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National Park Service
Cultural Resources

Using the National Register of Historic Places

Getting the Most for Our Money

Carol D. Shull

Are you getting your money's worth out of the National Register of Historic Places? In 1966, the framers of the National Historic Preservation Act may have envisioned the National Register as a list of places worthy of preservation, but the uses of the National Register go far beyond that today. In this special issue of *CRM*, a variety of authors tell us how the National Register is being used. In these days of reinventing government and getting more for less, we hope that readers will learn from these articles ways that we all can get the most from our investment in a national inventory of historic places.

The National Register should help us understand and appreciate our heritage and what specific places mean in American history. In his article on the role of the National Register in the "new" architectural history, Professor Bernard Herman tells us how the National Register is emerging as a vital, innovative, and integrated research approach that places cultural resources at the center of historical inquiry. Linda McClelland's article shares examples of multiple property listings that do just what Herman suggests.

*(**Shull**—continued on page 3)*

Communities across the country include districts, sites, buildings, structures, and objects listed in the National Register of Historic Places. Historic courthouses, like the Washington County Courthouse in Blair, NE, represent the heritage of older communities. Photo by B.J.B. Long, Four Mile Research.

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Getting the Most for Our Money

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Diane Miller explores how documentation on National Register properties and the computerized National Register Information System (NRIS) database have grown into unique resources in their own right. Information from both sources is available to everyone, and can be used for policy analysis, project planning, community awareness, and research. In one example, Beth Savage explains how the NRIS was queried to identify over 800 listed properties associated with African Americans. Once the NRIS revealed the listings, registration documentation on each property was researched and the National Park Service's new Integrated Preservation Software used to prepare a nationwide educational guide to historic places demonstrating the contributions of African Americans to our history. The guide will be published this fall by the National Trust's Preservation Press. Are there ways the NRIS and National Register documentation can help you that you have not thought of before? The National Park Service is exploring ways to make both the database and the records more accessible to the public.

Detail of north pediment, Washington County Courthouse, Blair, NE, illustrates the basis of the state's economy. Photo by B.J.B. Long, Four Mile Research.

Most archeological properties are nominated under Criterion D for their information potential. Jan Townsend discusses how the National Park Service developed this criterion. She also describes the current status of the National Register archeological properties database, which illustrates the point that archeological properties are under-represented in the National Register. Unfortunately, most archeological resources have been identified as being eligible for the National Register for the purpose of planning federal projects, but relatively few have been formally listed. John H. Sprinkle, Jr., who is both an archeologist and a historian, gives four reasons to nominate archeological sites to the National Register and get them listed.

It is easy for the National Register staff in Washington to reel off statistics about how the National Register is used for recognition, planning, preservation and so on:

- Listings and Determinations of Eligibility—just over 62,000, including more than 900,000 individual sites, buildings, structures, and objects, and 9,000 Determinations of Eligibility.
- Nominations received each year—with shrinking dollars, now down to about 1,500.
- Federal projects reviewed by states for their potential impacts on National Register listed or eligible properties—more than 69,000 each year.
- Opinions on the eligibility of properties for the National Register provided annually by states to federal agencies under section 106 of the National Historic Preservation Act—over 9,000.
- Properties rehabilitated using the preservation tax incentives—over 25,000 properties, representing a private investment of $16.2 billion.

But what impact has the National Register really had in states, on federal agencies, and in communities?

Marcella Sherfy, the Montana State Historic Preservation Officer, contends that "by imposing no regulatory requirements and promising no magic money or cures," the National Register "strikes exactly the balance it needs to serve and survive... in 'don't fence me in' territory," and that National Register listing opens the door for a variety of "benefits." Marcella's readers may find some new ideas they wish to adopt for providing and reaping the benefits of National Register listing.

New York has among the most National Register listings of any state. David Gillespie describes how the National Register has entered the lives of most New Yorkers. He shares a gratifying quote from New York's new State Historic Preservation Officer, Joan Davidson, in which she begins by expressing her surprise that "The National Register of the 1990s turns out to be something quite different, indeed something vastly more consequential, than I had assumed."

Richard Cloues' article is a testimony to how the National Register has served as a focus and framework for African American preservation activities and helped preserve the heritage of Georgia's African Americans—the state's largest and historically most important minority group. Britta Bloomberg tells us how Minnesota has systematically completed county surveys to identify, evaluate, and nominate its historic properties to the National Register. Now the state is moving to fill in the gaps by registering properties that are better understood within a larger, statewide context, those that have recently "come of age," and those that the historic preservation field has recently embraced to encompass the breadth of significant properties and cultural groups that reflect our heritage. Minnesota's approach is an example to others.

Federal agencies are often reluctant to nominate properties under their ownership or control and have them publicly recognized by listing in the National Register

*(**Shull**—continued on page 4)*

*(**Shull**—continued from page 3)*

and too often see their responsibility for considering the effects of projects on eligible and listed properties as an administrative burden that hinders their mission. Edwin Bearss, the Chief Historian for the National Park Service and the Service's Federal Preservation Officer, tells how he changed from a skeptic to a supporter of National Register listing and documentation, and how he personally uses the National Register in his highly popular and widely recognized interpretation and public education activities.

In the last several years, some federal agencies have emphasized using historic resources on their lands for public education. The Payette National Forest in Idaho has made it a high priority to nominate eligible properties to the National Register. Lawrence Kingsbury, USFS archeologist and historian, discusses the multiple property listing for 19th-century Chinese occupations and activity areas in the Warren Mining District. The Payette National Forest's Recreation and Cultural Resource Management Heritage Program has interpreted these places in several interesting ways, and Chinese Americans from as far away as New York City and Hawaii have visited the China Mountain Terraced Gardens Interpretive Site.

The furnace stacks at Greenwood Furnace in Huntingdon County, PA, reflect the important role of iron plantations in the evolution of America's iron and steel industry. Operating from 1834 to 1904, Greenwood Furnace helped make Pennsylvania one of the nation's greatest producers of iron in the 19th century. Photo courtesy Pennsylvania Historical and Museum Commission.

Most listings in the National Register (some 60%) are of local significance, and many communities use National Register criteria and guidelines as the basis for local designation. Several articles explore the different ways communities have used the National Register to help them achieve one of the primary purposes of the National Historic Preservation Act—to preserve historic places as living parts of our communities. Recent Cornell University graduate Tanya Velt's thesis and her article for this issue contain her study of the positive effects of listing historic districts in the National Register in three Pennsylvania municipalities. Antoinette Lee thought of the idea for this special issue and with Tanya is the editor for it. The paper she presented at the 47th National Preservation Conference in St. Louis last fall describes three historic districts used to promote livable communities and as Toni says, "to frame their future in terms of their past."

Real estate and economic development consultant Donovan Rypkema, who has been involved in a number of studies concerning the impact of historic preservation, investigates whether listing in the National Register increases a property's economic value. Donovan suggests that if typical buyers and sellers and real estate professionals do not understand the significance of National Register listing (or even its existence) there is no way that an economic premium will be attached to such designation. We ought to take to heart his advice that the education of buyers and sellers generally, and the real estate community specifically, should be the responsibility of the preservation community.

Education is key! If we do not use the National Register to educate Americans about the value of registered places, I question whether we will ever get the most from our investments in survey, registration, and protection. I notice that many of the travel book series now identify places as listed in the National Register. On the other hand, when I research the National Register for places to visit in my own travels, I find that we have information on far more registered places of interest to tourists than are included in published travel guides. The travel industry and tourists simply do not know that we have ready access to information about these places.

Some communities are missing excellent opportunities for using historic places to draw tourists, but not El Paso. Alfonzo Tellez tells us that the City of El Paso's Office of Heritage Tourism is determined to link the National Register listed missions and other properties with its Mission Trail and use the trail as a springboard for heritage tourism. The National Park Service itself has embarked on a demonstration project aimed at educating the tourism industry and the traveling public about the National Register. National Register

A naturalistic dam in Arkansas's Petit Jean State Park reflects the work of the Civilian Conservation Corps (CCC). Under the direction of the landscape architects, architects, and engineers of the National Park Service, the CCC developed recreational facilities from picnic shelters to manmade lakes in state parks across the United States during the 1930s. Photo by J. DeRose, courtesy Arkansas Historic Preservation Program.

staffer Patty Sackett Chrisman describes how we are creating a series of regional travel itineraries linking national parks and other National Register listings, focusing on America's history of exploration and settlement, cultural diversity, and Spanish heritage. One of the itineraries is in Texas and should support El Paso's own heritage tourism efforts.

Teaching with Historic Places is an exciting new program which the National Park Service and the National Trust for Historic Preservation have developed as partners to bring historic places to our young people through the schools. Last year a whole issue of *CRM* was devoted to Teaching with Historic Places. Beth Boland will update you on the program and how you can participate. Besides creating instruction materials using National Register listings from National Parks to locally-significant properties, one of the program's main objectives is to teach preservation advocates and educators how to work together to use historic places in teaching, including professors who train college students to become classroom teachers.

The National Register already is being used in colleges and universities throughout the United States, primarily to prepare students to work in historic preservation professionally. Michael Tomlan, Chair of the National Council for Preservation Education and Director of the Graduate Program in Historic Preservation Planning at Cornell University, writes about how the Register lies at the heart of the curriculum at the undergraduate and graduate levels. He illustrates how application of the approaches and methodologies in the National Register teach students to identify and evaluate historic properties, and how this practical knowledge helps students in the preservation field.

Some colleges and universities carry out surveys and prepare National Register nominations as active partners with State Historic Preservation Offices. Such is the case with the Center for Historic Architecture and Engineering at the University of Delaware whose director, David Ames, describes how the National Register is used in one of his own courses. Not only can colleges and universities conduct surveys and prepare National Register nominations that the states cannot afford to do, but these practical applications better prepare students for professional preservation work. In another example of the National Register's partnerships with colleges and universities, David Ames is now writing a National Register Bulletin on identifying and registering American suburbs, that grows out of his own research in Delaware.

Many individuals have spent some time working at the National Register before going on to other jobs in preservation. Now under Michael Tomlan's leadership, The National Council for Preservation Education (NCPE) and the National Park Service have a cooperative agreement to hire graduate students as summer interns. The contributions of two of the National Register's summer interns through NCPE, Tanya Velt's article and Jennifer A. Meisner's bibliography of readings on the National Register in this issue, are examples of how the preservation community can achieve more through partnerships with colleges and universities.

The last article in this issue is by Professor Paul Risk. Last year I participated in a conference at which Professor Risk gave an excellent paper on why and how we should interpret historic places. After hearing him speak, I came back convinced that we should prepare a *National Register Bulletin* on interpreting properties on the National Register, a project we are now beginning in cooperation with the National Park Service's Division of Interpretation. Professor Risk's article should whet our appetite for information on how we can use National Register listings and the information about them to educate Americans about our heritage.

The National Park Service maintains and expands the National Register. We settle disputes and hear appeals, and we set, publish, and distribute standards and guidelines in our *National Register Bulletin* publication series and provide training and technical assistance. We try to make the National Register accessible to the public by answering inquiries, querying the NRIS, copying registration documentation, and preparing such publications as the National Register cumulative list, the new book on African American historic places, regional travel itineraries, and so on. With the National Trust, we have embarked on Teaching with Historic Places. But we cannot measure the full impact of the National Register.

The U.S. Post Office in Homer, NY, was constructed as a public works project in 1937 and 1938. It is one of 155 post offices listed in the National Register of Historic Places under the multiple property group, U.S. Post Offices in New York State, 1858-1943. Photo by Peter D. Shaver, courtesy New York State Office, Parks, Recreation, and Historic Preservation.

These articles about its uses are as instructive to us as we hope they are to you. In reading them, some people may think that we are trying to make the National Register more than it is, but we do not want it to be less than it can be. After reading this *CRM*, we challenge you to use the National Register in new ways to get the most for your money!

Carol D. Shull is Chief of Registration, National Register of Historic Places, Interagency Resources Division, National Park Service.

The "New" Architectural History

Bernard L. Herman

The "new" architectural history unites the study of buildings of all styles and functions with current trends in social history, historical archeology, and folklife research, all of which stress the broader interpretation of American society and culture.[1] The most obvious analogy to the new architectural history is the new social history which arose in the 1960s and seized as its purpose writing "history from the bottom up," a credo embracing the experiences and values of all Americans.[2] Practitioners of the new architectural history pursue a comparable mission through a working premise that architecture and landscape provide material evidence about the ways in which people historically perceived their world and organized their relationships to one another and their environments. The artifact as evidence, as a means to formulate new kinds of questions and develop new strategies of inquiry, stands at the center of this enterprise which might best be described as object-driven social and cultural history.

One of the most significant resources for pursuing the goals of the new architectural history in the United States is the National Register of Historic Places, which essentially promotes a material culture approach to American history through the assertion that "the spirit and direction of the nation are founded upon and reflected in its historic past" and that both "spirit" and "direction" are represented by buildings, structures, sites, landscapes, or districts.[3] Early National Register nominations, however, promoted an object-centered history where the primary intent was to write compelling arguments for the significance and integrity of nominated properties that justified the singular importance of each property with little attempt to place it in larger comparative contexts. Buildings simply functioned either as historic stage sets for past events and people or as illustrations of works of art set in chronologically ordered style periods. The larger connections between buildings, landscapes, and sites and broad trends in American social, cultural, and architectural history remained asserted rather than demonstrated.

As part of a program to bring registration concerns into accord with comprehensive cultural resource planning programs and the contextual concerns of social history and historical archeology, the National Register took several initiatives in the late 1970s which were eventually summarized and codified in the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation* and clarified in subsequent technical bulletins. Central to these standards is the need to identify historic contexts that are established on the basis of place, time, and historic theme. This historic context approach addresses two key policy needs in National Register research. First, the historic context provides a well-defined research focus that emphasizes an assessment of all the properties related to a particular historic theme within a given time frame and within a clearly identified geographic area. Historic properties can be identified with a historic context in two ways. On a functional level, properties directly address specific aspects of the theme; on an associative level, they address the theme indirectly. For example, "Dwellings of the Rural Elite in Central Delaware," a historic context and multiple property nomination, identified late-18th- century houses as functional property types, and evaluated farm complexes, public buildings, and churches as associative property types.

Second, the historic context approach encourages comparative studies that examine all the related historic properties as a group and evaluates them within the framework of their historic relations in a specific landscape. Thus, the properties listed under the historic context of the "Dwellings of the Rural Elite" were drawn from a comprehensive review of all surveyed historic properties which met the conditions of time (1770-1830) and place (central Delaware). The review process depended not only on an architectural assessment of each property but also on a process of record linkage where the information gleaned from all available sources—material and documentary—is synthesized within the larger historic context.[4] The goal is to reveal as much as possible about the significance of each property under consideration and to establish the kinds of multifoliate relationships connecting individual properties and their owners and users in historic settings.

Windsor (ca. 1760) in New Castle County, DE, denotes "the construction of a stair-passage plan brick house which materially and symbolically linked its original owner with the particular community of central Delaware's rural elite." Photo by Max Van Balgooy, Center for Historic Architecture and Engineering, University of Delaware.

Recognition of these relationships in the Delaware example led to associative and architectural registration requirements. Associative requirements for the "Dwellings of the Rural Elite" included, for example, the owner's placement in the top 20% of the taxable population, ownership of land in excess of 200 acres, livestock holdings representing capitalization rather than subsistence, and possession of objects representing categories of time keeping, literacy, specialized professions (such as surveying or medicine), and farm machinery. Architectural requirements stipulated that each eligible site must clearly represent the period of significance through attributes of plan, form, construction, decorative finishes, siting, and setting. Taken together, these requirements provide a basis for National Register research to identify and recognize historic properties as both expression and agents of social class formation in a specific rural landscape.

While the historic context approach to the National Register draws on approaches and methodologies bor-

rowed from a variety of fields, the overall process follows a clear and flexible protocol. The first step in preparing the "Dwellings of the Rural Elite" nomination began with the comprehensive review of all surveyed properties within a specific geographic area. The review of all surveyed properties led to the identification of multiple categories of properties determined by factors of date, construction, and known historic associations. The theme of the housing of the rural elite from 1770 to 1830 was identified as one such category. With the theme, place, and time period suggested by the buildings themselves, we implemented a research framework which began by reconstructing specific property histories and then established broader relationships between all the properties and their historic owners and occupants. To achieve the second goal, we applied established social and economic history research strategies to architectural history. First, we approached the sum of the properties through a process of collective biography, "the investigation of the common background characteristics of a group of actors in history by means of a collective study of their lives."[5] The "actors" under consideration, however, were buildings. Second, using basic quantitative methods, we analyzed a series of local tax lists which provided the necessary framework in which to determine where the properties under consideration fell within the area's historic wealth structure—a process which enabled us to identify the houses with an economically-defined rural elite.

Multiple property submissions like "Dwellings of the Rural Elite in Central Delaware" include documentation of contextual resources such as landscape, land use patterns, and secondary structures and sites, such as these agricultural outbuildings associated with Green Meadow Farm (ca. 1789). Photo by Max Van Balgooy, Center for Historic Architecture and Engineering, University of Delaware.

Economic wealth alone, however, is an insufficient basis to assert elite social status. Consequently, we turned to inventories, wills, deeds, census records, private papers, and other sources to assess factors such as occupation, associational culture, kinship networks, and other lifestyle markers. These findings were related back to a reassessment of the buildings which sparked the process. The overall National Register project produced two key results: first, the nomination identified and listed a number of individual properties within a coherent theme; second, the process united a variety of research strategies into an interpretively more expansive architectural history.

Architectural historians who have used the National Register for research purposes have generally done so in search of particular examples of buildings or to gain more in-depth information on individual structures. Although the increased use of the historic context approach continues to provide the same sort of factual information, it offers a much more exciting potential. First, context-based National Register nominations enable researchers to deal effectively with both the historical and architectural issues the National Register was initially established to address as well as with the increasingly complex and litigated planning problems the National Register has come to evaluate as an instrument of federal environmental policy. For the "new" architectural history, the National Register is emerging as a vital, innovative, and integrated research approach which makes sophisticated use of buildings as evidence and uses that information to assess a wide array of historic themes relating to all geographic areas and historic periods.

The National Register as a research strategy places buildings at the center of historical inquiry, and raises their significance from association with an individual, event, or style to their active role in signifying changing human relationships defined through interpretive categories such as class, ethnicity, occupation, environment, technology, and landscape. This is architectural history with a large agenda. Buildings tied to social and economic change provide tangible links with the past on one level and connect that past to present on another. We find in these linkages the insight that helps us grasp why the landscape today looks the way it does and what it says about the historic origins of our own conflicted values—at least as they are represented in an American culture of property.

Notes

[1] Thomas Carter and Bernard L. Herman, "Introduction: Toward a New Architectural History," in Carter and Herman, eds., *Perspectives in Vernacular Architecture, IV* (Columbia: University of Missouri Press, 1991), 1-6.

[2] The current interdisciplinary image of the "new" is represented by a more holistic and dynamic notion of context. See, for example, Richard Beeman, "The New Social History and the Search for 'Community' in Colonial America," *American Quarterly*, 39: 4 (1977), 422-43; Ian Hodder, *Reading the Past: Current Approaches to Interpretation in Archaeology* (New York: Cambridge University Press, 1986), 118-78; Rhys Isaac, *The Transformation of Virginia, 1740-1790* (Chapel Hill: University of North Carolina Press, 1982), 323-57; A. L. Rees and Frances Borzello, *The New Art History* (Atlantic Highlands, N. J.: Humanities Press International, 1988); Dell Upton, *Holy Things and Profane: Anglican Parish Churches in Colonial Virginia* (Cambridge: MIT Press/The Architectural History Foundation, 1986).

[3] "An Act to establish a program for the preservation of additional historic properties throughout the Nation, and for other purposes," *Public Law* 89-665 (October 15, 1966).

[4] For a discussion and demonstration of record linkage combining documentary and material evidence, see Bernard L. Herman, "Multiple Materials/Multiple Meanings: The Fortunes of Thomas Mendenhall," *Winterthur Portfolio* 19: 1 (1984), 67-86.

[5] Lawrence Stone, "Prosopography," *Daedalus: Historical Studies Today 100* (Winter 1971): 46; Billy G. Smith, The "Lower Sort": *Philadelphia's Laboring People, 1750-1800* (Ithaca: Cornell University Press, 1990), 201-3.

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Connecting History with Historic Places

The Multiple Property Approach

Linda Flint McClelland

Where can you find information about hundreds of light stations operated by the U.S. Coast Guard during its 200-year history? Where can you research the history of the iron and steel industry in the United States? Where can you learn about the settlement and development of hundreds of rural and urban communities across the United States? Multiple property listings in the National Register of Historic Places provide this and other information about historic properties in the United States and the themes of American prehistory and history they represent.

Multiple property listings have greatly increased the usefulness of the National Register as a unique source of information about historic properties in the United States. Nowhere else is information about historic trends and associated historic properties from places as geographically distant as Tarpon Springs, FL, and Alaska's Matanuska-Susitna Valley collected in one place. As the number of multiple property listings increases year by year, so too does our knowledge of American history, architecture, archeology, engineering, and culture expand.

Sloop-rigged and 27 feet in length, *Dutchess* is the only surviving example of a distinctive type of small-craft designed for harvesting sponges in the shallow waters off Florida's Gulf Coast. The boat represents one of several boat types historically associated with Tarpon Springs's commercial sponge industry. Photo courtesy Florida Bureau of Historic Preservation.

Since 1977, the National Register program has accepted nominations for groups of properties in the form of multiple property listings. The first of these were based on multiple resource areas and thematic studies, which covered the historic properties located in a specific geographical area such as a county or city, or were associated with a common theme such as the work of an architectural firm or a method of bridge construction. These approaches were designed to encourage the use of the National Register as a planning tool and to take advantage of grants provided by the Housing and Community Development Act of 1976 for conducting local surveys and preparing National Register nominations.

In 1984, the National Register program introduced the multiple property documentation form, replacing the multiple resource and thematic formats.[1] The new approach was in keeping with the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation,* which had been published in 1983 and institutionalized the concept of historic context as the basis for preservation activities. Integrating and expanding upon the earlier approaches, the multiple property approach featured the development of historic contexts and the grouping of properties by common physical and associative characteristics.

Multiple property submissions (MPS) became increasingly popular. In 1980, they accounted for 1,329 of the year's 4,125 National Register listings. From 1983 to 1990, more than half of each year's listings came under the umbrella of a multiple property listing. By January 1994, over 1,200 multiple property submissions had been accepted, accounting for approximately 20,000 individual properties and one-third of the total listings in the National Register. This impressive achievement has been the work of State Historic Preservation Offices, federal agencies, Certified Local Governments, and private organizations nationwide, often in collaboration with each other.

The new multiple property approach gave historic context a formal structure that could be used throughout the preservation process in diverse activities from survey to rehabilitation or interpretation. New was the emphasis on connecting historic properties and historic themes and defining the characteristics of historic places. New also was the premise that, given sufficient contextual information, decisions about the importance of a particular property could be made without a knowledge of the entire group of similarly associated properties. Multiple property listings could be developed before a survey was complete, and they could be expanded or modified as new information was gathered and as new properties were identified. The tool was designed to be a flexible one that could be applied at various geographical levels to meet the practical needs of sponsors and the existing framework through which preservation decisions were routinely being made.

Noticeable differences have occurred in multiple property listings as a result of the new guidelines. Local history—the focus of community based nominations—is now organized by theme and time, so that a historic resource can be associated with a particular period and trend in a community's history. In places as culturally diverse and geographically distant as La Tierra Amarilla region of New Mexico, and Missoula, MT, listed properties—city halls, schools and colleges, commercial blocks, industrial plants, ranches, irrigation systems, and residential neighborhoods—testify to the historic patterns of agriculture, politics, commerce, industry, transportation and social history which shaped these communities. Furthermore, the well-researched National Register forms contribute to a rich and vivid documentary of community life and history throughout the United States.

By emphasizing themes and their respective property types, the new approach has encouraged the listing of a broader range of properties. The focus of thematic submissions on documenting a single phenomenon such as round barns, rock art sites, or cobblestone architecture shifted to examining the evolution of a theme in its fullest historical context. As a result, the range of historic properties associated with a theme broadened and the link between properties and themes in history strengthened. For example, the multiple property listing for Grain Production Properties in Eastern Washington went beyond recognizing the distinctive round barns associated with the peak of activity in the early-20th century to cover entire wheat farms, conveyance systems, and storage facilities, all of which had contributed to the region's agricultural productivity over a 100-year period.

Built between 1904 and 1930, the Gustave Heilsberg Farm in Whitman County, WA, is today one of the most complete examples of the historic farms in the Grain Production Properties in Eastern Washington MPS. Photo courtesy State of Washington Department of Community Development.

Researchers using National Register records can trace the contributions of various regions of the nation to particular historic themes. Take, for example, the evolution of the iron and steel industry in the United States. A listing for the Iron Industry on the Western Highland Rim in Tennessee documents mining sites, the ruins of forges and furnaces, and intact villages called "iron plantations" that today reflect the period in the first half of the 19th century when Tennessee led the southern states in iron production. Developed as part of America's Industrial Heritage Project, a multiple property listing for Iron and Steel Resources in Pennsylvania spans more than two centuries and has grouped together Colonial-era forges and furnaces, 19th-century iron plantations and rolling mills, and even the massive steel plants of the 20th century. A listing for the Industrial Resources of Huntingdon County provides a close look at how industrial activities affected the growth and development of one Pennsylvania county in the period 1780 to 1939.

According to the documentation for the listing, Reinforced-Concrete Highway Bridges in Minnesota, 1900-1945, the first reinforced-concrete bridge in the United States was built in San Francisco's Golden Gate Park in 1889. This method of construction reached its zenith in bridges such as the 1534', multiple-arch Robert Street Bridge (1934) built over the Mississippi River at St. Paul. Photo courtesy Minnesota Historical Society.

The National Register of Historic Places encourages agencies to use multiple property documentation. Information about the evolution of trends, such as the construction of iron and steel bridges or the management of the federal lighthouse service, is relevant to evaluating the significance of properties in many locations. Furthermore, information about historic properties is useful for making comparative analyses and for understanding the material culture associated with a historical theme. In 1993, the National Register published a comprehensive list with selected annotations of all the multiple property listings in the National Register of Historic Places. This has enabled those preparing documentation to refer to and benefit from documentation about similar or parallel developments.

The National Register is also seeking ways to better disseminate contextual information so that it can be used by various agencies and individuals for identification, evaluation, and registration without being duplicated. This has led to the development of a nation-wide context for Historic Park Landscapes in state and national parks, which will be issued as multiple property documentation later this year. It can be used by state offices, park agencies at various governmental levels, and others to nominate entire parks or small areas within them, many of which were developed by the Civilian Conservation Corps (CCC) in the 1930s. The documentation is based on *Presenting Nature: The Historic Landscape Design of the National Park Service, 1916 to 1942*, a contextual study on the topic drawn from a variety of primary and secondary sources, including such multiple property listings as the Facilities Constructed by the CCC in Arkansas MPS, CCC Properties in Iowa State Parks MPS, Minnesota State Park CCC/WPA Rustic Style MPS, Mt. Rainier National Park MPS, and Zion National Park MPS.

Multiple property listings in the National Register are a tangible link between historic events of the past and places that today can be recognized, preserved, and interpreted. By connecting history and historic places, these listings are forming a rich and ever-growing compendium of local, state, and national history that can be used as we preserve historic properties in meaningful and lasting ways.

Notes

[1] In developing the multiple property approach, the National Park Service conducted a pilot project in 1984 and 1985 whereby several state programs and federal agencies applied the process to a survey and registration project already underway. Several multiple property listings resulted: Indian Use of the Salt Pond Region between ca. 4000 B.P. and ca. 1750 A.D. MPS; McKinney, Texas, MPS; State Parks in Tennessee Built by the CCC and the WPA, 1934-1942; Depression-Era Buildings of the National Forest Service in Oregon and Washington; and Rural Public Schools in Washington from Early Settlement to 1945 MPS.

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Archeology and the National Register

Jan Townsend

The National Park Service, the National Trust for Historic Preservation, and the U.S. Department of Housing and Urban Development took the lead in writing and lobbying for passage of the National Historic Preservation Act. The Special Committee on Historic Preservation, which was organized and funded under the auspices of the National Trust for Historic Preservation and the U.S. Conference of Mayors, began its study in October 1965. The National Park Service assisted by providing information from its files and making recommendations on a new program of historic preservation. In February 1966, the committee reported its findings and recommendations in *With Heritage So Rich.* The committee defined historic preservation as "the protection, rehabilitation, restoration and reconstruction of communities, areas, structures, sites and objects having historic, architectural, social and cultural significance."[1] It was particularly concerned about preserving America's architecture and aesthetics, especially in urban settings. The committee called for new legislation. The National Historic Preservation Act, which was signed on October 15, 1966, contains most of the committee's recommendations. The archeological community did not lobby for or against passage of this new act.[2]

J. O. Brew, an archeologist and director of the Peabody Museum, provided input on how the proposed act should be implemented within the National Park Service. Brew, along with Ronald F. Lee, a special assistant to the director of the National Park Service, George B. Hartzog, Jr., and Ernest Allen Connally, a professor of architectural history at the University of Illinois, proposed that the National Park Service establish an Office of Archeology and Historic Preservation (later known as OAHP).[3] They recommended dividing the office into three branches—archeology, history, and architectural history. The Lee-Brew-Connally committee also advised the National Park Service director that the chief of the new OAHP should report directly to him and that the chief should be an architectural historian, in part because this aspect of National Park Service professional staffing needed strengthening.[4] Director Hartzog appointed Connally to head the newly formed Office of Archeology and Historic Preservation.

The Origins of National Register Criterion D

In November 1966, the National Park Service established the National Preservation Task Force to counsel the National Park Service on how to implement the procedures and requirements of the National Historic Preservation Act, including development of National Register evaluation criteria. Robert M. Utley chaired the task force. At the time, he was chief of the National Park Service's Division of History and acting chief of OAHP. Zorro A. Bradley, a National Park Service archeologist and deputy chief of the Division of Archeology, represented archeology. Murray H. Nelligan, William E. Brown, and John A. Hussey, all of whom were National Park Service historians, represented the discipline of history. Russell V. Keune, an architect and architectural historian, represented architectural history and historical architecture. Connally, who was completing his teaching commitments at the University of Illinois, provided input as a member of the task force's Steering Committee, which also included Brew, Lee, and Herbert E. Kahler, a former Chief Historian of the Park Service.[5]

The task force minutes suggest that archeology was not an important discussion topic, although early in its deliberations Robert Utley warned the task force to "make sure that archeology and architecture are appropriately recognized."[6] Archeological properties were discussed at the December 5, 1966 meeting. Ronald Lee indicated that the River Basinwide archeological survey sites would be put in the National Register. He also suggested that the concept of "district" could be used for archeological sites as well as for buildings, and stated that "archeological sites identified in any way with significance in American history should be on the National Register."[7]

The task force submitted its memorandum report to the director of the National Park Service on February 16, 1967, and then disbanded. In accordance with Robert Utley's advice, the task force recommended National Register criteria that were based on the National Park Service's Historic Sites Survey criteria, which were used to establish national significance of prehistoric and historic sites and structures according to the 1935 Historic Sites Act. The task force simply modified the wording of the national significance criteria, or exceptional value criteria, to include state and local significance.

Archeological Properties Evaluation Criteria

National Preservation Task Force, February 1967 Criterion 5:

The quality of significance in American history, architecture, archeology, and culture is present in districts, sites, buildings, structures, and objects:

5. That produced, or may be expected to produce, important scientific information affecting theories and concepts.

Historic Sites Survey (National Historic Landmarks), 1966 Criterion 6:

6. Archeological sites that have produced information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites are those which have produced, or which may reasonably be expected to produce, data affecting theories, concepts, and ideas to a major degree.

National Register of Historic Places Criterion D:

The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects... that possess integrity..., and

(d). That have yielded, or may be likely to yield, information important in prehistory or history.

The National Preservation Task Force's Criterion 5, which was based on Criterion 6 of the Historic Sites Survey Criteria of Evaluation, "was intended to be used in evaluating archeological sites."[8] As the task force worded it, however, the archeology criterion was problematic—it was "so broadly worded that it could be construed to apply to features that had nothing to do with American history, architecture, archeology, or culture."[9] In fall 1967 Connally formed a panel to review the proposed criteria. The members included Connally, William J. Murtagh (the recently-appointed Keeper of the National Register), Robert Utley, Joseph Watterson (chief, Division of Historic Architecture), John Corbett (chief, Division of Archeology),[10] Russell Keune, and Jerry L. Rogers, who had recently come to work at the National Register. To clarify Criterion 5, the panel inserted the words "information important in pre-history or history" in place of the reference to scientific information. What was to become National Register Criterion D (i.e., that has yielded, or is likely to yield, information that is important in prehistory or history) was essentially in place by fall 1967.

National Register Archeological Properties

Since 1967, 4,358 archeological properties have been listed in the National Register of Historic Places. Of these, 177 were grandfathered in as previously designated National Historic Landmarks.

Today, only 7% of the National Register listed properties are archeological properties. Of these, 2,144 are historical archeological properties and 2,902 are prehistoric properties. Most archeological properties are nominated as sites (3,130); 837 are districts, 263 are buildings, and 124 are structures. The listed archeological districts are composed of 16,658 contributing sites. Four archeological properties are classified as objects.

The five states with the largest number of listed archeological properties are New Mexico (310), Texas (294), Ohio (216), California (194) and Kentucky (184). The District of Columbia (3), Vermont (9), North Dakota (13), Montana (20), and Louisiana (21) have the least number of listed National Register archeological properties. Of the federal agencies, the National Park Service (244), Bureau of Land Management (238), and Forest Service (222) have nominated most of the archeological sites and districts. Unlike other kinds of properties, a large percentage of listed archeological properties (43%) are in public ownership.

All archeological properties are listed under Criterion D; that is, they are listed because study of the property has yielded or is likely to yield information important in prehistory or history. Many also are listed under one or more of the other National Register criteria. For example, 1,166 are listed under Criterion A because of their association with events that have made a significant contribution to the broad patterns of our history.[11] There are 207 archeological properties listed under Criterion B because they are associated with the lives of persons significant in our past, and 859 are nominated under Criterion C because they embody the distinctive characteristics of a type, period, or method of construction; represent the work of a master; or are of high artistic design.

Archeological properties have always been included in the National Register. Given the above statistics, however, they obviously are under-represented in the National Register of Historic Places. The National Register has and will continue to take steps to increase the number and representation of archeological properties in its inventory. *National Register Bulletin 36: Guidelines for Evaluating and Registering Historical Archeological Sites and Districts* is available now. Although the examples used in the bulletin are historical archeological properties, the guidance also applies to nominating prehistoric properties. The new National Register nomination forms are easy to complete. All of the text sections are printed on the continuation sheets, and the form is available on computer diskette. Archeologists find that the multiple property nomination format is especially useful, given the nature of archeological sites and districts. In addition, agencies that interpret their cultural resources have discovered that multiple property cover documents are excellent sources of synthesized information.

Those who drafted the National Historic Preservation Act saw the National Register as a planning tool: its main purpose being a listing of properties at the federal, state, and local level that are worthy of preservation. For archeological resources, this is the most important aspect of the National Register. In order to make wise decisions about preservation and long-term management of resources, decision-makers must know which archeological resources are important and, more importantly, why they are important. Listing archeological properties in the National Register can provide this information.

Notes

[1] National Trust for Historic Preservation, *With Heritage So Rich* (Washington, DC: The Preservation Press, 1983), 194.

[2] Thomas King, Patricia P. Hickman, and Gary Berg, *Anthropology in Historic Preservation: Caring for Culture's Clutter* (New York: Academic Press, Inc., 1977), 34-35; Ruthann Knudson, "Ethical Decision Making and Participation in the Politics of Archaeology," in *Ethics and Values in Archaeology*, ed. Ernestene L. Green (New York: The Free Press, 1984), 259; James (Mike) Lambe, Legislative Liaison, National Park Service, Personal Communication, 24 January 1994.

[3] In order to "allay fears of bureau archeologists that the new OAHP would be controlled by historians," "Archeology" preceded "Historic Preservation" in the name. James A. Glass, "The National Historic Preservation Program, 1957 to 1969," (Ph.D. diss. Cornell University, 1987), 220, fn 45.

[4] Barry Mackintosh, *The National Historic Preservation Act and the National Park Service: A History* (Washington, DC: Department of the Interior, National Park Service, History Division, 1986), 1-4.

[5] Glass, "The National Historic Preservation Program," 324-325; James A. Glass, *The Beginnings of a New National Historic Preservation Program, 1957 to 1969* (Nashville, TN: The American Association for State and Local History and the National Conference of State Historic Preservation Officers, 1990), 23; Mackintosh, 24.

[6] Minutes of the Historic Preservation Task Force, 28 November 1966, National Register administrative history files, National Park Service, Washington, DC: 1.

*(**Townsend**—continued on page 12)*

(Townsend—continued from page 11)

[7] The National Park Service has included both the prehistory and historic periods in "history" since at least 1936. Verne E. Chatelain, Acting Assistant Director, National Park Service, introductory statement in minutes of 23 January 1936 meeting of the (Educational) Advisory Board. National Park Service, History Division, National Historic Landmarks files, Washington, DC: 1-3.

[8] Glass, "The National Preservation Program," 456.

[9] Glass, *The Beginnings*, 363, fn 56.

[10] Richard W. Sellars, a National Park Service historian, characterized Park Service archeologists as "not in power, as far as Washington goes, and yet independent and sort of carrying on their own programs." Robert Utley agreed that this was an accurate description of the archeologists and their participation in the Park Service's historic preservation program—especially in the early days of OAHP. See Richard Sellars and Melody Webb, *An Interview with Robert M. Utley on the History of Historic Preservation in the National Park Service—1947-1980* (24 September 1985 - 27 December 1985), Professional Papers No. 16, Southwest Cultural Resources Center, Santa Fe (1988): 80-81.

[11] National Register criteria A, B, and C also are based on the 1966 national significance criteria used by the National Park Service's Historic Sites Survey. In 1967, for example, when the criteria were established, national significance Criteria 1 read as follows: Structures or sites at which events occurred that have made a significant contribution to, and are identified prominently with, or which outstandingly represent, the broad cultural, political, economic, military, or social history of the Nation, and from which an understanding and appreciation of the larger patterns of our American heritage may be gained. Criterion 1 became Criterion A. Note that prior to 1960, Criterion 1 referred to "broad aspects of prehistoric and historic American life."

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Research, Stewardship, Visibility, and Planning

Four Reasons to Nominate Archeological Sites to the National Register

John H. Sprinkle, Jr.

Today, archeological sites make up only a tiny fraction (substantially less than 10%) of the more than 62,000 historic properties included in the National Register of Historic Places. In Virginia, for example, there are more than 26,000 recorded archeological sites—only 142 are listed on the National Register under Criterion D. There are four major reasons why archeological sites should be nominated to the National Register: research, stewardship, visibility, and planning.

Research: The utility of the National Register in anthropological, archeological, and historical research has been poorly explored. The Register is a natural resource for cross-cultural, geographical, functional, or comparative studies. Jurisdictional boundaries that would hamper multi-state investigations are easily overcome with databases such as the National Register Information System (NRIS). If, for example, you were researching the archeology of 18th-century military sites in Virginia, you could easily learn through the NRIS that the Old Dominion contains 14 out of 165 recorded military sites in the original 13 colonies.

Stewardship is an important goal for the private landowners and public sector land managers of significant archeological sites. Listing on the National Register assures these land trustees that the archeological site on their property is worthy of protection and preservation. National Register nominations spell out exactly what is important about an individual site and where that site is located within the owner's property. For land owners and managers, this is an invaluable service.

Visibility: Historic buildings enjoy a unique advantage over most archeological sites, they are generally visible—and hence inherently more understandable—to the tax paying public. The National Register is an effective means to elucidate the importance of "underground" resources. Could thieves have excavated over 250 holes on the Yorktown, VA, battlefield recently, if the general public was more aware that our historic places also contain important archeological remains?

Planning: The National Register is a unique preservation planning tool that decision-makers at the local, state, and federal levels can use to effectively manage our archeological heritage. Knowledge about the potential extent and character of archeological resources within a given project area would greatly improve the chance that sites would be preserved early in the development process, rather than being an unfortunate discovery during construction.

Listing archeological properties in the National Register of Historic Places serves a variety of constituencies, including archeologists (research), land owners (stewardship), the general public (visibility), and land use decision-makers (planning).

As the only nationwide database that documents the quantity and quality of our country's cultural resources, the National Register should be an important tool in the preservation of archeological sites. However, until the miss-representation of archeological properties within the National Register is corrected through more nominations, the potential of this information resource is limited.

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National Register Information is a Hidden Treasure

Diane E. Miller

In 1966, the National Register was established as the official list of properties in the United States worthy of preservation. More than 25 years and 62,000 listings later, the documentation and database associated with the National Register have grown into unique resources in their own right. Reflected in the collection of documentation and the National Register Information System (NRIS) database is the diversity of significant cultural resources found in communities across the country.

Efforts to computerize the National Register were completed in 1986; since then, the NRIS has been updated on a daily basis. New features have been added to the NRIS over the years to increase the speed and utilities for searching the database. The NRIS can be searched by such factors as geographic location, resource type, ownership category, federal agency, architectural styles, architects, historic and current functions, construction materials, areas and periods of significance, and National Register criteria. This information is used for policy analysis, project planning, community awareness, and research. More than 4,000 reference requests per year are answered from the NRIS. Currently, work is underway to move the NRIS to new software and hardware for faster, more accessible, and easier service.

Functioning as an index, the NRIS has opened access to the National Register documentation that was not possible a decade ago. Standard requests, such as lists of properties for a county or state, are answered more quickly than before; other queries, such as a list of Frank Lloyd Wright houses or hydroelectric power stations, that were previously not possible can now be easily made. The NRIS, along with the National Register nominations, photos, and maps documenting these properties, serves as a powerful research tool for studying the built environment and cultural history of the United States.

National Register data is available in a variety of formats. Casual users, who need a list of properties in their community or the answer to a specific question, can request printouts. Sometimes these requests are a first step in a research project that includes a visit to NPS offices to use National Register documentation. Special topic publications on historic districts, churches, and railroad stations have been researched in this fashion.

On-line access to the NRIS is available for states and federal agencies. Work is underway to expand on-line access capabilities to the general public. Internet access is also under consideration. Those who need to manipulate NRIS data, in combination with their own data or computer systems, can receive a download of subsets of the database. Frequently this is the method that federal agencies and many states prefer. The Environmental Protection Agency, for example, included NRIS data on property locations in EnviroText, an on-line database of environmental regulations available to other agencies.

With an automated database, such as the NRIS, cultural resource data can be combined with factors such as environmental information. Viewing cultural resources in a wider context provides a more complete understanding of the resources and management issues. Geographic information systems can be used to combine data about archeological sites with spatial information about elevations, soils, and distance to water to assist in developing predictive models for site locations. These can be used to develop strategies for research, surveys, field work, and site protection.

Historic resource data from the NRIS or similar databases can also be combined with census data, such as in a recent NPS study conducted for the National Trust for Historic Preservation. The report estimated the number of historic residential buildings that might qualify over the next five years for proposed federal tax incentives. To arrive at these estimates, a dynamic model was prepared including NRIS data about historic residences, National Register documentation, census data on community populations, current and past statistical data on numbers of National Register listings, State Historic Preservation Fund grants, and applications for federal Preservation Tax Incentives. The resulting data informed discussions about the tax incentive proposal.

In addition to the analytical tools that automated systems provide, the ability to share information is also enhanced. For example, data from the NRIS can be transferred to the Integrated Preservation Software (IPS) developed by NPS. IPS can be customized by users to gather additional data, such as descriptive text required for a specific project. Data pre-loaded in IPS from the NRIS or a state's inventory system can also be used to facilitate surveys by listing the resources already identified in a given area. Surveyors would merely need to update existing data, rather than create new forms. Updated and new data could then be shared with the state or NPS and transferred electronically.

Sharing data in this fashion reduces the amount of time required by already overburdened staff to enter data or fill out forms. The ability to transfer information facilitates widespread access for cultural resource management activities as well as research and publication projects. The less time that is spent in redundant capture of information, the more time that is available for analyzing and using the data.

For more information on receiving printouts, call the National Register Reference Desk at 202-343-5726. Copies of National Register documentation can also be requested, but researchers are welcome to visit NPS offices at 800 North Capitol Street, NW, Room 99, to use the National Register documentation collection. Inquiries regarding on-line access or data transfers can be directed to John Byrne, NRIS Database Manager, at 202-343-3941. Information about the Integrated Preservation Software can be requested by contacting Eleanor O'Donnell or Diane Miller at 202-343-3941.

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Researching African American History

Beth L. Savage

This fall, The Preservation Press of the National Trust for Historic Preservation will publish the National Park Service's new book celebrating over 800 historic properties listed in the National Register of Historic Places for associations with African American history. The book is a project of the National Register, developed in cooperation with the National Conference of State Historic Preservation Officers. It will feature descriptive information on the individual properties, contextual essays, geographical and topical indices, and selected illustrations and photographs. As a way to introduce minority graduate students to the National Register as a research tool, and to introduce them to public history and historic preservation as viable career opportunities, three students were employed through paid internships to work on the book. Faculty from the Public History program at Howard University, the Afro-American History Department at the University of Maryland, and the American Studies Department at The George Washington University sponsored the students and served as project advisors.

The McComas Institute in Joppa stands as the single most important property in the history of Black education in Harford County, MD. Constructed in 1867, it is one of three area schools built by the Freedmen's Bureau after the Civil War, and the only one that survives intact. Photo by Natalie Shivers, courtesy National Register nomination documentation.

The documentation for the book was developed from National Register nomination documentation using the National Register Information System (NRIS) and adding project-specific information through the use of the Integrated Preservation Software (IPS). The NRIS includes 45 data elements for every listed property, but does not yet contain any free text fields. The IPS was developed by the National Park Service as a tool to facilitate the maintenance, use, and reporting of cultural resource data by deriving a variety of products from a single data entry effort. The initial list of significant properties was determined through a query of the NRIS for all listings encoded for "Ethnic Heritage/Black." The data on these properties were downloaded from the NRIS into the Survey and Inventory module of the IPS to create a sub-database on African American properties. The text of the significance synopses for the individual properties, written in WordPerfect, were then merged with the modified data in IPS to create the reports that constitute the bulk of the book manuscript.

The other major portion of the book consists of essays on such topics as the Archeology of African America, African American migration, a personal perspective on the Civil Rights Movement, minority issues in historic preservation, women's history, social history, the arts, and a successful community preservation effort in the Bedford-Stuyvesant neighborhood. These essays place the historic places described in the book into the larger contexts of American history. The authors were provided several types of information from the book database to assist them in the preparation of their essays. Each essayist was provided property reports describing the National Register listings related to their subject area, frequency reports of indexing terms to identify what types of properties are registered and to discern patterns among them, and a comprehensive list of all the properties to indicate their range nationwide.

Since the establishment of the database for the book, we have answered numerous research questions relating to such diverse themes as the Underground Railroad, free Black cemeteries, African American colleges and universities, and Rosenwald Fund schools. Using the flexibility of the IPS as the tool to build upon the foundation of NRIS documentation, we have expanded our capability to provide more detailed information on African American historic properties in a variety of ways.

Beth L. Savage is a historian with the National Register of Historic Places, Interagency Resources Division, National Park Service, and serves as the project director for the book.

Praise and Recognition

The National Register in Montana

Marcella Sherfy

The National Register of Historic Places fits Montana resources and Montana predilections. By imposing no regulatory requirements and promising no magic money or cures, it strikes exactly the balance it needs to serve and survive here in "don't fence me in" territory. And, in offering recognition, acknowledgement, honor, and visibility, National Register listing remains a much desired accomplishment. It provides, as well, the foundation for a host of modest but effective and persistent local preservation programs. The young historians and advocates who crafted the National Register program in that post-1966 era likely did not think about abandoned rail lines and mine adits and the plainest of western small-town bungalows. But the framework they created couldn't have been better for our resources and our passions.

The National Register succeeds here in Montana in large measure because it does not impose requirements on National Register property owners, *per se*. Long before the property rights debates of this decade, Westerners held government regulation at bay. If, for the 10 times a day we are asked "what must I do if my property is listed in the Register," we answered "you must get our permission before you hammer," we would have few Register listings. Instead, when we answer, "nothing, this program recognizes the historic value of your building or site and recognizes your efforts in preserving it," we gain astonished and delighted converts.

The Outlook Depot, Sheridan County, MT, illustrates the state's transportation heritage. Photo courtesy Montana Historical Society.

If, on the other hand, we answered that question by assuring our callers that National Register listing would automatically bring cash or visitors or enormous visibility, we'd again be in trouble. Notwithstanding jeopardized properties needing grant assistance, Montanans are leery of the strings that come with government money. And we want to be in charge of when and how we make our buildings and land available for public appreciation.

The National Register's understated but clear recognition for a broad range of locally significant resources delights Montanans who love their history. The process of listing itself deepens and broadens public support for preservation. Individuals and communities honestly warm to the challenge of gathering the information needed for a National Register nomination or a community survey project. They do indeed find patterns and tidbits that challenge or expand standard community lore.

When owners and governments and local historical societies stay involved in gathering National Register information, they remain in contact with us. They emerge from the process of research, public meetings, and State Review Board meetings with confidence in their own accomplishments—usually, in fact, lavished with praise by our State Review Board for the good care they've given historic properties.

And, when a property is listed, the subsequent menu of "benefits" again offers encouragement, reward, praise, and recognition: the availability of press releases about the listed property, state-designed interpretive signs (funded substantially by our state bed-tax monies), tax credits, technical assistance, walking tours brochures, overlay zones and ordinances, public and school programs, local recognition ceremonies or TV shows, some foundation for speaking with McDonalds and Hardees, the right words to use in a tourism promotion, the basis to approach City Council to be a Certified Local Government (CLG), etc. These options and possibilities give communities and property owners the latitude to be on their best behavior, rather than an obligation to be a rebellious partner.

So, to the question of whether National Register listing in Montana has spurred economic development, tourism, or better planning, I believe the answer is an unqualified "yes." In a state of 800,000 citizens, we claim 13 CLGs, almost 700 National Register listed properties, 400 National Register interpretive markers in place, $4,000,000 of federal rehabilitation tax act generated work this year alone, and a host of vocal, confident preservation activists. But I believe that the National Register's role in Montana's impressive preservation community is subtle. The National Register works because it rewards and honors and involves real people, rather than because it promises or threatens any particular outcome. It works because it includes the real stuff of our history—the properties close to our practical, resource-based past.

Every two years, in conjunction with our biennial legislature, the Montana Historical Society Preservation Office hosts a Preservation Awards Ceremony. The Governor usually speaks. We honor two or three individuals or organizations whose preservation efforts have been especially outstanding. We recognize State Review Board

(Sherfy—continued on page 20)

Unlocking the Past

The National Register in New York

David S. Gillespie

For the past quarter-century a great many New Yorkers—SHPO staff, individuals, civil servants, and consultants—have been searching out and listing resources in the National Register of Historic Places. Today, just over 62,000 properties nationwide make up a record that surprises many. In the words of Joan Davidson, the incoming State Historic Preservation Officer:

The National Register of the 1990s turns out to be something quite different, indeed something vastly more consequential, than I had assumed. It has become a document of social history, an encyclopedia of material culture, a revelation of the nature of community—even, possibly, a guide for planning the future of the built environment in our state.

The National Register has entered the lives of most New Yorkers, sometimes loudly and with great public discussion, but more often quietly and unobtrusively. There are archeological sites such as Rogers Island which teach us about Native American and colonial life. There are Adirondack Great Camps and Gold Coast Estates to give us a glimpse of the lives of the fabled rich. Buffalo's Darwin Martin House and New York's Brooklyn Bridge remind us of the brilliant architects and engineers who worked in the state. And the mills of Cohoes and Rochester give evidence of the strength and fortitude of the laborers whose names have been lost but whose legacy remains.

Simply recording this legacy is not enough. We must use it. And that is something New York has managed to do very well. Between 45% and 60% of all tourists expect to visit historic places on their vacation in New York. Every year tourists flock to the Hudson Valley, inundating historic sites such as Olana and spreading out across the historic towns and villages of the region. Can it be any surprise that forward-looking communities like Ossining, Kingston, and Troy have created Urban Cultural Parks to identify and capitalize on their history? For communities like these, the National Register has provided a tool both for planning their futures and for economic strength.

Moss Ledge Lodge is reminiscent of many guest quarters in Adirondack camps. Photo by Richard Youngken.

There are nearly 400 historic districts in New York. Most of these are neighborhoods and small towns like the one I live in. Designation for these communities reinforces a sense of cohesiveness and pride. Here, the National Register has helped to preserve a whole style of life. People still walk. There are local merchants to be found. And Lord help the highway official who proposes to cut the trees or widen the road. For these fiercely protective New Yorkers, the National Register has also become a sort of protective fence. Today, agencies are much more likely to recognize historic resources and to try to find ways to protect them than they were 25 years ago. In New York, more than 3,500 projects sponsored by state and federal agencies are reviewed every year.

This tramway shelter protects the principal escalator-lift which transported guests from the boathouse landing to the main lodge at Camp Topridge, in Franklin County, NY. Photo by Richard Youngken.

Most owners take great pride in being listed in the National Register. At times initial skepticism has been replaced by institutional pride. The National Guard has become intensely interested in its past through researching the history of armories. Some, like the 7th Regiment Armory in New York City, display the artistry of grand Tiffany interiors. All of them tell the story of the institution and its place in the history of our country.

Individuals take great pride in pointing out that their house or their neighborhood is listed in the National Register. That pride translates into a greater sense of the fragility of their surroundings and a willingness to do something to protect them. The brochure of the Citizens Advisory Committee in Amagansett notes: "Once individual owners understand what they have, how valuable it is, who built and lived in it and a bit of its history, they will be less inclined to tear it apart." The process of researching, learning, and listing teaches us how much we have to save—and it points out how often we have failed to save. As the brochure concludes, "It is up to us."

David S. Gillespie is Director of the Field Services Bureau of the New York State Office of Parks, Recreation, and Historic Preservation which carries out the federal and state preservation program in New York.

Preserving the Legacy

Georgia's Historic African American Resources

Richard Cloues

In Georgia, as in many states, the National Register has helped preserve historic properties. Nowhere is this more evident than in the growing field of minority preservation, where the National Register has played key roles in preserving the state's historic African American resources.

How has the National Register—ostensibly just a list of historic properties—helped preserve Georgia's African American heritage? How has it served the preservation interests of the state's largest and historically most important minority group?

First and foremost, the National Register has helped document the history of Georgia's African Americans and the historic properties associated with them. Historic buildings and structures, landscapes, and archeological sites—many first brought to light through the National Register—are tangible reminders of Georgia's African American history. They serve as physical links to a past that too often has been ignored, misinterpreted, even devalued. They present undeniable evidence of the presence and accomplishments of African Americans in Georgia.

Many African American historic resources in Georgia are concentrated in neighborhoods like the Reese Street Historic District in Athens with its historic school, church, community stores, and variety of houses. Photo by James R. Lockhart, Georgia Office of Historic Preservation.

Indeed, Georgia's National Register listings represent the broad patterns of African American history in the state. Constituting approximately 10% of the state's 1,400 listings, historic properties associated with Georgia's African Americans include entire urban communities like Macon's Pleasant Hill, residential neighborhoods in numerous towns and cities, portions of commercial districts and individual commercial buildings, landmark community buildings including churches, schools, theaters, hospitals, and lodges, and the homes of black Georgians from laborers and railroad workers to musicians, educators, doctors, and businessmen. Also included are cemeteries ranging from unmarked slave burial grounds to elaborate designed landscapes, archeological sites associated with former African American settlements, an experimental Depression-era self-help community in rural Hancock County, and sites associated with the mid-20th-century civil rights movement. Representing many of these National Register listings is a wide variety of both vernacular and high-style buildings and structures designed and built by black architects, craftsmen, and laborers. National Register nominations like these, sponsored in large part by a steadily growing number of black preservationists, have helped bring Georgia's African American history to life.

Second, the National Register has provided a focus and a framework for African American preservation activities. For example, Georgia's National Register listings have served as the basis for a statewide tour guide of African American historic sites, a series of posters illustrating African American landmark buildings, and a slide show and video tape about historic African American properties. In 1984 the State Historic Preservation Office published *Historic Black Resources*, a handbook on the identification, documentation, and evaluation of historic properties, to promote interest in minority preservation by increasing the number of African American properties on the National Register in Georgia. In 1993, in response to the growing interest on the part of African Americans and others in preserving listed and eligible properties, the State Historic Preservation Office published *African American Historic Places and Culture*, a comprehensive resource guide for minority preservation in the state. To augment the state's preservation infrastructure, the Georgia National Register Review Board formed a minority historic preservation committee to promote the preservation of African American and other minority properties through special projects and the creation of a statewide minority preservation network. And, of course, the National Register played a critical role as the starting point for many worthwhile minority preservation projects—undoubtedly because it is the most widely known preservation program in the state!

Finally, the National Register has served as a catalyst for African American preservation projects through the benefits and incentives of National Register listing. For example, preservation tax incentives (both federal and state) made available through National Register designation have encouraged the rehabilitation and continued use of numerous historic African American buildings across Georgia. Houses, especially in larger urban neigh-

*(**Cloues**—continued on page 18)*

(*Cloues—continued from page 17*)

The King-Tisdell Cottage in the Savannah Historic District is valued not only for its Victorian architecture but also for the many stories it tells about Savannah's African American history. Photo by James R. Lockhart, Georgia Office of Historic Preservation.

borhoods like Macon's Pleasant Hill and Tindall Heights, have been rehabilitated to provide low- and middle-income, rental and owner-occupied housing, while commercial buildings in traditional black business districts like Atlanta's Sweet Auburn or Macon's Cotton Avenue have been put back into productive service. Community development block grant projects in some communities, facilitated by National Register listings, have strengthened neighborhood conservation and downtown revitalization efforts by improving infrastructure and rehabilitating buildings. And Historic Preservation Fund grants have assisted nonprofit community preservation projects like the restoration of the Sallie Ellis Davis house in Milledgeville, the home of a historic black educator, and its conversion into a museum and cultural center for local African American heritage activities.

Beyond economic incentives, the National Register has encouraged preservation projects in other important ways. For example, listing African American properties in the National Register draws public attention to them in ways that invariably promote their preservation. Individuals or organizations who invest research time in the preparation of National Register nominations gain a keener appreciation of the historic properties being nominated and a stronger commitment to their preservation as well. And the National Register nomination process brings minority property owners and others into contact with traditional preservation organizations and the growing world of preservation technology and technical assistance, often for the first time, and to their mutual benefit. A good Georgia example is the Noble Hill School in rural Bartow County, whose award-winning restoration and adaptive use as a community heritage center began with a National Register nomination followed by technical assistance from the State Historic Preservation Office.

Clearly, the National Register has helped preserve Georgia's historic African American properties in a variety of ways. In return, the National Register in Georgia has benefited from this increased minority preservation activity. Through National Register nominations, African Americans have fostered an interpretation of the state's history from the point of view of its largest and historically most important minority group; in doing so, they have helped open the National Register's doors to historic properties valued by African Americans. These nominations have broadened the application of the National Register criteria by emphasizing the historical and cultural associations of properties over their physical or architectural attributes. And these properties have presented some challenging historical associations relating to controversial aspects of history—slavery, segregation, and civil rights, for example—which give them a uniquely "bittersweet" nature now being recognized as a distinctive aspect of African American history in Georgia and across the South.

These are some of the ways in which the National Register has helped preserve Georgia's diverse historic resources.

What the National Register has done for Georgia's historic African American properties it can do—indeed it has been doing—for all the state's historic properties.

The restoration of the Noble Hill School and its conversion to a rural African American heritage center began with its nomination to the National Register. Photo by James R. Lockhart, Georgia Office of Historic Preservation.

Without a doubt, the National Register in Georgia is much more than just a list—it is an effective agent for the preservation of our state's historic resources.

Richard Cloues has worked in Georgia's Office of Historic Preservation for 15 years and is the Deputy State Historic Preservation Officer for National Register Programs.

History Where it Happened

The National Register in Minnesota

Britta L. Bloomberg

The full resonance of the Minnesota story can be appreciated best when it is preserved in the particular places where it happened throughout the state: this commitment drives the work of the Minnesota State Historic Preservation Office. Historic preservation staff often count the state's 1,411 listings in the National Register of Historic Places among the "collections" of the Minnesota Historical Society. It is no surprise, then, that the National Register is the very heart of the Minnesota preservation program.

An aggressive program to list properties in the National Register was initiated in 1977 with the beginning of the statewide, county by county, survey of standing structures. Staff, and later independent contractors, systematically identified and evaluated historic properties within the context of each county's history, and nominated properties to the National Register. In 1988 the survey was completed: an estimated 32,000 properties had been inventoried, and National Register listings represented all 87 counties.

The long-term benefits of the county survey are too numerous to count. The base-line inventory that was developed continues to be used daily by staff, as well as by state and federal agencies, local governments, and independent researchers. It shaped the system of historic contexts that is in use today in planning the direction of continued survey and National Register priorities. National Register listings have been a source for increased interest in local history and renewed local pride, fostering numerous community preservation programs. Many of the cities that initiated programs following the county surveys have since become Certified Local Governments.

This water tower is listed in the National Register as part of the Jay Cooke State Park CCC/WPA Rustic Style Picnic Grounds multiple property nomination. Photo courtesy Minnesota Historical Society.

In the five years since the completion of the county survey, attention has turned to filling in the gaps. Properties that are better understood within a larger, statewide context such as state-owned buildings, and properties that have recently "come of age" for National Register consideration, such as those constructed under the federal relief programs of the 1930s, have been the focus of recent surveys.

National Register nominations for 515 buildings and structures in 22 state parks were prepared following a survey of over 800 properties constructed under the CCC and WPA in Minnesota State Parks. Like the experience with the earlier county surveys, immediate benefits for planning purposes as well as for fostering improved coordination with the State Historic Preservation Office were evident. The Department of Natural Resources' Statewide Comprehensive Outdoor Plan (SCORP) released in 1990 addressed the need to fund the rehabilitation of these resources.

As the historic preservation field has embraced a more diverse range of properties, Minnesota's recent listings reflect a similar pattern. They include such properties as fragments of 19th-century overland transportation routes—Red River trails, military roads, stage roads, and portage trails—as well as geographic features of cultural significance. Cultural diversity is reflected in the nominations produced following a 1990 survey to

*(**Bloomberg**—continued on page 20)*

The Lena Olive Smith House (3905 5th Ave. S., Minneapolis) is associated with the prominent civil rights attorney, a founding member of the Urban League in Minneapolis and the first woman president of the Minneapolis National Association of Colored People. Photo courtesy Minnesota Historical Society.

*(**Bloomberg**—continued from page 19)*

locate properties associated with black Minnesotans in the Twin Cities and Duluth.

An initiative to identify and protect historic shipwrecks in the Minnesota waters of Lake Superior, funded by the Minnesota Legislature in response to the federal Abandoned Shipwrecks Act, concluded in 1993 with production of a draft management plan. Once again, the National Register program brought direction to the project—the first step involved completing a multiple property documentation form as the framework for establishing the historic context in which to evaluate the properties. Underwater surveys, several nominations, and a complement of educational materials were also produced.

Since 1989, the office has conducted over 15 studies to examine potential uses for threatened National Register properties in cooperation with a range of communities and organizations. The reuse study format, sometimes characterized as a "swat team" approach for at-risk buildings, brings together a team of architects, historians, and other specialists for an intensive on-site consultation. The most recent success following one such study helped to identify a new owner who is restoring the Thorstein Veblen Farmstead in rural Rice County, a National Historic Landmark endangered for over a decade.

Local preservation programs have replaced the county survey as the department's primary vehicle for creating a network of preservation partnerships. While the number of National Register listings increases at a slower rate today, the number of local programs is growing rapidly, more than doubling since 1991. A greater emphasis on education and training has accompanied the growth in local programs.

What is ahead for Minnesota's National Register program? The work to identify, evaluate, register, and protect the state's historic resources is never done. Major gaps still exist— archeological sites, for example, are seriously under-represented, an imbalance being addressed in planning future survey initiatives. Another priority is to form and strengthen partnerships with the state's culturally diverse populations. Revisions to state law enacted by the 1993 Minnesota Legislature provide better protection for National Register properties at the state level. Partnerships and education are key. The plate is full, but the responsibility is shared with a growing number of players who also are catching the vision to preserve history where it happened in Minnesota.

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The Jesse R. Green Homestead in Gallatin County, MT, illustrates the state's rural heritage. Photo courtesy Montana Historical Society.

members whose terms have ended. But mainly, we present certificates to owners whose property has been listed in the National Register during the previous two years. Mind you, these are literally just certificates, signed by the Governor with the calligraphic property name at the top. And every time, the turnout of owners is breathtaking. Four hundred miles of icy roads do not daunt ministers, school board members, local businessmen, Forest Service rangers, elderly homeowners, and city officials. Every time, we are amazed, delighted, and humbled by the enthusiastic, joyful attendance.

For me, that National Register certificate ceremony confirms that the National Register offers Montanans just what its authors intended: not regulation, not money, not public intrusion, but the extraordinary gift of praise and recognition. It tells me, as well, that recognition remains an especially powerful incentive.

Marcella Sherfy, Montana's State Historic Preservation Officer, moved to Montana in 1980. Previously she was a historian at the National Register of Historic Places in Washington, DC.

From Skeptic to Believer

Edwin C. Bearss

My first contact with the National Register, its forms, and procedures occurred in 1969, and the result did not make me a "happy camper." In that year, the Washington Office History Division undertook to prepare what in the 1970s became the prototype of the National Park Service's Historic Resource Study (HRS). The subject document—then called History Basic Data Study (HBDS)—was designed to give an overview of a park's historic resources, both tangible and intangible, in a regional context. The resulting documented narrative provided the grist for the park's interpretive and educational programs heretofore found in General Background Studies. Equally important, to meet the requirements of the National Register as established by the National Historic Preservation Act of 1966, properties were to be identified and evaluated. If deemed to possess the requisite significance and integrity, the historian preparing the HBDS would prepare forms documenting these properties to be forwarded to the Keeper of the National Register for consideration for listing in the National Register.

The History Division, in 1969, prepared three HBDSs. Erwin Thompson (since retired) addressed North Cascades National Park and Preserve, and I prepared the HBDSs for Redwood National Park and Bighorn Canyon National Recreation Area. The format called for the National Register forms to be bound into the report. Since the forms had to be reviewed by a number of offices before being transmitted to the Keeper, this format proved cumbersome. Equally discouraging to Mr. Thompson and myself, as well as our immediate supervisor, was lack of guidance from the National Register staff as to what was required. Much of what was needed under the form's two major headings—"Description" and "Significance"—were synopses of texts found in the narrative chapters of the report. In the days before word processors, this seemed to be a useless duplication of effort. Mr. Thompson's and my initial experiences with the National Register did not engender much enthusiasm. Nonetheless, the NPS, as well as other federal land-managing agencies, thus took initial steps to nominate properties deemed eligible to the National Register.

The Harry S Truman National Historic Site in Independence, MO, was the home of the 33rd president of the United States from 1919 to 1972 and became a unit of the national park system in 1982. Photo courtesy the National Park Service.

The Keeper of the National Register had determined that, as of the enactment of the 1966 legislation, the National Register's core inventory was to consist of those units of the National Park System established because of their historical or archeological significance and the National Historic Landmarks. During the 1970s, a number of NPS areas administratively listed in the National Register were documented. But, like the documentation prepared as an element of HRSs, the data included in the Description and Significance sections was not of a high standard.

Meanwhile, in May 1971, President Richard M. Nixon signed Executive Order 11593, directing federal agencies to inventory, evaluate, and nominate to the National Register those properties for which they were responsible. The National Register process was linked to the agencies' Section 106 compliance responsibilities under the National Historic Preservation Act. federal agencies in theory should have found it in their interest to facilitate their planning process to either nominate properties to the National Register or seek determinations of eligibility. All the while, the National Register staff fielded and monitored first a trickle and then a deluge of forms submitted by federal agencies and the State Historic Preservation Officers.

In 1983, I became the NPS's Federal Preservation Officer. Among my duties was to encourage the NPS to inventory, evaluate, and nominate eligible properties to the National Register, and to review and comment on the forms before transmitting them to the National Register. Three years before, in 1980, Congress had made a number of amendments to the National Historic Preservation Act, and in the years since 1977, the National Register staff had taken steps to refine and streamline standards and guidelines for documenting and nominating properties. A thoughtful and helpful series of "How to" publications and bulletins had been prepared and distributed.

Upon reviewing the amendments and publications, and the forms being submitted by the parks, I found that since the mid-1970s there had been a giant leap forward in the educational and interpretive value of the data found under the Description and Significance sections. I also recognized the importance of upgrading the docu-

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mentation of those NPS cultural parks whose forms predated 1978 to identify the contributing and the noncontributing resources. Such action would benefit management in addressing its Section 106 compliance responsibilities. Managers of cultural parks administratively entered in the National Register were encouraged to document their parks to National Register standards to identify and distinguish contributing and noncontributing properties.

In 1986, the National Register staff, after intensive external and in-house review, adopted new forms and accompanying instructions. The new forms and guidelines highlighted and simplified the use of contextual statements to facilitate the nomination of multiple properties to the National Register.

At the Historians Workshop held at Harpers Ferry Center in March 1985, Chief of Registration Carol D. Shull and her staff familiarized attendees with the National Register and its value as a planning and interpretive tool. Participants were required to prepare and submit National Register forms. This exercise was a success, as a number of properties were either added to the National Register or those previously listed documented to current standards.

Use of the National Register as an ally in enabling the NPS to meet its legal and cultural resource management mandates changed me from a skeptic who saw the National Register as a widget counter to an advocate who strongly endorsed the identification, evaluation, and listing of eligible cultural properties. Equally important is the value of the National Register documentation as it had evolved since the late 1970s to park interpreters. To enable NPS interpreters to hone their research, writing, and communications skills, the National Register has held several workshops at which NPS interpreters prepare lesson plans. By doing so, they develop skills that benefit the parks and add to their professional status.

The contextual information, narrative history, and resource descriptions found in the later forms, with few exceptions, reach beyond the needs of the cultural resources manager and park boundaries. The last 10 years have seen an ever-increasing importance placed on heritage evaluation by all levels of government, as well as the private sector. Properties identified and listed in the National Register constitute a rich and diverse inventory featuring the nation's diverse history and cultural resources. The single property, multiple property, and district nomination forms document more than 62,000 cultural properties in the United States and constitute an invaluable education resource.

In furtherance of this, the National Register and the National Trust for Historic Preservation entered into a cooperative agreement to prepare lesson plans that highlight National Register properties to teach history as part of a new program called Teaching with Historic Places. Many of the districts, sites, buildings, structures, and objects featured are NPS units or National Historic Landmarks. Approximately 40 Teaching with Historic Places lesson plans have been prepared. Some are already published, and others will soon follow.

Jim Percoco of Fairfax County, Virginia, a member of the West Springfield High School Social Studies faculty, was winner of the Walt Disney Company's Teaching Award as the nation's outstanding social studies instructor in the 1992-93 school year. In his heralded applied history class, Mr. Percoco's students focus attention on NPS areas and National Register properties.

The inauguration of Bill Clinton as 42nd President on January 20, 1993, coincided with the 250th anniversary of the birth of Thomas Jefferson, our country's third President. Information gleaned from the National Register was used by the National Trust in cooperation with the Preservation Alliance of Virginia, Georgetown Heritage Trust, and the NPS to produce a handsome educational publication, *Thomas Jefferson's Road to the White House*. Mr. Jefferson's route from Monticello to Washington, the stopovers, extant places, and sites are identified and described. In November 1800, the trip that took Jefferson five days to complete in either a one- or two-horse phaeton was traversed by President-elect Clinton and his party in a bus convoy in a matter of hours. The Clinton visit to Monticello, a National Historic Landmark in the World Heritage List, and the motor caravan to the Nation's Capital on the day before he took the oath of office were given high visibility by the national media. It also demonstrated the effectiveness of teaching with historic places.

As a park historian at Vicksburg National Military Park in the 1950s, I learned that the most effective interpretation of historic places and structures is on-site by a well informed and skilled professional. The presentation must be interactive, dramatic, and aimed at making the visitor feel that he or she walks in the steps of history. More than 36 years have passed since my primary duties were those of a park historian/interpreter, but this is an invigorating experience. Going into the field to share with others a feel for, love, and knowledge of America's past is a challenge that still occupies my weekends and annual leave.

To locate and secure information on historic sites beyond park boundaries that are frequently the focus of my interpretive tours, I have turned to the listings and documentation found in the National Register. This is woven into the site and structure oriented interpretive tours that since 1977 I have led for the Smithsonian Institution's Resident Associate Program and other organized groups or VIPs. Yes, I have become a believer.

Edwin C. Bearss is Chief Historian and Federal Preservation Officer of the National Park Service.

Chinese Properties Listed in the National Register

A Forest Service Initiative

Lawrence A. Kingsbury

The Cultural Resource Management Heritage Program of the Payette National Forest has made it a priority to be in accord with the National Historic Preservation Act of 1966, as amended, and to nominate eligible properties to the National Register of Historic Places. Today, the Payette National Forest likely has more listed buildings, structures, features, and sites than any other national forest in the Pacific Northwest. Cultural properties unique to the Payette National Forest include a multiple property listing for the only 19th-century Chinese occupations and activity areas in the Warren Mining District.

Other historic properties in the forest include stratified prehistoric archeological sites (part of the listed Krassel Ranger Station site) and the Cabin Creek Historic District, which contains buildings, ruins, ditches, and trails reflecting early ranching activity within the Frank

The author sits at the entrance to the Ah Toy Garden habitation site. Photo by Larry Kingsbury.

Church-River Of No Return Wilderness. The Payette National Forest also has 26 buildings within four complexes that reveal four different architectural styles, reflecting significance in USDA Forest Service history. In addition, two fire lookout towers with associated buildings were nominated to the National Register in late 1993. However, within recent years, the Chinese cultural properties have been of particular public interest.

The Old China Trail connects the three Chinese garden sites in the Warren Mining District, Payette National Forest, ID. Photo by Tom Dureka.

In the late-19th century, thousands of Chinese immigrants traveled to the western United States. Some came to America to make their fortunes in the gold and silver mines. Many Chinese came to America to find employment opportunities in agriculture, fishing, fish processing canneries, railroads, or wherever opportunity presented itself. From the Pacific ports, Chinese immigrants continued their journey east to the intermountain region of the American west. Most of the Chinese planned to return to China when they acquired enough money. However, not all wanted to return to China, nor did all Chinese make enough money to return to their homeland, and some died young.

Chinese merchants and miners were present in northern and southwestern Idaho before they reached the isolated Warren Mining District in the mountains of west-central Idaho. The Warren Mining District was organized in 1862, when placer gold was discovered within Warren Meadows, in an area that is now part of the Payette National Forest. In 1869, American and European miners voted to repeal the exclusion rules and open the mining district to the Chinese. Hundreds of Chinese men and a few women arrived in 1870. One notable Chinese woman who came to Warren was Lalu Nathoy, locally called "Polly Bemis" or "Aunt Polly." Polly's life has become popularized by the book and major motion picture, "Thousand Pieces of Gold." Her home is listed in the National Register.

Most Chinese men came to Warren, ID, to work at mining placer gold for themselves. Others labored to repay debts to Chinese companies responsible for transporting them to the United States. Chinese men leased mining claims from the Americans and Europeans. Some Chinese provided supporting services within the mining district. Such professions included merchants, livestock

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Local Preservation Activities

Tanya M. Velt

Local governments have found innovative uses for the National Register of Historic Places. A study of the effects of listing historic districts in the National Register in three Pennsylvania municipalities suggests that this federal program is compatible with local aesthetic, historic, planning, and economic interests.[1] Each local government studied has integrated aspects of the National Register program into municipal planning for cultural resources.

The cities of Williamsport and Easton and the borough of Bedford, demonstrate how three independent municipalities with different planning, economic, and preservation concerns view the effectiveness of the National Register program. These case studies reveal several key applications of the National Register program at the local level. The applications fall generally into categories of prestige, local planning and resource protection, public awareness, and economic development.

Prestige

Since the National Register was established in 1966, proponents have touted the honorary character of National Register listing as an incentive for nomination and listing. In the municipalities studied, prestige plays an important role among residents of the historic districts. Owners take pride in their homes and neighborhoods because of the national appellation. The program has also lent national credibility to local decision-making regarding designated districts. In Williamsport, an oft-times controversial local regulatory district existed 10 years prior to the National Register district. federal listing of the district (Millionaires' Row Historic District) along the exact boundaries of the local district justified the foresight of local preservation advocates and concurring city officials who recognized the unique character of the district and sought to protect it. Where local designation may be unpopular or considered parochial by opponents, National Register listing can vindicate local preservationists and supportive politicians. In Williamsport, the National Register significance of the Millionaires' Row continues to bolster local review board decisions against demolition of individual buildings.

The Hiram Rhoads House, ca. 1888, in the Millionaires' Row Historic District, Williamsport, Pennsylvania. Many of the elegant mansions in the district have been adapted to accommodate multiple dwelling units. Photo by Tanya M. Velt.

Local Planning and Resource Protection

The case studies reveal how the National Register program contributes to local preservation planning efforts. The National Register program introduces local government officials/employees to the standards and processes for surveys and nominations, which helps establish an organizational infrastructure for future local cultural resource management methods, and zoning and development planning. In Easton, for example, planners view their downtown Easton Historic District as a template for future local district designation. The National Register program also serves as a catalyst for a cultural resource protection provision in the municipal master plan. Preservation-related components in a master plan evolve as the survey, nomination, and listing process occurs, and public awareness and appreciation of the community's historic resources grow. Planners responded accordingly in both Easton and in Bedford County.

Public Awareness/Education

Municipal governments should not overlook the importance of the National Register's educational capabilities. The program focuses public awareness on the significance of local historic properties and the importance of proactive preservation measures. Local governments interested in fostering public support for a historic district will find all stages of the National Register process—survey, public notice, and the nomination—convenient for newspaper feature articles. Public relations also seem to improve when state or federal preservation officials participate in local public meetings concerning the nomination of a historic district. State and national recognition of a district, even when it is eligible for the National Register for its local significance, engenders additional respect for, and stewardship of, historic resources in the district among residents and local government.

Local Economic Interests

A National Register district can also be an economic benefit to a local economy. The federal Rehabilitation Investment Tax Credit (ITC) program complements local economic programs for the upkeep and rehabilitation of older building stock. Easton has used ITCs in tandem with a facade restoration program (CDBG funds and local matching funds) and with a state-sponsored economic revitalization program providing tax abatements to property owners considering new construction and rehabilitation. Between 1985 and 1991, the ITC program in Easton resulted in 52 certified rehabilitation projects and more than a $9,717,000 investment in the city's downtown historic district.[2]

National Register districts are also marketable tourism commodities. In Bedford, where the area's preeminent historic attraction, the Bedford Springs Hotel, has fallen into disrepair, the integrity of the Bedford Historic District

Transportation concerns pervade the history of Bedford, Pennsylvania. The Bedford Historic District includes this ca. 1936 Art Deco gasoline station for its association with early automobile travel on the Lincoln Highway (present-day Route 30). Photo by Tanya M. Velt.

provides a tourism substitute. In Williamsport, the Chamber of Commerce actively promotes the Millionaires' Row Historic District, and has reported increased tourism there since National Register listing in 1985.

One area of the National Register program ripe for improvement is communication between local governments, State Historic Preservation Offices (SHPOs), and the National Park Service. For instance, in none of the three municipalities studied did National Register listing of historic districts inspire local government to apply for Certified Local Government (CLG) status. CLG status makes federal Historic Preservation Fund monies available to municipalities, increases local representation in state historic preservation planning, and provides for local review of National Register nominations.

Public education is also vital to the National Register program at the local level and may require direct state involvement. Repeated incidents in all three municipalities reflect some public misconceptions and mistrust of the National Register as a regulatory device. However, in Bedford, where Pennsylvania SHPO representatives were most welcomed and viewed as knowledgeable and objective partners in the survey and nomination process, owner objections to historic district listing were minimal.

The National Register program is not a panacea for local preservation challenges. It is, however, a valuable tool for prioritizing resource needs, organizing governmental responses to those needs, educating the public, and providing economic assistance for rehabilitation.

Notes

[1] Tanya M. Velt, "The Influence of National Register of Historic Places Listing of Historic Districts on Local Preservation Planning" (Master's thesis, Cornell University, 1993).

[2] Pennsylvania Historical and Museum Commission, Bureau for Historic Preservation.

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*(**Kingsbury**—continued from page 23)*

packers transporting goods, saloon keepers, operators of gambling and opium establishments, herbal doctors, laborers, vegetable gardeners, farmers, butchers, and launderers. These people left archeological evidence of their activities upon the historic landscape of the Payette National Forest. The Chinese terraced and farmed hillsides to grow vegetable gardens for their own consumption and sold the surplus. The gardeners marketed their vegetables to the mining district community. Three Chinese terraced garden areas and two occupation sites are interconnected by a trail and are listed in the National Register. Another associated Chinese site, a cemetery, was recently nominated.

After 1870, the Chinese established their own segregated cemetery and mortuary. This cemetery was intended for temporary internment only. It was a Chinese custom that if they should die in a foreign land the bones of the deceased were disinterred for reburial with their ancestors in their homeland. For this privilege the Chinese workers paid Chinese companies a tax for returning the bones of the deceased to China. However, not everyone paid the tax and today several bodies remain at the segregated Chinese cemetery in the forest. Near this cemetery are National Register-eligible ruins of a Chinese company mining camp.

The Chinese company mining camp was investigated and recorded by archeologists with the USDA Forest Service and archeologists, students, and volunteers from the University of Idaho. This camp consists of a large common activity building used for shelter, preparing meals, and recreational activities. A residence, a blacksmith forge, two privies, a terraced garden, and a gold bearing placer hydrologic mine are also associated with the camp. Using the collected data, photographs, and maps produced by the archeologists, this property will be nominated under the multiple property listing in 1994.

The Payette National Forest's Cultural Resource Management Heritage Program has created six interpretive signs reflecting Chinese history, two exhibits containing artifacts of Chinese manufacture and utilized tools, a brochure used with the self-guided interpretive trail of the China Mountain Terraced Gardens, and four short informative papers about the Chinese presence in the forest. Because of the remote setting of the Warren Mining District within the Salmon River Mountains, the historic Chinese sites are accessible only during the snow-free period from spring through early fall. Chinese Americans from as far away as New York City and Hawaii have visited the China Mountain Terraced Gardens Interpretive Site, a National Register property.

Lawrence A. Kingsbury is the forest archeologist and a historian at the Payette National Forest, McCall, ID.

Livable Communities

Antoinette J. Lee

In his keynote speech at the 47th National Preservation Conference in St. Louis in September 1993, director of HUD's special-actions office George Latimer described a community as a "set of connections between people." In his view, historic preservation was a "connecting tissue" that tied people with one another and with their place of residence and business. Historic places form a common ground of understanding and association between people.

The framers of the National Historic Preservation Act of 1966 clearly envisioned a national list of historic and archeological properties as an integral part of community revitalization. Section (b)(6) of the Act states that "the increased knowledge of our historic resources, the establishment of better means of identifying and administering them, and the encouragement of their preservation will improve the planning and execution of federally-assisted projects and will assist economic growth and development."

The National Register can be viewed as a list that is maintained and expanded within the National Park Service. However, the program is more than a list. Official recognition provides access to a large and expanding set or "web" of incentives, grants, and protective measures for historic places at all levels of government. These governmental programs stimulate private sector investment in historic properties because they often are tied to National Register listing. Using the National Register and the related governmental programs can enhance strong communities, transform declining ones, and provide a strong sense of identity essential to the long-term health of communities.

Listing in the National Register constitutes an early step in developing programs aimed at protecting the character of older communities. The process of identifying historic and archeological properties involves defining that historic character and communicating this information to community residents and governmental leaders. The accumulated and evaluated information included in National Register nomination forms and registration documentation frequently leads to the development of historic preservation components in municipal master and comprehensive plans, guides for future planning sympathetic to the community's character, local preservation ordinances, design guidelines for rehabilitation, housing programs, neighborhood protection programs, rehabilitated building stock, and educational and interpretive programs for the public.

Beyond official processes and tangible documents, National Register listing turns around communities because of myriad individual decisions made by community leaders, residents, and property owners. National Register listing provides official recognition that can convince people that older properties can be assets. Listing confirms a community's cultural authenticity. It also forms the touchstone for future actions based on this authenticity because it makes listed properties eligible for programs designed to assist with community livability.

Many communities wish to frame their future in terms of their past. For example, the community of Steilacoom on the southeastern shore of Puget Sound nominated its historic district to the National Register and gained listing for this property in 1975. This recognition was bolstered by local planning activities that cited the community's origins in 1854 as the center of a booming lumber industry. Its character was defined by basic wood-frame structures that persisted beyond the collapse of the lumber industry, waning of the town's summer resort phase, and spread of suburban development from Seattle and Tacoma.

These historic row houses at Memorial and Viola Streets, are part of the Parkside Historic District in Philadelphia. Photo by George E. Thomas.

Following listing of the historic district in the National Register, Steilacoom established a preservation review board and land management commission and involved them in the review of building permits. The recently published design standards increased public awareness and established minimum standards for making design decisions and promoting consistency in the decision-making process.

Located a short distance from the downtown, the Stuart Neighborhood in Kalamazoo, MI, used the

This elegant built-in armoire graces the second floor bedroom of a Parkside Avenue residence, Parkside Historic District, Philadelphia. Photo by Charles Metzger.

National Register process to define its origins and character. The Stuart Neighborhood Historic District was designated a local historic district in 1977 and listed in the National Register in 1983. The registration documentation describes the development of the neighborhood from the 1860s to the 1920s, when it was home to prosperous businessmen and self-employed craftsmen. Most of the building stock is made up of detached frame houses, many of which are large in size and handsomely detailed and sit back from tree-lined streets.

Following listing in the National Register, the Stuart Neighborhood Historic District embarked on an ambitious housing rehabilitation program generated through private investment. A local non-profit organization offers low-interest loans for low- and moderate-income residents and many residences have been converted into affordable apartments. According to the director of the Stuart Area Restoration Association: "Listing in the local, state, and national registers has made an immeasurable difference in the growth, development, and condition of the neighborhood through community participation in preservation activities and utilizing funds available for historic districts. Other neighborhoods have seen the positive effects of listing exemplified in the Stuart Neighborhood and have pursued listing as well."[1]

Listing in the National Register often attracts public incentives and private sector capital investment for older neighborhoods when few other options are available. When Jim Brown formed the Parkside Historic Preservation Corporation in the Parkside neighborhood in Philadelphia in the 1970s, the area had become distressed because of the flight of the middle-class in the post-World War II years. The Corporation undertook rehabilitation projects and hired an architectural historian to prepare a nomination of the area to the National Register in 1983. Today, the Parkside Historic District is experiencing a revival through the creative use of "layered funding," which includes Community Development Block Grants, city funding, support from foundations and local institutions, the federal investment tax credit, and below-market rate mortgage loans for affordable housing. The projects also boast community management of rental properties.

These examples and numerous others across the country demonstrate that listing in the National Register plays an important role not only in attracting economic investment and benefits, but also in fostering community awareness and pride in one's heritage. The results of National Register listing allow for a community to experience this pride as a group and to work together to protect and interpret this heritage.

Notes

[1] Leslie Decker, director, Stuart Area Restoration Association, to Jennifer Meisner, telephone conversation, n.d.

Antoinette J. Lee is a historian with the National Register of Historic Places, Interagency Resources Division, National Park Service.

This essay was based largely on the paper the author presented at the National Preservation Conference session on "Using the National Register in Promoting Livable Communities." She appreciates the assistance of Jennifer A. Meisner, National Council for Preservation Education intern from the University of Washington, who compiled the research information on case study communities. She also thanks Tanya Velt, National Conference of State Historic Preservation Officers employee, whose M.A. thesis for Cornell University, "The Influence of National Register of Historic Places Listing of Historic Districts on Local Preservation Planning," was helpful in defining the role of the National Register in local planning.

The Economic Effect of National Register Listing

Donovan D. Rypkema

Does a property being listed in the National Register of Historic Places increase the economic value of the property? It would be useful if the clear cut answer were "yes." Even an unambiguous "no" would at least put the issue to rest. Unfortunately, providing such an answer would violate a basic Einsteinian tenet, "Things should be made as simple as possible but not more so."

Let's begin with the word "value." Even in the esoteric world of real estate appraising there are many kinds of value, not all of which contain economic ramifications. By definition, a property being listed in the National Register (either individually or as a contributing structure within a historic district) means that the National Park Service has deemed that parcel of real estate to have a particular cultural, historical, or architectural quality that is of value to the nation. The question, then, becomes: "Is that cultural, historical, or architectural quality reflected in the price typically paid for the property in the marketplace?" If so, it can be mathematically demonstrated that National Register listing reflects an incremental economic value.

Can that mathematical demonstration be made? The answer is: "sometimes," "maybe," and "it depends." It is necessary to consider certain principles involved in measuring economic value. First, it is important to understand that value is not determined by real estate brokers, bankers, architects, developers, or appraisers. Value is determined by the actions of buyers and sellers in the marketplace. Brokers and developers can establish asking prices, architects can itemize rehabilitation costs, bankers can set loan-to-value ratios; but all of that is dependent on and subordinate to actual transactions between buyers and seller. Even the appraiser's job is not to determine value. The appraiser's job is to estimate value based, not on his or her own opinions, but on how real buyers and real sellers in the marketplace behave. The appraiser is the student with the marketplace being the instructor.

Appraisers are often criticized by preservationists for not recognizing the "historic value" of a National Register property. Upon occasion the appraiser may be overlooking nuances in the marketplace. Much more often, however, the appraiser is not assigning an incremental "historic value" because buyers and sellers in the marketplace are not assigning any such premium.

Which brings us to the second principle of real estate economics that is germane here. Buyers and sellers in the marketplace are assumed to be "reasonably well advised or well informed." If typical buyers and sellers or, more importantly, the real estate professionals in the community do not understand the significance of National Register listing (or even the existence of such a thing) there is no way that an economic premium will be attached to such designation. The education of buyers and sellers generally and the real estate community specifically should be the responsibility of preservationists. Some have done that well; others have not. But for preservationists to blame the real estate broker for not understanding historic significance is pointing the finger in the wrong direction.

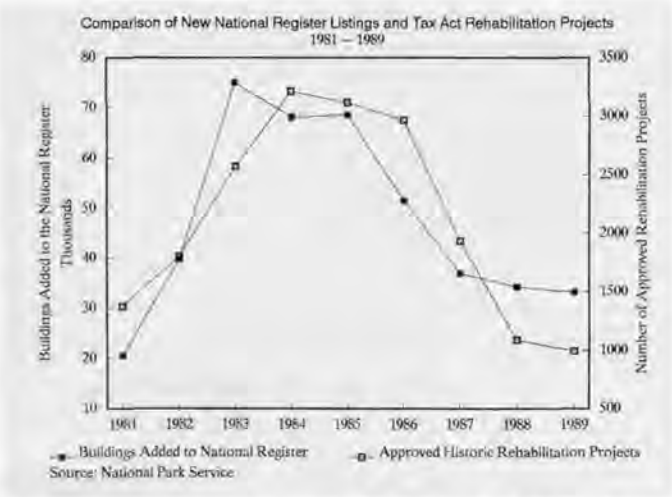
Third, the marketplace is not made up of a single buyer or seller but rather an imaginary group of buyers and sellers choosing independently how to act. Therefore, a single purchaser willing to pay an economic premium for the "George Washington slept here" property does not necessarily establish the price that he/she paid as the value of that property. The price and the value are not synonymous unless the price reflects a typical transaction within that group of buyers and sellers. A single sale does not the marketplace make.

There is an old saying that, "all politics is local." So is all property value and almost all preservation. Real estate values (and any premiums attached to certain attributes) emerge from the local environment. Likewise, almost universally among preservationists, what is cared for most passionately is the local landmark or historic district. More than any other factor this is why the question, "Does National Register listing increase the economic value of the property?" can only be answered on a locality by locality basis—sometimes yes, sometimes no.

What, then, are the conditions when National Register listing does add economic value? Most common, perhaps, is when National Register listing serves as a threshold for additional benefits. Most obvious is the availability of the historic rehabilitation tax credits. Listing in the National Register is a prerequisite to obtaining the federal tax credits. For nearly 20 years, some favorable tax treatment has been available for the appropriate rehabilitation of National Register properties. And the marketplace has responded by paying a premium for eligible properties reflected in the acquisition price, the amount spent on rehabilitation, or both. The precipitous decline in the amount of rehabilitation activity since 1986 is direct evidence of the marketplace assigning a lesser value to the available credits and, by extension, a lesser value to National Register status.

Readers of *CRM* may be familiar with the table published annually by the National Park Service showing the rise and fall of rehabilitation activity over the last 17 years. What is less familiar is the rise and fall in the number of buildings added to the National Register over much of the same period. The table on the following page compares the number of tax act rehabilitation projects during the 1980s with the number of contributing buildings added to the National Register over the same period. The almost identical pattern of increase and decline strongly indicates that when National Register listing provides an economically valuable threshold for rehabilitation activity, the marketplace responds by encouraging more properties to become eligible for the incentives.

But the federal tax credits are not the only area for which National Register status provides a threshold for enhanced economic value. In many state and local jurisdictions properties listed in the National Register become eligible for additional benefits. These local benefits might include tax abatements, state tax credits, low interest loans, facade grants, design assistance, or other incentives. To the extent that these perquisites add economic value, National Register listing has provided the gateway to that value.



Comparison of New National Register Listings and Tax Act Rehabilitation Projects, 1981-1989, by Donovan D. Rypkema.

In many communities, the creation of a National Register district is the trigger for a parallel local district. Often local historic districts provide protection for properties within the district that the National Register does not. This protection from inappropriate design, scale, and uses of properties within the district can maintain and often enhance the value of the properties within. Virtually every analysis that has been done on the economic impact of such protection has indicated that values have been maintained at worst, and usually enhanced, because of historic district status. No comprehensive analysis of all National Register districts in this country has been undertaken. In our neighbor to the north, however, a recent publication reported that, "In every heritage district designated in Canada in the last 20 years, property values have risen despite the fact that development potential has been reduced."[1]

Real estate is an asset the value of which comes largely from its context. To the extent that an entire neighborhood becomes more valuable (because of protections, prestige, architectural character, compatibility of uses and styles, or other reasons) the individual properties within the neighborhood become more valuable as well. Because of this value through context concept, one could argue that a National Register district (and/or its local counterpart) probably has an even greater cumulative effect on value enhancement than does an individual listing outside a district.

Virtually the only direct protection National Register listing provides to an individual property is the requirement for Section 106 review to determine if the expenditure of federal funds would have an adverse effect on the historic resource. But as we become more and more aware of the negative impact not only on buildings but on whole communities that massive federal projects have had in the past, this single protection will become even more significant to individual property values in the future.

It was noted earlier that the marketplace is assumed to be made of "reasonably well informed or well advised buyers and sellers." When local awareness among buyers, sellers, and the real estate profession has risen to the point of understanding what National Register listing means, it is likely that such status will become a value enhancing premium for the designated property. The most telling test of whether this is true locally or not is when the real estate ads include "National Register property" as one of the descriptive attributes of the building. Just like "finished basement" or "heated pool," identifying that National Register status in a real estate advertisement reflects the broker's judgment that buyers are willing to assign monetary value to that characteristic. It is not necessary that every possible buyer in the market assigns value to that variable, only a large enough sub-set of the market to create a specialized demand.

Real estate values will be influenced by the future time horizon envisioned for the property by its owner or prospective buyer. A short-term owner (whether for residential or commercial property) will tend to place less importance on variables such as National Register status, inclusion in a historic district, etc., than will a long-term owner. At a recent conference, a Wall Street investment advisor to European institutional buyers of American real estate was asked how those investors viewed purchasing properties within historic districts. He responded, "Because of their longer-term investment horizon, European purchasers view historic properties within districts more favorably because of the protection against adverse development taking place in the immediate surroundings of their property." American buyers of real estate (both for investment and for occupancy) have, for at least the last 40 years, been rather myopically short-term oriented. This appears to be beginning to change. As the anticipated time of ownership lengthens, the relative economic importance of National Register status should begin to increase.

Perhaps the greatest potential for a National Register listing to increase property value, however, is a result of a lesson we are only recently relearning. On a sustainable basis, real estate will not maintain or enhance its value without there being a combination of a spirit of community and a sense of place. A National Register district in and of itself is a reflection of a sense of place. Increasingly it is that "place" around which grassroots neighborhood groups center the rebirth of a spirit of community. That phenomena has many ramifications but increased long-term property values is certainly among them.

Finally, in our search for a relationship between National Register listing and property value we should not forget that listing in the National Register is an effect not a cause. It is because a property or a district had special architectural, historical, or cultural quality that it was listed, not the other way around. In the end, when preservationists have sufficiently educated a broader audience on the value of that quality, it will be the property attributes themselves that generate a monetary premium. And the National Register will serve its intended purpose, to provide objective, national recognition to the local economic endowment that historic buildings represent.

Notes

[1] *Federal Heritage Buildings Review Office (FHBRO), FHBRO Code of Practice,* Draft, October 1993.

Donovan D. Rypkema is a real estate and economic development consultant based in Washington, DC.

The Mission Trail

A Springboard for Heritage Tourism

Alfonso Tellez

In 1680, the Pueblo Indians mounted the only successful aboriginal revolt against European colonists and drove the Spaniards out of Santa Fe and beyond the frontier of New Mexico. The Spanish refugees, together with several hundred Christianized Indians belonging to the Tigua and Piro Tribes, retreated to El Paso del Norte along the Camino Real (a Spanish trail running from Mexico City to Santa Fe).

In 1682, the Franciscan Friars established the Missions of Ysleta and Socorro to provide for these refugees. The Mission churches were constructed of adobe brick in the Pueblo tradition. Almost a century later, the Spaniards built a presidio (military fort) at the eastern end of the Camino Real to protect the villagers from the raids of the Comanche and Apache. The chapel of San Elizario was part of the presidio and provided for the spiritual needs of the soldiers.

In 1829, a 500-year flood damaged the churches and destroyed the presidio chapel, which was subsequently rebuilt as the present Church of San Elizario. When the waters subsided, the Rio Grande had cut a new channel to the southwest, leaving the ruined Missions in territory that later became the Republic of Texas.

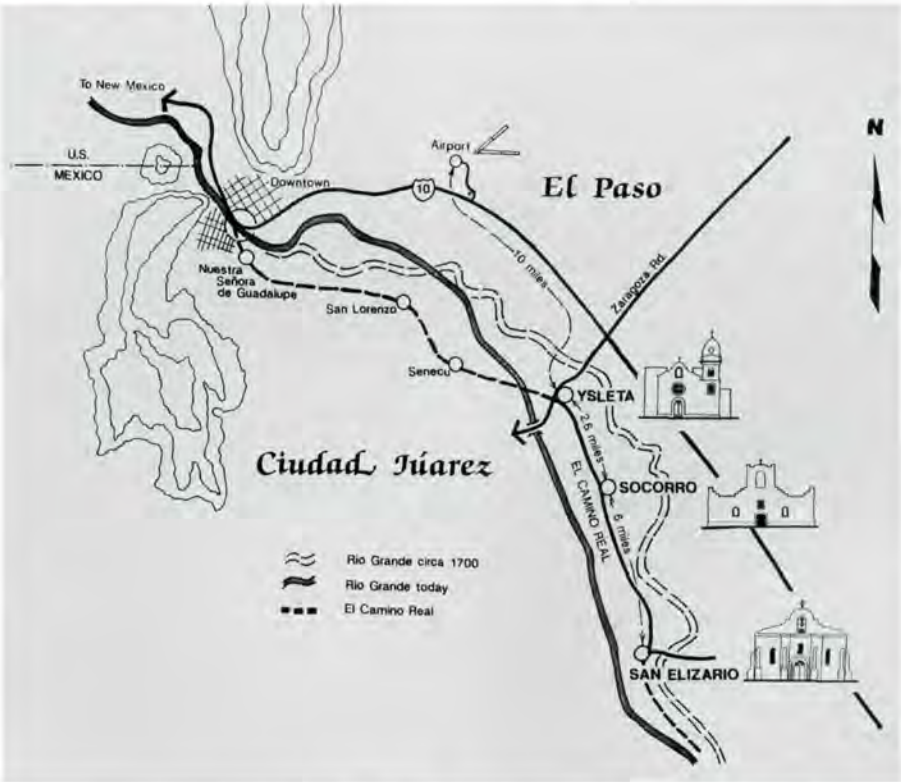
The Missions and the isolated river valley were a closely-knit self-sustaining community that had survived the Mexican-American War, the American Civil War, and the arrival of Anglo settlers with relatively little change. However, all that ended with the beginning of the 20th century. The Franciscan Friars, who had administered these churches for over 200 years, were replaced with Jesuit priests. These priests were determined to modernize these historic churches. Their first well-intentioned action was to remove the original mud-plaster, which required yearly maintenance, and replace it with a Portland Cement stucco, a newly developed product. This coating covered the churches with a water-tight skin, and when the roofs began to leak, the water could not evaporate and slowly began to dissolve the adobe bricks.

During the following decades, other nonhistorical modifications were made to the Missions: the Bishop did not recognize the historical importance of these churches and gave the local pastors complete autonomy over maintenance and remodeling. These changes included the introduction of concrete arches and window sills, vinyl flooring, heating ducts suspended from the clerestory, metal entrance doors, fiber-board siding, and Celotex ceiling tiles.

Although the Ysleta and Socorro Missions and the San Elizario Chapel were placed in the National Register of Historical Places in 1972, years of improvised remodeling and lack of maintenance had left these buildings in a serious state of disrepair. It was not until 1990 that the community committed itself to begin the work to restore these landmarks. In that year, the City of El Paso and the County of El Paso created the Office of Heritage Tourism, and received technical support with a grant from the National Trust for Historic Preservation.

The new director appointed a board made up of representatives from the city, the county, the Catholic Diocese, and various private organizations that had been working separately on the missions. The Office of Heritage Tourism was also able to obtain a grant from the National Park Service for the use of two Mexican architects who were experts in the restoration of adobe buildings. They completed a survey of the three churches and wrote a comprehensive plan for restoration. Using this plan as a base, the Bishop began a well-publicized fund-raising campaign to pay for the restoration. An architect was hired to direct the restoration work.

Work began at once on the San Elizario Chapel, which was in the most deteriorated condition. The Portland Cement stucco was completely removed and the adobe walls were allowed to dry out. The bells were temporarily taken down from the belfry, cleaned, and placed in working order. The damaged



This map (not to scale) illustrates the location of the three mission churches connected by the Mission Trail, a section of El Camino Real, which the Office of Heritage Tourism in the City of El Paso expects will draw tourists to the area. Courtesy City of El Paso.

Work is presently underway to restore the Ysleta Mission, starting with the bell tower. Photo courtesy Texas Historical Commission.

adobe walls were repaired using new adobe and mud mortar. Then two coats of mud plaster mixed with straw and cactus juice were applied. The result was a restoration that closely resembled the original church.

Work has begun on the Ysleta Mission with the construction of a masonry fence around the mission grounds and the complete restoration of the bell tower including the replacement of all exterior wood cornices, eaves, louvers, and doors. Interior restoration will progress as funds become available, and landscaping, walkway, and parking improvements are also anticipated.

The Tigua Indian Tribe has just opened a new 900-seat high-stake bingo parlor on their reservation at the opposite corner from the Ysleta Mission. Although this business operation seems to be a strange juxtaposition, the influx of so many people may generate a new interest in the missions.

The National Register status of the missions is central to recent initiatives by the Office of Heritage Tourism. Renewed appreciation of the buildings has encouraged three municipal governments to sponsor preservation and interpretation along the Mission Trail, an 8.6 mile section of the Camino Real. The Mission Trail links the Ysleta, Socorro, and San Elizario churches and lies within three governmental jurisdictions: the City of El Paso, the City of Socorro, and the County of El Paso. In 1992, the City of Socorro created a historic district along the central section of the Mission Trail and last summer the City of El Paso did the same with the western section. The eastern third of the trail that lies in the county presented special problems, since counties in Texas do not have zoning powers. A state bill was introduced and passed by the legislature giving the County of El Paso special zoning authority only within the boundaries of the proposed district. This last part of the Mission Trail is expected to be approved by the County Commissioners, completing the designation of the entire Mission Trail and ensuring that all future construction will be compatible with the missions and other historic buildings.

The cities of El Paso and Socorro and the county have just submitted a joint grant proposal to the Texas Department of Transportation for $3.5 million in ISTEA funds to be spent in the development of the Mission Trail. If approved, this grant will be used to create a Tourist Information Center across the street from the Ysleta Mission, an adobe fence around the Socorro Mission cemetery, and the landscaping of the Mission Trail with shade trees.

This year U.S. Representative Ronald Coleman has successfully sponsored a bill that will provide $300,000 for a National Park Service study to determine if the Mission Trail and the Missions can be maintained and administered as a National Historic Park.

The newly-established Office of Heritage Tourism has made all these recent preservation activities possible, much to the benefit of the missions and the Mission Trail. This office was the point of contact for city and county officials, and for all private organizations. It provided the leadership and the planning to direct and focus the funds and energies of these various groups. The result of these activities has been the beginning of the restoration and protection of the missions and the Mission Trail, the development of the Mission Trail for tourism, and a public awareness of the importance of these National Register buildings and their historic environment.

The Presidio Chapel of San Elizario, El Paso County, Texas, is the southernmost stop along the Mission Trail. Photo courtesy Texas Historical Commission.

Alfonso Tellez is the Historic Preservation Coordinator for the City of El Paso, TX.

The National Register Regional Travel Itineraries

Patty Sackett Chrisman

Mission Nuestra Señora de la Purisima Concepción; the Espada Aqueduct; the Alamo; King William Historic District; the Ursuline Academy; the Quadrangle; Palo Alto Battlefield; Padre Island National Seashore; Fort Leaton; Fort Davis; La Villita Historic District....

These are just a few of the exciting historic sites listed in the National Register of Historic Places and included in the South Texas National Register regional travel itinerary—one of five travel itineraries currently being developed by the National Register of Historic Places.

As part of the commemoration of the recent Quincentennial anniversary of Columbus' voyages, the National Park Service designated 38 national parks related to Spanish exploration and settlement as "Columbus Quincentennial Parks." Many of these parks have been used as stepping stones to create five travel itineraries that focus on America's history of exploration and settlement, cultural diversity, and Spanish heritage.

Although the Columbus Quincentennial was the impetus for the development of these itineraries, they are intended to have lasting educational value and to benefit communities in the vicinity of historic places and the parks. Understandably, the Quincentennial stirred mixed feelings in our citizens. One positive effect of the discussion that occurred during the Quincentennial year may be a greater appreciation and understanding of our history as we learn more about the diversity of peoples and cultures that have always been a part of our nation.

The designated Quincentennial Parks, other national parks, National Historic Landmarks, and properties nominated by state and federal agencies are listed in the National Register of Historic Places—America's official list of places important in our history. The parks are linked with other places listed in the National Register that illustrate the variety of cultures and traditions embodied in our nation. Properties included in the South Texas regional travel itinerary represent many epochs of Texas history including Texas' Native American heritage, Spanish exploration, the mission era, battles for independence, the era of statehood, the eventual settlement of the Texas frontier and the resulting hostilities between the native inhabitants and the settlers.

The end product will be a fold-out brochure with descriptions of historic properties keyed to a map. It is our hope that the routes will inspire park visitors to include these and other historic places in their travel plans. The routes are planned so tourists can visit historic districts, mission ruins, homesteads, and other sites, while visiting national parks.

In addition to South Texas, four other regions have been included in this heritage tourism project: Coastal Georgia and Florida, the California Coast, America's Southwest, and Puerto Rico and the Virgin Islands. The itineraries will be distributed through national parks, state tourism offices, and State Historic Preservation Offices.

Patty Sackett Chrisman is a historian at the National Register of Historic Places, Interagency Resources Division, National Park Service.

Teaching with Historic Places

Lesson Plans Available

The National Park Service's National Register of Historic Places and the National Trust for Historic Preservation have developed an exciting new program, Teaching with Historic Places, which offers classroom-ready lesson plans. These lesson plans:

- use properties listed in the National Register of Historic Places
- link the dramatic story of the place to larger themes in history, social studies, and other subjects
- encourage basic and critical thinking skills
- include activities guiding students to their own community's history
- can be adapted for use by different grade levels.

Lesson plans on diverse topics such as westward expansion and World War II are available from the Preservation Press for $5.95 per lesson plan plus shipping and handling (orders of five or more lesson plans are discounted 20%).

For a free *Teaching with Historic Places* brochure and an order form describing available lesson plans, please write to:

The Preservation Press
National Trust for Historic Preservation
1785 Massachusetts Avenue, N.W.
Washington, D.C. 20036

or call, toll free: (800) 766-6847

Our Past/Ourselves

Teaching with Historic Places

Beth M. Boland

Those of us working in the field of historic preservation can become so absorbed in the procedures and techniques of protecting the physical remnants of the past that we forget why it is important to do so. We should remind ourselves periodically that experiencing places "helps in making contact with those who were before.... It is a way to find them as human beings, as necessary as the digging you do in libraries."[1] And like digging in libraries, exploring and studying historic places has enormous educational value.

Historic Places and Education

In *The Past is a Foreign Country,* historian David Lowenthal identifies "tangible relics" as a major source for learning about the past, and suggests that a past without them "seems too tenuous to be credible."[2] For today's students, the issue may be that, credible or not, it is too tenuous to be relevant or interesting. Real places provide substance to the themes and events students read about in textbooks. Real places from their own communities make an even stronger connection for students, and may spark an interest in history that helps them reach beyond themselves to learn of other times, places, and cultures.[3]

One of the limitations of places and things is that they are mute, and require interpretation; they instruct us best in conjunction with other sources.[4] As many education, history, social studies, and geography professionals and organizations have recommended, an interdisciplinary approach works best. Use of historic places makes traditional educational techniques more complementary, and brings win-win-win results—for teachers, students, and preservationists. Teachers have one more means with which to engage the interest of students, students earn knowledge from and an appreciation for cultural resources, and preservationists gain the stewards of tomorrow.

Teaching Tools

National Register List

For teachers who want to enliven their classes with historic places, the National Register can help in several ways. As a list of more than 62,000 historic resources throughout America, it can lead to places that represent the stories, or pieces of the stories, educators want to tell about the past. Either the National Register office or the State Historic Preservation Office can provide a list of National Register properties in any geographic region. This information also is available at many libraries.[5]

A computerized database called the National Register Information System (NRIS) makes it possible to find places linked not only geographically, but by characteristics such as historic themes, past or present uses, or associations with important individuals. A teacher starting a unit on industrialism and the Gilded Age could identify properties associated with Vanderbilt, Gould, or other key figures; industrial complexes or company towns from the late-19th century; or local mills or factories. To focus on milestones of the Civil Rights movement, a teacher could find properties nationwide representing African American history since 1950. To explore how a specific community's evolving demographics relate to trends in U.S. immigration and cultural diversity, a teacher could obtain a list either of local resources associated with various ethnic groups or of properties in several states associated with a single group. Requests can be narrowed or broadened depending on the geographic parameters, number of topics, or historic time spans specified.

National Register Documentation

Once a teacher has identified historic places, he or she can obtain copies of the documentation on them. Historic properties are not limited to those listed in the National Register; investigations constantly bring to light places worthy of nomination and listing. The advantage of starting with National Register properties, however, is that

*(**Boland**—continued on page 34)*

Historic drawing of the Hoch Homestead from the National Register file for Oley Township Historic District, Berks Co., PA. 1882 drawing: Brader; photo: Ken Haas.

The Hoch Homestead in 1982, from the National Register file for Oley Township Historic District. Photo by Phoebe Hopkins.

(Boland—continued from page 33)

these places have been documented already, and every property file includes considerable information useful to teachers: a physical description, geographical information and a map, a statement of historical significance, a bibliography, and at least one black and white photograph. Frequently, files contain other information as well, such as site plans, historic photographs, copies of primary documents, articles, or additional maps.

In many cases—particularly where local or thematic surveys have produced "Multiple Property" packages of nominations—studies in support of National Register nominations make important contributions to historical scholarship. Approximately 90% of National Register properties represent state and local history, and teachers would be challenged to find a more accessible summary of major historic themes, people, and events for many areas of the country. Documentation for properties listed in the last decade or so tends to be much more thorough than that of earlier nominations.

National Register Publications

A number of materials that the National Register program produces primarily for purposes other than classroom education also can benefit teachers. To assist those evaluating properties for possible nomination to the National Register, the National Park Service publishes technical bulletins on specific types of resources. These bulletins generally contain historical background, bibliographies, and guidance in understanding what these places tell us about local, regional, state, or national history. Such understanding is as essential for teaching or learning from properties and for justifying how they meet National Register criteria for significance. Therefore, bulletins on topics such as cemeteries, battlefields, mining resources, post offices, and landscapes can help teachers interpret the cultural resources they find in their communities.[6]

National Register Participation

Once they are attuned to the physical history of their state or community, teachers and students are likely to identify important places that are not listed in the National Register. Direct participation in the process to research and nominate a property to the National Register is another option for educators. Teachers are well aware that students who "do" history demonstrate greater interest in and mastery of the subject. Participation has the added advantages of reinforcing the idea that history has value in "the real world," and of demonstrating one way to translate learning into good citizenship.

Although completion of the entire process from identification to listing usually is beyond the scope of a single year's class, it may be divided into stages and combined with other endeavors that provide each class with a sense of accomplishment. One class could conduct initial research, write articles for a local newspaper, and submit information to the local library. Another class could analyze how the property relates to broad national themes as represented by National Register criteria, design a school exhibit, and work with the State Historic Preservation Office to nominate the property to the state and/or national registers.

Teaching with Historic Places

The National Register is a co-partner with the National Trust for Historic Preservation in another key program to benefit educators, Teaching with Historic Places. Because teachers do not always have the time or the training to convert National Register information into instructional units, this program provides ready-to-use materials and also trains educators in methodologies for using historic places.[7]

The cornerstone of the program is a series of short lesson plans. Each lesson links one or more places listed in the National Register to broad themes, issues, and events covered in history and social studies curricula. Following a format designed for elementary through high schools, each lesson contains background information; learning objectives; maps, readings, and photographs from which students extract data; and activities that guide students in synthesizing and analyzing the information. At least one of these activities directs students to the history of their own communities.[8] Also underway are more complex kits of lesson plans and other materials that will allow teachers to carry a single theme such as work or conflict through the school year.

One of the goals of the Teaching with Historic Places program is for teachers nationwide to use historic places as resources as easily as they use the written word. Program staff have offered several workshops on writing lesson plans.[9] In addition, a curriculum framework that encompasses elements of the knowledge and skill base, intellectual content, available resources, and potential partnerships for the professional development of educators in this methodology is near completion. Portions of this framework have been tested in a one-semester graduate course at George Mason University in Virginia, and in shorter classes and workshops. Later this year, a course will be offered for teams of state preservationists and educators to enable them to develop creative learning opportunities in their states.

Notes

1 David McCullough, *Brave Companions* (New York: Prentice Hall Press, 1992), x.

2 David Lowenthal, *The Past is a Foreign Country* (Cambridge: Cambridge University Press, 1985), 247.

3 For discussions of ways in which places instruct us, fit school curriculum, and relate to ongoing studies in educational reform, see: John J. Patrick, "Prominent Places for Historic Places: K-12 Social Studies Curriculum," and Salvatore J. Natoli, "Notes on Location and Place," *CRM: Teaching with Historic Places* 16 (1993): 8-11, 23.

4 Lowenthal, xxiii and 249.

5 The most recently-published cumulative list is the *National Register of Historic Places, 1966-1991*, American Association for State and Local History (Nashville, TN: 1991), which is available for purchase from The Preservation Press, National Trust for Historic Preservation, 1785 Massachusetts Ave., NW, Washington, DC 20036.

6 To receive a list of National Register Bulletins, write to the National Register of Historic Places, Interagency Resources Division, National Park Service, P.O. Box 37127, Washington, DC 20013-7127.

(Boland—continued on page 39)

Learning to Identify and Evaluate

The National Register and Higher Education

Michael A. Tomlan

It should come as no surprise that the National Register of Historic Places is the most commonly discussed aspect of the national preservation program in college and university teaching. Course work involving the National Register lies at the heart of the curriculum at both the undergraduate and graduate level, regardless of whether the student is majoring in American studies, archeology, architecture, folklore, geography, historic preservation, history, museum studies, planning, or urban affairs.

The National Register is most often introduced with the mention of the National Historic Preservation Act of 1966, and the beginning of the present-day "new movement" in the field. The list is a reflection of what has been recognized as significant at the national, state and local levels, and the legislation leads the student to consider a host of preservation processes and public policies.

More important, it is by learning the process of identifying and evaluating a historic site—in essence, following the National Register procedures—that students take the first step toward preservation. Instruction in documentation is considered a fundamental aspect of the historic preservation field. It is required in all historic preservation programs, as stipulated in the standards for undergraduate and graduate preservation education issued by the National Council for Preservation Education. In addition, the Council's standards emphasize the importance of practical application of this knowledge in communities near at hand. Hence, the approaches and methodologies employed in the National Register are among the first that students learn to apply in the field.

This can be illustrated by a number of examples. Ever since the founding of the historic preservation program at the University of Oregon, each student has been required to work with a faculty member toward completing a National Register nomination. Although the nomination need not be accepted to receive a grade—largely because some building owners are not supportive of the effort—most nominations are successfully completed and approved. Last year, a National Register seminar was introduced, taught by an adjunct faculty member with a considerable amount of experience in the process.

At Georgia State University, students are introduced to the National Register, explore its growth since 1966, and use *National Register Bulletins* in a case study course to learn how to apply the criteria for evaluation. Faced with a wide range of cultural resources in a community, the students focus on determining type of significance, applying the criteria to each resource, and determining the integrity of each.

At the University of Nevada-Reno, National Register nominations may be completed during the academic year in a "practicum" course, working with a city planning office or a federal agency. In addition, two archeological field schools—devoted to prehistoric archeology and historic archeology—review the requirements of the nominations of districts and sites. The work of documenting rock art, for example, may extend over several summers.

Across the country at Cornell University, a semester-long fieldwork course is required of all students in the master's program. Following contextual research and a preliminary "windshield survey" of a community, the students conduct a broad survey to identify its historic resources. With the assistance of the local historical society and planning agency, each member of the class documents with title research and describes at least a dozen sites using computerized state inventory forms. This develops community awareness while providing the data base for sound historic preservation planning. In some communities, such as Corning, NY, this may be a three-year commitment. At the conclusion of this work, the community is left not only with the ability to distinguish the edges of its historic districts, but also with the preliminary work for a National Register district nomination, which any of the same students may take up in an advanced course, or be assigned as one responsibility of a graduate assistantship.

As might be expected, the National Register also lies at the heart of many summer and post-graduate internships, whether at the local, state, or national level, leading the student to consider aspects of the built environment in areas of the country he/she never previously considered. This year, for example, through the support of the Legacy Resource Management Program of the United States Air Force, 10 summer internships will be offered by the National Council for Preservation Education at major command facilities from Hawaii to Virginia. This exciting opportunity will allow selected student to work under the guidance of cultural resource professionals on relatively recent sites, documenting their significance in modern military history.

By documenting buildings a student often becomes an advocate for a district, site, structure, or object that might otherwise be forgotten or willfully demolished. In fact, it is often in the process of documentation that the student finds, suddenly, that the remaining aspects of the curriculum have new meaning and relevance. That, of course, would be the subject of another article.

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Teaching Preservation at the Graduate Level

David L. Ames

The National Register of Historic Places has come to structure the way we think about historic resources. With its criteria and guidelines, it represents a fundamental tool for preservation in the United States. This essay explains one way in which the National Register is used in teaching historic preservation at the graduate level at the University of Delaware.

Learning about and using the National Register plays an integral part of the graduate course, "Seminar in Historic Preservation." The course meets once a week for three hours over a 13-week period and averages 15 to 22 students. Their varied academic backgrounds include the historic preservation specialization in the master's program in Urban Affairs, the Winterthur Program in Early American Culture, and master's and Ph.D. studies in American Civilization, History, and Art History.

The course is organized in three parts: Part I: "Defining the Field of Historic Preservation," Part II: "Architectural and Cultural Landscapes as the Subject of Historic Preservation," and Part III: "Historic Preservation as Public Policy." The overall organization of the course reflects the broad scope of the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation.* Part I develops the "context" for historic preservation as a field; Part II deals with "identification" and "evaluation" of historic resources, and Part III looks at "evaluation" and "treatment."

At the outset of the course, I place historic preservation in a planning context, stating that historic preservation is concerned with intervening in the built environment to protect historic resources. To do this, the preservationist must understand how the built environment evolved, how it functions as a system culturally and economically, and what will happen to that environment if current trends continue. Since historic resources are real property, the tools for taking action to preserve those resources reside in land use and zoning law. Therefore, preservationists must find a legally defensible determination of significance for historic resources.

The National Register process is the best procedure for reaching this goal. This is because the National Register provides the only national-level evaluation that has the weight of a congressional act. It also represents the consensus of preservationists in the country about historic significance. The National Register has promulgated clear standards for identification, evaluation, and registration of historic resources, a process that should be part of local preservation ordinances.

Spending time in the field gets students to look at, evaluate, and form judgments about historic properties. One of these experiences, a study of a two block area of Main Street in Newark, DE, provides the opportunity for students to evaluate a group of buildings in the area, rank them in terms of significance, and select three contiguous buildings to be cleared for a hypothetical development project. This exercise focuses attention on the issue of evaluation, using the National Register criteria; teaches the students to develop consensus where everybody's views are respected; and encourages students to work in teams and to use each other as resources.

By the end of Part I, students are conversant with the National Register criteria, which provide a mooring for the students as they grapple with issues of how to define a historic property and what to preserve. The criteria reflect the evolution of the preservation field, from an emphasis on associative criteria (Criteria A and B) to those which justify the preservation of properties because they are of a type or style (Criterion C). Criterion C is examined from both an art historical perspective and from the more empirical approach of vernacular architecture.

For Part II, "Architectural and Cultural Landscapes as the Subject of Historic Preservation," the students progress through a sequence of class sessions in which they move from lecture to field and back, learning to see in the field what was taught in the classroom. Lectures focus on understanding and evaluating the evolution of architecture and landscape as a historic context at the national scale, emphasizing themes, chronological periods, and geographical areas. At the Old College area on the campus and in New Castle, DE, students study architectural trends, the evolution of cultural landscapes, the relationship of interiors to larger architectural trends, and the placement of historic properties into a historic context.

Part III, "Historic Preservation as Public Policy," provides an opportunity for major class/individual projects on National Register documentation. Projects include updating 1970s documentation for a National Register historic district in Wilmington, which does not meet current documentation standards. This gives the class the opportunity to evaluate the work of others and the preservation environment in which they were done, and then to rewrite the nomination using the guidelines of the Delaware State Historic Preservation Plan and current National Register requirements.

The Delaware Plan is a device that allows the development of an initial general historic context for any resource in the state. The framework is a matrix with 18 major historic themes on the vertical axis and five major chronological periods in the state's history on the horizontal axis. The purpose of the matrix is three fold: 1) to ensure that any resource in the state could be placed in a general historic context before a specialized context was developed; 2) to ensure that all contexts would be related; and 3) to provide a means for grassroots organizations or individuals untrained in the National Register to make an initial assessment. Based on their reading of the original historic district nomination, the class blocks out the cells in the historic context matrix in the combination of themes and chronological periods most relevant to the district. Then the class develops a historic context and related property types for their particular theme.

The district nomination updating project allows students to learn how to do original research and to understand that research for National Register nominations is a

(Ames—continued on page 39)

Interpretation

A Road to Creative Enlightenment

Paul H. Risk

Properties listed in the National Register of Historic Places represent significant contributions to our nation's cultural heritage. These resources and the documentation accompanying them should be put to a suitable educational use. For local, regional, state, and federal organizations interested in designing interpretive programs for public instruction, recreation, and tourism, the National Register is an excellent place to start.

What is Interpretation?

Freeman Tilden defined interpretation as:

"An educational activity which aims to reveal meanings and relationships through the use of original objects, by firsthand experience, and by illustrative media, rather than simply to communicate factual information." [1]

To Tilden's statement the author would like to suggest that interpretation is also:

The translation of the technical or unfamiliar language of the environment into lay language, with no loss in accuracy, in order to create and enhance sensitivity, awareness, understanding, appreciation, and commitment.

The final five words comprise the "Sensitivity Continuum," a sequence through which a visitor passes if interpretation is successful and will be discussed later.

Why Interpret?

We in developed countries suffer from extreme urbanization which causes tunnel vision and severely limits our ability to appreciate our relationship to the environment, past or present. This is particularly true with historical events, experiences, and perspective. We live in a selective and distorted pseudoreality. Interpretation can bridge the gap of time, provide personal relevance, and open our perspective regarding things otherwise shadowed and obscure.

Cultural interpretation can provide a sense of regional and heritage pride which will enhance citizen concern, protection and preservation of resources, and give a sense of geographic awareness. Environmental, geographic, and historical understanding help us all become wholly integrated with the past, the present, and the future and it may be hoped, lessen the likelihood of remaking historic mistakes.

Learning From the Past

From the past we can learn, among other things, that our ancestors did some things better than we. Coping may be one example. From the vantage point of a climate-controlled automobile racing smoothly along the interstate at 70 miles an hour, it is hard to imagine traveling the same route more than a hundred years earlier in a covered wagon. Once such a vision becomes clear in our minds, the trauma of a flat tire and the resulting wait for a tow truck will never again compare with the experiences of freezing and starving people on the Mormon Trail pushing and pulling handcarts miles and miles, day after day, week after week.

Our ancestors had a hands-on understanding of cause and effect which we have lost. Unlike our sanitized experiences selecting plastic wrapped meat or produce at the local supermarket, they knew that whenever they ate, something died; whether plant or animal. They understood that one must cut a tree to have a house and that the leather for their boots, shoes, and belts required the sacrifice of a steer.

Interpretation as an Aid to Protection and Preservation

We protect what we understand and value. When feelings of stewardship evolve, vandalism is reduced. As mentioned earlier, an important goal of interpretation is to create or enhance public sensitivity, awareness, understanding, appreciation, and commitment.

When we are insensitive, a condition often resulting from lack of experience or failure to sense personal relevance, we fail to perceive—to be fully aware of the components of our surroundings. However, it is possible to be aware of a cultural event or historic artifact and yet not understand its context or significance—a situation which may breed indifference or apprehension.

Of the two, indifference may be the most dangerous. An indifferent person either assigns no value or devalues an object or event for which they have no feeling. It is far easier to damage or destroy an object when it is considered unimportant. This is particularly true when "old, useless" buildings are cal-

(Risk—continued on page 40)

Obvious historic resources may be readily identified and interpreted, as is a section of the Oregon Trail near Guernsey, WY. Photo by Stephen Lissandrello.

Reading About the National Register

Jennifer A. Meisner

Over the past several years, numerous articles have been written about the National Register of Historic Places and the role it plays in preserving our nation's historically significant cultural resources. These writings range from general informational articles that explain what the National Register is and how it works, to articles that present specific case studies of communities that have been impacted by listing in the National Register. This bibliography offers a brief overview of recent writings on the National Register, grouped by subject matter.

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*(**Boland**—continued from page 34)*

[7] For more information on the Teaching with Historic Places program, write to Teaching with Historic Places, National Register of Historic Places, Interagency Resources Division, National Park Service, P.O. Box 37127, Washington, DC 20013-7127.

[8] For information on the educational philosophies embodied in this format, refer to Fay Metcalf, "Creating Lesson Plans for Teaching with Historic Places," *CRM: Teaching with Historic Places* 16 (1993): 12-13. For information on purchasing lesson plans, write to The Preservation Press, National Trust for Historic Preservation, 1785 Massachusetts Ave., NW, Washington, DC 20036, or call toll-free (800) 766-6847.

[9] For information on writing a lesson plan for consideration as part of the series, write to Teaching with Historic Places, National Register of Historic Places, Interagency Resources Division, National Park Service, P.O. Box 37127, Washington, DC 20013-7127.

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*(**Ames**—continued from page 36)*

discovery process. They experience the excitement of researching and synthesizing material to create a historic context and reach an understanding of a resource that never existed before. Part of this is accomplished by having them work with primary sources such as street directories and Sanborn maps. They also experience the discipline of applying National Register criteria, making a decision of eligibility, and preparing the nomination forms.

The overarching goal of the reevaluation of the National Register historic district nomination is to simulate a professional experience in preservation—if one thing ties us together in the preservation field, it is working with the National Register of Historic Places. At the end of the semester, students are told: "You are ready." "Ready for what?" they ask. I tell them, "Ready to practice preservation."

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*(**Risk**—continued from page 37)*

lously bulldozed to unthinkingly make room for "progress."

Once understanding has been established, effective interpretation is intended to move the visitor from understanding, an intellectual exercise, to appreciation, a mental process closely tied to emotions. Appreciation engenders value assignment and values are not necessarily rational. They are, however, critical to effective interpretation. It is the author's strong belief that any interpretation which does not touch the human emotions will fail to be totally effective.

Finally, the last stage in the Sensitivity Continuum is commitment which comes when the visitor finds internal prompting causing them to take actions they would not have taken without interpretation. For example, when they actively help protect the object of interpretation. In other words, the goal of interpretation is a change in behavior of those for whom we interpret.

Communities interested in designing architectural, historical, or cultural interpretive programs should consider the properties listed in the National Register. National Register properties are well suited to be the core of heritage interpretation because they represent a wide array of architectural building types and styles, historical themes and events, and diverse cultural associations. However, National Register status and value often goes unnoticed in the daily lives of local residents. Interpretation can bring to life the stories of these properties and begin the Sensitivity Continuum. The successful interpretation of cultural resources requires involvement of government agencies, industries, service clubs, special interest groups, youth groups and educational institutions, among others. The keys are coordination and correlation.

The nature and location of National Register properties will define the interpretive activities and determine how they will be tailored to travelers in cars, on bikes, in water craft, and on foot. Both traditional and non-traditional interpretive approaches should be applied to these resources. Wayside exhibits and historical markers assist motorists traveling along highways to understand the history of the areas they pass through. Cassette tours, radio message repeaters, and guided walking tours may be appropriate for interpreting National Register historic districts. Trail markers and cassette tours may be the answer for a series of historic resources along a linear route, such as railroad roadbeds, where cyclists and hikers are the predominant trail users. Published brochures are traditional sources of interpretive information.

Ambitious interpretive projects can cover a large geographical area. In such cases, preservationists may consider thematic interpretive "safaris." Recently a group of Wyoming educators participated in a trek that traveled a 75-mile section of the Oregon Trail in wagons to learn first hand of the rigors of such ventures. "In-home" tours on laser disks, interactive video, ordinary video tapes, and interactive multimedia computer games and simulations offer those who cannot participate in the above activities a means for innovative learning and recreation.

For those of us responsible for perpetuating cultural viability and protection for future generations, interpretation must never be considered a frill. It is vital. It must be of the highest quality possible, innovatively carried out. Interpretation, if done well, can be a profound experience for visitors as well as local residents. We owe it our best efforts.

Notes

[1] Freeman Tilden, *Interpreting Our Heritage* (Chapel Hill: University of North Carolina Press, 1984), 8.

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