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NATIONAL HISTORIC PRESERVATION ACT SECTION 106 CONSULTATION WITH NATIVE HAWAIIAN ORGANIZATIONS



ALOHA! WE WILL BEGIN SHORTLY.

TODAY WE WILL BE USING THE CHAT FUNCTION TO RECEIVE YOUR INPUT. PLEASE ENTER YOUR NAME AND ORGANIZATION (IF ANY) TO CHECK IN.

Click on the Chat icon at the bottom of your screen to start using Chat.



NATIONAL HISTORIC PRESERVATION ACT SECTION 106 CONSULTATION WITH NATIVE HAWAIIAN ORGANIZATIONS

HISTORIC HAWAI'I FOUNDATION

NATIONAL PARK SERVICE

DEPARTMENT OF THE INTERIOR OFFICE OF NATIVE HAWAIIAN RELATIONS

13 NOVEMBER 2020



HISTORIC HAWATION FOUNDATION

A statewide non-profit advocacy organization, **Historic Hawai'i Foundation** encourages the preservation of historic buildings, sites, structures, objects and districts relating to the history of Hawai'i.

We help people save Hawai'i's historic places.

www.HistoricHawaii.org





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





The **Office of Native Hawaiian Relations** was established by Congress in January 2004 to carry out the Secretary of the Interior's responsibilities for Native Hawaiians and the Hawaiian Home Lands Trust.

The Office serves as the liaison with the Native Hawaiian community and coordinates with the Department and its bureaus on actions that affect Native Hawaiian resources, rights, and lands.





The **State Historic Preservation Division** (SHPD) of the Department of Land and Natural Resources (DLNR) works to preserve and sustain reminders of earlier times which link the past to the present. SHPD's three branches, History and Culture, Archaeology, and Architecture, strive to accomplish this goal through a number of different activities.





Koʻolaupoko Hawaiian Civic Club is a non-profit community organization dedicated to perpetuating the Native Hawaiian culture, advocating for care of 'āina and wai, and strengthening our families and community. Our membership is comprised of Native Hawaiians and "Hawaiians at heart" and is open to anyone interested in supporting cultural, educational and service programs in the Koʻolaupoko area on the Windward side of Oʻahu.



ABOUT THIS COURSE

R

Purpose and framework of the NHPA Section 106 review process

Four step process to implement Section 106

Consultation purpose, tips and best practices

Advice for those involved in preservation activities



Interaction

Chat Box: use the chat box to ask a question at any time. We will address questions after the presentation is finished.

Interactive Polling: use your mouse to select your answer to multiple choice questions.



Knowledge Check 1

Please indicate your affiliation or primary interest in the Section 106 process.

Select all that apply.

- Native Hawaiian Organization
- Federal Agency
- State or Local Government
- Community or Preservation Organization
- Preservation Professional Contractor
- Public or Community Interest
- Applicant for Federal License/Permit/Funding



NATIONAL HISTORIC PRESERVATION ACT - SECTION 106

Requires Federal agencies to take into account the effects of their undertakings on any district, site, building, structure or object that is included or eligible for inclusion in the National Register; and to

Afford the Advisory Council on Historic Preservation a reasonable opportunity to comment.





NHPA SECTION 106 PROCESS (36 CFR 800)

0 N S U A 0 N

1. **INITIATE** the process

- Determine undertaking
- Notify SHPO

- Identify NHOs and Other Consulting Parties
- Plan to involve the public
- 2. **IDENTIFY** historic properties
 - Determine APE
 - Identify historic properties
- Consult with SHPO, NHOs, and Other Consulting Parties
- Involve the public

Undertaking with potential to cause effects?

YES

NO

Process complete

Historic properties present & affected?

YES

NO

Process complete

- 3. ASSESS adverse effects
 - Apply criteria of adverse effect
- **Consult** with SHPO, NHOs, and Other Consulting Parties
- Involve the public

Historic properties adversely affected?

YES

NO

Process complete

- 4. **RESOLVE** adverse effects
 - Avoid, minimize, or mitigate adverse effects
 - Notify ACHP

- Consult with SHPO, NHOs, and Other Consulting Parties
- Involve the public

Agreement (MOA/PA) or Program Comment

Process complete; Implement agreement



CONSULTATION 36 CFR PART 800 16(F):

Consultation is the process of:

- seeking,
- discussing, and considering the views of other participants, and, where feasible,
- seeking agreement with them

on matters arising in the Section 106 process



REQUIREMENTS OF AGENCIES

36 CFR Part 800.6 (a)

The agency official shall consult with the State Historic Preservation Officer/Division and other consulting parties, **including Native Hawaiian Organizations**, to develop and evaluate alternatives or modifications to the undertaking that could:

Avoid,

Minimize, or

Mitigate

adverse effects on historic properties.



Consultation with Native Hawaiian Organizations

- The Section 106 process offers the opportunity for NHOs to advocate on their own behalf regarding the preservation of their historic and traditional cultural places.
- The NHPA requires that, in carrying out the requirements of Section 106, each federal agency must **identify** and **consult** with any Native Hawaiian organization that attaches religious and cultural significance to historic properties that may be affected by the agency's undertakings.
- ★Knowing whether important and significant cultural places may be present and relating that information to a federal agency is essential, keeping in mind confidentiality concerns.



NATIVE HAWAIIANS

In 1992, the NHPA was amended to clarify the roles of Indian tribes and Native Hawaiian organizations in the federal preservation program.

- Properties of religious and cultural significance to Native Hawaiian organizations may be eligible for listing in the National Register of Historic Places; and
- Federal agencies are required to consult with any Native Hawaiian organization that attaches religious and cultural significance to historic properties that may be affected by an undertaking.







NATIVE HAWAIIANS

The NHPA and 36 CFR Part 800.16(s) define "Native Hawaiian organizations" and "Native Hawaiian":

- (1) Native Hawaiian organization means any organization which
 - serves and represents the interests of Native Hawaiians;
 - has as a primary and stated purpose the provision of services to Native Hawaiians; and
 - has demonstrated expertise in aspects of historic preservation that are significant to Native Hawaiians.
- (2) **Native Hawaiian** means any individual who is a descendant of the aboriginal people who, prior to 1778, occupied and exercised sovereignty in the area that now constitutes the State of Hawai'i.















Strategies: Preparing for Section 106 Consultation



SUCCESSFUL CONSULTATION

AGENCY INFORMATION

In order to participate effectively in the federal decision-making process, Section 106 participants must be well informed.

- Federal agencies needs to provide <u>appropriate and relevant information</u> with consulting parties and opportunities for broader public outreach have been explored.
- The federal agency needs to provide <u>quality information in a clear, complete,</u> and timely manner, and make consulting parties aware of project timelines, milestones, agency obligations, limitations, and scope.

This also helps guard against unrealistic expectations regarding agency responsibilities and what it can and cannot do.



SUCCESSFUL CONSULTATION

AGENCY TIMING

The development of an MOA should happen only <u>after</u> the federal agency, through consultation with the SHPO, NHOs, and other consulting parties (including applicants, local governments, and the ACHP if participating), has <u>completed earlier steps</u> to establish the APE, identify historic properties, assess the potential effects of its undertaking on them, and determine that its undertaking may adversely affect a historic property.

Agencies should not present a draft agreement document until the broad outlines of the stipulations have been developed.

Premature drafts can have a chilling effect on effective consultation and do not convey good faith efforts to consult.



SUCCESSFUL CONSULTATION

AGENCY PROPER SEQUENCE

Successful consultation adheres to the <u>proper sequence</u> of steps in the Section 106 review process.

Keep in mind that the Section 106 process begins with a broad range of possibilities that are refined through consultation to reach a focused resolution.





STRATEGIES: PREPARING FOR CONSULTATION

Before federal undertakings are initiated and formal consultation begins, there are strategies NHOs and other Consulting Parties can use to prepare:

- Be known Let government agencies know about your NHO and provide a point of contact and means to communicate (email, phone, mailing address)
- Establish relationships Get to know government agencies and staff; agencies should introduce themselves and have dialog with consulting parties.



Office of Native Hawalian Relations

About Programs Native Hawaiian Orgs Cultural Protection HHL Trust



Native Hawaiian Organizations

Native Hawaiian Organization Notification List

All (Complete List) (PDF) Updated: August 23, 2019

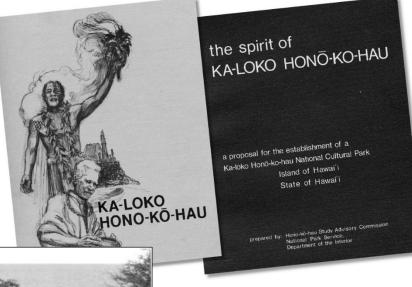
The above hyperlink provides a PDF version of the Department's Native Hawaiian Organization Notification List.
If you are a Federal or State agency, a private entity complying with consultation requirements pursuant to
Federal law, or a Federally listed Native Hawaiian Organization, you may contact the Office of Native Hawaiian
Relations to obtain an Excel version of the List. Please be sure to check periodically for updates which are
reflected with the date indicated above.



STRATEGIES: PREPARING FOR CONSULTATION

- Identify & understand Know and document the sites and resources important to your NHO
- Develop a Management Plan A plan or strategy lets your NHO communicate effectively with others
- Be aware Sign up for e-alerts or follow public notices for proposed federal actions.

The "Spirit of Kaloko-Honokōhau" report was instrumental in the establishment of the National Historical Park in 1978. Courtesy NPS.





Āhole Holua Complex, South Kona, Hawai'i Island. Photo from NR nomination.



Knowledge Check 2

Question

A federal agency is preparing for a Section 106 consultation. A member of the agency staff is Native Hawaiian. The agency's project manager can use discussions about the undertaking with the staff member to satisfy the requirement to consult with Native Hawaiian organizations.

True or False?



Knowledge Check 2

Answer

A federal agency is preparing for a Section 106 consultation. A member of the agency staff is Native Hawaiian. The agency can discuss the project with the staff member in order to satisfy the requirement to consult with Native Hawaiian organizations. True or False?

FALSE

While the staff member may have valuable insight, advice and guidance for the agency, internal conversations among staff do not constitute consultation with Native Hawaiian Organizations.

The agency needs to make a good faith effort to identify all NHOs and others with an interest in the undertaking and make affirmative efforts to contact, communicate and consult.

Strategies: Consulting During the Section 106 Process



Step 1: Initiating the Section 106 Process



If the federal agency determines that a proposed action is an "undertaking," it identifies who should participate in the review.

Consulting parties include:

- State Historic Preservation Officer/Division
- Native Hawaiian Organizations
- Applicant for Federal Assistance
- Historic Preservation Organizations and other with an interest in the preservation outcome
- Those with a legal or economic interest
- The public
- Advisory Council on Historic Preservation

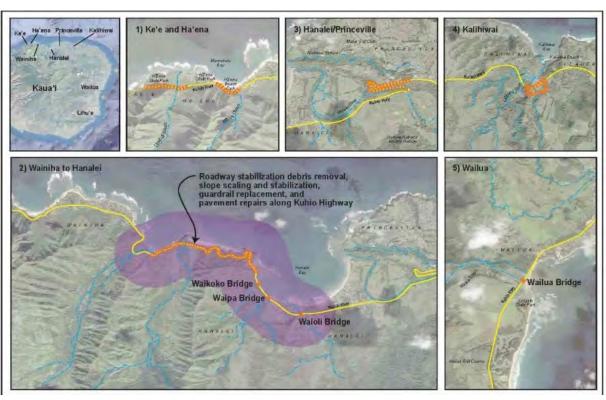
The federal **agency initiates consultation** with the identified consulting parties.



STEP 1: STRATEGIES FOR SECTION 106 INITIATION

- Be prepared to respond
- Understand the scope and Area of Potential Effect of the undertaking





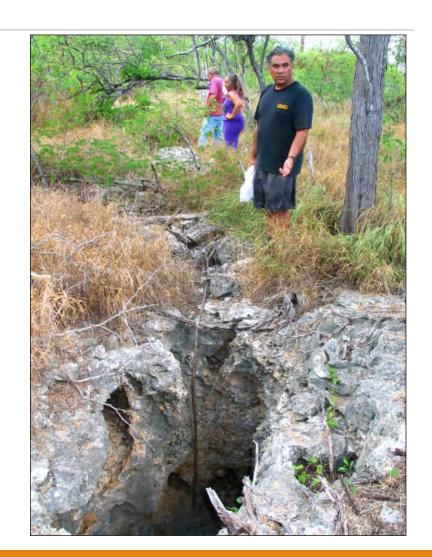
Kaua'i Road Repairs Project Location and APE Maps. Courtesy FHWA.



STEP 1: STRATEGIES FOR SECTION 106 INITIATION

- Determine if historic properties will be affected by the undertaking
- Understand the purpose and limitations of Section 106 consultation







Step 2: Identifying & documenting historic properties



The federal agency identifies the historic properties that could be affected by the proposed undertaking.

The agency **continues consultation** with the SHPO, NHOs and other consulting parties.



STEP 2: IDENTIFYING & DOCUMENTING HISTORIC PROPERTIES SPECIAL EXPERTISE

During a Section 106 review when an NHO has indicated that properties of cultural and religious significance to them may be present within the APE, the federal agency <u>must consult</u> them and lacks the discretion to deny such a request.

Section 106 further requires that federal agencies acknowledge <u>NHO special</u> expertise in assessing the National Register eligibility of historic properties that may possess religious and cultural significance.

** Federal agencies are obligated to consider information from NHOs regarding historic properties of religious and cultural significance to them.



What a Cultural Resource professional might see



Habitation

A cultural resource professional may see items that could be part of a habitation site with remnants and artifacts

Trail

A cultural professional might see a trail through the site and may look for additional information concerning the feature

Petroglyph

A cultural professional might see a petroglyph or petroglyphs



What a Native Hawaiian might see



Wahi Pana

Storied places marked by geological features and view planes

Footpath

Footpath as part of a network of trails and places with historical or cultural traditions

Anchialine Pond

Anchialine ponds/springs with traditional cultural significance

Burial

Important burial caves or sites to the families

Petroglyph or petroglyphs



STEP 2: IDENTIFYING & DOCUMENTING HISTORIC PROPERTIES

CONFIDENTIALITY

Section 304 of National Historic Preservation Act states that:

- (a) The head of a Federal agency, or other public official receiving grant assistance pursuant to this division, after consultation with the Secretary [of the Interior], shall withhold from disclosure to the public information about the:
 - location,
 - character, or
 - ownership

of a historic property if the Secretary and the agency determine that disclosure may:

- (1) cause a significant invasion of privacy;
- (2) risk harm to the historic property; or
- (3) impede the use of a traditional religious site by practitioners.



STEP 2: IDENTIFYING & DOCUMENTING HISTORIC PROPERTIES

CONFIDENTIALITY

Information about the character of a property is that which refers to

- its physical features
- setting
- age
- use
- purpose, or
- contents, such as artifacts.

Ownership is restricted as this knowledge could help locate the historic property or could result in unwelcome intrusion or attention.

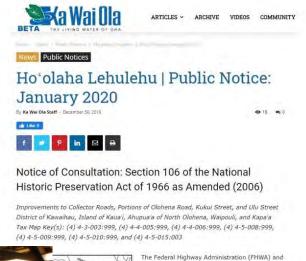
The protected information is not only textual but can also include maps, photographs, electronic media, and other images.



Step 2: Strategies for Consulting on Identification

- Communicate effectively –
 Provide information about the historic property in the context of National Register criteria and terminology from Section 106 regulations.
- Be timely meet submission deadlines and provide written comments when possible.
- Be mindful Consulting parties may have different or opposing agendas; especially for large or complex undertakings.





The Federal Highway Administration (FHWA) and the County of Kaua'i Department of Public Works ("County") would like to update a notice that was published on August 1, 2019, regarding consultation under Section 106 of the National Historic Preservation Act (NHPA) of 1966, as amended (2006) for this project. The project proposes to rehabilitate and resurface roadways.

rticipants are requested to contact Mr. Joel Bautista, DPW Project email at jbautista@kauai.gov, or by US Postal Service to County of ment of Public Works, Engineering Division, 4444 Rice Street, Suite HI 96766-1340. Please respond by January 31, 2020.



Knowledge Check 3

Question

The federal agency hires an archaeologist to identify properties that meet the criteria for listing on the National Register of Historic Places. The archaeology report states that while there are a few features in the APE, the area was previously disturbed and the features have lost historic integrity and are no longer eligible for listing.

The agency can proceed with the undertaking confident that no historic properties will be affected.

True or False?



Knowledge Check 3

Answer

The federal agency hires an archaeologist to identify properties that meet the criteria for listing on the National Register of Historic Places. The archaeology report states that while there are a few features in the APE, they have lost historic integrity and are no longer eligible for listing. The agency can proceed with the undertaking confident that no historic properties will be affected. True or False?

FALSE

The federal agency needs to seek concurrence from SHPD and should provide the results of its research to consulting parties, and must also consult with NHOs to determine if the area includes any properties of religious and cultural significance to Native Hawaiians.



Step 3: Assessing Effects on Historic Properties



The federal agency determines how historic properties might be affected by the project and whether any of those effects would be considered adverse.

The agency does so in consultation with SHPD, NHOs and other participants in the review process.

Note that there are time frames at certain points in this step, so responding within those time frames is critical to ensure comments are considered.



STEP 3: STRATEGIES FOR ASSESSMENT OF EFFECTS

- Preservation Management Plan –
 Helps the federal agency, SHPO, and
 ACHP understand how the undertaking
 may pose adverse effects
- Be proactive Language used by the federal agency should reflects the NHO's views or understanding
- Disagreements & Appeals Section 106 defines the process and if needed, be prepared to accurately document the disagreement to the federal agency, SHPO, and ACHP





I Ola Kanaloa! Plan for Kanaloa Kaho'olawe, courtesy Kanaloa 2026 Working Group

Step 4: Resolving Adverse Effects



The federal agency, SHPD, NHOs and consulting parties work to **reach agreement on a resolution**.

- the agency explores measures to avoid, minimize, or mitigate adverse effects to historic properties; and
- reach agreement with the SHPO (and the ACHP if participating), NHOs and other consulting parties on measures to resolve the adverse effects.

Note that the regulations do not impose timeframes for this part of the process.



STEP 4: STRATEGIES FOR RESOLVING EFFECTS

- Prioritize Seek out the best outcomes for historic properties: avoid, minimize, mitigate
- Dialog Respectful engagement can yield better results and avoid misunderstandings
- Clarity Insist MOA or PA stipulations are clear and understandable
- Monitor Keep track of draft agreement documents and that agreedupon actions are accurately recorded





Knowledge Check 4

Question

The federal agency is developing an MOA to resolve effects.

A stipulation reads: "An archaeological monitoring program shall be submitted to SHPD for review and approval prior to implementation."

This stipulation is sufficient to address effects from ground disturbing activities.

True or False?



Knowledge Check 4

Answer

The federal agency is developing an MOA to resolve effects. A stipulation reads: "An archaeological monitoring program shall be submitted to SHPD for review and approval prior to implementation." This stipulation is sufficient to address effects from ground disturbing activities. True or False?

FALSE

The Stipulation needs to answer key questions: WHO will do WHAT by WHEN using WHICH STANDARDS and HOW it will be evaluated or completed. Use ACTIVE VOICE.

Strategies: Post-Agreement & During Project Implementation



REVIEW OF POST-REVIEW DISCOVERIES

36 CFR Part 800.13

Section 106 regulations provide that signatories to a MOA or PA may agree to stipulations regarding the **discovery of previously unidentified historic properties or unanticipated effects** to historic properties during the implementation of an undertaking.

Such stipulations typically provide for:

- stoppage of work,
- notification of signatories and other concurring parties,
- consultation on assessing the historic property or mitigation of adverse effect,
- a decision document, and a
- process for implementing any corrective actions.



Strategies During Project Implementation

- Be prepared Some projects are complex and take many years complete. Be prepared to monitor and see it through.
- Seek clarification Government agencies should be following the MOA or PA stipulations.
 Seek status reports if they're not provided. Hold agencies accountable.
- Document Keep copies of documents (notes, letters, etc.). They may be of value should disputes arise





CASE STUDY: Hawai'i **VOLCANOES N**ATIONAL PARK **ERUPTION** 2018





Collapse Event at Kilauea Volcano's Summit July 5, 2018

Video from the U.S. Geological Survey Hawaiian Volcano Observatory











Naturalist Building, Lecture Hall, Geo-chemical and HVO Office, Comfort Stations ca. 1930

Right: former Lecture Hall, now Jaggar Museum, 2018.



Revised Disaster / Recovery Effected Resources / Cultural Sites:

Archeological, Cultural Landscapes, Roads, Historic Structures and Ethnographic resources within the Kīlauea Summit Area
"X" signifies potential for effect to known resources, based on current design concepts and proximity to resource.

Hawai'i Volcanoes National Park, Hawaii National Park, HI.

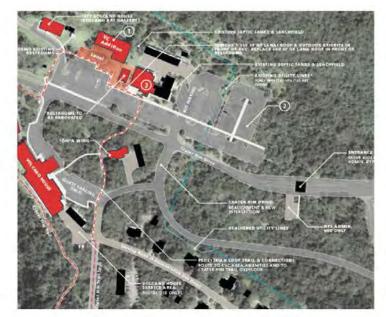
Resource name	Reference / citation	NR Status / Date State Register / Date	State Site Number 50-10-52-	Actions within the Crater Rim Historic District Uēkahuna Summit and Crater Rim Drive entry point APE = 2.5 ac	Actions within Kilauea Administration and Employee Historic District APE = 3 ac	Actions within the Kilauea Military Camp Historic District APE = 2.85 ac
Crater Rim Drive and Crater Rim Historic District CLI	NR Nomination Draft Christenson / Frey -2015; Crater Rim Drive Historic Road Inventory 2005; Crater Rim Drive Historic District CLI 2006	DOE – 1996, 2015 State of Hawaii Register / 2015	-09059	X		
Kīlauea Crater National Register Nomination	National Register Nomination for Religious and Scientific uses.	NR Listed 197 4 – No.74000291	-05502	X		
Kilauea Summit (Uēkahuna) / Pelehonuamea TCP (Not Started)	Traditional cultural practices related to Pelehonuamea and her relatives Kamohoali'i, Hi'iakaikapoliopele and among others.	Existing NR nomination references this information, but only the area below the rim is included in the NR nomination.		X		
Hawaiian Volcano Observatory and Geo Chemical Building (aka	Crater Rim Drive Road nomination – documentation by Frey – 2014; Crater Rim Drive Historic District	DOE: 1996 SHPD concurrence: 2006		X		

Photos courtesy NPS 52













National Park Service
U.S. Department of the Interior

Hawai'i Volcanoes National Park May 2020



Hawai'i Volcanoes Disaster Recovery Project

Civic Engagement Summary and Comment Analysis Report



Photograph credits: Left - NPS photo by J. Ferracane; Top Right - USGS photo; Bottom Right - USGS photo.



HAWAII NEWS

Hawai'i Volcanoes Park weighs larger role for Native Hawaiians

By Christie Wilson - Oct. 12, 2020

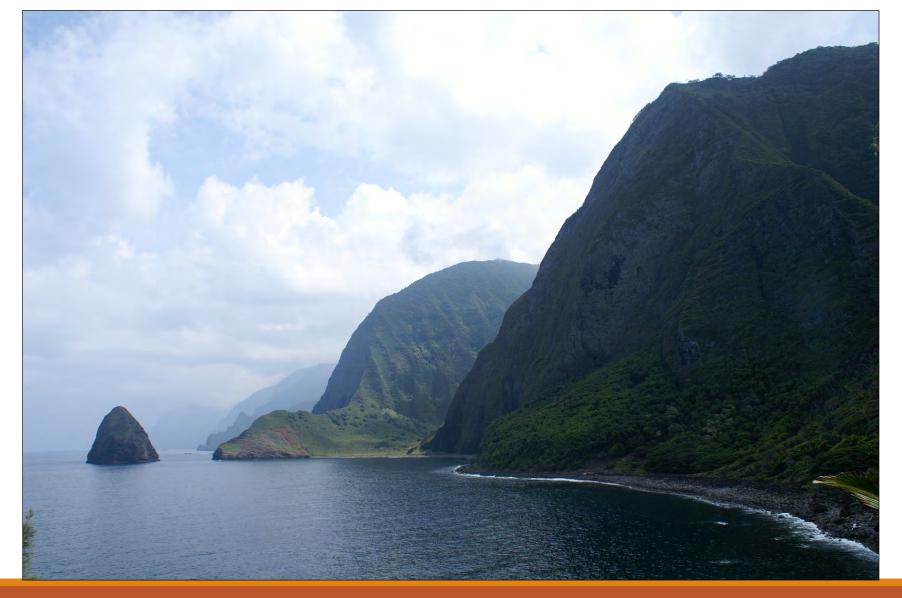


PANEL DISCUSSION





AUDIENCE QUESTIONS





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2021 SEMINARS

January 2021

Identification of Historic Properties & the National Register of Historic Places

March 2021

Standards & Guidelines for the Treatment of Historic Properties

May 2021

Native American Graves Protection and Repatriation Act & Hawai'i Burial Protection Statutes

RESOURCES AT WWW.ACHP.GOV

Participants in the Section 106 review process may find the ACHP's classroom, webinar, and other e-Learning training courses helpful for more in-depth knowledge of the process, roles, and responsibilities.

https://www.achp.gov/training

- Policy Statement on the ACHP's Interaction with Native Hawaiian Organizations
- Consultation with NHOs in the Section 106 Process: A Handbook
- Guidance for Indian Tribes and NHOs: What to Ask Federal Agencies in the Section 106 Process
- NEPA-NHPA Section 106 Handbook
- Legal Comparison of NAGPRA-ARPA-Section 106
- ACHP Citizens' Guide to the Section 106 Process



MAHALO FOR SUPPORTING THE PROGRAMS AND ACTIVITIES OF HISTORIC HAWAI'I FOUNDATION

E-NEWSLETTER SIGN-UP

https://historichawaii.org/newsletter-signup/

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