

Navy Shipyard Infrastructure Optimization Program
National Historic Preservation Act Program – Nationwide Programmatic Agreement
Cisco WebEx Conference Call/Online Consultation Meeting #2
Meeting Summary
1500-1636 hrs EST
July 16, 2020

PARTICIPANTS:

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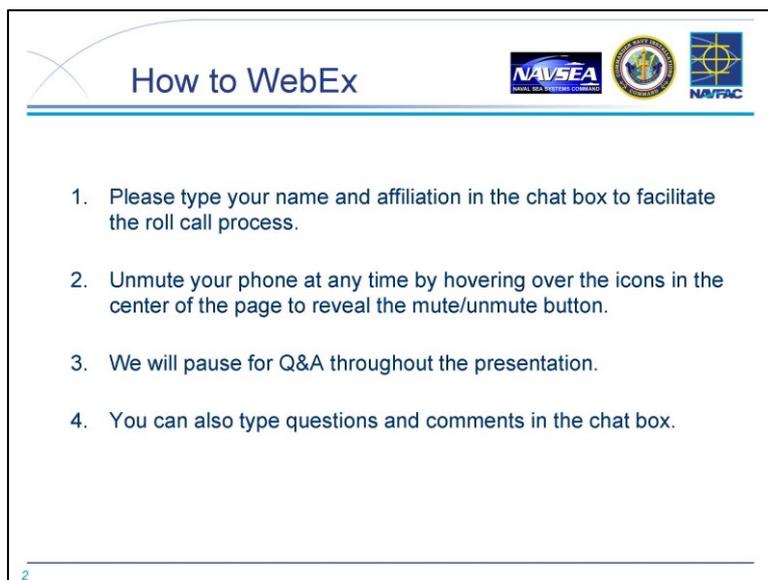
Login & Roll Call

1500-1503

Attendance confirmed through online log-in and roll call by agency.

Slide 2: How to WebEx

1503-1504



How to WebEx

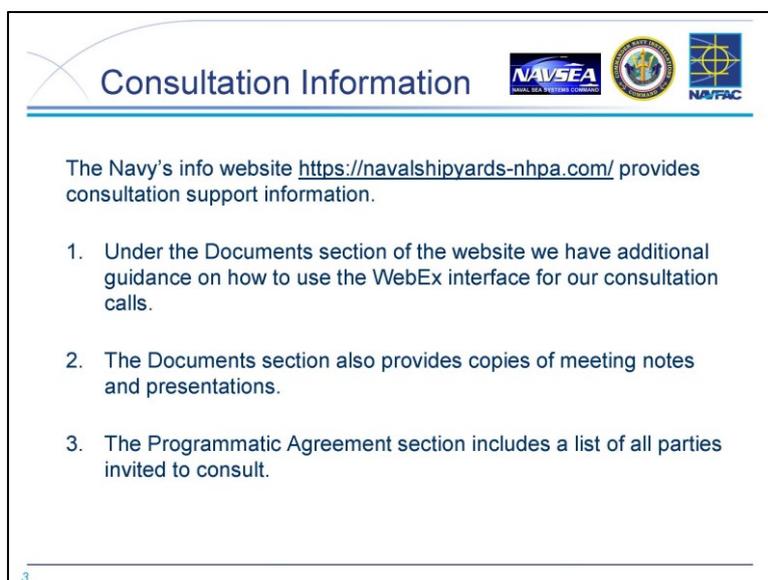
1. Please type your name and affiliation in the chat box to facilitate the roll call process.
2. Unmute your phone at any time by hovering over the icons in the center of the page to reveal the mute/unmute button.
3. We will pause for Q&A throughout the presentation.
4. You can also type questions and comments in the chat box.

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Participants were guided through Cisco WebEx meeting functionality to aid in organization and clear communication.

Slide 3: Consultation Information

1504-1512



Consultation Information

The Navy's info website <https://navalshipyards-nhpa.com/> provides consultation support information.

1. Under the Documents section of the website we have additional guidance on how to use the WebEx interface for our consultation calls.
2. The Documents section also provides copies of meeting notes and presentations.
3. The Programmatic Agreement section includes a list of all parties invited to consult.

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Participants were guided through a brief review of the consultation information available on the website for future reference. The Navy's SIOP NPA website is a key consulting party resource for participants. It will be where updates, documents, and meeting minutes are posted as the program develops.

Slide 4: Meeting #2: Topics and Goals

1505-1506

**Meeting #2
Topics and Goals**

Nationwide Programmatic Agreement and Local Management Procedures

- Review the basis and benefits of the NPA/LMP approach to SIOP
- Outline NPA components
- Outline LMP components
- Discuss NPA/LMP consultation process, stakeholders, and schedule

SIOP Planning and Execution Process

- Review mission need and Congressional direction
- Outline SIOP planning requirements
- Describe the Area Development Plan (ADP) process

Integrating preservation planning with SIOP

- Discuss how NPA will frame overarching connections to SIOP
- Discuss LMP development and implementation in support of ADPs
- Discuss periodic reporting and consultations over the life of the program

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The meeting began with a review of the topics and goals to:

- a) Review the NPA and LMPs: How the Navy sees this working for everyone's benefit
- b) Discuss SIOP Planning and Execution Process: Key aspects regarding the engineering and planning processes
- c) Discuss Integrating preservation planning with SIOP: How the NPA and LMPs work together

Slide 5: A Nationwide PA Strengthens SIOP

1506-1510

A Nationwide PA Strengthens SIOP

SIOP is the Navy's business-based infrastructure plan to properly support ship maintenance production, consistent with GAO audit and Congressional requirement.

Goals

- Establish the primary components of the Section 106 consultation process for all SIOP project locations
- Conduct two-tiered engagement to provide consistency at the national level with responsive procedures tailored to local shipyard resources and stakeholders

Benefits

- Leverages national expertise to maximize historic preservation strategies
- Streamlines and standardizes requirements for project reviews
- Reduces fleet maintenance schedule impacts
- Reduces redundancy and lessens workload for SHPOs and other consulting parties

The NPA/LMP framework combines strong, national engagement with consistent local participation at the shipyard level, from the early planning stage through the life of the program.

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The Navy sees the NPA as a very good and responsive way to address shipyard infrastructure demand issues through SIOP, the Shipyard Infrastructure Optimization Plan. It is important to note that SIOP is a Congress-mandated plan to improve shipyard functionality so that the Navy can meet the mission demands for maintaining nuclear vessels. The goals are two-fold:

- 1) to establish a Section 106 framework that applies to all installations; and
- 2) to engage at the national level with responsive procedures tailored to the local shipyard.

The benefit of the NPA is a streamlined framework to integrate historic preservation expertise that reduces operational redundancies and schedule impacts for local fleets.

Question: Mr. Mohny, ME SHPO

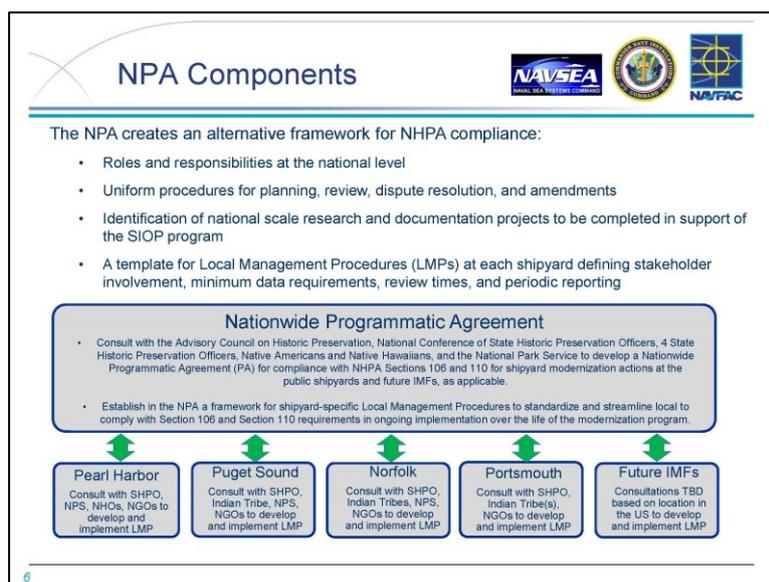
1509-1510

Did the GAO audit address the cultural resource management at the shipyards, and what were its conclusions?

- **Navy response:** GAO talked mostly about the process's efficiency and deficiencies and keeping up with current and future pace. They did observe that historic preservation seems to be an obstacle for this problem or seen as interfering with this requirement. The Navy wants to change that perception. They didn't seem to make much more than an observation, that was unsupported, but had an impact.

Slide 6: NPA Components

1510-1513



This slide was presented at Meeting #1 and is repeated here to reemphasize the key components and organization of the NPA framework. The SIOP NPA is consistent with most NPAs in regard to its:

- a) Roles and responsibilities;
- b) Uniform procedures at the national and local levels; and
- c) Identification of national scale research and documentation projects to support the SIOP program and avoid mitigation.

The NPA also defines procedures at the national level and creates templates for local procedures and protocol that include the stakeholder involvement required for project approvals. There is a very important need to have adequate but finite time periods to assist with reliable project schedules to help with process and implementation. The NPA complies with Section 106 and Section 110 of the National Historic Preservation Act (NHPA).

Slide 7: Local Management Procedures (LMPs)

1513-15##

Local Management Procedures

Primary Components

- Identification of local stakeholders
- Roles, responsibilities, and accountability
- Summary of historic properties, character-defining features, and any future identification requirements
- Review procedures for ADP overall and projects during implementation
- Documentation of agreed measures to avoid, minimize, and mitigate effects at both the installation and individual project levels
- Periodic reporting and updates with consulting parties during the life of the SIOP program

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The primary components of the LMPs were discussed. Key take-aways include the importance of:

- stakeholder involvement to the process;
- clearly defined roles, responsibilities and accountability for Navy personnel;
- potential reassessment/evaluation of historic property eligibility;
- LMP integration with installation-wide Area Development Plans (ADP) LMP;
- consistent documentation; and
- consistent periodic reporting.

LMPs are not static, rather they are working documents that are subject to reviews and updates over time, especially as project progress and more information comes forward. This “working” feature allows for ongoing accountability.

Discussion

1517-1525

Question: Dr. Downer, HI SHPO

1517-1519

Can you clarify the Navy chain of command? Is it the shipyard commander or the Navy regional commander?

- **Navy response:** Each shipyard is unique in terms of resources, ownership function and command structure. The following are the primary point of contacts for each installation:
 - Pearl Harbor: Installation Commanding Officer
 - Puget Sound: Base Commanding Officer
 - Portsmouth: Shipyard Commander/Installation Commanding Officer
 - Norfolk: Shipyard Commander/Installation Commanding Officer

Comments: Dr. Downer, HI SHPO

1519-1522

Understanding command structure is unique to each installation, one of the things we have experienced here [Pearl Harbor], with the change in command, is there continues to be a disconnect between higher levels of command and those who run the shipyard. If we’re relying on the NPA to manage this process, then it is critical that whoever has signature authority understands what they are doing since they have multiple responsibilities. Said person needs to know what’s been established so they don’t inadvertently change things.

- **Navy response:** The NPA is a mechanism to establish protocols to avoid unnecessary changes. The invitation came from the CNIC Commanding Officer Admiral Jackson, so all commanding offers at each installation fall under this chain of command. This process makes it clear and consistent about how to go about implementing the SIOP.

Comments: Dr. Downer, HI SHPO

1522-1523

I understand and believe the NPA/LMPs should have some sort of briefing/training component for the signatory authority at the stations on their responsibilities under this NPA.

- **Navy response:** Yes, briefing/training is included under the NPA/LMP.

Comments: Ms. Brooks, WA SHPO

1523-1524

To follow-up on Dr. Downer’s comment, I want to stress that Commanders need to trust their Preservation Officers as the experts. The cultural resource expert is there to provide their expertise and assist them, not to be a hinderance. That relationship is going to key to making the NPA work.

- **Navy response:** We believe creating this consistent, proactive approach will reinforce and foster this relationship.

Question: Mr. Holma, VA SHPO

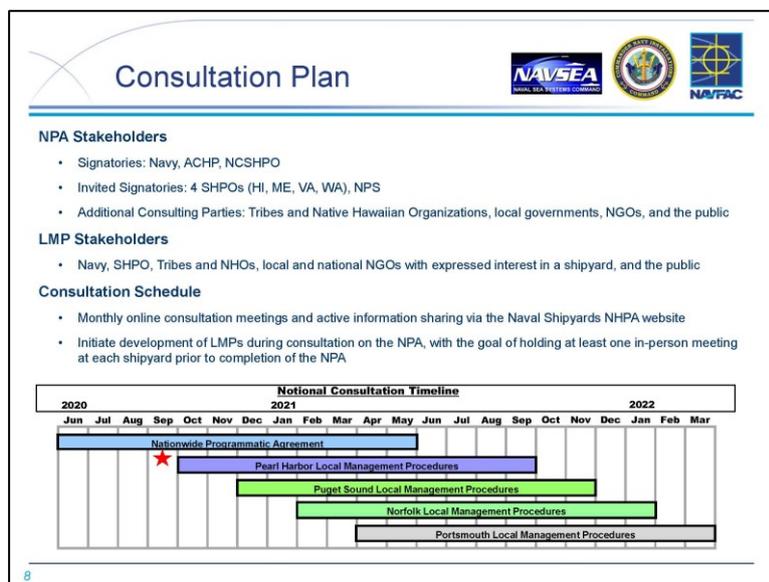
1524-1525

Does the Navy anticipate amending the NPA to include future shipyards coming under SIOP?

- **Navy response:** The impression is that the Navy wants the NPA to provide the mechanism by which local procedures are carried out in the event another shipyard is added. In this regard, there’s no need to rewrite an entire document, an existing one can be edited/revised which is more efficient.

Slide 8: Consultation Plan

1525-15##



The Consultation Plan at this stage has three components: i) NPA Stakeholders; ii) LMP stakeholders; and iii) an overview of their respective consultation schedules. The current Consultation Schedule has the third meeting scheduled for next month; an invite for the third meeting will be sent soon after this meeting. Nearly one hundred consulting parties (CPs) from all over the county have been invited to participate in the SIOP NPA; positive responses are forthcoming. The non-Navy participants on this call are considered the “Lead CPs” and will have input on the content of the NPA.

The Navy is on schedule to provide a draft of the NPA by September. While the NPA is under draft, the LMP at Pearl Harbor will begin in order to inform the NPA; other installations will follow. Consultation session will remain virtual while COVID restrictions are in effect. All consultation meetings will involve the local CPs for each installation. The Navy hopes to have a rough draft of the NPA that can be shared with the lead CPs at the LMP consultation meetings.

Discussion **1530-1537**

Question: Ms. Brooks, WA SHPO **1530-1532**

How many CPs are you thinking will be involved?

- **Navy response:** Currently, there are approximately 75 confirmed CPs, mostly NGOs; but about 100 were invited. Each CP determines their level of involvement.

Question: Mr. Downer, HI SHPO **1532-1532**

Are these 75+ consulting parties going to be invited signatories?

- **Navy response:** I expect they (CPs) would be invited to concur to the NPA.

Question: Ms. Jackson-Retondo, NPS **1532-1533**

Would it make sense to include national organizations to all of the calls?

- **Navy response:** Yes, national organizations are invited to the calls. Invited CPs are welcome to suggest different ways to participate.

Comment: Mr. Hein, NCSHPO **1533-1534**

I would like to hear from ACHP regarding this because it is unclear – either you're a consulting party or you're not. While this sounds logical and for the sake of maneuverability, I'm not so sure administratively or legally whether it is doable. A CP needs to know their role and which group they belong to.

- **Navy response:** The Navy will address this moving forward.

Comment: Ms. Brooks, WA SHPO **1534-1534**

Maybe these local CP meetings should be handled as break out groups or provide some way to have smaller number so that people feel comfortable giving their perspective.

- **Navy response:** We can plan for that.

Comment: Mr. Hein, NCSHPO **1534-1537**

I would like to hear from ACHP regarding this idea of breaking into groups, or signatories vs. invited signatories. I would like more guidance from the ACHP on if/how smaller group consultation has worked in the past.

- **ACHP Response (Kate Kerr, ACHP):** We would take a look at the broader picture. What is going to be the most effective way to facilitate consulting party contribution? On a smaller scale, the signatories could have a one-on-one conversation/meeting with the military installation and corresponding SHPO without ACHP having to be involved. A call with 75+ people could be a little unwieldy, but you don't want to exclude anyone. The information they provide could be a benefit everyone. Signatories/invited signatories could choose to be involved at either level (weekly/biweekly).
- **Navy Response:** We can present this to the whole (Navy CRM) group as an idea for consensus. The intent is to have regular opportunities for feedback.

Slide 9: SIOP Program Overview

1537-1546

SIOP Program Overview

- Congressional requirement, audited by GAO- business-based infrastructure plan to properly support ship maintenance production
- Navy 2018 Reports to Congress outlined an industrial engineering based enterprise-wide infrastructure planning process
- 2020 Report updated progress, and emphasized in-depth existing condition studies that inform the planning process
- The mission requirement is to optimize infrastructure to support ship maintenance and Fleet requirements: quality, schedule, and cost
- Multi-year process for planning, budgeting (programming), and project
- Major infrastructure and equipment recapitalization effort for public Shipyards

What makes SIOP different? It is an industrial engineering-metrics based program driven by a 2017 GAO report that evaluated the condition/effectiveness of shipyard maintenance facilities and the National Authorization Defense Act (FY18). The Navy produced a *Shipyard Nation Needs Report* that utilized modelling simulation, industrial engineering programs, process flow, etc. to demonstrate existing capacity and future needs. The Navy received positive feedback on the ideas presented and began developing a charter and a full-scale model which required numerous studies of existing conditions to gain a better understanding of shipyard resources and infrastructure. An updated report was produced which included current studies (i.e. subsurface utility, environmental, , geotechnical, archaeological studies, historic building inventories). SIOP would be part of the FYDPs (Five Year Defense Programs) that include projects/consultations/studies for projects anticipated within a five-year period. SIOP is an anticipated 20-year program.

Vice Admiral Linsey is the new commander; Admiral Jackson who signed the original consultation letter is at a different post. It is CNIC protocol to brief/train new leadership, to include the SIOP NPA, to make sure the consistency mentioned earlier is maintained.

Slide 10: Phases of SIOP

1546-1551

Phases of SIOP

The diagram illustrates the phases of the SIOP program:

- Phase 1**
 - 2019 SIOP Report to Congress
 - Vision and Path to the Shipyard of the Future
- Phase 2 A/B**
 - Modeling and Simulation and Industrial Optimization
 - Area Development Plans
- Phase 3**
 - Capital Improvements Plan
 - Programming
 - Individual MILCON Projects
- Phase 2A**
 - Industrial Optimization
 - Modeling & Simulation
- Phase 2B**
 - Area Development Plans

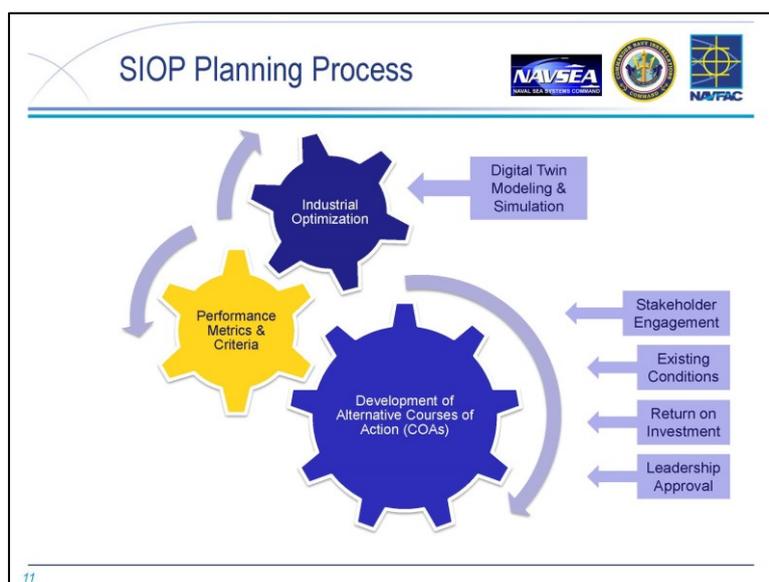
SIOP has three phases. Phase 1 started in 2017 and culminated with 2018 Congressional report which led to a vision and path for how the shipyard of the future should be laid out. Much of the vision is about mitigating losses and industrial optimization. Past planning, programming and outdated facilities are neither effective nor feasible for the future.

The current phase is the integrated Phase 2A/B. Under Phase 2A, Industrial Optimization and Modeling and Simulation, the goal is to improve efficiencies that meet or exceed the performance metrics. Under Phase 2B, the Area Development Plans, the various configurations and alternative course of actions identified under Phase 2A are used to design the best layout for the shipyard. This future model is compared with existing conditions to identify the capital improvements required to realize the plan which occurs in Phase 3.

Phase 3, the Capital Improvement Plan, identifies all the specific projects that need to occur at each shipyard in order to meet new optimization requirements. Programming, to include phased construction that avoid environmental impacts, is part of this phase as well as individual MLCON projects. Each yard has different needs/resources, so modelling is site-specific (i.e. phasing, sequencing, man hours, etc.).

Slide 11: SIOP Planning Process

1551-1558



This is a more in-depth look into Phase 2A/B. The “Digital Twin Modeling and Simulation” is used to create optimal layouts for ships and submarines; they are based on the individual needs of each ship/submarine. These optimized models feed into “Performance Metrics & Criteria.” Once performance metrics are achieved in a modelling environment, it is overlaid with existing shipyard conditions which leads to the “Development of Alternative Courses of Actions (COAs).” This process incorporates standard master planning used by the Navy for years.

Multiple factors feed into the COAs. Stakeholders provide feedback to the Industrial Optimization Team which is factored into the Performance Metrics & Criteria. Existing conditions (i.e. structural conditions of the dry docks, wharfs, topography, wetlands, contaminated sites, cultural/historic resources, security & enforcement issues) inform shipyard layouts. Modelling includes a financial cost analysis to categorize return on investment based on different scenarios. The preferred COA, which is dependent on all the aforementioned factors, is subject to leadership approval.

Discussion

1556-1558

Question: Ms. Jackson-Retondo, NPS

The COAs, are you talking about alternative layouts? I did see one of these plans based on the industrial optimization and it was hard to mesh that with a site where everything is historic, not just one or two buildings. How much latitude is there within these alternatives?

- **Navy response:** Yes, the term COA refers to the new layout plan for the entire shipyard to include the way we would execute the new facilities and supporting infrastructure. It is a picture of the entire shipyard. That is why it is important for SIOPI to be a geared process that takes the detailed outputs of a future condition and tailors it to existing conditions in order to create a real plan. Reconciling future plans with current conditions is the starting point for discussions.

Slide 12: Integrating LMPs and ADPs

1558-1609

Integrating LMPs and ADPs

Integrating preservation planning with SIOPI

- A key goal of the NPA is to provide all stakeholders with a consistent framework for integrating NHPA considerations with SIOPI planning and implementation.
- Shipyard-specific LMP's will be completed and implemented in direct coordination with the development and implementation of ADPs.
- The ADP process will support LMP stakeholder engagement at key points during development and implementation.
- The LMPs will document planning and measures to address effects of ADPs.
- We anticipate that the NPA will have an annual reporting requirement that summarizes progress on nationwide documentation commitments and overviews of the four LMPs.
- LMPs will require regular, periodic reporting and consultations with local stakeholders over the life of the program.

12

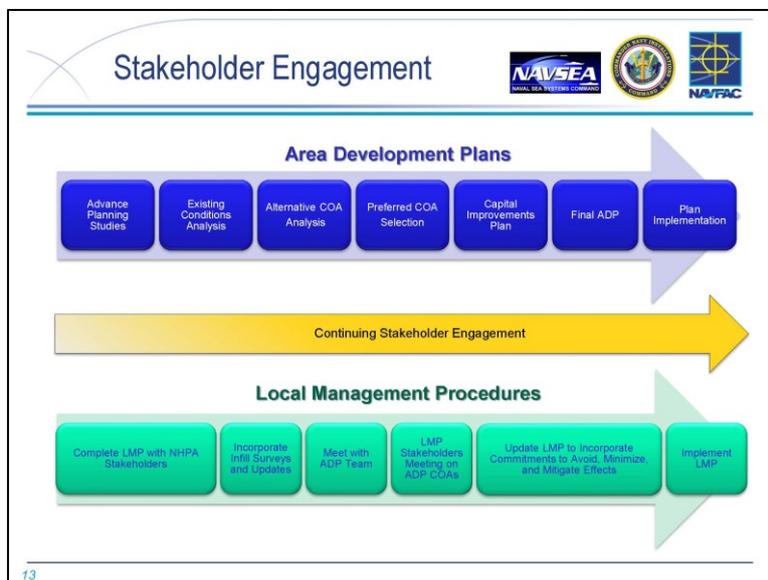
The previous slide provided a very good and detailed assessment of how the Navy plans to implement the SIOPI because there is a lot information that shapes and adjusts the process. The yards were constructed to build ships, not maintain them; these present two fundamentally different processes. The question becomes, how do we get this work done in a way that reduces man effort and duration in an integrated schedule? ADPs, that include all the modelling/simulation. done by the Navy, get integrated with studies performed by contractors. The Navy is attempting to do the ADP process across all shipyards and the NPA aids this process by creating synergy and efficiency. LMPs have to inform different phases of the ADPs across all four shipyards.

The driver for this effort is a Congressional mandate to address operational shortfalls; the Navy is required to provide periodic updates to Congress. Annual reporting requirements also help keep a birds-eye view on implementation at all four installations. SIOPI, a planning process, is different from other master planning coordination efforts that do not have a uniform plan of action. Previous slides and explanations identified how detailed this process is and the many components that need to be considered to meet this effort. We also anticipate an annual reporting requirement to Congress. The information presented here shows how *all* stakeholders are necessary to make the SIOPI NPA work. Historic preservation is a tremendous component (i.e. NHLs, NR-eligible/listed buildings, districts) throughout all locations. The emphasis is on how the LMPs integrate with the site-specific ADPs. The ADP has to implement the effects/constraints outlined in the LMP. An LMP enables continuous

shipyard operations when done appropriately. LMPs, once drafted, will require regular, periodic updating over the lifetime of the SIOP program.

Slide 13: Stakeholder Involvement

1609-1618



Development of the ADPs and LMPs requires continuous stakeholder engagement and aids the ADP/LMP planning teams in their determination of the best COA. Generally speaking, the ADPs and LMPs develop simultaneously. Currently, there are two major studies in progress at each shipyard:

- 1) Complete historic inventories at the shipyards to determine/address data gaps on the eligibility of resources.
- 2) Historic landform / shoreline evolution study to analyze the current landscape in order to anticipate the location of potential archaeological resources, especially those potentially impacted by new construction.

Results from these studies would feed into the LMPs. To reiterate, the SIOP process is a program that has about a 20-year lifespan so beginning this process of communication and partnership is important to establish at the forefront.

Discussion

1616-1618

Question: Ms. Brooks, WA SHPO

1616-1617

How long would the NPA go for?

- **Navy response:** SIOP anticipated to have a 20-year lifespan.

Comment: Ms. Brooks, WA SHPO

1617-1618

In Washington, we've been putting a limit of five years on signed NPAs with an option to extend if it is still functioning. Our reason for doing that is entity staff change. We often find after five years that there has been a gap in transferring working knowledge to new staff members who aren't aware and were not involved in the verbal discussions over the years. We will no longer sign long-term agreements; it has been too problematic.

- **Navy response:** We do not see a problem with that approach. We can examine after 5 years and adjust when needed.

Slide 14: Next Steps

1618-1636

Next Steps

Consultation meeting #3

- Currently collecting scheduling info to select a date and time during August 11-13
- Invitations to all consulting parties, expect approximately 30 additional participants
- Key goal will be to recap SIOP requirements and the NPA/LMP consultation plan

Consultation meeting #4

- Schedule for early to mid-September
- Signatories and Invited Signatories
- Review 1st draft NPA document

Consultation meeting #5

- Schedule for early October
- Invitations to all consulting parties
- Review 2nd draft NPA document

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The meeting concluded with an overview of the upcoming consultation schedule. Although only the next three consultation meetings are listed here, more than five are anticipated. Consultation Meeting #3 is tentatively scheduled for August 11, 12, or 13. The first draft of the NPA would be available during Consultation Meeting #4, tentatively scheduled for early to mid-September. A second draft of the NPA is anticipated for review during Consultation Meeting #5 which is tentatively scheduled for early October.

The NPA needs to be executed by Spring 2021. The first local LMP at Pearl Harbor needs to be finalized in Fall 2020 and the other three shipyards would follow.

Discussion

1622-1626

Comment: Ms. Brooks, WA SHPO

1622-1626

As NPA develops, please consider mitigation. As Alan Downer pointed out, every two years when the Navy commanding personnel changes, it can make for challenging relationship/program management. In Washington, using the NPA to smooth out mitigation would be helpful, especially to avoid some Navy issues in citing budgetary constraints as a way to avoid mitigation.

- **Navy response:** We expect some national level documentation efforts, not really mitigation, as that is project specific. That said, the Navy will use local knowledge/resources/reports/studies available that haven't really been tapped into, as a way to help inform and avoid mitigation. In the process of creating LMPs, as a group we would probably want to agree upon an acceptable/standardized mitigation measures to specific problems or anticipated effects.

Navy closing comments: There will be an online poll to assist with scheduling Consultation Meeting #3 and a copy of the meeting summary will be available on the project website. The website includes a sign-up location for yet-identified potential consulting parties. There will also be an invite posted in the Federal Register for potential interested consulting parties. The Navy's cultural resource professionals at each installation are an excellent source of information. The primary points of contact at each installation are:

- a. Pearl Harbor – Erika deBroekert
- b. Puget Sound – Amanda Bennett; Jenny Dellert
- c. Portsmouth – Kerry Vautrot; Peter Michaud
- d. Norfolk – Penne Sandbeck

Comment: Ms. Brooks, WA SHPO

The Navy in Washington needs to reiterate and support that the local cultural resource management professionals are experts in their field and are there to help.

- **Navy response:** The Navy will continue to express and stress the role of the CRM professionals at each installation.

Comment: Mr. Lynch, Navy PMS-555

The Navy would like feedback from participants on the past two presentations now that they are more informed about the concepts and process. Over the next few days, please provide questions to address for the next meeting. We would like to hear back from you to make sure they are addressed in the next meeting. Please email Bill Manley or send to your local POCs.

The meeting was closed after receiving no further comments.