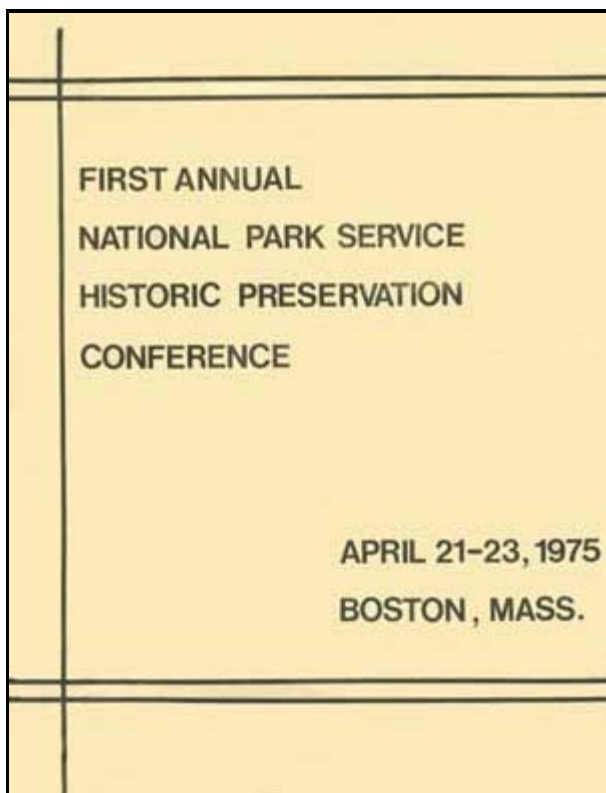


# NATIONAL PARK SERVICE

First Annual National Park Service Historic Preservation  
Conference



## FIRST ANNUAL NATIONAL PARK SERVICE HISTORIC PRESERVATION CONFERENCE

**April 21-23, 1975**

Boston, Massachusetts

**TABLE OF CONTENTS**

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



## TABLE OF CONTENTS

---

### SUMMARIES OF SOME TALKS

[Cover](#)

[Introduction](#)

[Attendees](#)

[Agenda](#)

[Remarks on Executive Order 11593](#) - Bob Utley

[List of Classified Structures](#) - Bob Utley and Hank Judd

[Section 106 - Friend or Foe](#) - Bill Brown

[Inactivity as Violation of the Law](#) - Larry Norby

[Section 106 Thoughts](#) - S. Sydney Bradford

[Historic Structure Reports and the State of the Art in Resource Studies](#) - Hugh Miller

[Historic Structure Report \(Slide Presentation\)](#) - John Garner

[Historic Structure Reports, Resource Studies, and Historians](#) - John Luzader

[Archeology and Resource Management](#) - Keith Anderson

[Historic Preservation Slide Show](#) - Dave Clary and Vance Kaminski

[Historic Resources Management Plan](#) - Dave Clary

[Historic Preservation](#) - Russ Dickinson

[Maintenance of Historic Structures](#) - Denis Galvin

[Maintenance of Historic Structures](#) - Dave Battle

[Financing Preservation of Historic Properties](#) - Lowell Sturgill

[Modern Techniques for the Analysis of Structures](#) - Blaine Cliver

[The Role of the Denver Service Center](#) - Ross Holland

[The Case of the Denver Service Center](#) - Vernon Smith

[The Role of the Denver Service Center](#) - Jim Coleman

[Historic Preservation Team, DSC and the Pacific North West Region](#) - Fred Bohannon

[Regional Denver Service Center Relations, the Mid-Atlantic Point of View](#) - John Bond

[Park Historic Preservation's View](#) - Harry P. Pfanz

[The Park's View of Historic Preservation](#) - Glen Gray

[The Park's View of Historic Preservation](#) - Hobie Cawood

[The Park's View of Historic Preservation](#) - Charles Voll

[Park Planning and Historic Preservation](#) - Charlie Clapper

[Statement on "Park Planning and Historic Preservation"](#) - Merrill J. Mattes

[Park Planning and Historic Preservation \(Slide Presentation\)](#) - John Dobrovolny

[North Atlantic Region Historic Preservation Laboratory](#) - Ross Holland

[Letter](#) - Robert M. Utley

---

<<< [Previous](#)

<<< [Contents](#)>>>

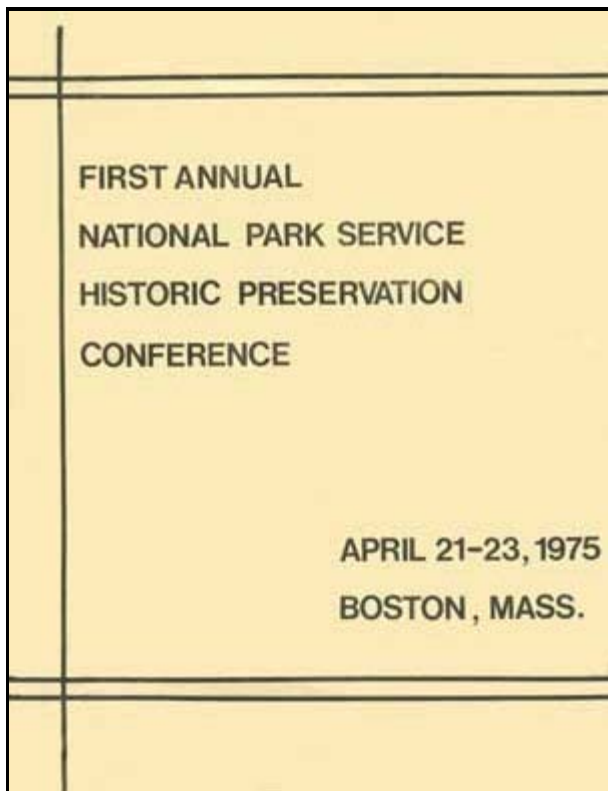
[Next](#) >>>

---

hispres-75/contents.htm  
Last Updated: 14-Jul-2009

# NATIONAL PARK SERVICE

First Annual National Park Service Historic Preservation  
Conference



## FIRST ANNUAL NATIONAL PARK SERVICE HISTORIC PRESERVATION CONFERENCE

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**TABLE OF CONTENTS**

hispres-75/index.htm  
Last Updated: 14-Jul-2009

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



## INTRODUCTION

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The Historical Preservationists gathered in Boston with mixed feelings of hope and despair. Their despair bordered on bitterness for they have seen the conditions of the historical resources under the administration of the National Park Service. They have seen adobe walls crumbling, sills of buildings hollow from dry rot, and structures that have toppled in on themselves. Their hope emanated from the fact the Service now had a Director who said in clear terms that our historical resources were in poor condition and badly needed attention. Director Gary Everhardt's message was re-emphasized by the Deputy Director Russ Dickenson by not only his presence but also his words.

The attendees at the conference represented a broad spectrum of the preservation community in the Service. Included in the group were the Deputy Director, two Regional Directors, several Associate Regional Directors, superintendents of historical parks, historians, archeologists and historical architects. All the major offices engaged in historical preservation were represented.

The one central theme that came out of the meeting, and the one on which everyone agreed, was that the Service had a major problem in the preservation of the historic structures, ruins, and objects entrusted to its care. Recommendations for action on the problems was discussed by the group and they were transmitted to the Director in a memorandum immediately after the meeting ended. A copy of that memorandum is appended to these papers.

The meeting generally was a most open one, with give and take discussion on each topic surfaced. The papers presented at the meeting are printed herewith and indicate the broad range of topics under discussion. Some participants had written papers, and those papers are reproduced here in full. Several participants did not have written presentations, and the remarks of some of them are summarized from tape recordings of the meetings.

The principal achievement of the First Annual National Park Service Conference on Historic Preservation was to bring together for the first time representatives of the Service's preservation community to delineate problems in preservation. It is hoped that the 2nd Annual Conference, which is to be held in Santa Fe in the spring of 1976, will bring into sharper focus major problems in preservation and offer solutions to them for National Park Service management to consider.

F. Ross Holland, Jr.

---

[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



## ATTENDEES

|                    |                                                |                                              |
|--------------------|------------------------------------------------|----------------------------------------------|
| Dr. Keith Anderson | Supervisor, Regional Research Archeologists    | Arizona Archeological Center                 |
| Art Allen          | Chief Museum Curatorial Branch                 | Harpers Ferry Interpretive Center            |
| Russell Apple      | Historian                                      | Hawaii State Director's Office               |
| Dave Battle        | Regional Historical Architect                  | Southwest Regional Office                    |
| Jack Benjamin      | Chief, Federal and State Relations             | North Atlantic Regional Office               |
| Russ Berry         | Superintendent                                 | Longfellow and JFK National Historical Sites |
| Dr. Syd Bradford   | Assoc. Regional Director Professional Services | Mid-Atlantic Regional Office                 |
| Fred Bohannon      | Regional Archeologist                          | Pacific Northwest Regional Office            |
| Bill Brown         | Regional Historian                             | Southwest Regional Office                    |
| Joe Brown          | Assistant Director Resources                   | Washington Office                            |
| Lenard Brown       | Regional Historian                             | Southeast Regional Office                    |
| John Byrne         | Environmental Specialist                       | Washington Office                            |
| F.A. Calabrese     | Supervisory Archeologist                       | Mid-West Regional Office                     |
| George Cattanach   | Chief Ruins and Stabilization                  | Arizona Archeological Center                 |
| Hobie Cawood       | Superintendent                                 | Independence, N.H.P.                         |
| Terry Cederstrom   | Environmental Specialist                       | Mid-Atlantic Regional Office                 |
| John Dobrovolsky   | Superintendent                                 | Salem Maritime N.H.S.                        |
| Gordon Chappell    | Regional Historian                             | Western Regional Office                      |
| Charlie Clapper    | Regional Park Planner                          | North Atlantic Regional Office               |
| Dave Clary         | Regional Historian                             | Mid-West Regional Office                     |
| Blaine Cliver      | Regional Historical Architect                  | North Atlantic Regional Office               |
| Jim Coleman        | Superintendent                                 | Morristown, N.H.P.                           |
| Rock Comstock      | Historian                                      | National Capital Parks                       |
| Dr. Jack Cotter    | Archeologist                                   | Mid-Atlantic Regional Office                 |
| Robert Cox         | Regional Historical Architect                  | Western Regional Office                      |
| Cal Cummings       | Regional Archeologist                          | Southwest Regional Office                    |
| Dave Dame          | Assoc. Regional Director Professional Services | Rocky Mountain Regional Office               |
| Russell Dickenson  | Deputy Director                                | Washington Office                            |
| Pete Faust         | Chief, Archeology Study                        | Southeast Archeological Center               |
| Geary Fisher       | Budget Analyst Program Control                 | Washington Office                            |

|                     | Division                                         |                                   |
|---------------------|--------------------------------------------------|-----------------------------------|
| Bobby Flickinger    | Exhibits Specialist                              | Southwest Regional Office         |
| Denis Galvin        | Assoc. Regional Director Park Systems Management | North Atlantic Regional Office    |
| John Garner         | Regional Historical Architect                    | Southeast Regional Office         |
| Fred Gjessing       | Historical Architect                             | Southeast Regional Office         |
| Glen Gray           | Superintendent                                   | Saugus Iron Works N.H.S.          |
| Paul Goeldner       | Regional Historical Architect                    | National Capital Parks            |
| Nathan Golub        | Assoc. Regional Director Park Systems Management | Mid-Atlantic Regional Office      |
| Ross Holland        | Assoc. Regional Director Professional Services   | North Atlantic Regional Office    |
| Oni Houston         | Chief Engineer                                   | Washington Office                 |
| Henry Judd          | Chief Historical Architect                       | Washington Office                 |
| Vance Kaminski      | Regional Historical Architect                    | Mid-West Regional Office          |
| Roger Kelly         | Historical Architect                             | Western Region                    |
| Bob Lister          | Chief                                            | Chaco Canyon Archeological Center |
| Dr. Wilfred Logan   | Supervisory Archeologist                         | Denver Service Center             |
| John Luzader        | Supervisory Historian                            | Denver Service Center             |
| George Mackenzie    | Landmarks Specialist                             | Rocky Mountain Regional Office    |
| Dick Maeder         | Superintendent                                   | Ft. Laramie N.H.S.                |
| Henry Magaziner     | Regional Historical Architect                    | Mid-Atlantic Regional Office      |
| Mrs. Carol Martin   | Chief                                            | Southwest Archeological Center    |
| Merrill Mattes      | Manager Historic Preservation Team               | Denver Service Center             |
| Martin Mayer        | Archeologist                                     | Southwest Archeological Center    |
| Hugh Miller         | Historical Architect                             | Washington Office                 |
| Don Morris          | Archeologist                                     | Southwest Archeological Center    |
| Thomas Mulhern      | Acting Chief Historic                            | Western Regional Office           |
| Dr. Stell Newman    | Compliance Specialist                            | Denver Service Center             |
| Gene Peluso         | Landmarks Specialist                             | North Atlantic Regional Office    |
| Dr. Harry Pfanz     | Chief Historian                                  | Washington Office                 |
| Jack Raftery        | Assoc. Regional Director Cooperative Activities  | North Atlantic Regional Office    |
| Dave Richie         | Deputy Regional Director                         | North Atlantic Regional Office    |
| Douglas Scovill     | Chief Archeologist                               | Washington Office                 |
| Marcella Sherfy     | Historian                                        | Washington Office                 |
| Vern Smith          | Supervisory Historical Architect                 | Denver Service Center             |
| Bill Sowers         | Architect                                        | Southeast Regional Office         |
| George Stephen      | Architect                                        | North Atlantic Regional Office    |
| Lowell Sturgill     | Chief                                            | Washington Office                 |
| Bob Taylor          | EIS Specialist                                   | Southeast Regional Office         |
| David Thompson, Jr. | Regional Director                                | Southeast Regional Office         |
| Barry S. Tindall    | Analyst, Policy and Priorities Task              | Washington Office                 |

|                      |                               |                                |
|----------------------|-------------------------------|--------------------------------|
|                      | Force                         |                                |
| Ricardo Torres-Reyes | Regional Historian            | North Atlantic Regional Office |
| Bob Utley            | Asst. Director PHP            | Washington Office              |
| Charles Voll         | Management Assistant          | Navajo Lands Group             |
| Jerry Wagers         | Regional Director             | North Atlantic Regional Office |
| Glennie M. Wall      | Chief, Compliance Section     | Denver Service Center          |
| Rod Wheaton          | Regional Historical Architect | Rocky Mountain Regional Office |

---

[<<< Previous](#)                      [<<< Contents >>>](#)                      [Next >>>](#)

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



## AGENDA

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### April 21

|       |                                |                                                                            |
|-------|--------------------------------|----------------------------------------------------------------------------|
| 8:30  | Introduction                   | Ross Holland                                                               |
| 8:45  | Welcome                        | Jerry Wagers                                                               |
| 9:00  | 11593                          | Bob Utley                                                                  |
| 10:00 | Coffee Break                   |                                                                            |
| 10:30 | List of Classified Structures  |                                                                            |
| 12:00 | Lunch                          | Hank Judd<br>Bob Utley                                                     |
| 1:30  | Section 106                    | Syd Bradford, Panel Leader<br>Bill Brown                                   |
| 3:00  | Break                          |                                                                            |
| 3:30  | Historic Structure Reports     | Hugh Miller, Panel Leader<br>John Garner<br>John Luzader<br>Keith Anderson |
| 5:00  | Cocktails<br>(At the Bradford) |                                                                            |

### April 22

|       |                                     |                                                                                                   |
|-------|-------------------------------------|---------------------------------------------------------------------------------------------------|
| 8:00  | Historic Preservation<br>Slide Show | Dave Clary<br>Vance Kaminski                                                                      |
| 8:30  | HRMP                                | Dave Clary, Panel Leader<br>Cal Cummings                                                          |
| 9:30  | Historic Preservation               | Russ Dickenson                                                                                    |
| 9:45  | Maintenance of Historic Structures  | Denis Galvin, Panel Leader<br>Dave Battle<br>Lowell Sturgill<br>Blaine Cliver<br>George Cattanach |
| 10:15 | Coffee Break                        |                                                                                                   |

|       |                                                           |                                                                                                                |
|-------|-----------------------------------------------------------|----------------------------------------------------------------------------------------------------------------|
| 10:45 | Maintenance (Cont'd.)                                     |                                                                                                                |
| 12:00 | Lunch                                                     |                                                                                                                |
| 1:30  | The Role of DSC                                           | Ross Holland, Moderator<br>Vern Smith<br>Jim Coleman<br>Fred Bohannon<br>Harry Pfanz                           |
| 3:00  | Break                                                     |                                                                                                                |
| 3:30  | The Role of DSC<br>(Cont'd.)                              |                                                                                                                |
| 5:00  | Close of Session                                          |                                                                                                                |
| 6:30  | Cash Bar - Purcell's<br>Restaurant<br>10 City Hall Avenue |                                                                                                                |
| 7:30  | Dinner                                                    |                                                                                                                |
|       | Speaker                                                   | Mr. David M. Hart, Director of Consulting Services,<br>Society for the Preservation of New England Antiquities |
|       | Subject                                                   | National Park Service Historic Preservation - The<br>Contractor's View                                         |

**April 23**

|       |                                                          |                                                                                                        |
|-------|----------------------------------------------------------|--------------------------------------------------------------------------------------------------------|
| 8:30  | The Park's View of<br>Historic Preservation              | Russ Berry, Panel Leader<br>Glen Gray<br>Hobie Cawood<br>Charles Voll                                  |
| 10:15 | Coffee Break                                             |                                                                                                        |
| 10:45 | The Park's View of<br>Historic Preservation<br>(Cont'd.) |                                                                                                        |
| 12:00 | Lunch                                                    |                                                                                                        |
| 1:30  | Park Planning and<br>Historic Preservation               | Charlie Clapper, Panel Leader<br>Merrill Mattes<br>Glennie Murray Wall<br>John Dobrovolny<br>Dave Dame |
| 3:00  | Coffee Break                                             |                                                                                                        |
| 3:30  | Park Planning and<br>Historic Preservation<br>(Cont'd.)  |                                                                                                        |
| 4:30  | Historic Resources Data<br>Management and System         | Doug Scovill                                                                                           |

5:00    Close of Conference

---

<<< [Previous](#)

<<< [Contents](#)>>>

[Next](#) >>>

---

hispres-75/agenda.htm  
Last Updated: 14-Jul-2009

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### REMARKS ON EXECUTIVE ORDER 11593

Bob Utley

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The National Historic Preservation Act of 1966 entrusted the conduct of a greatly expanded national historic preservation program to the Secretary of the Interior. As a matter of administrative convenience as well as political desirability the Secretary in turn called upon the States to assume most of the responsibility for carrying out the program. Thus it falls to State Historic Preservation Officers appointed by the Governors to conduct surveys, prepare plans, nominate properties to the National Register, and manage the matching grants-in-aid.

But in every State there are Federal properties of National Register quality. All States contain Defense installations and public buildings, for example, that should be registered and preserved. Many States, especially in the west, contain great tracts of public domain including national forest, parks, wildlife refuges, and lands administered by the Bureau of Land Management. Often the State Historic Preservation Officers failed to pursue their responsibilities aggressively in these enclaves, either because of preoccupation with the clearly State concerns, or reluctance to trespass on Federal sensibilities, or a lack of cooperation or worse on the part of Federal administrators. At the same time Federal agencies, regarding historic preservation as no part of their mission, ignored if they even knew about the national policy proclaimed in the National Historic Preservation Act.

These conditions gave rise to Executive Order 11593, "Protection and Enhancement of the Cultural Environment." The document originated in the Council on Environmental Quality and was developed in consultation with the Advisory Council on Historic Preservation and the National Park Service. It was signed by President Nixon on May 13, 1971.

The purpose of the Executive Order was clearly to put every Federal agency in the historic preservation business - to require every agency to conduct its programs in such way as to further the national policy established in the act. Section 2 of the Executive Order specifies the responsibilities of all Federal land-managing agencies. Section 3 specifies the professional advice and assistance that all agencies may obtain from the Secretary of the Interior.

The National Park Service has two sets of responsibilities under the Executive Order. First, as custodian of the National Park System, the Service must comply, like all other land-managing agencies, with Section 2. Second, as the professional component of the Department of the Interior in historic preservation, the Service provides, on behalf of the Secretary, all the services enumerated in Section 3.

Section 3 responsibilities are the province of the Office of Archeology and Historic Preservation, in which all the external programs of the National Park Service in historic preservation have now been concentrated.

Just as every State has a State Historic Preservation Officer, so every federal agency has a Federal Representative to handle the agency's responsibilities under Section 2 of the Executive Order. For the Department of the Interior, that official is Deputy Assistant Secretary Doug Wheeler. For the National Park Service, I, as the Washington Office official

concerned with historic preservation in the parks, am the Federal Representative.

Just as every Federal Representative deals on behalf of his agency with the Office of Archeology and Historic Preservation, so I, on behalf of the National Park Service as a land-managing agency, deal with the Office of Archeology and Historic Preservation. Usually it is through the Departmental Representative, the same as any other Interior bureau. This may seem excessively bureaucratic, but it is necessary that we not appear to receive any better treatment than other agencies.

I want to discuss briefly each of our Section 2 responsibilities.

The first, of course, is to nominate to the National Register all properties under our protection that meet National Register criteria.

All parks in the historical area category are already automatically included in the National Register. However, they are not now covered by National Register forms and these forms will ultimately have to be executed. Meantime, for purposes of Section 106, we can assume that the exterior boundaries of historical areas that are all or almost all Class VI lands are registered; and that in larger areas such as Mesa Verde and Cumberland Gap the Class VI land only is registered.

More pressing is the obligation to identify and nominate qualified properties in the natural and recreational areas, for these are not now protected and indeed often not even identified. It is important that we proceed rapidly in these areas, not only in order to comply with the law but also in order that our own internal management system may function as intended. The National Register definition and the master plan definition of Class VI land must coincide. Our management policies for historic resources apply to all Class VI land. (In the new policies we are calling Class VI land "historic zones.")

Nominations are the responsibility of the Regional Director. But since the National Register criteria are the sole basis for nomination, and as professional evaluation is the bedrock of the National Register requirement upon the States, the regional professional support staffs must be involved. Also, the signature of the SHPO is required on the nomination. It is essential that we understand that considerations of expediency or other factors unrelated to National Register criteria must play no role in the decision what to nominate to the Register.

Nominations are sent to my office where my staff reviews them and decides which should be nominated and which should be returned for correction or revision. This is a change from previous procedures in which nominations went directly to the Office of Archeology and Historic Preservation. As I have pointed out, we are now functioning in relation to OAHP just like any other land-managing agency. Regions do not formally communicate directly with OAHP. Nominations that my office regards as sound are sent to the Departmental Federal Representative for transmittal to the National Register in the same way as nominations from other Interior bureaus.

We are having to return too many nominations. Now that there are professional support people in the regions, we should be getting better quality nominations. The problem is ordinarily not evaluation but verbalization. Significance is not well expressed in terms of the criteria and the various areas or periods of significance checked on the form. A chronology of names and facts does not establish significance, still less explain significance. The States are sending in acceptable nominations for the most part. We should be able to do as well.

The second Section 2 responsibility is to exercise caution pending completion of the survey and nomination process. This paragraph in effect extends Section 106 protection to properties that are qualified for the National Register but have not been nominated. It sets up a

mechanism for establishing National Register significance without going through the nomination process. This is the eligibility determination the Secretary of the Interior will provide upon request. Thus, when a property in a park about which there is any question of National Register eligibility is about to be impacted by an NPS undertaking, a determination of eligibility must be sought. Prepare a National Register form and send it to me as Bureau Federal Representative. I will ask the determination from OAHP through the Departmental Federal Representative. If the property is determined to be eligible, it is then subject to Section 106.

The third responsibility is to record in HABS or HAER National Register structures that must be demolished or altered.

Fourth is preservation of registered or eligible properties according to standards prescribed by the Secretary of the Interior. Although we have our own internal management documents - the policies and activities standards - the Secretary of the Interior is about to promulgate standards for the guidance of all agencies. These standards are now in the regions for your review. Shortly we will meet with other Interior bureaus to comment on this document. If you have comments, please let us have them. These standards contain nothing I am aware of that is inconsistent with our existing policies and standards but they may well set up some additional requirements.

Finally, there is a requirement to submit to the Secretary of the Interior and the Advisory Council procedures for insuring preservation programs consistent with national policy. I do not know of any agency that has done this. In the absence of such submissions, the Advisory Council itself drew up its body of procedures which you know as 36 CFR Part 800. In effect, all agencies are bound by these procedures until they can devise their own. It is unlikely that any agency, including the National Park Service, will attempt to write different procedures. Thus the Council's procedures become those that govern the actions of all agencies, including our own.

All of us here are concerned almost wholly with the inhouse programs and responsibilities of the NPS - those relating to our activities as a land-managing agency. The Section 2 responsibilities that I have discussed are those we must meet and master. As I have indicated, Section 3 responsibilities are assigned to OAHP. Those we are mainly interested in besides maintenance and expansion of the National Register are twofold. First, OAHP is to develop and make available to Federal agencies and State and local governments information concerning professional methods and techniques for preserving, improving, restoring, and maintaining historic properties. The principal goal of this activity now is to publish an encyclopedic manual setting forth technical methods of preserving historic properties. Second is to advise Federal agencies in the evaluation, identification, preservation, improvement, restoration, and maintenance of historic properties. This involves direct advice and assistance in particular cases, but the emphasis now is on publishing the standards I discussed a few moments ago.

During the discussion after the end of the talk, Mr. Utley made several observations concerning the National Register. There is an inclination to mark the order of significance higher than the structure or site merits. Under no circumstances will any consideration other than National Register criteria will be used to determine the significance of a site or structure. Expediency or a feeling that a park is locked in on a course is unacceptable.

There are some areas with a great number of statues and monuments. Listing of all these structures in the LCS is not of great priority, but we need to get those structures that need preservation work on the Register first. The National Park Service has a tradition of mishandling monuments through improper treatment. We must keep in mind that they are

historic structures and need proper treatment for preservation.

In absence of adequate data, an archeological site qualifies for nomination. Archeological sites are listed on the Register because of their value in illustrating a prehistory period and because of the knowledge they can yield. Once a site is excavated, it loses its value and needs no longer to be on the Register. We should inventory sites of all kinds before we select development sites. Bill Brown observed that the only way we can preserve or identify sites is by districts until such time as money can be provided to do adequate and extensive surveys.

We must sensitize managers and planners to historical resources. If we had done this long ago, historic preservation might not be a problem now. It is sad that we of the Service have to use an outside law on ourselves to make us meet our responsibilities. A great part of the problem stems from doing planning with inadequate data. This is one of the reasons we are so often in violation of NEPA. We proceed with planning without having an interdisciplinary data base on which the plan should be based.

Mr. Thompson observed that for the last three years we have given Historic Preservation a very high priority, but have had a low level of success in getting funds. Another problem is that much of the planning is done in DSC and the Regional Directors have little influence in setting priorities. WASO sets priorities on what they see as needs.

---

[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### LIST OF CLASSIFIED STRUCTURES

Bob Utley and Hank Judd

Bob Utley laid the groundwork for this session by reviewing the policies and standards for the List of Classified Structures.

The revised management policies now on the verge of approval and distribution say this about the List of Classified Structures:

"The National Park Service shall maintain a central list of classified structures identifying all historic structures within the units of the National Park System that meet the criteria of the National Register of Historic Places or are elements of sites, districts, or structural complexes meeting the National Register criteria. The LCS shall fix the order of significance and level of treatment (preservation, restoration, reconstruction) for each structure and shall provide a basis for programming and executing the prescribed level of treatment."

The LCS is thus supposed to be an inventory of all historic structures in the National Park System of such significance in terms of National Register criteria as to warrant preservation. It tells us what historic structures we have, how important they are, and how much they will cost to restore or stabilize. It is thus the basic tool for assessing priorities and programming funds.

The activity standards further define the LCS as including all historic structures in the areas of the National Park System which:

- a. are recorded on the National Register of Historic Places inventory form.
- b. have been assigned a name and number.
- c. have been assigned an order of significance - first, second, or third.
- d. have been assigned a level of treatment - preservation, restoration, reconstruction.
- e. are entered in the National Register.

Provision is made for deleting structures which:

- a. are so altered as to destroy the values and elements of significance that led to entry in the LCS.
- b. are approved for removal upon recommendation of the Regional Director.
- c. are correspondingly deleted from the National Register.

Bear in mind that the policies define structures broadly as not only buildings but all other

works of man, such as: dams, canals, bridges, stockades, forts, and associated earthworks, Indian mounds, fences, gardens, roads, and millraces.

As the National Park Service moves rapidly toward a heavy emphasis on preservation of historic fabric, the LCS takes on fundamental importance. Until we know what structures we have that should be preserved, what we want to do with them, and how much it will cost, we can scarcely communicate our needs to the Department, OMB, and the Congress. A completed LCS is essential for this purpose.

The Director has recognized the key role of the LCS to his preservation emphasis and has further indicated a receptivity to devoting special funding to a major effort in FY 1976 to complete the LCS. Thus we should be ready to go with a major preservation proposal beginning in the 1977 fiscal year. Regional estimates indicate a need for an additional 29 man-years to complete this task Systemwide in FY 1976. By memorandum of April 9, the Deputy Director asked you for a program proposal to carry out this effort in your Region. Prospects for additional funding are bright. Please take this matter seriously, and let us have your best thought as soon as possible.

Mr. Judd stated that we do not really have any idea of the number of historic structures that we have, and the estimates keep going up. A conservative estimate is about 10,000. We have less than 500 structures listed because very few have been submitted by the regions: more than half of those received are from the Southwest Region. The information on the LCS, according to our policies and administrative standards, contain order of significance, level of treatment, cost estimates, etc., and should cover also class VI land which form part of the environment of each structure.

For programming purposes, all the information in the LCS is being fed now into a computer, including everything that has happened to the structures in the past, reports that we have dealing with the structures, and any other information that becomes available.

A lengthy discussion followed Mr. Judd's talk about the use of the new forms that were being prepared for the completion of the LCS, separate from National Register Forms. One of the problems discussed was that of recording archeological sites, especially in areas where hundreds of sites are concentrated, like Pueblo Bonito and Chaco Canyon. Very little data is available about the individual sites and very little remains are standing. How do you determine their significance, unless the sites are excavated? There is no systematic way or mechanism for recording these sites for LCS purpose. Mr. Judd suggested that the LCS should contain identifiable remains. Once you identify a site, it should go into the Register. At the end of the discussion period, many questions dealing with archeological sites remained unanswered. Archeological sites represent highly complex problems of historic preservation much different from that of historic buildings.

---

[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### SECTION 106 - FRIEND OR FOE

Bill Brown

For purposes of discussion, Mr. Brown called Section 106 and the National Historic Preservation Act of 1966, the best friend that historic preservation ever had. Section 106 and Executive Order 11593 provide the force-of-law mandates needed to rationalize National Park Service management of cultural resources. No longer does the criterion of administrative convenience govern our historic preservation measures. Nor can the enadvertancies of demolition by neglect be sanctioned. (See following paper by Larry Norby, Southwest Region, Division of Archeology.)

Section 106 and the Executive Order, as applied to National Register or potential National Register properties within the National Park System, give us opportunity to quantify numbers of properties and needed dollars for preservation of cultural resources.

Section 106 compliance procedures provide a legally sanctioned mode of resolution by which to balance management factors against preservation obligations. These procedures force our scrutiny of plans that may be anachronous or theoretically wrong for the cultural resource involved; thus we have a means to overcome the inertial momentum of the planning process. If our planning has properly taken account of the criteria of effect on cultural properties, Section 106 compliance becomes simply a confirmation of good planning, rather than a mode of gratuitous controversy.

To reduce the burden on area managers for Section 106 compliance the following procedures are used in Southwest Regional Office:

1. With respect to any proposed plan or project in your park, apply the Criteria of Effect published by the Advisory Council in the Federal Register.
2. If there is any possibility that the plan or project will produce an effect (beneficial or adverse) on cultural resources of National Register caliber (potential or already listed), notify this Office and compliance assistance will be rendered by the divisions of history and archeology.
3. Similarly, apply the criteria and notify this Office if undertakings by other Federal agencies (whether their direct action or their support of State- or local-agency action) might affect National Register caliber properties in your park.

[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### INACTIVITY AS VIOLATION OF THE LAW A PRACTICE OF THE NATIONAL PARK SERVICE

Larry Norby

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The National Park Service has established and maintains a policy of strong commitment towards cultural resource preservation. Indications of this commitment are growing constantly, and the intensity of the Park Service's position is shown in the following sequentially arranged quotations.

1. February 21, 1974, from Park Service Director Walker (to the Directorate):

"Management at all levels should seek and give appropriate weight to professional advice in all decisions affecting cultural resources."

"Inadequate funding is common to all our programs, not just historic preservation. Too frequently, however, within available funding, the treatment of fragile and deteriorating original fabric commands lower priority than less pressing needs, such as reconstruction of vanished historic structures, creation of 'typical' buildings reflective of past ways of life, or even the upkeep of roads, trails, and other renewable facilities."

". . . the first responsibility of the Service is to preserve."

2. February 28, 1974, from Department of Interior Secretary Morton (to GSA Administrator Sampson):

"I am prompted to say that in this case it seems highly important that the procedures established under law by the Advisory Council on Historic Preservation, of which we are both members ex officio, should be scrupulously followed."

3. February 28, 1975, from National Park Service Director Everhardt (to Regional Directors, Director, National Capital Parks):

"First, failure to follow the procedures of the Advisory Council on Historic Preservation under Section 106 of the National Historic Preservation Act is a violation of law for which the undertaking agency may be sued in court, as was GSA in the case described. Second, Secretary Morton, Assistant Secretary Reed, and Deputy Assistant Secretaries Bohlen and Wheeler are fully committed to a posture of strict compliance by all Federal agencies, including Interior. "

"I shall expect the scrupulous adherence of the National Park Service, as the lead Federal Agency in historic preservation, to the

Advisory Council Procedures. Adherence must be in spirit as well as form. We must obey the law . . . ."

4. March 10, 1975, from Regional Director Rumberg (to Southwest Region Superintendents, Chief, Chaco Center, and Division Chiefs, Southwest Regional Office):

"It is our in-house professional example that provides the Secretary operational leverage with all other Federal agencies in carrying out his responsibilities under the 1966 Act and EO 11593. For this reason the Director will accept no less than a sterling example from us to present to the Secretary."

5. March 18, 1975, Associate Director Connally, Professional Services (WASO and Field Directorate):

". . . it is expected to be a precedent-setting case strongly emphasizing the obligation of Federal agencies to adhere to established review procedures of the Advisory Council on Historic Preservation."

". . . all Federal agencies must scrupulously adhere to review procedures established under Section 106, otherwise the protective intent of the National Historic Preservation Act is meaningless."

"Inevitably the National Park Service will be expected to conduct its affairs in exemplary form."

Throughout the foregoing set of quotations, the emphasis is on compliance with procedures established by the Advisory Council Historic Preservation. Under Section 800.9, Criteria of adverse effect, it is stated that,

"Generally, adverse effects occur under conditions which include but are not limited to:

(e) Neglect of a property resulting in its deterioration or destruction."

Since National Parks and Monuments are included as National Register properties, and include cultural resources contained therein, the neglect of archeological sites which result in their deterioration or destruction demonstrates that the National Park Service is in violation of the law. Obviously, a dichotomy exists between the "exemplary form," "sterling example," and "scrupulous adherence" required by offices at and above the regional level, and the allocations and priorities by area superintendents. In fact, critical omissions occur even in the levels of upper management. The January 2, 1975, Memorandum to the Directorate from Associate Director Norwood defines "Cyclic Dollars" as:

"Funding controlled by the Region and to be allocated on a project basis to cover non-recurring costs in park operations, and any elements of park operations performed on a cyclic basis (i.e., less often than annually, such as painting of buildings, road re-seal, special events, boundary surveys, etc., and acquisition of certain items of equipment that are not acquired on an annual basis)."

These kinds of omissions, as insignificant as they appear to some, perpetuate a psychological feeling of apathy towards cultural resources on the level below that of the region, i.e., the individual Park areas. As a result, when requests for funds are received, they are more likely

to refer to painting buildings, road reseal, special events, and boundary surveys than to unnamed priorities such as ruins maintenance which have been explicitly referred to above as "the first responsibility of the Service."

In summary, therefore, the National Park Service, as trustee of the public heritage, requires all agencies, including themselves, to consider adverse effects when any damage or potential destruction of cultural resources may occur from developmental projects. This position carries a full battery of legislative mandates, including the Procedures for Compliance established by the Advisory Council. From the legal standpoint, equally denigrated by the Council is neglect, and it is neglect which constitutes a prime source of illegality in the National Park Service. An increase in awareness of the importance of now dilapidated cultural resources is of major import if the Park Service is to ascribe to a position of total and legitimate resource management.

---

<<< [Previous](#)

<<< [Contents](#)>>>

[Next](#) >>>

---

hispres-75/sec4.htm  
Last Updated: 14-Jul-2009

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### SECTION 106 THOUGHTS

S. Sydney Bradford

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Since its passage in 1966, the National Historic Preservation Act has strengthened historic preservation, both within and without the National Park Service. Section 106 of the act was one of the law's beneficial innovations. That part of the law requires Federal agencies to submit plans for federally-assisted and federally-licensed undertakings affecting properties in the National Register of Historic Places to the Advisory Council on Historic Preservation for review and comment. Compliance with the preceding requirement is provided for by the Advisory Council's Procedures for Compliance, which were published in the Federal Register, February 4, 1975.

The time is here, it seems, to discuss the continuing development of compliance with Section 106, and by implication, Executive Order 11593. The following propositions might be considered if we want to test existing procedures and experiment with new approaches:

1. The National Park Service historic preservation mandate did not originate with the passage of the Historic Preservation Act.

Service preservation responsibilities are identified not only in the Service's Organic Act of 1916, but also in these laws:

The Antiquities Act of 1906 (Public Law 59-209; 34 Stat. 225).

The Historic Sites Act of 1935 (Public Law 74-292; 49 Stat. 666).

The National Historic Preservation Act of 1966 (Public Law 89-665; 80 Stat. 915).

The National Environmental Policy Act of 1969 (Public Law 91-190; 83 Stat. 852).

The Archeological and Historical Preservation Act of 1974 (Public Law 92-291; 88 Stat. 174).

Presidential Executive Order 11593, May 13, 1973, "Protection and Enhancement of the Cultural Environment," supplements the National Historic Preservation Act by specifying Federal preservation responsibilities.

Historic preservation responsibility and accomplishment have been National Park Service hallmarks since its founding. Naturally, the Service has made errors. But mishaps in the moon-landing program did not mean its staff was incompetent. Self-flagellation over miscues is destructive of morale. Section 106 should be recognized for what it is, but not at the expense of an honorable tradition.

2. Section 106 implementation procedures should be reasonable. Section 106's last sentence

reads - "the head of any . . . Federal agency shall afford the Advisory Council on Historic Preservation . . . a reasonable opportunity to comment with regard to . . . [an] undertaking." The Service ought to prepare its own Section 106 compliance procedures and they should afford the Advisory Council a reasonable opportunity to comment on its undertakings. Since the Service has not prepared compliance procedures and has deferred to the Advisory Council in that regard, it is necessary to note that the Council's regulations minimize agency judgment. An agency's inability to implement well-considered decisions until they have been commented upon by the State Historic Preservation Officer inhibits the National Park Service in practical, day-to-day preservation. Recently, a part of the Crater's tunnel at Petersburg National Military Park collapsed. The Park is initiating an emergency archeological and historical research project which will be conducted by the Service's senior archeologist and one of its senior historians. Is it reasonable to have to receive State and Advisory Council comments before starting the project? Couldn't a project resume be submitted for each agency's information? That document could include a curriculum vitae for each major investigator. Once comments were received from the State and Council, they would be forwarded to the investigators for their consideration.

We should not forget that the executive order implicitly requires Federal agencies to organize preservation staffs. As things are developing, it would seem that a staff's main function will be to prepare compliance paper. Perhaps that is not a fair remark. But it certainly is true that all environmental legislation incorporates procedural requirements leading to studies and reports. Is it stretching a point, therefore, to suggest that procedural matters are beginning to supplant substantive ones - that multitudinous compliance requirements are distracting us from protecting a park's resources?

### 3. Advisory Council administration of Section 106 could be more flexible.

Under the Council for Environmental Quality's procedures for complying with NEPA, an agency determines whether an undertaking will have a major or minor impact. If a project will have a major effect, then an EIS must be written; if it will not be a major or controversial action, a negative declaration may be made after the preparation of an assessment has been afforded for public review. In the latter case, no documentation is forwarded from the initiating office. The courts have determined, moreover, that if an agency has complied with the procedures and its substantive decision is not arbitrary and capricious, the agency is in compliance. Couldn't this kind of procedure be used for Section 106?

Or could consideration be given to this approach? The Council would monitor an agency's annual preservation work by having its representatives make field inspections of projects. People, rather than paper, would be used in working with an agency. Council representatives would become partners. They would also become purveyors of the latest developments in preservation.

### 4. The criteria of effect and criteria of adverse effect in the Council's compliance procedures should identify degrees of effect and provide for appropriate courses of action for each degree of effect.

Perhaps the only requirement for an effect of minor degree would be that a complete record of the undertaking would be maintained in a park. Work of more than a simple kind would be subject to different kinds of reporting, and specific guidelines would give agencies an exact idea of the amount of paper work required for each degree of effect.

Another possibility is that the extent of a case report should be commensurate with the significance of the property involved. Not all buildings in the National Register are equally significant. Case reports for properties of local significance would be limited to one page.

5. The role of State Historic Preservation Officers in Federal preservation should be reconsidered.

This is not suggested because of any lack of respect for the State Officers, but because it is cumbersome for Federal agencies to be dependent upon their comments, as required by the existing compliance procedures. We should continue to submit projects to State Officers for their information but not be required to get their comments before submitting a case report to the Advisory Council.

The National Park Service employs talented and experienced people in many professional areas and their recommendations are considered in the origin and development of professional projects. Thus, if a project is developed in compliance with Council procedures and its substantive recommendations are not arbitrary and capricious, why should a SHPO have the right to make a comment that could delay or endanger the project? State Historic Preservation Officers should be informed about projects and have the right to comment on them, but the Federal agency must have the right, at its own peril, to accept or reject their comments.

6. Memoranda of Agreement for broad categories of work would make for more effective compliance.

A Memorandum of Agreement for maintenance would heighten park responsibility by making it all the more aware of its obligations under Section 106. Such a memorandum for the entire Service is presently under consideration.

But must Service compliance always be on a national basis? We in the Mid-Atlantic Region would be enthusiastic about developing a Memorandum of Agreement for restoration. Let a park, if it is interested, try a new method or idea. The Department of the Interior bears a special responsibility under the executive order to provide other agencies with preservation guidance, and perhaps the foregoing approach would better enable it to do that. An encouragement to experiment would stimulate park and regional staffs and would place their collective talent and expertise at the service of compliance.

7. Section 2(d) of the executive order requires Federal agencies to "initiate measures and procedures to provide for the maintenance through preservation, rehabilitation, or restoration, of federally-owned and registered sites at professional standards prescribed by the Secretary of the Interior." Thus, agencies must provide for the funding necessary to maintain properties in the National Register.

Some 2,000 structures in the Delaware Water Gap National Recreation Area have been surveyed and inventoried. The inventory has been studied by both the park and region and 33 properties, some including more than one building, have been identified as eligible for nomination to the National Register. Each property has been given a priority rating, proposed use, proposed preservation treatment, and preservation estimate. The total estimate for the work to be done on the properties of National Register quality is almost \$3,000,000. Where is the money to come from? Will WASO develop a fiscal program to provide the necessary funds?

Let's take up the matter of use. The park has endeavored to find suitable occupants for many of the buildings on the priority list, but most of the buildings are in such a deplorable state that it would cost, on the average, from \$5,000 to \$10,000 to prepare a structure for occupancy. If occupants were found for ten structures, \$50,000 to \$100,000 would have to be spent just to prepare the buildings for use. Where will the money come from?

The preservation situation at Delaware Water Gap vividly illustrates the predicament of field

areas. After striving to comply with Section 106, the parks get no money to implement their responsibilities. What kind of a fiscal approach will WASO devise so that responsibilities under Section 106 can be fully implemented?

Couldn't the Advisory Council help on the funding situation? It could not plead before Congress for a single agency, but couldn't it develop statistics identifying the number of registered properties administered by each agency? Furthermore, the Council's data could cite the average cost to maintain buildings, the average cost of complete restoration, and this material could appear in the Council's annual report and the data could be used by agencies to support their budget items for preservation. This is clearly within the stated responsibility of the Council to advise the President on Historic Preservation.

8. Section 106 compliance would be greatly advanced if historic preservation training were emphasized and if such training were given a broad purpose, that of creating an understanding of the value of preserving the nation's historic and prehistoric patrimony.

Regional and park personnel could be made familiar with the philosophy of preservation by sending them to non-NPS properties so that the points-of-view, techniques, and problems of others would benefit Service preservation.

The programs ought to inspire and stimulate and, outside of stressing their importance, should not be concerned with preservation details.

Mr. Brown and Mr. Bradford's presentations were followed by an extensive period of discussions and observations concerning the procedures for implementing NEPA and 106 legislation, and how to improve the compliance process. It was felt that there was need for new and simple procedures, new approaches, and experimentation, but that the Service was not as yet living up to its responsibilities as required by the laws. There was still resistance to 106 by managers and those involved in the planning process.

---

[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

# NATIONAL PARK SERVICE

First Annual National Park Service Historic Preservation Conference



## HISTORIC STRUCTURE REPORTS AND THE STATE OF THE ART IN RESOURCE STUDIES

Hugh Miller

Historic structure reports are conceived as a synthesis of documentary history and physical evidence. The evaluation of physical evidence gleaned from the site and the structure by the archeologist and the architect, guided by documented facts of history, usually provide a variety of alternatives for preservation treatment and park use. The elimination of these alternates to find the preferred course of action requires interaction between the park manager and the professionals concerned and should result in the recommendations of the administrative section of the report.

In practice this is not happening! The administrative section is written from the master plan and often inculcates preconceived development not suitable or feasible and often contrary to NPS policy. The professional sections are too often inconclusive and contain irrelevant material. Historical archeological investigation may be missing. Architectural findings are often sweeping conclusions without reference to physical evidence or period prototypes. The history often includes more information regarding events in the owners' lives rather than concerns with the construction of the building and its architectural significance. Almost never are the relevant disciplines coordinated in an orchestrated study and conclusion. The inadequacies of these studies lead to a breakdown of the preservation system. Preservation decisions are often made without sufficient information. Preservation treatments are being carried out without detailed information, often requiring decisions to be made in the field by unqualified contractors and construction supervisors. Managers realizing these problems often attempt projects with operating funds without the necessary evaluation of the resource and a full understanding of historic preservation policy.

This is only the tip of the iceberg. As we sit here today, NPS is reconstructing buildings that have been gone from their sites for over a hundred years. In a neighboring park, original buildings of the same period acquired by the Park Service over a decade ago are mouldering with dry rot as vacant structures. We plan and carry out the demolition of historic structures while in the same area there is a crying need for community services and park support facilities which cannot be accommodated within the existing structures of the park. New visitor facilities are being constructed while the historic focus of the park is in an advanced state of structural distress.

The faults lie within the system and within our profession. The administrative policies and activity standards have been prepared as a guide and procedure for a thorough evaluation of the characteristics and limitations of the individual cultural resources of the Park Service. This provides a mechanism for evaluating through interdisciplinary participation, the suitability and feasibility of preservation treatments and park use. By understanding the alternate courses of action and repercussions that might be expected in the pursuit of each alternate, the park manager should be able to make necessary operating decisions while minimizing the adverse affects on the resource.

Needless to say, these evaluations go way beyond the scope of the historic structure reports. It is our intent to discuss the whole body of resource studies. The standards call for a historical studies plan; historic resource studies; historic structure report - including administration, historic data, architectural data and architectural data sections; archeological site investigation reports; historic gardens and grounds studies and historic furnishings studies which are basic to the understanding of cultural resources. These are also essential for the preparation of "The Historic Resources Management Plan" and "Historic Structures Preservation Guide" as well as the implementation of the development and interpretive plans. The list of classified structures and accession books of objects are essential inventories for management of the parks' resources. We are aware of few parks with all their required resource studies and management documents. Where these do exist, they often fail to provide the necessary comprehensive evaluation of the resource.

The reasons for these inadequacies are in priorities, programs and professionals. In the competition for available funds the documentation of our cultural resources is often considered a luxury. Year after year, a historic resource study for a national park where the theme of interpretation is "man and nature" receive a regional priority ranking of over a hundred. Year after year, this project fails to receive funding. This is a simple project when compared to the study of major complexes of structures such as here in Boston or the archeological sites of the Southwest. The thrust of NPS programs such as "Mission 66", "Parks for People" and the Bicentennial have pushed aside programs for the preservation of park resources. We are now witnessing changes in attitude in the establishment of priorities regarding historic resources. In one case the development of new facilities have been scrapped with the re-programming of funds for rehabilitation of the resource and the FY 77 budget identifies preservation of historic structures as a program thrust.

Programs, however, can also be a snare and delusion. As we look at the construction programs of the Bicentennial, few of these important commemorative sites have resource studies and management plans to standard. In fact, one can find construction underway in the restoration of a historic structure with the notation "Historic Structure Report Not Approved"! Under the crunch of time and the commitments to expend program money it is easy to find planning decisions being made without resource studies, architectural restorations being carried out without conclusive evaluation of the fabric or historic precedence, earth being moved for restoration or reconstruction without the benefit of archeological investigation and interpretive programs being created without establishing historic fact.

With new priorities and programs for historic preservation there will still remain the overwhelming task of providing the expertise in research and resource evaluation necessary for preservation action. This will require professionalism in all senses of the word - intellectual skills, ethical standards and comprehensive experience - in a fully interdisciplinary program. It is apparent that at the centralized, regional and field levels there are not sufficient individuals with the skills and experience necessary to produce and implement the studies required by the standards. The current Bicentennial program has indicated pitfalls in the contractual approach toward providing professional services. With the encouragement of the program priorities of the FY 77 budget the establishment of a system for the professional activities must be fully implemented. This will require an aggressive intake program with comprehensive on the job training opportunities and coordination of interdisciplinary skills by experienced individuals through an interaction with management at Washington, regional and field levels.

The National Park Service procedures for historic preservation are basically sound in their research studies and processing of the findings and yet, the system as it now exists in its application permits inadequacies to be compounded into omissions without accountability for performance that in its extreme is negligence of the public trust. Only when the

comprehensive understanding of the characteristics of our unique, non-renewable resources will we be able to provide preservation treatment and management procedure to meet our Congressional mandate.

---

<<< [Previous](#)

<<< [Contents](#)>>>

[Next](#) >>>

---

hispres-75/sec6.htm  
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# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### HISTORIC STRUCTURES REPORT

John Garner

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John Garner gave a brief slide presentation on the historic structures of the Southeast Region and explained how the Historic Structure Reports had been useful in the preservation and rehabilitation of several structures. The Southeast Region has a great variety of structures, ranging from houses to forts, walls, and roads. Historic Structure Reports had prevented many mistakes in restoration and rehabilitation work, determined original construction details, confirmed known historical facts, and had shown an understanding of the evolution and fabric of buildings.

About 70% of the areas managed by the Region contain substantive and substantial historic structures and cultural resources. So far, the Region had identified over 600 historic structures for LCS purposes; over 300 of these structures are of fairly large scale. The cost estimate just to put these structures in maintenance condition today is over \$45,000,000. Due to lack of funds and personnel, the Region was not getting the job done as required by the Historical Structure Reports.

---

[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### HISTORIC STRUCTURE REPORTS, RESOURCE STUDIES, AND HISTORIANS

John Luzader

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In this paper, I will try to introduce, in some detail, a discussion of the contributions historians should make to fulfilling the National Park Service's historic preservation responsibilities as they are defined in the Historic Sites Act of 1935 and the Historic Preservation Act of 1966. The earlier act explicitly recognized the paramount importance of historical, architectural, and archeological studies by placing research first among the authorities granted the Secretary of the Interior to execute the national historical preservation policy. The latter legislation broadened and strengthened both the policies and authorities enunciated and granted in the 1935 Act. Thus research as a function inherent in carrying out the Service's historic preservation obligations rests upon a firm legal base.

That historic preservation embraces the preservation of the historic resource and all planning for its interpretation and use may be a truism, but it is one that managers, planners, interpreters, and researchers must keep ever before them. The failure of any of these groups to do so adversely affects the Service's performance.

In the interests of brevity and simplicity, we can classify the types of studies conducted by historians on the Historic Preservation Team into two categories. The most common and, in the light of the purposes of this meeting, most controversial is the Historic Structure Report. Limiting ourselves at this point, to the Historical Data Section, "prepared by the appropriate professional office," and which according to the Activities Standards, part IV, pp. 5 and 6, will include:

1. Statement of historical significance of the structure and its setting.
2. Documentary and illustrative data on the history of ownership construction, and use compiled at the appropriate level of investigation.
3. Other historical data pertinent to the structure and setting but not to the development project that may be obtained in the course of this investigation and is not already included in a Historic Resource Study. This will be presented separately from the construction data.
4. Recommendations for further study necessary with suggested sources.
5. An annotated bibliography of sources consulted.

Now let us speak to two basic questions: (1) "For whom is the report prepared?" (2) "Who is the appropriate professional?" Concerning the former, there are some obvious answers and some less obvious. One part of that audience is management, or to use an earlier term administration. It needs to know enough about the historic structures it administers to perform that function intelligently. A sound knowledge of the feature's significance and its social and physical history can contribute to that end. The second, and for the report's immediate

purpose, the most important client is the architect. He has the greatest need to know what documentary and illustrative sources reveal about the structure's physical history - when and under what circumstances it was built and altered. A third party is the archeologist, whose investigation can be expedited and informed by the cultural information developed by the historian. Because the Historic Structure Report is either the only source of information or because other documents do not contain sufficient detail and critical professional judgments, members of Master Plan teams and interpretive planners depend heavily upon the report for the information they need. Finally, the park interpretive staff needs the historical data to plan and execute local interpretive programs. It is a fact of our institutional life that too few areas have sufficiently definitive Historic Resource Studies or none at all to meet these needs. We may thus be expecting too much of the Historic Structure Report; and I shall address that later in this paper.

We now come to the question of who should prepare the historic data section. Central to answering that question is whether the subject structure is preserved because of its intrinsic architectural character or because of its being part of the historic scene or because it was the site of a historic event. If the former justification is invoked, we face a distinctly preservation problem - that is to preserve the structure in a manner that reflects its total architectural history. If the latter is controlling, we face a different task - restoring the structure in a manner that makes it a vehicle for accurately and clearly interpreting the events that gives it its historic significance.

Reports for both types require that the historic data be prepared by a professional trained in historiography and methodology on a level that qualifies him to identify and critically study sometimes elusive and diffuse manuscript sources. The volume and quality of those sources varies greatly from cases in which no direct records exist and inferences must be made from documentation of similar structures to situations in which, as in the case of Fort Point and the Gulf Island forts, thousands of engineers records had to be studied. In other cases, research must be conducted in several collections or may involve extensive correspondence with foreign repositories, whose helpfulness is substantially enhanced if the researcher's professional credentials are established. Having had some experience in gaining access to European collections, I can speak with a degree of authority on that matter. In gaining experience, the competent historian accumulates a wide working knowledge of libraries, museums, archives, and historical societies - their areas of specialization, limitations, and staff; and he has an important professional relationship with other persons working in the same or related field. Given the present standards for the Historic Structure Report, the historian has the responsibility for establishing the historical significance of the feature, a crucial role because it determines its future. Finally, a useful and professionally acceptable report must represent a critical, lucid synthesis of the results of the documentary research that has been conducted.

While every historic data section must be prepared by a historian, they may be improved by being prepared by different kinds of historians. A report dealing with a structure whose essential significance is its architectural character might better be prepared by an architectural historian, one who is trained in a speciality in which a majority of research historians have a limited capability. One dealing with a feature whose significance is its association with historic events or a historic scene requires the services of the historian whose expertise lies in military, political, social history, or a combination of those areas. However, that does not preclude the participation of a person especially trained in architectural history in instances in which that kind of speciality is needed for the best possible body of data.

The historic data section of the Structure Report has not been the recipient of unstinted praise from several of the clients the historian tries to serve. Managers may learn facts about a structure that do not make their jobs easier, and their fondness for historians and historic

properties sometimes declines proportionately. Less frequently, the report does not provide them with enough information upon which to base sound decisions. Members of Master Plan teams and interpretive planners, reeling from a merited bludgeoning because they have not given proper attention to historic values, may turn to the only document available, only to find that its utility is limited by its concentration on only one facet of the total resource. So far as park staffs are concerned, they appear to be reasonably happy with the reports, perhaps out of gratitude that someone out there cares enough to produce something for them or because their exposure to the "average visitor" has given them a tolerance not vouchsafed to the rest of Steve Mather's family.

The most telling criticism comes from the profession with which, excepting archeology, the Service historian is most intimately associated - the architects. I am certain that their spokesmen can discuss their criticisms more cogently than I can. One that I hear most frequently is that the historic data section does not concentrate sufficiently upon documentation needed by the architect and that it contains a lot of data that is of no architectural significance. Responding to the first would require a discussion of individual cases, but the second can be addressed by examining a subject that I hope this assembly will carefully explore - the type of historical studies that I would place under the generic term Historic Resources Studies.

I have chosen to apply the term Historic Resource Study to all those types of historical studies that we program as Park History Studies, Special History Studies, and Historic Furnishing Studies, the last, a special category that will not be discussed in this paper. The timely preparation of these in-depth investigations could provide solutions to several problems that plague historic preservation efforts. One of the most important benefits would be the effective inclusion of historic preservation values into the Master Plan and compliance processes. A recurrent source of weakness in preservation's role has been the tardiness with which its professionals have been involved in the planning and compliance processes and the frequent paucity of documented historical, archeological, and architectural studies that should provide the required data. I am happy to be able to say that situation is improving in that those persons responsible for preparing Master Plans are showing more interest in involving the Historic Preservation Team. The compliance process continues to tax our professional capabilities because the volume of work and limited manpower compound the weaknesses created by the lack of adequate resource information. However, no amount of mutual goodwill can provide the ultimate solution until the Service has a corpus of information properly recorded in resource studies.

The accuracy and effectiveness of Park Service interpretive media are dependent upon the quality of available information. It is laboring the point to note that without sound data, living history, audio-visual programs, exhibits, and publications can not have validity; and the historic values we attempt to preserve suffer. Yet, interpreters are often faced with a serious lack of scholarly information. I spent five years as a curator-exhibit planner in the old Branch of Museums and have vivid memories of the frustrations that attended planning and preparing exhibits for areas that had few or no adequate resource studies. It made the job more interesting, but the product suffered.

I have already referred to the fact that the Historic Structure Reports have often borne the burden of providing the types of information described above. That should not be the case; but until resource studies are properly programmed and funded, the Structure Report will all too often be the only source available. The preparation of a successful Historic Structure Report will always require the historian's contribution; and no resource study, which must address the broader historical problems, can ever provide the historic documentation needed for the Report. But the details that so often seem tangential to the structure's physical history would be reduced.

If we faced a blank page, perhaps we could schedule historic preservation so that nothing would be undertaken until after all the resource studies had been completed. Since the page is not blank, we have to do what can be done to remedy the situation, even as we try to meet the obligations thrust upon us by circumstances over which we have little or no control. I hope that we will direct a significant part of our attention toward that end.

---

[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

---

hispres-75/sec8.htm  
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# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### ARCHEOLOGY AND RESOURCE MANAGEMENT

Keith Anderson

Since we have expanded our subject of discussion beyond the Historic Structures Report I would like to talk to the general question of how well archeology is being used in Park Service studies and planning. Background for this discussion is: (1) our Activities Standards and Administrative Policies; (2) a number of case studies in the Western and Southwest Regions; (3) the host of new problems in conservation, planning and management that have stemmed from NEPA, the Executive Order, and the Historic Preservation Act, and; (4) new directions in the field of archeology itself. In this framework it is fair to say that archeology is now being fully or adequately used in Resource Management. I think the reasons for this may be several:

1. There is a lack of understanding of what archeology is.
2. Archeology is often simply left out of the planning and management process.
3. There is sometimes failure to recognize problems, with the result that we operate on the assumption that the problems have been dealt with.
4. There is simple lack of analysis of problems in many cases, resulting in shotgun priorities for archeological studies and management.

The first problem is to communicate what archeology is all about. Archeology works in a variety of domains of study, but overriding interest in this country is its anthropological orientation. American Archeology is a systematic, objective, and comparative approach to human social life and culture. It emphasizes generalizations, concerned with patterned behavior shared by groups of human beings. Understanding this behavior involves such variables as shared perceptions, biological needs, and the relationship between man and his social and physical environments. Granted, much of this kind of information may not be accessible to the archeologist but in recent years archeologists are attempting more and more to organize and design their studies to recognize, analyze, and interpret the physical residue of these behavioral variables.

To put this rather vague discussion in more sharp relief, I would like to say what archeology is not. Archeology is not a discipline which concerns itself just with sites, objects and structures. The archeological universe of study is much broader than this and includes any source of information about the lives of past people. This may include - but certainly is not limited to - artifacts, architecture, plant and animal remains, local geology, soil composition, topography and the modern environment.

Archeology is not just digging. Archeology utilizes any data which will clarify the record of man's past. Today archeological studies begin with abstracting models from ethnography, sociology, history, geography, ecology, and conceivably even social psychology. These models form the basis for research questions and govern field procedures. Archeology utilizes surface collections, archives, museum collections, the non-artifactual contexts of an

archeological resource and a number of special studies like palynology, zooarcheology and biological studies. Even when excavation is conducted it is not just a random exploration but is beginning to be conducted in more and more systematic ways to maximize a limited sampling of a resource which is non-renewable and steadily diminishing.

Most definitely archeology is not merely exciting searches and burrowings through the biggest and most unique monuments of the past, but concerns all ranges of past human behavior, from the smallest campsite to the largest mound.

Finally, archeology should not result simply in the production of descriptive catalogues, but in thoroughly documented, problem oriented reports. If carried out according to standards now being developed by the Society for American Archeology, these reports should show clearly the relationship between the problem underlying the project and the final results.

In archeology today there is also a growing viewpoint that the discipline needs to change from an exploitive strategy to a conservationist strategy. Archeology is being recognized as a limited resource and one which needs to be husbanded to maintain a representative universe of study for future generations of archeologists and the archeologist's public. Curiously, this resembles our own organic act, and reinforces the value of National Parks not only as repositories for esthetically pleasing objects and monuments but also as a data bank to be held in trust for those who are concerned with the systematic study of the remains of past peoples. Given this conservationist view we can very rightly ask ourselves if we are justified in major excavations in large mounds, middens and pueblos within the Park System simply because they are there, when archeological resources are disappearing daily outside the parks. Obviously we are not.

I would guess the lack of understanding of archeologists' holistic approach may be in part responsible for not fully utilizing it in our Park situations. This is not in criticism of past studies; and I haven't reviewed a wide range of historic structures reports, historic resource studies or historic studies plans, but I would like to suggest a number of ways that archeology can be a beneficial and integral part of all studies. In at least some situations, it has been entirely omitted in cases that were not obviously "archeological." In other cases it has been attached as something of an afterthought.

I think that all studies would, in most cases, benefit from both anthropological and archeological assessments. For instance, one element of an Historic Structures Report is an historical data section which includes "data pertinent to the structure and setting but not to the development project that may be obtained in the course of investigation and is not already included in an historic resource study." Archeological data on the other hand is restricted to a description of investigative plan and techniques, inventory and plat of the surface and subsurface remains, and recommendations for stabilization restoration. What is missing here is an assessment or data summary that places the historical situation in anthropological and archeological perspective as background to the structure. In one historic structures report chosen at random the provision for operating the structure in the administrative section was that "the exterior, interior and grounds of the Hauser House will be employed to interpret social, economic and cultural life of the region during the first 60 years of the 19th century." This particular house had been occupied by a series of owners, each of which represented a particular segment of the rural society that had occupied North Carolina. The comprehensive historical data and scholarly documentation in the report provided a wealth of information from which anthropological questions could have been framed. Development and pursuit of these questions could have contributed significantly to the stated purpose of this historic structures report.

I am suggesting then, that in the historic structures report we could be adding another item,

paraphrasing one already in the report; "anthropological data pertinent to the structure and setting but not to development projects that may be obtained in the course of the investigation." Similar items could be contained in resource study plans and historic resource studies.

The archeological point of view could be of considerable benefit if used more extensively than it is at present in the Historic Structures Report. The technology and construction sequence of house building certainly reflects a number of social, economic and environmental variables in prehistoric structures. That is, beyond the basic architectural and photogrammetric record that is presently made there is a good deal of data that reflects what stratum of society the house occupants belonged to, the history of the use of the house, and the natural resources that were used in its construction. From the few examples that I have examined it appears that the basic use of archeology for historic structures is to resolve questions of historical fact concerning dates of occupation, who the occupants were or what the total configuration or location parts of the structure were. This, of course, is a valid pursuit and can result in very useful questions, maps, and proposed subjects of study. However, an anthropological archeologist doing his or her job should be able to provide a good bit more information, since, this structure represents: (1) part of a natural and social environment; (2) a series of events and stages of development in the society in which the building was constructed; (3) the technology of a period and region and; (4) the skeleton of a basic social unit or community. Unfortunately, much of this information can be lost or masked by stabilization or restoration done before comprehensive study of the structure.

What I am getting at is that the interests of archeologists and anthropologists are the interests of the visiting public and interpreters: the social and cultural background for the historic and prehistoric monuments that are preserved in the Park System. George Washington was not simply the "Father of our Country," he was also a representative of a particular social class whose values and life style were critical in the origins of our present government and cultural system. In the places where he dwelt and was reared were deposited a good bit of information on this social class and on this cultural background.

An honest word of caution here; just hiring an archeologist won't guarantee these kinds of marvelous insights. If such a study is to be included as an integral part of the historic study, the professional should be an archeologist with demonstrated competence who submits an acceptable design and works according to this research design. He should also have demonstrated the ability to produce a report that is satisfactory for these purposes. This caution is given because archeology is in an exploratory phase of growth. Really adequate research of this kind is physically and intellectually demanding and not all archeologists may be interested in or capable of producing the level of report that we need.

Finally, more emphasis should be placed on providing overall studies and plans corresponding to the historical studies plan, the historical resource studies and historical management plan in the Activities Standards. These have been done under a number of guises in the past. Some years ago Archeological Research Management Plans were produced. Recently in the Western Region we have found it necessary to update these. We are acquiring archeological overviews, roughly comparable to historic resource studies. As an experiment, cultural resource management sections were incorporated with natural resource management plans. While the title and some elements of the format may not correspond exactly to the Activities Standards, their intent was the same: to establish a reasoned and justified set of priorities for research as well as some guidelines for management for the Park Staff. In the previous absence of historians in the Western Regional Office, we have focused on prehistoric occupations in Parks, although we have dealt with the history as best we could. We are now doing our first overview of historical archeology for Joshua Tree National Monument. We are probably remiss for not doing this for all Parks, particularly those

commemorating historical events.

Such overviews and plans should provide a reasonable basis for priority research, allowing more efficient use of labor and funds and avoiding the shotgun or squeaky wheel approaches to priorities. The only real difference between the cultural resource management plan and plans in the Activities Standards (Historic Studies Plan, Historic Resources Master Plan), is that we have attempted to flag for Park Managers all proposed activities and developments within the Park which would require preservation.

The talks on Historic Structure Reports were followed by a discussion dealing mainly with what kind of information was expected to be found in a HSR. The main purpose of a HSR is to provide the data which is necessary to permit the preparation of construction drawings and specifications. But there is always a tendency to overdevelop or extend studies beyond what is really needed; each project should have a research design, determined by researcher and area managers to prevent overresearch; we are researching a lot of things to death which are not necessary. Sometimes we use the HSR as a resource study or umbrella for the whole research investigation of a site. We have to have funding and programming for resource studies, otherwise we will continue to depend on HSR for information which is needed for interpretation and the planning process. An appropriate Historic Resource Plan will point out what is really needed.

---

<<< [Previous](#)

<<< [Contents](#)>>>

[Next](#) >>>

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### HISTORIC PRESERVATION SLIDE SHOW

Dave Clary and Vance Kaminski

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Mr. Clary and Mr. Kaminski presented a long and comprehensive slide show covering the great variety of cultural resources of the Mid West Region, with emphasis on historic structures, problems of preservation, and case studies of restorations. There are 19 historical areas in the Region; each one of the national recreational areas include historical resources of local, state, or regional significance. It is the mission of the National Park Service to preserve all these historical resources to the best of our ability, for the benefit of the public.

Historic structures in the Region include the largest category of cultural resources and present probably the most pressing problems of historic preservation: how to preserve and maintain these structures. The slides showed basic problems encountered during restoration of structures and how these problems were solved. Problems included foundation conditions, effect of dampness, stresses of use, effect of age in buildings, use of right type of building materials, penalties of neglect, results of improper maintenance, etc.

---

[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

---

hispres-75/sec10.htm  
Last Updated: 14-Jul-2009

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### HISTORIC RESOURCES MANAGEMENT PLAN

Dave Clary

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Mr. David A. Clary discussed the Historic Resources Management Plan. He said that it bears emphasis that we have two disparate classes of resources in the Park System, natural and historic. Each requires its own specialized management approach founded on wholly separate principles and methods. What is proper for a dynamic natural process can be disastrous if applied to static historic fabric. The converse is likewise true.

Historic resources management is not planning, or development, or the assignment of treatments or interpretive concepts to historic resources. Rather, it is the continuing, daily application of preservation principles and methods to insure the preservation of the historic resources. In large measure, this means maintenance. The HRMP is intended to lay out in a convenient volume the entire continuing program of a park to preserve - not alter - its historic resources. A HRMP that ignored the nuts and bolts of preservation maintenance in favor of saying this house ought to be restored and that one ought to be interpreted would not be a HRMP, but more of a master plan or interpretive prospectus. Clary pointed out that a fact that is seldom understood is that historic resources includes the entirety of Class VI lands. The trees, rocks, waters, etc. on Class VI land may be natural in form, but they are historic resources requiring management according to their role in preserving the historic scene.

None of this counters the need to involve all appropriate disciplines in the preparation of a HRMP - including particularly maintenance personnel, as well as historical architects, archeologists, natural scientists, landscape architects, and historians. That most of the limited number of HRMPs thus far attempted have failed is because they did not represent the full range of input, and accordingly failed to address the very subjects the HRMP was created for - the preservation of resources in their condition at the time of the plan's formulation.

Clary recounted the history of the HRMP since 1970. He noted that if he were to review the Ft. Davis NHS HRMP, which he authored, he would probably reject it today because it does not emphasize enough the most important details of preservation. Its saving grace, he noted, was that it calls for the completion of Historic Structure Preservation Guides for all the structures, which would provide the needed information. He would in retrospect take quite a different approach in dealing with vegetative cover in that HRMP, and involve more intensively natural scientists who would be asked to help in developing methods that would achieve and maintain the desired condition for the historic scene. It bears reiteration that the naturalists must conform their solutions for the natural features of Class VI land to the goals established by historic preservation. There is danger in their assuming that the trees and grass can freely be treated as they would in a natural area. Nonetheless, the Service's natural scientists have become increasingly sophisticated in dealing with resources, and can be of great assistance in historic preservation.

The Service's shortcomings in historic preservation, taken at large, arise because of insufficient recognition of the need for unglamorous routine. We could live very well without restorations, but without adequate maintenance our structures can - and have, in many cases -

go to pieces. The HRMP is the ideal mechanism for organizing all the management requirements of a park's historic resources. It insures continuity as personnel change. It guarantees that the proper materials and methods will be followed. It sets forth for the Superintendent his fiscal and manpower requirements if he is to do his job, enabling him to more effectively prepare - and justify - 10-237s and 10-238s. It places him on notice as to his chief responsibilities, and allows for more effective operations evaluation. Finally, the HRMP lays out in one package the entire management program of the park over the long term, facilitating Section 106 compliance regarding management, and obviating the need for Section 106 on cyclic maintenance and repair projects.

Where does the program stand? Next to nowhere. There is still only one HRMP approved that is regarded as complete (Ft. Davis). One other was approved on the explicit understanding of park, region, and WASO that it was incomplete and required the incorporation of the maintenance data that should constitute its heart. Several others have been attempted, with no success. But there may be a ray of hope, because the renewed emphasis on this, together with the staffing of historic preservationists in the regions recently, means that a great number of HRMPs have been begun in the past year. With any luck, in a period of years, we may have them, provided that we do not fall into the same traps as before.

What have been the traps that account for a near-zero record after nearly five years? Causes have been many. Despite the availability of guidelines for four years, there is still widespread confusion over whether a HRMP exists, what it should be, or whether there is such a thing as a "Resource Management Plan" directed at all resources. There is a continuing erroneous assumption around the Service that the natural sciences have a monopoly on "resources," and that all resources should be managed according to their own principles. We have made concerted efforts at communication, however, and it can be hoped that this has been resolved. It should be pointed out, however, that at no time did this conflict originate in the professional services in WASO, where the Chief Scientist and staff have worked closely with Park Historic Preservation for years in preparing guidelines for both management plans and explaining their distinction.

Historic preservationists have fallen short. Granted, they have not long been present in most regional offices. But within the last year, when the issues of natural and historic resources management plans have gained currency, regional historic preservationists have not always pushed their own cause as aggressively as might have been expected.

Management commitment to resources management planning has been a late blooming thing. But where in the past HRMPs have been requested, necessity caused their assignment to DSC, with less than inspiring results. The Service Center has tended to assign only historians to HRMPs - and often the historians who were newest to the job and least familiar with the system and its resources. The historians have not been eager to deal substantively with the resources as opposed to themes, and are often hesitant to touch subjects like paints, mortars, schedules, and materials. They have not consulted enough with other disciplines, and particularly with the park maintenance personnel. In this they may have faced a few superintendents who did not wish such contact; it is hard to say.

The opportunity exists now to set things right, and we had better grab it. The HRMP is the single most important thing we can do to serve the historic resources of the System. As historic preservationists we should recognize that and get to work. I'll close with a remark to my fellow historians. Our role in the HRMP is crucial, for ordinarily we shall be called upon to co-ordinate the efforts of the many who must compile the HRMP. In school we were taught to stick to the library, propound theses, and write scholarly articles. Here, we must get our hands dirty, for the historic resources are what justified our employment. We have many historians in the Service who are historians, but not enough historians who are historic

preservationists. If we cannot learn to love mud, mortar, and nails, if we let rickety old houses fall down, who will need us?

The discussion period, following Mr. Clary's talk, clearly showed that there is a great deal of confusion about HRMP. Who should prepare it? What information it should have? What is its purpose? The answers to these questions were not too clear. There is no doubt that the HRMP is hard to do, requires a lot of effort, and we do not have enough competent people to do it. Dave Battle pointed out that the main problem is that we do not have the basic research and technique for dealing with the maintenance of historic structures, which is the primary use of the HRMP. To make matters worse, the guidelines for the preparation of the HRMP are not adequate, but no attempt has been made to revise them.

---

[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

---

hispres-75/sec11.htm  
Last Updated: 14-Jul-2009

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### HISTORIC PRESERVATION

Russ Dickinson

Mr. Dickinson gave a brief talk on the subject of historic preservation in general, but emphasized the fact that our historic properties have not been properly maintained. We have not established an appropriate budgetary base to cope with the historic preservation problems. Management by large has not afforded historic preservation a high priority when measured against competing resource management and visitor services priorities. That is especially true when we have had to have competition between a historical area and natural area as reflected by problems that Regional Directors have these days. This, he said, is a real problem.

Lack of basic data about historic structures is hampering our efforts to cope with budgetary problems in dealing with the Department and OMB. This illustrates the importance of LCS. I believe that there is a real sense of urgency and commitment and sense of priorities and we need to emphasize historic preservation. We need to review meaningful and achievable standards we have been using in historic preservation which are not achievable and are not clearly understood by all persons concerned. Managers need flexible guidelines. I hope you reach some consensus as a result of this conference and come up with recommendations.

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[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

---

hispres-75/sec12.htm  
Last Updated: 14-Jul-2009

# NATIONAL PARK SERVICE

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## First Annual National Park Service Historic Preservation Conference



## MAINTENANCE OF HISTORIC STRUCTURES

Denis Galvin

### I. The Process of Historic Structures Maintenance

In all maintenance it is desirable and efficient to achieve a high percentage of routine, preventive maintenance as opposed to emergency or nonroutine maintenance. Most successful maintenance programs adhere to this principle and seek relative percentages that are high on the routine side and low on the nonroutine side. Different tasks have different standards but in Industrial Plant Maintenance (that portion of maintenance that is perhaps most studied, quantified, and documented) rules of thumb are that 75% of the work should be of the routine variety.

I believe that this principle can and ought to be applied to the maintenance of historic structures. A review of maintenance of historic structures in the North Atlantic Region, however, would lead me to believe that frequently we are doing catch up maintenance, emergency maintenance, and major rehabilitation maintenance. The rest of these remarks will explore the reason I believe that is so.

The objective of Historic Structures Maintenance should be: to achieve a high percentage of routine maintenance and minimize nonroutine maintenance.

We're not there. Why?

#### A. Local Capability vs. External Advice

Refer to Figures 1 and 2. They are an attempt to diagram the kind of maintenance and the type of knowledge required to accomplish them. In three out of four instances local capability is more likely than external capability. Only in the case where on-site skill is lacking and the task is non-routine should external advice be a requirement.

FIGURE 1

|                            |                                                             | TYPE OF MAINTENANCE   |                    |
|----------------------------|-------------------------------------------------------------|-----------------------|--------------------|
|                            |                                                             | Non-Routine           | Routine            |
| TYPE OF KNOWLEDGE REQUIRED | Discrimination- Do it myself, or get help?                  | Has to be Local       | Has to be Local    |
|                            | Skill- Once technique is decided, do I have the capability? | Likely to be External | Likely to be Local |

FIGURE 2

|                |                    |                       |
|----------------|--------------------|-----------------------|
| SIZE OF JOB    | SMALL              | LARGE                 |
| ACCOMPLISHMENT | LIKELY TO BE LOCAL | LIKELY TO BE EXTERNAL |

Since a routine program requires a high degree of local on-site capability, we need to look at the present level of on-site capability in the National Park Service.

## B. Problem: Local Capability Lacking

Frequently in surveying the maintenance skills and experience available in our sites containing historic structures, we find a distressing lack of skill in the techniques of historic structures maintenance. As a result routine work is less likely to get done. If discrimination skill is lacking, then the results of actions on historic structures can be counter productive. I will expand on these remarks in the second section of this paper called the Human Side of Historic Structures Maintenance.

## C. Remedies

### 1. Internal

We can increase the skills of on-site maintenance personnel through three methods. 1. We can train the people we have. 2. We can hire new people who bring the skills with them. Although many of the skills required are not frequently available on the open market. 3. We can increase and improve the reference material available (HRMP's, Structures Reports, Preservation Guides).

### 2. External

The external remedies seem contradictory at first glance. One possible remedy would be to provide more experts, that is, increase the availability of expert advice through an expanded number of historic architects, craftsmen, and artisans. In addition, it is possible with the same number of experts to increase the frequency with which they are used. Frequently a phone call will provide the information that on-site maintenance people need. Too often this avenue of advice is forgotten and the on-site visit is substituted when not actually required.

Conversely, we can lessen the need for expert advice if we increase the body of knowledge available to on-site maintenance people. Other sections of this conference take up the subject of the Historic Resource Management Plan, Historic Structure Preservation Guides, and Historic Structure Reports. I will not go into them in detail here. My point is if all these things were available the necessity for having a specific kind of knowledge is greatly reduced and on-site maintenance people can use them as a reference.

## II. The Human Side of Historic Structures Maintenance

### A. The Current Status of On-Site Maintenance People

In this section, I am going to throw out some remarks to achieve a juxtaposition that results in inaction on the part of maintenance people regarding historic structures maintenance.

Frequently, on-site maintenance people lack discrimination skills and the knowledge of the

special techniques required for skillful historic structures maintenance. A word about what I call discrimination skills. In reference to Figure No. 1, the discrimination skill is simply the answer to the questions, can I do it myself?, or do I require additional advice? Frequently, I believe that maintenance people do not ask this question before beginning a task. The question is critical since effective action depends on the correct answer.

Most people in maintenance crews have done work similar to the work done on historic structures.

Maintenance of historic structures frequently is somewhat different than other maintenance work but it is similar in character, e.g., fixing a leak in a roof is probably something a maintenance employee would know, however, fixing a leak in a historic roof might be something quite different if it is done properly.

All are being paid to work (reward systems for working).

#### B. Current Status of Off-Site Experts

Expert advice frequently is not available. This is particularly true if maintenance people wait for an actual visit by a historic architect.

#### C. Rewards and Punishments

Because of the similarity of work on historic structures cited above maintenance people will frequently do it themselves. This is consistent with their background and with the reward systems set up by the work environment.

Experts frequently criticize their work post facto (this turns the reward system into a punishment system).

#### D. Results

The experts view the maintenance man as insensitive.

The maintenance man views work on historic structures as threatening. The result of these two views is frequently that no work is done on historic structures.

#### E. Simplistic Remedies or Oiling the Gears

It is extremely important given this set of conditions that the relationship between experts and on-site maintenance people be a helpful one. I recognize that this is a very simplistic statement but too frequently experts have been put in the position of being off-site critics and after the fact ones at that. Maintenance people who are trying to be helpful but lack the skills or knowledge have their reward and punishment systems turned inside out and frequently wind up not acting at all instead of acting in a positive manner.

The relationship between professionals and park operating personnel should then be a positive one. I believe that can be accomplished. It will take good will on the part of both disciplines. But gears run better with oil on them than they do with sand thrown into them.

---

<<< [Previous](#)

<<< [Contents](#)>>>

[Next](#) >>>

---



# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### MAINTENANCE OF HISTORIC STRUCTURES

Dave Battle

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In January 1974, there was a meeting of Historical Architects in Denver. At that time, one of the major comments, particularly from the Regional Historical Architects, was that they were having a hard time getting the attention of regional and park managers in matters pertaining to historic preservation. My reply, in essence, was that there are laws pertaining to historic preservation, hit these people over the head with them. It has been interesting to hear from a number of those here present that this is exactly the approach they have taken.

Perhaps because Southwest Region was the first region to have a fully operational preservation team, we are experiencing a number of the problems involved with such operations sooner than the other regions. One of the problems we have experienced is that the above approach has had a backlash we had not quite expected.

We woke up one fine morning not long ago and suddenly found that we had begun to get through, and people were saying "O.K., big shot, you tell us that we must preserve our cultural resources under penalty of law, now, how do we do it?" Unfortunately, in many instances, we had no answers. We had been busily writing Historic Structures Reports, Resource Management Plans, etc. which were full of data that was interesting enough, but in terms of down-to-earth preservation, generally useless. We found that we had few, if any people with even a rudimentary knowledge of preservation problems and techniques. And even in those cases where such people did exist, we were highly critical of the materials and techniques they were employing, yet we had little better to offer.

We have been guilty of a certain amount of elitism. We are preservationists. We are enforcers of the law. The law says "we must preserve our cultural resources or else, and that means you, Mr. Park Manager." And so, we've been setting around in our ivory towers arguing among ourselves over unattainable activities standards, preservation policies, the fine points of law, etc., while the resources have continued to deteriorate. And while we occasionally deigned to talk to a park superintendent or two, we seldom included the real preservationists, the ones who are ultimately responsible for preserving our cultural resources - the park maintenance staff. Why? I suggest that some of it is due to the fact that all so-called "experts" couldn't stand the goff of the questions these people would put to us.

The major preservation problems, as I see them, are threefold: money, trained personnel, and an adequate body of knowledge. Money and personnel are relatively easy obstacles to overcome provided there is sufficient commitment on the part of the National Park Service to its obligation to preserve our cultural resources, and training per se is not a difficult problem. But what training? What do these people need to know, what skills and methods do they employ in the preservation of our cultural resources? Denny Galvin hit the nail right on the head with his remarks on the need to develop a "body of knowledge" pertaining to historic preservation.

In an attempt to solve the "trained personnel" problem in our region, we instituted a preservation maintenance training program patterned after the ones at Harpers Ferry. The idea

was that since the parks were ultimately responsible for caring for the resources under their jurisdiction, we would train members of their staffs to care for their cultural resources. This idea was, and still is, right, and the program was, I believe, moderately successful. The rationale behind the first sessions last year was to indoctrinate these people with the philosophy of cultural resources preservation, to make them cognizant and sympathetic to the special care such resources require. But time and again, the comment was, "this all sounds fine, but how do we do it?" And all too often, we had no answers.

I heartily support the consensus of this meeting that there is an overriding need to get to work on the resources now to prevent their further deterioration or loss. I also agree that the best way to do this is by utilizing the manpower available by means of existing park maintenance staffs in cooperation with and under the direction of region-based trained preservationists. But I must voice a concern that even the best of our "trained preservationists" possess at best a very limited "body of knowledge," and we ought to recognize that in pursuing this course of action we are taking a calculated risk that we will not do more harm than good.

Of greater concern to me, however, is the fact that we do not seem to be making appreciable progress in developing this "body of knowledge." I have been touted as an "expert" on adobe preservation, yet I must confess that I really do not know with any degree of scientific accuracy what even the average properties of this variable material is - such basic things as chemical composition, shear and compressive strengths, plasticity index, porosity, etc. This type of data exists for many materials, but we have never assembled it into a usable net of data. Moreover, in terms of techniques, we are often in the position of re-inventing the wheel with each new project, because we have no way of knowing what the next guy may or may not have tried, and whether or not it was successful. I submit that while there is a great need for research and experimentation, there is an even greater need to assemble this "body of knowledge" already available so that we have a solid foundation for our research and training projects. And I further submit that unless such a compendium is undertaken concurrently with this emphasis on emergency preservation, we shall remain at its conclusion still unable to undertake any effective comprehensive preservation measures.

I am aware, of course, of the efforts of Lee Nelson and Brown Morton, but thus far, there has been little usable information forthcoming, and I am afraid that the results, when available, will be too esoteric for general use. As much as I support the Association for Preservation Technology, it has seemed thus far to serve more as a forum for the history of technology than for the technology of preservation, and I also recognize that, as a member, I am perhaps as much to blame for this as anyone. The pamphlets produced by the American Association for State and Local History and The Old House Journal have produced as much practical data as anyone. The fact remains, however, that it is up to us, as National Park Service preservationists, to assemble the "body of knowledge" we need and I believe that the necessity for this is just as basic and just as urgent as the emergency preservation of our resources.

---

<<< [Previous](#)

<<< [Contents](#) >>>

[Next](#) >>>

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



## FINANCING PRESERVATION OF HISTORIC PROPERTIES

Lowell Sturgill

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Mr. Sturgill presented slides depicting the National Park Service Financial Management System covering programming, budgeting, funding, accounting and reporting; showing how all of these aspects are related and that our system is designed to support managers and users, not just treasury and the Office of Management and Budget. Mr. Sturgill also outlined the alternate funding sources for preservation of historic properties depending on the specific requirements:

ONPS Park Base Maintenance Funds

ONPS Regional Office Cyclic Maintenance Funds

ONPS Ruins Stabilization Funds

Planning and Construction Line-Item Funds

Planning and Construction Lump Sum Funds

Reserves

---

[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### MODERN TECHNIQUES FOR THE ANALYSIS OF STRUCTURES

Blaine Oliver

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Mr. Oliver commented on the following observations:

1. The HSR should become a maintenance and preservation document, not only a development one.
2. If we do not properly maintain our structures we will not preserve them; without maintenance, restoration is a waste.
3. The techniques used for the HSR should be non-destructive; opening any part of a building in search of physical evidence should wait until the working drawing phase of restoration is desired.
4. The HSR should be integral to the HRMP as a pathological analysis.
5. Interpretation - if we are to maintain our structures, must we then drag every American through every building or over every earthwork, for them to appreciate history?
6. The preservation of our buildings is going to require an action commitment on the part of the Federal Government and the National Park Service to Historic Preservation. We are behind some European countries in terms of funding and commitment.

Mr. Oliver then proceeded to show what he believed were some methods of organization and some techniques for the analysis of buildings using a scientific approach (architectural archeology). This includes collection of data and use of modern laboratory techniques for paint and mortar analysis, X-ray, fabric examination, and dendrochronology; organization of data - cards, slides, putting data together and filling in gaps. The result of this scientific approach is faster work, jobs can be run together, focus in one objective more easily, and render greater cost effectiveness.

The main thrust of the discussion period dealt with the need for training and research on techniques and methods of preserving historic structures. Mr. Battle pointed out that there is knowledge about historic preservation, but it has not been transferred; we should make an assessment of what we know and what we don't know. We are desperately in need of basic research and we have to begin now before it is too late. In the meantime, what are we leaving the guys with in the field? We don't have an answer for that; we don't have anything to give them in many instances. We have many practical problems that come into the ground of common sense, but this is where common sense is sometimes misleading, and thus professional judgement is needed.

Since history knowledge is not being shared, we should think about how to better share the knowledge that already exists. There seems to be a general recognition that the creation of

skill capability at some level of an area closely convenient to the park - not necessarily in it - is a very desirable end-result; not that you need a craftsman in every park but you need a certain sensitivity of discrimination in the maintenance staff.

---

<<< [Previous](#)

<<< [Contents](#)>>>

[Next](#) >>>

---

hispres-75/sec16.htm  
Last Updated: 14-Jul-2009

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### THE ROLE OF THE DENVER SERVICE CENTER

Ross Holland

In connection with the subject of the Denver Service Center, Mr. Holland said that the Center was composed of a lot of very fine people. "Whether the Center works or not, is the subject of discussion in this next session. If you criticize Denver, I hope you keep in mind that the people who work there are hard working people. We do not always get the right product. I have criticized Denver, especially in cases of master planning and historic preservation, but I always try to keep in mind that there are hard working people there, who are trying to do the best they can."

[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

hispres-75/sec17.htm  
Last Updated: 14-Jul-2009

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### STATEMENT ON "THE CASE OF THE DENVER SERVICE CENTER"

Vernon Smith

Although attack is expected, I will not waste the time of this conference in the defense of Denver Service Center. I will analyze the principles and conditions under which NPS operates and our professional resources. Based on this analysis, I will recommend actions which can be taken to upgrade historic preservation.

The amount of money and personpower available to the NPS is much less than that deserved based on the value of the natural and cultural resources we serve. Being the stepchild of NPS, Historic Preservation can only manage to survive and be prepared for "The Great Day Acomin'." Preservation and enjoyment of the resources in our trust begins and ends at the resource itself. All our effort must be concentrated at that level. It is the needs of the resource that determines the type and extent of professional support. It is imperative that our utilization of personpower and money be utilized efficiently and effectively which means concentrated on actual treatment of the resource and on its availability and interpretation to the American people. Management and professional support must be minimized by providing support directly to the park and its needs without sacrificing uniform application of policies and standards.

Management support of the parks by regional units is generally efficient and consistent for all areas in the National Park System.

Professional support, however, is fragmented, generally ineffective, and inconsistent.

The type and extent of professional support needed varies considerably from park to park: problems and programs are simple and complex, large and small, emergency and long range.

DSC is equipped with planners, landscape architects, engineers, exhibit specialists, architects, printers, writers, contract specialists, etc.: a full complement of expertise and production capability to provide any type, degree or extent of professional support required by the parks. Being made up of human beings and subject to human failure, there is valid criticism of its products and productivity. The exaggeration of this criticism by fellow members of the NPS team is the result of insecure regional management that readily delegates responsibility and accountability but is afraid to delegate authority. It is also the result of regional managements' failure to identify and define the professional product needed by their parks. This exaggerated criticism does not come from all regions or relative to all activities of DSC. There is a direct correlation, however, between the exaggerated criticism and the Regional professional support staffs' interest in and desire to perform the activities being criticized. Regional staffs are expanded or distorted according to the professional interests of its members. They neglect their assigned responsibility and tasks to undertake work better performed in the Service Center. The quality and type of work undertaken varies greatly from region to region while some work of a higher priority suffers in each region. The application of policies and standards reflect Regional managements' concept and varies from region to region.

Professional judgement is rationalized to suit managements' preconceptions.

The reality that the NPS must minimize its professional support drain on positions and money needed in the parks dictates that professional expertise be grouped for flexible, efficient, proficient production. The base for this group is the Denver Service Center. Only the Service Center can provide for consistency in the application of policies and standards; respond to programs and problems of various complexity and size; and can respond to Systemwide priorities. Only in the Service Center can essential but esoteric support and advance methods be provided efficiently and only there can intense training and research in preservation technology be provided to few but shared by many practitioners. The Service Center can support EEO and upward mobility programs that would otherwise be neglected. It can also provide for varied on-the-job training for talented young professionals.

The Case for Denver Service Center is that it is the only alternative that makes sense.

I recommend that Regional professional support staffs be abolished and their professionals be reassigned to the Denver Historic Preservation Center: that DHPC assign one professional to each region to provide professional advice to Regional management and liaison with DSC: that teams from DHPC and WASO tour groups of parks to assist Superintendents in developing professional support programs: that DHPC satellite offices be established in parks to carry out professional support activities: and the DHPC be funded as an organization to respond to Systemwide priorities and development of research and technology.

---

[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### THE ROLE OF THE DENVER SERVICE CENTER

Jim Coleman

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Perhaps the fact that there are many people here that I do not know is of significance because it shows or demonstrates the emphasis which has been placed on historic preservation.

I can only speak of my experience with this subject and with the role of the Denver Service Center. I am certain other superintendents have had varying experiences and may view their relationships with Denver in a different light.

It is my understanding that to some degree and under various circumstances the Denver Service Center becomes involved in three different phases of historic preservation which include emergency repairs, preventive maintenance and major rehabilitations - the latter to range from restoration to reconstructions.

Within these three phases of historic preservation work are three different types of services provided: Archeology, Historic Architecture and History Studies.

I gather that one of the basic reasons for this discussion is to assess the relative merits of the location of these responsibilities in Denver at the Service Center. Again, I can only comment on experiences with which I am familiar and it may be that my understanding is not reflective of the servicewide role played by Denver.

In the field of archeology, the basic service provided by Denver has been contracting - that is writing the specs, putting the contract out for bids, and even negotiating with the archeologist. Our experience here has been almost the reverse of the other two types of services, in that we have received some very fine assistance for some emergency work, whereas the work for getting out contracts for programmed projects was very slow and had disastrous results.

Some of our recent archeological contracts were drafted by people who were not familiar with the site and the result was we went through a seemingly endless series of telephone calls trying to iron out the exact wording of the contract before it was resolved. It would seem to us that an important consideration is how well does the contractor know the archeologists in the area; how familiar are they with their work.

The History Section provides a number of services which include Historic Resource Studies, Historic Structure Reports, Furnishings Studies, Compliance Studies, etc. Thus far as a Superintendent, I have found that it has not really made much difference to us where these services came from. The important thing is the quality of the service provided and the availability of the service. The quality of the service does not seem to be related to the location of the office. The availability of the service is. The problem is that these services are funded by projects through the programming process, which, as Denny Galvin already said, is all too often tied to some construction project. If the construction project is dropped, the related studies often are dropped. Even more difficult is trying to get one of these studies accomplished and programmed when you have no construction in the schedule. Basically,

then you have to have a dammed good justification to get it into the program. A result of personnel and funding constraints.

I have had no involvement with Denver with relation to emergency studies. When we have required such a study - and we just are in the process of completing one at Morristown. Now, it was done through the Regional Office, with their funds.

The situation with Historic Architects is much the same as with History. They do provide services which have to be programmed. And I suspect that this system works well if you have major rehabilitation needs which are recognized by Park Management and the Region and there is someone along the way gifted enough to articulate your case so that it survives the competition with the other needs.

Our biggest problem at the park level has been to develop a maintenance program which will prevent minor problems from becoming major rehabilitation projects. In this respect we have had almost no assistance from Denver. Maybe other areas have had, but we have not. And I would argue that we have substantial need for assistance in the form of guidelines and advice in the daily, routine maintenance of our historic structures. Most often we have the knowledge and skill (maybe not the manpower) to maintain modern buildings and structures. Often, also, with advice, we have the skill to maintain modern historic structures. For example, the Park has the capacity to see that a building is painted, but what kind, how often?

We feel a definite need to have available to us someone who has a good or thorough understanding of the structures and can offer us advice on a continuing basis. And we feel that service can best be provided on a Regional basis. When the local people do not have the skill or expertise to do a job or to select a proper method to do a job, we need to seek advice. If that advice is available in the Regional Office we stand a much greater chance of getting attention than if we have to go through Denver. Often the advice can come through a letter or a telephone call and may not require a visit to the area. It has not happened in the past and does not seem likely to happen in the future that such familiarity and accessibility can be provided by the Service Center.

If then you are asking my opinion as to whether Historic Preservation functions should be provided by Denver, or somewhere else, I can only say that my experience has been that some services have been handled well, others not. Basically, our problem has been accessibility and the need for continuing familiarity and I think this can best be provided by the Regional Office.

I haven't said much about quality, mainly because that often varies with the individuals involved. But I would like to mention this one instance which I believe reflects some of my concerns.

Recently a historian from DSC was assigned to write a Resource Management Plan for Morristown. He visited the park and we had some lengthy discussions at which time I elaborated on my concerns, especially on the need to get detailed maintenance schedules and the need to get some idea of what we should be doing with the natural features in the park. Evidently his concept of what the R.M.P. was, or should be, was different than mine because we did not get what I expected. I believe each R.M.P. has to be different, tailored to each park's needs. A common problem in producing anything out of a central office is the strong feeling of a need for uniformity. This is not what we needed.

[\*\*<<< Previous\*\*](#)

[\*\*<<< Contents >>>\*\*](#)

[\*\*Next >>>\*\*](#)

---

hispres-75/sec19.htm  
Last Updated: 14-Jul-2009

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### HISTORIC PRESERVATION TEAM, DSC AND THE PACIFIC NORTH WEST REGION

Fred Bohannon

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PNR has not been involved with the HPT to the extent some other regions have; those involved in Bicentennial projects, for instance. We do have one major project, however, the reconstruction of Fort Vancouver and have dealt with them on a variety of less extensive projects.

Generally, we have been satisfied with the way our projects have been handled by the Historic Preservation Team. Their studies and plans have been excellent and have been completed within acceptable time frames. The Fort Vancouver project is complex - requiring coordinated efforts of historians, historic architects, archeologists, and project planners. Both inhouse people and A and E firms have been used. Despite these complexities, and a few bumps and jolts along the way, the job is getting done.

We believe that the HPT should be kept intact in the DSC, and not divided up among regional offices or regional teams within the DSC. The workload is never going to be divided equally among the regions. Further, the workload in a single region will vary from year to year.

The best way to accomodate this uneven and ever-changing workload is to keep the experts in one unit.

---

[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### REGIONAL-DENVER SERVICE CENTER RELATIONS, THE MID-ATLANTIC POINT OF VIEW

John W. Bond\*

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\*John Bond could not attend the conference, but submitted this paper for inclusion in this report.

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Hopefully, what I shall be saying about the relations between the Mid-Atlantic Region and the Denver Service Center will be regarded not as a list of gripes, but as an expression of some concerns with which we would like to acquaint representatives from the Service Center. Realizing that a major objective of this conference is to provide an open forum for bringing about a more effective execution of our historic preservation responsibilities and opportunities at the Park, Region, Service Center, and Washington levels, I should like to share with you some of my concerns and those of my colleagues in the Mid-Atlantic Region.

#### A. Communications

It is customary to rationalize most of the problems we have as resulting from poor communications. I think there is real justification in this rationalization, particularly as it involves the Denver Service Center-Mid-Atlantic Region relationships. I am sure that many problems or misunderstandings result from our not talking enough or not talking effectively with each other. I certainly realize that communication has to be in both directions and will admit that much of what I shall be saying should have been said before this time. While it is easy to say that the representative from Denver should have continued to touch base with the Regional Office and the Park, it is incumbent upon the Regional Professional to be equally responsible in keeping communication open.

There have been communications breakdowns that have frustrated us in the Region and in some instances managers in the Park. Notable along this line, is the manner in which we are notified of a proposed visit of a DSC representative to a given park. Too often the memorandum is received too late for anyone in Region to arrange to join the DSC representative in the Park. Sometimes, the information is received after the individual has come and gone. For example, there was a recent case where a DSC representative visited one of our Parks, made recommendations regarding restoration work going on there and committed the Park to doing certain things, including expenditure of funds. The Regional Office, the Superintendent and his key staff knew nothing about the proposal until it had been written and partially executed. If the DSC representative had touched base with the right person in Region, or in the Park, he could have gotten a more complete picture of what had transpired and what provisions, if needed, had been made to handle the matter of his concern.

#### B. Coordination of Efforts and Activities within the Service Center and with Regional and Park Staffs

There is a real need for more effective coordination of the efforts and activities within the Denver Service Center and Region and Park Staffs. As an example, sometimes we become aware of the Denver Service Center project involving one of our parks only after the report

has been distributed by the Service Center for our review. Recently we received review copies of Environmental Assessments for Sewage Treatment Facilities in one of our Parks. Included in the assessment was an archeological evaluation of alternative sites. The non-Service Archeologist selected to do this is a competent professional and we take no exception to his being selected. The point is that the Regional Archeologist was not consulted as a co-evaluator of the investigator nor was he asked if archeological studies had been previously made of the areas involved. In a similar situation a study was contracted by the Denver Service Center for an archeological survey of an entire Park, one of our larger natural parks. The Regional Archeologist has been trying for years to get such a survey accomplished and had certain objectives he hoped to realize in this survey. The Region learned of the survey in the process of reviewing a study done by the investigator for one of the sewage treatment areas. Ordinarily formulation of a research project is a joint effort between the Park, Region and Denver Service Center. The Regional Archeologist who is quite familiar with the archeological resources in this park certainly could have given the investigator some direction. Subsequent to the by-chance learning of this project, the Regional Archeologist met with the consultant and shared with him his knowledge of the area. As a result of Regional involvement, late as it may have been, we feel the Park is receiving something closer to its needs.

Further in the area of coordination, there appears to be inadequate cross discipline in the reviewing of contracts and the specifications as they may effect historic buildings. It is discouraging to find specifications, for example, calling for the use of Portland cement on historic brick walls such as at Fort McHenry. It would seem that the professional reviewing this could have gotten that proposal deleted in the contract.

#### C. Scheduling the Volume of Work

Because research has been so closely related to construction, those areas having little or no construction have extreme difficulty getting badly needed research programmed. We realize, however, in this fiscal year \$250,000.00 has been programmed service-wide for non-construction related research. Considering that this amount has to be spread throughout the Service and the tremendous overhead cost of a Denver Service Center project, that amount doesn't go very far. We would certainly hope that there could be a substantial increase in funds for non-construction projects and that more of this money be made available to the Regional Office for accomplishing under the supervision by Regional Professionals.

#### D. Professional Control during Execution and Review of Denver Service Center Product

An example of what I am talking about can be found in a recent Environmental Assessment for a sewage treatment plant at Shenandoah. The assessment contained standard sections that appear in many such assessments. One section in particular regards archeological and cultural resources. Using the standard phrase "In the unlikely event that archeological, historical, or paleontological resources . . ." the assessment infers that these resources are unlikely to be found, while in appendix B (archeological investigation) the professional investigator noted that the particular site under consideration was the most likely one to have cultural resources. The point is made here to emphasize the danger in using such standard phrases and not using an interdisciplinary review approach. Another example could be found in the plans for the fire detection system at the Moore House at Yorktown. The detection unit, looking similar to the bottom of a pie plate, is placed insensitively near the center of the ceiling. If the plans were properly executed in the first place it would not be necessary for Region and Park to point out these deficiencies. We realize, however, that there will be differences in opinions due to subjective element which is often involved. But, we in the Region are concerned with the tendency of some researchers, both historical architect and historians, to pursue their own interest without due regard to the needs of the Park as expressed on the 10-238. If there is

any deviation from the initial proposal, it should be thoroughly discussed with the Park Superintendent or his representative and the appropriate professional in the Regional office. Furthermore, we would encourage a higher degree of collaboration as a project develops so as to avoid a misunderstanding at the end of the study.

#### E. Historic Structures Report-Reconciliation of Differences in Professional Judgments and Interpretation between DSC, Region and the Park

We have experienced some difficulty in reconciling different points-of-view, especially with regards to historic structures reports. First of all, we recommend a concerted effort be extended by all parties to resolve these differences satisfactorily before the historic structures report reaches the final stage. If these differences can not be so resolved, then the Region's position should become a vital part of the report and it should be a matter of record so that the different points of view may be jointly evaluated. Also, the Region should receive copies of all review comments regarding historic structures reports and research reports. This would enable the Region to determine if all comments are adequately considered before the report is put into final form. It should be emphasized that the Regional Director, for whom the work is being done, is the official having the authority to approve or reject the report.

#### F. Funding and Staffing

Many DSC projects are insufficiently funded to cover all aspects of a given project. Consequently, there is the necessity for the Regional Office to "bail out" DSC with funds and personnel. In a current project at Fort McHenry, there was no provision in the contract for archeological investigation. Yet, in the restoration of the Fort Walls archeological investigation was quite important to establish the drainage system behind the wall. Fortunately, the Regional and the Park together had two employees who were qualified to undertake this investigation. The contract should have allowed for this when the elements of the contract were established.

#### G. Master Plans and Interpretive Prospects and Their Inadequate Consideration of Policy

These documents often contain proposals that are obvious contradictions of current policy, or are not in keeping with current preservation philosophy. For example, proposals often call for unnecessary reconstruction or restoration of a building to a frozen period of history. We in Region must realize, also, that we sometimes get caught up in making similarly invalid proposals.

---

[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### PARK HISTORIC PRESERVATION'S VIEW

#### Harry Pfanz

Park Historic Preservation believes that a centralized historic preservation unit within a Service Center is desirable if not essential. We are concerned about certain problems we have seen in the Denver Service Center's operation but believe that the Service Center concept should receive our support and that the Denver Service Center be required to do the vital work that must be done and which it is uniquely equipped to do. However, if the Denver Service Center cannot meet the challenges delegated to it, it is clear that other solutions must be found to the problems of historic preservation that the Service is now expected to solve.

The historic preservation team is a part of the Service Center's organization for very good reasons. These reasons are as valid today as when the Service Center - or centers - were established. Basically the centralized Service Center with its preservation team, would seem to make the best use of the Service's professional talent. A historic preservation team made up of the right mix of professionals working from a central location promises a strong and efficient performance for several reasons:

- a. There can be ready consultation among team members of the same or of different disciplines and knowledge and their expertise can be shared. Hopefully this association with numerous other professionals of similar interests would stimulate the professional interest and zeal of individual team members.
- b. Such a team should have the ability to absorb, train and effectively utilize apprentice professionals.
- c. A strong team should provide managers with a capable resource pool from which to obtain information needed in making decisions and recommending courses of action.
- d. Such a team should provide managers with the ability and flexibility to respond to requests for aid in solving historic preservation problems. Judicious details can be accomplished from a large and diverse team without greatly depleting the capability of the team.
- e. Team members can be utilized on a Systemwide basis as need for expertise requires rather than be restricted to a specific regional area.
- f. Team members of a larger team can be afforded more logistical support from within the team. For instance, a team of respectable size can justify its own editorial staff and clerical pool and, perhaps, even some of the new computer devices deemed desirable these days.
- g. An organizational hierarchy can be developed within the team which, hopefully, will be able to justify career ladders and obtain higher grades for some team members than might otherwise be obtained.

As these are advantages to the organization of a preservation team so there should be advantages to placing the team within the ambiance of a Service Center. Some of the above advantages apply to the placing of the preservation team within the larger organization. Principal among these are that:

- a. Professional support not necessary for full time employment with the preservation team might be readily available from within the Center when needed;
- b. Historic preservation team members can derive advantages and broader outlooks from associating with professions other than their own and at the same time engender the interest of others in their own work;
- c. The historic preservation team gains the benefit of support units only available in larger and complex organizations.

Beyond these advantages to the team and center are those advantages to the Service which, perhaps, are paramount:

- a. The team can participate readily in Service planning and studies and contribute its professional expertise in historical preservation and associated matters to the work of planning and study teams.
- b. The team is available within the Center to review and give judgment on matters undertaken by the Center that affect the Service's historic resources.

The above factors have justified the establishment of the historic preservation teams within the Service Center and perhaps will continue to do so. Unfortunately, they in themselves do not insure desirable performance and it seems to us that Utopia has not yet been achieved. Some of the problems or shortcomings of the Service Center operation that we perceive are outlined below.

A basic problem, we believe, is that the historic preservation team has operated in a management atmosphere that is something less than professionally congenial and supportive. The present Service Center and its recent predecessors have been development oriented and have had what might be called the Mission 66 Syndrome. They were organized and staffed to build roads, visitor centers and utility systems, all of which we have thought were needed in the operation of the National Park System. They have been required generally to get projects done by the lowest bidder at the cheapest cost and have received all kinds of hell when such programmed work was not done on time. Historic preservation in this milieu is an exotic activity little enough understood by its own practitioners and seldom understood at all by its new colleagues who have had little or no familiarity with it. Historic preservation and Mission 66 and perhaps the Bicentennial have little in common and, in fact, are often governed by different rules and are often in opposition. Until the differences are recognized and accepted by the Service and Service Center, historic preservation will be the Service Center's foster child. That the foster child relationship continues was illustrated by the fact that only a few months ago there was what we understood to be a serious proposal to eliminate the historic preservation team and parcel out its functions and personnel to the present regional teams. We believe that a proper relationship between the historic preservation team and the Service Center is taking shape but are not convinced that it has yet arrived.

There are some of us who believe that Denver is an unfortunate place, geographically, for the historic preservation team, if not the Service Center, to be based. A glance at the map will

show that the team in Denver is far removed from the vast majority of its clients (archeological sites possibly excepted) and the libraries and archives it must use if it is to do its job. It is also in environment, geographically, hardly conducive to a frame of mind needed to wrestle with most of the Service's preservation problems. The result, I submit, is preservation by remote control and/or heavy travel costs, or as has happened, something of a fragmentation of the historic preservation effort.

Speaking of heavy travel costs we hear constant complaints of the excessive costs of Service Center projects and the vast sums required for Service Center overhead. This is a matter of great concern but one that can be better addressed by the Service Center's clients.

We are concerned also by personnel matters. We urge a continuity of personnel on projects. Those who do the advanced planning, as appropriate, should be those who are directly involved in project execution. This was standard in the 50's and 60's and has been the case at Philadelphia and at Fort Stanwix, but these are exceptions. We are concerned also in the failure as yet of the Service Center to recruit and train needed historic preservation personnel. We know, of course, of the Service's personnel ceilings and budgeting restraints but we understand that though the Service Center has in the past obtained additional permanent positions few if any have gone to the preservation team. For instance, we have not yet detected any real commitment on the part of the Service Center to train or employ historical landscape architects, as opposed to the modern variety, and know of no effort on the part of the Service Center to train additional historic preservation specialists and increase its capability in that essential area. The dearth of the latter we regard as a particularly serious deficiency.

Possibly because of the funding procedures which support it we regard the Service Center as too project oriented. Thus, it is difficult for the preservation team and others, no doubt, to become involved even in the most essential non-programmed work, particularly in the areas of training and maintenance. If the Service Center is to be the Service's great repository of experts it has to stand ready to make the services of these experts available when needed. If it cannot do so the expertise will have to be located elsewhere.

We are concerned also about the Service Center and the Service's review procedures. We have seen planning documents in Washington that have been disgustingly poor and wonder how they see the light of day. We hear of Bicentennial projects said to be so poorly done that it would be better had they not have been attempted at all. Part of the problem we suspect lies in a more pressing desire to get the work out than to get it out properly together with the personnel utilization problem mentioned above.

There has always been difficulty in involving the preservation team in the planning process. Fortunately, the team's members have become increasingly involved over the years and we are pleased to learn that this major justification for the Historic Preservation Team being in the Service Center is approaching practical realization.

Lest I sound too negative let me say that it is my opinion that it is something of a miracle that the Service Center has overcome some of its traumatic experiences of the last three or so years and have functioned creditably at all. It has seemed like a wagon train encircled by howling Indians. It is pretty hard to be creative and productive when you must continually justify your existence and the Service Center has been productive. The historic preservation in particular probably deserves more commendation than adverse criticism. Hopefully, the present team can be held together to the advantage of the Service.

In summation let me say that the Service's responsibilities in historic preservation are tremendous and they cannot be accomplished without the capable work of the Service Center

monitored and supported by the various regions. To do its job the Service Center must have a strong and vital preservation team composed of people who want to be working in historic preservation and who know what they are doing. They will require the full support, given critically, by Service Center managers, a reasonable recruiting and training program and full participation by the historic preservation team in the Service's planning and training programs.

During the discussion of the subject of the Denver Service Center, some participants gave reasons pro and con for retraining or abolishing the Center. Most of the reasons were based on personal and area experiences, and specific problems; problems vary with areas because each area is different. There was mixed feelings about the concept of one Service Center, because regardless of the various reasons, the Center has not worked; there is an alien and hostile environment in Denver for historic preservation; the fault is not so much with the preservation team, but the Center itself that permits project supervisors to be insensitive to historic fabrics. To some the Center does not work because its centralization, location, excessive cost, lacks of coordination with parks and regions, poor relationship and lack of mutual respect between the regions, the park and the Center, and failure of Center to train personnel.

---

[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### THE PARK'S VIEW OF HISTORIC PRESERVATION

Glen Gray

As manager of a small area, Mr. Gray summed up his problems as one of poor communication between WASO, DSC, the regions, and the parks. The park is often not told when decisions are made and almost never why they are made. Region and DSC are probably not told as often as they should what decisions have been made.

A manager responsible for an area should be aware of what is going on or being planned in his park, and should share in the decision making process. There is a need for close dialogue between DSC and Region; Region can speak for the park, but hopefully not until after the park has a chance to speak for itself. Everyone must be involved in more person to person communication. Those working on park projects must know the park and staff reasonably well.

For lack of coordination between WASO, DSC, Region, and the park we had paths designed that cut through a historic slag-pile and ended in a river; a parking lot that cut off a corner of a historic house, and an archeology program where Denver, after a brief visit to the park, tells the archeologist the exact details of the on-site program. The park never sees the contract, does not know the proposed details until after the contract archeologist visits the park, and finds that the proposal does not meet the needs of the park.

The park maintenance staff, Mr. Gray said, must have a feeling or sympathy for historic preservation, and must know when to act or not to act. We send our maintenance employees to courses in maintenance skills on historic preservation. They seem to be told to go back to the parks and preserve. Under the existing set-up, we do not have sufficient historical architects to direct each parks' maintenance staff on a day to day basis. Some preservation work has to be done by the staff. However, we don't need a "Jack-of-old-Trades." A maintenance skills course is not good enough from this point of view. We need a person who knows one or two crafts well and knows enough to stay away from other projects. The service has all the necessary skills - painters, blacksmiths, carpenters, masons, etc. This skill should be shared either on a park-to-park basis or by a traveling team of experts to do the many small jobs.

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[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### THE PARK'S VIEW OF HISTORIC PRESERVATION

Hobie Cawood

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I am pleased to be included in this conference and with this panel to talk about a subject, historic preservation, that it seems like I have been concerned with every day of my National Park Service career. This career spans 18 years working as a historian in five parks, serving as a historian planner for two and a half years in the Washington Service Center and as a superintendent for two historical units of the National Park System.

The one thing that I have been constantly aware of throughout my career in the several parks is the absence of money to accomplish the things in historic preservation that we would like to do. Finally, that once-in-a-lifetime opportunity has presented itself at Independence National Historical Park. During the five years preceding 1976 Independence National Historical Park will have completed over \$20 million in park development. Most of this money involves historic preservation or, in one way or another, has some effect on it.

Our problem at Independence is not one of a scarcity of funds as much as it is what we should do with what we have. In making this decision, the Park Superintendent and the Denver Service Center have an opportunity to make a recommendation to the Regional Director who then makes the final decision. However, in this process there are professional staffs and outside sources that have some influence on the finished product. There seems to be no scarcity of professionals to advise each of us along the way. Working on our projects at Independence, we have the advice of the best of curators, architects, historians and archeologists -- many of them extreme in the views of their discipline. I do not quarrel with a slight degree of fanaticism up to a point; a person should be enthusiastically prepared to sell their point of view and those who are more successful have an emotional involvement.

The difficulties come when forceful people from the different disciplines disagree on various points. For example: a curator who has laboriously refurnished Independence Hall in the minutest detail is not sympathetic to an architect who wishes to cover up a historic piece of floor with a rubber mat which is an esthetic intrusion. Others do battle: the debate over whether the story of Independence is one of history or architecture. I have even seen the time two professionals anticipated a disagreement and both began working among the other professional disciplines to line up their colleagues with their point of view.

The park superintendent then becomes the middleman. He is sort of like a policeman standing in the middle of a busy intersection directing traffic. He receives advice from the professionals involved, but it is his place to make the final decision on the project. Sometimes professionals don't like the system that allows a third person to make the decision because it often breeds compromise. I think it's important that the manager continue to make the decisions.

The reason the manager should make these decisions is that each of the professionals is a specialist and the manager is more of a generalist. He should be aware of the professional considerations, but also of the outside factors that are involved in the decision. The specialist, in working at his discipline, may not be aware of things such as legislative commitments,

availability of funds, political considerations, visitor use of the park and timing, which is an extremely important factor in our Bicentennial projects.

There is one thing of which I am firmly convinced, and that is that we are working toward the same goals but have some different ideas as to how we get there. Usually the goals are greater than can be accomplished by one discipline; it takes all people working together with a positive attitude.

Since most of our projects that are currently under way at Independence National Historical Park are historic preservation projects, it is necessary that we comply with the Section 106 of the Historic Sites Act. I find the whole idea of 106 compliance, as it is being carried out, cumbersome. My impression of the intent of the 106 compliance is to be assured that all alternatives and an intelligent approach to the project has been conducted. We of the National Park Service have the talent and planning ability to make intelligent decisions about projects. We go to great extremes in compiling our research and in reviewing the recommendations to be carried out. After this process has been conducted, then a State liaison officer and an Advisory Commission staff person, who may know very little about the project and has not been privy to all of the processes that would make them intelligent on it, have an opportunity to delay or alter the project. I feel they should concern themselves only with the fact that an intelligent process has been carried out, not with the decisions of that process.

Also, we do not need the State liaison officer and the Advisory Commission staff's advice on how to maintain historic properties. We have a Service Center Historic Preservation Team located in Philadelphia from which we can seek advice when we need it. Our staff at Independence National Historical Park is second to none in being able to carry out the repair and maintenance of historic structures.

When I hear the words "historic preservation" my first feeling is one of great pride. There is no doubt in my mind that we of the National Park Service, and especially at Independence National Historical Park, are the best in the field of historic preservation. We take every opportunity to showcase it and call attention to it. Just within the past few months we have concluded lecture series, special tour, new publications, and just last Friday a three-day Art Symposium that called attention to the historic resources that we manage. The pride that we take in these resources and the work that we are doing on them is not just in the end result, it is in the process to get that end result also. It takes everyone working together, pushing and shoving, giving and taking, but in the end agreeing, to accomplish a project. After the fact, end running and bad mouthing does nothing for the individual or the Service image.

Despite all of the painful realities of the process in which we involve ourselves in historical preservation, we nevertheless are the greatest and should not hesitate to let others know it.

---

[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### THE PARK'S VIEW OF HISTORIC PRESERVATION

Charles Voll

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In preparation for this meeting the Superintendents and the staff of the Navajo Lands Group were polled for their comments and views. The following is a list of their comments and questions.

1. Why is historic preservation not integrated with park management?
2. Why is historic preservation not integrated with maintenance?
3. If what I am doing is outmoded and wrong, where are the professionals to advise me?
4. If the professionals do not know what to do, what are they doing to find out what to do?
5. Preservation is highly important but without protection it is impossible and without interpretation it is meaningless!
6. What is the system? What do I do to comply?
7. Specifically, what is an inventory of historic resources, an historic structures report and an historic resources management plan?
8. How does the historic resources management plan mesh with the management objectives of the area?
9. Why do we need both an historic resources management plan and a natural history resources management plan?
10. Is the historic resources management plan integrated with the natural resources management plan? And if not, why not?
11. What is an historic resource preservation guide? How do I get one?
12. What about the preservation of historic artifacts?
13. Is the National Park Service really committed to historic resource preservation? Where is the emphasis within the National Park Service?
14. Why are clear, studied, approved and documented preservation project plans not developed before a project begins?
15. How do I get production?
16. Over-preservation is as destructive and wasteful as under-preservation.

17. Archeological resource preservation is dominated too much by archeologists. An interdisciplinary, not multidisciplinary, approach is needed.
18. The term "historic preservation" means prehistoric preservation, too. Right?
19. Present National Park Service standards for historic structures must be adapted to prehistoric structures.
20. Are the present standards attainable?
21. Start with an inventory of historic structures. Follow-up with an historic resources management plan.
22. Any historic preservation plan must provide for interpretation and for moderate use of historic structures that result in some wear and eventual replacement of the original fabric.
23. We must have a balanced program. Other park programs must not suffer at the hand of an increased historic preservation program. They must and will be enhanced by an increased history preservation program.

The park's view of historic preservation may or may not be true, correct, reasonable or logical, and certainly it is far from being unbiased. Nevertheless, the view is real - it exists - and rightly or wrongly, it is important.

At the present time it is the park's view of historic preservation that the various roles, functions and duties of the various offices concerned with historic preservation are disjointed, that they are not integrated with park management and that they are not responsive to the needs of park management. The park manager is convinced that historic preservation is removed from the park, that it is too concerned with external programs, that the emphasis is not within the National Park Service, that it does not understand the National Park Service management system, that it is not providing support to park maintenance, that it does not know what it is doing, and that it is doing little to find out what it should do.

The task of preserving America's cultural heritage is large and expensive. The former comfortable arm's length relationship between the park manager and the preservationist will no longer do. The threats are too real and too imminent for any-thing other than the closest kind of cooperation if ways out of our present dilemmas are to be found.

As a first step toward acquiring cooperation between the park manager and the preservationist one must become aware of the different characteristics of the two for their personalities, methods, motivation, roles and orientations are often foreign to one another.

The park manager's methods tend to be multidisciplinary. He may only imperfectly understand the methods and disciplines he uses. He is apt to grasp at almost anything to get the job done. He tends to be oriented to the here and now, and he desires visible payoffs. He is production oriented. He works through others to get the job done, and he constantly balances people, disciplines, funds, plans, programs, attitudes and internal and external pressures. He believes preservation is highly important but without protection it is impossible and without interpretation it is meaningless! He frequently does not fully understand the specialist even when he has a preservationist background, which is rare. He thinks of himself as a generalist and somewhat like engineers, he wants to use the present state of the art to reach the best possible answers. He may tend to believe that he knows as much or more about the problem than the specialist. He tends to mediate and to arrive at compromises that are

most acceptable.

The preservationist tends to seek certainty. He is interested in the future. He tends to work within a narrow discipline even when utilizing methods acquired from several disciplines. He tries to explain, predict and control phenomena. He wants to gain knowledge and understanding. He seeks to control nature and not people. He tends to manipulate things. He looks upon himself as a specialist and wants to do the very best he can. He tends to be uncompromising. He frequently does not fully understand the manager.

These characteristics can lead to healthy conflict. It is the manager's job to resolve conflict and assure cooperation, but to do this he needs the understanding and cooperation of the preservationist.

The problems which the park manager faces in regards to the preservation of historic resources are much more than personnel and money. He needs to know why he must preserve. Preservation for preservation's sake is not enough. He must be able to explain the why of preservation to his supervisors, to his staff and to the public. He must know when to preserve. Over-preservation is as destructive and wasteful as under-preservation! He must know how to preserve, that is, what are the standards, who does he go to to get action, what studies are necessary, what are the performance guidelines and criteria, how does he acquire and train qualified artisans, and what techniques and methods are there.

The National Park Service has a management system. Historic preservation is part of the system. The park manager is for system and hence he is for historic preservation and compliance. Preservationists have long accepted the idea that they should advise park managers, but they have not accepted the idea that park managers should advise them. He argues for cooperation and mutual advice-giving, and for working within the National Park Service management system.

The park sees the role of the Region as being the provider of professional support to the park and the leader in historic preservation planning and programming. Few areas can justify a full-time professional preservationists and none can set Regional priorities. The park believes that the park and Region must begin by inventorying the historic resources of the parks, by reviewing and reassessing what has been done and what is being proposed, and by establishing with the involvement of the park manager an Historic Resource Management Plan for the park and a plan of action for the Region. The park recognizes that such a plan will be less than perfect, that it must be revised periodically and that some projects now thought to be high priority will lose their rating. The park believes that such a systematic approach will allow the park and Region to identify the number and type of preservation personnel needed, estimate costs, program funds, develop a workable organizational structure which clearly defines the duties, roles and functions of all offices concerned with historic preservation, mission-oriented applied research, establish objective priorities, justify budget requests, function within the National Park Service management system, operate efficiently, be responsive to park needs - especially interpretation, and integrate historic resource management with natural history resource management and area management objectives. The parks believe that the Region must develop Regional Preservation Teams including the necessary administrative personnel to carry out large and complex preservation projects which are beyond the capability of the park.

The parks believe that maintenance is an area responsibility and an extremely important key to successful historic resource preservation. They feel that the Region must provide professional support and advice to park management and maintenance primarily through the production of historic structures preservation guides, training of maintenance personnel, and at least once-yearly on-site professional inspections. All of this, however, can be of no avail

if there are no program evaluations by park managers and professional preservationists working together to assure at least visual compliance, to promote concern, to improve techniques, to provide good communications and to adjust programs to new data and new management directives.

---

<<< [Previous](#)

<<< [Contents](#)>>>

[Next](#) >>>

---

hispres-75/sec25.htm  
Last Updated: 14-Jul-2009

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### PARK PLANNING AND HISTORIC PRESERVATION

Charlie Clapper

Mr. Clapper reviewed the planning process of the past and the present. He said planning is necessary because it makes a lot of sense. A good flexible plan assures that everything ultimately comes together, for a useful document determines fixed ideas. We have to plan this idea to make them intelligible to all, capable of execution and communication. Therein lies the challenge for park planners. The Park Service plan has traditionally been accomplished by planners, using a planning model that is elitist in nature. Planners in the past considered all courses of action; then they identified and evaluated all the consequences, and selected the most desirable alternatives. The biggest change happened with Environmental Policy Act and Historic Sites Preservation Act. These few pieces of legislation has had and is continuously having tremendous impact in planning and in the Service in general. Adjustment of this legislation has been very slow. Planning is a long, expensive, and frustrating process, especially now with public involvement. One of the main problems that planners have had is that they have not received adequate cooperation from management. The new planning process will help solve problems. Planners have got to have a sound statement from management as to what direction we should take and we should go.

[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

hispres-75/sec26.htm  
Last Updated: 14-Jul-2009

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### STATEMENT ON "PARK PLANNING AND HISTORIC PRESERVATION"

Merrill J. Mattes

"Planning" is not done in a vacuum, any more than "Management" is done in a vacuum. Civil Service does not recognize a professional category of "Planners" and for good reason. Planning is done by all kinds of professionals, including Historians (read also, Archeologists and Historical Architects). Historic preservation and intelligent planning are like the Federal Union, one and inseparable.

I have been involved in planning, directly or indirectly, all of my career as Superintendent, Regional Historian (Omaha), Team Captain with the Office of Resource Planning and Chief of History and Historic Architecture (S.F.) and especially in present capacity. I have been involved in some degree in the preparation of 50 or 60 Master Plans, and have been Team Captain on several major plans, including the following: JNEM (the first plan to be completed under Mission 66); Fort Laramie, Fort Union Trading Post and Fort Point at the Golden Gate; Mount McKinley, Katmai, Glacier Bay, Sitka, Skagway (Klondike Gold Rush) and Gates of the Arctic. The "pearls of wisdom" which follow result, therefore, from some knowledge of what "the planning process" involves.

There are at least ten (10) things wrong with most planning as it has been practiced by the NPS, and help to explain why this is a disaster area.

1. Many so-called planners are incompetent. They are often selected at random on the premise that anyone (as rangers, managers or whatever) with a few years "experience" anywhere in the NPS can plan. This is a fallacy, because planning takes creative imagination and lots of people don't have it.
2. Few planners know how to write. That may reflect a gap in their training or a weakness in their thinking ability. The fact is that "writing ability is thinking ability." A sentence is defined as "a complete thought." If you are incapable of complete thoughts, you can only put down fractional thoughts, which are worthless. In the old days we had to do our own thinking and our own writing. Now, since so many planners don't know how to write, we have to have a stable of clever young writer-editors who try to doctor up their half-baked thoughts.
3. Landscape Architects have attempted to sell the notion that only they know how to plan. They alone are on to some special mystique. This, of course, is a rank fallacy. Most L.A.'s are capable of good planning. But there have been some who couldn't plan their way out of a wet paper bag.
4. Planning in the past has suffered from what I call the Shangri-La complex. Instead of working out solutions to present problems, planners have preferred to enter a dream world and plan for 20- 30- 50 years from now, never mind the astronomical cost. While some case can be made for long-range planning, more

stress should be made on near-term and intermediate goals, with a dynamic plan that is attainable in our lifetime.

5. The National Park Service has been guilty of planned obsolescence. The professional planners, like the Corps of Engineers and their public works, have a vested interest in keeping a large number of planners in business. So every three years or less we have a fresh crop of hot-eyed young planners eager to demonstrate their prowess. Step Number One with them is to declare the "old plan" obsolete and worthless.

6. Vast sums of money and whole forests of paper have been wasted on that twin evil of the Master Plan, the Environmental Impact Statement. It is sheer insanity to produce all this garbage when all you have in the first place is a visionary plan for the unforeseeable future that has almost no chance of ever coming to fruition. The time to get serious with an EIS is when you have a plan that is realistic enough to have fair prospect of materializing within three years in a Congressional budget.

7. The popular command to planners is "be innovative." This injunction is destructive if it is not taken with a large grain of salt. Without a balance wheel of wisdom based on hard facts - mandatory legislative and policy guidelines, and knowledge of resources, for example - innovation leads to perversion. You wouldn't believe some of the zany proposals that have resulted from frantic efforts to come up with something radically different, "out of this world."

8. Planners have sinned not only by their failure to master legal and policy guidelines which govern the National Park Service generally, but also failure to bone up on the legislative intent of Congress and the policy parameters that relate to their particular subject area.

9. Planners have failed often to build on a solid base of resource data, particularly historical data in historical areas. If the data isn't available, the plan should wait.

10. Planners have frequently failed to include Historians in the planning process. All too often the result has been a massive report that had to be discarded because of its gross inadequacies. That fault is being remedied gradually but it is not yet cured. Historians can do far more than gather data and ensure legislative compliance. They can assist in the creative planning effort itself. In some cases the Historian himself could well be the Team Captain. It's a radical thought, but not more so than having a Landscape Architect, an ex-Ranger or a Biologist for a Team Captain on a historical area planning project!

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[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

# NATIONAL PARK SERVICE

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## First Annual National Park Service Historic Preservation Conference



### PARK PLANNING AND HISTORIC PRESERVATION

John Dobrovolny

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John Dobrovolny gave a slide show using Salem Maritime as an example of the planning process. He stated that a master plan is valuable, but it is more valuable if it is followed. The piecemeal approach, whether due to lack of a master plan or in spite of a master plan, is dangerous. He gave concrete examples of planning without a master plan.

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[<<< Previous](#)

[<<< Contents >>>](#)

[Next >>>](#)

---

hispres-75/sec28.htm  
Last Updated: 14-Jul-2009

# NATIONAL PARK SERVICE

## First Annual National Park Service Historic Preservation Conference



### NORTH ATLANTIC REGION HISTORIC PRESERVATION LABORATORY Ross Holland

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At the request from one of the participants, Mr. Holland discussed briefly what the North Atlantic Region was doing in the Historic Preservation Laboratory that was being organized.

The laboratory, he said, is a permanent fixture here within the Regional Office. We had it set up, thanks primarily to Blaine Cliver, who has the expertise to handle all the equipment that we have and understands how to put it to the most effective use. It is within our regional objectives to establish a preservation laboratory. We don't have all the equipment yet, but we are slowly getting it. We have a microscope and a camera that fits onto it. We are able to take a look at various paint samples to determine what type of paint was at various historic structures during different periods. We also are able to analyze the mortar and the plaster of the various structures that go back with the original materials. One thing that we will be getting this year, thanks to regional reserves, is an X-ray machine which will permit us to take a look at a building without having to rip into it. That is basically our preservation laboratory; it is growing, it is expanding, and we are doing a hell of a lot of work with it, because it is this basic information that should go into the Historic Structure Reports that are done by us. The laboratory is extremely useful, and we hope we will be a little bit ahead of the game by having the information on hand. If funds become available for maintenance of our historic structures, we will be ready to go with the proper documentation. The preservation laboratory is not an excessively expensive operation, it costs some money initially to buy equipment and supplies, and it does take time to set it up. When I was fortunately selected to go to Russia for three weeks to study historic preservation there, it really pointed out to me how primitive we are as far as historic preservation is concerned. The Russians are really going about it in the proper way. They have 16 republics; we visited three of the republics and in two of them we saw preservation laboratories. They had more people in the preservation laboratory in Leningrad than we have, I suppose, working in the whole United States on historic preservation. They have craftsmen, masons, and people who are wood carvers. They had a chemist who analyzed the dye used on wall paper; they had people making glass for chandeliers; they had gold leafing experts who put the gold leaves on the various statues that craftsmen carved out by hand. They spend much money on historic preservation and it shows. The Russians are very sincere about their efforts.

They have craftsmen and the way they handle the craftsmen is something that we should be doing. They take an apprentice who learns a trade over a period of years; in time, he becomes a craftsman. After a number of years of being a craftsman, and demonstrating his capability, he then becomes a master craftsman. And that is a high position with the Soviet Union. We could do something similar. For example, we should create career ladders for our maintenance people engaged in historic preservation. The Russians spend a lot of money in historic preservation. We don't have anything like the Great Palace of Peterhof, which the Germans occupied during their 900-day siege; when they left, they set off a charge of dynamite right in the center of it and virtually destroyed the place. The Palace was in one hell of a shape by the end of World War II, but they restored it, using a lot of money, taking a lot

of time, and working a lot of people. They had a lot of experts working there. That does not mean that we should emulate the Russians all the way down the line because my observation was that they tended to engage the object type of disciplines in their historic preservation activities; they had the historical architect, architectural historian, the archeologist, and the art historian, but I did not see one real historian, and this shows up since they tend to restore their buildings as works of art rather than places that people occupied.

---

<<< [Previous](#)

<<< [Contents](#)>>>

[Next](#) >>>

---

hispres-75/sec29.htm  
Last Updated: 14-Jul-2009

# NATIONAL PARK SERVICE

First Annual National Park Service Historic Preservation Conference



## LETTER TO DIRECTOR



IN REPLY REFER TO:

### United States Department of the Interior

NATIONAL PARK SERVICE  
WASHINGTON, D.C. 20240

#### Memorandum

To: Director

From: Assistant Director, Park Historic Preservation

Subject: Historic preservation meeting

The first of what participants hoped would be annual meetings of historic preservation specialists occurred in Boston on April 21-23. More than seventy people participated. Included, in addition to historians, architects, archeologists, and other specialists, were representatives of management on all levels. This participation helped bring about much more meaningful discussion than would have been possible had we simply been talking to ourselves. All participants were especially grateful for the contributions of Russ Dickenson and Dave Thompson.

A dozen or more major topics were addressed. Not surprisingly, there was considerable disagreement on many issues, sometimes warmly expressed. Throughout, however, ran several major strands of consensus which the group approved and asked to be communicated to you and hopefully to the regional directors at an early meeting.

First is the matter of the commitment of the National Park Service to its historic preservation mission. However erroneous may be the opinion, it is undeniable that a substantial part of the Service's historic preservation community doubts the depth and sincerity of our agency's commitment to historic preservation---an opinion, incidentally, not held alone by historic preservation specialists but by others in the Service as well. Recent statements and actions by you and the top Washington staff and by the regional directors have been immensely reassuring. Even so, such institutional biases are not easily or quickly overcome. The conference participants strongly urged that top management seize every opportunity to emphasize the Service's statutory mandates in historic preservation both to the public and, even more importantly, to the Service itself.

The greatest concern was voiced for the immediate danger to the historic fabric entrusted to

the care of the National Park Service--buildings, structures of all kinds, historic and prehistoric ruins, and historic objects. The full dimensions of the need will not be known until the List of Classified Structures is completed. Enough is known to reveal that we are confronted by an emergency of Systemwide proportions. Remedies are short-term and long-term. In both the focus is on the parks and the regional offices.

The immediate, short-term need is for interdisciplinary teams of preservation specialists based in the regional offices to render immediate, emergency service to parks with endangered historic fabric. Every region contains enough emergency needs of this character to occupy such teams for the short-term future. Their purpose is not to engage in lengthy studies or complicated bureaucratic procedures, but simply, through application of specialized skills, to keep the fabric from disintegrating.

A bridge between the short-term and long-term need is the List of Classified Structures. It will give us the budgetary and programatic data needed to sustain a major emphasis in historic preservation. The group warmly welcomed your conclusion that the List of Classified Structures should be completed next year if at all possible.

Long-term needs are more complicated and less susceptible to specific solutions. A basic need, however, is to build on the emergency cadres described above to create a permanent regional professional services capability to bring all historic fabric up to standard--i.e. to maintenance condition--and to develop a park capability to meet cyclical maintenance needs. The first function requires preservation specialists in various disciplines. The second requires formal and on-the-job training programs aimed at providing park maintenance personnel with sensitivity to the special conditions and requirements of historic fabric, with the skills to perform tasks within their competence, and with the discrimination to recognize when the help of regional specialists must be sought.

Other problems that will have to be resolved over the long term were discussed and debated without developing clear solutions. Among them may be mentioned the following:

Personnel identifying themselves as "managers" and "professionals" must find ways of developing greater harmony of interest, a greater sense of common purpose, and a greater spirit of cooperation.

There is confusion at all levels over the respective roles and functions of the Washington and regional offices, Denver Service Center, and the parks. Similar confusion exists over roles and functions within offices, especially Professional Services and Park System Management at the regional level. There was a strong feeling that roles and functions must be more clearly communicated and perhaps in some instances redefined.

A feeling was also expressed that some of our current activity standards may not be realistic in their demands or responsive to the need. Some even felt that activity standards were not the best approach to accomplishing our mission. Even so, we think it would be misdirected effort to try at this point to revise the standards. They are sufficient to establish in general the direction we should be going. The need instead is to connect trained, informed specialists with the deteriorating fabric and let them do their thing.

A great deal of discussion focused on the Denver Service Center. Opinion was badly divided on whether the regions or a service center should perform the functions now assigned to DSC. Thus this discussion reflected the broader debates now occurring within the Service. There was consensus however, that the preservation team in DSC has been hampered by a management climate incongenial to historic preservation interests and by a continuing failure to involve the historic preservation function fully and meaningfully in the other DSC

functions. There was also recognition that contract administration and contract supervision as currently conducted by DSC are not adequate to the needs of historic preservation.

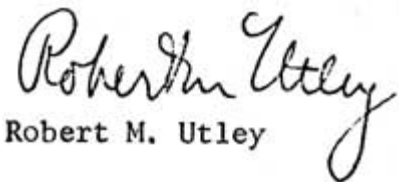
Throughout our discussion of Historic Structure Reports, Historic Resource Management Plans, compliance documents, and master planning ran a recurring theme that our decision-making system is loose, badly defined, and inadequate to the needs of NEPA and 106 compliance. There seems to be a no well-understood document in which one may find a record that describes and justifies a decision. A parallel theme was that, inadequate through documentation may be for some planning needs, for others we are producing excessive documentation. This is wasteful in dollars, manpower, and time. However these long-range concerns may ultimately be resolved, there was a conviction that the emergency needs of the moment dictate that we act with the minimum possible documentation trusting that qualified specialists will do the right thing and that the ideal documentation can be developed later, perhaps in the form of completion reports. It was emphasized repeatedly however, that the validity and desirability of the long-term ideal not be clouded by the short cuts decreed by the present emergency.

Another basic need is to recruit and train preservation specialists and to keep them once we have them. In recruiting such people, we are inhibited by governmentwide personnel regulations that must be tortured to accommodate our particular requirements. Even so, it was felt that the existing system can be made to meet our needs if there is a will to do so.

To keep people once we have them, we must provide continuity of employment. This in turn depends upon placing them in permanent, full-time positions and upon modifying or wholly breaking away from a system that ties them to individually funded projects rather than a continuing need. This observation applies not alone to DSC but to all offices with preservation responsibilities.

Finally, it is to be emphasized that the vast collections of historic objects in the custody of the National Park Service are man-made historic fabric in the same sense as structures, ruins, and buildings. Objects are seriously endangered now as are structures. Many of the same techniques and skills needed for structure preservation are common to object preservation. Long-range measures to meet our preservation responsibilities should apply to all man-made fabric, whether fixed or portable, and should reflect the similarities in inherent character as well as in specialized technical preservation methods.

A complete report of the proceedings of this conference will be prepared and distributed. The group, however, wanted the above thoughts transmitted to you at once for such use as you care to make of them at the forthcoming regional director's meeting. This memorandum was prepared, revised, and adopted by the group on the third day of the conference.



Robert M. Utley

bcc:  
Regional Directors and Manager, DSC

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<<< [Previous](#)

<<< [Contents](#) >>>

hispres-75/letter.htm  
Last Updated: 14-Jul-2009