CRM

CULTURAL RESOURCE MANAGEMENT
Information for Parks, Federal Agencies, Indian Tribes, States, Local Governments, and the Private Sector

VOLUME 19 NO. 6 1996

A Model Partnership

30th Anniversary of the National Historic Preservation Act

U.S. DEPARTMENT OF THE INTERIOR
National Park Service
Cultural Resources

From the Secretary

In our daily lives, the canon of "unlimited low-density growth" has torn our towns and communities apart. Schools and markets, once within walking distance, have been stretched to driving distances. Banks and restaurants are reduced to drive-thru windows. We live a sea of subdivisions, strip malls that run Main Street out of business, parking lots that lap at the walls of our schools and workplaces, and generic buildings that further degrade our sense of place and attachment to the land.

All over the country, people are standing up for their heritage, and for the identity that sets them apart from the rest of the world. From Charleston to San Francisco, New Orleans to Chicago, neighborhoods have defined themselves through laws that protect their local heritage. Philadelphia preserves its architectural mosaic that stretches from colonial-era brick buildings like Independence Hall, to Modernism's PSFS (Philadelphia Saving Fund Society) building. New Orleans' wrought iron balconies of the Vieux Carré still firmly anchor the character and identity of that bayou city. With the help from the National Park Service, urban, older suburban, and rural areas have remained rooted, and impart their identity to the people who live and work there.

Many people have discovered the truth that, to know where you're going, you have to know where you've been. They know exactly what makes each neighborhood unique, what gives a place its identity, and by celebrating, cherishing, and restoring what makes their neighborhoods or landscape unique, they strengthen their own identities.

—Bruce Babbitt
Secretary of the Interior

From the Director

The American people feel themselves at their best in historic places. Historic places are landscapes and shrines, places of wonder and reverence, but they are more than places. They have been and they are containers of experience. They remind ourselves how proud we are to be Americans together; we feel the thrill at being the common owners of magnificence.

This is a good time to affirm the importance of the real, the tangible, the continuous and, perhaps most important, of those experiences we have in common. Historic places are those places in which we feel more intensely that we belong, and that we belong together.

The people of the Service act as partners in localities in every region of the country in conservation and preservation, toward the sustaining and renewal of community. It is for our generation to provide the Service with the tools to do that work better, to aid without owning, to encourage, to endorse, and to improve the ability of the American community to protect itself through common undertakings. States, localities, conservancies, and land trusts can work more effectively through cooperative agreements, through Main Street renewal, through easements protecting the integrity of neighborhoods and pueblos.

All over America, in towns and villages, people are banding together to guide a common future. Historic places are common ground.

—Roger G. Kennedy
Director
National Park Service

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To promote and maintain high standards for preserving and managing cultural resources

DIRECTOR
Roger G. Kennedy

ASSOCIATE DIRECTOR
Katherine H. Stevenson

EDITOR
Ronald M. Greenberg

PRODUCTION MANAGER
Karlota M. Koester

GUEST EDITORS
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David M. Banks

ADVISORS
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Historian, NPS
John Poppeliers
International Liaison Officer
for Cultural Resources, NPS
Brit Allan Storey
Historian, Bureau of Reclamation
Federal Preservation Forum

CONTRIBUTING EDITORS
Stephen A. Morris
Certified Local Governments (CLG) Coordinator, NPS
Kay D. Weeks
Technical Writer-Editor, NPS

CONSULTANT
Wm. H. Freeman
Design, Imaging, Production–Freeman Publishing Services

Contents

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A Model Partnership: 30th Anniversary of the National Historic Preservation Act

DEPARTMENT OF THE INTERIOR AND THE NATIONAL PARK SERVICE

From Secretary of the Interior Bruce Babbitt 2

From Director Roger G. Kennedy 2

Introduction 4
Antoinette J. Lee and David M. Banks

A Model Partnership 6
Katherine H. Stevenson

The National Center for Cultural Resources Stewardship and Partnerships 8
Rowland T. Bowers

FEDERAL AGENCIES

The Advisory Council on Historic Preservation at 30 11
Cathryn H. Slater

The National Strategy for Federal Archeology 17
Francis P. McManamon

STATE HISTORIC PRESERVATION PROGRAMS

States Take Preservation Beyond NHPA 19
Judith E. Bittner

Partnerships in Community Preservation 21
Elizabeth A. Lyon

LOCAL GOVERNMENT PROGRAMS

Still Local After All These Years... 25
Pratt Cassity

Springville, Utah: A Certified Local Government 30
Donna Breckenridge

PRIVATE SECTOR

The National Historic Preservation Act: Creating a 30-Year Partnership 33
Richard Moe

Statewide Preservation Organizations and NHPA 35
David J. Brown

Urban Treasures or Urban Nightmares? 39
Patricia H. Gay

THE PROFESSIONS

NHPA and the Practice of Archeology 42
Hester A. Davis

Historians Then, Historians Now 45
Antoinette J. Lee

Cover: The magnificent Philadelphia City Hall building, designed in 1869 by John McArthur, embodies the achievements of the past 30 years since passage of the National Historic Preservation Act. A designated National Historic Landmark, Philadelphia City Hall once was considered a liability and its fate was uncertain. Today, the building proudly continues its service as the center of municipal government. Philadelphia Mayor Edward G. Rendell promotes the use of the tools that grew out of the Act to revitalize the city. Using the federal historic preservation tax incentives, more than $2 billion has been invested in nearly 2,000 historic rehabilitation projects in Philadelphia. Photo by Jack E. Boucher, courtesy National Park Service.

Statements of fact and views are the responsibility of the authors and do not necessarily reflect an opinion or endorsement on the part of the editors, the *CRM* advisors and consultants, or the National Park Service. Send articles, news items, and correspondence to the Editor, *CRM* (2250), U.S. Department of the Interior, National Park Service, Cultural Resources, P.O. Box 37127, Washington, DC 20013-7127; (202-343-3395, Fax 202-343-5260, Internet: ron_greenberg@nps.gov).

Introduction

Thirty years ago this month, a new era in the preservation of the nation's heritage began. The National Historic Preservation Act of 1966 provided a basic organizational structure and tools essential to a national historic preservation program. The act conceived of the national historic preservation partnership, which today embraces states, Certified Local Governments, Indian tribes, federal agencies, the private sector, and individual property owners. The Act established the National Register of Historic Places, created the Advisory Council on Historic Preservation and the system by which federal agencies survey and identify historic properties, and authorized matching grants for historic preservation surveys, plans, and projects. Through subsequent amendments and related legislation, the 1966 Act provides the essential framework and incentives that thousands of communities use to protect their unique identities and foster community revitalization.

The National Park Service is proud to administer core elements of the program with its partners. The 1966 Act and related legislation allows the bureau to fulfill its mission to "extend the benefits of cultural resource conservation throughout the nation." Through this legislation, the NPS offers a helping hand and touches numerous communities, regardless of proximity to a national park, and provides the means for them to use the tools in a manner that best suits their individual circumstances.

Thousands of success stories that grew out of this legislation could be cited. In this issue of *CRM*, we are presenting a sampling of views from individuals who represent key constituencies within the historic preservation field. Several of the authors were present at the time the legislation was passed. Others can testify to the enduring effects of the 1966 Act on federal, state, local government, and private preservation activities many years after the act's passage. Although a broad range of views are represented in this issue, no single publication can capture the full magnitude of the nation's cultural resources, the totality of the benefits to the nation that grew out of the 1966 Act, or the many cities, towns, and rural areas that have joined in the partnership.

Long before "public/private partnerships" became the ideal for the operation of federal government programs, the National Historic Preservation Act was already doing just that—offering a range of tools that empower other units of government and the private sector to seize the initiative. Thirty years ago, Americans studied the historic preservation programs in other countries to determine how to develop a program. Today, the converse is true. Countries from around the world study the national historic preservation program in the United States as a model for encouraging private investment in historic preservation. No other nation can make such a firm claim to "A Model Partnership" in protecting its rich and diverse heritage.

—Antoinette J. Lee
David M. Banks
National Park Service

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The 1912 yacht, Wendmeen, Camden, ME, was designed by the nationally-noted naval architect John G. Alden. The vessel is considered to be one of the earliest and best surviving examples of its design. The yacht was restored at private expense in 1987, after many years of neglect, and now serves as a coastwise passenger excursion vessel. The vessel was listed in the National Register of Historic Places in recognition of its significance in naval architecture. Photo by Douglas Lee for the Maine Historic Preservation Commission.

The National Historic Preservation Act of 1966 was part of a cluster of conservation-oriented legislation that sought to redress the effects of environmental degradation, pollution, and the phenomenon of "future shock." At the 1963 conference in Williamsburg, the National Trust for Historic Preservation and others planned for a more effective organization of the historic preservation movement. Three years later, the Special Committee on Historic Preservation of the U.S. Conference of Mayors (headed by the late Congressman Albert Rains and including Mrs. Lyndon B. Johnson) produced the study, *With Heritage So Rich*. The study became the foundation of the Act.

The National Historic Preservation Act of 1966 and its amendments:

- conceived of the national historic preservation partnership;
- established the National Register of Historic Places that provides federal recognition of properties of state and local, as well as national, significance;
- created the Advisory Council on Historic Preservation charged with advising the President and the Congress on historic preservation matters and working with federal agencies to address cultural resources in the fulfillment of their missions;
- fostered the system by which federal agencies survey and identify historic properties and use this information in project planning;
- authorized matching grants, now called Historic Preservation Fund grants, to states, Certified Local Governments, and Indian tribes (grants also support the National Trust for Historic Preservation's efforts in the private sector);
- led to the federal historic preservation tax incentives to foster private sector rehabilitation of historic buildings and promote economic revitalization; and
- inspired federal agencies, states, tribes, and local governments to reinforce and enhance the national historic preservation program with additional tax incentives, grants, protection programs, and initiatives.

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The roots of the historic preservation movement in the United States date back nearly two centuries. Individual, private organizations, and later, governments at all levels, took action to preserve significant historical and archeological properties. Despite their best efforts, many historic buildings, neighborhoods, and sites were lost. After World War II, the pace of change intensified. Major highway construction, public works projects, urban renewal, and suburban sprawl ripped the fiber of countless communities. Photos courtesy Library of Congress, Prints & Photographs Division, U.S. News & World Report Magazine Collection

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Katherine H. Stevenson

A Model Partnership

In a discipline where the passage of time is marked in eras and epochs and ages, 30 years is insignificant. But for American historians, and all who care about our history, the anniversary we mark on October 15, 1996, is a celebration of 30 years of enormous consequence.

On that day in 1966, in the midst of sweeping social change that brought new protections for civil rights, for the environment, and for the elderly, the protection of America's exceptional historic properties was declared a national policy.

For 30 years, the National Historic Preservation Act has given the National Park Service the authority to encourage and support efforts to preserve the tangible evidence of our past. Places that would have otherwise succumbed to the creeping erosion of wood rot or the swift blade of a bulldozer, have been saved for the benefit, education, and enjoyment of future generations.

These historic places answer a fundamental human need to know who we are as a people and as individuals. They define community. They remind us of our diverse roots. They are the authentic stage where American history was made.

No theme park or virtual approximation can equal the transcendent experience of standing where Brigham Young and his followers first saw the great Salt Lake Valley, or where young soldiers faced each other at Gettysburg, or where millions of immigrants saw America for the first time, or where Anasazi people built majestic dwellings among the cliffs of the southwest, or where George Washington camped through a bitter winter with the American Army at Valley Forge.

While many historic sites are associated with great leaders and great events, many others commemorate everyday places where everyday people settled this country, raised a family and rooted themselves in the American landscape. They are found on Main Street, in our nation's rapidly disappearing countryside, our neighborhoods, our factories, our houses of worship, and our schools. The threads of the American story weave each together into the fabric of our history.

As the franchising of America gradually erases the look and feel of individual communities, historic places remain the signposts that distinguish one town from another. They are special, distinctive sites, pointed out with pride to inquiring visitors. They are fundamental moorings that connect us not just to a dot on the map, but to a place with a past, a present, and a future of which we are a part.

Communities and property owners seeking to preserve sites important to their local identity found an important tool in the National Historic Preservation Act: The National Register of Historic Places. The National Register is unique in the world in recognizing properties important to local communities. These places are listed not because a federal agency designates them, not because they commemorate the famous or grand,

Protecting Miami Beach's dense urban character and preserving its 20th-century buildings were the main reasons for listing the Miami Beach Architectural District in the National Register of Historic Places. Since then, the area has undergone a complete metamorphosis as once-seedy hotels and apartment houses have been transformed into vibrant hotels and tourist meccas. Many observers of the urban scene trace this renaissance of public appreciation and economic investment to the district's listing in 1979. Photo by Walter Smalling, Jr. for HABS/HAER.

but because local citizens took the initiative and mustered community support. It is a singularly American system of honoring our past.

Whether commemorating great events or the simple courage to head a wagon west, historic sites evoke our common adventure. Preserving these places often sparks a new adventure as neighborhoods are stabilized, community pride is strengthened, jobs created, and the local tax base enhanced. Community revitalization strategies based upon preservation rather than demolition have proven extraordinarily successful. In Miami, the Art Deco district was shabby and forgotten; now it is home to vibrant hotels and a tourist mecca.

Federal income tax incentives to encourage the revitalization of historic neighborhoods have generated a total private investment over 20 years of $17 billion in our cities and towns. In Philadelphia alone, the tax incentives spurred private developers to spend more than $2 billion of private money to bring back to active use nearly 2,000 projects. In St. Louis, a decaying and abandoned railroad station saw $155 million of private development resulting in a thriving hotel, shops, restaurants, thousands of local jobs, and millions in local revenue.

In addition to tax incentives, the national historic preservation program leverages significant state and local investment through matching requirements and through catalytic effect. It pursues strategies that create private wealth, increase property values, and enhance the local tax base.

The national historic preservation program is not only a good buy for America but it is a model of federalism and reinvented government. The National Park Service provides a national framework and technical assistance that enables, supports, and empowers state, tribal, and local decision-making. State governments exercise significant discretion in delivering program services to the public that best meet local circumstances. This intergovernmental effort accomplishes national policy goals not by ownership but through assistance, advice, consultation, and incentives, while respecting property-specific decisions as the province of the property owner and local authorities.

By working together, national preservation strategies have been protecting significant historic resources for 30 years. Since 1966, nearly 66,000 buildings, structures, sites, districts, and objects have been nominated by the public, Indian tribes and local, state and federal agencies and listed on the National Register. Truly an astonishing grassroots effort.

These accomplishments are shared by all partners in this "new federalism": 56 State Historic Preservation Offices representing state government, one thousand units of local government, Indian tribes, the President's Advisory Council on Historic Preservation, the National Trust for Historic Preservation, colleges and universities, federal agencies, the private sector, and most importantly, private citizens working to preserve the places that make their communities special.

The National Historic Preservation Act spawned a national historic preservation program driven by local and state initiatives, supported by the private sector, and sustained by the federal government. It is a model partnership, a successful partnership and one all partners can point to with pride.

Katherine H. Stevenson is Associate Director, Cultural Resource Stewardship and Partnerships, National Park Service.

Constructed in 1932, the mammoth Dirigible Hangar #1 was included in the Naval Air Station Historic District, Sunnyvale, CA, that was listed in the National Register of Historic Places. The Sunnyvale base represents a distinctive eposide in the development of U.S. naval aviation during the period from 1930 to 1945, when the Navy promoted the use of lighter-than-air craft to augment seaborne resources. This dirigible hanger is an exceptionally rare example of 20th-century engineering. Historical Photograph, courtesy U.S. Department of the Navy.

Rowland T. Bowers

The National Center for Cultural Resources Stewardship and Partnership Programs

The National Center for Cultural Resources Stewardship and Partnership Programs was established on October 1, 1995, as part of a larger restructuring of the National Park Service. The National Center was created by consolidating former headquarters cultural resources program divisions into a single entity. The focus of the National Center is on working cooperatively with and providing assistance to parks, system support offices, and partners on the full range of cultural resources programs that relate to parks and communities nationwide.

The National Center encompasses policy-making expertise provided to the Associate Director, Cultural Resource Stewardship and Partnerships, as well as program administration. It is envisioned as a provider of services to other entities within the National Park Service, governments at all levels, and customers from the private sector who bear much of the responsibility for historic preservation activities in numerous communities throughout the nation. The integration of park and national program activities allows for insights gained in either realm to be brought to bear on common issues and problems. Because we serve national parks, partners, and the public, the National Center is more varied than most other service centers within the National Park Service.

We are service- and product-oriented. Many of the tools the center provides grew out of legislation dating back to the early-20th century. These include, among many others, the Antiquities Act of 1906, which provides for penalties for destroying historic or pre-historic properties on government lands; the Historic Sites Act of 1935, which established authority for the national survey activities; and the National Historic Preservation Act of 1966, which set up the partnership programs of the National Park Service, the State Historic Preservation Offices, Certified Local Governments, Indian tribes, and the private sector in protecting cultural resources throughout the nation.

Archeology & Ethnography: The Archeology and Ethnography Program provides national leadership and coordination for archeology and ethnography. It encourages and supports the protection, preservation, and interpretation of America's archeological resources inside the national park system and beyond. It identifies, protects, and interprets cultural and natural resources that have traditional value for contempo-

The National Historic Preservation Act encouraged federal agencies to identify and appropriately manage historic properties under their jurisdiction. In 1997, the National Park Service will be implementing a Cultural Landscapes Inventory (CLI) to document the cultural landscapes of the national park system, such as Grant-Kohrs Ranch National Historic Site, MT, and the Blue Ridge Parkway, VA. As envisioned, the CLI will include information about the location, historical development, and current management of these resources, providing valuable information for planning, treatment, and interpretation.

The right photograph illustrates the buildings, structures, and landscape features that make up the Grant-Kohrs Ranch National Historic Site. Photo by Jonna Mihalic, courtesy National Park Service.

The left photograph dates from the 1940s and shows a view from Flat Top Mountain towards Grandfather Mountain, Blue Ridge Parkway, VA, courtesy National Park Service.

rary communities within existing and proposed units of the national park system.

HABS/HAER: The Historic American Buildings Survey (HABS) and the Historic American Engineering Record (HAER) reflect the federal government's commitment to preserve important architectural, engineering, and industrial properties through programs that document outstanding examples of this country's heritage. Project teams produce measured drawings, large-format photography, and written histories. These documents are available to the public through the HABS/HAER collections that are housed, serviced, and maintained by the Library of Congress, Prints and Photographs Division.

Heritage Preservation Services: HPS provides a wide variety of educational and assistance tools to help communities identify and preserve historic properties for future generations. It manages interdisciplinary programs and provides financial assistance and incentives, guidance, and technical information that cover the full spectrum of historic preservation practice in the nation. Its programs are intended to empower other governmental entities and organizations to accomplish the work of historic preservation.

Museum Management: The Museum Management Program supports development and coordination of servicewide policies, standards, and procedures for managing museum collections, including natural, cultural, archival, and manuscript materials. The program provides staff advice, technical assistance, and professional development pertaining to museum collections acquisition, documentation, preservation, protection, use, and disposal for the National Park Service. It provides similar services to Department of the Interior bureaus. The program develops and maintains a servicewide catalogue and other statistics on museum collections.

National Register, History & Education: This program promotes the recognition, appreciation, and preservation of historic places nationwide. It provides leadership throughout the national park system and beyond through a variety of activities that includes the identification, evaluation, documentation, and interpretation of these places. Its programmatic responsibilities are implemented within the following functional areas: Administrative History, National Historic Landmarks Survey, National Maritime Initiative, National Register of Historic Places, Park History (research, education, and park planning), and Teaching With Historic Places.

Park Historic Structures & Cultural Landscapes: The Park Historic Structures and Cultural Landscapes Program is responsible for providing support for the development of policies, and prepares guidelines, standards, techniques, methods, and technical information for inventory, documentation, planning, treatment, management, and use of historic and prehistoric structures, and cultural landscapes in the national park system. It develops and maintains management inventories and information systems for these resources, and provides professional advice and assistance.

The National Program Center works closely with program offices under the Associate Director, Cultural Resource Stewardship and Partnerships.

Indian Liaison Office: The Indian Liaison Office works to improve relationships between American Indian tribes, Alaska Natives, Native Hawaiians, and the National Park Service through consultation, outreach, technical assistance, education, and advisory services. The office assists the National Park Service field and program managers with carrying out relationships with American Indian tribes and Alaska Native groups on a government-to-government basis and educates them concerning Indian self-determination, tribal self-governance, and effective means of working with tribes. The office helps ensure that American Indian, Alaska Native, and Native Hawaiian concerns are considered in policies that affect them.

Partnership Liaison Office: The Partnership Liaison Office helps the National Park Service—its parks and programs—develop, maintain, and enhance partnerships with public and private entities. To accomplish this goal, the Office develops and implements strategies and policies to enhance the ability of NPS and its employees to successfully work with partners. It promotes partnerships internally and eternally as an increasingly important method of achieving the NPS mission.

National Center for Preservation Technology and Training (NCPTT): The Center promotes and enhances the preservation of historic and prehistoric resources in the United States for present and future generations through the advancement and dissemination of preservation technology and training. Established by Congress, the Center is an interdisciplinary effort by the National Park Service to advance the art, craft, and science of historic preservation in the fields of archeology, historic architecture, historic landscapes, objects and materials conservation, and interpretation. The center serves public and private practitioners through research, education, and information management.

Rowland T. Bowers is Assistant Director, Cultural Resources Stewardship and Partnership Programs, and Manager of the National Center, National Park Service.

Major Divisions and Program Areas of the National Center

Archeology & Ethnography:

Applied Ethnography
Archeological Protection Training
Archeological Sites Management Information System
Archeological Technical Briefs/Studies
Common Ground
Cultural Resources World Wide Web Site: Links (co-leadership with Heritage Preservation Services)
LOOT Clearinghouse—Listing of Outlaw Treachery
National Archeological Database (NADB)
Native American Graves and Repatriation Act (NAGPRA)
Secretary's Report to Congress on the Federal Archeology Program
Systemwide Archeology Inventory Program

HABS/HAER:

Access to Library of Congress, Prints and Photographs Division
HABS/HAER Collections Management
HABS/HAER Summer Project Teams
Historic American Buildings Survey
Historic American Engineering Record
Mitigation Documentation

Heritage Preservation Services:

American Battlefield Protection Program
Certified Local Governments
Comprehensive Historic Preservation Planning
Cultural Resources Geographic Information Systems (CRGIS) Laboratory
Cultural Resources World Wide Web (co-leadership with Archeology and Ethnography)
Historic Landscapes Initiative
Historic Preservation Fund
National Historic Landmarks Initiative
Preservation Briefs and *Preservation Tech Notes*
Preservation Software Development and Training
Preservation Tax Incentives
Support to the Board of the National Center for Preservation Training and Technology
Technical Preservation Services
Tribal Heritage Program

Museum Management:

Clearinghouse
Conserve O Gram
Interior Museum Property Program
Museum Management, National Catalog, Automated National Catalog System
Museum Management Newsletter, ANCS News, Clearinghouse Classified, and *Interior Museum Property Bulletin Board*
Museum Management Technical Information and Services
NPS Museum Handbook, DOI Museum Property Handbook
Servicewide Museum Management Professional Development
Supply and Equipment Program
Washington Office Art Collection

National Register, History & Education:

NPS Park History Program
National Historic Landmarks Survey
National Maritime Initiative
National Register of Historic Places
National Register Archives
National Register *Bulletins*
National Register Information System
Teaching With Historic Places

Park Historic Structures & Cultural Landscapes:

Cultural Landscapes Inventory (CLI)
Cultural Resources Management Bibliography (CRBIB)
Historic Property Leasing Program
Historic Structures and Cultural Landscapes Technical Service
Inventory and Condition Assessment Program (ICAP)
List of Classified Structures (LCS)

Cathryn H. Slater

The Advisory Council on Historic Preservation at 30

In the fall of 1966, as the United States and other nations worked to save the treasures of ancient Egypt from the rising waters of the Aswan High Dam, President Lyndon B. Johnson acted to help protect America's own historic legacy. He signed Public Law 89-665, "an act to establish a program for the preservation of additional historic properties throughout the nation, and for other purposes." The five-page document that became known as the National Historic Preservation Act (NHPA) not only declared that historic preservation was a legitimate government priority, but also established the basis for federal leadership in the public-private partnership that is the centerpiece of historic preservation in the United States today.

Invoking the depth and diversity of America's unique heritage and its ability to inspire, to educate, and to improve the quality of life, NHPA explicitly recognized the inadequacies of public policy to address the negative results of development and to serve the public interest in preservation up to that point. It affirmed the significance of the physical remnants of the past and set forth a series of provisions designed to preserve, protect, and maintain the nation's "historic and cultural foundations" in a "spirit of stewardship for present and future generations."

The Council's Initial Charge

With Heritage So Rich, the 1965 report by the U.S. Conference of Mayors that resulted in passage of NHPA, called for "an adequately staffed Advisory Council on Historic Preservation, with membership representing the major [F]ederal departments and agencies involved in preservation matters, as well as [S]tate and local governments and public and private organizations interested in historic preservation and urban development."[1] Among that Council's principal duties would be "advising the President and Congress on historic preservation as it affects the national welfare and providing inspiration and leadership for the implementation of the national policy," in addition to developing "policies, guidelines, and studies for the review and resolution of conflicts between different [F]ederal and federally-aided programs affecting historic preservation."[2]

As organized under the new law, the Council was roughly divided between public and private members, with personnel and budget authority provided by and through the Director of the National Park Service. This structure presented some obvious problems: staff, for one, could not act independently at the direction of the Council and its chairman. Moreover, the Council's budget was submitted as a part of the Park Service's budget. Given its limited staff and budget—two FTE positions and $105,000, respectively by 1971—the Council focused its early efforts on getting major portions of the national preservation program up and running, as well as hearing and rendering formal comments on historic preservation cases referred to it by federal departments. Originally the law applied only to federal actions affecting properties that had been listed in the National Register of Historic Places. Later it embraced not only listed properties, but properties that met the criteria whether or not they had been formally registered.

In the first three years of its existence, the Council heard and formally commented on seven cases; by the end of 1977, some 4,000 cases had been reviewed either formally or informally by the Council and its staff, and 33 resulted in formal comments issued by the full Council. Early case precedents established by the full Council provided the basis for such principles as public consultation and the consideration of project alternatives; analysis of indirect as well as direct effects on historic properties; the importance of design review within historic districts; the value of comprehensive approaches to resource planning and management on public lands; and the role of consultation with concerned citizens and groups to address and protect the varied public values associated with historic properties.

At the same time, the Council issued guidelines for state legislation, suggested ways to take advantage of existing federal programs to meet such preservation goals as neighborhood conservation and urban revitalization, and prepared educational materials to inform the public of the new directions in government policy. Not until 1976, following some highly publicized cases that raised questions about possible conflicts of interest between Council objectivity and necessary review of development proposals in and around the national parks, did Congress make the Council

independent from the Department of the Interior and given a separate staff and budget.

Providing Leadership through Policy Formulation and Advice

NHPA established a national policy to promote the living use of historic properties to meet the contemporary needs of society and directed the federal government, acting in partnership with state and local governments and the private sector, to take a leadership role in carrying it out. The Council has provided a forum for examining and debating major policy issues, heard testimony and discussed issues at its regular public meetings held around the country, and through special working panels, has helped oversee, prepare, and disseminate numerous special studies and guidance materials designed to promote the more effective protection, enhancement, and use of historic properties.

The list of topics receiving Council attention from 1966-1996 serves as a virtual index to the national historic preservation agenda as well as the social and economic issues of the day. Increased apprehension about the economy—particularly the energy crisis—and the implications of new energy development for the nation's historic resources that colored the mid- to late-1970s prompted the Council to take an in-depth look at how historic preservation could be used to net substantial energy savings. Problems in dealing with archeological resources and the high costs of conducting archeological work—often as a result of energy production or delivery projects—led to a major effort to produce guidance on the appropriate treatment of archeological resources. The focus on federal tax reform in the early- to mid-1980s led to an assessment of tax law in relation to historic preservation, and recommendations on how the government could make tax incentives more effective in stimulating long-term investments in the historic built landscape. The 1990s, which have placed high value on recognizing the diversity of the program and the challenges of coping with its complexities, have provided the occasion for several important Council initiatives. To date, the Council has addressed such diverse policy issues as consultation with Native Americans on issues of concern to them; better ways to use historic buildings to meet the needs of affordable housing; strategies for protecting and conserving historic urban centers as well as rural America; the historic preservation challenges posed by continuing use and modification of historic technical and scientific facilities; and federal property management in the local community context.

Promoting the "Take into Account" Standard for Considering Historic Values

A linchpin of NHPA was and is Section 106, which links federal action to state, local, and private interests; the 1966 Act charged the Council with its implementation. The Congress had framed federal policy to "foster conditions under which our modern society and our prehistoric and historic resources can exist in productive harmony and fulfill the social, economic, and other requirements of present and future generations." Section 106 and the concepts underlying it provided the tools to help accomplish this balancing act. Federal agencies were to "take into account" the effects of their undertakings on properties that met criteria established by the Secretary of the Interior for listing in the National Register of Historic Places and provide the Council a reasonable opportunity to comment on such undertakings.

Under the Council's rulemaking authority to implement the law and the resulting government-wide procedures (36 CFR Part 800, "Protection of Historic Properties"), the Section 106 review process requires an agency planning, funding, or licensing a project or program to identify historic properties that might be affected; assess the proposed undertaking's likely impact on such proper-

Over the years, historic Charleston, SC, has been the setting for some of the Council's most important work. Shown here, Mayor Joseph P. Riley, Jr., updates Council members on Hurricane Hugo recovery efforts. Under agreements among the Council, the South Carolina State Historic Preservation Office, and the Federal Emergency Management Administration, in 1990 the Council reviewed some 200 cases from the greater Charleston area involving hurricane damage repairs and related rehabilitation. Photo courtesy Advisory Council on Historic Preservation.

With its strong public participation component, the Section 106 review process provides an important forum for citizens to participate in federal decisions affecting historic resources. This 1990 public meeting in Port Townsend, WA, was designed to encourage dialogue between the Advisory Council on Historic Preservation and local residents about how the review process worked in their community. Photo courtesy Advisory Council on Historic Preservation.

ties; consider alternatives to lessen any impact; and consult with non-federal parties to try to reach a solution in the public interest. The goal of the review process is not necessarily historic preservation at any cost but rather an active exchange with affected and concerned parties and a good faith effort to strike a balance between preservation of historic values and other needs.

The hallmark of the Section 106 process is thus dispute resolution through consultation, which typically includes federal agencies, project proponents, State Historic Preservation Officers (SHPOs), and other affected parties, ranging from preservation groups to Indian tribes to private property owners. The Council is often directly involved in these consultations, particularly those with significant public controversy or complicated preservation issues. A partial listing of some of the more prominent and influential cases that have been considered over the years under Section 106 may be found in the accompanying chart.

Section 106 in Microcosm

The history, promise, and challenge of American historic preservation converge in Charleston, South Carolina. Charleston's heritage, its tradition of citizen activism, and its struggles with progress have provided a rich setting for some of the Council's most important work through Section 106 and the intergovernmental, public-private partnership upon which it depends. The city's Old and Historic District, Fort Sumter National Monument, other individually-significant National Historic Landmarks, historic naval facilities, locally important properties, and historic archeological resources have all been caught up in the ongoing (and often lively) debate over the place of Charleston's past in its present and future. In this context, Charleston cases of particular note include construction of the James Island Bridge and Expressway and related transportation improvements (1971, modified 1975); construction of an urban hotel and commercial development known as Charleston Place (1979); adaptive use of historic railroad structures for a city visitor reception and transportation center (1988); development of a new tour boat and concessions facility for NPS visitors to Fort Sumter (1988); dealing with the devastating effects of Hurricane Hugo (1989) and post-disaster cleanup, repair, and rebuilding efforts; construction of a storm water drainage system (1991); commercial development within the Cooper River Development Area (1993); and the planned Charleston Naval Base closure (1995).

Charleston's rich and complex history, the density of its historic fabric, and the natural and cultural constraints on its transportation system, infrastructure, neighborhoods, and adjacent communities all combine to present many of the most serious challenges faced by modern historic preservation. Charlestonians struggle to balance tourism and related economic development pressures against a fragile human environment, to maintain their city's small town character while accommodating rapid growth and development, and to provide housing and community services to the full range of citizens. This struggle is exacerbated by the very real threat of natural disaster (hurricanes) or potential economic disaster (military base closure). Beginning with full Council consideration of the James River Bridge 25 years ago, and culminating with the agreement reached last year to take into account the effects associated with the closure and disposition of the Charleston Naval Base, Charleston readily demonstrates how the Council's participation in the ongoing public debate over balancing a community's history with its future can make a difference and serve the public interest.

Recommending Methods to Improve Federal Program Effectiveness

In addition to its routine involvement in numerous individual cases each year, the Council has since its inception worked cooperatively with federal agencies to improve their stewardship of

historic resources. One important mechanism to achieve this has been the Programmatic Agreement, a creation of the Council's Section 106 procedures that was bolstered considerably by the expansion of federal preservation responsibilities contained in Executive Order 11593 (1971) and amendments to the National Historic Preservation in 1980 and 1992. Early agreements were developed to streamline and improve how federal agencies dealt with large and complex projects, such as interstate highways, pipelines, dams, and similar proposals, where the effects on historic properties could not be fully determined prior to project approval. For example, planning and siting studies for the proposed Air Force deployment of the M-X Missile in the western United States, and route studies for the Trans Alaska and Northern Tier crude oil pipelines, proceeded under such agreements. More recently, regional planning studies, area land use plans for national forests and other public lands, statewide or communitywide federal assistance programs, or operations and management at federal military installations and other facilities have been subject to review and consultation on this basis.

In recent years, the Council has committed itself to assisting federal agencies in developing required programs and procedures, offering the expertise it has developed over 30 years of individual Section 106 consultation and problem-solving, to help craft more efficient, less costly, and more publicly-responsive ways for agencies to meet statutory obligations. The Council has worked closely with agencies on policies, standard operating procedures, and management plans to fully integrate historic preservation into daily and routine agency business. In today's economic and political climate, the Council's efforts to help coordinate federal preservation activities and improve federal historic preservation programs may prove to be among its most lasting and tangible contributions to the preservation of the nation's heritage.

Encouraging Public Interest and Participation in Historic Preservation

Since 1966, NHPA has enabled individuals across the country to experience their heritage in a real and meaningful way, to lay personal claim to their collective past as Americans. Along with the other partners in these programs, the Advisory Council on Historic Preservation has played an integral role in that phenomenon, helping to ensure that historic preservation gets a fair shake in the national public policy and social arena. Through the Section 106 mechanism, the Council has regularly provided a forum in which concerned citizens can express their views and actively participate in federal decisions that affected valued historic resources. Yet there has been more to the Council's work than helping to surface and resolve conflicts. At the same time, through its educational programs, publications, and staff, the Council has offered a broad range of public information and technical assistance to facilitate public interest and involvement in the broader or national historic preservation program. In 1988, in conjunction with the Department of the Interior, and again in 1993, the Council sponsored the President's Historic Preservation Awards and National Historic Preservation Awards. These programs recognized, respectively, the best of privately-funded and federally-assisted preservation achievements.

New Directions

As the 1990s draw to a close, the Council is working to meet the challenges presented by federal budget constraints and program emphases, while preparing itself and its partners to meet the historic preservation needs of the new millennium. In response to amendments to NHPA passed in 1992, as well as the Clinton Administration's National Performance Review to reinvent and revitalize government, the Council has undertaken a revision of procedures implementing Section 106 with an eye toward simplifying, streamlining, and focusing consultation and review in more effective and efficient ways. More than ever before, the Council is actively seeking partnerships with other federal agencies as well as other non-federal organizations and institutions to address its responsibilities for policy formulation, public program improvement, education, and outreach in new and creative ways. Electronic media and communications systems hold exciting promise for extending capabilities and interaction with preservation partners as well as the interested public. Through these and related initiatives, the Council reaffirms its commitment to stimulating creative solutions that balance historic preservation with other priorities, and to addressing issues of currency and substance that bear directly on the quality, diversity, and character of modern American life.

Notes

1 *With Heritage So Rich*, p. 195.

2 Ibid.

Cathryn H. Slater is Chairman, Advisory Council on Historic Preservation, and State Historic Preservation Officer of Arkansas.

Some Prominent Section 106 Cases, 1966-1996

Siting of Nuclear Power Plant, Hudson River near Saratoga Battlefield, NY (1968)
Proposed Vieux-Carre Expressway, New Orleans, LA (1969)
Adaptive Use of Old Post Office Building, Washington, DC (1970)
Central Market Area Redevelopment, Newburyport, MA (1972)
Faneuil Hall Rehabilitation and Quincy Market Development, Boston, MA (1972)
Siting and Construction of Gettysburg National Battlefield Tower, Gettysburg, PA (1972)
Construction of Highway H-3, Oahu, HA (1974)
Warm Springs Dam Construction, Sonoma, CA (1974)
Proposed James Island Bridge and Expressway, Charleston, SC (1975)
Transfer of Historic Dutton Hotel, Ft. Hunter-Liggett, Monterey, CA (1976)
Construction of Tennessee-Tombigbee Waterway, AL and MS (1976)
Planning for Interstate 83 Downtown Extension, Baltimore, MD (1977)
Demolition of Lockefield Gardens Public Housing, Indianapolis, IN (1977)
Tellico Dam and Lake, Tellico and Tennessee Rivers, TN (1977)
Demolition of Isherwood Hall, U.S. Naval Academy, Annapolis, MD (1978)
Construction for New Melones Dam and Reservoir, Sierra Nevada, CA (1978)
Development of Mixed-Use Project, Charleston Place, Charleston, SC (1979)
South Street Seaport Redevelopment, New York, NY (1981)
Planning and Construction of Northern Tier Pipeline, Minnesota to Washington State (1981)
Siting of M-X Missile System, Western U.S. (1981)
Replacement of the Walnut Street Bridge, Chattanooga, TN (1981)
Construction of Gasquet-Orleans (G-O) Road, Six Rivers National Forest, CA (1982)
Completion of I-10, Papago Inner Loop Freeway, Phoenix, AZ (1982)
Times Square Area Redevelopment and Morosco Theater Demolition, New York, NY (1982)
Expansion of McKinley Coal Mine, near Gallup, NM (1982)
Removal of Apollo Launch Umbilical Tower, Kennedy Space Center, FL (1983)
Construction of Presidential Parkway and Access to Carter Library, Atlanta, GA (1984)
Completion of Long Beach Freeway, Pasadena, CA (1985)
Visitor Center Design and Construction, Arlington National Cemetery, VA (1986)
Planning for Route 101 Bypass, Dublin-Harrisville, NH (1987)
Wastewater Treatment Plant on Rio Grande, Corrales North Subdivision, Albuquerque, NM (1987)
Sale of Shelburne Parish Glebe, Loudoun County, VA (1987)
Irrigation Diversion and Management, Stillwater Wildlife Management Area, NV (1988)
Operation and Management of U.S. Military Academy, West Point, NY (1988)
Construction of All-American/ Celeron Pipeline, TX and NM (1988)
Exxon Valdez Oil Spill Cleanup, AK (1989)
Modification of Mission Control, Johnson Space Center, Houston, TX (1989)
Design and Construction of the Holocaust Memorial Museum, Washington, DC (1989)
Hurricane Hugo and Loma Prieta Earthquake Disaster Assistance, S.E. U.S. and CA (1989)
Rehabilitation and Adaptive Use of The Beehive, Fort Leavenworth, KS (1990)
Closure, Transfer, and Redevelopment of The Presidio, San Francisco, CA (1990-)
Adaptive Use of Old Custom House, New York, NY (1991)
Proposed Widening and Upgrade of Paris Pike (US 27/68), KY (1991)
Construction of Dallas Area Rapid Transit System (Kennedy Assassination Site), Dallas, TX (1991)
Downgrading and Rehabilitation of Main Post Office, Easton, PA (1991)
Construction of Federal Prison, Miami, FL (1991)
Siting and Construction of Gaming Parlor, Hickory Ground, AL (1991)
Federal Office Building Construction (African Burial Ground), Foley Square, New York, NY (1992)
Fence Lake Coal Mine Development, NM (1993)
Federal Office Building Construction, Atlanta, GA (1993)

Washington Dulles International Airport Terminal Expansion (1993)
Hurricane Iniki Disaster Assistance, Kauai, HA (1993)
Homan Square Housing Project Development, Chicago, IL (1993)
Grand Central Terminal Rehabilitation, New York, NY (1993)
Flood Disaster Assistance, Midwest and Southeast U.S. (1994)
Management of and Access to the Medicine Wheel, Bighorn National Forest, WY (1994)
Northridge Earthquake Disaster Assistance, Los Angeles area, CA (1994)
Glen Canyon Water Release Program, AZ (1994)
Commercial Development/Proposed Racetrack, Brandy Station Battlefield, Culpeper County, VA (1995)
Demolition of Techwood Homes Public Housing, Atlanta, GA (1996)
Governors Island Coast Guard Base Closure and Disposal, New York, NY (1996)

Special Studies and Policy Guidance, Advisory Council on Historic Preservation 1966-1996

Guidelines for State Historic Preservation Legislation (1972)
Federal-State Cooperative Efforts in Historic Preservation (1975)
Federal Programs for Neighborhood Conservation (1975)
The National Historic Preservation Program Today (1976)
Survey of Local Preservation Programs (1976)
Adaptive Use: A Survey of Construction Costs (1976)
Federal Assistance for Maritime Preservation (1976)
Issues in Archaeology (1977)
Gettysburg Area Preservation Plan (1977)
Preservation Litigation Sourcebook (1978)
Preservation and Urban Revitalization (1979)
Preservation and Energy Conservation (1979)
Protection of Natural and Historic Landmarks from Surface Mining Activity (1979)
Historic Resources Available for Public Buildings Use in 29 Southeastern Cities (1980)
Handbook on Treatment of Archeological Properties (1980)
Termination of U.S. Trusteeship in Micronesia (1981)
Neighborhood Conservation (1981)
Where to Look: Guide to Preservation Information and Resources (1982)
Federal Taxation and the Preservation of America's Heritage (1983)
Federal Historic Preservation Case Law (1985)
Twenty Years of the National Historic Preservation Act (1986)
The National Historic Preservation Act: An Assessment of Its Implementation (1986)
President's and National Historic Preservation Awards (Round I) (1988)
Conservation of Historic Towns and Cities (1989)
Historic Resource Management Plan, U.S. Military Academy, West Point (1989)
Preserving America's Rural Heritage (1990)
Disaster Management and Historic Preservation (1990)
Balancing Historic Preservation with the Needs of Highly Technical or Scientific Facilities (1991)
Federal Property Management and Historic Preservation in the Local Community I (1991)
Federal Property Management and Historic Preservation in the Local Community II (1992)
Consultation with Native Americans Concerning Properties of Traditional Cultural and Religious Importance (1993)
President's and National Historic Preservation Awards (Round II) (1993)
Defense Department Compliance with the National Historic Preservation Act (1994)
Affordable Housing and Historic Preservation (1995)

Francis P. McManamon

The National Strategy for Federal Archeology

America's archeological heritage, the sites from her historical and prehistoric past need protection. Like rare and endangered species, some kinds of archeological sites are threatened with extinction. The number of archeological sites from bygone times never increases, it is only reduced, by modern development, by looting, even by the very best of modern archeological research. It is important that we make the most of the sites that we have left, preserving as many as possible so that future generations of American's will also have access to the unique information that they hold.

In March 1990, the Secretary of the Interior directed the heads of bureaus and offices within the Department of the Interior to emphasize the sound use and preservation of archeological sites that they manage, or that their programs affect. In this message, and a subsequent policy statement in 1991, the Secretary identified several areas to stress in Department of the Interior programs. This document, known as the *National Strategy for Federal Archeology*, has been used by managers, archeologists, and other historic preservationists throughout and outside of public agencies to support a variety of archeological programs and activities. The officials of other federal agencies, specifically, the Secretaries of the Departments of Agriculture, Defense, and Energy, and the Chairman of the Tennessee Valley Authority, have endorsed the national strategy to focus more attention upon these kinds of activities.

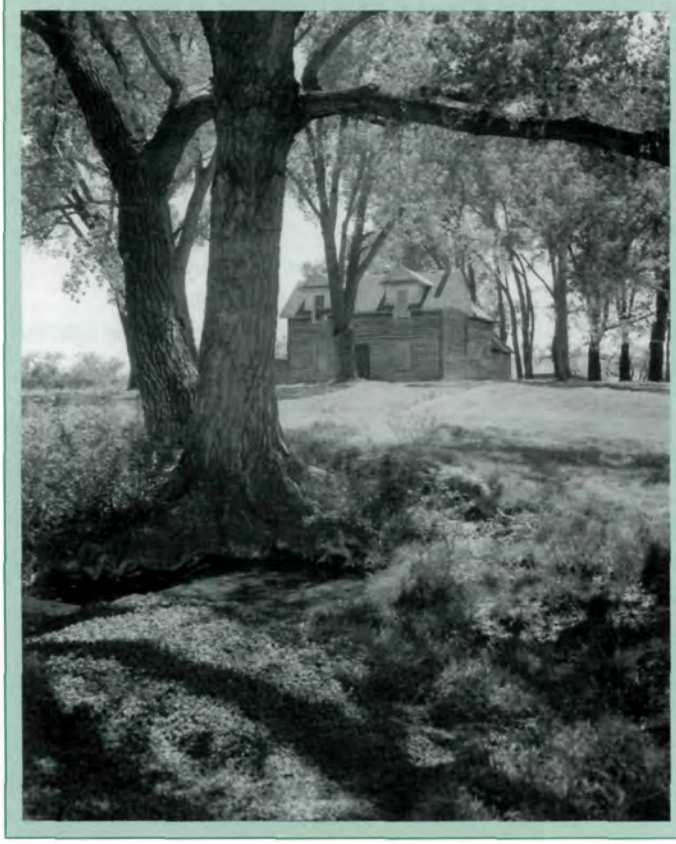
Federal agencies spend tens of millions of dollars every year identifying, analyzing, and preserving archeological sites. We need to continue these important efforts, and to improve them whenever it is possible. Based upon government reporting on federal archeological programs and activities, the national strategy emphasizes activities in several areas for special concerns: public education and participation in archeological activities or programs; making use of archeological data for public purposes; interagency cooperation in fighting archeological looting; more interagency information exchange; improving our inventory information about the location, significance, condition, and threats to archeological sites; and improving the long-term use and preservation of archeological collections and records.

The Interior strategy has identified important topics for focusing archeological activities and programs. We hope that by emphasizing these general topics, preservation, protection, and interpretation efforts will be improved and better coordinated among public and private organizations dedicated to archeological preservation activities. The loss of America's archeological heritage diminishes all of us and future generations. There is no quick fix to the challenges that the national strategy has identified. Public agencies, the archeological profession, private associations, and citizens must provide for archeological preservation as an important part of their activities and programs. The National Park Service looks forward to cooperating in these activities and programs in many ways.

Francis P. McManamon is Chief Archeologist, National Park Service, and Departmental Consulting Archeologist, Department of the Interior.

Since 1913, the Sausalito Woman's Club has been closely identified with the civic and cultural life of Sausalito in Marin County, CA. Designed by famed architect, Julia Morgan, AIA, the Club is an example of the early 20th-century shingle style as it evolved in California. The club was listed in the National Register of Historic Places in recognition of the its role as a cohesive element that kept women together to promote the welfare of Sausalito. Photo by Fred Lyon for the California Office of Historic Preservation.

Constructed in 1931 from the designs of Timothy Pfluger and James Miller, the Paramount Theater in Oakland, CA, features two 20' x 120' murals. The murals illustrate the god and goddess of civilization and are executed in glazed mosaic tile. Once threatened with demolition, the Paramount Theater now serves as a performing arts center. Photo by Jack E. Boucher for the Historic American Buildings Survey.



In western Montana, Chief Plenty Coups, a notable and colorful Crow Indian leader, built a unique two-story log house. It was his wish that the house and 40 acres of land be given to the U.S. government as a recreation park for members of the Crow Tribe and white people jointly. The property, including the house, land, and burial plots, were nominated to the National Register of Historic Places in recognition of the Chief's final wish. Photo by Wes Woodgerd for the Fish and Game Film Center, Helena, MT.

Judith E. Bittner

States Take Preservation Beyond NHPA

For 30 years State Historic Preservation Offices have delivered historic preservation services to the nation. Responsible for implementing the federal-state program created in 1966 by the National Historic Preservation Act (NHPA), the states have been the bridge between the National Park Service on one hand and governments at all levels and the public on the other. The act created a program based on national standards and a framework to direct federal investment in historic properties. States collect information through surveys, prioritize needs through planning, and deliver the services and monies to communities and historic property owners. They translate National Park Service program directives into a broad range of preservation activities. Over the years, the program has matured, expanded, and grown more complex.

Community-based public and private efforts to preserve historic sites, such as the 1853 movement to save George Washington's home at Mount Vernon, Virginia, have a long history in the United States. Although state and local programs existed prior to the NHPA, they primarily were historic site management and marker programs. The U.S. Conference of Mayor's 1965 report, *With Heritage So Rich*, played a major role in the passage of the NHPA. The NHPA led to the creation of active state historic preservation programs in the 50 states and six territories. States passed legislation establishing programs and state liaison positions to receive federal grant assistance for statewide survey, planning, and preservation projects. The State Historic Preservation Offices were placed variously in independent commissions, a broader cultural or historical agency, or a natural resources agency. A few were placed in housing and economic development agencies. This federal-state partnership program has been challenging and productive.

The Distant Early Warning Line Station, Bullen Point, AK, is one in a series of stations of the late 1950s and 1960s located across Alaska and Canada. These stations monitored enemy planes over the North Pole by providing for radar equipment to be located in the radome, which opened and scanned the skies. The Alaska State Historic Preservation Office worked with the Department of Defense in documenting and evaluating these important historic places from the Cold War period. Historic American Buildings Survey photo.

Starting with little definition of the states' role, amendments to the NHPA better defined the responsibilities of the State Historic Preservation Offices. Local governments and Native groups were invited to participate in the program through amendments passed in 1980 and 1992. Historic preservation funds to the Certified Local Governments (CLGs), administered by the states, help establish and strengthen local programs. Many communities have supplemented federal monies with local investment including Main Street projects, loan programs, property tax incentives, and heritage tourism development. Today there are over 2,000 local historic preservation commissions in the United States. Historic preservation funds have helped Indian tribes, Alaska Natives, and Native Hawaiians develop cultural programs and identify significant properties. To date, Native groups have completed over 200 cultural projects under the tribal Indian grant program.

In the 1970s, an investment tax credit program for rehabilitating historic properties started. Changes in federal tax laws in 1986 reduced the tax credits for rehabilitating depreciable historic properties. Even at a substantially lower use level, the rehabilitation tax credits today are a leading historic preservation development tool. In fiscal year 1995, state offices provided technical assistance for 529 projects that generated $467 million in construction investment, created 7,472 jobs in construction and 6,538 jobs in other areas, and increased revenue to state and local governments by an estimated $7 to $11.7 million. Some states have found additional funds to leverage investment in historic places. Arizona, for example, has a lottery-funded $10 million annual recreation, heritage, and environment grants program established by ballot initiative in 1990.

State Historic Preservation Offices are integral partners in the review and compliance (Section 106) process. In addition to facilitating the process, they promote state and local interests

during consultations on federal undertakings. The inventories maintained by the SHPO are a critical resource to all the parties in the compliance process. The process has proven successful and is often the only process that raises historic properties as an issue in federal undertakings. In FY 1995, the states reviewed 83,000 federal projects, 10,400 of which impacted historic and archeological properties. Only a very small percent of these projects could not be resolved and were considered by the full membership of the Advisory Council on Historic Preservation. Most of the work was accomplished at the state level with consultation between the SHPO, federal agency, and Advisory Council staff.

When the NHPA was passed, it was believed that a survey for all historic properties could be done in just a few years. Thirty years later survey continues. Historic and architectural significance and National Register eligibility are dynamic. States have helped broaden the criteria from a program that has origins in high style architecture and associations with famous people to include aircraft, traditional cultural properties, vernacular architecture, cemeteries, and Cold War sites.

With the decline in federal funding for preservation and reduced tax incentives, states have had fewer resources with which to initiate National Register nominations. Many states have focused instead on a customer service activity that responds to requests from the general public, local governments, and federal agencies. Listing is an important component of many community historic preservation programs. A typical example is Idaho which has several of its 24 CLGs actively working on National Register nominations each year. Nationally, the number of National Register listings has increased approximately 1,500 per year. As state offices put priority on districts with multiple buildings over individual properties, the number of contributing resources listed has climbed by 30,000 per year.

While historic preservation program responsibilities have increased, funding has not. In 1979, state programs received approximately $60 million in federal matching funds, twice what it is today. Grants to preserve historic properties were eliminated between 1982 and 1989. States could use federal preservation funds to identify, evaluate, and list properties on the National Register, but they could not provide grants to preserve them. The approximately $30 million in the Historic Preservation Fund (HPF) is apportioned among the 56 state programs and barely covers the costs to provide the basic required activities. The modest reduction of 5% to state programs this year meant serious loss of investment in historic properties. The HPF is not only matched by state and local governments, it stimulates private investment in historic preservation. A 1994 University of Rhode Island study documented that $1 from the HPF resulted in $63 in non-federal historic preservation investment.

In the 1990s, state historic preservation programs have been taking preservation beyond the NHPA. States have been creatively seeking new sources of funds for historic preservation projects. Many have found partnerships with the tourism industry rewarding. Most state programs have become more active in education. A number of states have started Archeology Weeks. Other states have fostered stewardship programs. The state offices have been conducting public relations campaigns to connect non-profit groups and private owners. With less public funding available, state preservation programs are encouraging private and community-based investment in historic resources.

Each state program is unique. Most State Historic Preservation Offices have state program responsibilities and positions in addition to the federal liaison responsibilities. Through its organization, the National Conference of State Historic Preservation Officers and individually, the states work with the National Park Service to keep the federal program flexible enough to reflect state priorities and needs in implementing the national program. States have helped preservation reach audiences not involved in historic preservation in 1966. As George Percy, Florida State Historic Preservation Officer, said at the National Trust for Historic Preservation's 1995 annual meeting, we must make preservation relevant and accessible to persons not involved in the field. Florida is engaging the broader public through heritage education, tourism programs and marketing, and popular public information in an effort to expand a fundamental appreciation of history.

On the occasion of the 30th anniversary of the NHPA, historic preservation faces many challenges. How will computers change our lives in the next five years? Can preservation survive the government downsizing? Can preservation be relevant to the next century? Can historic preservation help communities revitalize themselves? Can historic preservation help conserve world resources by recycling older buildings? Can historic preservation contribute to a renewed sense of belonging to nations torn apart by poverty, economic dislocation, and rapid change? As these questions are addressed, the states have much to contribute to the dialogue.

Judith E. Bittner is President of the National Conference of State Historic Preservation Officers and State Historic Preservation Officer of Alaska.

Elizabeth A. Lyon

Partnerships in Community Preservation

In September 1991, in Americus, Georgia, dignitaries from across the state joined local leaders in a round of parties and celebrations. The Windsor Hotel (1892), a major and highly visible community landmark, had re-opened in the center of a revitalized downtown after almost 20 years of effort. A few years later across the country in the International Historic District of Seattle, Washington, city officials, community organizations, and architects crowded into the North Pacific Hotel Lobby to celebrate its reopening after 22 years. About the same time in Cumberland, Maryland, a group of state and local leaders gathered by the Western Maryland Railroad Station at the newly developed Station Square Plaza near the terminus of the Chesapeake & Ohio Canal to celebrate a new beginning in heritage tourism.

On such occasions, it is easy to recognize the physical evidence of historic preservation: long neglected buildings put back into use, a lively and rehabilitated historic downtown, and the showcasing of opportunities for tourism and economic development. In the euphoria of success, it is all too easy to forget the long years of effort and to overlook the complex system of partnerships that created the environment in which these events took place. Yet, the relationships that have grown from the 1966 National Historic Preservation Act are visible when the process is examined in these communities.

The Windsor Hotel, Americus, Georgia

The effort to save the Windsor in Americus date back to 1975, when after some years of decline, the grand old hotel closed. About the same time, the Sumter County Preservation Society assisted the State Historic Preservation Office (SHPO) with the survey and research necessary to nominate a large historic district that included the Windsor, and the historic core of downtown around it, to the National Register of Historic Places. Its Florida owners gave the Windsor to the city in 1978. Soon after, the city began the long struggle to find funds and a use for the huge structure. Two SHPO programs began a process of collaboration that continues today. The first of the state's regional preservation planning programs was established here. The planner helped the city secure two grants, one for a feasibility study and the other, a small rehabilitation grant to begin the stabilization of the building. The feasibility study and the technical assistance of the regional planner served as the basis for the redevelopment plans.

In 1983, Americus became one of Georgia's first Main Street cities, a program of the National Trust for Historic Preservation. A team of professionals advised the community to secure and protect the Windsor, but to concentrate first on the business district around it. A low-interest loan pool and facade grant program using both federal and local funds and the federal preservation tax incentives assisted with the rehabilitation of many downtown buildings. These projects involved

The dominant Windsor Hotel in Americus, GA, was rehabilitated and reopened in 1991. Listing in the National Register of Historic Places, SHPO technical assistance, the Federal Preservation Tax Incentives, and the Main Street program of the National Trust for Historic Preservation contributed to the success of the project. Today, the building houses a hotel, retail businesses, a senior citizen's center, and a corporate headquarters. The rehabilitation served as a catalyst for the rehabilitation of surrounding historic buildings in the city's commercial district. Photo by James Lockhart, courtesy Georgia Historic Preservation Division.

reviews, technical assistance, and field visits by SHPO staff. The statewide non-profit, the Georgia Trust for Historic Preservation, provided design assistance to property owners. Periodic inspections by the National Park Service (NPS) helped to assure that required standards were met. During this period the city also took advantage of several federal funding sources to continue work on the Windsor. An Emergency Jobs Act Preservation grant continued exterior repairs, a Community Development Block Grant re-roofed the building and rehabilitated a wing of the ground floor for a Senior Citizen's Center, and an Employment Incentive Grant paid for interior furnishings.

By 1989, the scene was set for the final push. The Windsor Hotel Limited Partnership, made up of many who were descendants of the original development group that had built the massive Victorian pile in 1892, sold shares to raise funds. Both state and federal preservation tax incentives were essential to this investment. The building opened in 1991, housing a 53-room hotel, retail businesses, a Senior Citizen's Center, and a corporate headquarters. Its continuing success has served as the catalyst for further business development and preservation activity downtown. Several large historic buildings have been rehabilitated or are underway—$1,338,000 in private investment through the federal preservation tax incentives. One of the city's largest employers, Habitat for Humanity, International, impressed by the way in which the community had come together to support the Windsor, changed its plans to move to a location near the Interstate. Many of its 400 employees now occupy rehabilitated apartments in historic buildings downtown. The current mayor, Russell Thomas, who has been a key leader in both the public and private efforts for the Windsor since he was first elected in the early 1980s, credits the partnership preservation programs as a critical element in the community's success.

North Pacific Hotel, Seattle, Washington

The North Pacific Hotel in Seattle, Washington, presents a contrast in setting and function, yet is similar in its use of historic preservation to improve the quality of community life. The historic significance of this area of Seattle, now known as the International District, was first recognized by the city in 1973. The area previously known as Chinatown, then Japantown, and now multi-ethnic in population, was made a special historic review district under city ordinance. In 1986, the district was added to the National Register of Historic Places and recently a special historical study of Seattle's Asian-Americans by the SHPO through the University of Washington generated interest in associated historic places.

In the 1970s, young Asian-American activists became concerned with preserving the neighborhood's character in the wake of an Interstate highway through its center and the Kingdome development nearby. This led to the formation of community development agencies and organizations like the Interim Community Development Association (Interim). Interim began working on housing and social issues in the district, leveraging extensive public and private funding for housing, social service programs, parks, and a community garden. Reviews by the city's district review board as well as those required for the use of federal funding, not only helped to maintain the district's special historic character, but helped to create the cooperative working relationships between public agencies and the community organization that would support the North Pacific Hotel project.

For the project, Interim sought financing mechanisms and a project design that could meet the serious need for affordable housing. A Ford Foundation program directed at assisting non-profit community organizations, the LISC National Equity Fund, helped Interim to purchase the building and use both low-income housing and federal preservation tax incentives. Loan funds from the city and state were also part of the package, but ownership allowed Interim to set up the North Pacific Housing Limited Partnership and attract private investors, such as the Weyerhauser Company and the Bank of America. Since this was the first project in which both Interim and their designers, Kovalenko Architects, used the federal preservation tax incentives, SHPO staff assistance was important, as was the continued help from the city's preservation office in addressing local codes, zoning, and district requirements.

Compromises and alternative solutions to such issues as seismic design and non-conforming stairs that could meet both the requirements of NPS for the preservation tax incentives and those of state and local building codes, had to be worked out. The functional needs of housing for low-income families had to be accommodated. In the end, Interim was successful in developing 63 units of low-income housing and providing space on the ground floor for commercial enterprises, such as the oldest Japanese restaurant in the city. In order to involve the community in the project, Interim arranged with the nearby Wing Luke Museum for an exhibit in the lobby that tells the story of the early history of this "first-class" Japanese-owned hotel, follows the history during World War II when the district was decimated and the hotel operated by its new owner as a working man's single occupancy hotel, and traces the revitalization efforts that led to the re-opening of the building. Since then Interim has completed another similar

project using tax incentives, and two more are currently underway in the district.

Canal Place Heritage Area, Cumberland, Maryland

Cumberland's story begins in the 1960s when the Chesapeake and Ohio Canal was designated a national historical park and included in the national park system. It continues in the 1970s, when spurred by the loss of a treasured landmark, the Queen City Railroad Station, the community began working with the SHPO to survey and nominate historic properties in the downtown to the National Register. During the next 10 years, the Washington Street Historic District and almost the entire downtown of late-19th and early-20th-century buildings were placed in the National Register, a local Historic District Commission was set up by the city, and a city-wide historic resource survey and conservation plan completed.

At this time, Cumberland was struggling to regain the economic prosperity of its heyday as a transportation and industrial center. Major industries were scaling back or closing. Various renewal efforts, including the creation of a pedestrian mall on Baltimore Street, tried to stabilize the downtown retail market. By the late 1980s, planning for a new highway threatened both the canal and the historic districts nearby. The Canal Parkway Development Study, a multi-agency planning effort, provided a vehicle for the involvement of the Maryland Historical Trust (the SHPO) to participate in reviews and technical assistance. As a result, the historic and archeological resources of the area have not only been "taken into account" as the law requires, but now form the basis for a new and comprehensive initiative.

In partnership with the SHPO, community leaders worked with their long-time representative to the state legislature, Speaker of the House Casper R. Taylor, and a former U.S. Senator, J. Glenn Beall, to use a new heritage tourism approach being developed by the national preservation community. The Canal Place Heritage Area and the Canal Place Preservation and Development Authority, established by state law in 1993, were the result.

The Authority's Canal Place Management Plan recognizes the importance of a coordinated and comprehensive development approach to the region's natural and historic resources and prescribes a series of actions that depend upon the cooperation of multiple agencies and organizations in leveraging private investment. Central to this process are the incentives and technical assistance of the national historic preservation partnership at all levels, from the NPS to the SHPO to city agencies and community organizations. Substantial state and federal funds support a variety of projects and activities that will encourage and support economic development and heritage tourism. Station Square Plaza, whose opening was celebrated in 1994, is the initial project which provides visitor orientation, interpretive programs, and the starting point for several excursions. Already visitation has increased more than twelve-fold and has spawned several new businesses downtown—in fact, a net gain for the first time in many years.

Process to Successful Partnerships

There are common elements in the stories of these communities. Each initially established the value and significance of their historic resources—through surveys, National Register listing, and local designation. Protection and preservation of the resources, as well as their use in enhancing economic and community development, involved a long process of consultation, incentives, and technical assistance. Environmental impact reviews, whether through the Advisory Council on Historic Preservation process for federal funding or state environmental laws, helped to avoid adverse effects. These processes also brought technical assistance to state and local governments and produced forums for negotiation that helped both agencies and communities reach mutually agreeable decisions.

The amount of public grant funds available varied, but small preservation grants at key times and public funding for capital improvements were important catalysts. For example, federal preservation grants stabilized buildings, federal housing and community development funds rehabilitated them, and the enhancement provisions of the Transportation Act improved the places around them. In addition, the federal historic preservation tax incentives, state and local tax incentives in Georgia and Washington, and state grants in Maryland were brought to bear.

Public money and financial incentives, while significant, were not the whole story. Creative solutions, such as the financial structure used by the community development organization in Seattle, and the Main Street and Heritage Area programs in Americus and Cumberland required that public and private sector partners work together. The Main Street program's four point program for economic development and Heritage Areas, promoted through a coalition of national public and private organizations, were new techniques. Perhaps most important, and yet the easiest to overlook, was the continued technical assistance, especially through the SHPO and regional and local preservation planners, which brought advisors into the communities at key times to bring information and planning assistance to local agencies and organizations.

In many ways, the preservation partnerships at work in these communities are a model, in the relatively small amount of public money that has

generated private investment many times over, and in the way that decisions and actions have devolved to state and local agencies and organizations. The system may not be immediately evident, possibly because it works so well, but there is a structure of partnerships and systematic actions that is at work in communities nationwide.

Noted historic preservation educator Robert Stipe once compared the system to an elephant being described by several blind persons, each one identifying a particular piece, but none being able to describe the whole.* People may see the preservation system only in the particular application that immediately affects them, but what they are able to accomplish is the product of the whole. Underlying the system is the basic premise that the nation's history is the product of its state and local history. To be able to understand the place where one lives and works in the context of its larger significance, and to have the resources generated by a national system available to its preservation and development are essential to preserving the nation's historic places as the National Historic Preservation Act directed 30 years ago: "as a living part of community life and development."

Note

*Robert Stipe in *The American Mosaic*, Robert E. Stipe and Antoinette J. Lee, eds., Washington, D.C.: US/ICOMOS, 1987, p. 2.

Elizabeth A. Lyon is the chairman of the National Preservation Technology and Training Board, which advises the National Center at Northwestern State University, Louisiana. She also is the former State Historic Preservation Officer of Georgia.

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Preservationists and educators in a Teaching with Historic Places workshop learn to look at Harpers Ferry, WV, in new ways. Photo by Beth M. Boland.

The National Historic Preservation Act calls for the preservation of our historic heritage so that "its vital legacy of cultural, educational, esthetic, inspirational, economic, and energy benefits will be maintained and enriched for future generations of Americans." Teaching with Historic Places, an education program of the National Park Service's National Register of Historic Places, helps insure that today's youth recognizes the importance of that legacy. By using places listed in the National Register to "bring history to life" for students, the program connects the study of social studies, history, geography, and other subjects to their lives, helping them to learn better and also to appreciate the value of the nation's cultural resources. A variety of Teaching with Historic Places products and activities guide teachers, students, and historic site specialists through this process. Workshops and published guidance show preservationists and educators how to incorporate places into the curriculum and into the classroom. A series of ready-to-use lesson plans require students to be the historians as they study primary sources, historical and contemporary photographs and maps, and other documents, and search for the history around them in their own communities. For more information, contact Teaching with Historic Places, National Register of Historic Places, National Park Service, P.O. Box 37127, Suite 250, Washington, DC 20013-7127.

High school students study a map to help them gain a better "sense of place." Photo by James A. Percoco.

Pratt Cassity

Still Local After All These Years...

The National Historic Preservation Act (NHPA) of 1966 is most successfully realized when the abilities and differences among the various levels of government operate in unison. The federal program brings legitimacy, financial incentives, a systematized process, and broad arms to guide national activity. The states offer centralized assistance while dividing the process into more manageable units. The states also pass legislation and judicial authority to the local level, and it is there that real protection occurs. Local laws actually stop demolition and prevent insensitive changes to historic properties—legally and constitutionally.

The local aspect of the national process of resource identification, evaluation, registration, and protection is the one with the teeth! The effectiveness of our national preservation program relies on the retention of historic resources, and the retention of resources depends solely on local advocates' ability to influence opinions and actions of citizens through the programs, policies, and laws at the local level.[1] The unification of the different players' "strands" within the "web" of the national historic preservation program has helped to change the look, the feel, the economy, and the future of this country.

Local preservation commissions have been considering the impact of contemporary architecture on districts since the first review board was established in Charleston, SC, in 1931, and now many of them are considering extending the protection of their ordinances to brand new buildings outside historic districts that have immediately recognizable architectural significance. During a comprehensive preservation planning process, the Atlanta Urban Design Commission discussed conferring landmark status to Richard Meier's 1983 High Museum of Art. Photo by Pratt Cassity.

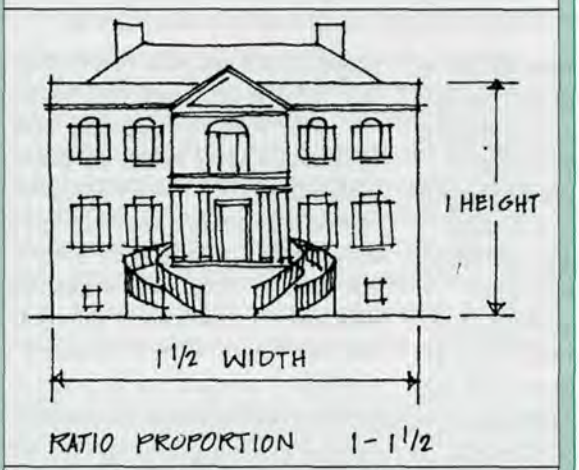
My thoughts regarding how the NHPA relates to the local level reflect my biased opinion and unabashed faith in local government. I have a committed and sincere appreciation for the process and accessibility of local government. Many folks "inside the Beltway" forget the wonderful lesson of democracy as it is practiced in the local arena. I'm happy that my mayor, Gwen O'Looney, is here in Athens, Georgia. I can call her at home and discuss any problem facing me or my neighbors. Understandably, I feel that local government is here for me and I have access to it. I don't feel as close to my state representative or senator in the Georgia General Assembly, nor to the governor, and not at all close to my Congressional delegation. It is here at the local level where I have an influence on policy and can affect my personal comfort most directly. I participate in local government and feel good, most of the time, for doing it.

Local preservation has those same benefits. National agendas, federal assistance, and government activity have greatly influenced how preservation is accomplished in the United States, but it has not changed the simple truth that historic communities are saved one property at a time, and historic properties are saved one brick at a time. Local preservation programs may depend heavily upon state laws for authorization and on federal and state programs for financial and technical assistance, but if local preservationists fail to rally when needed, state and federal programs, in and of themselves, fail to save the resource.[2]

Preservation at the local level, as envisioned by a preservation ordinance and design review process, can be traced much farther than NHPA. The Charleston, South Carolina, preservation ordinance, passed in 1931, set the standard for how buildings are protected by local laws. Local Charlestonian leadership adapted a legal tool to meet preservation needs, and the local resource protection and design review movement began. We are still protecting local historic resources in the method established in 1931. As other cities followed Charleston's example, the number of local historic districts gradually increased. However, they were few in number, the attitude of state courts toward aesthetic regulation ranged from suspicion to hostility, legal tools for preservation were limited, and there were no ties among local,

Height—this is a mandatory criteria that new buildings be constructed to a height within 10% of the average height of existing adjacent buildings.

Proportion of buildings' front facades—the relationship between the width and height of the front elevation of the building.



Proportion of openings within the facade—the relationship of width to height of windows and doors.

Rhythm of solids to voids in front facade—rhythm being an ordered recurrent alternation of strong and weak elements. Moving by an individual building, one experiences a rhythm of masses to openings.

The visual compatibility factors included in the preservation plan for Savannah, GA, have shown up in design guidelines and local ordinance language across the country. The drawings that were prepared as part of the 1960s HUD plan by Eric Hill Associates and Muldawer-Patterson Architects have been used in countless guidelines booklets for neighborhoods and commercial areas. These "borrowed" ideas can become quite humorous when seen out of context. They have shown up in guidelines for districts where a Savannah double-staired entry would be extremely out of place. Courtesy U.S. Department of Housing and Urban Development.

state, and federal efforts.[3] It would be decades before a national act could further define preservation for our nation. In fact, some of the impetus for creating a nationalized process came about because of the disjointed and inconsistent approaches toward preservation due to diversity and lack of unity among local programs.

Prior to 1966, preservation efforts at the federal level had a decidedly "local" flavor, the creative use of the HUD 701 programs, now nearly historic themselves, taught many of us that what was happening to downtowns and intown neighborhoods was not necessarily good for cities, and certainly not good for the nation. In Savannah, Natchez, College Hill (Providence, Rhode Island), and Society Hill (Philadelphia, Pennsylvania), we saw what community conservation needed to be. These innovative planning projects, and others like them, set the stage for a national program that could be administered through the federal government and have very specific local impacts. These early bellwether preservation plans show a clear involvement and connection to local government.[4]

By 1966, local programs were firmly established in many of the major historic areas of larger American towns. The 1966 watershed act was passed. The NHPA did not have an easy job in its attempt to unify a collection of individualized approaches, typically a recipe for disagreement and conflict. However, many local governments saw the value of the NHPA, embraced it wholeheartedly and were able to use it to bolster their own preservation programs.

The NHPA gave local efforts form and order. It passed along to municipal preservation programs consistent identification methods for historic resource survey and inventory. It unified criteria for determining significance for local designation through the evaluation of properties for listing in the National Register. It began a structuring process that was being built from the bottom up, as well as from the top down. The NHPA helped to give a greater system to all preservation decision-making. It brought many of the state and local programs up to the proverbial "level playing field." Grants-in-aid accelerated the process, and SHPO staff assured quality control. Local programs evolved from unrelated entities into a more unified and like-minded group.

Federal funding, licensing, or insuring of projects triggered the process that brought together SHPO, federal agencies, and the Advisory Council on Historic Preservation. It gave local governments and the public a chance to hear and see procedural preservation in action. It gave local commissions a model on which to base their own technical project reviews. The Secretary of the Interior's Standards and projects that resulted from the use of the federal

investment tax credits enabled local design guidelines and the local design review process to become more aligned with international preservation theory and national standards. Thus, the quality and consistency of local design review decisions improved.

Commissions began to feel better about how they were doing their jobs. The 1976 Bicentennial and the Supreme Court's 1978 magnificent decision in *Penn Central Transportation v. City of New York* was just the reinforcement needed to make local commissions rise up and be counted. The National Trust for Historic Preservation specifically through their *Landmark and Historic District Commission* newsletter and the newly created National Alliance of Preservation Commissions solidified local programs. Commissions became a force to be reckoned with.[5]

The NHPA amendments of 1980, coupled with the 1978 Penn Central decision, changed commission history forever. The NHPA formally and finally recognized the oldest partners in preservation—local government—by creating a process for states to develop Certified Local Government (CLG) programs. It gave states an opportunity to offer specialized assistance to commissions and to local governments that wanted to create local preservation programs. The changes to NHPA and the new constitutional confidence in local ordinances spawned annual statewide preservation commission training across the nation, helping to create statewide associations of commissions (currently there are 10 states with alliances of local historic district and landmark commissions). The CLG programs came with their own funding, and although only 10% of the overall federal allocation goes to eligible local governments, the grants and technical assistance caused the number and sophistication of commissions to increase dramatically.

Today's commissions are facing a variety of new issues and some of the same old problems too. Many of these are influenced by the national preservation program and the NHPA, but most are related to the idiosyncrasies of a particular locale. A sampling of the typical day-to-day issues affecting commissions shows:

- Chicago is having problems with the politics of local designation. The Chicago City Council enacted recent changes to its landmarks preservation ordinance, allowing the potential inaction of aldermen to effectively deny forever the protection of buildings and places in Chicago. The "sunset" provision in their law makes Chicago the only city in the country to remove buildings from possible designation because an elected body failed to take action.[6]
- The Oregon "owner consent" clause, made law in the 1995 legislative session, is viewed by Oregon local preservationists as very detrimental to the regulatory protection of historic resources. The vaguely worded law requires a property owner's consent to designate individuals properties under the provisions of a local preservation ordinance. This law, and similar legislation in other states, is making the task of protecting resources at the local level much harder. This kind of statute is usually labeled as a "property rights bill" or "wise use legislation." Oregonians are planning to challenge the law in court.[7]
- Because of the value of preservation to Wisconsin's cities and villages, the State of Wisconsin enacted a new law in 1994 that requires cities and villages to enact local preservation ordinances if they have properties that are listed in the National Register or state registers of historic places. The ordinances were to be in place by the end of 1995. Nearly 200 cities are affected. Model legislation was distributed to them by the Wisconsin SHPO, and training opportunities for new commissioners are being planned.[8]
- A Sacramento County Superior Court judge overturned a California law that exempted religious organizations from local historic preservation ordinances. The 1995 law prevented cities from conferring landmark status on church properties without the church's permission. The judge said that the law unfairly favored religious groups at the expense of other property owners. It gave religious organizations a right confined to local governments. Now, a church is not exempt from the landmarking process.[9]
- In Virginia, where some of the oldest local preservation review programs exist, there is a discussion of changing terminology from local "architectural review boards" to "preservation commissions" and broadening the authority for Virginia's ARBs to include more of a community planning function.[10]
- The commission in Salem, Massachusetts, took a beating in recent episodes of the television show, "This Old House." The family, their architect, and the show's host proposed an extremely insensitive carriageway addition to a ca. 1768 house. The new garage door entrance would allow the family to park inside the property rather than on the street along with their neighbors. Eventually, the carriageway was not approved, but the negative media coverage of the approval process exposed commissions across the country to criticism from both sides of the fence. Commission chair Helen Sides lamented, "No matter whose side of the story you hear, we were at fault. People blamed us for not doing enough or for doing too much." However, putting a positive spin on the situation, she concludes with the thought that Salem

The United States Preservation Commission Identification Project (USPCIP), jointly conducted by the NPS, National Trust for Historic Preservation, and National Alliance of Preservation Commissions, compiled the different tallies for commissions that have occurred over the past 21 years. The USPCIP resulted in the creation of a national commission database managed by the Office of Preservation Services at the University of Georgia. The chart illustrates the growth of commissions in this country and indicates a link between the increasing number of commissions in many states and the NHPA (1966 and especially the 1980 amendments), America's Bicentennial (1976), and the Penn Central decision (1978).

United States Preservation Commission Identification Project

Breakdown of Number of Historic Preservation Commissions and Certified Local Governments by State

	Historic Preservation Commissions			Certified Local Governments	
STATE	**1976**	**1981**	**1996**	**1987**	**1996**
Alabama	6	12	10	5	10
Alaska	0	3	14	3	12
Arizona	6	12	15	8	15
Arkansas	3	6	7	2	7
California	30	55	87	6	36
Colorado	12	14	36	6	20
Connecticut	38	51	73	2	23
Delaware	4	5	6	2	2
District of Columbia	1	1	2	n/a	n/a
Florida	12	20	40	10	28
Georgia	7	15	76	14	47
Hawaii	0	1	2	1	2
Idaho	1	5	30	24	26
Illinois	21	29	79	12	39
Indiana	5	2	24	3	9
Iowa	0	5	99	24	94
Kansas	2	3	8	2	5
Kentucky	6	7	33	6	21
Louisiana	3	5	15	7	27
Maine	1	5	18	2	8
Maryland	18	30	40	10	14
Massachusetts	59	84	141	11	20
Michigan	9	43	54	6	12
Minnesota	9	15	42	9	25
Mississippi	2	7	18	5	18
Missouri	11	11	33	10	19
Montana	0	4	14	5	15
Nebraska	1	2	2	2	2
Nevada	2	2	2	3	3
New Hampshire	28	28	58	5	9
New Jersey	12	38	66	9	21
New Mexico	4	5	6	3	6
New York	22	45	132	10	34
North Carolina	20	44	73	16	34
North Dakota	0	0	4	0	4
Ohio	13	19	82	8	22
Oklahoma	3	4	13	2	11
Oregon	4	13	32	7	18
Pennsylvania	29	47	74	9	21
Rhode Island	8	10	19	8	16
South Carolina	7	7	23	5	13
South Dakota	2	2	17	11	19
Tennessee	8	15	32	8	15
Texas	11	21	56	8	36
Utah	1	3	65	37	70
Vermont	6	9	24	3	7
Virginia	17	26	59	8	21
Washington	9	11	43	13	26
West Virginia	4	10	51	4	33
Wisconsin	15	21	53	11	21
Wyoming	0	0	17	7	18
TOTAL	**492**	**832**	**2019**	**392**	**1034**

would became derelict without the historical commission.[11]

- Preservationists in Dallas, Texas, accomplish a lot in a difficult climate. Despite the inherent difficulties of working in a city priding itself on the "new," preservationists have secured an impressive set of financial incentives to attract reinvestment in historic properties in tandem with the urban Main Street project of Downtown Dallas, Inc., the city's preservation commission offers double incentives for adaptive projects for housing in the downtown.[12]
- As part of the recent revision of the Salt Lake City zoning code, the historic preservation section—Chapter 17—has undergone a complete overhaul. Now a more effective ordinance allows outright denial of demolition for specific sites designated as landmarks, provides a seven-point test that can result in the denial of demolition of contributing buildings within a district, leaves more room for administrative approval so that the review process is more streamlined, and elevates the Landmarks Committee from a division of the Planning Commission to an independent commission. The commission is beginning to use newly developed design guidelines and will be pursuing efforts to list additional properties in the National Register.[13]

I see the future of the NHPA and the future of the local preservation commission within the larger context of the entire preservation movement. Preservation is making new partners and embracing new strategies. New technology, professional associations, downsizing, environmentalism, privatizing, and restructuring are all words and concepts that have affected the marketplace and will affect historic preservation.

Local commissions are better defined now and can play a more active role in the national historic preservation program. The role of the local commission is one to be watched. It is at the local level where we will first see the next trend or encounter the next big obstacle in historic preservation. Likewise, it is at the local level where the most stringent resource protection strategies exist. The national historic preservation program cannot and should not exist without the local regulatory process as a part of it. Throughout the next century, the NHPA should continue to provide the framework for the national preservation agenda, and changes to the Act must recognize, support, and bond the various approaches at all levels of government.

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Pratt Cassity is Director of the Office of Historic Preservation at the University of Georgia's School of Environmental Design. In that position, he coordinates Georgia's CLG Program and serves as Executive Director of the National Alliance of Preservation Commissions.

Laura Straehla, Historic Preservation graduate student and intern for the Office of Preservation Services, provided research assistance.

Donna Breckenridge

Springville, Utah: A Certified Local Government

A small group of Mormon pioneers founded Springville, Utah, in September 1850. The town evolved into a bustling rural center until the turn of the century, when the railroad went through and changed the nature of its economy from agricultural to commercial. By the 1930s, Springville was known as "a town of contractors." Through the next few decades, it earned the nickname Art City for its support of the arts. Today, it has a population of 19,000 and is considered by many to be a "bedroom community" to Provo which lies five miles to the north.

The before and after views of the 1892 Kearns Hotel in Springville, UT, illustrate the transformation of this key community landmark. The building was brought up to code and rehabilitated according to NPS standards. Today, it serves as a highly rated hotel. In 1991, it received a Utah Heritage Foundation award. Photos by Donna Breckenridge.

Once the pioneers emerged from the protection of their fort, they laid out a city of 64 square blocks divided by (for the most part) wide straight streets. Each block contained four acres, with a house, barn, and garden on each acre. Although the city today has expanded far beyond the original plat, a few log cabins and barns remain to remind viewers of its rural roots. The booming economy of the years between 1890 and 1920 resulted in a great many 1 1/2 story brick homes being built. The presence of contractors, architects, and artists ensured a variety of styles and designs of buildings.

Springville residents have always been proud of their homes and heritage. Many older homes are currently housing third and fourth generation descendants of the original owner. A Tree Committee has documented and plaqued historic trees, and citizens have compiled an annual Community Progress report for many years, detailing events and capturing with photos many of the buildings in town. Two notable histories of the town have also been written. For the past 70 or so years, the Art City Days celebration has been held in June with a variety of contests, games, exhibitions, and a parade. It was during Art City Days in the 1970s that the first tours of historic homes were sponsored by individuals with a love for their town.

The State Historic Preservation Office (SHPO) commissioned a reconnaissance survey in the early 1980s. In 1985, Springville City Council members, including Delora Bertelsen, who is now in her second term as mayor, established the Springville Historic Preservation commission as part of the Certified Local Government (CLG) program. This was in response to the efforts of the Tree Committee and the historical society to document existing historical structures, and to try to preserve buildings that were in danger of being demolished. The city council also saw the advantage of bringing federal tax money back into the town to do this.

The Springville Historic Preservation Commission began with an annual grant of $5,000, which was matched by volunteer time and

the City itself. Over the years, the grant has grown to $15,000, to be spent over a 16-month period and is matched in cash entirely by the City. One of the first tasks of the CLG was to commission a researcher to begin intensive level surveys based on the earlier reconnaissance survey, and this activity has been ongoing until today 56 buildings have been documented at this level. Two homes and the Museum of Art were listed in the National Register of Historic Places prior to 1985 [by interested individuals]. The CLG has since nominated eight more to the National Register and is currently working on a group nomination of 16 buildings.

The Heritage Homes Tours, which had been a popular part of Art City Days, was expanded in 1987 to four free bus tours lasting about 1-1/2 hours each. By 1993, the CLG ran nine tours, and the Art City Days Committee paid all expenses. Since the early tours always concluded at the Community Presbyterian Church, with the ladies serving lemonade and sponsoring a bake-sale, a walking tour of the Hungerford Academy (Presbyterian) block was introduced, featuring the church, dormitories, and manse (the school itself was demolished in 1913).

When the Art City Days Committee began spotlighting a local artist, the Heritage Homes Tours included their place of residence or provided a historic building for their use during that week. In 1994, the CLG discontinued the bus tours and has since provided in-home tours of from 13 to 18 buildings. The owners conduct the tours, and the CLG provides foot-coverings (blue hospital slippers) and silk-screened banners to mark the residence. Although the CLG now charges a nominal fee, with the proceeds going to further research, this change has proved to be a popular one. Five or six homes are open for three afternoons, so a person can visit all the homes if desired.

In conjunction with the tours, the CLG prepares pamphlets describing the buildings, and distributes them to the Museum of Art, the City Office Building, the Chamber of Commerce, the newspaper office, local motels, and those taking the tours. These are useful not only for Art City Days, but also for visitors throughout the year.

A local preservation ordinance was passed in 1989, part of which allows for the recognition of historic sites and landmarks. Each year, the CLG nominates buildings for this honor, and prepares and presents certificates or bronze plaques at a city council meeting during National Historic Preservation Week in May. A slide presentation often accompanies the nominations, and of course, prior permission from the owners is always obtained.

The downtown area of Springville has unfortunately not fared as well as private residences in the city. The brick buildings date mainly from 1892 to 1925, with a few stores from the 1950s. At some point in time, nearly all the owners decided to paint the facades white with black trim. The problem was compounded in the 1970s by the addition of metal mansard-style awnings. To highlight the historic architecture still visible in this area, the CLG ran a "Can You Identify This Architecture?" contest in the local weekly newspaper. Each week for four weeks, four different photos of details in the downtown area were shown. These included such things as decorative mosaic tiles, the tops of facade columns, and roof lines (with appropriate clues if needed). This contest generated a lot of interest, and the winner received a very nice clock donated by the owners of a gift store.

At the same time, the Main Street program was introduced to the City Council and residents. Unfortunately, they have not yet taken any positive steps in this direction. Part of the problem stems from absentee landlords who charge low rents for dilapidated and deteriorating buildings and facilities. This, in turn, causes a high rate of turn-over in businesses. There is also a perceived lack of parking, although this has been alleviated somewhat by the addition of a parking lot off a back lane and a walk-through to the main street.

Several large commercial buildings have recently been purchased and are in the process of being restored and revitalized. The Kearns Hotel (built 1892 and which had been a bus stop before it was abandoned) has been restored as a top-rate hotel by architect Craig Lott. The Senior Hotel (built 1900 and most recently used as a beer parlor) is under renovation as a hotel and dining room, and the H.T. Reynolds Department Store (built 1892 and used by cafes and aerobics classes) has been purchased by Gary Price, a sculptor, and will be used to house a restaurant, art gallery, and studio.

The City has cooperated in these efforts by restoring two city-owned buildings—the Carnegie Library and a building which was originally the workshop of the old high school and which is now used by theater groups, artists, and visitors arriving from foreign countries for the International Folkfest. The Carnegie Library has been listed in the National Register and, while some of the work is done by volunteers, much of the restoration is funded by "brick and mortar" grants from the CLG. This building currently houses a pioneer museum, the Historical Society, and the Historic Preservation Commission, with one large meeting room rented out for various purposes.

The bulk of the grant money has, for the past several years, been spent on the restoration of private and public buildings. First, a predevelopment survey is conducted by a professional architect. He lists and prioritizes the problems and suggests an approximate cost. The CLG then allocates an appropriate amount of money, gets bids, hires the best craftsmen, supervises the work, and pays the bill after the SHPO approves the finished work. The CLG has a waiting list of owners and all this is done with their cooperation. To date, thousands of dollars have been spent on wooden Queen Anne shingles, brick cleaning and sealing, mortar and roof repair, window restoration, repair and replacement of tile and concrete columns, updating plumbing and electrical lines, and repairing water damage. Homeowners are now required to agree to maintain the premises after the CLG has given them grant money.

Not all older homes are currently being used as residences. One home is now a funeral parlor, and what was once a funeral home is now a private residence. A large home serves as a law office and two more are antique stores. The Baptist Church had its bell-tower removed and is now a residence. On the front porch is a picture of the church as it once looked. The Springville Garage is still a garage, minus the pumps out front but still run by the son of the man who built it in 1920. One old post office is a day-care center.

Another project that the CLG undertook was that of photographing the old (1930s, 1950s, and 1970s) photos kept at the County Assessors Office. Over the years, nearly a thousand photos were duplicated, and the project was only half done when the County CLG took over the project by scanning the photos into a computer. Springville was also the home of the photographer George Edward Anderson (1860-1928), to whom we owe much documentation on the growth of Utah. Thousands of glass negatives were preserved and donated to the library at Brigham Young University.

The CLG in Springville has been extremely fortunate. Not only has the city government been willing to match the federal grant with cash and participate in the program by restoring its own buildings, but private individuals have maintained their own homes and histories, and everyone has worked together to preserve the rich heritage that is theirs.

Donna Breckenridge is a former member of the Springville, Utah Historic Preservation Commission.

The Big Sink Rural Historic District, Woodford County, KY, was documented as part of a historic survey of cultural resources in Northern Kentucky. Funded through a Historic Preservation Fund grant to the State Historic Preservation Office, the survey documented the predominantly agricultural landscape that conveys the history of the central Bluegrass region of the state. Listed in the National Register of Historic Places, this district illustrates how human history—evident in family farm tenure and commitment to an agricultural economy—is closely linked with natural resources and geologic formations. Photo by Christine Amos for the Kentucky Heritage Council.

Richard Moe

The National Historic Preservation Act Creating a 30-Year Partnership

As is frequently the case in such situations, most preservationists in 1966 didn't realize that they were participants in—or at least witnesses to—history in the making. When the U.S. Conference of Mayors' Special Committee on Historic Preservation issued its groundbreaking report *With Heritage So Rich* early that year, most preservationists greeted it with what is best described as cautious optimism. The appraisal of National Trust staff member Helen Duprey Bullock was fairly typical: Writing in *Historic Preservation* magazine soon after the report was released, Mrs. Bullock said that *With Heritage So Rich* "is not a...magic carpet that will float us to Utopia, but it is the best chart we have ever had to guide us to a better destination." This contemporary reaction to *With Heritage So Rich* seems strangely muted to us today, when the document is widely regarded as both a moving evocation of the value of preservation and an amazingly farsighted blueprint for the current structure of the preservation movement.

Similarly, when most of the report's recommendations took on the force of law with the passage of the National Historic Preservation Act (NHPA) a few months later, few preservationists were able to foresee the sweeping changes that would come about as a result of this legislation. To cite a single example, at one of a series of meetings convened by the National Park Service to discuss the best means of implementing the provisions of the Act, the Assistant Keeper of the newly-created National Register of Historic Places predicted that the Register would be "an ever-increasing archive" that might eventually—someday—grow to include as many as 300,000 properties.

Predicting the future is always a risky business, and the benefit of hindsight makes it easy for us to be smugly amused by forecasts that miss the mark. But the fact that the Assistant Keeper's future vision of the National Register was off by such a wide margin (individual listings and contributing resources in the National Register already comprise nearly a million resources, and the total is still growing) merely underscores the enormity of the change wrought by the enactment and implementation of NHPA. The scope of that change, which transformed the size, the effectiveness, and the very nature of the American preservation movement, is evident in the expansion which the National Trust has experienced over the past 30 years.

In 1966, the 17-year-old National Trust was still a small organization. That year, Trust membership topped 10,000 for the first time. Our full-time staff numbered less than 50, all of them based in Washington and at our nine museum sites. The opening of our first regional office still lay four years in the future. Our annual operating budget in fiscal year 1966 totaled $784,000.

That budget received a welcome boost in 1969, when the federal grant-in-aid funds authorized by NHPA finally became available. Of the $100,000 appropriated by Congress that year, $82,500 was shared among the 25 states and Puerto Rico that had been able to raise the required matching funds; the remaining $17,500 came to the National Trust. This appropriation of federal funds to the Trust, repeated annually—though by no means automatically—ever since 1969, has enabled us to expand our outreach efforts, strengthen the organized preservation movement, and help facilitate effective preservation at the grassroots level.

An example of this expanded outreach activity is the Trust's Consultant Services Grant program (now known as the Preservation Services Fund), established in 1969 as a source of small matching grants to help local organizations obtain professional advice in the planning stages of preservation projects. Initially created with a grant from a private foundation, the program eventually drew its funding from the Trust's general operating budget—which included, of course, our federal appropriation. While grants awarded through this program are small—none larger than $5,000—their impact over the past 27 years has often been enormously significant.

In the early 1980s, a nonprofit organization in Chattanooga, Tennessee, was awarded a grant to hire an engineer to assess ways of preserving the historic Walnut Street Bridge, built in 1891 as the first permanent highway span across the Tennessee River and closed in 1978. The favorable engineering report laid the foundation for a decade-long effort involving private citizens and public agencies that culminated in a grand reopening ceremony in 1993. Now hailed as the world's longest pedestrian crossing, the restored bridge stands a stone's throw away from the striking new Tennessee Aquarium. A

century apart in age, the bridge, and the aquarium are the centerpieces of an ambitious, ongoing redevelopment effort that is restoring life to the riverfront and winning awards for the city.

Did the Trust's small grant turn the Chattanooga riverfront around? Of course not. Did it help? Definitely. This funding program, the product of a public/private partnership between the Trust and the federal government, has provided the catalyst for the creation of similar partnerships in hundreds of communities nationwide. Moreover, this program and others developed with federal assistance through NHPA have helped foster the notion—practically revolutionary in its time—that the public sector could play a supportive, productive role in local preservation efforts.

This, I believe, is the single biggest and most important change resulting from passage of the National Historic Preservation Act: With the enactment of this piece of legislation, the federal government became our partner instead of our adversary in saving America's historic buildings and neighborhoods. The change had been a very long time in coming.

The Historic Sites Act of 1935 had stated that it was thenceforth to be a matter of national policy "to preserve for public use historic sites, buildings and objects of national significance." But 30 years later, most people were questioning the depth and effectiveness of the government's commitment to preservation; in fact, as the pace of destruction increased, many began to wonder whether the government even understood what "preservation" meant. Almost every issue of *Preservation News* from the 1960s includes at least one grim photograph of a small huddle of preservationists looking on in anguished frustration as a cherished local landmark is demolished. It was the heyday of urban renewal and interstate highway construction. Historic buildings, even entire older neighborhoods, were toppling like dominoes. Beleaguered, embattled, and frequently sent down to ignominious defeat, preservationists identified misguided federal policy as the chief villain in the tragic acts of destruction that were tearing their communities apart.

The National Historic Preservation Act changed that scenario—not all at once and not completely, but dramatically. Suddenly there was a National Register of Historic Places, an official list of significant cultural properties of which the federal government itself was prepared to say, "This is important. This should not disappear." Suddenly there was a Section 106 to make federal agencies accountable for the harmful impact of their undertakings on properties of cultural significance, and there was an Advisory Council to promote responsible project planning and to provide a forum for public review, consultation, and resolution of disputes. Suddenly there was federal funding to help the states conduct surveys of historic resources and develop comprehensive statewide preservation plans and to help the National Trust meet the needs of private-sector grassroots organizations. Suddenly, in short, there was a framework for partnership. It wasn't—and still isn't—perfect, but it works amazingly well and has proven gratifyingly durable.

It boils down to this: By creating an effective public/private partnership, NHPA has given preservation a place at the decision-making table, an authoritative voice in the discussions that shape the look, the livability, and the future of communities. That alone is reason to recognize this legislation as one of the seminal documents in the history of the American preservation movement, to commemorate the 30th anniversary of its enactment, and to do everything we can to ensure that the partnership it set in place is perpetuated and strengthened.

Reviewing the events of 1966, preservation historian Charles B. Hosmer, Jr., once noted that our movement seems to make major leaps forward at 30-year intervals. If this trend continues, he said, "1996 should portend good things for preservation." We're still waiting to see whether this hopeful prophecy will be fulfilled. Even if "good things" do come to pass this year, the momentous achievements of 30 years ago will be hard to top.

Richard Moe is president of the National Trust for Historic Preservation.

In rural Knox County, ME, Finnish immigrant families constructed the Finnish Congregational Church and Parsonage during 1921-25. Many names associated with the church and its parsonage have been lost to time as the community has become diffused. The church and parsonage were listed in the National Register of Historic Places in recognition of the property's association with the ethnic history of the Finns in Maine. Photo by Kirk E. Mohney for the Maine Historic Preservation Commission.

David J. Brown

Statewide Preservation Organizations and NHPA

Statewide preservation organizations have a history that is intertwined with that of the historic preservation movement. In 1889, the nation's first statewide—the Association for the Preservation of Virginia Antiquities (APVA)—began its work to save sites associated with Jamestown Island. More than 100 years later, almost every state is represented by a statewide preservation organization that works as a partner with federal, state, and local governments as well as local preservation organizations and individuals. The New Mexico Heritage Preservation Alliance is the most recent statewide, founded in 1995.

These private, non-profit organizations have grown in recent years to meet the expanding needs of preservationists at the state level. Almost two-thirds of the organizations now have a full- or part-time executive director. Today, 136 staff members work full time in statewide preservation organizations across the country. Total memberships exceed 55,000 for these groups.

The passage of the National Historic Preservation Act (NHPA) in 1966 was not an immediate catalyst for the growth of statewide preservation organizations. But as State Historic Preservation Offices (SHPOs) were formed in the late 1960s and then developed mature programs in the 1970s and 1980s, many in the preservation community found a need for a private statewide component to support the work of the SHPOs and to help mobilize the local preservation constituency for statewide action.

In Virginia, the formation of the Preservation Alliance of Virginia in 1984 mirrors many of these national trends. While the APVA focused on property protection and restoration at its museum sites concentrated in the Richmond and Tidewater areas of the state, community-based preservation groups felt the need to develop a statewide consortium of organizations to serve as an information and advocacy network for preservation interests. In addition, the SHPO—at that time the Virginia Historic Landmarks Commission—was strongly supportive of a statewide preservation network that would raise preservation's profile among state and local government leaders.

Formed by 44 local preservation organizations, the Preservation Alliance of Virginia has grown to serve 150 member organizations ranging from Colonial Williamsburg Foundation, Historic Richmond Foundation, and the Mount Vernon Ladies Association to the Leesburg Architectural Review Board, the Campbell County Historical Society, and the Franklin Main Street Office. These groups form the backbone of the statewide alliance and provide the grassroots support for legislative initiatives and programs.

The Preservation Alliance has three main program areas: advocacy, technical assistance/education, and networking. These efforts are similar to those of other statewide organizations. The National Alliance of Statewide Preservation Organizations (NASPO) produced a comprehensive description of possible activities and relationships for statewide organizations. They include:

- build awareness and market historic preservation
- lobby and advocate for historic preservation
- engage in real estate activities
- promote organizational and leadership development
- produce and disseminate publications
- serve as a clearinghouse for technical information
- host preservationists from across the state for shared activity
- administer and assist museum properties
- define and fulfill needs that are met by neither the public nor private sector
- provide contract services to state and local governments
- adapt national programs for state application
- provide resource development leadership
- encourage and coordinate affinity group development
- provide heritage education leadership
- develop written and visual resources
- stimulate, develop, and recognize volunteer involvement
- facilitate tourism development

The Unique Role of Statewides

The growth of statewide preservation organizations points to the unique and important role these groups play in the national preservation movement. These groups often build strong relationships with both the government and private sectors and serve as a bridge for uniting organizations, agencies, and individuals with differing per-

spectives but similar needs. The work of the Preservation Alliance is illustrative on this point.

Through the years, the Preservation Alliance worked closely with the Virginia SHPO to support the federal preservation program and build a stronger state effort. In 1988-89, the Alliance was instrumental in supporting a gubernatorial study commission to examine Virginia's preservation program. The Governor's Commission to Study Historic Preservation put forth an extensive series of recommendations that led to the establishment of the Virginia Department of Historic Resources, a statewide preservation revolving fund, a threatened properties grants program to mirror the federal grants-in-aid, and additional review of state-funded projects along the lines of Section 106 of NHPA. Most of this work was based on federal precedents and made for a much more visible state preservation effort.

With a strengthened state program, the Alliance moved to assist its local partners in building a stronger grassroots preservation network. Funding from the state humanities council was used to examine four Virginia cities in 1995 to consider the impact of preservation upon local decision-making. This study provided communities across Virginia with examples of ways to build public-private partnerships, effective techniques for local planning, and suggestions for useful local legislation. A follow-up conference focused on building communities through preservation efforts.

In addition, the Alliance worked throughout 1994 and 1995 to detail preservation's economic impact in Virginia. The resulting study, *Virginia's Economy and Historic Preservation: The Impact of Preservation on Jobs, Businesses and Community*, was released to critical acclaim and extensive media coverage. By combining work undertaken through the years by state government, the SHPO, local preservation groups, and the National Trust for Historic Preservation, the Alliance was able to show the preservation's annual economic impact in Virginia can be measured in the billions of dollars. Preservation creates new businesses, provides good jobs at good wages, brings more tourists to the state than any other attraction, and helps build local property values.

As the Alliance examined these local programs and the economic benefits of rehabilitation, the organization found that grassroots preservationists needed state incentives to encourage preservation. The SHPO began work in 1995 on language for a state tax credit when member organizations of the Preservation Alliance called for new incentives. Concerns over revenue loss led the administration to leave the bill out of its legislative package, but the Alliance stepped into the gap. The organization's Legislative Counsel modified the language and then secured the support of the House Majority Leader and Finance Committee Chairman as the Chief Patron. Virginia's two Senate Finance Chairmen—one Republican and one Democrat—also signed on as patrons, ensuring support at the highest levels of the General Assembly.

Throughout the two-month session, local preservation organizations—part of the Alliance's statewide legislative network—were kept informed of the bill's progress through a fax network and followed with calls and letters to key members of the legislature. The SHPO secured the Governor's support for the bill and worked with key members of the General Assembly to gain their endorsement and explain the technical merits of the bill. In the end, with a partnership of the statewide organization, the SHPO, and local preservation organizations, the bill passed unanimously in both houses and was signed by the Governor. Beginning in 1997, property owners of historic buildings in Virginia—both residential and commercial—can benefit from a tax credit for rehabilitation that begins at 10 percent and climbs to 25 percent by the year 2000.

Linkages and Support

This case study demonstrates the varied work of statewide preservation organizations and the impact of one group. Many other statewides have similar success stories to report. This work is often about building critical linkages between key players at the state and local level and finding ways to support grassroots preservation. For instance:

- The Georgia Trust for Historic Preservation spearheaded efforts to respond to flooding in central and southwest Georgia in 1995, providing assistance as small communities sought to rebuild their communities.
- The Florida Trust for Historic Preservation organizes one of the nation's most effective "preservation lobbying days" each year at the state legislature, bringing hundreds of preservationists together to talk with their legislators.
- The Historic Landmarks Foundation of Indiana operates one of the most sophisticated and successful statewide programs in the country, with programs that range from identifying endangered properties to supporting the creation of local preservation groups.
- Preservation Maryland supports preservation work through a grants program that provides key funds to important projects.
- Preservation North Carolina is actively involved in the preservation of an entire mill village that was donated to the organization as

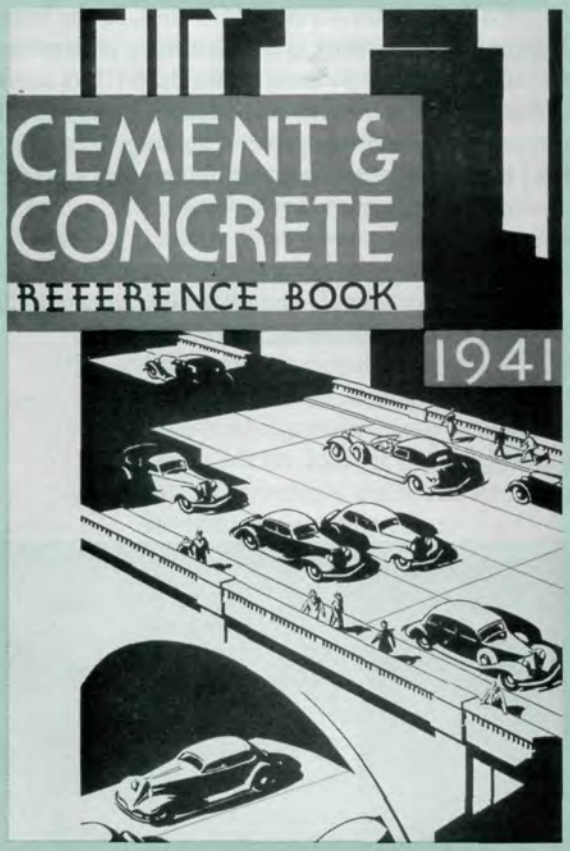
a result of the work of organization's highly successful revolving fund.

- Historic Massachusetts played a key role in a legislative study commission that has highlighted preservation needs and the roles of the government and private sectors.
- Utah Heritage Foundation has an active revolving fund that protects threatened historic buildings in communities across the state.
- Preservation Pennsylvania sponsored the publication of *Save Our Land, Save Our Towns* by Pulitzer Prize winner Thomas Hylton that is serving as the catalyst for a call for statewide planning.
- The Michigan Historic Preservation Network is an active partner in a heritage tourism program to promote historic sites.

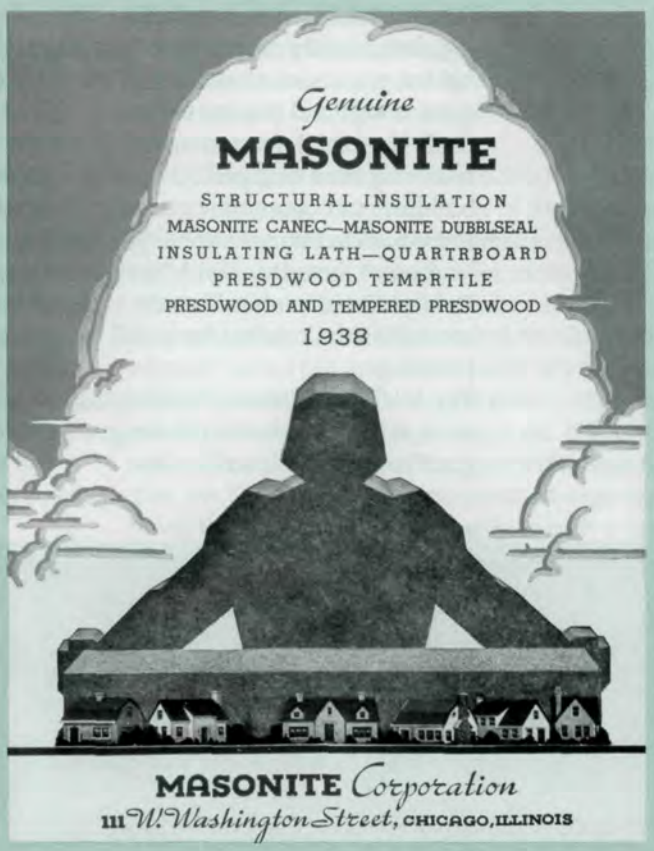
These organizations, and the other statewide preservation groups across the country, have worked to transform communities. At the base of much of this work is the legislative underpinning of the NHPA. By building on the NHPA's survey, registration, review, and education programs, the nation's statewide preservation organizations have become an important partner in today's preservation movement.

David J. Brown is Executive Director, Preservation Alliance of Virginia and Chairman, National Alliance of Statewide Preservation Organizations.

Throughout our history, great engineering projects have marked the centuries as guideposts to continued growth and progress. Othmar H. Ammann, a Swiss emigrant and engineer, designed several of the famous 20th-century suspension bridges linking the island of Manhattan to the northeast, including the 1931 George Washington Bridge. A shortfall of construction funds and an interest in modernism may have played a role in the decision not to clad the towers in stone as originally envisioned by Ammann. In 1990, HABS/HAER recorded the bridge as part of project to document Ammann's engineering designs. Photo by Jet Lowe for HABS/HAER.



The 1941 Cement & Concrete Reference Book provided valuable technical literature on building materials for architects and engineers. Such publications help document 20th-century construction practices when preserving buildings and structures from this century. Courtesy Richard Cheek.



This 1938 Masonite Catalogue *from the Masonite Corporation provided specifications for Masonite sheathing, lath, interior finish board, and roof insulation. Trade publications, like this catalogue, are important in documenting and preserving historic properties from the recent past. Courtesy Richard Longstreth.*

The Queen City Pool in Tuscaloosa, AL, was constructed as a Civil Works Administration/Works Project Administration relief project of the Depresssion era. These programs provided critical relief assistance to the community, while providing the city and surrounding area with vital recreational facilities. Listed in the National Register of Historic Places, the Art Moderne pool was designed by architect Don Buel Schuyler, a former apprentice to Frank Lloyd Wright. Photo by Gene A. Ford for the Alabama State Historic Preservation Office.

Patricia H. Gay

Urban Treasures or Urban Nightmares?

Would we rather have cities that we treasure as the repositories of our civilization, as engines of economic development, and as the culturally-rich habitat of diverse multitudes of our citizenry, or would we rather have cities that are no less than ongoing nightmares for anyone who would reside there, visit, or even contemplate from afar?

It is our choice. It turns out that preservation programs, initiated at the federal level in 1966 with state and local government following suit, can probably claim more success, per dollar invested, in alleviating urban problems. With average annual funding of under $60 million for the entire country, National Register designation, Section 106 review, the Main Street program, and the federal rehabilitation tax credit—in partnership with local districting and state programs—have done far more for towns and cities across the nation than multi-billion dollar programs. Yet, they often remain a low priority for officials involved at local, state, and federal levels.

Historic preservation continues to be confined—in the federal budget and in people's minds—to a minute niche reserved for saving old buildings. The many benefits that come from saving old buildings are not acknowledged. Our leaders often choose to cling to other programs and to ignore proposals such as the homebuyer tax credit, which would turn those nightmare vacant properties, and neighborhoods, into treasures for their owners, neighbors, and citizens everywhere.

Where preservation programs have been used, we can point with pride to urban treasures in the form of healthy neighborhoods, thriving Main Streets, and impressive landmarks, as well as to the beautiful countryside, that has not been squandered and destroyed by shopping malls and suburban sprawl. Yet environmental activists continue to ignore preservation for combating unbridled destruction of the natural environment for building materials, highways, and suburban development. Urban leaders, tempted to take the easy way out with demolition, continue to ignore preservation as a tool for countering the resegregation of America, building pride in neighborhoods, and recapturing the essential urban middle class. Concerned citizens continue to look for short-term solutions to major problems such as crime and ignore preservation as a useful tool in achieving long-term results.

It is our choice. And it is our duty as preservationists to speak out more loudly and clearly, because the other urban programs are not going to work if we continue to destroy our historic built environment and ignore it as an economic, cultural, and sociological resource. A civilization without cities is an oxymoron. Such a civilization cannot be, and it is a disaster if we continue to deceive ourselves that it can.

New Orleans, like many other cities, has benefited greatly from historic preservation in the past three decades. Our Warehouse District, in spite of widespread urban population decline, now has more than 3,000 people living there, as compared with 1984, when there were none. Our tourism industry, verified by surveys to be dependent on historic attractions and ambiance, is one of the strongest in the country—without casino gambling and other cataclysmic and contrived attractions. Many of our historic neighborhoods have repelled urban decline and have never looked better. Vacant office buildings, large and small, usually historic, are purchased and developed for hotel and residential conversion.

Although it was local civic action in the early 1940s that ensured the preservation of the Vieux Carré by creation of the Vieux Carré Commission, it was not until 1975 that additional local historic districts were added. The National Historic Preservation Act of 1966 was, therefore, an important factor in the interim in countering suburban sprawl and urban renewal that was destructively well underway in other cities by that time. Since 1975, local preservation coupled with the national programs has been responsible for most of our city's enduring success stories.

In historic areas where New Orleanians have chosen not to use this formula, we have failure, evidenced by slum and blight, closed schools, violence, unemployment, and hopelessness. Such failure affects the entire city—we should not be satisfied to have success in certain neighborhoods and on portions of historic thoroughfares. Preservation has been good for our city, yet it is a low priority when it comes to planning, policy, and funding.

It is interesting that developers, for better or worse, want to be right in the middle of older

neighborhoods that reflect successful preservation efforts; rarely do developers invest in historic areas where we have chosen not to use historic preservation programs.

Even though a well-maintained historic built environment reflects and stimulates a healthy economy, a sense of community, a rich cultural heritage, and a better quality of life in general, the words "historic preservation" are rarely spoken by elected officials and civic leaders, unless to a preservation group. One reason is the so-called image, or elitist problem, which preservation groups everywhere attempt to counter with better public relations—the facts speak for themselves. Another often discussed reason is the disinterest in history. The "takings" issue and pressure from developers will always present blockades for preservation. There is the failure to understand that preservation is good for the economy. But, today, after several decades of suburbanization and urban decline, there are a host of new reasons that preservation is not embraced, which helps to explain the "image" problem, and that go beyond the failure to understand the importance of our history and pressure from development. For example:

- Many Americans do not care about cities. The generalizations that Americans have never been fond of cities has some basis historically and may be more valid today. Recently, a national columnist said that "Most Americans saw the postwar exodus from cities as social progress." That thinking seems now to be entrenched. A corollary to this is our tendency to be a throw-away society. If enough Americans do not care about cities, then there will not be support for programs that save them.
- Americans do not realize that preservation programs benefit the urban poor, with ongoing, independent positive impact that welfare and low-income housing programs simply do not have. Preservation programs generate economic activity and a tax base desperately needed by the poor, and build strong neighborhoods filled with role models who otherwise would have moved to the suburbs. Yet concern for the urban poor is typically confined to assistance and "bottom up" programs that are not designed to address the real source—primarily population decline—of urban poverty. There is the a "you care about buildings; we care about people" attitude.
- Those who are concerned about American cities in general nevertheless confuse the issue of urban decline with poverty. Certainly they are related, just as all urban issues are related, and all efforts to address urban issues should be carefully coordinated and fully used in planning. Preservation is usually left out, at best reluctantly, or grudgingly, included. Poverty programs alone simply will not revitalize any city. Yet, involved citizens typically think they will.
- Even though most people realize that urban decline began with the exodus of the middle class to the suburbs, there is little interest in attracting the middle class back to the city. Examples, most using preservation in one way or another, prove that it can be done. Yet in spite of success stories, there is insistence that it cannot be done, and there is often opposition on the basis that rebuilding the urban middle class is contrary to the needs of the poor, helping people who do not need help. There is no such thing as a thriving city without a strong middle class.
- Seldom do leaders acknowledge the impact of preservation programs. Even though the Main Street and rehabilitation tax credits programs have had incredible success, leaders turn to other programs with billion dollar budgets, refusing to increase preservation budgets or to support new programs. While there are many co-sponsors for the federal rehabilitation tax credit for homeowners, there are not enough, even though it would have a major impact in inner-city neighborhoods suffering from population decline and abandoned houses.
- Citizens remaining in declining neighborhoods have been told to fear historic preservation efforts (such as local designation and marketing efforts to attract buyers for vacant historic buildings in their neighborhood), as if they were more dangerous than drug dealers or casino gambling, because they might "gentrify" the neighborhood. Buildings are demolished one by one for fear of displacement. Fear of change seems to be greater than the fear of violence.
- Often vested interest groups in American cities are opposed to true revitalization which preservation programs would initiate. They feel threatened, fearing that the catalytic, independent private sector investment that preservation programs generate would cause less need for their service or patronage.
- Many large cities have a majority black population. The re-segregation of America, though actually an economic phenomenon as the poor are left behind in the inner cities, has strengthened opposition to preservation because of the mistaken belief that preservation is of interest only to white people and that it would benefit only white people. It is unfortunate to assume that an interest in

preservation is related to race. This belief is a major factor in the failure to implement more preservation programs in urban areas.

- Political correctness prevents us from discussing issues openly, from using successful preservation programs more fully. We are reluctant to abandon typical rhetoric about urban issues.

It would be a simple cost-efficient matter to strengthen historic preservation programs at all levels and include them in strategies to reverse decline in cities. In spite of the urban nightmares that so many American inner cities are today, there is still hope. We do not have the problems that developing nations have in their cities. Our country still has a strong middle class providing social and economic mobility, even though this effect is very much diminished with the geographical separation of suburb and inner city. We have preservation programs that are among the best in the world.

Americans seem to be in denial about what has happened to their cities and about the fact that the situation is getting worse. We seem to have accepted a city, or many of its parts, as places of poverty and violence. Yet it need not be. We have not done our best; we have not used all that is available. If we acknowledge the need for thriving cities inhabited by people of all income levels and if we recognize the resource of our historic built environment and embrace proven preservation programs, many of our urban problems will diminish, and we can then focus on others. It is our choice. We can choose to turn our urban nightmares into treasures for all.

Patricia H. Gay is Executive Director of the Preservation Resource Center of New Orleans.

New technologies such as the military's Global Positioning System (GPS) are now being used to more effectively monitor and document cultural resources. The Cultural Resources Geographic Information Systems Lab (CRGIS) of Heritage Preservation Services, National Park Service, recently conducted training for members of the U.S. International Council on Monuments and Sites (US/ICOMOS) at two World Heritage sites, Monticello and the University of Virginia. Prior to the survey, hand-held GPS units are checked and programmed (left photograph). A team member is shown taking satellite readings at the perimeter of the south colonnade of Monticello using the GPS unit (right photograph). GPS can be used to establish absolute geographic points for both manmade and natural features.

After performing an extensive review of Monticello's features, GPS data is downloaded from remote units onto computer workstations. The data is then compared and corrected with data recorded at a remote base station. This map data is now the basis for a comprehensive Geographic Information System (GIS) for the Charlottesville, VA regional area. There are many possible uses for GIS, such as the monitoring of remote cultural properties, as a tool for enhanced interpretation of our cultural heritage, and as an aid for land-use management. The NPS CRGIS lab has used GPS/GIS to facilitate cooperative planning between national parks and state and local governments, as well as the documentation of cultural resources within Civil War battlefields, national parks, national recreation areas, and state historic sites. Photos by Matthew Nowakowski and Khaki Rodway.

Hester A. Davis

NHPA and the Practice of Archeology

Although the National Historic Preservation Act (NHPA) has profoundly affected the practice of archeology, its drafting, consideration, and passage by Congress, and its progress for a few years thereafter, slipped by archeologists unnoticed. Those concerned with national politics at the time were bound up with the grassroots effort to get other, more specifically archeological legislation (Moss-Bennett Act, PL 93-291) passed. The archeologists involved in its drafting and amendments over six years knew next to nothing about the workings of the 1966 Act[1] or how the NHPA might apply to their concerns and vice-versa.

Establishing Significance

Perhaps one of the more subtle but long-term effects of NHPA on the practice of archeology has been the need to "establish significance" of sites that are considered important to "prehistory and history." Criterion D of the National Register of Historic Place's criteria for establishing significance was not considered particularly helpful in making these decisions because archeologists contended that all sites could be considered significant until proven otherwise. This approach proved cumbersome to the bureaucracy, as did the initial requirement that significant sites had to be actually listed on the National Register before "mitigation" measures could be considered. The amendment to the NHPA that allowed all requirements for consideration to kick in if a site was "on or eligible for inclusion in the National Register" occurred in 1976, and allowed data recovery to take place quicker and earlier in project planning.

Archeologists soon began exchanging comments on what constituted appropriate criteria for significance: significant to whom and for what? Were some significant sites more significant than others? What about large projects with many significant and therefore eligible sites where the amount of money available for protection or data recovery was not adequate? Was a site significant only for its research potential? Were big sites more significant than little ones? Should the cost of data recovery be considered? What about added significance for those sites that could be easily interpreted to the public?

What has evolved out of this debate is that it is the judgment of the archeologist regarding the kind and amount of information that can be recovered from a site, which is appropriate for establishing its significance. This judgment is now made explicit in a research design, and it is upon that document that agreement is reached as to how much data recovery will be done and/or how much money is to be spent to obtain that information. This

A cooperative effort of the South Dakota State Historic Preservation and the Black Hills National Forest, a statewide survey of ancient rock art produced a body of data and written reports that could be used in subsequent research and cultural resource management activities. The survey led to the nomination and listing in the National Register of Historic Places of a group of rock art sites, which are significant for their ability to yield information about prehistoric art and ideology. Photo by Glen Fredlund and Linea Sundstrom for the South Dakota State Historic Preservation Office.

is a fundamental change in how archeologists do research. Prior to working out this system, archeologists seldom did more than indicate a few simple goals prior to going into the field. The research design, if it was expressed as such at all, was written after the field work was done and the archeologist knew what raw data was available.

Public Archeology, the Conservation Model, and Cultural Resource Management

In *Public Archeology,* Charles R. McGimsey, III, expressed the philosophy that "the past belongs to everyone."[2] His development of this concept paralleled, but was not influenced by those involved in the drafting and passage of the NHPA. Over the next decade, however, this concept became accepted, at least by most archeologists: the public was paying for most of their research and they were accountable to that public. Federal agencies were, of course, mandated to "manage" the evidences of the past on land they controlled, regardless of the "mission" of the agency. And they were required by the National Environmental Policy Act (NEPA) of 1969 as well as the NHPA, to "take into consideration" the important cultural resources effected by any project with federal involvement. The Forest Service and the National Park Service stopped setting fire to old homesteads; the Corps of Engineers began to rehabilitate historic buildings and to preserve and interpret archeological sites.

After passage of the Moss-Bennett Act in 1974, which allowed federal agencies to expend their own funds to meet the requirements of various cultural resource and historic preservation laws, the increase in the amount of field archeology that took place was enormous. Some archeologists became alarmed at the number of significant sites which potentially could be excavated in the name of "mitigation." In anticipation of these changes, William D. Lipe of Washington State University (and current President of the Society for American Archaeology) published an article in 1974 that had long-lasting effect on the way archeologists approached these new research opportunities.[3] Lipe cautioned that we might be digging up all the good sites and leaving nothing for the future, when techniques would have advanced and different questions could be asked of the data. Set some of the significant sites aside, he advised, just as the folks supporting natural conservation measures do. Put fences around them; do whatever is necessary to see that they are actively protected for the future. In the language of the law, don't consider data recovery as the only way to mitigate impact on archeological sites. Lipe's "Conservation Model" for archeology means that impact on many significant archeological sites is avoided. The federal agency upon whose lands those sites occur must, as a consequence, "manage" them. Cultural Resource Management (CRM) is not only considered a part of federal historic preservation regulation, it is now a specialty within the profession.

Even before CRM became a part of our vocabulary, it was obvious to many that, under the NHPA, historic archeological sites must be considered, not just prehistoric. There were enough archeologists specializing in the historic period that in 1967, the Society for Historic Archeology was formed. They were quick to point out that there were significant historic archeological sites that met the National Register and the Advisory Council's criteria and must be considered. In addition, historic archeologists specializing in underwater shipwrecks pointed out that these are "cultural resources" and come under the definition of the law as well (although a separate law, the Abandoned Shipwreck Act of 1987, was required to specify this). Cultural resources means all cultural resources, not just prehistoric sites or standing historic structures, and indeed, it is being suggested that the term should be stretched to include, for example, contemporary ethnic communities and Native American religious sites (protection of which has required yet another law). The growth and contributions of historic archeology, quantitatively and qualitatively, in the past two decades can be considered a real spin-off of the NHPA.

Other Spin-Offs

There have been other spin-offs and unforeseen consequences of the great increase in the amount of archeological research that has been prompted by historic preservation laws. For example, because research must be completed within a set time frame, more efficient means of recovering maximum amounts of information have been devised, e.g., remote sensing, more sophisticated sampling techniques, more consistency in field methods, etc. In analysis, computerization of records and manipulation of the data for analysis has become commonplace, indeed necessary, given the quantities of information. This also means more likelihood of comparability in analytic procedures. Much information is now computerized and reports are issued in a timely manner to meet contract deadlines. As a consequence, more data is available sooner to other researchers. Many State Historic Preservation Offices have issued standards and/or guidelines for doing field work and writing reports, which are a fine incentive for consistency in data recording.

Issues of curation have come to the fore because of the huge increase in federally generated records and material needing care, storage, and conservation. The National Park Service's Curation Standards (36 CFR 79) provide a base-

line to measure adequate curation facilities and practices. Because federal agencies are required to see that records and artifacts for which they are responsible are properly cared for, many museums and other curation facilities have been able to improve the physical storage space.

Finally, the whole composition and function of the profession of archeology has changed. Many federal agencies now employ their own archeologists. More significantly, many professional archeologists have gone into business, forming for-profit companies that provide expertise to agencies needing to meet the requirements of the environmental and historic preservation laws.

Indeed, the job market for archeologists is completely different than it was 30 years ago, and the MA degree is now considered a professional one. Formed in 1977, the Society of Professional Archeologists set research and ethical standards. The Society for American Archaeology is now politically knowledgeable and active. While the National Historic Preservation Act did not mandate or specify most of the changes discussed here, its long-reaching influence on how, when, and on what properties archeological research will be conducted cannot be denied.

Public Benefits of Archeology

Many of the "built environment" people still think archeology is a "problem" within historic preservation. Archeology takes too long; it costs too much; sites without real significance have had large amounts of public money spent on them without obvious public benefit. Granted, there are glitches in the system and a bad apple here and there. But some of this criticism has to do with the nature of archeology and of archeological sites.

By definition, archeology is the study of all evidences of past societies. Material culture can tell us much about the past lifeways of historical communities as well as ancient communities whose descendants now make up an important part of the American cultural tapestry. Few professional fields evoke such a feeling of awe on the part of the American public. Thousands of people participate in Archeology Week celebrations across the country and appreciate viewing archeological excavations on both prehistoric and historic sites. Archeology provides an essential key to understanding and interpreting the common man and woman in the past where no, or scarce, written records exist. These are themes that draw the public to archeology. Without the NHPA, archeology might have remained a largely esoteric endeavor. With NHPA, archeology has been transformed into "public archeology," and has changed the future of the past forever.

Notes

1 King, Thomas F., Patricia Parker Hickman, and Gary Berg 1977 *Anthropology in Historic Preservation: Caring for Culture's Clutter.* Academic Press, Inc.

2 Lipe, William D. 1974 "The Conservation Model for American Archaeology." *The Kiva* 39:213-245. Arizona Archaeological and Historical Society, Tucson.

3 McGimsey, Charles R. III 1972 *Public Archeology.* Academic Press.

Hester A. Davis is State Archeologist with the Arkansas Archeological Survey.

In Walthill, Nebraska, a Native-American, Dr. Susan LaFlesche Picotte, established a hospital to care for members of her own people, the Omaha Nation. The 1912 vernacular frame structure was listed in the National Register of Historic Places in recognition of its service as a facility for the practice of medicine by Dr. Picotte—the first Native-American woman to practice medicine in the United States. Historical View by George Condra, courtesy Nebraska State Historical Society Photo Collections.

Antoinette J. Lee

Historians Then, Historians Now

The framers of the National Historic Preservation Act did not target the history profession for transformation. Nevertheless, the Act served as a catalyst for turning a largely academic endeavor into one that today serves a diverse audience from a wide array of organizational bases. The major impetus for the transformation was the broadened vision on the part of the framers of the Act of what was historically significant. In the establishment of the National Register of Historic Places and subsequent state and local registers, the vision of community values was incorporated. The key words in the Act are found in the passage: "The historical and cultural foundations of the Nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people."

The graceful spiral stair from the Lanier Mansion, Madison, IN, is one of the most noteworthy features of the mansion. Built in 1840 by architect-builder Francis Costigan for banker James F. D. Lanier, the Lanier Mansion is one of the finest Greek Revival structures in America. It was designated a National Historic Landmark in 1993. Photo courtesy Indiana State Historic Preservation Office.

The effects of the national historic preservation program were not immediately evident in the study of history. When I first became serious about history as a profession in the late 1960s, the academic curriculum seemed to have hardly budged since the early part of the century. However, change was already in the air. American civilization and other interdisciplinary studies had begun to impinge upon the otherwise quiet academic endeavors of historians. These and other interdisciplinary studies were intended to provide new perspectives on studying the past. They allowed students and professors to explore the past through the prisms of literature, art history, anthropology, archeology, sociology, and other disciplines.

Another factor in tugging at the boundaries of history was the American Bicentennial celebration of 1976. Initiated at least a decade earlier, the "Bicentennial Era," as orchestrated by the American Bicentennial Commission, was a highly decentralized national celebration. Nearly every community, every organization, and every government agency felt obliged to "do something for the Bicentennial"—whether it was a publication, an exhibition, a conference, or another event. These observances emphasized state, regional, and local history as often as they marked the 200th anniversary of the Declaration of Independence. The Bicentennial left an important legacy in the many publications that now are classics in their field. "The States and the Nation" series of the American Association for State and Local History, published by W. W. Norton & Company for the national Bicentennial of the American Revolution, is one notable example. The Smithsonian Institution's major exhibition, "A Nation of Nations," was a memorable event in raising the public's consciousness about the immigrant experience. Many more examples could be cited.

The academic historians themselves sowed the seeds of their profession's own metamorphosis. Beset with student unrest on numerous campuses in the 1960s, academics sought to make history

relevant to the social issues of the day and to tie their lives' work to addressing problems of race relations, the role of ethnic and cultural minorities within the majority culture, the declining condition of life in the inner city, and the nature of "community." They began to write about the history of ethnic groups, examine the forces that caused the development of neighborhoods, and pursue family histories. As the "new social history" gained a foothold on the academic community, it spread also to the professionals who worked for historical organizations and museums.

The forces of relevancy and community found a ready audience in the first generation of historians who worked exclusively in the historic preservation field. Entering this line of work at the time when the discipline of history itself was transforming was a fortuitous coincidence. Legions of survey and National Register historians set out to document common places in the landscape. Older residential areas, historic commercial districts, industrial centers associated with the origins of a community, engineering structures, and open spaces and parks were part and parcel of the substance of historic preservation work. No longer was history thought of as predominantly the study of the educated elite.

This virtual tidal wave of "new social historians" eventually became part of not only the historic preservation establishment, but also the academic one as well. Studying the lives of everyday people living through national, regional, and local change is now accepted as the norm. A glance through the program of annual meetings of national historical organizations provides ample testimony of the prevalence of the new social history. Academic papers are delivered on a diverse array of topics, covering women's history, ethnic history, and the history of many other previously overlooked groups of people. Historic house and outdoor museums have reevaluated their collections and present interpretive exhibits on everyday people of the past. Today, the vast majority of National Register listings address important aspects of local history, whether historical trends in a locality, locally significant individuals, or local architectural and engineering developments. These properties represent community values and help define community character.

The evolution of the history profession over the past 30 years has not been without its casualties, however. A whole generation of historians, many of whom aspired to tenured academic careers, found themselves futilely battling up against an unforgiving job market, when the baby boom gave way to the baby bust. Even after the passage of a generation, the academic field looks little better as retiring faculty are replaced with temporary and part-time hires. The historical agency and historic preservation fields absorbed many of the historians produced during the past 30 years. Many historians went on to blaze new careers as historical consultants, corporate historians, and other variations on the public historian. They formed their own associations, which bridged the academic and public realms. Other historians gave up history entirely as a profession, returned to school, and applied their historical skills to entirely new professions, such as law, business, or public policy.

Built in 1812 by Dr. Julius LeMoyne, the LeMoyne House, Washington, PA, was listed in the National Register of Historic Places in recognition of the property's second owner, Dr. Francis LeMoyne. He was one of America's most outspoken abolitionists and founder, in 1824, of the American Abolition Society. Photo courtesy Washington County History & Landmarks Foundation.

History as a profession has become much more diverse since the passage of the National Historic Preservation Act. A typical gathering of historians in 1966 would hardly recognize their profession should they witness a similar gathering in 1996. However, historians of today have much to learn from the historians of yesterday. Historians today are rightly bringing their professional concerns to everyday people, such that history as a subject is readily accessible to the general public. However, many localized studies remain just that. They tell the reader or observer much about what happened in that particular place, with

that particular set of individuals, and against that particular local trend. The national, regional, or even broader local context is lost amid a nearly microscopic focus upon details about particular properties or items of material culture.

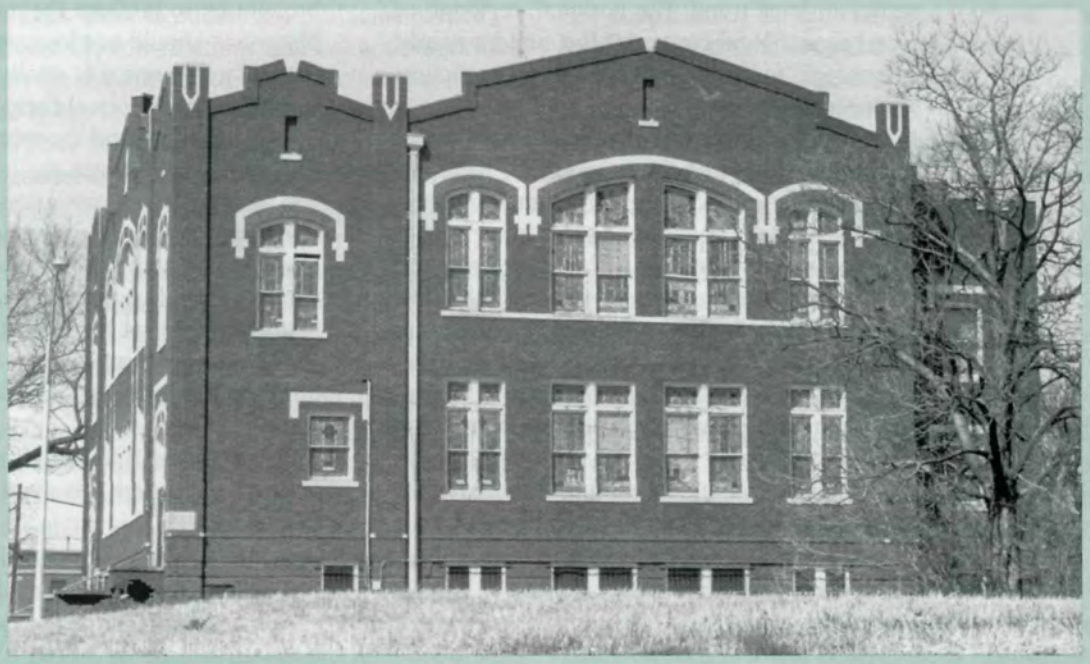
In order to capture the imagination of the public more fully and thus support for history as a "living part of our community life and development," historians should endeavor to reconnect their community histories with the larger historical forces of which their particular slice of history—and by extension, other related slices—was a part. This means that historians must relate the "downstairs" to the "upstairs," and the "outbuildings" to the "main house," and the whole property to the life of the nation.

The new social history has enriched the study of the past for countless members of the public, whose support for historic preservation has brought us so far from the mid-1960s. However, historians should not lose sight of the vast constituency that remains vitally interested in the transcendent historical themes of national politics, military conflict, and the work of great architects. The public appreciates the telling of history and will support the preservation and interpretation of that history when it has meaning to their own lives. Telling community history within its broader context should go far in using the past, evident in historic places, as the 1966 National Historic Preservation Act aspired, to "give a sense of orientation to the American people."

Antoinette J. Lee is Senior Historian for National Programs, Heritage Preservation Services, National Park Service.

This view of downtown Jackson Street in Dubuque, IA, shows the Key City Iron Works Foundry (1890) on the left and Farley and Loetscher Manufacturing Company (1903) on the right. They are significant turn-of-the-century industrial buildings in the riverport city. In 1986–87, HABS/HAER documented this historic district as part of its larger effort to record outstanding examples of the country's heritage through measured drawings, large-format photography, and written histories. Photo by Clayton B. Fraser for HABS/HAER.

The Twin City Rapid Transit Company Steam Power Plant, Minneapolis, MN, was constructed in 1903 to provide power to the Twin City Rapid Transit Company system. It enabled the street railway company to operate as the major means of public transportation in the city and adjacent communities for nearly half a century. With the changeover to buses, the transit company transferred this building to the Northern States Power Company in the early 1950s. Today, the building serves as a steam-heating facility for the University of Minnesota. This property was listed in the National Register of Historic Places in recognition of its important role in the city's transportation history. Photo by Jeffrey A. Hess for the Minnesota Historical Society, State Historic Preservation Office.



In 1995, a stunned nation reacted to the human tragedy unfolding in Oklahoma City in the aftermath of the bombing of the Alfred P. Murrah Federal Building. Several historic structures were also damaged in the bombing, including the late Gothic revival style church (1916) pictured here. A Historic Preservation Fund grant administered by the Oklahoma State Historic Preservation Office provided for the preparation of a National Register nomination for the affected area and a historic structures report for Calvary Baptist Church, an important landmark for African Americans. The church has since received bricks-and-mortar funding from Oklahoma City, and the public's attention has been focused on the importance of historic properties in the community. Photo by C.R. Cowen, courtesy Archives & Manuscripts Division, Oklahoma Historical Society, 19687.TO.0030.55.59.35.

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