PERSPECTIVES ON MANAGEMENT
Installation Level Cultural Resources Management
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I. Introduction & Background:

Cultural Resources Management (CRM) in any setting is the responsibility of the

landowner. In the Department of Defense (DoD), the landowner role is assigned to the

installation Commander. Like any landowner, the installation Commander tends to

concentrate on "making a living" which, in this case, is meeting the given mission of the

installation such as training, force deployment, or other designated activity. CRM is a

responsibility that can be a distracting esoteric exercise to the installation Commander

and others unless it is properly integrated into the overall flow of decision- making in as

seamless and efficient a manner as possible and its purpose is understood to be a part of,

and in the advancement of, the installations' mission.

Why CRM exists dates back to the mid 1960's when government agencies at all levels

were typically uncomprehending of the purpose of historic preservation, leading to

blatant disregard for broader, long term public interests over narrow, short term private or

personal interests. As a result, blunders like the demolition of Pennsylvania Station in

Manhattan in 1964 and threatened construction on top of Grand Central Station in 1965

became a *cause celebre* leading to a series of state historic preservation laws and the

passage of the National Historic Preservation Act of 1966 (NHPA). It is the

determination of eligibility for the National Register of Historic Places (Register), a part

of the NHPA that provides the basic rational for all CRM programs. However, NHPA by

itself does not provide a good incentive for the installation Commander, or anyone else, to actively support a CRM program.

NHPA has become grouped with a spectrum of environmental laws containing reporting and comment opportunity requirements within most installation environmental offices. To assure appropriate federal action for public notification and comment (i.e., transparency in decision making) the National Environmental Policy Act of 1969 (NEPA) was passed as an umbrella statute that provides a process very similar to NHPA for review of federal undertakings. NEPA is the fundamental system for keeping an organized and synchronized federal project review. However, the NEPA review and reporting system, like NHPA, does not meet all of the needs of a successful CRM program. A successful CRM program efficiently meets both basic legal requirements and advances public awareness and education on the importance of cultural resources and historic properties held in trust by the installation.

II. Summary of Findings and Issues

The management of cultural resources within an installations' primary mission involves goals that occasionally may appear to be contradictory such as: (1) the need for new and improved infrastructure or training to meet current or anticipated mission objectives (i.e., change); versus (2) the preservation and interpretation of cultural resources (i.e., no change)

Successful CRM may be measured by how well the program resolves these seeming

contradictions, thus allowing the maximum amount of (2), which promotes the maximum

amount of support for (1).

The keys to achieving CRM success are:

(A) having the necessary and sufficient data obtaining to (1) and (2) above, and combining the data into a coherent body of information promoting B_1 and B_2 below;

(B_1) efficient communication among relevant DoD staff; and,

(B_2) consultation with Stakeholders and the general Public to achieve levels of mutual understanding while providing the Public (including soldiers, sailors, airmen, marines, and their families) with a connection to the past, an understanding of society and an appreciation of military tradition.

A. Necessary and Sufficient Information

The installation bears the responsibility for gathering all necessary data on its cultural

resources for proper management, but a CRM program must go beyond simple data

collection to be successful. For instance, identification of cultural resources that may be

subjected to mission effects is a necessary condition, but identification is not sufficient to

complete evaluations for the Register. Similarly, the installation bears responsibility for

consultation and must communicate not only the necessary quantitative data, but also

sufficient information for the Stakeholders to understand the reasons for and the meaning

behind decisions to maintain or not, specific cultural resources on the installation.

Identification of a building as over 50 years of age is not sufficient for making

determinations of eligibility for the Register. It is eligibility for the Register that

underlies decisions for any CRM program and eligibility rests on significance as

measured in meeting Register criteria. Deciding upon significance and eligibility are the first steps in the preservation of a historic property. An installation must make objective decisions about preservation and transparency in its decision making process which reduces later disagreements among its Stakeholders and promotes the preservation of the resource.

Along with the identification of decision making processes the installation historic preservation plan, the Integrated Cultural Resource Management Plan (ICRMP) and/or other historic preservation documents, contain the historic context and locations for cultural resources and other pertinent information. A caveat accompanying the information is that locations of archeological properties, grave sites, and some properties of traditional religious or cultural significance are available "For Official Use Only" (FOUO) and are not for public release.

A dynamic ICRMP or similar digital document (e.g., files linked to databases or other files, graphs, pictures) capable of being changed with new or updated information rather than a static paper document is one suggested advancement for CRM. As with any ICRMP, it should provide sufficient background information to support installation determinations of eligibility against which determinations of project effects and alternatives.   Integration of determinations of eligibility, project effects and alternatives into installation decision making processes as a part of a similarly conceived Integrated Master Plan (IMP) is the most difficult part of the plan to achieve. Success or failure of a CRM program may depend on whether an ICRMP is effectively integrated into the IMP.

Success may be measured by the ability of the Master Planner and others to access

required cultural resource information held in the ICRMP through an IMP and that the

information meets planning needs.

To the degree a cultural resources program exists without an ICRMP or Master Planning

exists without an IMP then the functioning of the cultural resources program (or Master

Planning) must rely solely on the experience and institutional knowledge of one or two

key individuals working together harmoniously for proper decision making on a project

by project basis.

B$_1$ Efficient Communication

World wide, efficient communications have increased dramatically over a number of

years with the use of digital technology, including the advent of email and web-based

technologies that supplement and supplant telephone and hard copy mail services.

Various computer programs are in routine use throughout DoD including text editors,

spread sheets, relational data bases, drawing or photo editors, computer aided design and

drafting (CADD), geographic information systems (GIS), and specialized programs only

found within DoD and accessible by a limited number of DoD personnel with appropriate

clearance and need. The functionality and interoperability of most software, even

commercial-off-the-shelf, is never fully utilized by the vast majority of users. Specific

programs aside, what is communicated and the format of communication are generally

not well defined. Storage of information for CRM purposes is often idiosyncratic due to

systems having been being established by individual CR Managers rather than being identified and defined by overarching guidelines or regulations. Therefore, efficiencies that could be derived through clearer data requirements, shared formats, and compatible programs and systems are not fully realized.

In part, the above circumstances are the reason why personnel at higher headquarters cannot simply and routinely query data bases from their desks to rapidly obtain answers to questions on most installation level CRM issues. The other part of why this may not be possible is that the CRM program at the installation is not well developed, perhaps for lack of appropriate personnel with necessary skills, lack of sufficient resources, poor local support for the program, etc. Any or all of these factors may play a role in frustrating efficient communication.

B2. Consultation

Much of the effort of the cultural resources manager (who is often responsible for coordination with Federally recognized Tribes (Tribes) and/or other Native Americans) is devoted to consultation and who may be required to "multi-task" beyond CRM to uphold and maintain consultation, requests for comment, coordination, or whatever else extra-DoD communication is called. Consultation is fundamentally the process of providing sufficient information in a timely fashion, listening with respect without pre-decision and keeping decision making as transparent as possible throughout the process. While the mission of the installation and the best interest of the government remain as priorities, it

does not mean that an adversarial relationship with Stakeholders must exist in the

consultation process. Indeed, the opposite is true.

The significance of cultural resources is such that DoD installations, and the relevant

Stakeholders, are much more likely to arrive at mutually acceptable solutions to potential

impacts to cultural resources. DoD normally does not expend funds on change,

development, expansion, reduction in force, Base Realignment and Closure without good

reason (see 1 above). Stakeholders understand this, and typically wish to assist DoD in

meeting mission requirements while preserving as much as possible the cultural resources

that help provide meaning to the living for the sacrifices and contributions of past

generations (see 2 above).

The cultural resources manager who acts as a Representative is a messenger and may not

speak for the Federal Government. With regard to the Tribes, government-to-

government consultation is the direct responsibility of the installation Commander and

only when the installation Commander becomes directly involved and supportive of

consultation efforts will they succeed, thereby contributing another necessary element for

a successful CRM program. The treatment of cultural resources of at an installation is

directly related to the trust engendered through open and honest discussion of issues and

willingness of the installation to act proactively and supportively of Stakeholder interests

whenever possible.

Modes of consultation are set through regulation, but success is only achieved when the installation communicates with Stakeholders demonstrates that it can be trusted to provide serious consideration to preservation alternatives as required by NEPA, NHPA and other legal mandates. When trust is earned, then time consuming bureaucratic processes may be shortened by simplifying consultation procedures. Similarly, more efficient information transfer can be utilized in improving trust relationships.

As with DoD staff at higher headquarters, there is no reason why Stakeholders at appropriate levels might not view installation CRM information and review installation actions by simply querying the data from the computer on their desk. The "instant review" of installation actions and potential effects to cultural resources would continue to inspire trust and lend greater substance to consultation efforts, which ultimately would provide a better, more effective installation CRM program.

III. <u>Future Research Issues</u>:

Unquestionably, a successful CRM program relies on having professional "boots on the ground" to make reliable recommendations for CRM. But efficient communications that meet both DoD and Stakeholder requirements in today's "Lean Sigma Six," "Total Quality Management," environment (i.e., "doing more with less") demands improvements in the "who, what, when, and how" of information flow and its applications. In particular, the disparate requirements for information as expressed in scores of regulations as handled by the multitude of computer program types from installations to various services with differing missions and circumstances, managed by

individuals with wildly varying levels of professional expertise and computer knowledge

remains a key challenge for DoD. DoD and other Stakeholders would benefit from a

consistent set of information in a web based system that can be used to answer questions

posed by regulation as well as for research. Though web based programs are vulnerable

to the dangers and reliability of the internet, pure desktop programs typically do not

provide the continuity and consistency of communication web based programs can

provide when run in a secure environment.

Bringing together the requirements expressed in the various legal mandates to meet

mission requirements and promote efficiency and transparency within a web based

enterprise system is not a new concept.   In part, the development of dynamic, interactive

and integrated management plans is an important step. An example of one such dynamic

and interactive plan was provided by Johnston, *et al* (2001) with the prototype Dynamic

Integrated Natural Resource Management Plan (DINRMP). The DINRMP was to have

the following principle requirements:

1) Function requirements included support for multiple users with multiple levels of access.
2) Provide standard structure and document content sections common to all INRMPs.
3) Provide installation specific sections.
4) Provide multiple views of the INRMP (summary, management plans, background information, workflow organization, checklists, etc.).
5) Provide ability to cross-reference information to reduce duplication of content including information within the document and referencing to relevant information outside of the document (such as pertinent NEPA and other regulations).
6) Support updating of INRMP contents as per requirements.
7) Provide search capabilities through multiple indices including subject, location, or other filtering criteria.
8) Provide tools for fulfilling procedural requirements of INRMP development (checklists of required content, etc).

    9) Provide graphic user interface via hyperlinks in text, tables, and maps.
    10) Provide access to supporting data (LTER, geospatial, etc).
    11) Support editing/updating and tracking/archiving of changes.
    12) Provide for secure access and system of security notation within application.

The prototype DINRMP, while never implemented, does provide initial direction for future research. Emphasis should shift from desktop to web based service programs and it should be applied not only to natural resources and cultural resources, but should be part of an IMP.

As noted, the DINRMP was a concept that has not been brought into reality, at least not at the level that improves real functionality to the larger decision making system as conceived in installation master planning. There are probably some good examples of small scale working systems; however, simple piecemeal adoption by individual installations is inefficient and does not meet requirements for real integration in decision making. It is time for DoD to examine working systems and establish an overall system with flexible but uniform standards providing direction for information and organization within the services CRM activities, and probably other programs as well.

In taking the suggested steps, recognition of the purpose of end products of the various DoD CRM programs should not be lost. Responding to legal mandates like NHPA provides the springboard for true public awareness and education of DoD cultural resources assets. The conservation or preservation of cultural resources assets not only results in better sustainability of a given installation, it also helps installation consultation efforts by communicating concrete examples of installation cultural resources

stewardship efforts. Heightened public awareness and education efforts assist people who live in or near such assets, in maintaining continuity with proud military traditions, promoting a greater national awareness of the value of the installation and their central importance in the role of the military in the defense of the country. Given the significance of historic preservation, it is suggested that improving and expanding public awareness and education activities be given greater consideration within DoD, even without a specific legal or regulatory requirement.

    IV. <u>Conclusions</u>:

Better communications through the expanded, structured and integrated use of web based computer programs, especially enterprise GIS, will increase efficiency, smooth reporting and analysis efforts as defined within an ICRMP or similar historic preservation document. Consultation based on systems accessible by Tribes and other Stakeholders will make for more transparent decision making and foster trust in installation CRM. Though this concept has been approached before, it should be taken to completion throughout DoD. Root information upon which decision making is based, such as significance derived through objective and quantitative measures as applicable, must be pursued and made available through the system to the Stakeholders.

An attempt to achieve a dynamic and interactive ICRMP should be pursued while care must be taken in developing and implementing such systems to assure critical themes within the historic contexts of installations and their historic properties are not lost or given too little consideration.

With secure, complete, and thorough dynamic ICRMP's, a good installation CRM

program can then confidently focus more on supporting public awareness and education

efforts. Providing the public with information illustrating the importance of historic

properties on an installation yields enhanced meaning to the value of the installation and

supports DoD through increased favorable public perception of its mission.

V. <u>References</u>

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