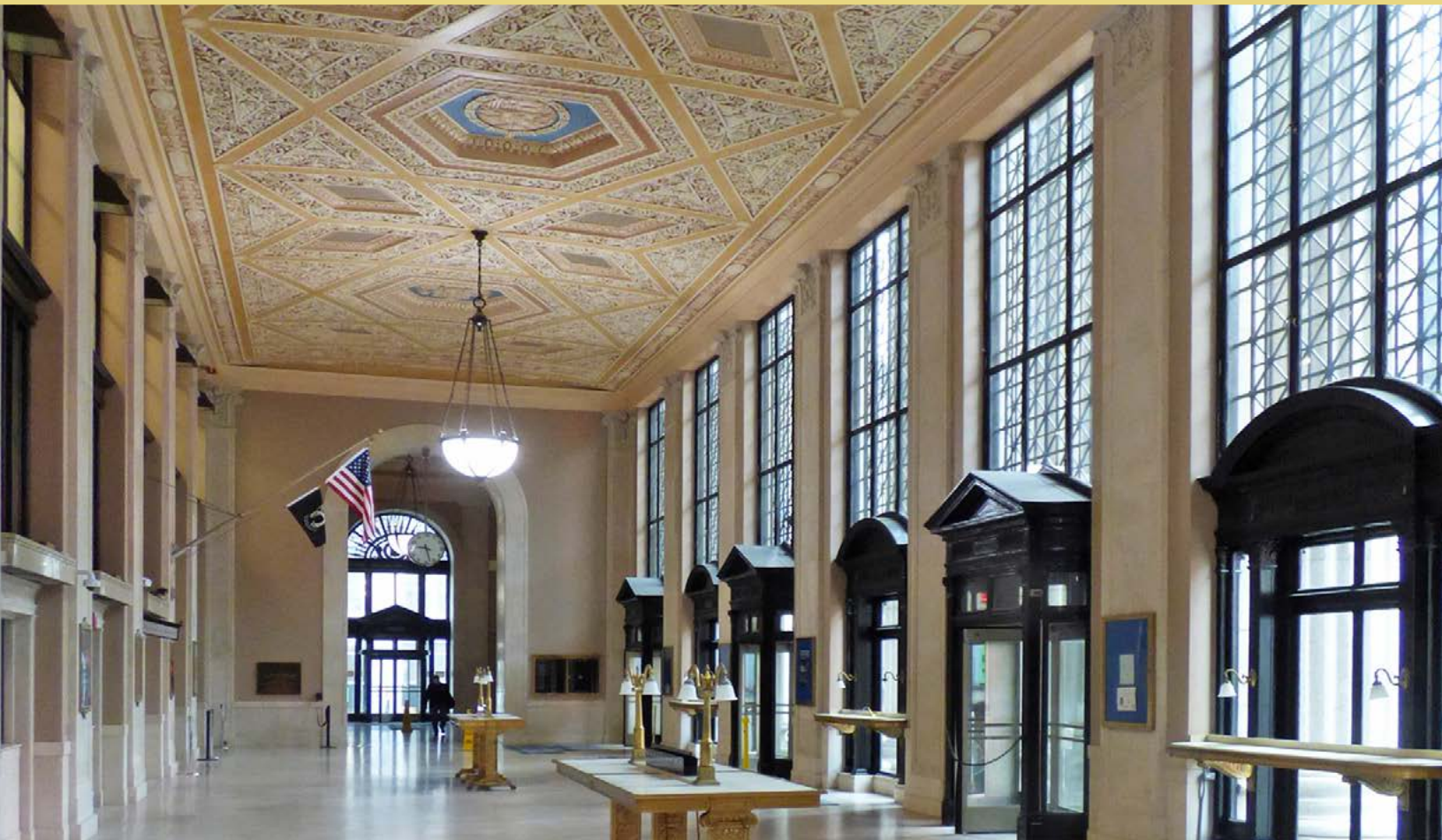
collaboration, and training to accelerate these efforts. In addition, the report demonstrates the federal government's commitment to upholding its trust responsibility with Indian Tribes and Native Hawaiians—including a new ACHP policy involving burial sites, human remains, and funerary objects, and recent examples showing how meaningful consultation can improve outcomes. And finally, this report tracks progress to develop a diverse and well-trained preservation workforce, including through internships, workforce and trades training, and innovative opportunities like the ACHP-U.S. Forest Service "Cultural Heritage in the Forest" program, geared toward students at Historically Black Colleges and Universities.

Overall, we hope to communicate a message of hope that the federal government is working to balance the important goal of preserving and protecting our nation's history with other economic, environmental, and cultural goals. Every individual who contributes to this work—and the many ACHP and agency staff who contributed to this report—deserve our deep gratitude. Together, we can ensure that preservation itself endures as an American value, a source of pride, and a community benefit for many more decades to come.

A handwritten signature in blue ink, appearing to read "Sara C. Bronin".

The Honorable Sara C. Bronin
Chair
Advisory Council on Historic Preservation

Executive Summary



The James A. Farley Building was designed by McKim, Mead & White and opened in 1912, becoming New York City's main United States Postal Service branch. Following a restoration project that began in 2019, the space now connects seamlessly to the brand new Moynihan Train Hall. (Higgins Quasebarth & Partners, LLC)

AS OWNER AND STEWARD of a vast array of historic properties, the federal government plays a centrally important role in advancing the American preservation ethic. The Advisory Council on Historic Preservation (ACHP) has assembled this report—the seventh of its kind in 20 years—to highlight federal agency efforts to identify, protect, and use historic properties in their care, and to inspire the expansion of such efforts. The successes and opportunities outlined in this report demonstrate how federal historic preservation activities have advanced climate adaptation and sustainability initiatives; critical infrastructure to the American people; the federal government's trust responsibility with Indian Tribes and Native Hawaiians; environmental justice; and a diverse and well-trained preservation workforce.

Information in this report is derived primarily from 26 federal agency progress reports submitted to the ACHP and the Secretary of the Interior pursuant to Section 3 of the "Preserve America" Executive Order (EO) 13287. Agency reports focused on progress made in identifying, protecting, and using historic properties in federal ownership since 2021, the last year for which the triennial report was issued. Federal agencies continue to creatively rehabilitate and reuse historic properties as well as partner with communities to steward these resources for future generations. Additionally, this report highlights

executive branch actions where relevant to the federal historic preservation framework. Collectively, federal efforts to protect and use historic properties strengthen communities and contribute to a stronger economy through heritage tourism and job creation. A list of all responding agencies and their history of Section 3 reporting can be found in the Appendix to the report.

This 2024 report chronicles how the federal government is identifying, protecting, and using historic properties, highlighting many examples throughout of best practices, successes, and challenges met by agencies regarding the themes of climate change, equity, infrastructure, and job creation. The report concludes with six key findings:

1. Faced with the challenges of resiliency and preparedness to climate change, the federal government is seeking collaborative approaches to the identification and protection of historic properties that incorporate equity and the input and participation of parties with special expertise in the historic, cultural, and natural resources affected.
2. Federal agencies are using program alternatives to constructively plan for property management activities and improve the efficiency of Section 106 project reviews while contributing to comprehensive historic property management strategies on federal lands.
3. Partnerships can leverage limited federal resources and provide important benefits to federal agencies in the identification, protection, and use of historic properties while enabling important educational and job training opportunities and the promotion of a diverse workforce.
4. Active collaboration and timely involvement with Indian Tribes and Native Hawaiian organizations in property management activities, climate preparedness, and infrastructure planning enhances outcomes and remains critically important.
5. Increases in remote work and telework as a result of the COVID-19 pandemic have led federal decision makers to evaluate their office space needs and seek opportunities for adapting underutilized space, including historic buildings and facilities.
6. Virtual meeting applications, tours, education programs, and programming have assisted in expanding federal agency outreach for heritage tourism and public engagement with historic places.

Fulfilling its statutory role to assist federal agencies in strengthening their historic preservation programs, the ACHP offers its recommendations to foster the efficient, sustainable, and equitable advancement of historic preservation in the federal government. Beyond this report, the ACHP will continue to assist federal agencies in implementing these recommendations so their future actions are based on a full awareness that historic properties are important public assets that warrant consideration across the spectrum of federal planning, management, and construction activities.

CHAPTER 1

Introduction, Progress Report, and 2024 Themes



A HistoriCorps volunteer glazes windows as part of the restoration of Corral Park Cabin within the Arapaho and Roosevelt National Forests and Pawnee National Grassland. (Erica Bradley/USFS)

THE FEDERAL GOVERNMENT is the steward of a multitude of historic properties that span the entire nation and its territories. From lighthouses and courthouses to sacred landscapes and traditional resource gathering places, to the archaeological remnants of mining camps, federal agencies have developed guidelines, strategies, and protocols to protect and manage these properties under their stewardship. Since the Section 3 Report's inception in 2003, agencies have celebrated many successes and have also been presented with new challenges and opportunities to identify, protect, and use historic properties under their ownership or control. Although the technological, political, and societal landscape has changed in 20 years, the great value and appreciation the American public places on its historic places remains the same.

In the spirit of the "Preserve America" Executive Order 13287, agencies continue to advance their methods of protection, enhancement, and use of federal historic properties in the face of contemporary challenges, while promoting partnerships for the preservation and use of historic properties. The successes and opportunities outlined in this report demonstrate how federal historic preservation activities have advanced climate adaptation and sustainability initiatives; critical infrastructure to the American people; the federal government's trust responsibility with Indian Tribes and Native Hawaiians; environmental justice; and a diverse and well-trained preservation workforce.

The "Preserve America" Executive Order

The "Preserve America" Executive Order 13287, issued in 2003, affirms the stewardship responsibilities of all federal agencies for historic properties, the responsibilities for which began with the Antiquities Act of 1906. They were expanded in the Historic Sites Act of 1935 and were significantly expanded in 1966 in the National Historic Preservation Act (NHPA) and its subsequent amendments.

Section 3 of EO 13287 requires federal agencies to report every three years to the ACHP and the Secretary of the Interior on their progress in identifying, protecting, and using for economic benefit the historic properties they own. The ACHP is an independent federal agency that promotes the preservation, enhancement, and sustainable use of the nation's diverse historic resources and advises the President and Congress on historic preservation policy. In its role overseeing Section 3 of the EO, the ACHP conducts its own review of federal government historic property stewardship, assembles and analyzes information provided by other federal agencies, and presents its findings and recommendations in a report to the President. The [full text](#) of the EO, [past reports](#), and information about Section 3 can be found on the ACHP's website.

The "Preserve America" EO and related provisions of the NHPA aim to ensure federal agencies are good stewards of historic properties for the benefit of the American people while still meeting mission needs and, where appropriate, pursuing partnerships to promote the preservation of the nation's heritage and its economic benefit to communities. The NHPA sets forth broad affirmative responsibilities for federal agencies with respect to balancing mission needs with historic values. Section 110 (54 USC Ch. 3061) directs that historic preservation is to be integrated into the programs of federal agencies. Agencies meet this responsibility by taking steps to identify and thoughtfully manage historic properties in their care as well as through compliance with Section 106 of the NHPA (54 USC § 306108). Section 106 requires federal agencies to take into account the effects of their projects and programs on historic properties and provide the ACHP a reasonable opportunity to comment on them. The [regulations implementing Section 106](#) (36 CFR Part 800) detail this consultative review process.

The EO further directs agencies to advance good preservation stewardship by pursuing partnerships with state and local governments, federally recognized Tribes, and the private sector to promote the preservation of the unique cultural heritage of communities and to realize the economic benefit that these properties can provide through activities like heritage tourism, providing space for businesses and organizations that can operate in harmony with an agency's mission, or contributing to the ongoing vitality of small towns and city centers as focal points of civic activity. The ACHP continues to see the use of partnerships to identify, protect, and use historic properties trending upwards. As in the 2020 progress reports, federal agencies are increasingly receptive to, and entering into, preservation partnerships in their management of historic properties.

Throughout this report the term "historic properties" is used, as defined in the NHPA, as those buildings, structures, objects, sites, and districts that are listed in, or are eligible for listing in, the National Register of Historic Places (National Register). The term includes National Historic Landmarks (NHLs), which are designated by the Secretary of the Interior for their exceptional value or quality in illustrating or interpreting the heritage of the nation.



ACHP Approves Two Exemptions from Section 106 Review Nationwide

The ACHP recently approved two exemptions that release federal agencies, in certain circumstances, from the Section 106 requirement to consider the effects of certain types of their undertakings on historic properties. Exempted categories, often referred to as “exemptions,” are one of the five program alternatives available in the Section 106 regulations. This program alternative allows federal agencies to propose a program or category of agency undertaking that should be exempt from further review under Section 106. The ACHP may also propose an exemption on its own initiative. While rarely pursued, exemptions can be used to reduce review burdens for programs that have limited potential to affect historic properties so that available resources can be focused on those programs and projects that stand to cause greater effects to historic properties.

Exemption for Undertakings Involving Electric Vehicle Supply Equipment

The ACHP approved the first of two new exemptions in October 2022, exempting certain installations of electric vehicle supply equipment (EVSE) from Section 106 review. As the federal government continues its commitment to convert its entire vehicle fleet to electric vehicles, in particular through provisions introduced or reauthorized under the Infrastructure Investment and Jobs Act, federal agencies have expanded the installation of EVSE to support their operations. The repetitive nature of these installations, and their relatively small scale, made them suitable candidates for an exemption from Section 106 review. Because these requirements apply to federal agencies across the government, the ACHP itself determined it would initiate an exemption for certain EVSE installations. After hosting a series of consultation meetings, the ACHP determined that the installation of certain EVSE for passenger cars and light duty vehicles is likely to result in minimal or no effects to historic properties so long as it relies on existing electric infrastructure and parking structures, among other conditions. The introduction and approval of an EVSE exemption has gone on to assist federal agencies in meeting the Administration’s fleet electrification and overall sustainability goals.

The EVSE exemption has allowed VA to focus on clean energy and infrastructure within Veterans Health Administration facilities. About 140 EVSE units have already been installed, including EV charging stations pictured here within the Palo Alto VAMC. (Angela McArdle/VA)



Since its approval, the GSA exemption has been applied to more than 85 projects. Undertakings covered under the exemption may include interior painting of previously painted surfaces, repairs to windows and doors, and masonry or stucco repairs. (GSA)

GSA Exemption for Routine Operations and Maintenance Activities

In January 2023, the ACHP approved an exemption for the General Services Administration’s (GSA) routine operations and maintenance activities. As part of its daily functions as the federal government’s primary workspace provider, GSA conducts a variety of routine property maintenance activities that have little to no effect on historic properties. Given GSA’s comprehensive preservation policies, widely recognized program, and decades-long track record of excellent compliance, the ACHP recommended GSA pursue an exemption for these activities. In



preparation for this exemption, GSA conducted extensive informational and consultation meetings with historic preservation organizations and Indian Tribes to delineate the appropriate scope of exempted agency activities. The approved exemption is tied to the Secretary of the Interior’s Standards for the Preservation of Historic Properties.

Both the ESVE and GSA routine-activities exemptions will ensure the efficient use of taxpayer funds in carrying forward public programs that have limited impact on historic properties. For more information on program alternatives, including exemptions, please visit the ACHP website https://www.achp.gov/program_alternatives

ACHP Progress Report

Over the last three years, the ACHP has taken a variety of actions including reports, resolutions, and establishing task forces to strengthen and inform the government's stewardship capabilities in alignment with the five findings in the ACHP's [2021 Section 3 report](#) (2021 Section 3 Report). These findings, each addressing aspects of the federal government's stewardship of historic properties, included the following:

1. Leasing historic federal buildings to nonfederal partners promotes their productive use and contribution to local economies, often increasing public access and even transferring maintenance and capital improvement costs to partners in certain circumstances. However, outleasing programs remain small due to inconsistencies among federal agencies in their scope and application, conflicting policies and priorities, limited awareness of these programs, and local economic conditions affecting the availability of partners.
2. Agencies are advancing in the use of digital tools to better inform real property management, but further improvement is needed to fully integrate historic property information and realize all potential benefits from increased review efficiency for federal and nonfederal project planning.
3. While the primary benefit of partnerships is to leverage limited federal resources and assist federal agencies in the identification, protection, and use of historic properties, partnerships also contribute important community and educational benefits, including those that enable job training.
4. Agencies have effectively used Section 106 program alternatives to tailor Section 106 project reviews for multiple land- and property-managing agency benefits, including focusing limited resources on preservation priorities and contributing to comprehensive historic property management strategies. Program alternatives have also improved efficiency and effectiveness of project reviews for infrastructure projects affecting historic properties on federal lands.
5. Agencies should ensure timely involvement of and active collaboration with Tribes and Native Hawaiian organizations (NHOs) in property management activities and infrastructure planning.

FINDING #1

Outleasing is defined as the leasing and use, by nonfederal partners, of federal historic buildings (or portions thereof) that are not needed in the near-term by federal agencies. The legal authority to outlease historic properties is available to property managing federal agencies under [Section 111 of the NHPA, 54 USC § 306121](#), and other agency-specific authorities. The ACHP's [2018 Section 3 Report](#) recommended the ACHP convene a group to help the agency assess the status of outleasing and develop recommendations for overcoming obstacles to advance utilization of the nation's historic federal buildings. In 2019, the ACHP assembled the Leveraging Federal Historic Buildings Working Group, which in spring 2021 produced the [Leveraging Federal Historic Buildings Final Report](#). The strategies and successes presented in the Leveraging Report are a direct result of federal agencies identifying their preservation challenges through the Section 3 reporting process and then working together with the ACHP in exploring solutions.

The ACHP's response to the 2021 Section 3 report builds on these efforts. Currently, the ACHP and the National Park Service (NPS) are collaborating on the development of a "Report on Historic Leasing as a Preservation Stewardship Solution for the National Park Service" to advance leasing of NPS historic property, often in remote locations or in poor condition. NPS successfully leases historic property via its Business Services Directorate and can lease property under various authorities (e.g., 54 USC § 102101 ("Part 18") and 54 USC § 306121). The report will provide market insights and recommendations on historic leasing at NPS, including via public-private partnerships, and is anticipated to be completed in the spring of 2024.

FINDING #2

The ACHP recommended that federal agencies increase and improve the use of digital tools in their efforts to identify and protect historic properties. When federal agencies (along with their Tribal, state, and local counterparts), applicants, and consultants have ready access to accurate, current data about the location and nature of historic properties, they can make project siting and design decisions that take historic properties into account earlier and more effectively.

In April 2020, the Digital Information Task Force presented its [recommendations and action plan](#) to the chairman of the ACHP. The report outlines five major recommendations:

- Make the Administration, Congress, agency officials, and the public aware of how digital information, including geographic information systems (GIS), increases the effectiveness and efficiency of project planning and helps avoid harm to historic properties.
- Identify opportunities for funding and resource enhancement.
- Enable cultural resources GIS data exchange between states, Tribes, local governments, and federal agencies.
- Address data management impediments to increase GIS availability.
- Properly manage access and secure sensitive data.

The ACHP continues its efforts to carry out these tasks to implement the report's recommendations in cooperation with federal and preservation partners.

The importance of digital tools and online access to data about historic properties was placed in sharp relief with the onset of the COVID-19 pandemic, which led to a shift to telework and took many consultation processes online. The ACHP expanded the use of its e106 Documentation Submittal System and processed all correspondence in electronic format. The ACHP also responded to questions from federal agencies, states, Tribes, and other stakeholders about how to navigate new challenges in federal historic preservation reviews generated by these unprecedented circumstances by posting a suite of frequently asked questions, links, and other advice on its website.



NASA Consultation Yields Comprehensive Planning for Historic Properties Nationwide



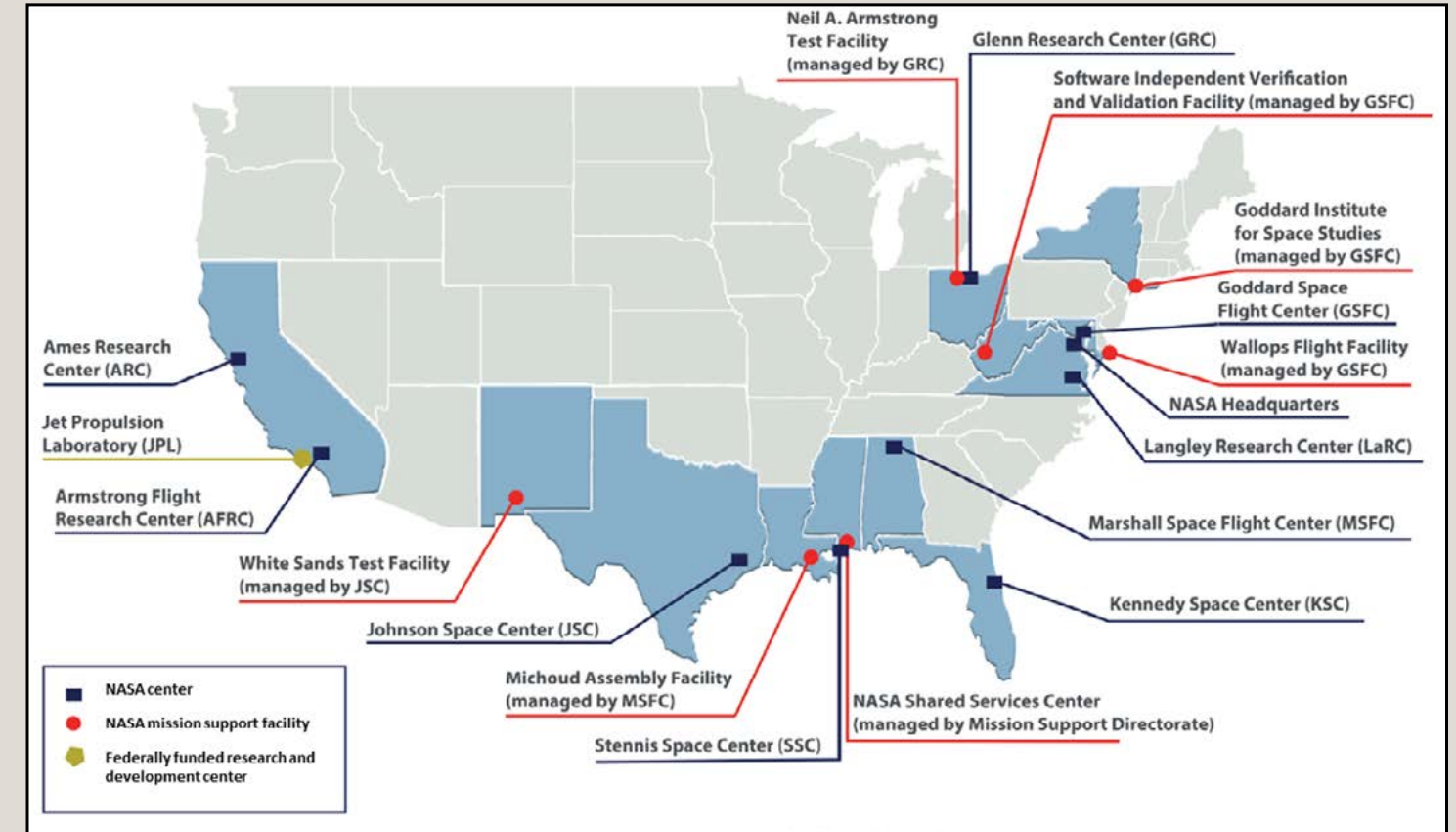
Artemis I launch from Kennedy Space Center's historic Launchpad 39B on November 16, 2022 (NASA)

The National Aeronautics and Space Administration (NASA) has been engaged in consultation on the development of a nationwide programmatic agreement (NPA) to tailor the Section 106 process for the management of its real property, including routine maintenance, alteration, modification, and demolition. The NPA will include a focus on addressing modifications to highly technical and scientific facilities and identification of built resources less than 50 years old that have not been evaluated for significance based on their potential eligibility to the National Register of Historic Places.

NASA proposes to utilize a dynamic and innovative approach to establish criteria for more efficiently and consistently evaluating undertakings affecting highly technical scientific facilities that builds off existing NASA agreements developed for individual

NASA Research Centers. Concurrently, NASA initiated the development of historic contexts for programs and themes over the last 50 years, modeled after those done for the Shuttle Program, with the goal of identifying significant historical themes in NASA's recent history, and then identifying specific resources or resource types associated with those themes that might be eligible for the National Register under Criterion Consideration G for properties that have achieved significance within the last 50 years. Both efforts leverage NASA's existing real property tools and its mission to educate and inform the public.

Moreover, NASA proposes to incorporate an additional management layer through the form of "Heritage Zones" within applicable "Centers." These zones would emphasize early involvement of consulting



Map of NASA Centers and Component Facilities (NASA)

parties and require NASA to undertake further consideration of alternatives and modifications to avoid and minimize adverse effects. These initiatives combined will inform the process proposed in the NPA, which will then be utilized at NASA Centers and component facilities across the country.

NASA's NPA also proposes to include programmatic solutions to mitigate adverse effects that may occur during certain types of undertakings and to specific categories of historic properties. This will take the form of a virtual map and tour of NASA facilities utilizing various forms of multimedia to provide the public with access to a current and historic view of NASA facilities.

Throughout 2022 and 2023, NASA has engaged in an extensive consultation effort including several workshop sessions and individual meetings. The NPA will also include an initial monitoring period seen in other recent nationwide agreements as well as an expansive training program for agency personnel. NASA released its draft final version of the NPA in late 2023 with the aim to conclude consultation in early 2024.

FINDING #3

The ACHP also addressed the importance of partnerships and job creation, which have been a highlight of Section 3 reporting since its inception. The 2021 Report to the President recognized that partnerships can leverage limited federal resources and provide important benefits to federal agencies in the identification, protection, and use of historic properties.

During the last three years, the ACHP has encouraged federal agency partnerships with preservation stakeholders in its approach to major preservation issues identified by federal land and property managing agencies in the last reporting cycle. As mentioned above, the ACHP's Digital Information Task Force emphasized data exchange between federal agencies and state, Tribal, and local governments in considering how to increase the availability of historic properties survey data to project planning, and the ACHP's Leveraging Federal Historic Buildings Working Group considered how federal-to-federal partnerships, as well as those between private developers and federal agencies, can help ensure the long-term preservation of federally owned historic buildings. Most recently, the Federal Permitting Improvement Steering Council, of which the ACHP is a member, announced the availability of \$5 million to federally recognized Tribes to enhance Tribal engagement in the environmental review and authorization process for Fixing America's Surface Transportation Act (FAST-41) covered projects to make project review more timely and efficient. The funding comes from appropriations in the Inflation Reduction Act (IRA) to the FAST-41 Environmental Review Improvement Fund (ERIF).

FINDING #4

The ACHP also identified the increased use of program alternatives as a means for improving the efficiency and cost effectiveness of project review for infrastructure projects affecting historic properties on federal lands. Over the last three years, the ACHP has worked with numerous agencies to evaluate, develop, and implement programmatic approaches to property management and infrastructure project review, including the following: the ACHP's Exemption Regarding Historic Preservation Review Process for Undertakings Involving Electric Vehicle Supply Equipment (EVSE) (2022); the ACHP's Exemption from Historic Preservation Review for General Services Administration Routine Operations and Maintenance (2023); and the Department of the Army's Program Comment for Army Vietnam War Era Historic Housing, Associated Buildings and Structures, and Landscape Features (1963-1975) (2023). The EVSE and the General Services Administration's (GSA) exemptions are the first to be approved by the ACHP in 17 years. The ACHP itself was the proponent for the EVSE exemption, which can be used by any federal agency that has a project that fits the criteria within the exemption. As of the publication of this report, ACHP staff are working with federal agencies on more program alternatives than ever before. Program alternatives in development are discussed further in Chapter 2.

In order to improve the use of program comments, which is another form of program alternative available in the Section 106 regulations, the ACHP formed a panel of its members in November 2022 to carry out a review of their development and use. The panel considered the successes and challenges key stakeholders have had in developing and using program comments and issued recommendations in September 2021 identifying actions the ACHP can take to improve the use of program comments as a tool for Section 106 review efficiency.

In 2020, the ACHP published a [chart](#) on its website to assist federal agencies and the public in the development, implementation, and understanding of several types of program alternatives. This was followed in 2022 by a guide to help federal agencies considering a program alternative, titled [Goal Statement Questions for Program Alternative Development](#), based on the recommendations from the panel focused on program comments. These questions prompt the agency to develop a goal statement that can be useful in documenting the need for and benefits of a program alternative to assist it in meeting the requirements of Section 106. Both of the tools serve to make the process of seeking a program alternative clearer and more consistent for agencies.

FINDING #5

The final finding underscores the importance of collaboration with Indian Tribes and NHOs in property management activities and infrastructure planning. The ACHP's work over the reporting period supports the goals of a variety of the Biden Administration's initiatives and priorities, such as the Indigenous Sacred Sites Memorandum of Understanding, the Department of the Interior's Federal Indian Boarding School Initiative, and the recently released Guidance for Federal Departments and Agencies on Indigenous Knowledge. This work has included adopting a Policy Statement on Burial Sites, Human Remains, and Funerary Objects and incorporating the concerns of Tribes, NHOs, and other Indigenous Peoples into the ACHP's climate change and housing policy statements. ACHP staff have also continued to assist other federal agencies to advance issues of importance to Tribes and NHOs.

During the COVID-19 pandemic, the ACHP published advice to federal agencies, encouraging them to be flexible and give consideration to conditions affecting the ability of Tribes and NHOs to respond within the typical regulatory timeframes, recognizing the vital and legal role of government-to-government consultation in the identification and protection of historic properties. The spread of COVID-19 led to the closure or disruption of many governmental offices nationwide, including those of Tribal governments. Despite the difficulties Tribes and federal agencies were facing due to the pandemic, adequate consultation still had to be carried out, even with Tribes whose offices were closed or short-staffed. ACHP advice encouraged federal agencies to reach out to Tribes and be creative in approaches to consultation and consider temporarily turning to virtual meetings. The advice recommended that agencies acknowledge the hardships a Tribe may be encountering because of the pandemic and inquiring about ways the agency may be able to assist. This unprecedented event nevertheless demonstrated the benefit of developing and maintaining close working relationships between federal agencies and Tribes.



ACHP Approves Policy Statement on Burial Sites, Human Remains, and Funerary Objects

Nationwide

In April 2021, the ACHP issued an information paper titled, [Traditional Knowledge and the Section 106 Process: Information for Federal Agencies and Other Participants](#) that explores the concept of Indigenous Knowledge and begins to clarify its role in the Section 106 review process. The ACHP's Office of Tribal and Indigenous Peoples is also developing a policy statement on Indigenous Knowledge in the Section 106 process expanding on the advice given in the information paper. In consultation with Tribes, *kanaka maoli* (Indigenous People of the Hawaiian Islands), and NHOs, the ACHP will work to develop appropriate means to explain the importance of Indigenous Knowledge and its role in all four steps of the Section 106 process.

Native American leaders, military leaders, archaeologists, and biologists overlook a site on the Nevada Test and Training Range, a component of Nellis Air Force Base on May 13, 2022. (Airman Trevor Bell/DAF)



The integration of Indigenous Knowledge into project planning can also help ensure identification and evaluation efforts meet the regulatory requirement that the federal agency carry out a reasonable and good faith effort. The demonstration of respect for [Indigenous Knowledge](#) can show Tribes and NHOs that the ACHP and its member federal agencies take their responsibilities seriously and recognize their values and practices. Although Indigenous Knowledge and non-Native scientific knowledge may arise from different cultural traditions, they are often compatible when integrated appropriately. The ACHP has adopted policy positions recognizing that both Native and non-Native ways of knowing are important to a full understanding of historic properties that must be considered in the Section 106 review process. Listening to Indigenous perspectives, even when they differ, and taking Indigenous Knowledge into account are vital to achieving informed decisions about historic properties.

To inform the development of the policy statement, the ACHP recently hosted a series of listening sessions with Tribes and NHOs regarding the intersection of Indigenous Knowledge and historic preservation. The policy statement will build on the recently released government-wide [Guidance for Federal Departments and Agencies on Indigenous Knowledge](#) in an effort to tailor many of those messages to the needs of the historic preservation community. For additional information on this effort please see the ACHP's webpage: [Indigenous Knowledge and Historic Preservation](#).

In March 2023, the ACHP approved a major update to the landmark 2007 policy statement on the treatment of burial sites, human remains, and associated cultural materials for all parties involved in federal undertakings and the Section 106 process. Developed by the ACHP's Office of Tribal and Indigenous Peoples, the "Policy Statement on Burial Sites, Human Remains, and Funerary Objects"

change plays in the destruction of these sites. To address these concerns—past, present, and future—the Burial Policy encourages federal agencies to consult with descendant communities and incorporate Indigenous Knowledge into all phases of the Section 106 planning process, from the identification of historic properties and their eligibility to the assessment and resolution of adverse effects. The policy also encourages federal agencies to integrate practices to safeguard burial sites and associated materials through climate change planning and response actions. The Burial Policy includes several recommendations for the implementation of these principles into federal agency practice as well as actions that the ACHP will take to ensure the effectiveness of the policy.

The Burial Policy was adopted after extensive consultation, including government-to-government consultation with members of Tribal communities and representatives of Tribal governments. In developing this policy statement, the ACHP worked closely with advocacy groups representing Indigenous, African American, and other marginalized communities throughout the nation.

The ACHP Burial Policy was made in full recognition of the National Historic Preservation Act and Native American Graves Protection and Repatriation Act responsibilities that federal agencies have in conducting undertakings throughout the country. This policy statement does not seek to supplant these laws but instead attempts to strengthen existing federal protection tools for burial sites and their associated remains and objects.

Learn more about this policy and read the statement in its entirety on the [ACHP's website](#).

Click [here](#) to listen to Chair Bronin speak on the Burial Policy on National Public Radio.



In 2023, Cultural Heritage in the Forest students participated in a cleanup of the historic Paynes Crossing Cemetery within the Wayne National Forest in Ohio. Paynes Crossing was a community established in the 1930s by free Black migrants from Virginia. (USFS)

(the Burial Policy) establishes a set of clear standards and guidelines intended to aid federal and state agencies, contractors, responsible entities, and other consulting parties to respectfully account for the proper treatment of burial sites and their associated materials through all stages of the federal planning process. It continues the ACHP's commitment to improving the working relationships and consultation efforts between federal agencies, Indian Tribes, Native Hawaiian organizations, and other relevant consulting parties.

The Burial Policy originated from the ACHP's recognition of the federal government's historical role in the damaging and destruction of unrecorded burial sites, human remains, and funerary objects associated with Indigenous, African American, and Native Hawaiian communities during the course of federally funded development projects. It also acknowledges the outsized role that climate

CHAPTER 2

Identifying Historic Properties

2024 Report Themes

In the Section 3 Report Advisory Guidelines distributed to federal agencies in preparation of their Progress Reports, the ACHP solicited responses to questions that linked to four major cross-cutting themes. The following themes, related to current ACHP initiatives and Administration priorities, will be highlighted across the next three chapters, following the “Preserve America” Executive Order’s requirement to consider identification (Chapter 2), protection (Chapter 3), and use (Chapter 4) of historic properties:

CLIMATE CHANGE

Climate change is one of the most pressing forces affecting the condition and long-term preservation of historic buildings and structures. Historic properties, too, have a role to play in addressing the climate crisis, in that their rehabilitation can help mitigate climate impacts, especially as compared to new construction. The ACHP and other federal agencies are working to help ensure the federal government addresses historic properties as they create and implement sustainability and climate resilience policies and programs.

INFRASTRUCTURE

Developing strategies to carry out efficient and predictable federal environmental reviews for major infrastructure projects assisted by federal agencies or requiring federal permits, licenses, or other approvals is crucial to advancing critical infrastructure projects. With the passage of several infrastructure bills over the last three years, including the Bipartisan Infrastructure Law (BIL) (also referred to as the Infrastructure Investment and Jobs Act [IIJA]); the Inflation Reduction Act of 2022; and the Creating Helpful Incentives to Produce Semiconductors (CHIPS) and Science Act of 2022, the ACHP and other federal agencies are prioritizing technical assistance to states and Tribes, efficiencies in permitting processes, and training.

JOB CREATION

There is a nationwide shortage of skilled candidates entering the fields of historic preservation and cultural resources management, particularly where needed to support the national historic preservation program. The ACHP and other federal agencies are working to address these challenges through partnerships and programming with institutions of higher learning, Tribes, universities, nonprofit organizations, and State Historic Preservation Offices (SHPOs).

EQUITY

Equity in historic preservation means acknowledging and valuing the historical experiences and cultural contributions of all communities, including those that have been historically underrepresented or marginalized. It involves recognizing that historic preservation is not just about preserving buildings or places but also about preserving the stories and experiences of the people who have lived in and interacted with those buildings and places. The ACHP and other federal agencies are working to enhance preservation outcomes in areas populated by disadvantaged and underserved communities, as well as communities with environmental justice concerns, and to improve outreach to and access by members of these communities.



A diver explores the wreck of the *Gallinipper* within the newly designated Wisconsin's Shipwreck Coast National Marine Sanctuary. The schooner, built in 1833, is the oldest known shipwreck in Wisconsin's waters. (Becky Schott, Liquid Productions)

THE FOUNDATION of federal historic property management depends on accurate, up-to-date inventories of historic properties in federal ownership. While the passage of time and transfers of property into and out of federal hands means that identification is never truly complete, federal agencies continue to prioritize their efforts to attain a complete picture of the historic properties they own or manage. The identification of historic properties poses challenges to federal agencies, but it also presents opportunities to identify properties that may be at greater risk to the effects of climate change, including places that are inclusive of the diversity of the American experience, and to form partnerships to provide educational and avocational experience to students and volunteers. Increased federal investment in digital infrastructure is an important aspect of meeting this challenge.

For this report, the ACHP asked agencies to share their progress in the identification of historic properties in their inventories, to discuss any changes to their identification methods, and describe new policies or programs that promoted awareness and identification of historic properties over the reporting period. Additional questions prompted agencies to describe how they have considered equity, access, and the involvement of underserved communities in their federal stewardship activities; whether they have implemented any policies that promote equity and diversity in the identification process; and how agency policies, procedures, and capabilities have increased opportunities for partnership initiatives involving collaboration with nonfederal entities and marginalized communities.

The ACHP also asked federal agencies to account for whether their identification methods changed during 2020-2023 and approximately what total percentage or portion of their real property inventory has now been surveyed and evaluated for the National Register. Several agencies highlighted an increase in funding and focus on identification



The Mississippi River Commission building, Vicksburg, MS. Planned repairs to the roof, walls, windows, and interior building systems will restore the building's physical integrity, improve safety, reduce operating costs, and extend its service life for another 125 years. (Carol M. Highsmith Photography, Inc./GSA)

for Section 110 of the NHPA, which requires federal agencies to identify, evaluate, and nominate historic properties under their jurisdiction or control, toward more proactive historic preservation planning, while others have undertaken reorganization of their internal review processes to streamline workflows. As the ACHP reported in 2021, agencies noted advances in collection and management of survey information about historic properties in digital format, enabling direct population of agency GIS layers or other databases.

Federal Agency Progress on Identifying Historic Properties

The ACHP reviewed agency progress reports with a focus on major patterns and trends in reporting on identification efforts. While it was not possible to extract quantitative values from the data received due to inconsistencies in regard to categories and terminology used by agencies, in general, most responded that they continued to make progress in identifying historic properties under their ownership. In some cases, agencies have experienced an increase in property under their stewardship, which will require identification efforts in the future. Eight National Monuments were designated during the reporting period, some of which are federally managed, while the National Oceanic and Atmospheric Administration (NOAA) reported the addition of the Wisconsin Shipwreck Coast National Marine Sanctuary (NMS) to its protective oversight and expansion of Flower Banks NMS offshore of Galveston, Texas, with six additional sanctuaries proposed and in the process of delegation.

Agencies also reported the disposition of property from federal ownership. Disposition of property with protective covenants were demonstrated as successes by several agencies. The U.S. Coast Guard (USCG), for example, maintained ongoing partnerships with GSA, NPS, and the U.S. Army Corps of Engineers (USACE) for administration of the National Historic Lighthouse Preservation Act (NHLPA) Program to transfer historic lighthouse properties from Coast Guard ownership to appropriate qualified recipients who must maintain the property's historic character. During this reporting period, USCG identified 10 lighthouse properties as excess for disposal through the program.

Under the NHLPA, GSA, NPS, and USCG work together to find new stewards for decommissioned historic lighthouses. GSA sold the Penfield Reef Light in Long Island Sound with preservation covenants in 2022. (GSA)



Also of note is the addition of 102 cultural landscapes to NPS's Cultural Landscapes Inventory, for a total of 963 currently listed or eligible for the National Register (as districts or sites) or managed as cultural resources because of legislation or park planning process decisions. NPS currently recognizes four categories of cultural landscapes: historic designed landscapes, historic vernacular landscapes, historic sites, and ethnographic landscapes.

Most agencies reported a 1-2 percent increase in survey and/or evaluation of built inventory and lands over the reporting period. However, some celebrated greater numbers, including the Bureau of Reclamation (BOR), which identified nearly 1,000 new sites, comprising nearly 21 percent of its total inventory of archaeological sites. The Department of Homeland Security (DHS) reported that the continued integration of its Environmental Planning and Historic Preservation Program practices with other lines of business, such as contracting, facilities, and acquisition offices, has resulted in the evaluation of 20 percent of its owned portfolio evaluated in Fiscal Year (FY) 2023, in comparison to only 12 percent in FY 2020.

Agencies that have met or are close to meeting their goal of 100 percent identification can be more proactive in their planning and Section 106 processes, and able to disclose the presence of historic properties, assess effects, and develop projects that avoid adverse effects to historic properties in the early stages of project development.



New National Monument Helps Tell a More Complete Civil Rights Story

Mississippi, Illinois

In summer 2023, President Joe Biden established the [Emmett Till and Mamie Till-Mobley National Monument](#) making it the country's 425th national park unit. The new national monument includes sites in the Mississippi Delta and Chicago that were central to Emmett Till's lynching and funeral, the acquittal of his murderers, and the subsequent activism by his mother Mamie Till-Mobley.



Photograph of Emmett Till and Mamie Till-Mobley, ca. 1954 (NAACP Records, Library of Congress)

Fourteen-year-old Emmett Till was lynched on August 28, 1955, for reportedly whistling at a white woman while visiting relatives in Mississippi. His mother's decision to have an open-casket funeral rocked the nation and helped spur the modern civil rights movement. Efforts by the National Association for the Advancement of Colored People, the Black press, and others to help Ms. Till-Mobley investigate and amplify her son's story caused the world to bear witness to the racially motivated violence and injustice that many Black people endured in the Jim Crow South. An all-white, all-male jury was selected and ultimately acquitted Roy Bryant and J. W. Milam. They later confessed to their crimes in a paid interview. No one was ever held legally

accountable for Emmett's death.

The Emmett Till and Mamie Till-Mobley National Monument includes Graball Landing in Glendora, Mississippi, the area that is believed to be the site where Emmett's brutalized body was recovered from the Tallahatchie River; Roberts Temple Church of God in Christ in Chicago, Illinois, the site of his widely attended funeral; and the Tallahatchie County Second District Courthouse in Sumner, Mississippi, where the murderers were tried and acquitted.

In addition to designating these three sites as a new national monument, the National Park Service (NPS) will develop a plan in consultation with local communities, organizations, and the public to support the interpretation and preservation of other key sites in Illinois and Mississippi that help tell the story of Emmett Till and Mamie Till-Mobley. This may include the Glendora Cotton Gin (currently known as the Emmett Till Historic Intrepid Center), Mound Bayou, the site of the Tutwiler Funeral Home, and the Emmett Till Boyhood Home.

Many partners, including the Emmett Till Interpretive Center, the National Park Foundation, the National Trust for Historic Preservation, Roberts Temple Church of God in Christ, Tallahatchie County, and Walker Sturdivant were instrumental in the process of preparing properties for inclusion in the National Park System.

NPS will manage the property, and visitor services will be provided by park rangers at Pullman National Historical Park in Chicago and in partnership with the Emmett Till Interpretive Center in Mississippi. Information about visiting and ranger-led programs are available on the website at www.nps.gov/TILL.



Dignitaries meet with local officials and community members at the Emmett Till Historic Intrepid Center in Glendora, MS. (DOI)



Center: Graball Landing on the Tallahatchie River in Glendora, MS (Jay D. Johnson/NPS)

Bottom: Tallahatchie County Courthouse in Sumner, MS (Jay D. Johnson/NPS)

“President Biden’s establishment of the Emmett Till and Mamie Till-Mobley National Monument further cements Emmett and Mamie’s roles as heroes in America’s enduring pursuit of ‘a more perfect Union,’ and marks an important step in telling a more complete story of the African American struggle for civil rights,” NPS Director Chuck Sams said. “Protecting these sites and stories helps ensure that the sacrifices borne by Emmett Till and Mamie Till-Mobley will live on in public memory.”

Federal Agency Policies and Procedures to Identify Historic Properties

Federal agencies use a variety of policies and procedures to identify historic properties. These derive from requirements such as Sections 106 and 110 of the NHPA, the Archaeological Resources Protection Act, executive orders, and internal department and agency policy that implement these statutes and EOs. Measures of success for many agencies were recognized in the level of resources provided for identification efforts under Section 110 and the effectiveness of their programs by the integration of their personnel, procedures, and policies toward a consistent compliance approach. Agencies including GSA, DHS, and NOAA emphasized streamlining of federal agency review to incorporate historic preservation into offices responsible for architecture and design.

In general, and as in previous reporting cycles, numerous respondents cited compliance with Section 106 as their primary mechanism to identify historic properties, with the ability to conduct Section 110 survey contingent on mission needs, funding, and personnel availability. However, several agencies reported an emphasis in compliance with Section 110 during the reporting period.

HIGHLIGHTS

- » BOR performed a program-wide internal control review of its compliance with Section 110 as it applies to archaeological resources and associated lands. This review found not all regions emphasized Section 110 survey to manage archaeological resources, regularly conducted Section 110 surveys, or maintained Section 110-specific budgets. The review also found BOR lacks an agency-wide database system that reliably provides property inventories. It also found that monitoring and assessment of archaeological sites is currently done on an ad-hoc basis. The review resulted in BOR working to expand its efforts to comply with the many requirements of Section 110, including site inventory, resulting in 33,757 additional acres surveyed under Section 110 over the last three years, as mentioned above.
- » Through its Legacy Resource Management Program, the Department of Defense (DoD) has initiated a nationwide approach to Section 110 surveys. This program will allow installations to comply with Section 106 and Section 110 in a timely manner by completing baseline data collection and evaluation ahead of training and mission readiness planning efforts.
- » The Department of Labor (DOL) performs approximately 40 facility surveys per year. Following these surveys, DOL develops plans for short- and long-term projects, uses the survey data for infrastructure funding, and develops a construction and rehabilitation budget work plan based on priorities.
- » Since 2019, the Tennessee Valley Authority (TVA) has focused much of its Section 110 archaeological inventory effort at its power generation sites to improve planning for anticipated future projects. TVA's nuclear, coal, gas, and hydroelectric generation sites occupy large land areas, including undeveloped land. Project planners use maps of documented sites as a tool, so sites may be avoided when feasible.

- » USCG has made Section 110 of the NHPA an equal compliance priority with the NHLPA Program and has proposed evaluation of a minimum annual percentage of its overall real property asset inventory. This is a change from previous identification methods that emphasized the evaluation of lighthouse and light station properties only for the purposes of qualifying them for entry into the NHLPA Program, ultimately leading to divestiture.
- » During the reporting period, the U.S. Fish and Wildlife Service (USFWS) strengthened its historic property identification efforts by investing more than \$300,000 into an agency-wide assessment of eligibility for the National Register and identified 140 eligible properties.

Digital Information

Agencies continue to utilize, improve, and develop new tools for the maintenance of historic property inventories digitally, in collaboration with SHPOs, Tribal Historic Preservation Officers (THPOs), and other parties. Over the past three years, for example, the Presidio Trust has expanded its in-house GIS team from one to two full-time employees and is actively working on a comprehensive update for its mapping of historic properties in the Presidio. The team has also developed online resources for accessing maps and data related to historic properties which is available to Presidio Trust staff and project managers for analysis and to assist in decision making.

The 2021 Section 3 report focused on the use of digital information in the identification of historic properties, and as discussed in Chapter 1, the ACHP's Digital Information Task Force promulgated recommendations for greater utilization of digital tools to support federal project planning. Agencies continue to develop these tools in keeping with those findings.

HIGHLIGHTS

- » In 2021, the DoD Cultural Resources Program began using [The Digital Archaeological Record \(tDAR\)](#), an international digital repository. tDAR includes digital records of archaeological investigations and archived cultural resources documents and project deliverables. The use, development, and maintenance of tDAR is governed by Digital Antiquity, an organization dedicated to ensuring the long-term preservation of irreplaceable archaeological data and to broadening access to this data.
- » The Cultural Resources Program at the Department of Energy's (DOE) Los Alamos National Laboratory developed a new tool using RStudio software to automate much of the cultural resources data collection required to perform a project review. Using the GIS layer of the project area, the Cultural Review Tool identifies historic properties within or adjacent to the project area, gathers information on those properties from internal databases, assesses potential impacts based on resource evaluation status and eligibility, and recommends subsequent actions. Then, the Cultural Review Tool presents all collected data in a report for a reviewer to use, fully integrating it into the cultural resources review process.

- » In 2020, GSA launched the Historic Building Documentation Resource (HBDR) to serve as the principal repository of building-specific documentation and guidance on GSA historic buildings. The HBDR makes Building Preservation Plans, Historic Structure Reports, and related documents available online to employees to streamline evaluation, project planning, and Section 106 compliance efforts, including decisions regarding the eligibility of unevaluated buildings.
- » In FY 2022, TVA launched its new information system. The Cultural Resource Management System (CRMS) utilizes the Environmental Systems Research Institute's GIS software which centralizes, standardizes, and automates many processes for TVA's day-to-day management of cultural resources. Enhancements include improved reporting meeting federal and state documentation standards. Information can be collected and managed in CRMS for all TVA cultural resource types and documents transferred to consulting parties in compliance with EO 14028, "Improving the Nation's Cybersecurity."
- » During the reporting period, the National Aeronautics and Space Administration (NASA) created a cultural resources management-specific GIS application for archaeological survey and site information. Access to the archaeological site layers is controlled and released on a need-to-know basis to protect site location information.
- » Since the 2020 progress report, the National Institute of Standards and Technology (NIST) has developed a series of public-facing [web pages](#) detailing the identification of their historic portfolio and essential documents documenting best practices concerning stewardship of properties, landscapes, and settings with significance relating to events in the science of measurement.
- » The USACE Rock Island District archaeology staff have implemented a geographically-based digital filing convention that allows for more expedient compliance reviews for historic properties. The Rock Island District is exploring ways to link digitized or digital data sources within a single searchable geospatial database, as recommended by the ACHP's 2007 and 2018 Section 3 reports and the National Geospatial Advisory Committee in 2019.

Program Alternatives

In addition to identification under Section 110 and for individual Section 106 reviews, agencies responded that they completed identification as a requirement of or in preparation for the development of programmatic agreements.

As recommended in the 2018 Section 3 report, agency- or facility-wide surveys paired with program alternatives reflects a mature planning approach to the management of historic property inventories rather than reactive Section 106 compliance on a case-by-case basis. While most federal agencies use programmatic agreements to address complex projects, several large land-managing agencies have used them to implement a consistent approach to NHPA compliance across the country. A greater number have used programmatic agreements to tailor Section 106 review to the management needs of specific regions or units. The past three years have seen greater increase in the initiation and development of tailored approaches.

Agencies reported on a variety of program alternatives, executed during the reporting period and currently undergoing consultation, and provided data on the benefit of implementing such agreements.

HIGHLIGHTS

- » The ACHP has recently approved two exemptions that release federal agencies, in certain circumstances, from the Section 106 requirement to consider the effects of certain types of their undertakings on historic properties. For additional information, see [Case Study on page 8](#).
- » The Department of the Air Force (DAF) executed a programmatic agreement for the replacement of all land-based Minuteman III missiles with the Sentinel weapon system in December 2022. As the project is a schedule-driven national security project, the DAF had to compress many of the normal Section 106 timelines. To facilitate and expedite future consultations over dozens of reports annually, the DAF developed the Cultural Resources–Common Operational Picture as a collaborative tool. This new cultural resources tool standardizes reporting, serves as a data repository, provides real-time tracking of field crews, and provides a workflow tracking system (see [Case Study on page 30](#)).
- » In the last three years, the Department of the Army has developed two program comments for historic housing: Program Comment for Department of the Army Inter-War Era Historic Housing, Associated Buildings and Structures, and Landscape Features (1919-1940), and the Program Comment for Department of the Army Vietnam War Era Historic Housing and Associated Buildings and Structures, and Landscape Features (1963–1975). These program comments apply to the growing inventory of actively used historic housing.

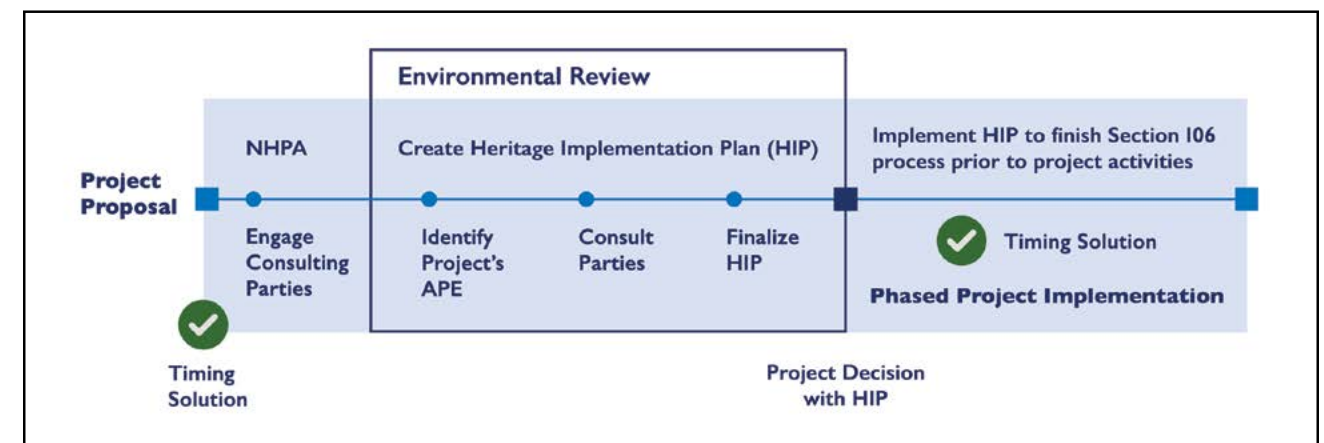


Diagram showing the process and suggested timing when using the USFS Phasing National Programmatic Agreement (adapted from USFS)

- » The U.S. Forest Service (USFS) executed the Phasing National Programmatic Agreement in December 2021 to provide an effective way to advance important projects, such as landscape-level restoration efforts to support resilient forest ecosystems and forest-adjacent communities, while considering historic properties.
- » The U.S. Merchant Marine Academy, under the jurisdiction of the Maritime Administration (MARAD), executed a programmatic agreement between the agency, New York SHPO, and the ACHP to assist in evaluating operations, maintenance, and development activities at the Academy in April 2022. The programmatic agreement will improve consistency in consultation and agency accountability in fulfilling responsibilities in compliance with Section 106.



The N.S. Savannah docked in Baltimore Harbor, MD (Paul Zeitlin/MARAD)

Opposite Page
Artemis I stacked on top of the Space Launch System in High Bay 3 of the historic Vehicle Assembly Building at Kennedy Space Center on August 16, 2022. Artemis missions will fly to the Moon and Mars. (NASA)

- » MARAD executed a programmatic agreement covering the decommissioning and disposition of the *N.S. Savannah*, the world's first nuclear-powered merchant ship and an NHL. The signatories to the agreement, which included MARAD, the Nuclear Regulatory Commission (NRC), the Maryland SHPO, and the ACHP, sought to balance important decommissioning activities of the disposition process with preservation solutions. Ongoing consultation under the agreement will address decommissioning work, preservation of significant elements of the nuclear power plant while meeting NRC radiological criteria for license termination, and ultimate disposition of the *Savannah* with a tiered approach that would prioritize a preservation outcome.
- » In June 2022, the USACE Portland District, the ACHP, and the Oregon SHPO executed a programmatic agreement for undertakings related to the operations and maintenance of the Willamette Valley Project. The agreement more closely aligns agency actions and decisions with the expectations of Tribes, the state, partners, and the public (see [Case Study on page 100](#)).





Decommission and Deployment Advances U.S. Nuclear Triad

Multi-State

Under federal law and to meet national security requirements, the Department of the Air Force (DAF) was directed to implement a strategy “to accelerate the development, procurement, and fielding

and adaptability to manage and respond to shifting global requirements. The proposed ICBMs and supporting upgrades would allow the United States to continue to offer long-term tangible evidence to both allies and potential adversaries of our nuclear weapons capabilities, thus contributing to nuclear deterrence and assurance, and providing a hedge against arms competition.

There are three missile fields strategically placed within five states overseen by commands at Malmstrom Air Force Base (AFB), F.E. Warren AFB, and Minot AFB with supporting facilities in an additional two states making for a complicated consultation that had a large geographic reach and required coordination with numerous federal, state, Tribal, and nonfederal entities. Starting in 2018, the ACHP began to provide recommendations to the Air Force Nuclear Weapon Center and Air Force Civil Engineer Center (AFCEC) to think through how the DAF would complete the Section 106 consultation process, taking into account previous undertakings associated with the MMIII weapons system. In September 2020, the Air Force Global Strike Command initiated Section 106 consultation and successfully concluded consultation in December 2022 with the official execution of a project programmatic agreement that created a standardized and phased process to identify, assess, and resolve adverse effects on historic properties affected by the undertaking, enabling the DAF to meet the undertaking’s schedule and compliance with Section 106.

The success of the consultation was found in four key areas: internal coordination, research and understanding, active listening, and common language. The subject matter experts of the AFCEC were integrated into the overall project

of the ground-based strategic deterrent program” as part of the John S. McCain National Defense Authorization Act for FY 2019 [Public Law 115-232 Section 1663]. Specifically, the DAF was tasked in recapitalizing the full intercontinental ballistic missile (or ICBM) weapon system (i.e., missiles and launch facilities) without phasing or splitting the program.

The purpose of the action was to replace all land-based Minuteman III (MMIII) missiles deployed in the continental United States with the Sentinel (originally referred to as the Ground Based Strategic Deployment) weapon system. Implementing the action would ensure the United States continued to have effective, responsive, and resilient ICBMs and associated infrastructure for the land-based leg of its nuclear triad and the capacity



Construction crews trenched miles of utility corridors in the 1960s during the original construction of the Minuteman missile fields, before passage of the NHPA and NEPA. (USAF)



An Air Force Global Strike Command unarmed Minuteman III intercontinental ballistic missile launches during an operation test at Vandenberg AFB, CA, February 23, 2021. (Air Force Staff Sgt. Brittany E.N. Murphy)



The Three Affiliated Tribes Veterans post the colors during a ceremony at Fort Berthold Reservation New Town, ND, on July 19, 2022. (Airman 1st Class Evan J. Lichtenhan/USAF)

planning. DAF practitioners understood how the missile fields and infrastructure were already considered historic properties and that federally recognized Indian Tribes needed to be given the opportunity to share information about properties of religious and cultural significance within the missile fields and interconnecting underground corridors. The DAF actively listened to all consulting parties, allowing a flow of information regarding historic properties to be acknowledged early and throughout project planning. The project programmatic agreement was structured using the phases of the undertaking and used DAF language to explain the process and when the substantive steps of the Section 106 process would be met resulting in a realistic and proactive agreement.

“We are tremendously pleased with the effort that the Air Force put into developing the consultation plan and carrying it out to engage such an important number and array of stakeholders in that consultation, and to developing an agreement that very successfully incorporated historic preservation goals at every stage of the process and of the program... This stands as a model for how an agency can carry out such a comprehensive and effective consultation on such an important program.”

—Reid Nelson, ACHP Executive Director

ONGOING NATIONWIDE PROGRAM ALTERNATIVE DEVELOPMENT

As of this report's publication, the ACHP is actively working with several federal agencies to develop national program alternatives to address mission critical projects and property management. They include the following:

- The Department of the Army intends to request a program comment for preservation of pre-1919 historic Army housing, associated buildings and structures, and landscape features. The Army's intent in requesting this program comment is to establish a programmatic approach for complying with Section 106 regarding repetitive management actions occurring on the Army's inventory of pre-1919 housing.
- The Bureau of Land Management's (BLM) Nationwide Programmatic Agreement governs its Section 106 compliance activities in the 11 western states where it administers most of its surface lands and mineral estate. The agreement is set to expire in February 2024, and BLM is developing and consulting on an amendment to extend the duration of the agreement, likely for another 10 years.
- DHS is developing a programmatic agreement for maintenance, repair, and upgrades to enhance agency-owned federal facility climate resiliency and sustainability. Qualified staff meeting the Secretary of the Interior's Professional Qualifications Standards would oversee every aspect of the national programmatic agreement, along with implementation of an auditing and training program. DHS has begun consultation with SHPOs and Tribes in preparation of submitting a final agreement to the National Conference of State Historic Preservation Officers (NCSHPO) and the ACHP.
- NASA has identified the need for an agency-wide programmatic agreement for management of NASA assets, including routine maintenance, alteration, modification, and demolition, with a focus on highly technical and scientific facilities. The programmatic agreement would also provide an approach for the identification and management of NASA resources less than 50 years of age.
- NPS Cultural Resources, Partnerships, and Science Directorate has initiated consultation on development of an agency request for a program comment to address its responsibilities to comply with Section 106 for regular maintenance, capital projects, and leasing at Mission 66-era (1945-1972) facilities. Current NPS data indicates it has approximately 20,000 Mission 66-era facilities that are suffering from deferred maintenance.

Context Studies, Guides, and Tools for Evaluation

A notable feature of several agencies' identification efforts was the use of context studies, developed in planning for program alternatives or independently funded, to assist in present and future efforts of historic property assessment. These studies are helpful not only to federal agencies in support of their Sections 106 and 110 responsibilities, but to states, Tribes, and the private sector to identify and evaluate related properties. While requiring more effort at the outset, these studies can help save time and resources in future evaluation efforts and assist federal agencies in understanding the broader significance of the historic properties in their inventories.

HIGHLIGHTS

- » BOR completed a historic context on water conveyance systems entitled "U.S. Bureau of Reclamation Water Conveyance Systems in the West: Context and Evaluation Guidance" to aid in future management of their properties utilized in water distribution, in both eligibility recommendations and Section 106 effect determinations.
- » The Bonneville Power Administration (BPA) has developed a Field Guide for Historic Resources, a portable, user-friendly distillation of previous evaluations and assessments for hundreds of BPA assets. BPA also completed the Transmission Line Historic Context Report in 2023, which provides a timeline and historic background research related to the development of their historic transmission grid, the identification of 60 individually significant lines, and an evaluation framework to continue with the assessment and evaluation of transmission lines for future BPA Section 106 compliance. This effort was critical for the forthcoming BPA Transmission Line Intensive Level Survey and programmatic agreement for transmission line assets.
- » At the Idaho National Laboratory, as part of DOE's commitment to strengthen the archaeological component of the Laboratory's historic preservation program, a Precontact Context proposal has been developed. The context will include the following themes (along with associated research questions): Shoshone and Bannock Ethnohistory, Changes in the Landscape and Environment, Projectile Point Chronology, and Settlement and Subsistence. During summer 2022, with input from the Shoshone-Bannock Tribal representatives, staff from the Laboratory's Cultural Resource Management Office, Heritage Tribal Office, and a BLM archaeologist rerecorded 10 previously recorded Precontact sites within the study area thought to represent specific property types.
- » In 2023, GSA released its digital Modern Era Determination of Eligibility Assessment Tool. Updated as part of a mitigation strategy for a façade enclosure project at the Anthony J. Celebrezze Federal Building in Cleveland, Ohio, the tool reflects insights gained during the two decades since the agency released the GSA Eligibility Assessment Tool as part of its Growth Efficiency and Modernism context study in 2003. Created and refined specifically to assist in the internal assessment of GSA buildings, especially those constructed after 1950, the tool applies National Register eligibility criteria through a lens that more deeply examines the design, construction, and impact of federal public buildings on the communities where they were built.
- » Funds were allocated and a contract awarded in 2023 to conduct a complete historical context study of National Defense Reserve Fleet sites, present and past for MARAD. This study will provide a broad historical context and a better understanding of the properties and how they relate to maritime history.
- » NPS completed the African American Outdoor Recreation National Historic Landmark Theme Study in 2022, which examines how race impacted the experience of and access to outdoor recreation and leisure resources for African Americans in the United States from the end of the Civil War through the early 21st century and includes typologies of related property types such as resorts, amusement parks, campgrounds, or beaches, and registration guidelines to identify and evaluate surviving examples for further study as potential NHLs. Additional information about this and other NPS theme studies is provided in a [Case Study on page 36](#).

» USACE has also reported consulting with Tribes on the use of human remains detection dogs, which provide a noninvasive method of locating archaeological sites that likely include human remains. The dogs are specifically trained to detect graves, including those more than 100 years old, to a depth of approximately six feet below the ground surface. The Detroit District utilized human remains detection dogs to survey an area where an inadvertent discovery of human remains had previously occurred, to determine if additional remains were present, at the request of consulting Tribes. The dogs were able to identify adjacent areas that may contain human remains for further testing and survey.

» The USACE New York District recently supported the U.S. Military Army Garrison, West Point, in its partnership with the Stockbridge Munsee Community, by the award of a contract and management of a study on the Revolutionary War Stockbridge Company of Militia. The New York District frequently works with interagency partners for the identification and management of historic properties on installation lands.

Identification in the Context of Climate Change

Agencies were asked to elaborate on whether they have prioritized the identification of historic properties in areas with the highest potential for climate impacts. The ACHP's 2023 Climate Change Policy Statement advised federal agencies to work collaboratively to assemble information about previously designated or documented historic properties and to identify previously undesignated or undocumented historic properties, with priority on areas with the highest potential for climate impacts. Agencies were explicit about the policies guiding their plans for climate adaptation, rehabilitation, and use of risk assessments. A description of how these policies are assisting agencies in the protection of historic properties is described further in Chapter 3.

The ACHP celebrated a landmark accomplishment when in June 2023, it adopted the agency's first [Policy Statement on Climate Change and Historic Preservation](#), which clearly defines the connections between climate change and historic properties, articulates policy principles the ACHP will integrate into the Section 106 process, and advises federal agencies as well as nonfederal partners on how they may acknowledge, plan for, mitigate, and adapt to climate change impacts on historic properties. The policy statement was developed over the course of nine months and included listening sessions and other outreach efforts with states, historic preservation stakeholders, and Tribes and NHOs. The document defines the scope of climate impacts and puts forward a series of recommended policy principles for addressing the issues. Effects to sacred sites and other properties significant to Tribes and NHOs are highlighted, as are the disproportionate impacts of climate change on historic places in underserved communities.

The policy statement also calls for public-serving institutions to consider the impact to historic properties as an integral part of climate planning and implementation. It urges the survey and identification of historic properties in areas with the highest potential for climate impacts. And, relevant to the Section 106 process, it suggests that permitting and environmental review of clean energy projects and climate-friendly transportation projects be expedited while ensuring full consideration of potential impacts to historic properties.

Agencies reported proactive approaches to identification of at-risk historic properties including the use of digital tools. The Los Alamos National Laboratory developed a Climate Change Vulnerability Assessment and Resilience Plan in FY 2022, which categorized property types by their dependency to agency mission, defining archaeological sites, Traditional Cultural Properties, built-environment resources, and cultural landscapes as sub-tier critical assets. For climate resiliency, the National Institute of Health is currently conducting climate vulnerability assessments for its campuses and will evaluate the findings in the context of preservation of historic properties. The U.S. Geological Service developed the [Strategic Hazard Identification and Risk Assessment](#) tool to help the Department of the Interior identify natural hazards relevant to its emergency planning and historic property risk assessments.

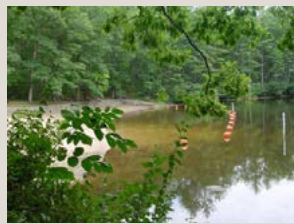


On May 24, 2023, Typhoon Mawar made landfall on the island of Guam, causing island-wide destruction in its wake. (Robert Barker/FEMA)



NPS Theme Studies Shape the Nation's Understanding of its Complex and Diverse History

Nationwide



Green Pastures Recreation Area, established in 1936 on the George Washington and Jefferson National Forests holds historical significance as a recreation space for African Americans during the segregation era. Local efforts from community preservation groups have aimed to restore and preserve this culturally significant place. (Jennifer Queen/USFS)

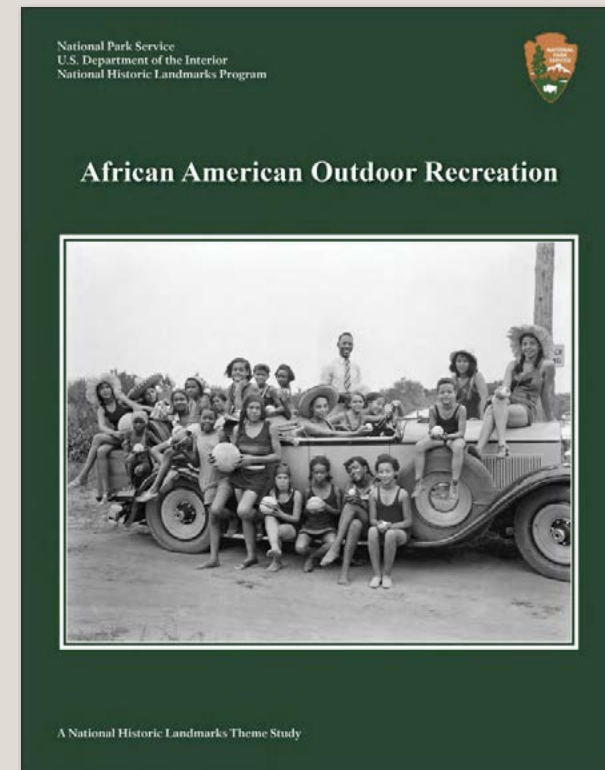
In the last decade, the National Historic Landmarks (NHL) program, administered by the National Park Service (NPS), has published or featured [theme studies and reports](#) that examine national historic context on specific American history or prehistory topics. These studies help historic preservationists in government agencies and the private sector identify and evaluate related places for historical significance, so that more of these places are likely to be nominated to the National Register of Historic Places (National Register) and for NHL designation. They are an important contribution to shaping the nation's understanding of its complex and diverse history, and to providing direction to the NPS's engagement with the American people.

One notable recent report is the *African American Outdoor Recreation National Historic Landmark Theme Study* (2022), led by the Midwest Regional Office Historic Preservation Partnerships Program and prepared through a partnership with the Organization of American Historians. It examines how race impacted the experience of and access to outdoor recreation and leisure resources for African American people in the United States from the end of the Civil War through the early 21st century. The study also includes typologies of related property types such as resorts, amusement parks, campgrounds, or beaches, and registration guidelines to identify and evaluate surviving examples for further study as potential NHLs. By examining this history through the lens of race and from the perspective of African Americans, the report brings together the histories of recreation and civil rights in the United States and sheds further light on central themes in the Black experience in this country.

“We must look back at the history we find difficult, in equal measure to looking back at the history in which we take great pride.”

—NPS Principal Historian
Turkiya Lowe

In 2023, Secretary of the Interior Deb Haaland announced NPS will collaborate with Tribes, and other experts, on a new theme study that will focus on the Indian Reorganization Period. The study, supported by the National Park Foundation, will build on the Federal Indian Boarding School Initiative, and other efforts by the Department of the Interior, to ensure Native American history is recognized as American history. The National Park Foundation is contributing to the launch of the study, which will be prepared with the guidance and expertise of external partners, including Tribal leaders, academics, and other experts in the field.



African American Outdoor Recreation Theme Study prepared by NPS. Theme studies like these aid the agency in identifying specific sites for future preservation. (NPS)

Equity in Identification of Historic Properties

Federal agencies reported both new and existing directives prioritizing equity and environmental justice. In the context of the identification of historic properties, these policies help agencies promote equity and diversity in the identification process. Agencies shared significant examples of their progress in the ways they are engaging with consulting parties and telling lesser-known stories through the properties they identify. Of note are efforts toward the recognition and preservation of African American Burial Grounds, discussed in a [Case Study on page 50](#).

HIGHLIGHTS

» The BLM Vale District's National Historic Oregon Trail Interpretive Center is working to preserve and share the history of Chinese immigrants in the settlement of eastern Oregon. The Oregon Chinese Diaspora Project ([winner of the 2023 National Trust/ACHP Award for Federal Partnerships in Historic Preservation](#)) is collaborating with the BLM, USFS, and other agencies to proactively collect and inventory data from culturally significant mine sites, which aid in telling the important but rarely-documented stories of Chinese Oregonian miners. The Buck Rock Tunnel Project, as part of the Oregon Chinese Diaspora Project, and Southern Oregon Chinese Archaeology Project, won the Oregon Heritage Excellence Award in 2020, received BLM's Heritage Hero Award in 2021, and was awarded, among others, the American Association for State and Local History award in 2022, the most prestigious recognition for achievement in the preservation and interpretation of state and local history.



Archaeological excavations of a Chinese railroad worker structure in Terrace, UT, were completed in May 2021 as part of a BLM Passport in Time project. (Nicole Lohman/BLM)

» DHS revised its Environmental Justice Strategy in 2021, introduced an Equity Action Plan in 2022, and finalized Directive 071-04, Consultation and Coordination with Tribal Nations, and its implementing instructions at 071-04-001 in 2022. These policies incorporate the myriad of executive actions issued by the President since 2021.

» As of August 2023, DoD is working on an update to the 1995 DoD Strategy on Environmental Justice, which focuses on identifying the impacts of DoD activities on minority and low-income populations; promoting partnerships with all stakeholders; streamlining government; and fostering nondiscrimination in DoD programs. By updating the DoD Strategy on Environmental Justice, DoD will better adhere to the requirements of EO 14096, "Revitalizing Our Nation's Commitment to Environmental Justice for All." The DoD Cultural Resources Program is reviewing and providing input to the updated Environmental Justice strategy with a focus on ensuring equity and diversity in the identification of cultural resources for underserved communities.

» The Presidio Trust reported that it is funding an update to the Golden Gate National Recreation Area's Historic Resource Study through a California Coastal Conservancy grant of \$250,000, with support from the Organization of American Historians. This critical baseline document update is necessary to offer multi-disciplinary approaches to its scholarship and provide untold stories from previously unheard voices.



Newly Designated National Monuments Honor Tribal Nations and Indigenous Peoples

Colorado, Nevada, Texas



Newly designated Avi Kwa Ame National Monument ceremony in April 2023 (DOI)

As part of the Biden-Harris Administration’s commitment to honoring Tribal Nations and Indigenous Peoples, President Joe Biden has signed proclamations establishing the [Camp Hale-Continental Divide National Monument in Colorado](#), [Avi Kwa Ame National Monument in Nevada](#), and [the Castner Range National Monument in Texas](#). President Theodore Roosevelt first used the Antiquities Act in 1906 to designate Devils Tower National Monument in Wyoming. Since then, 18 Presidents of both parties have used this authority to protect unique natural and historic features in America, including the Grand Canyon, the Statue of Liberty, and Colorado’s Canyons of the Ancients.

Camp Hale forged the elite soldiers of the famed 10th Mountain Division—the Army’s first and only mountain infantry

division—that helped liberate Europe in World War II. The area lies within the ancestral homelands of the Ute Tribes, along the Continental Divide in north-central Colorado, and is treasured for its historical and spiritual significance, stunning geological features, abundant recreation opportunities, and rare wildlife and plants. The area’s mountains and valleys also shaped the modern outdoor recreation economy and is home to many of Colorado’s iconic ski areas.

[Avi Kwa Ame](#) is considered to be among the most sacred places on Earth by the Mojave, Chemehuevi, and some Southern Paiute People. It is also important to other Tribal Nations and Indigenous Peoples including the Cocopah, Halchidhoma, Havasupai, Hopi, Hualapai, Kumeyaay, Maricopa, Pai Pai, Quechan, Yavapai, and Zuni Tribes. Its scenic peaks include



Top: Tribal members participate in a blessing in celebration of the designation of Avi Kwa Ame National Monument. (DOI)

Center: Interpretive signs inform visitors to be respectful of a petroglyph site sacred to Tribes. (DOI)

Avi Kwa Ame (Spirit Mountain), which is designated as a Traditional Cultural Property on the National Register of Historic Places in recognition of its religious and cultural importance. The designation of the new national monument creates one of the largest contiguous areas of protected wildlife habitat in the United States, tying together the protected lands of the Mojave Desert in California to the southwest with the Lake Mead National Recreation Area and other protected areas to the east near the Colorado River. The national monument spans approximately 506,814 acres of lands managed by the Bureau of Land Management, Bureau of Reclamation, and National Park Service.

Located on Fort Bliss, [Castner Range](#) served as a training and testing site for the Army during World War II, the Korean War, and the Vietnam War. The Army

ceased training at the site and closed Castner Range in 1966. Once the area is sufficiently remediated to be safe for public access, Castner Range will offer unique opportunities for the El Paso community to experience, explore, and learn from nature. President Biden is committed to expanding access to nature for underserved communities that have historically had less access to public lands, like those bordering Castner Range. Protecting Castner Range connects the area with the Franklin Mountains State Park, creating continuous habitat for wildlife and improved public access for outdoor recreation. Castner Range also hosts significant cultural sites documenting the history of Tribal Nations, including the Apache and Pueblo Peoples and the Comanche Nation, Hopi Tribe, and Kiowa Indian Tribe of Oklahoma.

These designations protect sacred landscapes and their historically and scientifically important features, while conserving public lands and growing America’s outdoor recreation economy.

Partnerships in Identification Efforts

Agencies were asked to explain how they have employed partnerships to assist in the identification and evaluation of historic properties over the reporting period. Partnerships, in the form of cooperative agreements between federal agencies, states, and Tribes, can leverage limited federal resources and provide opportunities for collaborative approaches to identification with nonfederal entities and marginalized communities. Agencies reported working with other agencies, Tribes, local communities, students, and interested parties to consult on and perform identification efforts during the reporting period.

1917 U.S. Post Office and Courthouse in Tulsa, OK (Paul Kivett/GSA)



INTERAGENCY AGREEMENTS

Collaboration among federal agencies was highlighted by several agencies in their identification efforts. Agencies such as the U.S. International Boundary and Water Commission (USIBWC), which only has one qualified cultural resources professional on staff, reported forming interagency agreements in identification and evaluation efforts, allowing the agencies to share expertise and work toward common goals.

The Department of Veterans Affairs (VA) entered into two interagency agreements during the reporting period. The interagency agreement with the USACE was established to evaluate 14 VA Medical Centers (VAMCs) for eligibility for the National Register and to nominate eligible properties for the National Register. With this agreement, VA will have evaluated most of the VAMCs that have been constructed prior to 1973. The evaluations and nominations are expected to be finalized in 2024-2025. The second interagency agreement involved an NHL study of the Tuskegee VAMC in Alabama. The Tuskegee campus was established after World War I to provide medical treatment to African American veterans who, due to government segregation policies at that time, were denied treatment at most hospitals. NPS, in partnership with VA, has executed an agreement with the Association for the Study of African American Life and History to complete the study, which is expected in 2025.

TRIBAL PARTNERSHIPS

Federal agencies reported that partnerships with Tribes in identification and evaluation efforts have improved their efforts to identify sites and update existing information. Increased coordination and collaboration with Tribes, and incorporation of Indigenous Knowledge in the identification process, leads to more comprehensive identification and greater benefits to historic properties.

HIGHLIGHTS

- » DOE at the Idaho National Laboratory Site reported the adoption of an agreement with interested Tribes, involving them in the inventory and evaluation of archaeological sites, Section 106 and Section 110, research projects, and regular coordination meetings. Draft archaeological site records that document Native American cultural sites are shared with Tribal cultural resource staff for review and consultation on evaluating significance before the records are finalized and submitted to the Idaho SHPO for concurrence. Further information on this partnership is provided in a [Case Study on page 42](#).
- » Starting in 2021, TVA's Tribal Cultural History Project has sought to create geographic historical narratives of Tribal presence in the Tennessee Valley through collaboration with Tribes. TVA works with interested Tribes to record their perspectives on the historical and archaeological data collected in the TVA service area. Oral history interviews developed in collaboration with Tribal members are designed so that information from them and the derived GIS datasets (to the extent permissible by the Tribe whose history is being discussed) can be readily adapted for use in the cultural history sections of archaeology reports. The narratives will also serve as resources to inform future planning, project development, and Tribal consultation activities by TVA.
- » The USACE San Francisco District is incorporating new Indigenous Knowledge and environmental justice guidance into its Section 106 consultations to improve identification efforts and allow for greater environmental and cultural justice outcomes during project planning. For example, the San Francisco District is utilizing recommendations from the Tribal biologist for the Dry Creek Rancheria of Pomo Indians to improve the selection and placement of plants for the Dry Creek Restoration project.
- » For the USACE Seattle, Portland, and Walla Walla Districts, partnerships with Tribes are essential to protecting historic properties through the Federal Columbia River Power system (FCRPS). Through the FCRPS Cultural Resource Program, local Tribes, USACE, BPA, the Washington SHPO, and other cooperating land managing agencies at the state and federal level consult on Section 106 for undertakings associated with the operations and maintenance of dams and reservoirs. Recently, the Seattle District contracted with Tribes to provide ethnographic knowledge and context to support efforts to identify and treat Traditional Cultural Properties at all three FCRPS reservoirs. These efforts have included interviews with Tribal Elders, translation of historic documents from Indigenous and European languages, digitization of Tribal ethnographic data, and the creation of GIS projects and associated digital story maps.



Department of Energy Partners with State and Tribal Governments on Historic Site Preservation

Idaho

The Idaho National Laboratory Site's nuclear research and development mission dates to its inception in 1949, when it was called the National Reactor Testing Station where 52 first-of-a-kind nuclear reactors were constructed and demonstrated. Among those reactors were the Experimental Breeder Reactor-I that produced the first electric power from nuclear energy in 1951; the experimental

Bannock Tribes, and invited consulting parties to develop a new programmatic agreement governing Section 106 compliance. The new programmatic agreement supports the ongoing use of Idaho National Laboratory Site scientific and technical facilities while encouraging preservation of their significant components to the extent possible as recommended in the ACHP's 1991 guidance, Balancing Historic Preservation Needs with the Operation of Highly Technical or Scientific Facilities. The new programmatic agreement provides for a streamlined consultation process, excludes a comprehensive set of routine activities from Section 106 review, and excludes from review property types that have been determined ineligible for listing on the National Register. These and other streamlining approaches will greatly reduce the number of Section 106 reviews and project-specific consultations, allowing DOE-ID, the SHPO, and the Tribes to focus on high-priority preservation needs and projects.

The balanced approach to historic preservation delineated in the new programmatic agreement facilitates DOE's ability to repurpose Idaho National Laboratory Site facilities to support current nuclear energy initiatives. Key Laboratory Site facilities that contributed to DOE's historic nuclear research mission, such as the Experimental Breeder Reactor-II and the Zero Power Physics Reactor, are being modified to meet the needs of current microreactor technology.

An outgrowth of the programmatic agreement is development of a memorandum of agreement between the Idaho SHPO and DOE-ID to provide priority technical assistance for DOE-ID's Section 106 reviews and to develop "Section 106 Basics" training from the

boiling water reactor BORAX III that powered the town of Arco, Idaho, which became the first town powered by a nuclear powerplant in 1955; and the Experimental Breeder Reactor-II, which was the backbone of the U.S. breeder reactor effort from 1964 to 1994. Today's Idaho National Laboratory Site continues that transformative work in development of advanced reactors, microreactors, small modular reactors, and fuel cycle technologies.

To enable this important work, the Department of Energy Idaho Operations Office (DOE-ID) consulted with the Idaho State Historic Preservation Office (SHPO), the ACHP, the Shoshone-



EBR-II is eligible for the National Register and was spared from demolition through repurposing as a microreactor test bed facility. (Idaho National Laboratory)



Shoshone-Bannock Tribes Heritage Tribal Office staff, Taylor Haskett and Anna Bowers, and INL Cultural Resource Management Office staff recording an archaeological site during Section 110 inventory, June 2022. (L. Suzann Henrikson/Battelle Energy Alliance)

SHPO perspective for DOE-ID and contractor employees. The Idaho SHPO technical assistance will be funded by a financial assistance grant from DOE-ID for \$100,000. In September 2022, DOE-ID entered into a new five-year agreement with the Shoshone-Bannock Tribes that includes a broad scope to provide oversight to DOE-ID's environment, safety, health, and emergency management programs, including the Cultural Resource Management Program. Through the agreement, the Tribes are involved in DOE-ID's archaeological resource inventories, Section 106 reviews, evaluation of historic properties, Section 110 research projects, and regular coordination meetings. Draft archaeological site records that document Native American cultural sites are shared with Shoshone-Bannock cultural resources staff for review and consultation on evaluating significance before the records are finalized and submitted to the Idaho SHPO for concurrence. The Tribes have the most knowledge of these resources, and their input is a critical component of accurately documenting and characterizing the resources. DOE-ID and the Tribes have cooperated in this formal relationship since 1992.



Shoshone-Bannock Tribes Earth Day Celebration at the INL Site in April 2022 featuring Larae Bill, Anna Bowers, and Taylor Haskett of the Shoshone-Bannock Tribes Heritage Tribal Office. (Betsy Holmes/DOE)

CHAPTER 3

Protecting Historic Properties

COLLABORATION WITH UNIVERSITIES AND COMMUNITY GROUPS

Agencies also described partnerships with local organizations and universities to undertake identification efforts.

HIGHLIGHTS

» BLM, in partnership with New Mexico State University (NMSU), completed a research-focused archaeological survey and site recording on the Paraje San Diego and several sections of the El Camino Real de Tierra Adentro in Doña Ana County, New Mexico. The NMSU survey clarified some trail segments, which greatly aided in the current and future work in the area, including the Spaceport America development.

First flight to Spaceport America (Mark Greenberg)



» DOE's Los Alamos National Laboratory supported a University of New Mexico archaeological field school in the summer of 2022. The Cultural Resources Program taught 13 student field school participants—including three from local Indigenous communities—cultural resources survey, site recordation, and in-field artifact analysis methods in a previously unsurveyed area of the Laboratory. Through this effort, the agency surveyed approximately 40 acres of rough terrain and documented 16 archaeological sites and one Traditional Cultural Place.

» DOL consulted with the 33rd Avenue School Alumni Association and invited them as a concurring party to the memorandum of agreement between DOL and the ACHP regarding the Gulfport Job Corps Center redevelopment project in Gulfport, Mississippi. Consultation assisted DOL with identifying and maintaining historic properties under its jurisdiction and executing new projects while preserving and protecting them.

» The USIBWC has been consulting on the Falcon Grazing Leases Environmental Assessment at Falcon Reservoir and Dam in Texas, a project initially completed in 1954. The agency is currently working on identifying sites and preparing oral histories of the area with the local descendants of the landowners who were displaced from largely Hispanic communities along the river's edge.



Southern Utah Wilderness Alliance volunteers work on restoring the roofing and chinking of the historic Watson Cabin within the Paria River District, UT. (Valerie Russell/BLM)

FOR THIS REPORTING CYCLE, federal agencies were asked to report to the ACHP on their efforts to protect historic properties over the reporting period. Through guidance issued by the ACHP, agencies were asked to describe how their programs and procedures for protection have changed, and how program alternatives or other tools were used to manage and protect historic properties. Agencies were also asked to report on increases or decreases in the number of cultural resources management staff they employ, the incorporation of climate change adaptation/mitigation principles, and the application and use of Indigenous Knowledge and digital information in the protection of historic properties in the context of climate change.

On January 27, 2021, President Joe Biden issued EO 14008, “Tackling the Climate Crisis at Home and Abroad” which directs the Department of the Interior to partner with federal agencies across the government to advance inclusive and collaborative solutions to the climate crisis. As part of this EO, the Administration has launched a 10-year challenge for federal agencies and members of the public to aid in the protection of 30 percent of all of the nation’s lands and waters by 2030. The challenge, called the America the Beautiful Initiative, sets aside \$1 billion in grant funding to leverage federal conservation and investments with private and philanthropic contributions to accelerate land, water, and wildlife conservation efforts across the country. In the three years since its inception, the initiative has helped agencies coordinate efforts to expand preservation efforts to all parts of the nation in order to combat the worst impacts of climate change.

Federal historic property management encompasses a comprehensive range of activities, from identification and tracking to project planning and the long-term preservation of historic places. Agencies are increasingly considering how to balance sustainability goals with their stewardship responsibilities, and working to apply the expertise of climate scientists and Indigenous Peoples to find solutions to protecting historic properties. As in previous years, agencies continue to utilize programmatic agreements to establish consistent policies that support maturing agency preservation programs.

Program Alternatives

As reported in 2021, agencies have increased the use of tailored approaches to Section 106 review through the development of program alternatives, and programmatic agreements in particular. Agencies were asked for this reporting period to describe any new or revised Section 106 program alternatives, how program alternatives have supported the planning and implementation of infrastructure projects, and how the effectiveness of these program alternatives is measured. Overall, agencies reported positively that program alternatives save them and consulting parties’ time and resources on the review of routine undertakings, allowing them to focus their resources on projects with greater impacts to historic properties.

Agencies also reported they have made updates and issued guidance for the implementation of existing programmatic agreements. This emphasizes the requirement for agencies to ensure their program alternatives are being implemented correctly and demonstrates the flexibility of programmatic approaches to adapt to changing circumstances and needs.

HIGHLIGHTS

- » The ACHP’s EVSE Exemption, approved in 2022, has already been utilized by VA and TVA to streamline the installation of electric vehicle charging stations on federal lands.
- » The Department of the Army’s newly-developed Inter-War Era Program Comment introduced the programmatic application of modern climate resilient imitative substitute building materials following a materials selection procedure prioritizing financial feasibility, quality of life, health, and safety criteria equally with preservation goals.
- » BOR executed a programmatic agreement with the Colorado SHPO, the ACHP, BLM, Natural Resources Conservation Service, USFS, and the USFWS in the summer of 2022 for water control features in Colorado. The agreement helps to streamline

the cultural resources compliance requirements under Section 106 and standardizes mitigation when adverse effects are likely to occur to water infrastructure features. Benefits from this agreement are already becoming evident in the first year of implementation. BOR estimates the agreement has saved \$44,000 and 19.8 months of consultation and review time on covered projects. Additionally, BOR has saved \$12,000 and 10 months of consultation and review time on projects utilizing the agreement’s standardized mitigation, which utilizes [ArcGIS StoryMaps](#).

- » TVA, the Tennessee SHPO, and the ACHP executed a programmatic agreement to comprehensively address effects to TVA’s historic transmission assets throughout the state of Tennessee in August 2023. Initial estimates, based on current project costs and volumes, indicate that this agreement will save TVA more than \$3 million in assessment costs alone over the next 20 years.

Protection of Historic Properties from Climate Change

Agencies were asked whether they have incorporated climate change adaptation/mitigation principles in their policies, programs, and procedures in order to enhance the protection of historic properties over the last three years. Responses overwhelmingly confirmed that they had, in meeting EOs and internal agency directives.



Unprecedented amounts of rainfall combined with snowmelt caused severe damage to infrastructure including the north entrance road at Yellowstone National Park in June 2022. (Doug Kraus/NPS)

Some agencies reported that, while they are working to address the impacts of climate change and to implement and promote climate change adaptation and improve environmental resiliency, these actions have not specifically targeted historic properties. For example, DHS has established a framework and tools to support strategic prioritization and execution of sustainability and resilience actions to mitigate the impacts of climate change on their facilities and assets. Others, such as NOAA, have already begun to assess and protect their existing facilities and appropriately plan for future facilities to help reduce the climate vulnerability of some historic properties.

Other agencies are building renewable energy infrastructure on federal lands, requiring comprehensive identification efforts of historic properties that may be adversely affected. The DAF established a 2,600-acre Solar Enhanced Use Lease project at Edwards Air Force Base (AFB) in California that began to produce power in December 2022, evaluating around 6,000 acres in the process. TVA’s solar program, which produces more than 8,200 megawatts of renewable energy, has succeeded through early coordination with consulting parties and a greater flexibility in design to avoid adverse effects. Further information about TVA’s solar projects can be found in a [Case Study on page 54](#).

HIGHLIGHTS

- » In July 2021, the U.S. Department of Commerce issued a revised environmental guide titled “Environmental Compliance Management Manual” for use by all operating units. The updated manual includes an improved section on Cultural Resources Management. Within the Department of Commerce, NOAA’s Facilities Engineering Office is also beginning work on more detailed tracking and evaluation of embodied carbon in their projects.
- » DoD recognizes climate change impacts and established policy to include climate change considerations in decision making for operations, planning activities, business processes, and resource allocation. In September 2021, DoD issued the [Department of Defense Climate Adaptation Plan](#), outlining their approach to mitigating effects of climate change. This was followed by service branch-level plans, which describe strategies to retain operational capability, increase resiliency, and help mitigate future climate impacts through specific and measurable objectives and results.
- » In order to assist it in implementation of the directives of EO 13514 (“Federal Leadership in Environmental, Energy, and Economic Performance”), NPS created a Sustainable Operations and Climate Change (SOCC) Branch. Part of the Park Facility Management Division, SOCC develops comprehensive and high-quality programs to assist parks in implementing sustainable best practices in the following four areas: climate change mitigation and facilities adaptation, energy conservation, sustainable building design and operation, and pollution prevention.
- » NPS’s [Guidelines on Flood Adaptation for Rehabilitating Historic Buildings](#) provide information about how to adapt historic buildings to be more resilient to flooding risk in a manner that will preserve their historic character and meet [The Secretary of the Interior’s Standards for Rehabilitation](#). These guidelines are intended to focus primarily on historic buildings and their site and setting and present various ways for preserving historic properties located in floodplains to make them more resilient to flooding hazards.
- » TVA’s Archaeological Site Monitoring & Protection Program focuses on identifying areas of TVA land where archaeological sites are at the greatest risk of damage due to erosion, looting, or other impacts. Each year, TVA identifies sites that are at the greatest risk for these types of impacts and implements protection measures, such as shoreline stabilization of eroded riverbanks. In the past three years, this work has been focused on the protection of Native American graves that have been impacted as a result of major weather events.
- » In August 2021, VA adopted its Climate Action Plan, which outlines the agency’s response to projected impacts of climate change to the Department with the goal of ensuring sustained operations to support the uninterrupted delivery of benefits and services. VA generated this plan in response to the requirements in Section 211 of EO 14008 “Tackling the Climate Crisis at Home and Abroad,” which places greater emphasis on taking a government-wide approach to the climate crisis.
- » In November 2022, VA’s Construction and Facilities Management Office established a Sustainability Program Office to meet VA’s Climate Action Plan goals of providing sustainable and resilient facilities to address climate change. The VA Historic Preservation Office has been working closely with the Sustainability Program Office to meet Administration sustainability goals and address ways of incorporating these with historic property stewardship initiatives.



TVA staff monitors archaeological sites at risk from erosion. (TVA)



Multi-Faceted Efforts to Protect African American Burial Grounds Draw Public Support

Florida, Maryland, Tennessee

The burial sites of African Americans in the United States have historically been forgotten or ignored, leading to neglect, vandalism, and destruction of these hallowed grounds. In December 2022, Congress passed the bipartisan [African American Burial Grounds Preservation Act](#) into law through inclusion in the FY 2023 Omnibus Spending Package, establishing a preservation program to preserve historic Black burial grounds through the National Park Service. The program will provide grant opportunities and technical assistance to local partners to research, identify, survey, and preserve these cemeteries. While cemeteries do not ordinarily meet National Register criteria for eligibility without certain considerations, burial sites

should be treated with dignity and respect in all circumstances regardless of eligibility.

Federal agencies have responded to this inequity, both in policy and practice. In 2023, the ACHP adopted an updated

“Policy Statement on Burial Sites, Human Remains, and Funerary Items” to address African American communities through consultation with subject matter experts. As demonstrated in the examples below, agencies also focused on the identification of descendant communities to help determine preservation outcomes in consultation.

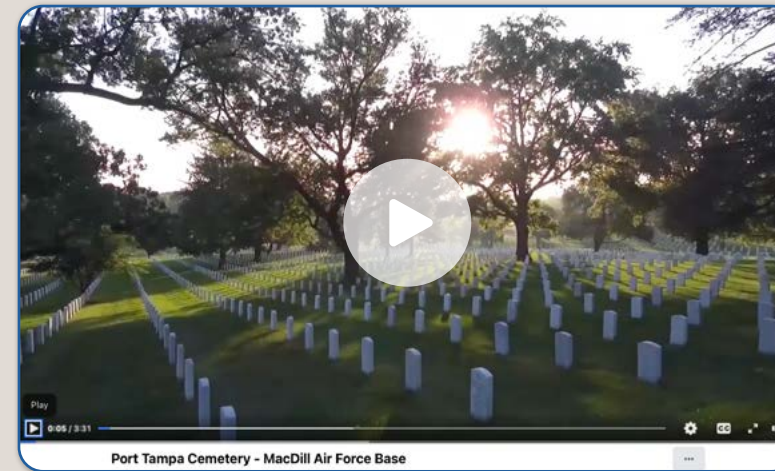
Port Tampa Cemetery, MacDill Air Force Base, Florida

Since 2020, MacDill Air Force Base (AFB) in Florida, in coordination with the Hillsborough County Chapter of the

National Association for the Advancement of Colored People (Hillsborough NAACP), has been working to define the location of Port Tampa Cemetery, an informal burial ground established in the early 1900s. Historic records and verbal accounts indicated that the cemetery was used for the interment of disenfranchised individuals, including African Americans. Indications of the presence of a burial ground were discovered during the early years of base development in the 1940s; however, the cemetery had been neglected until recently. Through extensive literature research, interviews, and nondestructive archaeological testing, the Air Force has located the possible site of the cemetery. In February 2021, MacDill AFB and the Hillsborough NAACP dedicated a historic marker during a Port Tampa Cemetery Service of Remembrance ceremony to document and acknowledge the general location where the lost Port Tampa Cemetery is believed to exist.

Ellsworth Cemetery, Westminster, Maryland

The Department of Veterans Affairs’ National Cemetery Administration works with VA-owned national cemeteries and other burial sites to provide financial and volunteer support. At [Ellsworth Cemetery](#), a private cemetery in Westminster, Maryland, volunteers and VA staff have identified, marked, and restored gravesites. Established in 1876 by six Black Union Army Veterans as a burial place “for the colored residents of Westminster, Maryland,” Ellsworth Cemetery had suffered damage from vandals over the years, which destroyed many of the cemetery’s markers. The Westminster community decided to rectify that through the identification of headstones for restoration. Through this federal and community partnership, Ellsworth Cemetery provides the African American



Top: The U.S. Grant Camp 68 Sons of Union Veterans of the Civil War host an annual memorial service honoring 175 African American enlisted men of the 56th U.S. Colored Infantry now buried at Jefferson Barracks National Cemetery. (National Cemetery Administration/VA)

Center: Click to watch a video dedication to those laid to rest at the Port Tampa Cemetery at MacDill AFB.

veterans who rest there with the overdue recognition they deserve and will continue to be a place to honor the sacrifice of these veterans for years to come.

Garden of Eternal Freedom, Gallatin, Tennessee

In 2019, the Tennessee Valley Authority (TVA) began planning for the [relocation](#) of more than 50 years of coal ash from the federally owned and operated Gallatin Fossil Plant in Sumner County, Tennessee. The project, which would ensure safe storage of the material in an expanded, 100-acre state-of-the-art lined landfill, posed an opportunity to preserve five historic cemeteries dating from 1810-1950, which served the local African American community prior to TVA’s acquisition of the land in 1952.

In late 2019, TVA consulted with the Tennessee State Historic Preservation Office, Gallatin Mayor Paige Brown, and members of the local community and then entered into a memorandum of agreement that stipulated that TVA would complete

identification and delineation of all the cemeteries, archival research, engage the local community, and provide an opportunity for their participation in the identification and design of the relocated cemetery. In 2021, TVA purchased land within Crestview Memorial Gardens to be used for the relocated cemetery. A dedication ceremony commemorating the new cemetery as the Garden of Eternal Freedom took place on June 22, 2022.

Since 2020, TVA has been conducting exhaustive research on the graves, including a search for living descendants with connections to the cemeteries. A team of TVA staff has been meeting regularly with the Historic Odom’s Bend Cemetery Reinterment Planning Committee, consisting of interested members of the local community since May 2022. The committee chose the name Garden of Eternal Freedom for the new cemetery, designed an inscription for the markers that are being placed on all unidentified graves, assisted in the historical research, including interviews with some of the surviving members of the historic Odom’s Bend community, and prepared a [booklet](#) that contains historic and oral accounts of local history and of the people buried there. This [research](#) has unveiled details about the lives of these persons who lived in the historic Odom’s Bend community, details not recorded in any known documents.

TVA is preparing a report that will describe all the studies completed and all the valuable information that has come from the investigation. The committee also planned and prepared the 2022 dedication ceremony, advertised the event in local churches, and served as a guiding resource for TVA’s ideas about the design of the relocated cemetery. This partnership has provided fascinating insights that will, along with research undertaken on the graves themselves, help document an accurate historical narrative that reveals the untold story of the historic Odom’s Bend community.



A grave stone for a newly identified veteran is unveiled at Ellsworth Cemetery in Westminster, MD. (Laura Hatcher)

Successes and Challenges in Climate Change Response

Historic properties are under assault from the effects of climate change across a wide array of environments. Agencies reported on a number of approaches they used to protect historic properties against climate impacts such as erosion, storm damage, flooding, drought, and wildfires. Several agencies also highlighted their ability to make improvements and adaptations to historic properties without adverse effects.



TVA recently focused on the maintenance and rehabilitation of the three plants of the Ocoee Plant group in Polk County, TN. Large banks of wood windows have suffered damage due to increased humidity and extreme temperatures. (TVA)

HIGHLIGHTS

- » Prior to Hurricane Michael in 2018, Tyndall AFB and the Argonne National Laboratory's Sociocultural Systems Department began developing a coastal erosion control plan for Tyndall AFB in Florida. They revised the scope of the potential treatments after Hurricane Michael had passed to include a new monitoring plan targeted toward archaeological sites at greater risk of impacts from climate change. Creating geospatial datasets that show the extent of future coastal flooding and erosion allowed Tyndall AFB to take protective measures and identify archaeological sites most at risk.
- » The DHS Customs and Border Protection Field Operations Facilities and Office of Field Operations repaired hurricane damage to the Fajardo and Ponce Customs Houses in Puerto Rico and renovated them to improve the building's resilience to future storms.



The U.S. Custom House in Fajardo, PR, played a vital role in Puerto Rico's transition from a Spanish to U.S. colony in the 1890s. The Custom House was severely damaged by Hurricane Maria in 2017 (left), but was extensively repaired and renovated during the reporting period (right). (CBP)



- » The Food and Drug Administration reported it faced challenges and opportunities in protecting its Gulf Coast Seafood Laboratory Site, which contains significant archaeological deposits at risk of erosion. The agency is working toward moving some laboratory operations from the site to better protect the historic archaeological features, including Native American shell middens.
- » The Presidio Trust is a recognized leader in [sustainable design and rehabilitation of historic properties](#). The agency's adopted codes, standards, and guidelines include several requirements that mandate sustainable design for all projects in the Trust's jurisdiction, including rehabilitation of historic properties. The Trust has carried Leadership in Energy and Environmental Design (LEED) standards for all large rehabilitation projects since 2010, and as of 2023, 30 projects have been LEED-certified, including the Public Health Service Hospital District, one of the first LEED-certified historic neighborhoods in the country.
- » USFS recognizes the importance of cultural burning to moderate wildfire intensity and reduce community risks and therefore has begun incorporating Indigenous Knowledge into their prescribed fire methods. Collaboratively, USFS and Tribal firefighters implement prescribed/cultural burns and work together for cultural benefits. The Six Rivers National Forest in California seeks input from cultural practitioners on burning practices to ensure continued availability of materials needed for their craft.
- » Agencies also reported on the challenges they have faced in adapting their historic inventories to meet current efficiency standards. While some agencies have not seen any notable reduction in sustainability performance as a result of historic rehabilitations complying with the Secretary of the Interior's Standards, others noted that sustainability and historic preservation goals have not become fully aligned. The Department of Health and Human Services reported that limited maintenance funding has resulted in priority being placed on keeping buildings operable for their current health care use.
- » In general, data is lacking to accurately report on the number of buildings that have been retrofitted to improve operational efficiency. DoD responded that, while they do not track that data, the DoD Sustainable Buildings Policy requires all projects to improve operational energy efficiency. Building renovations and retrofitting may be performed due to system failure, change of tenant, and planned end-of-life of equipment. However, the historic status of the building is not a driver in decision making for operational retrofitting within DoD. Several agencies mentioned the rising cost of building materials was a challenge to retrofitting historic buildings. Agencies overall did not report any perceived incompatibility of preservation with sustainability goals; rather, these goals in some cases have yet to be fully integrated.



TVA Solar Program Promotes Preservation and Renewable Energy Projects

Alabama, Kentucky

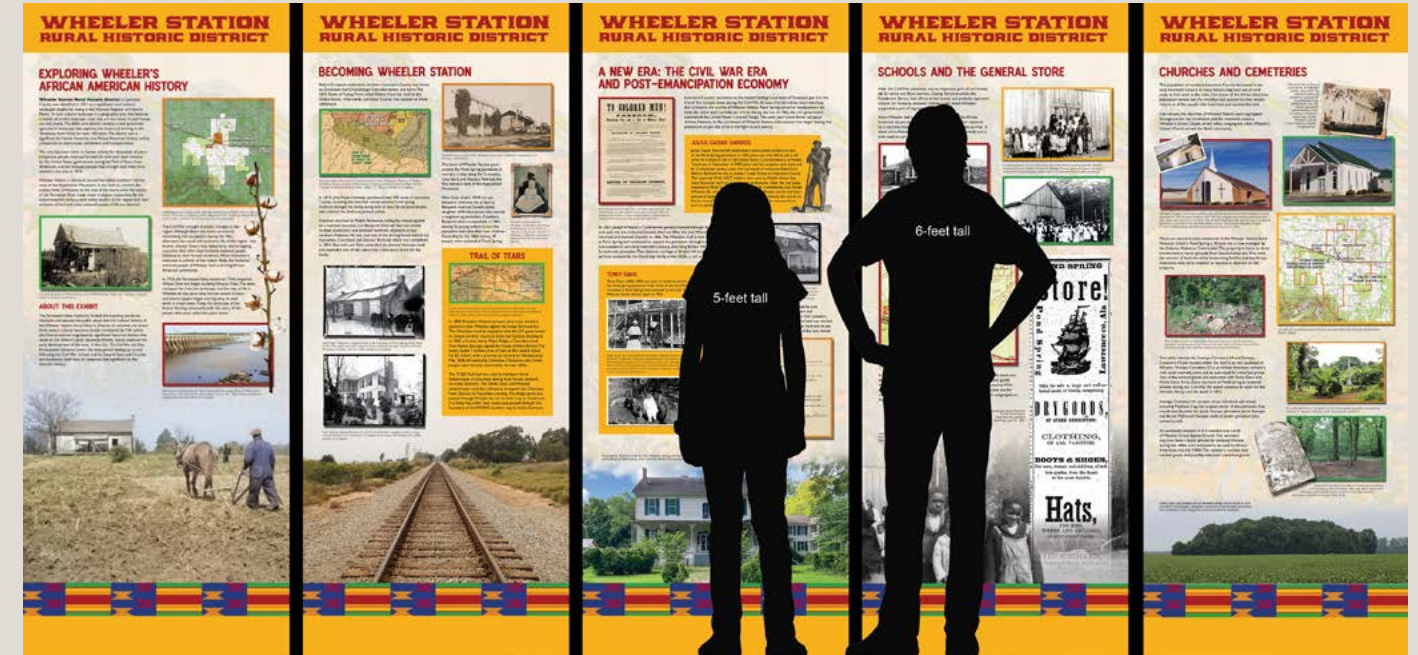


TVA Power Purchase Agreement solar site (TVA)

The Tennessee Valley Authority (TVA) has historically been invested in renewable energy with the utilization of hydroelectric power at its inception. Today, TVA produces more than 8,200 megawatts (MW) of renewable energy, including solar capacity totaling more than 2,800 MW when all committed solar projects come online. TVA is working toward a goal of 10,000 MW of solar by 2035 from both TVA-built facilities and power purchase agreements. Toward this goal, the agency has implemented several process improvements to its Section 106 reviews for these types of projects, which

has resulted in early coordination with consulting parties and a greater flexibility in design to avoid adverse effects to historic properties.

One example is the North Alabama Solar project, where TVA has proposed to construct a roughly 200 MW solar photovoltaic facility with an electrical substation and possible battery energy storage system near Lawrence County, Alabama, adjacent to National Register-listed plantation sites General Joseph Wheeler's Pond Springs and Bride's Hill, both owned by the Alabama Historical



Model of the traveling exhibit on the WSRHD (TVA)

Commission (AHC). TVA initiated the Section 106 process early in its design planning and engaged in extensive discussions with consulting parties on appropriate identification efforts to ensure environmental and historic properties could be identified and inform project design to the greatest extent possible. As a result of these efforts, the project was designed to avoid 16 archaeological sites that range from precontact occupations to sites associated with the Pond Springs plantation and postbellum sharecropping system, as well as two potentially sensitive cultural resource areas. Consultation also resulted in TVA conducting additional research to identify the Wheeler Station Rural Historic District (WSRHD), encompassing the historic archaeological and architectural resources and surrounding landscape.

TVA and AHC developed a memorandum of agreement to minimize and mitigate adverse effects to the historic district. Minimization will include large visual buffers to minimize adverse effects to historic properties within the viewshed, and the development of a plan to establish a native plant habitat across some of the avoided sites and buffer setbacks, with the dual purpose of protecting significant sites that previously suffered from erosion and promoting TVA's biodiversity initiatives. As mitigation, TVA will produce a

traveling exhibit on the WSRHD with a specific focus on the frequently underrepresented history of African American life in late-19th to mid-20th century Lawrence County. The travelling exhibit will be used for public outreach events at the Pond Springs Historic House and brought to underserved communities in North Alabama.

From this example, TVA is developing other ways to implement large solar arrays that will avoid potential effects on archaeological sites. Future plans will involve the installation of a 300-acre solar array on an existing capped coal combustion residual landfill at Shawnee Fossil Plant in Kentucky and into the artificial turf that lines the landfill cap, thereby avoiding adverse effects to archaeological resources. While the National Register-listed Shawnee Fossil Plant is within the viewshed of the array, consultation with the Kentucky State Historic Preservation Officer resulted in TVA determining that it would not introduce an adverse effect.

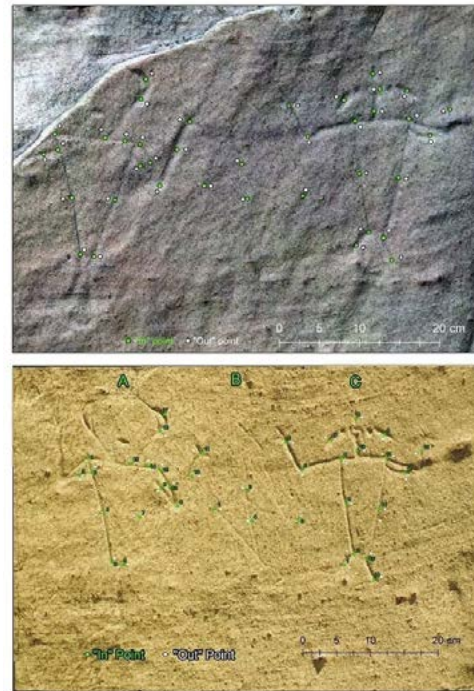
TVA's efforts represent how the implementation of renewable energy initiatives can work in productive harmony with historic properties when considered thoughtfully and early in the Section 106 consultation process.

DIGITAL TOOLS SUPPORT THE PROTECTION OF HISTORIC PROPERTIES

Agencies were asked to report on whether they utilize digital information to protect historic properties in the context of the effects of climate change. Various examples were shared by agencies utilizing state-of-the-art technology to monitor and record buildings and sites.

3D models of petroglyphs at Calpet Rock Shelter depict erosion over time. (Top) High accuracy 3D photogrammetric model from 2021. (Bottom) Low accuracy 3D photogrammetric model from photos taken during 1987 recording of the site. (Sam Cox/BLM)

- The BLM Pinedale Field Office and Wyoming State Office staff used 3D photogrammetry models to document rare rock art panels near Pinedale, Wyoming, preserving the petroglyphs for posterity and future study. With 3D photogrammetric models, full and permanent records of these resources may be collected, so sites may be studied and appreciated long after the original panels erode.
- The USFS Northern Region heritage program is developing a management plan based on a risk assessment strategy that will identify and prioritize historic properties with highest exposure and risk to climate change impacts for adaptation measures designed to reduce these impacts. Additional information on this program is provided in a [Case Study on page 58](#).
- The Space Launch Delta 45 (SLD 45) of the U.S. Space Force continued its decade-long initiative to use 3D laser scanning to digitally preserve National Register-eligible facilities. Most recently, the SLD 45, through terrestrial laser scanning and 3D spatial technologies, digitally recorded the Cape Canaveral Lighthouse site, which is subject to deterioration and sea-level rise due to climate change, for purposes of preservation planning and management, archiving, and educational programs.
- The USACE Seattle District partnered with the Kootenai National Forest to contract the use of drones at Lake Koocanusa and Lake Pend Oreille to monitor erosion at remote archaeological sites. Using information gathered by the drone, [an ArcGIS story map](#) illustrating changes to the landforms from 2018 to 2021 was produced.



USACE Small Unmanned Aircraft System crew checking wind speed and direction prior to aerial drone survey of archaeological sites at the Albeni Falls Dam Operating Project, ID. (Jacques Kerkhove-Peltier/USACE)



U.S. Forest Service Northern Region Manages Historic Properties at Risk to 21st Century Climate Change

Idaho, Montana, Washington

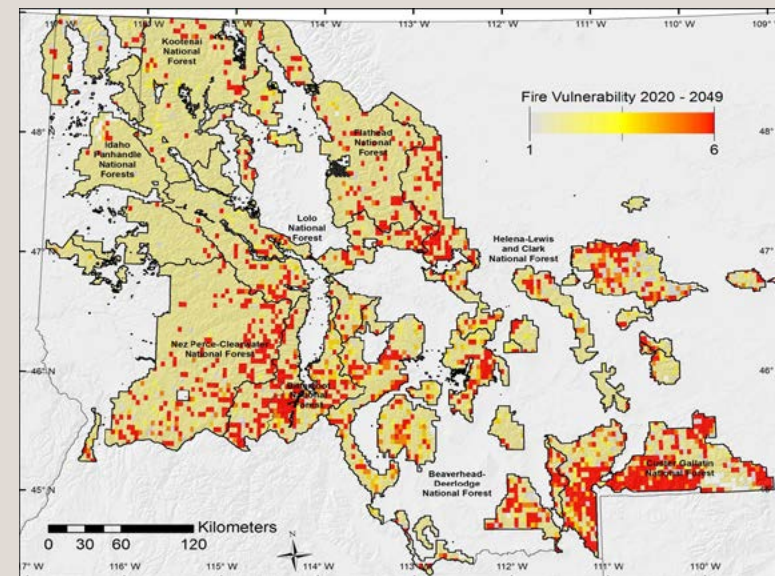


Granite Pass Fire near Lolo Pass on U.S. Highway 12, Lolo National Forest (Michael Gue/USFS)

The severity of hazards due to climate change, including unusual flooding, larger and more frequent wildfires, expansive drought, and heat waves, have caused great physical damage to historic properties on federal lands, a factor which will only be compounded as their frequency increases. Historic properties, as nonrenewable resources, and in many cases, significant in part because of their existing location, are particularly vulnerable to the impacts of climate. Responding to increasing impacts from climate change is particularly challenging for agencies that manage tens of thousands of historic properties across federal lands where historic preservation laws, regulations, and policies call for their protection and stewardship, and will demand additional resources that will likely exceed current capacity.

The U.S. Forest Service Northern Region heritage program is developing a management plan to respond to this need, based on a risk assessment strategy that will identify and prioritize historic properties with highest exposure and risk to climate-change impacts. Taking such a proactive adaptive strategy provides heritage managers with time to strategically implement adaptation measures for potential or existing historic properties, with the benefits of such proactive measures often exceeding their costs as well as enabling the Forest Service to meet their long-term stewardship responsibilities under federal law.

The Northern Region (northern Idaho, Montana, and a portion of northeastern Washington) plans to follow a framework



Top: Panoramic view of part of the Hayman Fire burn area in Colorado (Erika Reiter/USDA)

Center: Hotshot crews use drip torches to ignite and burn vegetation around control lines to help prevent wildfire from "jumping" fire lines. West Lolo Complex Fires, Lolo National Forest, 2021. (Kyle Miller/USFS)

Bottom: A map showing areas with a high probability of wildfire on national forests in northern Idaho and Montana; red areas show where historic properties have the greatest vulnerability. (Courtesy USFS)

for identifying the level of exposure and risk to known historic properties and then implement adaptation measures. The framework follows seven steps: 1) Use existing resources to identify the likelihood of a hazard occurring; 2) Assess the level of exposure of the historic property to the hazard, with historic properties located in areas of highest likelihood of the hazard having the highest exposure; 3) Assess the vulnerability of the historic property to the hazard; 4) Identify those historic properties with the highest exposure and vulnerability as having the highest risk to the hazard; 5) Consider cultural, scientific, or architectural significance of the historic properties in addition to their level of risk before prioritizing them for adaptation; 6) Implement adaptation measures that reduce risk by reducing exposure and vulnerability; 7) Re-evaluate adaptation measures through iterative risk management that involves an ongoing process of assessment, action, monitoring, and reassessment as new information on likelihood of wildfire becomes available.

The plan can be implemented to address the ongoing Forest Service strategy to confront the wildfire crisis. Exposure and risk of historic properties due to wildfire can be determined using data on wildfire likelihood developed by the [Rocky Mountain Research Station's Missoula Fire Sciences Laboratory](#). As the potential for wildfires increase, the framework can also be used to plan further into the future using sophisticated computer climate models that show how hazards will change, in order to identify and protect historic properties located where such hazards are most likely to occur.

Infrastructure Funding Aids Preservation

The IIJA was passed by Congress and signed into law by President Biden in November 2021. The law includes funding for a wide range of infrastructure projects, including transportation, water systems, broadband Internet, and electric vehicle charging stations, among others. Regarding historic preservation, the law includes funding for several programs and initiatives that could potentially benefit historic preservation efforts. Agencies have begun reporting on projects utilizing this infrastructure funding and are looking at ways to ensure the expenditure of funds is in compliance with the NHPA and done in harmony with the protection of historic properties. MARAD reported that most of their current Section 106 planning and compliance covers undertakings initiated by grants awarded from funds in the IIJA, having reviewed, managed, and consulted on more than 120 projects in the last year alone. Similarly, the IRA, signed into law by the President in August 2022, has provided a massive boost in funding to energy and climate change-related projects. The law included billions of dollars in funding for clean energy projects, from advancements in renewable energy grid storage to electric vehicle incentives. Federal agencies across the board are working with preservation specialists toward implementing the provisions of the IRA while protecting federal historic property portfolios.

Federal agencies, including NPS, BLM, USFWS, and USFS reported on projects funded through the Great American Outdoors Act of 2020, discussed in the 2021 Section 3 report. Further detail on these projects is described in a [Case Study on page 62](#).

Agencies provided a variety of responses that speak to their commitment to the protection of historic properties while implementing major infrastructure projects.

HIGHLIGHTS

- » The Federal Aviation Administration has identified its Airport Traffic Control Towers Replacement Program, funded through the IIJA, as a major impetus for rehabilitation projects throughout the agency's historic airport properties.
- » The Federal Railroad Administration (FRA) is partnering with Amtrak to initiate the Union Station Expansion Project that aims to expand and modernize the commuter rail facilities at Washington, D.C.'s Union Station. Since FRA was authorized as the managing agency of the station in 1981, Amtrak has co-leased portions of the station that directly relate to the organization's role in facilitating intercity passenger rail service from the station. Consequently, FRA frequently partners with Amtrak to complete capital improvement projects and annual maintenance activities within the station, including the expansion project. The goals of the project are to expand Union Station's passenger facilities, rehabilitate and repair station infrastructure, and modify the layout and siting of the station to enhance connectivity with adjacent neighborhoods. In coordination with Amtrak, FRA will also develop and implement measures designed to avoid, minimize, or mitigate any adverse effects of the expansion activities. Once the station expansion project is complete, FRA hopes that the modifications and enhancements to Union Station will facilitate economic growth in the city and attract new commuters as the historic station enters its second century.



Lewis F. Powell Jr. U.S. Courthouse in Richmond, VA (Brandon Webster/GSA)

» In FY 2022, DHS received \$500 million in IRA funding for sustainability and environmental projects that remain available until FY 2028. In FY 2023, nearly \$8 million of total planned allocations was appropriated for projects that have an added benefit toward communities with environmental justice concerns as identified in the Center for Environmental Quality's Climate and Economic Justice Screening Tool as a disadvantaged community; about \$12 million was allocated for environmental compliance, testing, and remediation projects; and the remaining \$109 million was allocated for climate resilience, sustainability, regional consolidation, and energy efficiency projects. In FY 2024, DHS has a plan to allocate the remaining \$371.3 million across all seven program categories.

- » GSA reported public buildings will benefit from the IRA through projects utilizing low embodied carbon materials, particularly concrete, steel, and flat (window) glass. In September 2023, GSA's first project using these funds was awarded to repair and restore windows in GSA's oldest courthouse, the Lewis F. Powell Jr. Courthouse in Richmond, Virginia. Such opportunities will enable GSA to expand the scope of historic building projects typically funded by other means.
- » The NOAA Office of Coastal Management Grants, utilizing funds provided by the IIJA, was able to work with the Virginia Department of Environmental Quality to award a \$3 million grant allowing the Upper Mattaponi Indian Tribe, through the Virginia Coastal Zone Management Program, to acquire and conserve 866 acres of historic Tribal lands along the Tribe's namesake river, the Mattaponi, within the Chesapeake Bay watershed. This is the Tribe's first opportunity to acquire ancestral lands for conservation, which will allow them to pursue future activities to enhance culturally significant fish, wildlife, and plants through habitat restoration. The conservation benefits will extend to Tribal citizens and others who enjoy the region's coast.
- » The USACE San Francisco District is developing a memorandum of understanding (MOU) with Tribes to ensure collaboration on projects and programs on ecosystem restoration and infrastructure projects following the removal of four dams on the Klamath River. An MOU between the San Francisco District and the Yurok Tribe, for example, will allow for the restoration of more than 400 miles of newly opened fish habitat, the restoration of formerly inundated lands, and the elimination of annual toxic algae blooms which occur within existing reservoirs.



Great American Outdoors Act Funding Supports Projects for Public Benefit

Nationwide



Videographers capture the restoration work of Boxelder and Pine Ridge Job Corps facilities maintenance, painting, and carpentry students at Tepee Work Center in the Black Hills National Forest. (Scott Jacobson/USFS)

Enacted into law in August 2020, the Great American Outdoors Act (GAOA) represents a landmark piece of legislation that supports permanent funding for major federal infrastructure projects, open access to public lands, continued upkeep of recreational facilities, and vital land and water conservation efforts. For the last three years, GAOA has allowed federal agencies, including the National Park Service (NPS), U.S. Forest Service (USFS), and the Bureau of Land Management (BLM), to leverage federal funds toward preserving thousands of historic properties critical to the nation's public history. GAOA funding has also provided federal

agencies with the opportunity to generate collaborative partnerships and learning opportunities that are training the next generation of historic preservationists to protect America's heritage resources.

One of GAOA's major missions is to support agencies like NPS and BLM in updating aging infrastructure and addressing critical maintenance project backlogs. Supported in part by revenue from energy development, the GAOA Legacy Restoration Fund provides NPS with up to \$1.3 billion per year to address maintenance and infrastructure concerns in each of America's 425 national parks. Since



Top: Punta Gorda oil house and light station after treatment (Tony Lock/Sustainable Group Foreman). Center: Elisha Jones House (the "Bullet Hole House") is a component of Minute Man NHP. (NPS). Bottom: During the excavations at the Hessie Cabin in Eldorado, CO, USFS archaeologists discovered the remnants of a buried 19th century dynamite box, pictured here. (Courtesy Daniel Snyder)

its inception, the Legacy Restoration Fund has impacted national parks in every state, supplying approximately \$4 billion for more than 100 large-scale infrastructure projects and 300 smaller historic preservation activities throughout the country. GAOA funding is also addressing the maintenance needs at landscapes central to America's foundational history, including at Minute Man National Historical Park (NHP) in Massachusetts. [Minute Man NHP](#) will receive approximately \$27 million from GAOA to address maintenance needs for the park's buildings, structures, landscape, trails, signage, and monuments. The project will preserve some of the core features of the park including the Battle Road Trail and coincide with the 250th anniversary of the American Revolution. Likewise, BLM has used GAOA funds to stabilize and rehabilitate the historic Punta Gorda Light Station along the Lost Coast of the King Range National Conservation Area in northern California. This critical maintenance project will ensure the continued safety of thousands of annual visitors as they experience the Lost Coast's natural and cultural resources.

Federal agencies have also leveraged GAOA funds to create new educational and training opportunities aimed at bolstering the preservation tools and strategies employed by federal preservation staff and their partners. In 2021, the USFS Job Corps, and HistoriCorps [entered a partnership](#) to facilitate Corps students addressing critical maintenance needs of historic properties, while gaining knowledge in traditional trades. Job Corps, a program administered by the Department of Labor, provides free job training and education to a diverse group of young students. By partnering with HistoriCorps, the Job Corps Program will allow students to gain hands-on traditional preservation skills and propel them toward careers in historic preservation. This program directly meets one of the recommendations of the ACHP's 2021 Section 3 Report, that agencies use GAOA funding for traditional trades training to address the severe shortage of traditional tradespeople whose skillsets can be used to complete critical and deferred maintenance projects throughout land-managing agencies.

Historic Preservation Job Creation

Federal Agency Staffing

Over the past three years, Congress has passed several landmark pieces of legislation that have impacted the federal and domestic workforce as well as the nation's infrastructure. During the reporting period, the passage of the IIJA and the IRA allocated billions of dollars for infrastructure projects addressing a wide variety of public needs, including nationwide public access to broadband Internet, improvements to America's transportation network, and investments in the renewable energies industry. In order to realize the goals of these acts while also accounting for their impacts to the environment, including historic properties, the federal government will need to hire thousands of new employees, including historic preservation specialists. These new hiring milestones for the federal government are necessary to provide agencies with the expertise needed to advance critical infrastructure projects while protecting historic properties.

As advised in previous reports, it is essential that federal agencies ensure the protection of their historic properties by taking steps to proactively manage the resources under their ownership or control. Their ability to do so depends on having qualified staff to manage historic resources. While some agencies reported that the number of their employees tasked with maintaining their preservation programs (including Section 106 compliance) have stayed generally consistent or grown, more reported unfilled vacancies due to an unprecedented number of retirements and significant challenges in hiring qualified staff. With a limited pool of applicants, there remains much competition between federal and state agencies and the private sector for qualified staff to meet demand. These challenges also include finding qualified applicants with practical experience and training.

Facing these hiring challenges, agencies such as Presidio Trust and the Environmental Protection Agency have looked to train existing staff on compliance with the NHPA and related standards and guidelines, or, as reported by the USACE, sharing workloads and technical support regionally. Others reported the use of contractors to support projects or agency missions that require NHPA review. Agencies have also created new job positions for the implementation of special programs and timely agency initiatives. In 2022, the Department of the Treasury created a Climate Change and Sustainability Specialist position, serving as their key internal and external point of contact for Climate Action and Sustainability Programs. The Sustainability Specialist develops, recommends, and tracks department-wide climate change, environmental, energy, and sustainability objectives.

Several agencies highlighted the use of internship opportunities to provide job training to current students and offering paths to federal service. For example, the BOR's Western Colorado Area Office has been working to train the next generation of cultural resources professionals through BOR's Resource Assistance Internship program. Students gain experience as part of their master's thesis research, learning pedestrian survey, legacy collection curation, consultation letter drafting, and presentation to stakeholders and agency leadership.

Partnerships with Academic Institutions and Training Centers

In addition to partnerships with Tribes, nonprofit organizations, and local communities, agencies reported on the mutual benefits of partnerships with academic institutions in their efforts to protect historic properties and natural resources. Partnerships with academic institutions, including educational centers within federal agencies such as the NPS's National Center for Preservation Technology and Training (see a [Case Study on page 66](#)), can be critically important to agencies with limited staff. As an example, facing major impacts to historic properties from drought, the USIBWC maintains an MOU with Texas A&M International University in Laredo, Texas, to have a qualified archaeologist available on scene to inspect sites in an emergency.

An NCPTT program participant applies whitewash to a gravestone at the Cementerio Católico San Vicente de Paul, Ponce, PR. (James Barry/NPS)



These partnerships can also provide valuable educational experience to students and early career professionals who participate in agency partnership programs. DAF leverages its Cooperative Ecosystem Studies Units and standing relationships between installations and universities to provide students opportunities to gain valuable historic preservation experience. Since 2021, DAF has hosted paid interns at multiple installations across the United States. These internships aid installation cultural resources managers in carrying out their day-to-day activities and provide students a unique experience of working within a land managing federal agency's historic preservation program.



NCPTT Leads in Linking Sustainability Science with Hands-On Education

Nationwide



The Castillo San Felipe del Morro was constructed in the 16th century to guard the Spanish settlement of San Juan on Puerto Rico. The Santa María Magdalena de Pazzis Cemetery outside the walls of the fort houses the resting places of many famous Puerto Ricans. (James Barry/NPS)

The National Park Service’s [National Center for Preservation Technology and Training \(NCPTT\)](#), part of the National Park Service’s National Center for Cultural Resources, seeks to preserve cultural resources through the use of science and technology. The NCPTT works with a variety of partners, including government agencies, academic institutions, and nonprofit organizations, to conduct research, develop and disseminate technical information, and provide training and education on preservation technologies and techniques. The NCPTT’s research and educational programs focus on a wide range of topics, including materials conservation, architectural conservation, archaeology, and cultural landscapes.

In addition to its research and educational programs, the NCPTT administers the Preservation Technology and Training Grants program, which provides funding for projects that advance the use of science

and technology in the preservation of cultural resources. NCPTT was an early pioneer linking sustainability and historic preservation and continues to promote preservation as an important component of sustainable development. For example, a 2023 NCPTT grant funded Oklahoma State University’s efforts to study how to incorporate green infrastructure into historic landscapes to minimize the impacts of flood and erosion on historic sites. The project partners aim to find a historically appropriate and responsible solution to improve sustainability and resiliency in response to the changing climate.

NCPTT grants are also helping to provide actionable information for the City of St. Augustine, Florida. NCPTT partnered with the University of Florida Preservation Program to digitally scan St. Augustine’s historic district and update its National Historic Landmark nomination. This assisted heritage professionals to better



Top: A 3D scan of the Castillo de San Marcos National Monument in St. Augustine, FL, shows the impacts of unmitigated flooding. The scan was developed as part of an NCPTT grant awarded to Utah Valley State University. (Screen shot by Simeon Warren/ NPS; computer imagery created by Brent Fortenberry/Louisiana State University)

Bottom: NCPTT workshop attendees clean and restore grave monuments at the Santa María Magdalena de Pazzis Cemetery in the San Juan National Historic Site. (James Barry/NPS)

understand the impacts of sea level rise on the city and on individual properties, culminating in a preservation database of each property which the City can now use for planning. NCPTT is also working with Utah Valley State University to create a virtual 3D model of the Castillo de San Marcos National Monument in St. Augustine visualizing the site in future sea-level rise scenarios that may be used by site stewards as a planning tool.

NCPTT also partnered with the Federal Emergency Management Agency and the Department of the Interior Environmental Response and Recovery Program, the Puerto Rico State Historic Preservation Office, Tulane University, and the Polytechnic University of Puerto Rico to teach a Heritage Risk & Resiliency Documentation course in Puerto Rico. This three-week program taught cultural heritage professionals digital documentation methods and documented a portion of the historic city of Cataño to identify properties at risk of flooding due to climate change. It also created digital tools for the Puerto Rico State Historic Preservation Office and local leaders to use for land use planning.

Incorporating Indigenous Knowledge Toward the Protection of Historic Properties

In November 2022, the Administration released [guidance](#) recognizing the valuable contributions of Indigenous Knowledge, stressing the importance of its inclusion and consideration in federal decision making in a manner that is guided by respect for the sovereignty and self-determination of Tribes, the government-to-government relationship between the U.S. and Tribes and the former's trust responsibility, and the need for the



Mount Garfield Middle School students listen to Betsy Chapoose and Daniel Chapoose discuss Ute ties to the land and cultural sensitivity. (Matt Heinritz/BLM)

consent of and honest engagement with Tribes and Indigenous Peoples. The ACHP has long recognized the vitally important role that Indigenous Knowledge plays in Section 106-related decision making and has advised agencies extensively on how to incorporate it into their historic preservation programs. The Administration's guidance followed a [White House memo in November 2021](#) that recognized Indigenous Knowledge as one of the many important bodies of knowledge that contributes to the scientific, technical, social, and economic advancements of the U.S., and to collective understanding of the natural world. Consistent with this guidance, agencies reported on the ways they are incorporating Indigenous Knowledge into agency- and department-wide policies and decision making, sharing examples of the methods, guidance, and best practices they are using to engage with Tribes and NHOs for preserving historic properties of concern to them.

Agencies reported adoption of various internal policies regarding Indigenous Knowledge implemented during the reporting period.

HIGHLIGHTS

- » The U.S. Geological Service (USGS) recognizes that Indigenous Knowledge and cultural traditions result in unique perspectives that enrich agency research. Accordingly, USGS is seeking to increase the sensitivity and openness of its scientists to the breadth of Indigenous Knowledge, expanding the information on which its research is based. [USGS's scientific studies associated with Tribal nations and Native lands include data collection, mapping, and natural resource modeling.](#)
- » NOAA has recently developed updated Tribal Consultation Handbook and Indigenous Knowledge Guidance documents. While encompassing broader agency missions, this updated document will provide guidance to historic preservation practitioners involved in NOAA's work, to ensure consistent and comprehensive communication with Tribes and NHOs.
- » Two DoD directives, DoDI 4710.02 and DoDI 4710.03, establish policy, assign responsibilities, and provide procedures for DoD's interactions with federally recognized Tribes and NHOs. Both consultation policies are being updated to include language strengthening the consideration of Indigenous Knowledge shared by Tribes and NHOs as expert evidence or opinion. DoD recognizes that the use of Indigenous Knowledge in consultations, policies, research, and decision making leads to stronger working relationships with Indigenous communities and will continue to work with its Military Departments to develop an approach to Indigenous Knowledge that is appropriate for the national defense mission, Tribes, and Indigenous Peoples with whom they partner and communities they serve.
- » The Western Area Power Administration has improved its Tribal government-to-government consultation efforts to include listening sessions, consistent with the [White House memo on Indigenous Knowledge](#), and is working to integrate Indigenous Knowledge into its National Environmental Policy Act analysis and Section 106 consultations.



Members of a NASA field survey team traverse a flooded mangrove forest in southern Florida as part of the BlueFlux Outreach project. (NASA)

The application of Indigenous Knowledge in federal agency planning can also assist agencies in the protection of the natural and cultural resources they steward from the effects of climate change. For example, NASA's Goddard Space Flight Center (GSFC) is developing a database of carbon dioxide and methane intakes and emissions in mangrove ecosystems in south Florida. The Carbon Monitoring System BlueFlux Outreach project involved consultation with the Seminole Tribe of Florida, the Miccosukee Tribe of Indians of Florida, and the Seminole Nation of Oklahoma, aligning the Tribes' interests and dedication to both understanding climate change and the protection of the mangroves, which are

an integral part of both their history and future. NASA GSFC continues to work with the Miccosukee to develop further plans for educational outreach for Tribal students over the course of this project.

Agencies also described the variety of ways they are facilitating partnerships with Tribes and NHOs for the protection of historic properties. While many reported projects were in their early stages, some agencies with longstanding partnerships provided examples of the mechanisms and best practices they have used to maintain these partnerships for the benefit of historic properties. These can include cooperative agreements, as described by DoD, who can enter into such agreements under 10 USC 2684, Cooperative Agreements for Management of Cultural Resources, which authorizes for the preservation, management, maintenance, and improvement of cultural resources conduct of research regarding cultural resources.

Co-stewardship or co-management agreements establish ways for agencies and Tribes to collaborate and inform on the management of lands in federal ownership, assisting federal agencies in the completion of their mission-critical work. A [Case Study on page 72](#) details the various co-stewardship agreements developed between the USFS and Tribes.

The Nu'upia ponds wildlife management area on MCBH provides refuge for wildlife and allows accessibility to archaeological sites in the area that hold significance for Native Hawaiians. (J. Pantaleo/NAVFAC Hawaii)



HIGHLIGHTS

- » USFS reported on their recognition of the importance of cultural burning to moderate wildfire intensity and reduce community risks, and some National Forests are incorporating Indigenous Knowledge in their prescribed fire methods.
- » In May 2023, Marine Corps Base Hawaii (MCBH) signed an MOU with a consortium of NHOs from Windward O'ahu. The MOU called for MCBH personnel to work with community representatives to develop ways to assist in active management of both cultural and natural resources in MCBH's Nu'upia Fishponds. MCBH and community members have participated in volunteer workdays to remove invasive vegetation from highly overgrown areas in the ponds. Plans are underway for clearing fishpond walls of vegetation to assess condition and develop ways to stabilize walls to prevent or slow degradation.
- » As part of the Department of the Navy's modernization of the Fallon Range Training Complex (FRTC) in Nevada, the agency worked with local Tribes to identify measures to minimize impacts and incorporate Tribal engagement and Indigenous Knowledge into project planning and implementation. Tribal engagement included the establishment of an Intergovernmental Executive Committee to exchange views, information, and recommendations relating to the management of the natural and cultural resources of the FRTC, development of a managed access plan to provide continued access to areas of religious and cultural significance to Tribal members, engagement with Tribes to update and implement the Naval Air Station Fallon Integrated Cultural Resources Management Plan, completion of an ethnographic study, and Tribal representation in all cultural resources surveys of the expanded testing ranges.
- » TVA established a partnership with Tribes utilizing Indigenous Knowledge and Tribal expertise to facilitate plant harvesting and gathering opportunities on TVA land. In 2023, TVA partnered with the United Keetoowah Band, Eastern Band of Cherokee Indians (EBCI), and Tennessee Wildlife Resource Agency to plant 100 river cane plants near Halfway Town to be available for future harvesting. TVA also worked with EBCI to identify plants that will be installed in a native plant garden at the Native American Removal Park visitor center in Birchwood, Tennessee. The Cherokee Removal Park is located at Blythe Ferry in Meigs County, Tennessee, where thousands of Cherokee, Creek, and Seminole People were forced to cross the Tennessee River and leave their ancestral homelands. This park memorializes and remembers this forced removal known by many as the Trail of Tears. TVA plans to install educational signage with plant names in native languages as well as other relevant information determined appropriate by Tribes.
- » In 2022, the USFWS's Rappahannock River Valley National Wildlife Refuge in Virginia was recognized for efforts not only to preserve an important archaeological site on the Refuge but also for its co-stewardship efforts with the Rappahannock Tribe.



USDA Forest Service Signs 11 New Agreements to Advance Tribal Co-Stewardship of National Forests

Alaska, California, North Carolina, Idaho

As of November 2022, the U.S. Forest Service has signed [11 co-stewardship agreements](#) with 13 Tribes, and has at least 60 additional agreements with 45 Tribes currently at different stages of review. These co-stewardship agreements aim to [protect cultural resources and treaty rights](#); protect and enable ceremonial traditional activities and food sovereignty; integrate Indigenous Knowledge into land management decision making; care for forests and watershed

health; restore healthy wildlife habitats and fire-adapted ecosystems, and more. Four National Forests and their respective agreements, highlighted below, have demonstrated the rich diversity within government-to-government partnerships protecting the Tribal interests in lands significant to their culture and history and the deep land management knowledge possessed by Tribes to assist the Forest Service in completing mission-critical work.

Tongass National Forest (Alaska)

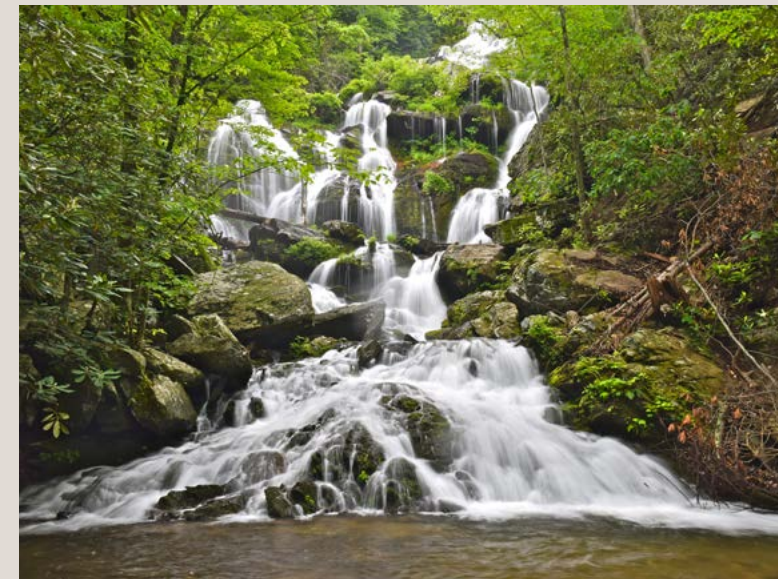
The Tongass National Forest has entered into separate co-stewardship agreements with the Hoonah Indian Association, the Organized Village of Kake, and the Organized Village of Kasaan—all Tribal partners in Alaska. The agreements include tree thinning work that contributes to the long-standing Hoonah Native Forest Partnership, youth stewardship projects that protect burial sites while providing training and leadership development in Kake, and a framework to sustain culturally critical resources and forest products in Kasaan. These co-stewardship agreements also include sharing traditional ecological knowledge, enabling workforce development, and protecting culturally significant places.

Above Left: Bald eagle taking off from iceberg, Tongass National Forest (Carey Case/USFS)
Left: Sunrise over Thomsen Harbor, Tongass National Forest (Jeffrey Wickett/USFS)



Sequoia National Forest (California)

The Tule River Indian Tribe of California and the Sequoia National Forest developed a co-stewardship memorandum of understanding to establish a framework to better protect ceremonial and traditional activities, food sovereignty, and to preserve and integrate traditional knowledge into Forest Service land management decisions. The agreement provides an opportunity to learn from the Tribe and understand their thousands of years' worth of knowledge, perspective, and land management values while sharing implementation responsibilities.



Top: General Sherman Tree at Sequoia National Forest (Marty Aligata/Wikipedia)
Center: After heavy rains, McDowell County, NC, Pisgah National Forest (USFS)

The Nantahala and Pisgah National Forests (North Carolina)

The Nantahala and Pisgah National Forests in North Carolina and the Eastern Band of Cherokee Indians entered into a historic Tribal Forest Protection Act agreement—the first ever signed in the Forest Service's Southern Region. The Southern Region covers land from Texas to North Carolina and includes the southeast United States. Coupled with a signed Good Neighbor Agreement, the agreement integrates artisan and cultural knowledge with silvicultural and fire management to inform best practices for managing forests for basket quality white oak trees and other culturally important forest products. This work also reduces fire risk, restores oak forests, improves wildlife habitat, creates early successional habitat, promotes cultural tourism and recreation, and reduces risk to Tribal trust lands.

Boise National Forest (Idaho)

The Shoshone-Bannock Tribes and the Shoshone-Paiute Tribes have each entered into agreements with the Boise National Forest in the Southwest Idaho Wildfire Crisis Strategy Landscape. These agreements include fuels reduction projects and job training that will help protect communities and important cultural resources by using Tribal resources to reduce wildfire risk on the National Forest System. Additionally, the Boise National Forest manages recreation sites that are culturally significant to the Shoshone-Bannock Tribes. To simultaneously manage for recreation and protect these sites, the Shoshone-Bannock Tribes and Boise National Forest have also entered an agreement to jointly develop cultural site interpretive displays and outfitter resource information that will educate visitors and enhance their experience.

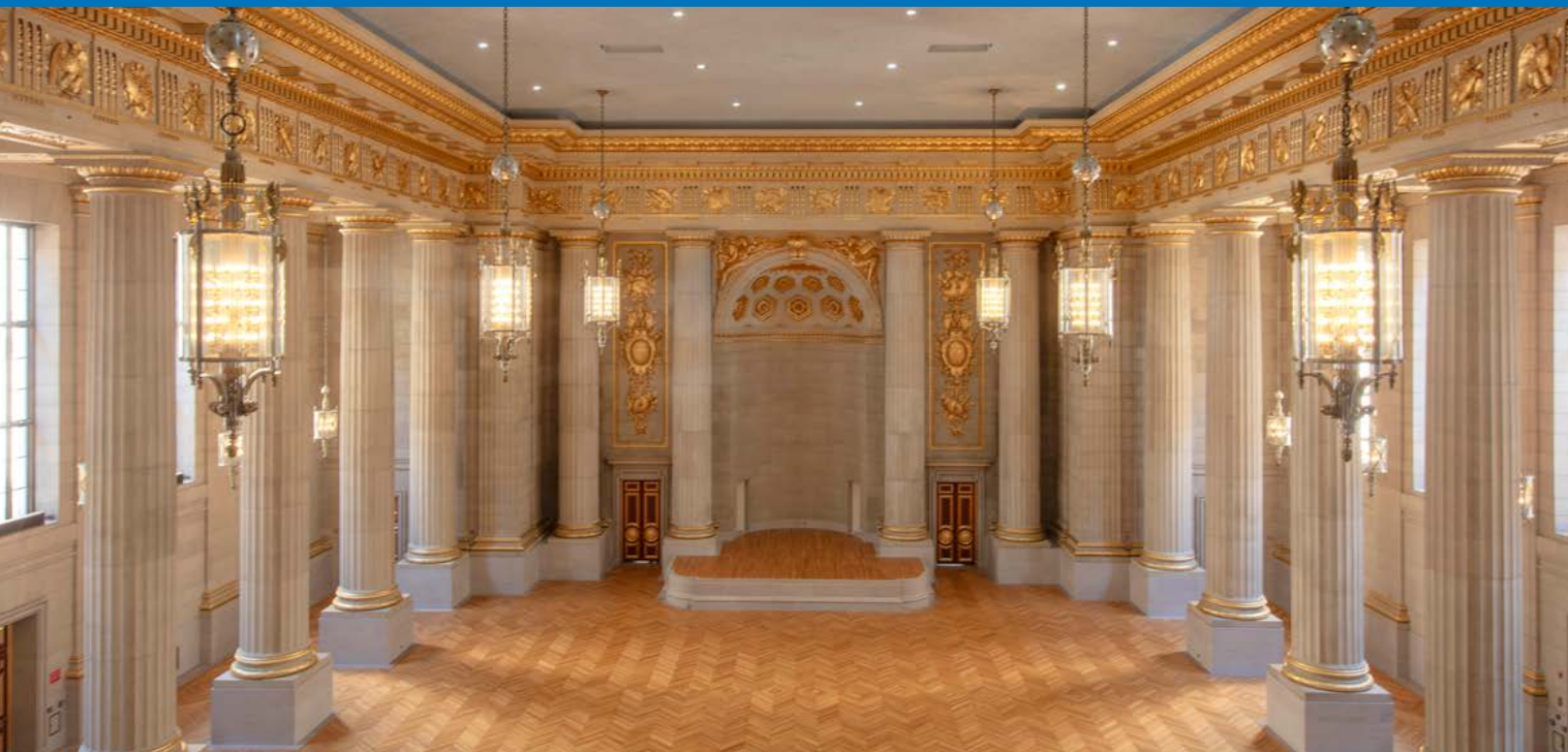
See the following links for the Forest Service's 2022 and 2023 Annual Reports on their co-stewardship program:

<https://www.usda.gov/sites/default/files/documents/usda-jso-annual-report-11.29.2022-doi-signed.pdf>

<https://www.usda.gov/sites/default/files/documents/co-stewardship-authorities-november-508.pdf>

CHAPTER 4

Using Historic Properties



The Andrew W. Mellon Auditorium in Washington, D.C., has served federal agencies as a setting for ceremonies and special events since the building opened in 1934. In 2023, GSA completed outlease revenue-funded restoration of the auditorium's acoustic stone walls and ornamental finishes. (Carol M. Highsmith Photography, Inc./GSA)

AGENCIES ILLUSTRATED a variety of valuable and creative uses for historic properties during the reporting period, demonstrating the myriad ways that historic places can provide economic benefits and help to create more resilient communities. From their use as movie filming locations, to housing for disabled veterans, and storage for private spacecraft, federal historic properties provide value to our nation in countless ways.

In preparation for this report, the ACHP asked agencies to report on how their agency coordinates historic preservation and sustainability/climate resiliency goals in project planning. In response, agencies demonstrated that the use, and reuse, of historic properties is a sustainable alternative to new construction, minimizing the environmental impact associated with resource extraction, manufacturing, and transportation. Agencies provided many examples of the ways they have retrofitted historic buildings to current sustainability standards while preserving the historic character, and adaptively reused buildings, giving them new purpose and life—including through use as housing.

The ACHP also asked agencies to answer whether their historic properties contribute to local communities and their economies, and how their contributions have changed over the reporting period. Nearly all agencies responded with the various community benefits the use of their historic properties provides, from outleasing to recreation, heritage tourism, and education. In addition to providing jobs, agencies described how historic properties are being used as sites of job training, through trades training programs and volunteer opportunities.

Use of Historic Properties to Address Climate Change

Historic preservation efforts can contribute to climate change mitigation by promoting the adaptive reuse of existing buildings, which reduces the need for new construction and associated carbon emissions.

Renovating and retrofitting historic structures to meet modern energy efficiency standards can also contribute to reducing greenhouse gas emissions. Preservationists and urban planners increasingly consider climate resilience in the management of historic sites. Strategies to improve resilience may include elevating buildings in flood-prone areas, fortifying structures against extreme weather events, and implementing landscaping that can absorb excess water or provide shade. Raising awareness about the intersection of historic preservation and climate resiliency is essential. Education and advocacy can help garner support for sustainable practices and policies that protect cultural heritage in the face of climate change.

In response to the ACHP's questions regarding agency coordination of historic preservation and sustainability/resiliency goals in project planning, agencies provided numerous examples, demonstrating the amount of work that has been initiated and completed during the reporting period to rehabilitate and adaptively reuse historic properties with sustainability in mind. DoD described that renovating existing owned space for new needs instead of new construction has great potential toward carbon avoidance and meeting the goals laid out in EO 14057 "Catalyzing Clean Energy Industries and Jobs Through Federal Sustainability."

Agencies emphasized the need for consistent, reliable empirical data to be compiled to help advocate for the reuse of existing buildings, and for better cost comparison to provide supportive data on carbon avoidance. In response to this reported need, GSA explained that they are working with DOE to develop a protocol to calculate the embodied carbon of whole buildings and estimate the carbon impacts of various retrofitting options. By using existing buildings as benchmarks to demonstrate carbon avoidance through rehabilitation, such protocols may lead to more efficient and informed planning and more sustainable and carbon-conscious building practices.

HIGHLIGHTS

- » Under the Program Comment for Inter-War Era Housing at U.S. Army Post Fort Bliss in Texas, the Department of the Army undertook a clay tile roof replacement, using metal tile roofing as a climate resilient imitative substitute building material. The metal tile roofing simulates the appearance of original historic clay tiles that had deteriorated on 98 Spanish Revival homes built in the 1930s. Climate resilient metal tile roofing is more durable in extreme Texas hailstorm events. This Army project saved \$2.2 million by using metal tile roofing instead of high-cost clay tile roofing, maintaining the historic character of the homes and historic neighborhood aesthetic in a cost-effective and climate resilient manner.
- » The Iowa Army National Guard (IA-ARNG) adapted its historic bathing pavilion at Camp Dodge into modern classroom spaces. The IA-ARNG replaced leaking windows with modern windows that were weatherized with wood trim to match the structure's original historic character after consultation with the Iowa SHPO. IA-ARNG is

currently replacing the roof but keeping its original, 45-degree-angle design, which will help keep the building cool. The interior rehabilitation of the historic pool house allowed for modernization of windows and lighting for energy efficiency.

- » Operating on a shared solar grid, the United States Bullion Depository, managed by the Department of the Treasury, transitioned to nearly 100 percent LED lighting and high efficiency systems, cutting utility costs by nearly 50 percent.
- » NIST has aggressively pursued various HVAC upgrades within historic buildings, incorporating more efficient motors, as well as replacing roofs on campus structures with heat-reflective white surfaces. It also recently completed an Energy Savings Performance Contract for a 15-acre solar array to provide the Gaithersburg, Maryland, campus with 5 percent electrical savings.
- » The Presidio Trust began a transition to all-electric rehabilitation projects and conversion of existing building systems from gas to electric. The effort aims to decarbonize the Presidio's 1,500 residential units and hundreds of workplaces by developing the infrastructure to support all-electric appliances, water heaters, and HVAC systems. A recent example is the rehabilitation of the East Mason Street Warehouses complex, an 84,000-square-foot collection of seven World War I-era warehouses that will become multi-tenant office spaces. The \$30 million Trust-sponsored project will include all electric HVAC systems, avoiding installation of natural gas service—a first for a project of this scale in the Presidio.
- » Over the past three years, TVA has increased the number of historic buildings that have been retrofitted to improve operational energy efficiency. As historic windows have been repaired or nonhistoric replacement windows have been replaced, TVA has made a concerted effort to ensure the repairs and replacements are appropriate and sensitive to the character of the buildings, while also increasing energy efficiency.

Use of Historic Properties Supports Infrastructure Goals and Agency Missions

Federally owned infrastructure covers a broad range of property types, from dams and other energy-generating facilities, to housing, office buildings, and structures that help to facilitate the continued operation of agency missions. The following sections illustrate the ways federal agencies are making historic properties available for use to support the government's larger infrastructure goals.

Adaptive Reuse

As in 2021, adaptive reuse projects were celebrated by many agencies for historic properties no longer in use or meeting agency missions. Some of these projects have been long in the making. After more than 10 years of partnership and cooperative work with consulting parties, the Department of the Army signed a programmatic agreement for the rehabilitation of Building 66050, the historic Mountain View Officers Club, at Fort Huachuca, Arizona, in January 2023. Consultation between the Army, the Arizona SHPO, the ACHP, and a coalition of consulting parties sought to find a use for the building, which originally served as the African American Officer's Club until the end of World War II. The Army determined in 2011 that the building no longer had a mission use. This consultative effort led to a viable plan to rehabilitate the building as a Range Operations Synchronization Center, which is now moving forward for funding consideration. The rehabilitation plan includes exhibit space for consulting parties to tell the story of the African American World War II military experience.

Mountain View Officers Club,
Fort Huachuca, AZ (Fort
Huachuca Cultural Resources)



As a result of increased telework and remote work by federal employees during and after the height of the pandemic, agencies are also considering new opportunities for federal office space. Facing an increased number of underutilized buildings in the wake of the pandemic in 2022, GSA's preservation and portfolio management programs collaborated on a study exploring ways to expand the potential of historic properties for generating outlease revenue. A charrette with outside industry experts confirmed private sector interest in leasing space in the agency's historic buildings. The study recommended strategies for leveraging the value of historic buildings through outleasing focus on overcoming challenges presented by federal security requirements and resources available for marketing, administration, and building improvements. It also identified several areas for further inquiry, including development of a database posting available spaces for access by targeted markets, reconfiguration options for secure separation between federal and nonfederal tenants, aligning space types with marketing strategies, nonfederal access to flexible space and co-working space, and greater use of photography to promote unique and architecturally significant buildings. A second study is now underway that will develop objective criteria for identifying excess space in buildings that are the best candidates for leasing to nonfederal tenants. Additional information on GSA's research on the future of federal office space needs is described in a [Case Study on page 78](#).

In addition to the study, GSA is also working with Emax, a financial and real estate advisory service, to develop a tool that will examine GSA's entire historic building inventory to identify the best prospects for producing Section 111 outleasing revenue. The tool will examine existing vacant space, apply market rates to determine income potential, and evaluate parking options, events and full building outlease opportunities. Other tools promoting consolidation and reinvestment in historic buildings consider lifecycle costs and the embodied carbon value of existing buildings—especially historic buildings constructed of durable, high quality natural materials.

The renovation and use of federal historic buildings as office spaces over new construction is not only beneficial for saving taxpayers money, it also can contribute to urban revitalization efforts and enhance the character of neighborhoods, attract businesses, and contribute to a sense of community. Several agencies with smaller historic property inventories reported utilization of most of their historic assets for mission purposes. EPA developed a strategic plan for FY 2018 to 2022 that would advance the goal of reducing



The Future of Federal Work: GSA's Workplace 2030 Initiative and the Post-Pandemic Workplace

Nationwide



A group gathers for a presentation at the WIL at GSA's historic headquarters building in Washington, D.C. (GSA)

In March 2023, the Office of Personnel Management issued a memorandum entitled "The Future of Work," which endeavored to lay out a vision for the future and a set of core policy points in anticipation of agencies embarking on long-term strategic workforce planning efforts following the major changes that have come to the federal workplace following the COVID-19 pandemic. By summer 2023, the federal government had, collectively, begun actively preparing for the post-pandemic workplace.

Since 2020, federal agencies have shifted proactively in response to the public health emergency. Safety measures enacted during the pandemic accelerated a widespread shift toward increased telework, technology-based, mobile workplace models, and workspace consolidation supporting federal footprint reduction goals.

However, looking ahead toward 2030, the General Services Administration (GSA) anticipates that on-site work will continue to be essential to the mission of some agencies, while others will move toward a more distributed, or multiple workplaces, model, redirecting real estate costs toward technologies and services that empower the workforce. Federal agencies are still holding onto their headquarters and workspaces, but questions of how much and what kind of physical workspace will be needed persist.

GSA has taken some steps to support federal office space planning in the post-pandemic environment.

A centerpiece of GSA's Workplace 2030 strategy for creating human-centered, sustainable, flexible, and tech-enabled workspaces is its Workplace Innovation

The WIL's innovative "neighborhoods" serve as a model for other federal agencies in the creative use of space in historic buildings. (GSA)



Lab (WIL), a pilot federal coworking space which opened in January 2022. Located in GSA's historic 1917 headquarters building in Washington, D.C., the WIL offers shared collaboration spaces, conference rooms, and office space, divided into six unique suites featuring different workspace and furniture layouts called "neighborhoods" designed by different manufacturers. Each workspace "neighborhood" at the WIL is a model workspace layout showcasing innovative office design, furnishings, and technology, allowing agencies to try out new technology and furniture options from multiple vendors before purchasing. Federal employees are able to work in the 25,000-square-foot space and can use the lab for time ranging from a single hour to weeks. GSA operates the lab as a free federal coworking space, available to all federal agencies.

A key aspect of the WIL is its capacity to garner data about workspace utilization. GSA tracks WIL space reservations, usage as indicated by workstation activation and key fob entries, and qualitative user feedback from those reservations. This data-driven approach will not only help GSA with maintenance and sanitation of workspaces but will offer insights as to workplace preferences for future solutions and offerings.

The effective stewardship of historic buildings requires occupancy and adaptive use of the architectural legacy. According to GSA in its Section 3 Progress Report, "leveraging the long-term value of historic buildings as post-pandemic federal workplaces also requires envisioning the future of federal work." As GSA wrote, "Locating the Workplace Innovation Lab in GSA's sustainably modernized 1917 headquarters building, blocks from the White House and multiple transit options, affirms GSA confidence in the adaptability of historic buildings to meet current and future federal workspace needs. At the same time, the agency is keenly aware that its inventory of buildings constructed to serve traditional civilian workspace requirements exceeds the needs of a mobile workforce more reliant on technology than physical space."

Toward that end, GSA's National Portfolio Planning process seeks to achieve a smaller, financially sustainable, operationally efficient portfolio that supports climate and environmental goals, with flexible workspace optimized to meet current and future federal needs. It is GSA's intent to find solutions that keep the most representative, historic buildings in the federal inventory—those that best represent the public building legacy of high architectural merit and construction quality.

the agency's unused office space and revitalizing previously used property. Looking toward the future, federal office spaces can be repurposed for a variety of functions, such as mixed-use developments, museums, or cultural centers, ensuring the space remains relevant and functional. Working daily in historic surroundings gives employees pride of place and helps them to understand the important role they play in identifying and preserving American history.



Restoration work on the 1930s Jacob Riis Bathhouse within Gateway National Recreation Area has addressed hurricane and erosion damage to the property from Hurricane Sandy in 2017. (NPS)

Outleasing

Leasing of federally owned historic properties by nonfederal partners, or outleasing, was recommended in the 2021 Section 3 Report as a way to promote the productive use of federal historic buildings, contribution to local economies, increase public access, and potentially save agencies money on capital improvement costs. While the broad issues facing the use of outleasing addressed in the 2021 report remain mostly unresolved three years later, and several agencies continued to report facing challenges with current program policies and priorities, many successful outleasing examples stood out to demonstrate the benefits of continued use and promotion of these programs.

HIGHLIGHTS

- » GSA is utilizing funds from its outleases to support a prototype window rehabilitation project at 201 Varick Street in lower Manhattan that will reduce operating costs while improving the quality of interior workspace and restoring the exterior appearance of the building with energy efficient replicas of historic windows. Possible use of IRA funds for procurement of low embodied carbon glass may enable GSA to expand the project scope to upgrade more windows.
- » NASA is nearing completion of the recladding of Hangar 1 at Moffett Federal Airfield, California, for its use by Planetary Ventures, LLC, after entering into a Section 111 lease agreement for the rehabilitation and adaptive reuse of Hangar 1 and for operation, management, and maintenance of Moffett Federal Airfield in 2014. Additional information on this successful project can be found in a [Case Study on page 82](#).
- » During fall 2022, NPS's Gateway National Recreation Area, New York/New Jersey, executed a long-term lease for the Jacob Riis Bathhouse and related buildings, located on the Rockaway Peninsula within the park's Jamaica Bay Unit. The lessee has commenced work for a \$50 million rehabilitation that includes a boutique hotel with a bar, event spaces, and a swimming pool. The park's Fort Hancock 21st Century Advisory Committee has enabled Gateway National Recreation Area staff to prepare a request for proposals for residential, lodging, or related business uses there, which has yielded six long-term leases with rehabilitation projects already underway.
- » Many homes still stand within NPS's Minute Man National Historical Park in Lexington, Lincoln, and Concord, Massachusetts, but have not been in residential use for decades. To bring new life into the homes and address park deferred maintenance, some have recently been made available for residential use via leasing. Lessees must be willing live in the homes for one to three years paying fair market value, utilities, and adequate insurance. They must also be willing to "become a part of the park's relationship with the public by maintaining the historic and well-tended appearance of the structure and grounds."
- » USFS and Virginia Department of Conservation entered into a 30-year Section 111 lease for the Green Pastures Recreation site, established in 1936 as a recreation space for African Americans during the segregation era. The area, listed as one of Virginia's Most Endangered Sites in 2018, will once again provide opportunities for visitors to connect with the outdoors while learning about the park's significant though complicated history.
- » Following execution of a programmatic agreement in 2022 with the New York SHPO, the United States Postal Service has entered into a 99-year lease with a lessee for a portion of the Morgan General Mail Facility, located at 341 Ninth Avenue, New York City. The leased portion includes more than 500,000 square feet of the historic Art Deco building. The lessee has proposed to perform the rehabilitation of part of the premises to accommodate new retail and commercial office space. The programmatic agreement will address proposed interior and exterior treatments moving forward.



NASA Finds Leasing a Viable Preservation Strategy at Moffett Federal Airfield

California



Historic photo of the completed Hangar 1 (Moffett Field Historical Society Museum)

Located in Sunnyvale, California, Moffett Federal Airfield (MFA) (originally Naval Air Station Sunnyvale) was one of two Naval Air Stations constructed in the 1930s to support U.S. Naval Airships (dirigibles). The most prominent of these structures were Hangars 1, 2, and 3.

At 1,133 feet long, 308 feet wide, and 198 feet high, Hangar 1 is a focal point and became one of the most recognizable landmarks in the San Francisco Bay Area. It was built to house the *USS Macon*, a naval scouting ship. Hangars 2 and 3, also representing some of the largest unsupported wooden structures at the time, were built to aid the Navy's coastal defense program. The structures make up part of the Shenandoah Plaza Historic District, which is listed on the National Register under Criterion A for its association with coastal defense and naval technology and Criterion C reflecting the distinctive type, period, and method of construction and high artistic value in the 1933 naval station plan and buildings. Hangar 1 is also designated as a Naval Historical

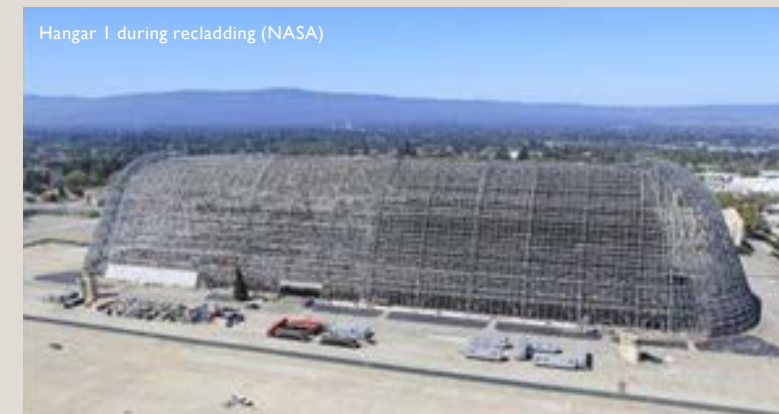
Monument and as a California Historic Civil Engineering Landmark. In 1994, Hangar 1 and the rest of Moffett Field were transferred to the National Aeronautics and Space Administration (NASA)'s Ames Research Center.

In 2014, NASA, with the assistance of the General Services Administration (GSA), entered into a Section 111 lease agreement with Planetary Ventures, LLC for the rehabilitation and adaptive reuse of Hangar 1 and for operation, management, and maintenance of MFA.

Agencies like NASA have found leasing a viable alternative to demolition as it minimizes federal maintenance costs, generates federal revenue that can be used for preservation purposes, and preserves these historic facilities. The most significant challenges facing NASA at MFA were the maintenance and abatement costs associated with Hangars 1, 2, and 3. After several years of consultation with NASA and the California State Historic Preservation Office (SHPO), Planetary



The Section 111 lease with Planetary Ventures stipulates the reskinning of historic Hangar 1 at NASA's Ames Research Center, within MFA in Silicon Valley, California. (NASA)



Hangar 1 during re-cladding (NASA)



The re-cladding of Hangar 1 began in mid-2022 and is currently in progress. (Planetary Ventures)

Ventures was able to adopt a reuse design for Hangar 1 that was reminiscent of the original hangar skin. Work on re-cladding the structure began in mid-2022 and is currently in progress. Cleaning, repainting, and upgrades to the entire hangar are scheduled to be completed by 2025. Engineers anticipate Hangar 1 will resemble its original visual characteristics as closely as possible once fully restored.

Conversely, under this same lease with Planetary Ventures, NASA concluded consultation with the California SHPO on the demolition of Hangar 3. NASA's structural engineering studies determined that Hangar 3 was structurally deficient, unsafe, and vulnerable to damage or partial collapse and that repair to return the building to occupancy would be extensive and cost prohibitive. NASA executed a memorandum of agreement with the California SHPO and the ACHP to resolve those adverse effects, which included Historic American Engineering Record documentation of the hangar. The long-term lease of Hangar 1 and MFA exhibits how the private sector can collaborate with the government to reposition and manage federally owned property. NASA's lease at MFA exemplifies the dynamic of compromise that federal agencies must navigate.



Department of Veterans Affairs Uses Enhanced Use Leases for Veteran Housing

California

Housing

The ACHP’s [Housing and Historic Preservation Policy Statement](#), adopted in 2023, speaks to the important role that federal agencies must play in addressing housing shortages across the country, including the maintenance of existing historic housing inventories and disposition of excess or underutilized historic buildings for housing development. In this reporting cycle, federal agencies that manage historic housing have demonstrated the ways they have worked to provide safe housing to employees, veterans, military families, and the public through effective maintenance strategies and leasing that ensure properties may be safely used while minimizing adverse effects. As discussed, the Army has executed several program comments that address the maintenance needs of historic military housing, while NPS and USFS provide housing to employees and external lessees. VA has utilized enhanced use leases to provide long-term housing for veterans, described in further detail in a [Case Study on page 85](#).

Use of Historic Properties Creates Jobs

Rehabilitation and reuse of historic buildings, through restoration and preservation projects, often require skilled craftsmen, artisans, and tradespeople with expertise in traditional construction methods, woodworking, masonry, roofing, and other specialized skills. This demand for skilled labor can lead to job opportunities for individuals with these talents. This, in turn, can stimulate economic growth in communities. As part of their interpretation programs, agencies also require individuals with expertise in history, archaeology, or related fields to engage with the public on guided tours and programming that provides educational experiences for visitors. Yet, relevant job training and experience is required to meet these needs and expectations.

The historic preservation field generally has suffered from a lack of diverse practitioners. However, federal agencies are working to address this issue in tandem with the overarching need for an expanded preservation workforce. Over the reporting period, the ACHP has worked with Historically Black Colleges and Universities (HBCUs) to introduce students to historic preservation and related fields through a targeted webinar series and experiential learning opportunities provided through partnerships with NPS and USFS. The ACHP also partners with Salish Kootenai College (SKC), the only Tribal college or university with a degree program in Tribal historic preservation, to increase career development opportunities for SKC students and engage Native professionals in the national preservation program.

Other agencies showcased their partnerships, both new and ongoing, and use of historic properties to provide valuable job training.

The Department of Veterans Affairs (VA) Greater Los Angeles Healthcare System’s West Los Angeles Campus has served veterans since 1888. Originally named the Pacific Branch of the National Home for Disabled Volunteer Soldiers, the campus now covers more than 400 acres along Wilshire Boulevard.

Due to the significance and integrity of the campus, it is listed on the National Register of Historic Places as a historic district. The



Buildings 205 and 208 of the VA’s Greater Los Angeles Healthcare System West LA Campus under construction (VA)

campus retains many historic buildings and landscapes associated with different phases of veteran care. Many of the original wood buildings, designed by architect Stanford White in the Shingle style, were demolished in the early 20th century when increases in the veteran population and reforms in medical care necessitated an extensive renovation of the campus. The “Second Generation”

building campaign reorganized the campus to better integrate the landscape and featured Mission Revival style architecture. Today, many of the remaining historic buildings are being renovated to provide long-term housing for veterans through partnerships with the private sector.

In 1991, Congress authorized VA to provide long-term leases to third-party developers to adapt and reuse underutilized buildings through an agreement known as an enhanced use lease (EUL). In this agreement, a developer partner builds or renovates, finances, operates, and maintains the building. Through EULs, veterans are provided with an expanded range of services that would not otherwise be available on a VA campus. Now in its 32nd year, the

VA EUL program has adaptively used approximately 80 historic buildings to provide services to veterans.

At the West Los Angeles Campus, EULs are being used to convert vacant and underutilized historic buildings into housing for at-risk veterans and those experiencing homelessness. Because many of these buildings are contributing resources to the historic district, the conversion of these former health care facilities to housing had the potential for adverse effects. To avoid and minimize those possible adverse effects, VA negotiated a programmatic agreement with the California State Historic Preservation Office, Los Angeles Conservancy, Veteran Service Organizations, community members, and local Indian Tribes in 2019. This agreement provides a streamlined Section 106 consultation process for the EUL and other projects on the campus, as well as outlines methods for historic property identification and prioritization.

Since the agreement was signed, VA has consulted on more than 30 projects without any adverse effects to the historic district. During this Section 3 reporting period, VA completed EUL projects in Buildings 205, 207, and 208, all of which are contributing resources to the historic district. These three buildings provide more than 179 housing units for veterans. To date, a total of 233 housing units in renovated historic buildings are available to veterans on the campus. In addition, VA is planning EUL projects for Buildings 156, 157, 402, and 404, all of which contribute to the historic district. Slated to open by 2025, these four projects provide an additional 374 housing units on the campus. Together, these EUL projects will allow veterans to access safe and affordable living arrangements near health care providers.



This graphic visually charts the economic contributions that NPS has made to the overall U.S. economy in 2022. (NPS)

HIGHLIGHTS

- » The NPS Youth Programs Division engages youth between the ages of five and 24 in various programs of NPS in the development of a life-long commitment to support national parks and protect the natural environment and cultural heritage. At present, there are more than 25 youth programs operating throughout the National Park System, including the Youth Conservation Corps, Student Conservation Association, Historically Black Colleges & Universities Internship, Hands-On Preservation Experience Program in partnership with the National Trust for Historic Preservation, and Latino Heritage Internship Program in partnership with the Hispanic Access Foundation.
- » In 2021 and 2022, USFS and the ACHP facilitated the Cultural Heritage in the Forest program, which seeks to create opportunities for students from HBCUs to move into careers with the USFS and promote diversity in historic preservation and related fields. This program is described in greater detail in a [Case Study on page 88](#).



Roosevelt Hall Building of the Potomac Job Corps Center in southeast Washington, D.C. DOL has worked with the DC State Historic Preservation Office to identify rehabilitation projects for the historic properties at the Center. (Goodwin and Associates)



ACHP and Forest Service Offer Educational Program to HBCU Students Nationwide



CHIF students at the entrance to the Monongahela National Forest in West Virginia (Kelly Miller/USFS)

In 2021, the ACHP, in partnership with the [White House Initiative on Advancing Educational Equity, Excellence, and Economic Opportunity through Historically Black Colleges and Universities \(HBCUs\)](#), entered an interagency agreement with the U.S. Department of Agriculture Forest Service (USFS) Heritage Program to design and implement the [Cultural Heritage in the Forest \(CHIF\) program](#). The CHIF program is an experiential education program designed to bring HBCU students into historic preservation and the federal workforce, consistent with the goals outlined in EO 14041, “White House Initiative on Advancing Educational Equity, Excellence, and Economic Opportunity Through Historically Black Colleges and Universities.”

The CHIF program brings HBCU undergraduate students majoring in history, preservation, or related fields to national forests and Washington, D.C. for a four-week program in which students learn about historic preservation and the federal government’s commitment to historic places and careers in cultural resources management. Through hands-on learning, participants get a chance to experience what a career in preservation, archaeology, anthropology, or curation is like from the USFS’s perspective. Along the way, students have the chance to network with professionals including federal agency leadership and experts in many fields.

In 2023, USFS and the ACHP hosted students from HBCUs throughout the country with a variety of career interests.

Over that summer, students spent two weeks at the Wayne National Forest in Ohio and Monongahela National Forest in West Virginia, learning the USFS’s stewardship responsibilities from Heritage Program staff. During their week at Wayne National Forest, participants conducted stewardship projects at sites associated with the Underground Railroad, including headstone cleaning at Paynes Crossing Cemetery and archaeological investigation of Poke Patch. Both [Paynes Crossing](#) and [Poke Patch](#) were African American settlements that existed primarily from the 1820s to the 1880s and most likely served as “stations” on the Underground Railroad. While there, students also assisted in maintenance of Vesuvius Iron Furnace in the Forest’s recreation area built by the

Black Civilian Conservation Corps as part of the New Deal.

At the Monongahela National Forest, participants worked with the Grave Creek Mound Archaeological Complex cleaning artifacts during a collections workshop. They conducted conditions assessments and mapping at historic properties for adaptive reuse near [Sites Homestead](#), a log structure built in the 1830s. Students also learned about local African American history, including West Virginia’s [first African American lawyer J.R. Clifford](#), and saw firsthand how the USFS meets its trust responsibilities with Tribes. The students then traveled to Washington, D.C., where the ACHP provided perspective about the national historic preservation program. The ACHP gave students opportunities to connect with agency leadership, who shared their career trajectories and asked for input from students on their thoughts and suggestions toward diversifying historic preservation and related fields and telling the full story of American history. The students also participated in a resume workshop and learned how to navigate the federal job application process.

Students who participated in CHIF in 2023 studied history, architecture, and other related subjects from six different universities: Howard University, Hampton University, Lincoln University, Claflin University, Elizabeth City State University, and University of Central Missouri. For many students, it was their first time connecting with the USFS and the ACHP, as well as sites of significance to African American heritage on public lands. Following completion of their time in the program, students have expressed an interest in applying to positions at both the USFS and the ACHP and furthering their interest in historic preservation. The partnership between the USFS and the ACHP continues, and plans are underway to implement the program for a third year in the summer of 2024.

The Forest Service recently announced it is honoring the ACHP with the 2023 Chief’s Award for Outstanding Efforts Toward Developing Tribal and Equity-Centered Partnerships.



CHIF students participate in [top] the restoration project at the Vesuvius Iron Furnace in Wayne National Forest, OH, and [right] the Rorhbaugh Cabin restoration project in Monongahela National Forest, WV. (ACHP)



Education and Volunteer Work

For several agencies, educational outreach and volunteer programs have been crucial to the success of their historic preservation programs. Volunteers in historic preservation contribute their time, skills, and passion, making it possible to tackle projects that might otherwise be challenging due to financial constraints or manpower limitations. Volunteer programs provide individuals interested in pursuing careers in history, archaeology, architecture, or related fields with education, valuable hands-on experience, and networking opportunities. Volunteers learn about historic preservation practices, and in turn, they become advocates who can spread awareness about the importance of preserving cultural heritage within their communities. Involving volunteers fosters a sense of community ownership and pride in the nation's heritage.

HIGHLIGHTS

- » The DoD Legacy Program partners with the National Environmental Education Foundation to fund National Public Lands Day (NPLD) service projects. Through this partnership, NPLD events provide opportunities for military personnel to lead stewardship efforts on installations involving DoD members, their families, retirees, and veterans. These events directly benefit participants by promoting physical activity, building camaraderie, and strengthening the military's relationship with neighboring residents, businesses, and communities. By advancing environmental stewardship while focusing on cultural, community-significant projects, the military takes an active, hands-on role in caring for the environment. These projects strengthen environmental and cultural resource enhancement activities as well as occupational health at military installations.
- » Throughout FY 2020 to 2023, the VA National Cemetery Administration has conducted programs geared to K-12 students and teachers in national cemeteries as part of the Veterans Legacy Program (VLP). The programs are designed to connect students with the men and women interred in VA's national cemeteries and to introduce them to rich cultural resources and the history of the cemeteries. In FY 2022, the VLP received grant authority under the Veterans Legacy Grants Program and awarded six grants for educational programs at seven national cemeteries, including teacher development workshops conducted by the Gilder Lehrman Institute of American History.
- » In 2021, the Helena-Lewis & Clark National Forest collaborated with Preserve Montana to launch a pilot project aimed at engaging young people in historic preservation. The initiative focused on engaging youth in cultural resources, training new professionals in heritage stewardship, enhancing partnerships, strengthening their capacity to carry out Section 106 reviews and Section 110 activities, and contributing to Heritage Program goals. Funding for the two-year program was provided by a \$39,860 grant from the Missouri River Resource Advisory Committee through the Secure Rural Schools & Community Self-Determination Action Title II Project. Through this partnership, the program has given college students a chance to learn about cultural resources management and preservation efforts, while contributing to USFS's stewardship mission.

Tourism

Preserving historic sites can attract tourists and visitors, creating jobs in the hospitality sector. Increased tourism can lead to a greater demand for services such as hotels, restaurants, tour guides, and transportation, thereby boosting the local economy. Tourism often raises awareness about the importance of preserving cultural heritage. Visitors become advocates for the protection of these sites, both during their visit and upon their return home. While several federal agencies consider tourism a major part of their mission, others have found creative ways to facilitate access and make information about their historic properties available to the public.

HIGHLIGHTS

- » The DOE Nevada National Security Site has a partnership with the Smithsonian's Atomic Museum in Las Vegas, that showcases resources from the site and details some of the ethnohistory of the region using information gained from archaeological surveys.
- » The National Institutes of Health (NIH) has embraced online exhibits as part of Section 106 mitigation efforts to help promote awareness of their historic properties and provide access to interpretive exhibits for those unable to visit physical exhibits or properties in-person. The online exhibits are extensions of the existing Office of NIH History and Stetten Museum website. The pilot effort was an exhibit, "Biologics Regulation and Research: The People and Work of Buildings 29 & 29A." This exhibit was one component of Section 106 mitigation for the proposed demolition of two National Register-eligible buildings on the NIH Bethesda Campus in Maryland.
- » To celebrate TVA's 90th anniversary, the agency invited the public to tour several of TVA's historic hydroelectric plants. Finding opportunities for visitation at TVA's hydroelectric facilities—designed to be accessible to the public—while ensuring necessary security remains a challenge.



Students learn about the lives of African American WWI soldiers during the UCF VLP program at St. Augustine National Cemetery in St. Augustine, FL. (NCA)

Preservation for All

Federal historic preservation should aim to be inclusive, accessible, and equitable, in order to invite the participation of and reflect the experiences of all communities. Engaging diverse cultures helps address historical injustices and promotes a more balanced and fair representation of the nation's heritage. Integrating diversity into preservation efforts promotes sustainable development and also encourages the use of Indigenous Knowledge in maintaining and managing cultural resources in environmentally friendly ways. Some agencies, including DoD, responded that they work closely with descendant communities, when possible, to provide access to Traditional Cultural Places or other sites of cultural significance to those communities.

HIGHLIGHTS

» NPS leads the Urban Archeology Corps (UAC), a summer work program for diverse youth ages 15-34, in collaboration with the NPS Archeology Program (Washington Service Office), national park units, and nonprofit youth partners. The UAC draws on archaeology 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 toward noncompetitive hiring under the Public Lands Act authorities.

NPS Urban Archaeology Corps in Washington, D.C. (NPS)



» Since 2017, Space Launch Delta 45 (SLD 45) of the U.S. Space Force, in collaboration with the University of Central Florida (UCF) Anthropology Department, has been undertaking archaeological research at Cape Canaveral Space Force Station in Florida. The Cape Canaveral Archaeological Mitigation Project aims to further understand the cultural significance of various archaeology sites located within the Space Force Station and inform on their eligibility for the National Register. The information gathered also aids SLD 45's climate change and sea-level rise planning efforts and mitigates effects caused by those impacts. The project provides valuable, local job training to UCF students who, in some cases, cannot afford the traditionally high cost of a six-week archaeological field school or travel due to full-time employment or family obligations.

» In 2021, GSA's Northeast Caribbean Region preservation and Architectural Barriers Act Accessibility Standard compliance programs joined the NPS Park Facility Management Program in training on historic sites and accessibility compliance that remains available online to employees of both agencies and the public.

» The NPS Golden Gate National Recreation Area places special focus on serving people who have historically not felt welcome or safe in national parks, including people of color, people from low to middle income households, and people with disabilities. Specifically, the Presidio Trust has set a target that the racial and income demographics

Akilah Jaramogi, Merikin descendant and Chief Executive Officer of the Merikin Heritage Foundation in Trinidad, honors her ancestors and those who lost their lives at the Apalachicola River by intoning their names and acknowledging their struggles while throwing cowrie shells into the water at the Prospect Bluff archaeological site. (USFS)



» USFS, in partnership with the government of Trinidad and Tobago, is exploring a site within the Apalachicola National Forest in Florida connected to the Merikins community in Southern Trinidad, founded by people who had escaped American enslavement and fought for the British during the War of 1812. Collaboration with local experts and community members has helped to uncover the site's history, making sure the interpretation of historic artifacts is both authentic and inclusive.

Digital Programming Provides Accessibility

The development of digital programming by federal agencies was a crucial way for agencies to stay connected to, educate, and entertain the public at the height of the COVID-19 pandemic. Programming, in the form of videos, virtual webinars and tours, digital kiosks, and apps were vital to maintaining engagement with the public. These tools continue to provide visitors opportunities for engagement, both when visiting historic places or from their homes. BLM highlighted numerous examples of digital programming that expanded their capacity for heritage tourism to underserved communities, increasing equitable access to historic properties in BLM's control, detailed in a [Case Study on page 104](#).

Virtual programming provides accessibility options to the public who may be unable to visit in-person or require additional information about accessibility options before traveling. A noteworthy example of the latter is provided in GSA's Annex design and rehabilitation of the 1932 James M. Ashley and Thomas W. L. Ashley U.S. Courthouse in Toledo, Ohio. The rehab included thoughtfully conceived accessibility paths, a transparent connector and seamless gateway through the historic monumental entrance to public spaces in the complementary new building. GSA provides virtual public access to these spaces in an online walk-through showcasing the gateway design.



Presidio National Historic Landmark District Gets Accessible Update

California

Following more than three years of construction and rehabilitation, the Presidio Trust and National Park Service (NPS) celebrated the opening of Presidio Tunnel Tops and Battery Bluff in 2022. The conclusion of the more than 30-year, multi-agency construction effort to replace



Looking north over the Main Post and Tunnel Tops within the Presidio of San Francisco National Historic Landmark District, CA (Chris Corner/Presidio Trust)

Inset: Rehabilitated Battery Blaney, looking northeast from the Presidio Promenade trail (Presidio Trust)

the outdated Doyle Drive freeway with the Presidio Parkway in 2019 paved the way for the aforementioned projects, delivering more than 40 acres of improved park landscape within the Presidio of San Francisco National Historic Landmark District.

The innovative design of the Presidio Parkway provided an opportunity to create 14 acres of new parkland on and around the eastern set of highway tunnels, reconnecting the waterfront to the center of the Presidio for the first time in 80 years. To make sure the new destination would be welcoming and accessible to people of all ethnicities, incomes, and abilities, in 2014 the Presidio Trust, NPS, and the Golden Gate National Parks Conservancy began gathering ideas and feedback from the

public. The Presidio Trust also launched an international competition to find a team to work with the community on design, selecting James Corner Field Operations, the team behind New York's High Line. More than 10,000 people participated in the planning process. Once the design was complete, the Golden Gate National Parks Conservancy raised \$98 million for the project from donors to make the project possible, with the Presidio Trust providing an additional \$20 million in funding. Tunnel Tops officially opened to the public in July 2022.

Located next to the Presidio Visitor Center and the Transit Center, [Presidio Tunnel Tops](#) features picnic sites, gardens and meadows, and scenic overlooks of the Golden Gate Bridge, Alcatraz, and downtown San Francisco. Its approachable design welcomes first time visitors to enjoy a variety of activities within the Presidio's National Historic Landmark District. The Presidio Trust's Community Partnerships team has leveraged its connections to welcome partner organizations to the new park spaces through events and programming, including cultural performances, festivals,



and art installations. Youth development programs of the Golden Gate National Parks Conservancy and NPS returned to an expanded campus at Presidio Tunnel Tops with new classrooms in a rehabilitated 1939 commissary building, labs, and an outdoor courtyard.



[Battery Bluff](#), a six-acre picnic site and vista point atop the western set of Presidio Parkway tunnels near San Francisco National Cemetery, opened to the public in April 2022. Its name references the four historic coast artillery gun batteries located there—Blaney, Baldwin, Slaughter, and Sherwood—built by the U.S. Army between 1898 and 1903 to protect San Francisco Bay from naval attack. Over time, the batteries became damaged due to weather, neglect, and graffiti, and were partially buried by the construction of Doyle Drive in the 1930s. The Presidio Trust led the project of rehabilitating the batteries, partially uncovering and repairing them, removing graffiti, and installing interpretive waysides. With new sustainable landscaping and trails allowing walkers and bicyclists to travel safely to the Golden Gate Bridge, Battery Bluff has become an immediately popular park destination.



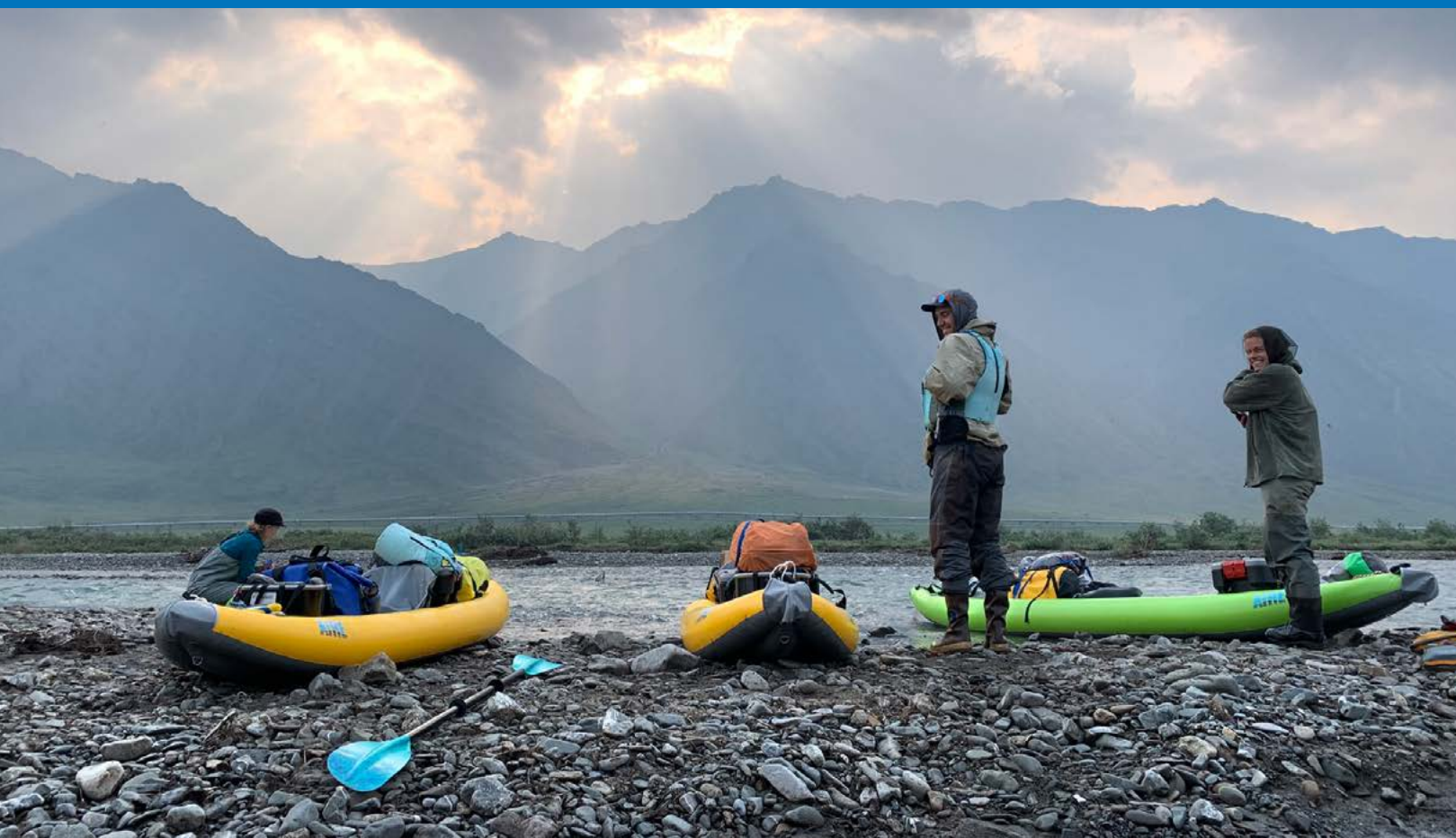
Top: Tunnel Tops nearing completion (James Corner Field Operations)

Center: Looking northwest from the picnic area at Battery Bluff, with Battery Slaughter in the background (Presidio Trust)

Bottom: Presidio Tunnel Tops features a two-acre outdoor playground, called the Outpost, where kids can connect to the natural and cultural history of the Presidio. (Presidio Trust)

CHAPTER 5

Findings and Recommendations



BLM employees ready their inflatable kayaks before floating down the Atigun River in the Brooks Range to monitor known archaeological sites. (Crystal Glassburn/BLM)

FEDERAL AGENCY REPORTING on their progress over the past three years has demonstrated the substantive ways that agencies are meeting the goals of the “Preserve America” Executive Order, in tandem with the goals of the Administration and their respective agency missions. Through policy, outreach, and partnerships, agencies have shown the ways in which the solutions to many of the challenges our nation faces today intersect with the interests of historic preservation. Solutions that enhance historic property stewardship often also advance the interests of sustainability, equity, and the economy. While some challenges, including funding, staff vacancies, and coordination with State and Tribal Historic Preservation Offices were reported this cycle, as in previous years, agencies have faced new obstacles successfully with established programs as well as innovative tools and partnerships. In general, agency progress reports illustrated that the federal historic preservation program works to the benefit of the American people and the agencies that manage it.

With this in mind, the ACHP has identified the following findings, which are accompanied by recommendations on specific actions the ACHP and others can take to address them.

FINDING 1:

Faced with the challenges of resiliency and preparedness to climate change, the federal government is seeking collaborative approaches to the identification and protection of historic properties that incorporate equity and the input and participation of parties with special expertise in the historic, cultural, and natural resources affected.

Agencies reported the use of collaborative approaches for the identification and protection of historic properties most at risk from climate change. Agencies are already considering impacts to historic properties as an integral part of climate-related planning and implementation. Agency progress reports highlight numerous partnerships that have resulted in training and educational opportunities, adaptation and mitigation grounded in Indigenous Knowledge and input from communities most affected by climate change, and co-management practices that have restored ecosystems and helped make historic properties and landscapes on federal lands better prepared for disasters. Agencies have developed digital tools that are aided by community input to identify properties most at risk from climate change and are working with experts on innovative ways to calculate the embodied carbon of preserved buildings, develop best practices of deconstruction and material salvage, and incorporate green infrastructure to minimize the impacts of flooding and erosion on historic sites. Agencies with federally managed housing have sought approaches and experienced challenges to upgrading housing to make it more energy efficient and resilient to climate impacts. Others have developed or are in the process of developing program alternatives directed toward undertakings responding to climate change. The ACHP’s [Climate Change and Historic Preservation Policy Statement](#) and [Tribal and NHO Climate Action Plan](#) encourage collaboration. Agencies work best when working together and with State and Tribal Historic Preservation Offices, Tribes, and relevant stakeholders to facilitate information sharing, validate existing guidance, and set standards for building sustainability goals.

RECOMMENDATIONS:

- » *The ACHP should facilitate the sharing of best practices among agencies as part of implementation guidance and outreach for the ACHP Climate Change and Historic Preservation Policy Statement.*
- » *Agencies should revisit ACHP guidance regarding the use of the emergency provisions in the regulations, found at 36 C.F.R. § 800.12, for advance planning for emergency undertakings in response to climate change, and consider ways to tailor new and existing programmatic agreements to known and anticipated threats to historic properties.*
- » *The ACHP should consider how responses to the ACHP chair’s 2023 request for public comments regarding application and interpretation of the Secretary of the Interior’s Standards for the Treatment of Historic Properties can lead to further flexibility in addressing climate change adaptation issues.*

- » *The ACHP should issue policy guidance on Indigenous Knowledge to assist federal agencies in the identification and protection of Tribally significant resources under threat from climate change.*
- » *Agencies should leverage existing partnerships and seek opportunities to build capacity for the involvement of underserved communities in the identification and protection of at-risk historic properties of interest to them.*

FINDING 2:

Federal agencies are using program alternatives to constructively plan for property management activities and improve the efficiency of Section 106 project reviews while contributing to comprehensive historic property management strategies on federal lands.

Agencies have effectively used Section 106 program alternatives to tailor Section 106 project reviews for multiple land- and property-managing agency benefits, including focusing limited resources on preservation priorities and contributing to comprehensive historic property management strategies. Program alternatives have also improved efficiency and effectiveness of project reviews for infrastructure projects affecting historic properties on federal lands. Over the past three years, the ACHP has seen an increase in the use of Section 106 program alternatives to support federal agency missions. Program alternatives continue to have particular relevance for addressing large-scale infrastructure development, which often crosses or occurs on federal lands, to support transparent and predictable review coordination.

At the same time, the development of program alternatives needs to effectively engage all stakeholders, especially those Indigenous communities that have special relationships to properties of traditional religious and cultural significance on federal lands. Recently instituted program alternatives, developed in consultation with State and Tribal Historic Preservation Offices (and NCSHPO if on a nationwide basis), Tribes, and the ACHP, are already assisting federal agencies and consulting parties to modify the Section 106 review process; implement planning strategies; delegate or assign responsibilities; and in many cases, minimize time and resources spent on routine undertakings with little to no effect to historic properties. This allows more effective use of limited funds, directing them to larger preservation concerns. Several agencies have undertaken agency- or facility-wide surveys and historic context studies with program alternatives, which help agencies better understand their inventories, allocate appropriate resources, and more readily evaluate and respond to issues regarding properties in their care. Early, consistent, and effective consultation is crucial to program alternative development to determine deficiencies and explore avenues not initially considered by federal agencies.

The ACHP's existing [Guidance on Agreement Documents](#) continues to be a valuable resource and informs the ACHP's various training courses and webinars on developing agreement documents. ACHP members also issued [recommendations](#) in September 2021 identifying actions the ACHP can take to improve the use of program comments as a tool for Section 106 review efficiency. And finally, as a member of the Federal

Permitting Improvement Steering Council, the ACHP helps agencies develop programmatic approaches to Section 106 review in line with the Steering Council's recommended permitting best practices. The ACHP's leadership will continue to be necessary for addressing climate-related infrastructure, and infrastructure development as a whole to support transparent and predictable review coordination.

RECOMMENDATIONS:

- » *Agencies should continue to pursue early coordination and planning for the development of program alternatives, including early consultation with NCSHPO (if applicable), SHPOs/THPOs, Tribes and NHOs, and consulting parties, preparing context studies and historic property inventories, and determining, in consultation with the ACHP, the best approach given an agency's needs and concerns.*
- » *The ACHP should continue outreach to federal agencies, industry, state and Tribal officials, and other key stakeholders to identify and implement opportunities for improving the efficiency of Section 106 reviews and better coordinating review timing for infrastructure projects—including clean energy and climate-friendly transportation projects—on federal lands or property while promoting beneficial historic preservation outcomes.*
- » *The ACHP should update its Guidance on Agreement Documents to include stipulations specific to program programmatic agreements to assist agencies, State and Tribal Historic Preservation Offices, Tribes, and local governments and save time in drafting effective agreement documents.*



Willamette Valley Project Gains Efficiencies Through Programmatic Agreement

Oregon

Consulting parties at the programmatic agreement signing ceremony in May 2022 (Christopher Gaylord/USACE)

“Through this agreement, our actions and decisions will align more deliberately and consistently with the expectations of the nation, Tribes, states, and partners,” Erik Petersen, the USACE’s Willamette Valley operations project manager said. “The result will be better, more efficient protection and stewardship of important cultural and historic values and resources.”

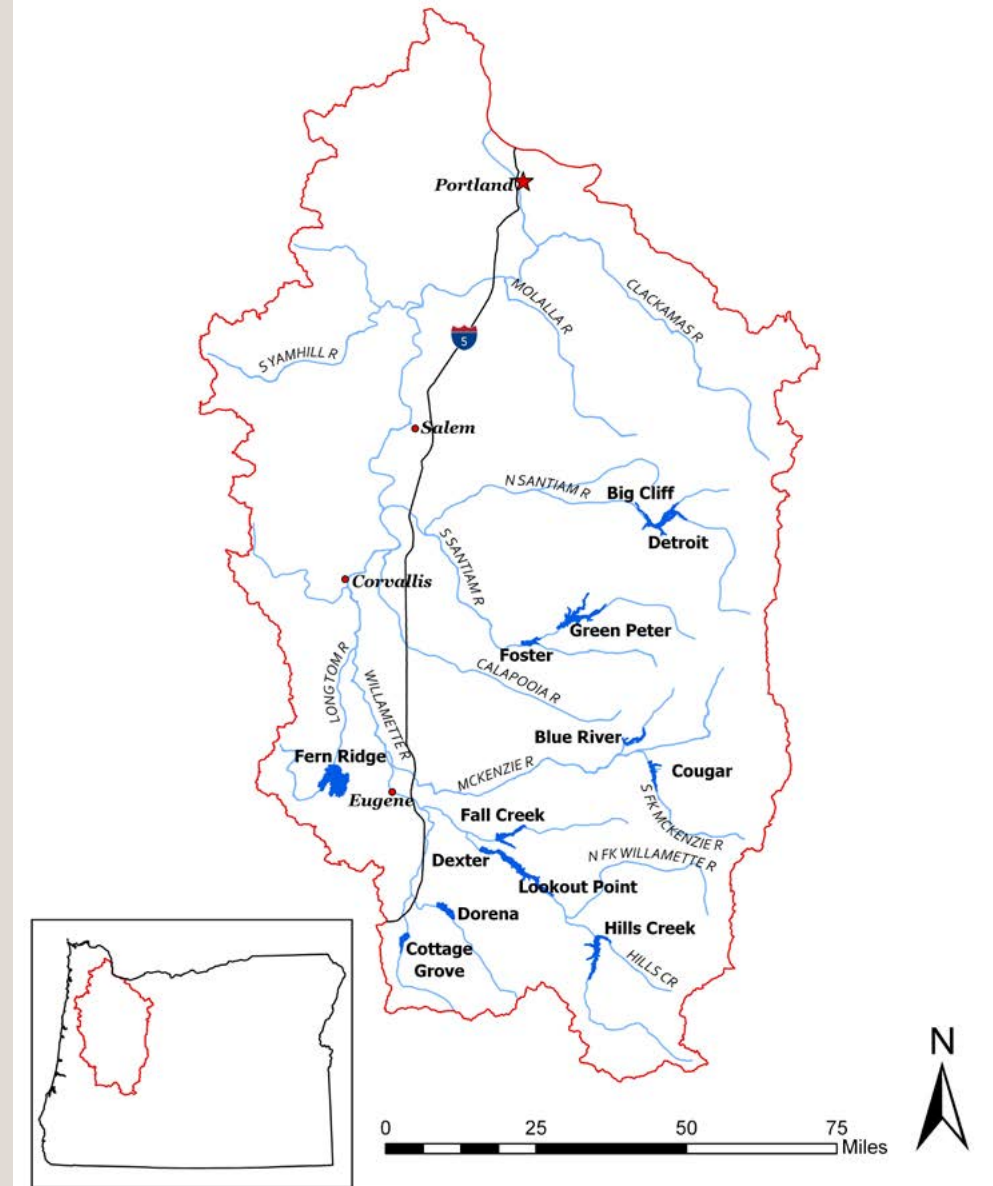


In June 2022, the U.S. Army Corps of Engineers Portland District (USACE), the ACHP, and the Oregon State Historic Preservation Office (SHPO) executed a programmatic agreement for undertakings related to the operations and maintenance of the Willamette Valley Project. The Willamette Valley Project is comprised of 13 multipurpose dams and reservoirs in four counties in western Oregon. The agreement standardizes and streamlines the USACE’s approach to accounting for potential impacts to historic properties thereby allowing the agency to focus its staff and resources on complex projects likely to have a greater effect on the area’s cultural resources and historic properties. For example, the agreement includes a list of low-risk projects that the consulting parties agreed do not warrant additional consultation, accompanied by reduced reporting requirements.

Oregon Deputy State Historic Preservation Officer Chrissy Curran said, “It’s not lost on me that successful collaboration, negotiation, and meaningful consultation represent something far bigger in our world today than a project agreement.”

The programmatic agreement was developed over 18 months of robust consultation, including monthly working group meetings and discussions. Instead of providing a draft document for review and comment, consulting parties met each month to review different parts of the document, including real time edits to address concerns and incorporate best practices. USACE, the ACHP, Oregon SHPO, Indian Tribes, recreational partners, and other interested parties heard and addressed concerns in real time. The agreement defines roles, responsibilities, and communication protocols to

13 USACE RESERVOIRS OF THE WILLAMETTE VALLEY, OR



Map of the Willamette Basin showing the locations of the 13 reservoirs (WVPI3 Project Map, Portland District, April 2019)

ensure USACE is using its funding and personnel wisely for the preservation and management of cultural resources and historic properties. It also establishes continued engagement with consulting parties and other processes to ensure cultural resources are considered early in project planning.

Since execution in June 2022, USACE has already seen the benefits of the agreement, including expedited review and more deliberate response to infrastructure emergencies while still

ensuring consulting parties are notified and their comments incorporated into USACE practices. The agency estimates approximately 1,000 cultural and historical resources are located within its area of operations in the Willamette Valley. These include archaeological sites, historic buildings, landscapes with cultural or religious significance to Tribes, and including USACE’s own Willamette Valley Project infrastructure—the protection of which helps to preserve the region’s history and heritage for future generations.

FINDING 3:

Partnerships can leverage limited federal resources and provide important benefits to federal agencies in the identification, protection, and use of historic properties while enabling important educational and job training opportunities and the promotion of a diverse workforce.

Partnerships continue to be utilized by multiple agencies as part of their identification, protection, and use of historic properties through cooperative survey research, field schools, site stewards, trades training, and tourism and interpretation efforts. Partnerships, such as with Tribes and NHOs, special-interest groups, nonprofit organizations, academic institutions, and museums can alleviate some budget constraints that might otherwise constrain such activities. Agencies also highlighted how different types of expertise, such as Indigenous Knowledge and that of descendant communities, have also informed their efforts. Agencies reported an increase in vacant positions that will be increasingly important to fill as federal infrastructure funding is used. Several also demonstrated how they are providing experiential learning opportunities to schools and volunteer groups and with internships and mentorship programs that, along with flexible hiring practices, contribute to increasing the historic preservation workforce. Learning skills from federal professionals helps build the workforce, ensures knowledge continuity, and allows agencies an opportunity to reach new audiences.

RECOMMENDATIONS:

- » *The ACHP should collaborate with NPS, Federal Preservation Officers, and other federal agencies to provide information and training for federal agency employees taking on historic preservation responsibilities and to provide relevant professional development opportunities for those already working in this area.*
- » *Federal agencies should explore how to use internship, apprenticeship, and other experiential learning opportunities to introduce students and emerging professionals to careers in the historic trades, historic preservation, and cultural resources management while also providing needed support for federal historic property stewardship activities.*
- » *Agencies should continue to identify opportunities to improve coordination and collaboration with State and Tribal Historic Preservation Offices, Tribes, and other consulting parties as key partners in carrying out NHPA responsibilities, including through direct assistance and compensation in accordance with existing [ACHP guidance](#).*
- » *Federal agencies involved in implementation of the American Climate Corps should explore how the initiative could address cultural resources concerns and deferred maintenance and introduce volunteers to valuable job training skills, prioritizing effective education and job training for underrepresented groups and socioeconomically disadvantaged individuals, and streamlining paths to civil service.*

FINDING 4:

Active collaboration and timely involvement with Tribes and Native Hawaiian organizations in property management activities, climate preparedness, and infrastructure planning enhances outcomes and remains critically important.

The federal government has a unique relationship with Tribes derived from the Constitution of the United States, treaties, Supreme Court decisions, and federal statutes. This relationship is deeply rooted in American history, dating to the earliest contact in which colonial governments addressed Tribes as sovereign nations. The ACHP acknowledges Tribes as sovereign nations with inherent powers of self-governance. The ACHP's Office of Tribal and Indigenous Peoples leads the ACHP's efforts to ensure the agency is appropriately carrying out its responsibilities to Tribes and Indigenous Peoples. The recent publication of the ACHP's [Policy Statement on Burial Sites, Human Remains, and Funerary Objects](#) establishes a set of principles and rules that the ACHP encourages federal agencies to adopt as they carry out their day-to-day responsibilities under Section 106. This statement also establishes a set of standards and guidelines that federal and state agencies, local entities, Tribes, industry applicants, and other relevant entities should, at a minimum, seek to implement to provide burial sites, human remains, and funerary objects the consideration and protection they deserve. In addition, the ACHP is focusing on helping practitioners more fully understand Indigenous Knowledge and its role in the Section 106 process, and developing a Policy Statement on Indigenous Knowledge.

The progress reports agencies submitted show many examples of how they are improving their government-to-government consultation with Tribes and NHOs. They also include examples of agencies working collaboratively with Tribal partners in planning and identification efforts and co-management of historic and natural resources. The ACHP has also seen agencies partner with Tribes, with a focus on Tribal youth, in cultural resources surveys that assist the agencies in locating and protecting Tribally significant historic properties while providing job training in cultural resources management.

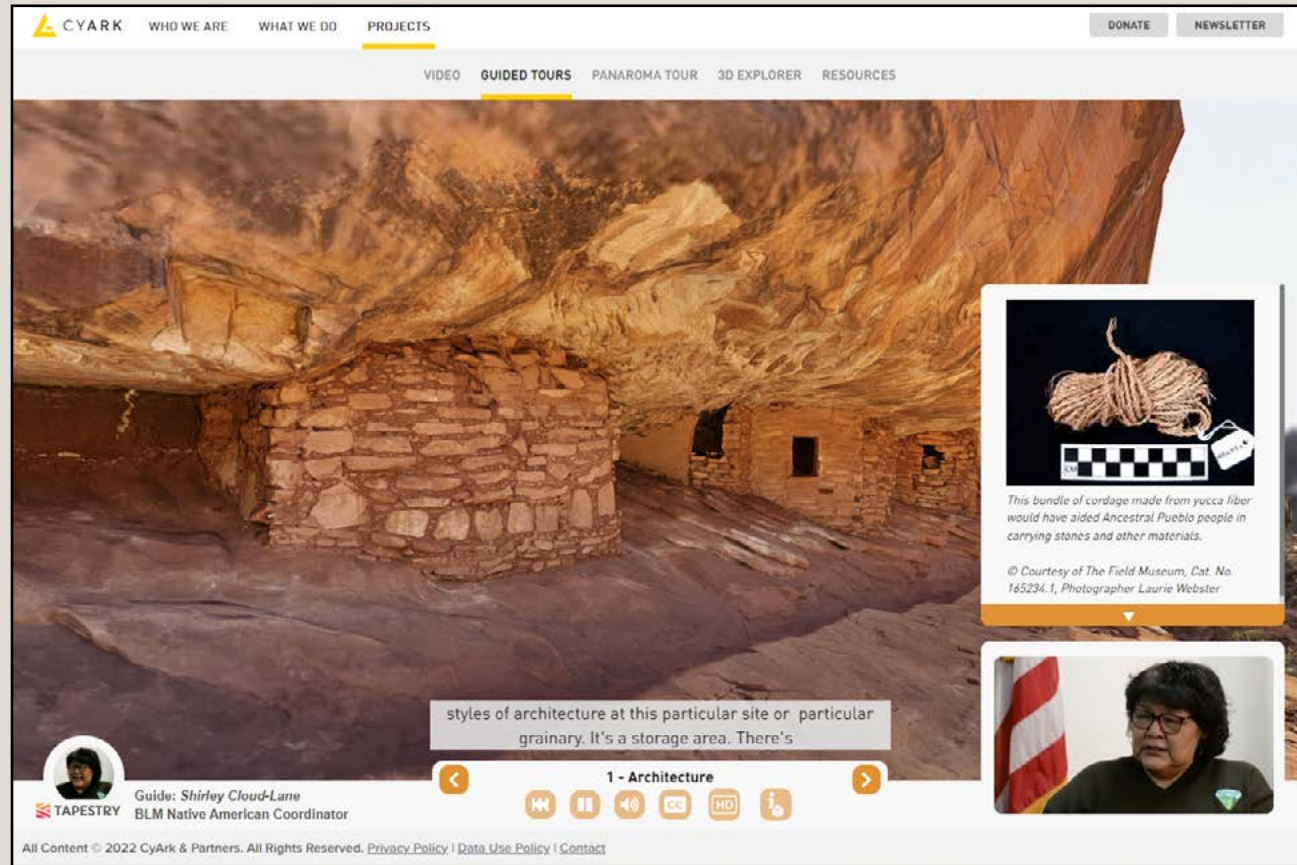
RECOMMENDATIONS:

- » *Agencies should actively seek to incorporate Indigenous Knowledge in decision making regarding historic properties and make Tribal and NHO inclusion more explicit as a valuable source of information, consistent with Administration guidance.*
- » *Agencies should ensure all staff are aware of, and act in accordance with, government-wide and agency policies and directives regarding Tribal and NHO consultation and that staff receive recurring training in environmental and cultural resources/historic preservation responsibilities and in Tribal and NHO consultation.*



BLM Embraces Technology to Offer Windows to the Past

Utah and Arizona



The public can access free virtual guided tours through the CyArk website. Pictured is a tour of the House on Fire within Bears Ears NM, White Mesa, UT. (Courtesy CyArk)

The COVID-19 pandemic required agencies to pivot to virtual education and outreach events. The Bureau of Land Management's (BLM) partnerships proved invaluable during this time, as the agency offered various opportunities for education, recreation, and heritage tourism.

Bears Ears National Monument 3D Guided Tours (Utah)

In an ongoing partnership with the BLM Monticello Field Office and Bears Ears National Monument, the nonprofit CyArk has produced 3D guided tours of two prominent locations in Bears Ears National Monument: The Mule Canyon Village and

House on Fire sites are accessible on the [CyArk website](#). In 2022, CyArk digitally documented an additional three sites on Comb Ridge and has begun to craft a virtual reality guided tour of the Comb Ridge landscape.

BLM and CyArk worked with Tribal Nations to provide the story about the three sites, Comb Ridge, and the greater Bears Ears landscape from their perspective. As part of the project, the Hopi Cultural Resource Advisory Task Team (HCRATT) travelled to Comb Ridge and visited the Butler Wash Developed Site, which CyArk documented a few weeks prior. CyArk conducted an initial interview with HCRATT and BLM. CyArk is continuing to work with

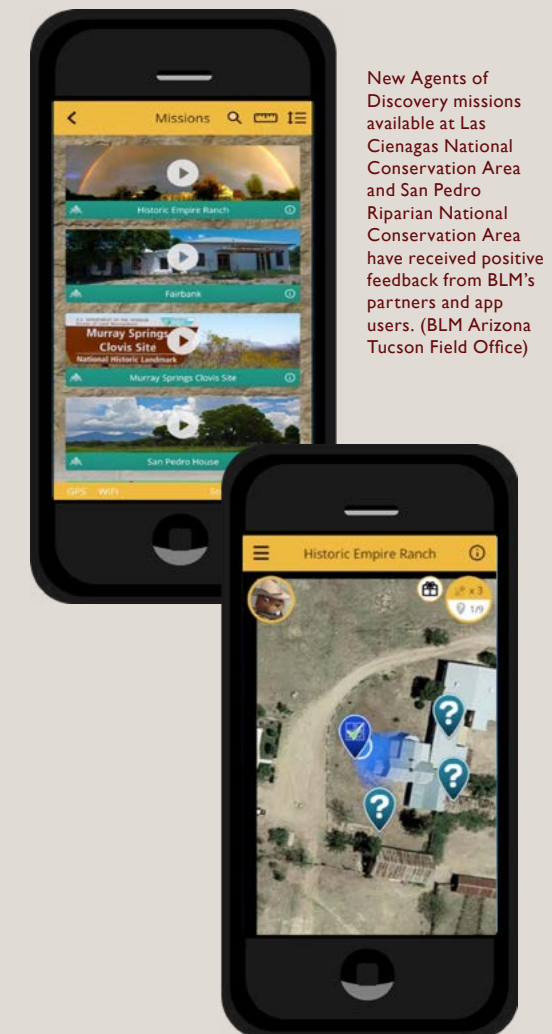
HCRATT to craft additional material for the guided tour. To date, BLM and CyArk have interest from the Hopi Tribe, the Pueblo of Zuni, and the Ute Mountain Ute Tribe. The tours will help promote proper etiquette of visitors while they are visiting archaeological sites in Bears Ears National Monument by leveraging voices from Tribal Nations to confer the message and the importance of Bears Ears to descendant communities. This project has the potential to reach a broad audience while helping BLM to build and maintain relationships with Tribes.

Arizona Project Archaeology Video Series (Arizona)

Working with Arizona State Parks and Trails videographer Carlos Ramirez's Arizona Project, BLM Arizona produced a video series highlighting two BLM Yuma Field Office cultural heritage sites: [Yellow Dog Mine and Joseph Cone Cabin](#). The videos focused on the methods of scientific inquiry and how and why archaeologists study shelters, artifacts, photos, and oral stories to understand how people lived in the past. The video examines the miner's shelter, nails, and pottery shards to highlight the importance of classification and context as archaeological tools to understand the environment and resources available to the miners living in the area. The videos also serve to dispel the misconception that archaeologists must excavate a site to collect data. In 2021, Arizona Project Archaeology was awarded the [Arizona Governor's Heritage Preservation Honor Award](#) in recognition of nine short educational videos featuring federal and state cultural heritage sites. The video series will be used in classrooms across Arizona as part of the program's efforts to provide materials and resources to educators to teach archaeological education in the classroom.

Agents of Discovery Interactive Mobile Phone App (Arizona)

In FY 2021, the BLM Tucson Field Office developed and launched three new Agents of Discovery missions with partner assistance from the Friends of the San Pedro River and Empire Ranch Foundation. Agents of Discovery is an educational, GPS-based mobile phone game that engages kids of all ages to explore the natural and cultural environment. By using the app at select locations, users can find quizzes, challenges, and win prizes. With BLM-managed public lands as the backdrop, aspiring Junior Rangers can tackle missions exploring Clovis Culture sites, ghost towns, historic cattle ranches, and other historic and cultural resources, offering an interactive window into the past.



New Agents of Discovery missions available at Las Cienegas National Conservation Area and San Pedro Riparian National Conservation Area have received positive feedback from BLM's partners and app users. (BLM Arizona Tucson Field Office)

- » *Agencies should work with Tribes and NHOs to incorporate Indigenous Knowledge into federal decision making in Section 106 while also considering additional ways to protect sensitive information of importance to Indigenous Peoples, and to strengthen existing protections regarding confidentiality of Indigenous Knowledge.*
- » *Building on successes, agencies should continue to collaborate with Tribes and NHOs on partnerships utilizing co-management and co-stewardship practices. Agencies that have not yet pursued such partnerships should explore opportunities to engage in them.*

FINDING 5:

Increases in remote work and telework as a result of the COVID-19 pandemic have led federal decision makers to evaluate their office space needs and seek opportunities for adapting underutilized space, including historic buildings and facilities.

Agencies are evaluating their current in-person office space needs in light of the current hybrid work environment. The ACHP anticipates that outleasing will only grow in importance due to the balancing of office space needs, which presents opportunities for adaptive reuse of buildings in desirable locations. To this end, agencies have already begun to investigate existing programs to facilitate transfer and lease of historic properties, or portions of them, to private, state, and local entities, with protective mechanisms. On the other hand, the availability and access to federal buildings remains vitally important to federal employees and the public they serve, particularly for those who lack reliable access to the Internet and technological resources. Access to federal facility space and the technological resources contained within it remains an essential need for federal employees and consulting parties and the public, when consultations, workshops, and trainings are most effectively conducted in person. GSA, for example, is evaluating office portfolio needs that support sustainable, flexible workspaces optimized to meet current and future needs through their National Portfolio Planning process and Workplace Innovation Lab.

RECOMMENDATIONS:

- » *Agencies should examine opportunities for outleasing or strategic disposal with protective covenants of underutilized historic properties, including for the creation of housing through office-to-housing conversions and other adaptive use.*

FINDING 6:

Virtual meeting applications, tours, education programs, and programming have assisted in expanding federal agency outreach for heritage tourism and public engagement with historic places.

Due to the COVID-19 pandemic, agencies pivoted to the use of virtual meeting tools and educational programs. Various agencies developed new virtual tours, apps, videos, and websites that allowed for agency programming and heritage tourism to continue during COVID-19 pandemic restrictions. Digital classroom courses by the ACHP and others have reached geographically broad audiences and have cut down on cost, time, and carbon output by reducing travel compared to trainings performed exclusively on-site. While facilities have reopened, digital programming continues to benefit the public where barriers to access relating to travel, cost, and disability prevent participation in enjoyment of the nation's historic and cultural resources.

RECOMMENDATIONS:

- » *Agencies should evaluate the effectiveness of virtual communication strategies for both interpretation of historic properties and in NHPA consultation, and seek ways to expand their reach to broad and diverse public audiences.*
- » *Agencies should seek opportunities for partnerships with State and Tribal Historic Preservation Offices, Tribes, NHOs, and other interested parties and organizations to improve and expand the quality, outreach, and accessibility of their virtual tools and programs.*

APPENDIX

List of Agencies Reporting

Agency Section 3 Reports Submitted, 2004-2023

KEY	
Y	Draft or final report filed by publication of Report to President
*	Agency notified the ACHP that the provisions of Section 3 of EO 13287 did not apply to them because they did not own real property
◆	Agency notified the ACHP that they will no longer file individual agency progress reports, but their information will be included in their parent department/agency progress report

Executive Branch Department/Agency	2004 base	2005	2008	2011	2014	2017	2020	2023
Armed Forces Retirement Home (AFRH)		Y		Y	Y	Y	Y	
Agriculture, Department of (USDA)								
Agricultural Research Service (ARS)	Y							
Forest Service (USFS)	Y	Y	Y	Y			Y	Y
Farm Service Agency (FSA)	Y	Y						
Natural Resources Conservation Service (NRCS)	Y	Y	Y	*				
Rural Development (RD)	Y	Y	*	*				
Commerce, Department of (DOC)			Y	Y				
National Oceanic and Atmospheric Administration (NOAA)	Y	◆	◆	◆		Y	Y	Y
National Institute of Standards and Technology *(NIST)						Y	Y	Y
Defense, Department of (DOD)	Y		Y		Y	Y	Y	Y
United States Army Corps of Engineers (COE)				Y	Y	Y	Y	Y
Energy, Department of (DOE)	Y	Y		Y			Y	Y
Environmental Protection Agency (EPA)	Y	Y	Y	Y	Y	Y		Y
Federal Energy Regulatory Commission (FERC)	Y							
General Services Administration (GSA)	Y	Y	Y	Y	Y	Y	Y	Y

Executive Branch Department/Agency	2004 base	2005	2008	2011	2014	2017	2020	2023
Health and Human Services, Department of (HHS)	Y	Y	Y	Y	Y			Y
Homeland Security, Department of (DHS)	Y	Y	Y	Y	Y	Y	Y	Y
Federal Law Enforcement Training Center	Y	◆	◆	◆				
Housing and Urban Development, Department of (HUD)	Y							
Interior, Department of the (DOI)								
Bureau of Indian Affairs (BIA)	Y	Y	Y	Y	Y			
Bureau of Land Management (BLM)	Y	Y	Y	Y	Y	Y	Y	Y
Bureau of Reclamation (BOR)	Y	Y	Y	Y	Y	Y	Y	Y
Fish and Wildlife Service (FWS)	Y	Y	Y	Y	Y	Y	Y	Y
National Park Service (NPS)	Y	Y	Y	Y	Y	Y	Y	Y
U.S. Geological Survey (USGS)	Y	Y		Y	Y	Y	Y	Y
International Boundary and Water Commission (IBWC)						Y	Y	Y
Justice, Department of (DOJ)	Y	Y	Y	Y				
Federal Bureau of Prisons (BOP)	Y	Y	◆	◆	Y	Y		
Labor, Department of (DOL)	Y	Y	Y	Y		Y	Y	Y
National Aeronautics and Space Administration (NASA)	Y	Y	Y	Y	Y	Y	Y	Y
National Archives and Records Administration (NARA)	Y	Y						
Presidio Trust								Y
State, Department of (DOS)	Y							
Tennessee Valley Authority (TVA)	Y			Y	Y	Y	Y	Y
Transportation, Department of (DOT)								
Federal Aviation Administration (FAA)	Y	Y	Y	Y	Y	Y	Y	Y
Federal Highway Administration (FHWA)	Y							
Federal Railroad Administration (FRA)								Y
Maritime Administration (MARAD)			Y	Y	Y	Y	Y	Y
Surface Transportation Board (STB)	Y							
Treasury, Department of	Y	Y	Y	Y	Y	Y		Y
Bureau of Engraving and Printing	Y	Y						
Veterans Affairs, Department of (VA)	Y	Y	Y	Y	Y	Y	Y	Y
U.S. Postal Service (USPS)	Y	Y	Y	Y	Y	Y	Y	Y

Acronyms and Abbreviations

ACHP	Advisory Council on Historic Preservation
AFB	Air Force base
AHC	Alabama Historical Commission
BIL	Bipartisan Infrastructure Law
BLM	Bureau of Land Management
BPA	Bonneville Power Administration
BOR	Bureau of Reclamation
CFR	Code of Federal Regulations
CHIF	Cultural Heritage in the Forest
CHIPS	Creating Helpful Incentives to Produce Semiconductors
CRMS	Cultural Resource Management System
DAF	Department of the Air Force
DHS	Department of Homeland Security
DoD	Department of Defense
DOE	Department of Energy
DOE-ID	Department of Energy Idaho Operations Office
DOL	Department of Labor
EBCI	Eastern Band of Cherokee Indians
EO	Executive Order
EUL	Enhanced use lease
ERIF	Environmental Review Improvement Fund
EVSE	Electric vehicle supply equipment
FAST-41	Fixing America's Surface Transportation Act Title 41

FRA	Federal Railroad Administration
FRTC	Fallon Range Training Complex
FY	Fiscal year
GAOA	Great American Outdoors Act
GIS	Geographic Information System
GPS	Global Positioning System
GSA	General Services Administration
GSFC	Goddard Space Flight Center
IA-ARNG	Iowa Army National Guard
IRA	Inflation Reduction Act
HBCU	Historically Black College or University
HBDR	Historic Building Documentation Resource
HCRATT	Hopi Cultural Resource Advisory Task Team
HVAC	heating, ventilation, and air conditioning
ICBM	Intercontinental ballistic missile
IJA	Infrastructure Investment and Jobs Act
LED	Light-emitting diode
LEED	Leadership in Energy and Environmental Design
LLC	Limited Liability Company
MARAD	Maritime Administration
MCBH	Marine Corps Base Hawaii
MFA	Moffett Federal Airfield
MMIII	Minuteman III
MOU	Memorandum of understanding

NAACP	National Association for the Advancement of Colored People
NASA	National Aeronautics and Space Administration
NCPTT	National Center for Preservation Technology and Training
NCSHPO	National Conference of State Historic Preservation Officers
NHL	National Historic Landmark
NHO	Native Hawaiian organization
NHP	National Historical Park
NHPA	National Historic Preservation Act
NHLPA	National Historic Lighthouse Preservation Act
NIH	National Institutes of Health
NIST	National Institute of Standards and Technology
NMS	National Marine Sanctuary
NMSU	New Mexico State University
NOAA	National Oceanic and Atmospheric Administration
NPLD	National Public Lands Day
NPS	National Park Service
NRC	Nuclear Regulatory Commission
National Register	National Register of Historic Places
SHPO	State Historic Preservation Office
SKC	Salish Kootenai College
SLD 45	Space Launch Delta 45
SOCC	Sustainable Operations and Climate Change

tDAR	The Digital Archaeological Record
THPO	Tribal Historic Preservation Office
TVA	Tennessee Valley Authority
UAC	Urban Archeology Corps
UCF	University of Central Florida
USACE	U.S. Army Corps of Engineers
USC	United States Code
USCG	U.S. Coast Guard
USDA	U.S. Department of Agriculture
USFS	U.S. Forest Service
USFWS	U.S. Fish and Wildlife Service
USGS	U.S. Geological Survey
USIBWC	International Boundary and Water Commission
VA	Department of Veterans Affairs
VAMC	Veterans Affairs Medical Center
VLP	Veterans Legacy Program
WIL	Workplace Innovation Lab

Agency Section 3 Reports Submitted, 2004-2023

<https://www.achp.gov/ofap/section%203>

Referenced Links

36 CFR PART 800

<https://www.achp.gov/digital-library-section-106-landing/section-106-regulations>

ACHP MEMBERSHIP

<https://www.achp.gov/about/council-members>

GUIDANCE ON CLIMATE CHANGE, RESILIENCE, AND SUSTAINABILITY

<https://www.achp.gov/initiatives/sustainability-climate-resilience/climate-adaptation-resilience>

<https://www.achp.gov/initiatives/sustainability-climate-resilience>

INDIAN TRIBES, NATIVE HAWAIIANS AND INDIGENOUS PEOPLES

<https://www.achp.gov/indian-tribes-and-native-hawaiians>

SECTION 106 AND INFRASTRUCTURE PROJECTS

<https://www.achp.gov/section-106-and-Infrastructure-Projects>

HISTORIC PRESERVATION WORKFORCE DEVELOPMENT

<https://www.achp.gov/hpworkforcedevelopment>

PRESERVE AMERICA EXECUTIVE ORDER

<https://www.achp.gov/digital-library-section-106-landing/preserve-america-executive-order-13287>



The recently re-opened Arlington Memorial Bridge, Washington, D.C. Originally built in 1932, the bridge underwent a \$227 million rehabilitation during 2018-2020 extending its lifespan by 75 years. (Kelsey M. Graczyk/NPS)

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Clockwise from top left: Washington Union Station and Columbus Circle, Washington, D.C. (Ron Blunt); CHIF students at Monongahela National Forest participate in the Rohrbaugh Cabin restoration project; The N.S. Savannah docked in Baltimore Harbor, MD (Paul Zeitlin/MARAD); Camp Dodge Pool House in the snow in Johnston, IA (MSG Luke Krier, IAARNG DPW)