CRM

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

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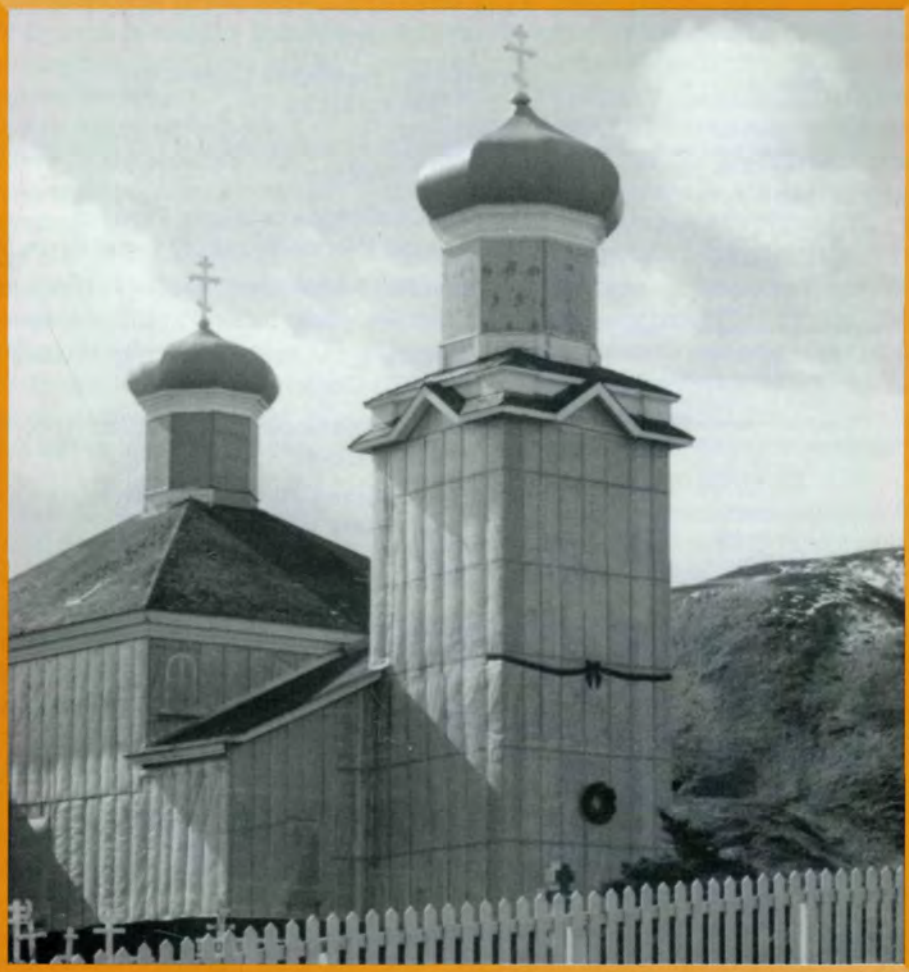
National Historic Landmarks Assistance Initiative

Preserving Our National Heritage



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***CRM* CELEBRATING 20 YEARS OF PUBLICATION**

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Cover: Church of the Holy Ascension NHL, Unalaska, AK. Community pride and delight in saving their church is evident in the Christmas wrapping of the newly restored building. With structural repairs completed, the church awaited the barge bringing the shipment of new siding, Christmas 1995. Photo by Roger Hunter, International Steel Erectors, Anchorage, AK.

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de Teel Patterson Tiller

Preserving Our National Heritage
The National Historic Landmarks Assistance Initiative

Historic places make tangible the American experience. Through these authentic sites, we more fully experience and understand the major events, the significant individuals, outstanding examples of design and construction, and the great ideas that shaped our nation. Historic places guide us in comprehending the complexity of important trends and patterns in American history. They teach us what it is to be an American. They form the common bonds that tie together the many groups that settled the country and provide anchors of stability in a fast-changing world, ensuring that our history will be accessible to generations yet unborn.

While most historic places are important locally or on a state level, a few resonate with most Americans. Those that "possess exceptional value or quality in illustrating or interpreting the heritage of the United States" are designated National Historic Landmarks (NHLs). They illuminate our rich and complex human story that spans more than 10,000 years, from the arrival of ancient hunters who crossed into Alaska from Asia, to the living traditions of today's Native Americans, to citizens whose roots lay in Africa 200 years ago, to more recent immigrants to our shores. The story is there to be told on Brooklyn beaches, in presidential homes, on vast stretches of arctic tundra, at the sacred places in Micronesia, on battlefields, at pueblo ruins and earthen mounds, in the nation's industrial centers, and in our historic towns and communities.

Now numbering over 2,200, NHLs are acknowledged as our nation's most important historic, traditional, and archeological places, those of transcendent importance to us all. They are designated by the Secretary of the Interior, after review by the Landmarks Committee of the National Park System Advisory Board.

Once NHLs are designated, the National Park Service (NPS) commits to the preservation of these irreplaceable resources through the **National Historic Landmarks Assistance Initiative**. The Assistance Initiative promotes the preservation of NHLs through technical assistance to their stewards—owners, managers and friends' groups—and education of the general public about the importance of NHLs and of their preservation. The NPS works with partners such as other federal agencies, State Historic Preservation Officers, local governments, Indian Tribes, colleges and universities, private organizations and individuals, and non-profit organizations such as the National Park Foundation, the National Parks and Conservation Association, and the National Trust for Historic Preservation, to educate and assist all Americans in preserving their heritage.

Although the vast majority of our NHLs are being carefully preserved, approximately 6% of them at any given time are threatened, with their survival for future generations in question. Their loss would diminish us all and sever the link from our past to the next generations. The National Historic Landmarks Assistance Initiative works with owners, governments, and citizens to see that these unique resources are preserved.

While most NHLs are owned privately, it is, in the final analysis, the American public which is responsible for preserving its irreplaceable

Dexter Avenue Baptist Church NHL, Montgomery, Alabama. This small church served as the original headquarters of the Montgomery Improvement Association, headed by Dr. Martin Luther King, Jr., which carried out a successful boycott of segregated city buses in 1955. Photo by Susan Escherich.

National Historic Landmarks. Unless we as a people collectively care about these truly unique places, they ultimately lose their importance to us as a nation. National significance is not an innately inherent quality. It must be conferred, understood, renewed, and preserved by us *all*—as a people.

There are many ways in which you can promote this important goal. These include visiting NHLs, learning about preservation issues and techniques, and teaching your children to preserve and value their history and historic places. You can encourage your elected officials to support legislation that protects historic properties, and educate them about the importance of cultural tourism to the economy of their jurisdiction. You can join local or statewide historic preservation associations, and become involved in the founding of a nation-wide National Historic Landmarks friends group. The National Park Service can provide guidance and technical advice, but preservation of NHLs ultimately requires public commitment to our national heritage.

Join us!

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✔ Take Action— A Letter from the National Parks and Conservation Association

National Historic Landmarks are, in their own quiet way, a means of defining more broadly our common histories and collective heritage. Through the National Historic Landmarks (NHL) program, we can acknowledge our diversity as a nation in concrete and meaningful ways. Through the preservation of these places, we can pass down to our children a more complete picture of what it means to be American.

In 1966, Congress authorized a direct grant program to assist NHLs; however, no appropriation of money has followed. Thus, it is not surprising that a program with no maintenance funding would find that deterioration is the main threat to both publicly and privately-owned NHLs.

That's not the end of the story, however.

If the era of big government is over, then the era of creative government must begin. The National Historic Landmarks Assistance Initiative, described in this issue of *CRM*, is a pioneering way to leverage the ability of the National Park Service to care for and preserve these special places with public and private support. Through this program, owners have the opportunity to share knowledge, techniques, and practices to resolve common problems. They will create a collective voice to advocate for NHL preservation at all levels of society.

Our job—the National Parks and Conservation Association as advocates, and the National Park Service as facilitators—is to make sure that this initiative is not just another good idea that disappears from our consciousness in a short while. We must support the owners of NHLs in substantive ways, as well as bringing their message to the public, so that the public will seek to preserve NHLs in a more active way.

At the same time, while we move ahead with the assistance initiative, we must remind Congress that it has a fiduciary responsibility to facilitate the preservation of NHLs. The key to saving America's NHLs is a responsible joining together of American government—including Congress—and the American people. That's the trust that this initiative hopes to create.

In addition to the assistance initiative, this issue of *CRM* allows us to learn about a variety of individual efforts across the country to preserve NHLs. I hope that from reading this issue, more ideas will form, and thus expand and improve our efforts to conserve America's cultural legacy.

—Eileen Woodford
Northeast Regional Director
National Parks and Conservation Association

Introduction

Federal responsibility for leadership in preservation of the nation's historic heritage belongs to the Secretary of the Interior. This responsibility has been delegated to the National Park Service, which includes many historic units and resources within its own park system. The NPS is also charged with educating the public about the importance of understanding the nation's history and preserving the historic places which embody that heritage, regardless of ownership.

de Teel Patterson Tiller, Chief of Heritage Preservation Services in the NPS, begins this issue by reminding us that responsibility for the preservation of National Historic Landmarks belongs to all of us. The National Parks and Conservation Association (NPCA) has long been a voice for the national park system and its programs. Eileen Woodford, Director of the Northeast Region of the NPCA, urges owners to work together to resolve common problems and advocate for NHLs.

The NPS not only nominates new NHLs in partnership with others, but also provides guidance on their preservation. Expansion of participation in the nomination process is discussed by Carol Shull, Keeper of the National Register of Historic Places and Chief of the National Historic Landmark Survey.

The NPS monitors the condition of NHLs and reports to Congress on damage and threats to these properties. NPS also makes recommendations for ways to mitigate the damage or threats without destroying the essential characteristics of the Landmark, its "integrity." Monitoring and assistance to NHLs are carried out by NPS staff in nine field offices, coordinated by NPS' National Center for Cultural Resource Stewardship and Partnerships in Washington. The National Historic Landmarks Assistance Initiative is discussed by Susan Escherich, Coordinator of the Assistance Initiative.

The NPS works with State Historic Preservation Offices to carry out preservation programs throughout the country. Cherilyn Widell, California State Historic Preservation Officer, writes about the importance of the NHL program in helping carry out the preservation of all historic resources in the states.

National parks are being encouraged to reach out to their communities and forge partnerships for stewardship of natural and cultural resources. Some parks have been doing this for a long time in connection with the NHL program. Jon E. Taylor, historian with the Harry S Truman National Historic Site in Independence, Missouri, describes working to promote preservation with the residents and businessmen of the Harry S Truman Historic District National Historic Landmark. This NHL extends far beyond the four buildings owned by the NPS. William Wilcox, historian in Herbert Hoover National Historic Site in West Branch, Iowa, writes about his experiences visiting the 23 National Historic Landmark owners in Iowa over the past 10 years.

Many aspects of technical assistance provided by the NPS to private, local, state, tribal and federal stewards of NHLs are discussed in this issue. Lysa Wegman-French, historian in the NPS Rocky Mountain Support Office, describes the ways various NHLs were able to benefit from the NPS's Challenge Cost Share Grants.

Linda Cook, historian in the Alaska Support Office, discusses the use of money available under the Intermodal Surface Transportation Efficiency Act (ISTEA) for the preservation of a Russian Orthodox Church in Unalaska. Linda also writes about the need to market Alaska's NHLs and the NHL program to the cruise ship industry, and about the benefits to the preservation of native Aleut heritage of the new Aleutian World War II National Historic Area, which was created in 1996.

Christine Whitacre, historian in the Rocky Mountain Support Office, describes the impressive preservation efforts of the small mining town of Silverton, Colorado. Silverton's volunteer historical society put together funding from many different sources, including ISTEA, the Historic Preservation Fund, and the NPS as well as private funding, to restore their town hall and create a museum. Mark Barnes, with the NPS Southeast Regional Office, describes its efforts to prepare nominations for many new NHLs across the South, including Puerto Rico. Catherine Colby, historian in the Southwest Support Office, describes working with the Wheelock Academy NHL, which served the Choctaw community between 1832 and 1955.

Archeological investigations in the Presidio of San Francisco NHL have resulted in the discovery of "The Presidio within the Presidio." An article by Leo Barker, historical archeologist with the Golden Gate National Recreation Area, describes the methodology and reasoning used in this investigation.

Ann Huston, of the Pacific Great Basin Support Office, worked closely over many years with B. Noah Tilghman, Cultural Resource

Manager with the California State Park System, and the Bureau of Land Management to work out a way to preserve the historic mining town of Bodie, California. The story, which reads like the "Perils of Pauline," involved federal, state, local and private owners, but shows that persistence and creativity pay off.

Finally, an article by Lou Ann Speulda, of the Region I Office of the Fish and Wildlife Service, describes an excellent example of creative cooperation among federal agencies in the story of the transfer of World War II Facilities at Midway NHL out of U.S. Navy management to that of the U.S. Fish and Wildlife Service, which will preserve both cultural and natural resources.

The articles as a whole provide an overview of many facets of the preservation of National Historic Landmarks. Hopefully readers will find new inspiration and ideas in this issue. Thanks to all who contributed and congratulations on all the good work that NPS and its partners—federal, state, local and private—are doing towards the preservation of NHLs and all of the nation's historic heritage.

—*Susan Escherich, National Park Service*

The editor wishes to thank the authors of articles and letters in this issue, and Antoinette J. Lee, Acting Chief, Preservation Initiatives Branch, and Bryan C. Green, NCSHPO Historian, for their editorial assistance.

Carol D. Shull

Expanding Participation and Support for the Designation of NHLs

To date, only 2,210 National Historic Landmarks (NHLs) have been officially designated by the Secretary of the Interior for their exceptional significance in illustrating the history of the United States, but many more nationally important places are worthy of designation. Because National Park Service (NPS) funding and staff for the National Historic Landmarks Survey are so small, nominations are generally prepared by others as part of organized theme studies or as single nominations that can be initiated by anyone. The NPS is trying in a variety ways to expand participation by State Historic Preservation Officers, federal agencies, American Indian tribes, professional organizations, and the public.

Recently, the NPS reorganized to more closely align the NHL Survey with the National Register of Historic Places. A new *National Register Bulletin* on how to complete NHL nominations is being prepared and circulated for comment prior to publication. This bulletin will provide the first detailed published guidance on how to document national significance and prepare NHL nominations. The bulletin adopts the National Register Multiple Property Documentation Form as the established format for National Historic Landmark theme studies. The Multiple Property Submission format with its sections on historic context, property types, and evaluation criteria, methodology and bibliography is familiar to and much used by nominating authorities and the rest of the preservation community. The bulletin also describes how to prepare NHL nominations and how to amend National Register documentation for landmark designation.

Several years ago, the National Conference of State Historic Preservation Officers (NCSHPO) put forth "A Modest Proposal" concerning the NHL program. The proposal suggests that in preparing NHL theme studies, the NPS concentrate on the production of a national historic context for particular subjects, themes, or resource types; establish guidelines and criteria for determining national significance with long lasting usefulness; prepare only sample nominations as examples from the pool of known resources of national significance; and identify additional properties that would qualify. More nominations would then be prepared by others gradually over time. The proposal also urges that guidelines for the production of NHL documentation be revised to include all aspects of a property's National

Register significance, not just the area of national significance. These principles will be incorporated into the new bulletin.

This year, the NPS is joining with the NCSHPO to initiate a model NHL theme study using this approach. Already, several theme studies underway are using the approach, such as the Earliest Americans and Archeology of the Underground Railroad theme studies, now being done in partnership with the Society for American Archaeology and the Society for Historical Archaeology.

In the upcoming model study, the first step will be for the NPS and the NCSHPO to solicit recommendations for priority topics that merit a national context study. This responds to a suggestion recently put forth by NCSHPO members that the NPS sponsor historic context studies to assist in cultural resource evaluations in some key subjects where a national context study would be especially useful. Once a topic for the model is selected the theme study in the Multiple Property Submission format and some sample nominations will be prepared under contract, the goal being to involve recognized scholars and cultural resource professionals with expertise in the subject to produce the best possible study and sample nominations. The theme study and sample nominations will be made available to SHPOs and others in the preservation partnership for use in evaluating and documenting similar resources both for NHL designation and the National Register, thus increasing the value, relevance, and usefulness of theme studies nationwide. SHPOs and others will be encouraged to prepare additional nominations for NHL designation and National Register listing and to use the context study to identify eligible properties that may be affected by federal projects, thus facilitating the Section 106 process.

The NPS already works in partnership with SHPOs and others in a variety of additional ways aimed at increasing NHL designations. It has been a standard practice to ask for SHPOs and subject-area experts to recommend properties for NHL designation when theme studies are conducted. In the past year, the NPS has contracted with state historic preservation offices in Delaware, Indiana, Iowa, New York, Ohio, Pennsylvania, Vermont, and Wisconsin to prepare 13 nominations in the Underground Railroad theme study. Another is being done at the expense of the state, and two more by private groups. NHL nominations for a variety of other properties are being underwritten by private non-profit organizations, property owners, and even an architectural firm in charge of the restoration of one building. In Connecticut, the SHPO and the American Institute of Architects chapter have cosponsored NHL nominations. The Texas and the New York SHPOs are also sponsoring nominations in 1997.

The active NHL theme studies, several of which have been mandated by Congress, are all partnership endeavors. The Newberry Library in Chicago is in charge of the Labor theme study. The theme study on large dams funded by the Corps of Engineers and Bureau of Reclamation is being coordinated by the Public Works Historical Association working with top notch scholars. Archeological theme studies like those on the Contact Period in the Northeast, the Village Sites of the Middle Missouri, the Earliest Americans, and Archeology of the Underground Railroad, have been or are being carried out in cooperation with a wide variety of partners. The Society for American Archaeology has been a long-time partner in all of the theme studies for archeological resources, and it has a standing committee to review all NHL nominations that include archeological resources.

The NPS wants to strengthen its ties with other professional organizations such as the Society of Architectural Historians and the Organization of American Historians and with colleges and universities and to assure that the results of studies are more widely available. The University of Oklahoma Press has published the Contact in the Northeast theme study as a book. Their interest and cooperation make historic contact one of the most widely available NHL theme studies. Some of the individual NHL nominations

Graham Cave NHL, Montgomery County, MO. This was the first site showing the development of Eastern Archaic cultures within the Paleo-Indian time range. Its artifacts date from 8000 BC. Courtesy NPS.

Pinehurst Country Club in Pinehurst NHL, Pinehurst, NC. This NHL was designated in June, 1996. Photo by Paul Barton.

in that study have been published in professional journals. Plans are being made for a published guide to NHLs. The goal is to get NHL documentation and information on these very important properties published to make it available to scholars and the general public as well as to the preservation community. This will enhance the relevance of the program and encourage the preservation of important resources by bringing their values to the attention of the public.

In an exciting new approach, University of Washington professor, Dr. Gail Dubrow, has developed a proposal on her own initiative and is seeking funding from a variety of sources for the University of Washington to carry out a theme study to identify historic places reflecting the contributions of Japanese Americans. Dr. Dubrow and her students would do much of the work in cooperation with a number of partners. The NPS welcomes proposals for studies on other topics where the sponsor would contribute support or take the lead in finding the money to make them possible.

Right now, only about 25 new NHLs are designated each year. The biggest challenges for the NHL Survey are to make the designation process more accessible, find additional sources of funding and support for studies, and assure that theme studies and nominations meet high standards of scholarship and result in the designation of only clearly nationally-significant properties with high integrity. Distinguishing which properties are truly of national significance is sometimes difficult, especially if a theme study has not or cannot be conducted because of funding limitations. Advocates of designation for a particular property may be frustrated when the NPS responds that the documentation does not support a claim of national significance. SHPOs deal with similar challenges when they are approached by those who seek National Register listing for properties that may not have significance or integrity. The task is made more difficult because theme studies have not been conducted in most subjects.

The NPS urges those interested in preparing NHL nominations to consult the NPS staff in the NHL Survey in Washington or the NPS regional offices assigned to the NHL program. These individuals can provide information on whether relevant theme studies have been conducted or are underway, identify properties that have previously been considered for or already designated as NHLs to which the property should be compared, and provide preliminary evaluations. The National Register Information System is another source of information. National Register documentation for listed resources should be reviewed to avoid duplication of effort. Early consultation with the NPS staff for information and preliminary evaluations will help avoid frustrations later on in the process.

Sometimes it is necessary to ask scholars with expertise in a subject area for assistance in evaluating the national significance of properties whose importance is not clear. If a property is not eligible for NHL designation, supporters are urged to seek National Register listing if it appears to be of state or local importance and is not already registered.

The NPS is committed to expanding participation in the NHL program and to making NHL theme studies and NHL documentation widely available for a variety of uses. This must be done while assuring that NHL designation is reserved for only those cultural resources that clearly are of exceptional value in illustrating the history of the nation.

Carol D. Shull is Keeper of the National Register of Historic Places and Chief of the National Historic Landmarks Survey.

Susan Escherich

The National Historic Landmarks Assistance Initiative

The genesis of the National Historic Landmarks (NHL) program was the Historic Sites Act of 1935, which directs the Secretary of the Interior to study, document, and designate nationally-significant historic sites. The National Historic Preservation Act of 1966 expanded the Secretary's responsibilities to promote preservation, declaring that it is the policy of the federal government to provide leadership to and encouragement in the preservation of prehistoric and historic resources of federal agencies, American Indian tribes, state and local governments, private entities, and individuals.

The lead in the national historic preservation program was delegated to the National Park Service (NPS), which promotes historic preservation through a number of programs, including listing properties in the National Register of Historic Places and the National Historic Landmarks program. Properties listed in the National Register may be of local, state, or national significance. Properties designated as NHLs are limited to those of national significance, and must be designated by the Secretary of the Interior. To date, 2,210 buildings, districts, structures, sites, and objects have been designated as NHLs, embodying and exemplifying important national aspects of American history and prehistory.

The NHL program is administered through the National Historic Landmarks Survey, which studies and documents historic and archeological properties, and the National Historic Landmarks Assistance Initiative, which monitors the condition of designated NHLs and provides technical assistance to promote their preservation. The NPS provides technical assistance, including training in, and information concerning, professional preservation methods and techniques and the administration of the historic preservation program at the federal, state, and local levels, and works with public and private partners to promote stewardship of the nation's cultural resources.

Market Hall and Sheds NHL, Charleston, South Carolina. Market Hall, built in 1841, is one of a small number of 19th-century market complexes extant in the United States. The NPS provided a condition assessment report used by the city in its subsequent restoration of this NHL. Photo by Lee Nelson.

Union Station NHL, St. Louis, Missouri. The trainshed of this impressive High Victorian station was, when constructed in the early 1890s, the largest continuous train shed in the country. Innovative adaptive re-use, using the NPS-administered historic tax credits, allowed retention of this essential component of the NHL.

Endangered NHLs

An important facet of the NHL Assistance Initiative is monitoring and reporting on the condition of the nation's Landmarks. To prepare the report, NPS field staff consult State Historic Preservation Offices, site managers, and owners of NHLs to ascertain their condition. The report identifies the NHL's significance, threats to its integrity—the characteristics that help us understand its significance—and recommendations for its preservation. This report is sent

One of the radial arms of Eastern State Penitentiary NHL, Philadelphia, PA. Eastern State, built in the 1820s, was a model prison for its time, built with the aim of reforming prisoners through isolation which would encourage them to meditate on their behavior and repent. It has an active friends' group which is seeking a viable adaptive reuse for the buildings.

The blockhouse at the British Camp, American and English Camps NHL, San Juan Island, WA. This Blockhouse was restored by the NPS, but continues to be threatened by deterioration caused by tidal inundation.

Mound at Holly Bluff NHL, Yazoo County, MS. Land levelling to allow the use of large agricultural machines has destroyed many Native American archeological sites. Courtesy NPS.

to Congress and is used by policy makers, owners, and friends of NHLs to promote their preservation. For the last 10 years, approximately 6% of NHLs have been found to be seriously damaged or threatened, and an additional 10% potentially endangered.

The number of NHLs newly identified as endangered usually is fairly close to—and in two recent years actually matches—the number removed from danger each year. Approximately 80% of threatened and damaged NHLs are deteriorated; erosion is also a major threat, particularly to archeological sites. The process of identifying and prioritizing needed treatments for deteriorated properties and fundraising to carry them out is often time consuming. The average length of time a property is listed as damaged or threatened is four and a half years, but some properties have been listed for over 10 years. Deterioration can eventually become irreversible and an important example of the nation's heritage can be lost forever.

Of the NHLs listed as damaged in 1996, 37 have been listed continuously for 10 or more years. Of these, 14 are archeological sites, 12 are historic districts, and 11 are buildings.

In order to facilitate repairs of damaged NHLs, the NPS has provided condition assessments of over 92 properties. These condition assessments are based on careful professional analysis of the physical condition of the buildings. They describe existing conditions and prioritize treatments needed to stabilize or repair the buildings, with estimated costs of the work. These can be used by owners to seek funding and direct necessary work on the buildings. While in recent years the NPS has not had the funding to carry out as many condition assessments, they remain an important preservation tool.

Another widespread threat to the integrity of NHLs is incompatible construction or repairs. This can often be prevented by education on the importance of preserving a property's materials, features, spaces and setting. The NPS prepares and distributes technical publications* that explain how to preserve, repair, and adapt historic properties for

Amana Colonies NHL, Iowa County, IA. The Amana Colonies were established by the utopian Amana Society in the 1850s. Many of the buildings are still in their original use; others, like this Bakery, which is now a bed and breakfast, have been adapted to keep them economically viable.

Amana Colonies NHL, Iowa County, IA. Incompatible signage disrupts the historic atmosphere of the NHL.

Vieux Carré NHL, New Orleans, LA. The Vieux Carré, an 85-block area of old New Orleans, retains most of the original city plan laid out in 1721. It contains a variety of distinctive historical architectural styles. Skyscrapers built adjacent to the historic district provide a jarring note to the historic district.

new uses in ways that preserve their integrity. Income-producing historic properties which are rehabilitated according to the *Secretary of the Interior's Standards for Rehabilitation* may be able to benefit from a 20% tax credit. This program is also administered by the NPS.

Technical Assistance to Owners

The NPS trains owners and managers of NHLs through conferences and workshops across the country. Areas of training may include: identifying sources of financial assistance and writing historic preservation grant applications; technical preservation techniques and standards; information on preservation organizations, legislation affecting historic preservation, or marketing NHLs that are open to the public. The NPS may offer assistance in improving the historical documentation of a Landmark, in identifying contributing structures, or in defining or updating boundaries if needed. The NPS architects may assist owners with architectural design assistance or review, or planning for adaptive reuse for historic buildings, including meeting the Secretary of the Interior's Standards for Historic Rehabilitation and qualifying for federal rehabilitation tax credits. State Historic Preservation Offices also have architects trained in these areas who can offer assistance to owners of historic properties.

This spring, the NPS asked owners and managers of NHLs what services and information were of most use to them. As could be predicted, raising funds to maintain, repair, and operate their historic properties was the predominant concern. Information and assistance on marketing their properties as tourist destinations and condition assessments of properties were also very important to many owners. The next most desired services were information on preservation law that might affect historic properties and information on available grants and on grant writing.

Over half of the owners who responded said that their NHLs had been listed in the annual report to Congress on endangered and damaged NHLs. Half of these had used the report to publicize the importance and needs of the NHL, and 25% had used it in fundraising to preserve their

Resurrection Manor NHL, St. Mary's County, MD. This 17th-century farmhouse belonged to the grandfather of Lord Charles Cornwallis, British forces commander during the American Revolutionary War. It has been allowed to deteriorate by its private owner. The federal government cannot mandate that a private owner maintain his property, even if it is an NHL.

properties. Of those who used it in fundraising, 35% had sought private grants and 31% state grants. Nine percent had used the report in seeking protective legislation for their NHLs.

Sixty-nine percent of the owners were interested in a conference to meet with other owners and experts. They were most interested in the topics of fund raising, preservation issues and technical assistance, accessibility under the Americans with Disabilities Act, condition assessments, stronger laws to protect historic buildings, and a crafts/trades registry.

The NPS asked owners how many had access to the Internet and the World Wide Web, since sharing of information via these media is fast and inexpensive. The NPS already has a cultural resources web site <http://www.cr.nps.gov> and sponsors an Internet discussion group for owners. The web site has information on the many cultural resource programs of the National Park Service and its preservation partners that can provide assistance to owners outside the National Park Service itself. The discussion group allows owners to ask questions and share information among themselves. The NPS is currently a little ahead of the curve, however. As of March, 45% of the NHL owners could access the Internet and 42% could access the World Wide Web. As more and more people gain access to these powerful communication tools, owners will be able to communicate with each other and the NPS much more efficiently that is possible now.

When asked whether they would like information about their NHL posted on the Web as part of an educational effort by the NHL Assistance Initiative, three quarters of the respondents said yes. Thirty-six percent of respondents either have or are planning their own web site, and would like to be linked to the NPS NHL web home page when it is developed. Such linkages will help the public to learn more about American's NHLs and help those that are open to the public to publicize their importance and how to find them.

The National Historic Landmarks Assistance Initiative has three goals:

- *to preserve NHLs;*
- *to improve services to owners of NHLs; and*
- *to build a constituency for the preservation of America's cultural resources through public education.*

Sixty-four percent of the respondents indicated they would be interested in an owners' organization that would provide a framework for networking, sharing ideas for preservation, joining together for marketing, etc. If established as an independent organization, such an organization could also identify and promote legislative measures that would help the preservation of NHLs for future generations. The NPS can help put owners in touch with each other and provide technical information.

Cripple Creek NHL, Cripple Creek, CO. Gambling introduced into historic mining towns such as Cripple Creek has often resulted in the gutting or demolition of all but the facades of the historic buildings.

Photos by author unless otherwise noted.

Owners were also overwhelmingly (84%) interested in receiving a newsletter that would cover areas such as historic preservation news and legislation, case studies of existing NHLs, fundraising and marketing strategies, and updates on new NHLs.

The NPS will use the findings of the owners' survey to guide its technical assistance activities in the future. Preservation professionals located in NPS offices across the country (see accompanying box) work with owners and friends of National Historic Landmarks, and with other preservation organizations to promote the preservation of these nationally-significant properties which embody our shared heritage.

Note

* NPS Heritage Preservation Services has produced a large number of technical publications over 25 years of providing leadership and guidance in historic preservation. For catalogs, phone 202-343-9583 or email <hps-info@nps.gov>. Publications and video tapes for training are listed on the World Wide Web at <www.cr.nps.gov>.

Susan Escherich is the Coordinator of the National Historic Landmarks Assistance Initiative, NPS.

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Cherilyn Widell

Parks Without Boundaries
The NHL Program

Bas relief dating from 1857 on one of the early buildings remaining in Mare Island NHL, Vallejo, California. Photo by Susan Escherich.

On a daily basis, State Historic Preservation Officers (SHPOs) must deal with a multitude of historic preservation designations that range from local landmarks to National Historic Landmarks (NHLs). Most of us who work in the historic preservation field have become adept at sorting out these various designations—along with their corresponding benefits and protections. But, to most citizens, the phrase "landmark status" is still far from clear. Few of the lay public understand the range of designations, economic incentives, and technical information available to them. Further uncertainty is created by the variety of government agencies (federal, state, and local) that provides these designations. This lack of understanding prevents our national historic preservation program from being as effective as it might be.

Lay people usually just want the answers to such basic questions as "how do I get a property on the National..." or "what does landmark designation prevent me from doing?" At the local level, the confusion about the NHL designation leads many to question its continued relevance. I could not disagree more.

Hotel del Coronado, San Diego, California. Photo by Robert C. Van Etten.

The NHL program is a critical designation program in the process of identifying and interpreting our collective national heritage. True to our democracy, the United States' national historic preservation program—unlike programs in other countries—is inclusive rather than exclusive. Our national egalitarian character values the humble log cabin as much as the elegant mansion, the steel mill as much as the skyscraper, and everyday places as much as our national shrines. It is this philosophy that drives the National Register of Historic Places—still the most democratic, grassroots driven historic preservation designation program in the world.

Despite the emphasis on local significance, there is a need for Americans to understand that in many instances, national history is embodied in these community places. The NHL program helps us to establish these national themes, personages, and accomplishments. For example, Nassau Hall is the central building on the Princeton University campus and is prominent within the contexts of both the Borough of Princeton and Princeton University. It is also a NHL because it served as the nation's capitol for several weeks.

In another example, in western Maryland, where many stone bridges are located and revered, the Casselman Bridge is a favorite local landmark. At the same time, it is also a NHL because it carried traffic on the National Road that led to this country's western expansion. The NHL program finds those special places in our own backyards that connect our individual communities to the nation's history.

The NHL program evolved from some of the earliest efforts in the country to preserve and protect historic places. The National Park Service (NPS), as well as state park systems, such as those in California, used historical themes as a means of identifying properties that should be acquired for historical parks. In the 1920s, acquisition was perceived as the only way to save historic places. Then, as now, funds were limited and

Marin County Civic Center, NHL designed by Frank Lloyd Wright. San Rafael, California. Photo by Susan Escherich.

there were more nationally-significant historic sites that could be acquired by state or federal park systems. It is this initial list of sites that became the basis of the NHL program.

The NHL program was described in the 1959 edition of the National Survey of Historic Sites and Buildings as "reminding us of famous persons and events that have made our American way of life possible. In a time of deep crisis, the survival of our Nation may depend on our knowledge and appreciation of the hardships, sacrifices, and ideals of our forefathers." The NHL program significantly predated and foreshadowed the 1966 National Historic Preservation Act that established the National Register of Historic Places.

In 1997, most citizens know that all significant historic properties cannot possibly be contained within national or state parks. The now popular term, "parks without boundaries" emphasizes the importance of connecting historic properties in parks and the stewardship ethic they represent within the context of the community in which they are located. The NHL program provides that key link between the story of a community and the story of the nation.

Proscenium of Paramount Theater NHL, Oakland, California. Courtesy NPS.

At times in the past, the NPS designated a place as a NHL that members of the surrounding community never realized had any historic significance. Today, we are working together to build the connections and understanding between the telling of a community's history and its relationship with national history. Not only will this result in a citizenry that is better informed about our national heritage, but it will also help to better convey our national history to foreign visitors interested in getting beyond our national parks. This will bring the benefits and pride of heritage tourism to our cities, towns, and rural areas.

SHPOs must work with communities and the NPS to strengthen this link because it will result in a stronger national historic preservation program at every level. Through the NHL technical assistance efforts and by using the property as an illustration about how to care for related properties in an area, the NPS could influence the stewardship of cultural properties throughout an entire region, not just the owner of the NHL.

In times of disaster, the NHL program provides the SHPO with an immediate list of properties that should get the first and highest priority for response and protection. The NHL program also provides the United States with a list of nationally-significant properties that can qualify for international designations, such as the World Heritage List. The list can be used on a comparative basis with other cultural property listings worldwide. Further, the NHL program can assist with the understanding of historical themes that leave their imprint on communities across the nation.

Most importantly, the NHL program could and should be the pre-eminent showplace of private stewardship of designated landmark properties of every level of significance. Working hand-in-hand with the private owners of NHLs, the NPS and SHPOs could provide the model for how all levels of government and the private sector can pro-actively assist property owners in taking advantage of available incentives and technical information to preserve and protect landmarks.

The NHL program moves cultural resource stewardship beyond the boundaries of our national parks and brings an understanding of our national heritage into our communities. That connection to our national history, in turn, strengthens our understanding of our local, state, and regional history and makes us all better informed citizens.

Cherilyn Widell is the State Historic Preservation Officer for California.

Jon E. Taylor

Preserving a President's Community

As usual, the former President was up early. He emerged from his house, unlocked the front gate, and walked onto the sidewalk to begin his early morning walk. His typical morning constitutional took him past places that he had seen most of his life. He walked past the First Presbyterian Church on Maple Avenue where he first met his wife at the age of six. Across the street he noted the Memorial Building where he voted in every election since 1924.

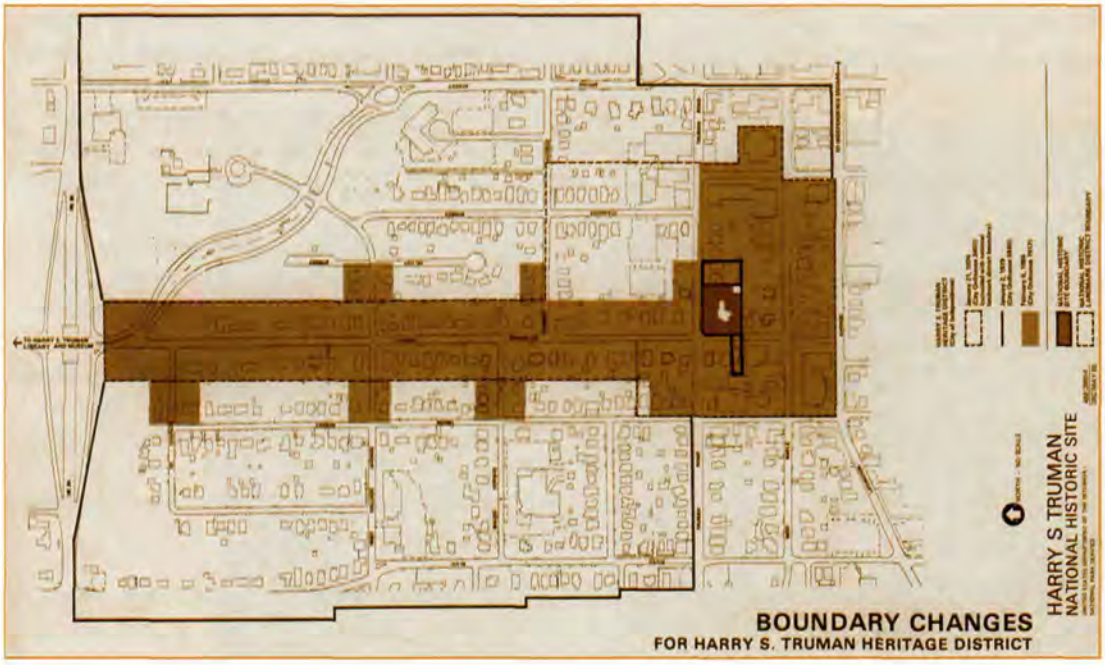
Entering the city's business district he strolled past stores, tipping his hat to any merchants or shoppers he encountered. His jaunt continued past the Jackson County courthouse where he began his political career in 1922 as an administrative judge. Traveling on the south side of the courthouse, perhaps he paused to remember the cold November night in 1948 when he thanked thousands of supporters who had gathered to celebrate his stunning upset victory over Thomas Dewey. Returning home he took Truman Road that brought him past the homes of his neighbors. Taking the last turn on to Delaware Street, Harry S Truman had completed another successful walk.

Tip O'Neill said, "All politics is local." It has been said that, "All preservation is local," too. The Harry S Truman Historic District National Historic Landmark (Truman NHL) is a classic example of a nationally-significant landmark whose protection occurs at the local level.

Of all the NHLs in the country, there is perhaps none more complex than the Truman NHL. Few NHLs contain as many privately-owned buildings and homes as the Truman NHL. Still fewer NHLs contain a national park within their boundaries. Throw into the mix deteriorating century-old buildings, expansion-minded churches, and a lack of preservation education programs for homeowners, and it is easy to see why the National Trust for Historic Preservation named the Truman NHL as one of its 1996 most endangered historic places. This article addresses the challenges and triumphs the National Park Service faces as we attempt to partner with others to preserve this nationally-significant area for all Americans.

In 1972, the Secretary of the Interior designated the Truman NHL with the approval of the former President. According to the NHL nomination, the Truman neighborhood was "the setting which has been the physical nucleus of both Harry S Truman's personal and his long and influential political life" for 64 of his 88 years. In short, there are few communities in the world where a traveler can see many of the institutions (schools, churches, homes of neighbors) intact that influenced a person who became President of the United States.

Truman was a product of Independence. The schools he attended, the teachers who taught him, and the friendships he developed there influenced him. As his political star rose from County Administrator, to United States Senator, and later as President, his community supported him because he was one of their own.



Map of Harry S Truman National Historic Site and the Harry S Truman Historic District NHL, Courtesy National Park Service.

Today, Truman's neighbors and school teachers are gone, but their legacy remains a part of the approximately 100 structures that comprise the Truman NHL. After the President's death in 1972, the federal government did not own any properties within the NHL boundaries. In 1982, Bess Truman, the President's widow, died, leaving her home at 219 North Delaware to the people of the United States. In 1984, the NPS opened the home for public tours

President Truman returning to 219 North Delaware after a walk through the neighborhood. Photo by Vernon Galloway, courtesy of the Truman Library.

and since that time three additional Truman family-related properties have been added to the site. No other federal acquisitions are planned, leaving over 90 structures within the Truman NHL in mostly private hands.

Shortly after the Truman NHL was created, the City of Independence passed the Truman Heritage District ordinance to protect all of the Landmark and several more blocks outside the NHL boundaries. In 1984, the city reduced the size of the Heritage District to accommodate a church wishing to expand its facilities and parking, leaving parts of the Truman NHL without city ordinance protection. The result of the reduced size of the Heritage District was the church's decision to demolish several properties within the Landmark. Today, the lack of city ordinance protection for portions of the Truman NHL remains along with the potential threat for further demolition.

Threats also exist on the perimeter of the Truman NHL. In 1993 the E. P. Gates house, just outside the Truman NHL boundary, was demolished to make way for a church entrance. E. P. Gates was an uncle of Bess Truman. In March of 1997 another property along Truman road, just outside of the NHL boundary, but only a block away from the Truman home, was demolished because it had been allowed to deteriorate to the point where rehabilitation was not economically feasible.

Today, the constitutionality of churches being subject to local preservation ordinances is being challenged at the highest levels of our judicial system. Even though this is a constitutional issue the debate points to a much larger question that not only faces the Truman NHL but other NHLs like it. The question is: How do we as a nation advocate for the preservation of a neighborhood that is constantly evolving and changing? It is an issue that the NPS cannot easily resolve nor the author will attempt to resolve in this article.

The NPS does not wish to see further losses in the Truman NHL or on its perimeter; however, we realize the complexity of trying to preserve a nationally-significant area that is still growing and evolving. Since the NPS has no intention of acquiring the remaining structures in the Truman NHL we must advocate for preservation and educate individual homeowners about preservation issues.

In 1996, the NPS began to reach out to the homeowners in the Truman NHL. We realized many homeowners were unaware of preservation information and programs available to them. We knew that if the homes in the Truman NHL were to be preserved, the homeowners themselves were the ones who had to become involved. We also knew that we had to cooperate with other agencies who share our mission of historic preservation. Those partners included the State of Missouri Historic Preservation Office; the City of Independenc; and the Truman Preservation Trust, a private non-profit involved in restoration/rehabilitation efforts within the Truman NHL.

In January of 1996, we secured the support of these partners to co-sponsor a preservation conference for the City of Independence that targeted residents of the Truman NHL. A conference for residents of Truman's neighborhood had never been held before. We were breaking new ground and we were not sure what the interest would be.

A tentative conference agenda was outlined that called for a two-day meeting beginning on a Friday morning and lasting through Saturday afternoon. The Harry S Truman NHS secured all panelists and rented the auditorium for the conference. The City of Independence Historic Preservation Manager provided guidance about the topics for the panel discussions and served as a speaker. The State of Missouri Historic Preservation Office also provided speakers as did the Truman Preservation Trust.

NPS staff promoted the conference beyond the boundaries of the Truman NHL. Although our focus was always the Truman NHL, we did not want to turn anyone away from learning about historic preservation issues. The cultural resource management staff and members of the interpretive staff from the Harry S Truman NHS went door-to-door passing out over 1,000 leaflets in the historic areas of Independence. We capitalized on every opportunity for free advertising by issuing press releases, writing articles for local publications, and placing brochures in local businesses. On September 14, 1996, the conference entitled, "Preserving a President's Community," began. Fifty people pre-registered for the conference, with approximately 40 listing addresses in the Truman NHL. Staff from the Harry S Truman NHS also attended the conference and, combined with the number of panelists, brought the conference attendance to over 70.

The conference was designed to progress from general information about historic preservation to more specific information about historic

Participants in the 1996 Preservation Conference gather in front of the Choplin home to discuss its rehabilitation. The Truman Preservation Trust was instrumental in saving this structure which is across the street from the Truman home. Photo by Brian Snyder, courtesy Harry S Truman National Historic Site.

homes and how to care for them. The Friday morning panel discussions centered around two issues: "What is Historic Preservation?" and "What is the National Register?" The afternoon sessions began to tailor the conference to specific issues relating to homeowners such as "How to 'Read' Historic Homes," "Funding Restoration Efforts," and the final session, "Where and How to Start the Restoration/Rehabilitation." On Saturday participants divided into small groups to tour historic homes in various stages of rehabilitation. Participants observed first hand some of the information presented during the Friday afternoon panel sessions.

Besides having the goal of preservation education, the conference had several other objectives. We needed to gauge the level of interest and knowledge among the homeowners about historic preservation. Knowing the homeowners' level of interest and knowledge about historic preservation would be crucial in developing future conferences and programs that targeted their needs. By having the conference co-hosted by federal, state, and local agencies involved in historic preservation, we hoped the homeowners could gain a greater understanding of each agency's role in historic preservation and how their programs could benefit each individual homeowner. The conference was also designed to have homeowners interact as much as possible with preservation professionals so they would not hesitate to call upon them in the future.

At the end of the presentations on Friday a survey sheet was passed out to the participants that asked them to rate the usefulness of the panel discussions and to make suggestions for future programs. Overwhelmingly the respondents said they favored more presentations on historic preservation. Everyone who responded said they would attend future conferences. When asked to suggest topics for other conferences, most recommend conferences on specific preservation treatments such as how to work with guttering or how to replace porches. The results were encouraging and the objectives of the conference were met. The Saturday morning walking tours were equally successful, allowing neighbors to share their preservation experiences with one another and to tour each other's work.

Several months have passed since the conference. The threat of demolition remains, yet progress is being made to preserve the neighborhood Harry Truman knew so well. The City of Independence is working on a Comprehensive Preservation Plan with technical and financial assistance from the National Trust that will include the Truman NHL. The city is revising the enabling legislation for the Heritage Commission, which is responsible for creating and expanding local historic districts. This will have a positive impact on the Truman NHL. The Truman Preservation Trust has just completed rehabilitation of a home in the Truman NHL within the viewshed of the Truman home. In September, the NPS will co-host another conference about discovering historic preservation information on the Internet. Again, the target audience will be residents of the Truman NHL.

Preservation is a continual process. Despite these gains there is more to be done. First, the NPS must expand its partners in preservation to include local, state, and national organizations that will support the preservation of the Truman NHL. We cannot preserve this area by ourselves. Second, more preservation education programs that target homeowners in the NHL district must be given consideration for future funding. Programs that target preservation research and preservation professionals are needed; however, when one is talking about preserving the Truman NHL and other NHLs like it, where the majority of the district is under private ownership, the private owners will be responsible for preserving their properties for future generations. Funds should be dispersed to educational programs that reach private homeowners.

Preserving a President's community has been filled with challenges and triumphs. Understanding the preservation needs of private owners of NHLs is crucial to ensure their future preservation. Innovative partnerships and funding sources must be explored if future generations of Americans are to understand these cultural resources. After all, Truman said it best when he wrote, "I've been taking my morning walks around the city and passing places that bring back wonderful recollections."* It is our hope those "recollections" will be preserved for all Americans and the world.

Note

* Robert H. Farrell, ed., *Autobiography of Harry S Truman*, (Boulder, Colorado: Colorado Associated University press, 1980), p. 109.

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Bill Wilcox

"I'm From the Government and I'm Here to Help You"

Visiting NHLs

For one week during each summer for the past 10 years, I have traveled around Iowa visiting many of the 23 NHLs located in the state and speaking with as many of the landmark owners or managers as possible. The process usually involves hours of planning and dozens of telephone calls, hurried meals, and long hours while traveling, and occasional quick juggling of the planned itinerary. But the results are well worth the effort. The main benefit of landmark visits is the opportunity to talk with the owners or managers about the NHL program and to directly learn about problems or conditions that concern them.

The George M. Verity NHL at the Keokuk River Museum, Keokuk, Iowa, during the floods of 1993. Photo ©1993 Allen Hess.

Iowa contains a wide variety of NHL property types. Most are publicly-owned buildings, structures, vessels, or archeological sites, but there are also two privately-owned houses, a privately-owned vessel, and a privately-owned archeological site. Five are vessels and several have multiple owners or are managed by an organization that does not own the property. When I first started the visits, I encountered some owners who knew virtually nothing about the NHL program. Almost every year, I meet new owners or newly appointed managers. They may not be aware that their property is an NHL and often have many questions. Their questions usually are easily answered and I carry a supply of "The National Historic Landmarks Program: Common Questions and Answers" and other literature to leave with them.

Landmark owners or managers with whom I have met have without exception been very cooperative and interested in showing their property. They take pride in its unique features and all seemed to enjoy talking about the NHL. Occasionally, they will ask for technical advice for a situation that is of concern to them. One of the most common questions that owners ask concerns the availability of funding for repairs or maintenance of the property.

Although money is not available directly through the NHL program, I have been able to give several NHL owners information about a cost share program for historical properties administered by the State Historical Society of Iowa. Some NHLs have already received funding through the Historical Resource Development Program (HRDP) and others have requested applications. In addition to state grants, one NHL has received funding through the Challenge Cost Share Program (CCSP) administered by the National Park Service.

Periodic meetings with NHL owners help establish communications with them. In addition to site visits, I telephone each owner once or twice through the year to ask if he or she has any questions about the NHL program or knows about any threats to their individual property. In this way, NHL owners have alerted me to potential threats on several occasions. It is certainly easier to understand a situation that an owner or manager describes after having seen the property.

The visits have other benefits as well. They help provide a quick response when there is an

Van Allen Store NHL, Clinton, Iowa. Detail. The store was designed by architect Louis Sullivan. Photo by the author.

unusual situation, such as the 1993 flooding in the Midwest. During that tense summer, I telephoned all the NHL owners in Iowa whose properties might have been damaged. Because I had established prior contact with them, I was able to quickly gather information about the extent of the damage. One of the NHL owners needed advice about treatment of waterlogged maps and photographs. The NPS was able to provide it and also able to give the site manager information about emergency financial assistance for dealing with the damage.

The typical trip usually takes me approximately 1,300 miles and I am able to visit between 14 and 16 NHLs.

Few NHLs are located in northeast Iowa, and there are great distances between some in the southern and western parts of the state. NHLs are located in the very southeast and northwest corners of the state and near the southwest corner. I make an effort to visit the landmarks that have been listed as threatened and those located farther than an easy drive from my home park.

Each trip is something of an adventure. Most of the NHLs in Iowa are easily reached, but two that I regularly visit are accessible only by crossing farm fields that can be difficult to negotiate in wet weather. Under the best conditions, one particular property is most easily reached by fording a small stream which is usually about mid-calf to knee deep. During the floods of 1993, however, I was advised to take a different route down a fairly steep, wooded hill to reach the site.

During these trips, I find it important to make notes that will help when preparing my comments for annual NHL status updates. Following a trip, another important part of the visit involves responding to the questions and concerns expressed by the owners. A prompt response reinforces good communications with the NHL owner. As a result of the visits, I believe that NHL owners are also more likely to contact me when they have questions. NHL owners, themselves, are sometimes approached by people with questions about specific NHLs or who would like information about the program to determine if their property would be eligible. NHL owners are able to refer them to me.

There are several benefits to visiting NHLs which I view as an important part of the NPS's mission. In addition to providing the NHL owner with information about the NHL program and opportunities for assistance, there are intangible benefits of improving communications and displaying the importance of the program. Personal contact allows us to directly express our concern for some of the nation's most valued cultural resources, whether owned and managed by private individuals or by public agencies.

Bill Wilcox is a historian with the Herbert Hoover National Historic Site in Iowa. In 1996, he was awarded a National Historic Landmarks Certificate of Appreciation for his work with NHL owners in Iowa.

The Phipps Site NHL in northwest Iowa is best reached by fording a small stream. Photo by the author.

Lysa Wegman-French, Linda Cook, and Bill Bolger

The NPS Challenge Cost Share Program

Funding is a perennial challenge with many National Historic Landmarks (NHLs)—a challenge that in the past the National Park Service (NPS) staff sympathized with, but had not been able to address. While national park units may apply to a variety of special in-house funds such as the Cultural Resource Preservation Program, non-NPS NHLs do not have access to those funds. Until recently, the NPS did not have a vehicle to provide direct financial assistance to NHLs that were not owned by the NPS. In fiscal year 1995, the situation changed. That year Abbott Farm, New Jersey, and the Guajome Ranch House, California, became the first NHLs to receive NPS Challenge Cost Share Program (CCSP) funds. A precedent was established for the following year, fiscal year 1996, when five additional NHLs received CCSP funds.

Guajome Ranch House NHL, San Diego County, California. Photo by Ann Huston.

Although the CCSP has long been a source of special project funding for national park units, only recently have legislation and the criteria been adjusted so that non-NPS NHLs can compete successfully. Now all NPS programs may apply for CCSP funding.

The goal of the CCSP is to increase awareness and participation in the preservation and improvement of recreational, cultural, and natural resources. The projects are generally intended to be small, able to be completed in one year, and consistent with planning documents. Following that vision, the NPS provides a maximum of $30,000 per project. CCSP allows a maximum of 50% NPS funding for these projects. The matching share contribution may be in the form of cash, goods or services, but must be from a non-federal source.

The CCSP funds are allocated to the NPS regional offices, which select projects within their areas. In addition to the above national requirements, each region usually establishes additional criteria to aid in its selection process. These criteria impart a regional character to the projects selected. For instance, the Intermountain Region contacts NHLs that are threatened or endangered to announce the availability of the program. The regional criteria emphasize a sense of urgency about saving a resource, the creation of multiple partnerships, and evidence of a well planned project. While the Northeast Region also seeks undertakings that will eliminate or alleviate an essential threat, it further seeks innovative approaches that have the possibility of being applied to other sites in the future.

The diversity of the NHL projects which have successfully competed for funds illustrates the range of possibilities available to NHL stewards. Guajome Ranch House NHL, in Vista, California, is one of the best remaining examples of the traditional Spanish-Mexican adobe hacienda with a double courtyard plan. Guajome has often been claimed as the inspiration for *Ramona*, Helen Hunt Jackson's 1884 novel.

The San Diego County Parks and Recreation Department acquired Guajome Ranch in 1973 from the descendants of the Couts family, the original owners of the ranch. The 1852 adobe ranch house was in poor condition, having received little maintenance and few improvements over the previous 30 years. Shortly after the County acquired the property, a fire and resulting water damage destroyed part of the interior entry hall and a sewing room. The County built a temporary roof over the structure and undertook drainage improvements and temporary stabilization measures to preserve the building until funds for its restoration could be raised. During that time, the dilapidated property, with its whitewashed adobe walls, wide verandas, pepper trees and bougainvil-

Restoring the Hangman's Building in Virginia City NHL, Montana.

lea, exuded the romanticism of its 19th-century "Ramona" period. In 1994, after many years of planning, research, and fund-raising, San Diego County began its $1.2 million restoration and seismic reinforcement of the ranch house. The NPS's CCSP contribution of $23,000 paid for the restoration of the building's historic doors and windows. The building was re-dedicated with great fanfare on September 20, 1996, and now features docent-led tours for schoolchildren and the public, hosts occasional weddings, and will be the site of six scenes from the 1997 "Ramona" pageant, marking the players' first appearance in 74 years outside the Ramona Bowl in Hemet, California.

In another project, at Abbott Farm NHL, New Jersey, the Delaware and Raritan Greenway Association used the CCSP funds to produce interpretive signage regarding the significant prehistoric resources in the area. The signs raised awareness of the damage caused by looters in recent years.

The Brandywine Conservancy recognized the need to protect the 10,000 acre Brandywine Battlefield NHL, Pennsylvania, from a serious threat of development. The Conservancy uses CCSP funds to offer land use consultations for private property owners who own historic district parcels that are critical to the Landmark.

When the corner parcel at the key gateway location to Georgetown, Colorado, became available, three partners quickly recognized a golden opportunity. Historic Georgetown, Inc., The Town of Georgetown, and the Clear Creek County Emergency Services District joined together to acquire the site for a combination visitor center and emergency vehicle center. This project met the criteria established by the NPS Intermountain Region for several reasons: the option to buy would soon expire, thus the funding was needed immediately; an interpretive center was a critical need for the historic district; the Georgetown organizations had done extensive planning for both the acquisition and development of the parcel; and numerous other partners had pledged financial and in-kind assistance. Those partners included government agencies, corporations, foundations, and numerous local businesses and individuals. The Georgetown group has now acquired the corner property, rehabilitated the existing building, and opened for business in August 1996. Over 10,000 travelers visited the center during the first month, indicating the need for such a service. During that summer, the number one information request was the sites to visit in the Georgetown-Silver Plume NHL district.

When an icon conservator examined the 175 religious icons in the Holy Ascension Russian Orthodox Cathedral NHL in Unalaska, Alaska, the report was disturbing. Eighty-four percent (146) of the church's icons were found to be in a state of critical deterioration. The Aleut Church Restoration Society is using CCSP funds, along with the matching share, to assist the Parish Council and Aleut community in conserving 10 of the church's most deteriorated icons.

Using CCSP funding, the Robert E. Lee Association developed a computer software program for the archives of Stratford Hall NHL, the Virginia birthplace of General Lee. The program integrates 60 years of architectural, historical and archeological research into a single system that provides instant retrieval of cross-referenced data.

The vigilante era and early African-American women's history meet in the "Hangman's Building"

Interior of the Hangman's Building in Virginia City NHL, Montana.

Photo by Julia C. Smith.

Early 19th-century Russian Icon in Church of the Holy Ascension NHL, Unalaska, Alaska. Photo by Barbara S. Smith.

in the Virginia City NHL, Montana. During the historic mining period, the Montana Vigilantes took the law into their own hands and hanged five reputed outlaws from the crossbeam of this then-unfinished building in the center of town. But there is also a "second history" of this building: as the Virginia City Water Company, managed by Sarah Bickford. This remarkable woman was born a slave. After emancipation she came to Virginia City as a servant, and eventually managed the water company for more than 30 years. Today, the town of Virginia City (population 140), with its numerous log, frame, and masonry buildings, is widely recognized as the best preserved 1860s mining town and frontier capital in the West. Even so, many of the buildings are in a fragile, deteriorated condition. The Virginia City Preservation Alliance targeted the "Hangman's Building" as a critical resource to preserve. Before the structure came on the market, the Alliance negotiated a purchase price with the owner. They used the CCSP funds to acquire and restore the building. The 550-member non-profit organization plans to use the structure as a museum, interpreting both aspects of the building's history. One of their partners, U.S. Forest Service's Region One historic preservation team, supervised the restoration of the building, and trained local volunteers in the process. This strategy created a corps of skilled preservation volunteers who will be able to restore other local buildings, maximizing the effect of the CCSP funds.

At press time, the Intermountain Region had selected its CCSP projects for fiscal year 1997. Four NHLs in the eight-state region were successful in acquiring CCSP funds, totaling almost $42,000. The Utah Division of Parks and Recreation will erect a gate over the entrance to Danger Cave NHL, protecting it from vandals. The Wyoming Department of Commerce will provide trail improvements, security fencing, and staff for the Independence Rock NHL, especially important during this year's anniversary celebration of the historic Mormon Trail. Prehistoric rock art will be documented at Pictograph Cave NHL by staff of the Western Heritage Center and Montana Fish, Wildlife and Parks. As part of a long-term project, the Town of Silverton, Colorado, will restore a fire-damaged stone wall of the Town Hall in the NHL district.

The CCSP has become an essential funding option for NHLs. The projects funded under this program will enable their stewards to preserve their NHLs, making them available for generations to come. NHL owners interested in learning more about CCSP should contact the National Historic Landmark coordinator in their NPS region.

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Stratford Hall NHL, Westmoreland County, Virginia. A Challenge Cost Share grant paid for the development of a software program to integrate 60 years of architectural, historical, and archeological research to provide instant retrieval of cross-referenced data. Photo by Susan Escherich.

Linda Cook

A Leap of Faith
Preservation with ISTEA Funding

(Top right and below) Church of the Holy Ascension NHL, Unalaska, AK. Project nearing completion 1996.

All photos by Roger Hunter, International Steel Erectors, Anchorage, AK.

In the morning of September 15, 1996, over 200 people packed the nave and small interior chapels of the Holy Ascension Russian Orthodox Church. The congregation gathered to attend the rare consecration service performed for its new altar fashioned from timbers replaced in the rehabilitation of the 1895 structure. The ceremony marked the completion of Phase I of the rehabilitation of the historic church, which had been seriously deteriorating for over 10 years. The first church had been constructed on the site in 1826 by Father Ioann Veniaminov, who later became the Metropolitan of the Russian Orthodox Church in Russia.

Church of the Holy Ascension NHL, Unalaska, AK. While re-siding the bell tower, carpenters realized that the old boards masked the real structural problem—water damage had rotted away the interior construction. Carpenters (l-r) Martin Nowka, Roger Hunter, Dave Rose, Campbell McLaughlin, and Joe Patrone strung guy wires through the tower to anchor the top.

Designated a National Historic Landmark in 1970, Holy Ascension Russian Orthodox Cathedral faced a dubious future by the late 1980s. Severe Aleutian storms which routinely hurl 100-mile-per hour winds and damage from neglect during World War II had begun to take a toll on the aging frame building. A Condition Assessment of the Cathedral by the NPS in 1986 first called attention to its rapidly-deteriorating condition. The church has been listed in the National Park Service's annual report to Congress on damaged and threatened NHLs every year since 1986.

In 1990 the *American Heritage Magazine* included the church in its dubious list of the year's "Wrecker's Dozen"—those most likely to disappear over the next decade.

In addition to a leaking roof and rotting foundation which were allowing water damage to the church's irreplaceable icons and furnishings, the contractors uncovered a structural problem in the bell tower that immediately escalated both the cost and extent of the project beyond anyone's expectations. Years of water damage and rot had completely destroyed the lower two levels of the bell tower. The exterior redwood siding was all that was holding the tower together.

Because of the NHL status of the Cathedral, the State of Alaska Department of Transportation carried most of the cost of the rehabilitation through a bold commitment of ISTEA preservation enhancement funding. Strong community and parish action, scrupulous and skilled contractors and architects—notably International Steel Erectors, Anchorage, and ECI Architects, Anchorage—and the technical assistance of the NPS and other state and federal agencies kept the project on track. In 1996, Phase I of the project was completed. The local restoration community will continue to raise funds to carry out work planned for Phase II, to upgrade the Cathedral's heating system, conserve the icons, and rehabilitate the neighboring Bishop's House.

Thanks to the Aleut Church Restoration Society and Holy Ascension Parish Council and Restoration Committee the Cathedral and its rare collection of Russian icons were placed on the 1996 World Monument Watch List of 100 most endangered sites worldwide, giving their importance and condition added recognition. The community's perseverance and hard work have paid off through the saving of the Cathedral which is a part of our national heritage.

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Linda Cook

Are We Missing the Boat?
Marketing Alaska's National Historic Landmarks

Russian Bishop's House NHL, Baranof Island, AK. This NHL is part of Sitka Historical Park. Photos courtesy NPS Cultural Resource Team, Alaska Support Office.

Southeast Alaska is a series of islands nestled in a long, narrow, mountainous, and heavily-forested panhandle. Cruise ships journey from Puget Sound up the Inside passage; after passing British Columbia, they make stops at various Alaskan ports. In two Alaska towns, nine National Historic Landmarks (NHLs) and two National Historical Parks form a cornerstone of the region's tourism. Visitation to Sitka and Skagway is seasonal and intense. With no roads to link the towns to the outside world, access is limited to cruise ships, the Alaska Marine Highway (ferry service), and occasional airline service. The vast majority of visitors come in spurts; hundreds or thousands at a time have only a few hours to visit and experience a town's attractions.

St. Michael's Cathedral NHL, Sitka. St. Michael's is a tourist destination.

Tourism officials, in Southeast Alaska and elsewhere, are well aware that history can be big business. *The Travelometer,* a quarterly study on travel published by the Travel Industry Association, surveyed travelers in 1995 and concluded that visiting historical places and attending cultural events are two of their five most popular activities. Visits to historic sites and cultural events ranked ahead of such activities as fishing, casino gambling, theme park and resort visitation, and cruise ship vacations.

Special problems, however, hinder Southeastern Alaska's ability to market its history. A 1994 Alaska Division of Tourism survey revealed that all cruise ship and ferry users visit Southeast Alaska; cruise ship passengers, however, stay for a shorter time than any other type of visitor. A visitor's first impression of an Alaska town often depends on the way the cruise ship line markets the town's historical and other places of interest. It is essential, therefore, that both towns and the cruise ship industry effectively market the history which NHLs can offer.

In Sitka, the capital of old Russian America, more than two-thirds of all visitors arrive by cruise ship. In 1996, more than 320 cruise ships visited, bringing some 264,000 passengers. Many of those visitors toured the Russian Bishop's House NHL, a unit of Sitka National Historical Park; many others toured one or more of the six additional Sitka-area NHLs. Local tour companies sell tours on the ships which promote the history and diverse culture of the Sitka community. Passengers may reserve tours when booking the cruise or aboard ship. It is estimated that approximately 90% of the package tours are booked on board ship.

The cruise ship industry also serves Skagway, an 800-person town at the north end of the Inside Passage. Klondike Gold Rush National Historical Park (KLGO), which is headquartered here, includes two NHLs: the Skagway Historic District and White Pass NHL and the Chilkoot Trail and Dyea Site NHL. In 1996, Skagway received 274 cruise ship dockings bringing 277,000 people. Out of a total of 136,710 visitors to the park in 1996, statistics reveal a low of 61 visitors in January to a peak of 37,312 in July. Approximately 25% of those view the park film, 20% go on the interpretive walk through the historic district, and 19% participate in the interpretive talk.

Most cruise ship passengers are unaware of the NPS units or the NHL status of the places they visit in Southeast Alaska. The cruise ship industry provides generic information about destinations. Tour operators provide enough information to sell tours. At least one local operator boards the ship two days prior to landing at Sitka to sell tours. At that time the tour directors will point out the historic points of interest.

As G. Donald Adams points out in *Museum News,* the notion of Cultural Tourism is not too far

Coming ashore at Skagway a hundred years ago.

Cruise ships stacked at the dock in Skagway.

afield of what the noted Arthur Frommer thinks worthwhile travel should be based on in the first place—people, learning, and ideas. Adams goes on to paraphrase Frommer, stating that "travel should challenge our preconceptions and most cherished views, cause us to re-think our assumptions, shake us up a bit and make us more broad minded and understanding."* These are some of the same hopes we share for NHLs.

Both Sitka and Skagway have been receiving visitors for 100 years or more, and cruise ships have long been a staple of the summertime economy. But at Unalaska, an island community of 4,000 people in the Aleutian Islands of southwestern Alaska, the cruise ship industry is just beginning to emerge. The economy is changing from primarily fish processing and shipping, and Unalaska has become a new destination, both for large international cruise ships between Russia and the United States and the smaller Explorer-style ships. A striking increase in the number of cruise ship dockings has occurred in the last year. In years past, only a few ships sought harbor at Unalaska in the summer months; only a few hundred of these passengers visited each year. In 1996, however, nine cruise ships docked carrying a total of some 4,500 passengers. In 1997 the number of visitors is expected to increase, with perhaps 15 ships planned to stop.

The community of Unalaska knows and plans for the arrival of each large ship—especially those carrying large numbers of passengers. The city's three NHLs—Sitka Spruce Plantation, Dutch Harbor Naval Operating Base and US Army Defenses, and Holy Ascension Russian Orthodox Church—form the backdrop for local tour bus tours. The City hopes that the newly-designated Aleutian World War II National Historic Area will attract even more visitors.

The City of Unalaska, and its Visitor and Convention Bureau, are striving to reach new visitors that will stay longer than cruise ship passengers. Sports fishermen, birders, the families of World War II veterans, and groups of ecotourists are high on the list of visitors the city would like to attract. To an ever-increasing degree, the community recognizes the need to draw a common thread among the history that links the three local NHLs, and those further out the chain of islands, in order for visitors to realize the magnitude of history around them.

In order to create those links, and to make that history more accessible, a Museum of the Aleutians is planned in Unalaska to address Aleut prehistory and culture. Working with the River and Trails Conservation Association, the city and the Ounalashka Native Corporation hope to interconnect landmark features, National Register properties, and natural history. Realizing that goal, however, will not happen overnight. The first-ever issue of the *Unalaska-Dutch Harbor Visitors Guide*—the mainstay of local visitor information—was published in 1996, and none of Unalaska's NHLs were recognized as either being on the National Register or having any national designation.

Tourism related to Aleutian NHLs is also taking place on islands west of Unalaska. On Umnak Island, 65 miles west of Unalaska, a company called the Bering Sea Ranches has launched a tour operation that depends on the increase in cruise ship trade in the Aleutians. Hoping to attract visitors who wish to explore the World War II buildings at Fort Glenn National Historic Landmark at the base of Okmok Volcano, Bering Sea Ranches knows that aircraft service to the islands is too unpredictable. With the increase in ship traffic the Landmark's resources, which include a USO theater where Bob Hope entertained troops, are accessible; consequently, they take on a new value to visitors and operators. The Ranch, however, still overlooks the obvious. The company's 1997 advertising leaves out one of the most notable feature about the site—that it too is a National Historic Landmark.

As cultural resource managers, we are missing the boat. The cruise ship industry brings thousands of visitors to NHLs each year, both in Southeast Alaska and the Aleutians. Most visitors, however, do not know that NHLs are an important part of their itinerary. To alleviate the problem, information needs to be provided to information offices which are located on each ship. Additional information needs to be given to the private onshore tour operators so they can incorporate it into their group tours.

Cruise ship passenger demographics are in transition; families with children are, to an increasing degree, supplanting the financially-comfortable retired couples which have traditionally comprised

the passenger manifests. Families, in contrast to senior citizens, are more likely to take inexpensive, informal self-guided tours than to join group tours. Families, moreover, are also likely to go either to published standard guidebooks or cruise the Internet for specific information.

At present, a search of the Internet showed that only the Sitka Convention and Visitors Bureau references NHLs. Even the NPS park web sites for SITK and KLGO, which do feature historic resources, do not inform the public about the NHL status of these resources. Our ship—literally and figuratively—has come in. We must meet it with information in hand.

Note

* G. Donald Adams, "Cultural Tourism: The Arrival of the Intelligent Traveler," in *Museum News*, November/December 1995, Vol 74, No 6, p. 32.

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Linda Cook

Landmark Makes Good
The Aleutian Historic Area

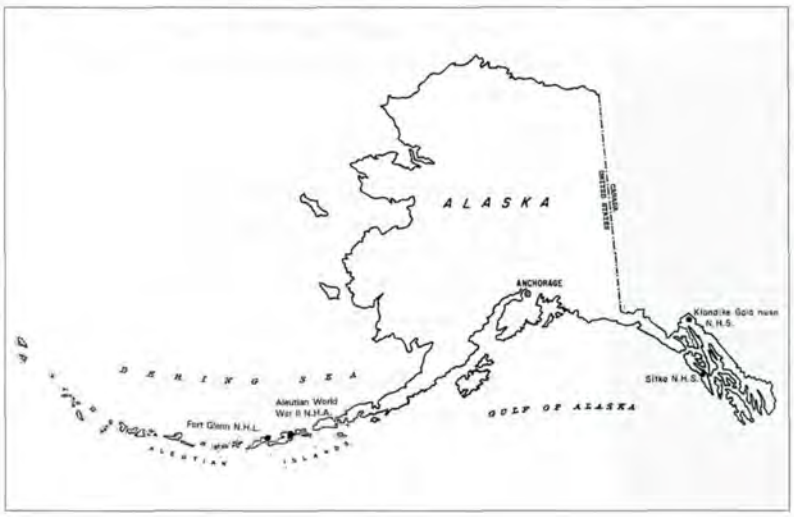
Panoramic view of Unalaska and Dutch Harbor. Most of the significant World War II resources remain on the uplands. Development crowds the coastal areas. Courtesy NPS.

This is a place where so much of the history has involved the appropriation of Aleut land and waters and the submergence of Aleut culture beneath waves of European and American influence—economically, politically, and militarily.

—Ray Hudson,former teacher in Unalaska, local historian, and artist, letter dated 9/28/91.

The Aleutian Islands are a thin arc of rugged mountainous islands that cut across the Bering Sea. On a map the islands look like a child's game of "attach the dots." The chain of islands extends for over 1,000 miles from the edge of the Alaska mainland to within a couple hundred miles of the eastern Siberian coast of Russia. The Native Aleut[1] have occupied the islands for at least 10,000 years. For the last several hundred years the islands have been the crossroads of Russian exploration and American enterprise. During the 1940s, the events of World War II transformed the Aleutians into a military theatre. Caught in the middle of the wartime build-up, the Aleut lost many of their traditional villages and churches and suffered immeasurable losses to their culture and heritage.

Alaska map courtesy Linda Cook.



The Aleutian Campaign in the War in the Pacific during World War II—known as the Forgotten War—dramatically touched the lives of tens of thousands of American, Canadian, and Japanese military and civilians in the early 1940s. The bombing of Dutch Harbor on Unalaska in 1942, the Battle of Attu, and the invasion of Kiska Island in 1943 were the crucial events of the Campaign, an offshoot of the Battle of Midway and the larger War in the Pacific. During this Campaign, the Native village of Attu was captured and destroyed. These events forced the relocation and internment of over 800 Aleut for the duration of the war, leading to the death of nearly 80 Aleut leaders and elders. This unheralded loss devastated Aleut culture and demographics in the Aleutians for years following the war.

In 1969 Brian Garfield wrote in *The Thousand-Mile War,*

> The Aleutians have not changed in the twenty-five years since their forgotten war was fought. Rusting relics of battle still litter Attu's mountainsides. Giant B-29 hangars

Elephant magazine at Aleutian World War II National Historic Area. Courtesy NPS.

and a huge hospital are crumbling into ruin on Shemya. Half-collapsed World War II quonset huts can be seen on the hills of Adak. The Navy has authorized the sale of 5,253 acres of surplus property at the former naval base at Dutch Harbor.[2]

By 1996, the Aleutians changed considerably. Environmental cleanup and remediation, development, vandalism, base closures, new technology, erosion, weather, and time had put the area's World War II resources in an ever growing state of deterioration.

No longer so remote in the eyes of the world (though still protected by the challenge of weather), the Aleutian Islands represent a unparalleled opportunity for interpretation and preservation of both cultural and natural wonders. The Omnibus Parks and Public Lands Management Act of 1996 takes a first step in telling the story of the Aleut, the Aleutians, and World War II. The Act designates an 81-acre parcel of land at Ulatka Head, Unalaska, an "Aleutian World War II National Historic Area." In both prehistoric and historic times this point of land has been a natural view point to scan the harbor entrance to the islands. During the war, Ulakta Head formed the king pin of the defensive Iron Ring across Unalaska Bay. The site is within the boundaries of the Dutch Harbor Naval Operating Base and Fort Mears, U.S. Army National Historic Landmark (designated in 1987) and retains very high integrity as a nationally-significant cultural landscape.

Establishment of the new area represents an opportunity to preserve and protect Aleutian resources in alliance with the traditional residents and managers of the land. The land is owned by the Ounalashka Corporation (OC), the Native village corporation in Unalaska, and lies within the municipal limits of the City of Unalaska. OC will administer, manage, and operate the site as a "historic area" with NPS technical assistance. NPS recognizes the property as an area affiliated with the national heritage represented in the national park system.

The NPS affiliated areas comprise a variety of locations in the United States and Canada that preserve significant properties in association with the national park system. They each draw on technical or financial aid from the NPS. In 1995, there were 23 properties affiliated with the NPS, including Roosevelt Campobello International Park, Benjamin Franklin National Memorial, Pinelands National Reserve, and Ice Age National Scientific Reserve. Like landmarks, affiliated areas must be deemed nationally significant.

A total of five National Historic Landmarks in the Aleutian Islands commemorate the events of the Aleutian Campaign; four others have Russian and archeological significance. The Aleutian World War II National Historic Area is but one cornerstone in recognizing and preserving resources in the Aleutians. Federal and state lands at the other landmark sites contribute to the interpretation and resource base that has just begun to be defined at Unalaska.

Coastal defenses, ammunition sheds and panama gun mounts at Unalaska. Courtesy NPS.

Notes

1 The Unagnan is the preferred traditional name for the native people of Unalaska.

2 Brian Garfield, *The Thousand-Mile War: World War II in Alaska and the Aleutians.* Fairbanks, Alaska: Classic Reprint Series, p. 306.

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Christine Whitacre

Small Town, Grand Plans
The Silverton, Colorado, NHL

The number of people living within a National Historic Landmark (NHL) district apparently has little to do with its success. Last year, the NHL district of Silverton, Colorado (population 720) received $400,000 in preservation funds from the state, $24,000 from the National Park Service (NPS), $120,000 from a local mining company, and $60,000 from the "Friends of the San Juan Skyway." Also within the last year, the San Juan County Historical Society—Silverton's only preservation group—took ownership of the historic Mayflower Mill, as part of a multi-million dollar land donation. The NHL also completed a district boundary study and the $1.9 million restoration of its fire-damaged town hall, the latter project garnering awards from the National Trust for Historic Preservation, Colorado Preservation, Inc., and the NPS.

Silverton Historic District NHL, San Juan County, CO. Silverton Town Hall, with its distinctive silver-domed bell tower, is on the town's main street. Destroyed by fire in 1992, the building was restored by the Town of Silverton and the San Juan County Historical Society. Photo by Roger Whitacre, June 1996.

This would be a lofty list of accomplishments for any preservation group. The fact that the San Juan County Historical Society has no paid staff, and less than 300 members—only 80 of whom live in town—make these accomplishments even more impressive. Silverton is also in one of Colorado's least populated areas, a mountainous region so remote that the town was inaccessible for nearly a week last winter when snow slides closed the single highway leading into it. How do they do it? One society member says simply: "Somebody has to be there to preserve things." It's that attitude that has characterized the San Juan County Historical Society since its inception.

The historical society began in 1965, four years after Silverton became a NHL. Silverton was founded in 1874, following the discovery of silver in the San Juan Mountains. The area was also rich in gold, lead, and copper, and Silverton soon became the center of the extensive "San Juan Triangle" mining district. Silverton's economy remained mining-based until 1992, when the Mayflower Mill closed.

Unlike Aspen and Telluride, which may now be better known for their snow conditions than their mining history, Silverton does not have a ski industry. It also does not have gaming, like the NHL Colorado mining towns of Cripple Creek, Black Hawk, and Central City. Insulated from these development pressures, Silverton has retained a high degree of historic integrity, and looks very much as it did during its mining heyday.

The San Juan County Historical Society's first project was a museum. In 1965, the society leased the town's historic jail (at one dollar a year for 99 years), and transformed the building into a museum. Next, the society acquired the town's two historic railroad depots. The Durango-Silverton Narrow Gauge Railroad, which connects the towns of Durango and Silverton, was also designated as a NHL in 1961. In 1966, the Denver & Rio Grande Western (D&RGW)—which then owned the railroad—closed its Silverton depot. When the D&RGW then announced plans to demolish the depot, the San Juan County Historical Society asked if they could have the building. Soon thereafter, the Silverton Northern Railroad depot was also donated to the society.

"Here we were, with two railroad depots, and no uses for them," recalls one society member. Making matters worse, the D&RGW depot was bombed in 1975. (The bomber was never identified, although many suspect it was a disgruntled railroad employee.) No one was injured, but one end of the building was destroyed.

Retrospectively, San Juan County Historical Society board member Fritz Klinke sees the dynamiting of the depot as a catalyst. "It made us ask ourselves if we were really serious about preserving buildings," says Klinke. The Society accepted the challenge, and repaired the depot. The Society then resorted to a creative "rent credit" plan that allowed tenants to move into the two depots rent-free in exchange for preserving the buildings.

In 1981, D&RGW sold its Durango-Silverton route to Charles Bradshaw, who restored regular passenger service on the line. As a result, the newly formed Durango-Silverton Narrow Gauge Line needed a depot. Bradshaw leased the depot from the Society, and eventually purchased it for $50,000. "It's probably the only depot that was purchased ***back*** by a railroad," says Klinke. Soon thereafter, the society sold the Silverton Northern depot for $45,000. (The society maintains exterior and interior covenants on both depots.) "The depots launched us into the business of real estate acquisition," says Klinke, "and gave us the cash to do other projects." Klinke believes the depot acquisitions also gave the society the knowledge, experience, and confidence to take on new projects.

Silverton Historic District NHL, San Juan County, CO. In June 1996, Sunnyside Gold Company handed over the keys for the Mayflower Mill to the San Juan County Historical Society. Befitting Silverton's small-town atmosphere, the ceremony was held in the park, with music provided by the town's brass band. Photo by Roger Whitacre, June 1996.

With the $95,000 from the depot sales, the San Juan County Historical Society moved onto its next venture: an archive. The preservation of Silverton's historic photographs, papers, and manuscripts, then stored in the basement of the town library, had been a dream of the society since its inception. The society hired a Durango architect to design a new building that was compatible with the NHL district, with plenty of input from historical society board members. Remarkably, according to board member Beverly Rich, "there was not a single disagreement throughout that whole process—even down to the paint color and the design of the drawer pulls."

That level of cooperation extended to the archive's construction, as board members rolled up their sleeves and did much of the finish work. Even the operation of the archive remains an all-volunteer effort, as board member Allen Nossamon donates his time as the archivist. Completed in 1993, the archive is also the headquarters of the San Juan County Historical Society.

On November 30, 1992, just as the archive was nearing completion, disaster struck when Silverton's historic town hall was devastated by fire, triggered by a newly installed heating unit designed to melt snow on the roof. The building was so badly damaged that town officials considered razing it, but the historical society lobbied for its preservation.

A 1990 NHL Condition Assessment Report prepared by the NPS Rocky Mountain Region—which highlighted the building's architectural and historical importance—also persuaded town officials to restore rather than raze the landmark. Indeed, Silverton Town Hall now serves as a national model for restoration projects. In the aftermath of the fire, while the embers were still hot, townspeople carefully preserved every salvageable building element: metal ceiling panels, woodwork, light fixtures, and decorative plasterwork. What couldn't be salvaged was studied, analyzed, and replicated.

"We did the bulk of the restoration work with locals, but whenever we needed expertise we sought out the best," says Klinke. Town officials, society members, and the building contractor attended national restoration conferences and consulted with experts. Specialists from Colorado State University's Center for the Stabilization and Reuse of Important Structures lent technical expertise. Conservators who worked on Mount Vernon and other NPS projects were consulted on the plasterwork restoration, and a New York-based consultant analyzed the building's stonework for the repair of the fire-damaged north wall.

The Silverton Town Hall project made it easier for the NHL to gain additional funding. "Organizations that give money always look at a community's track record," notes Klinke. "They look to see if you've done what you said you were going to do. And they also look to see if you did it in a satisfactory manner, following Secretary of the Interior's guidelines." Apparently, the State of Colorado found the Town Hall restoration to be more than "satisfactory." In 1997, the state's historic preservation fund awarded the NHL $400,000 for additional restoration work. The innovative techniques used to repair town hall's north wall will now be used on the remaining three walls which, over time, have been damaged by weather, acid rain, and coal smoke. A 1997 NPS Challenge Cost Share grant will also go toward the building project.

This house in Silverton Historic District NHL displays the pride of its builder despite the town's isolation. Photo by Russell Lee. Reproduced from the collection of the Library of Congress.

In 1996, the San Juan County Historical Society took on its biggest project yet: the Mayflower Mill. Since 1929, the Mayflower Mill had been the economic mainstay of the community, and its 1992 closure raised concerns about the future of the historic mill buildings. Through a complicated land transfer that required the approval of the Environmental Protection Agency, the Sunnyside Gold Company donated the mill and 80 acres of land to the historical society. "The stereotype of small town historical societies is a bunch of 'little old ladies' collecting quilts," says one board member. "We collect industrial buildings." In June 1997, the society began offering daily tours of the mill, and Sunnyside Gold Company provided $120,000 to help build that interpretive program.

The historical society received an additional $60,000 for its mill tour program via the Intermodal Surface Transportation Efficiency Act (ISTEA). In 1997, the "Friends of the San Juan Skyway"—a region-wide, non-profit group that includes Silverton—received a $500,000 ISTEA grant to interpret that scenic route. Of that award, $60,000 was earmarked for the Mayflower Mill.

"The more successful we've gotten, the more people support us," says Rich.

As an example, a former Silverton resident presented the society with an endowment that has now grown to $40,000 and is used to maintain the town cemetery. The historical society is also not shy about asking for help. Two years ago, the society asked NPS for help to expand the district boundaries to include the cemetery and the Mayflower Mill. Working under the supervision of the Rocky Mountain Support Office, graduate student Dawn Bunyak prepared a nomination that expanded the National Register boundaries. Following the preparation of a national context for 20th-century milling operations, the NHL boundaries may also be expanded.

What future preservation projects are in store? "Most of our projects began with idle conversation that turned into a 'What if?'" says Klinke. Among the "What if's" now being discussed is a plan to extend the railroad line to the Mayflower Mill. Society volunteers are also seeking tenants for the other historic buildings included in the Mayflower Mill land transfer. The society also wants to convert a historic boarding house into a mining museum. The San Juan County Historical Society has been collecting historic mining equipment for over 30 years. "We now have one of the premier mining collections in the world," says Rich, "and we need a place to showcase it." Based on its track record, Silverton will probably turn all of these plans into reality.

Christine Whitacre is a historian with the Rocky Mountain Support Office, NPS.

Catherine Colby

Wheelock Academy
Model for the Indian Territory

Oklahoma is now home to the largest American Indian population in the country. In a single decade, beginning in 1830, the federal relocation policy brought approximately 100,000 American Indians from every direction into the Indian Territory. In the period between their arrival and formation of the state in 1907, those who survived the trek from the southeast established their tribal institutions in the new territory. They were called the Five Civilized Tribes: the Cherokee, Creek, Seminole, Chickasaw, and Choctaw.

The first constitution written and adopted within the limits of Oklahoma was that of the Choctaw Nation in June of 1834.[1] Their governing, judicial, and educational systems were effective for over 70 years. Control of Choctaw educational institutions and policy passed into federal hands with statehood in 1906. It was Chief Allen Wright who suggested the name, "Okla Homma" for the new state. Freely translated from the Choctaw, it means: home of the red people.

Several structural reminders of this historically-significant era of American Indian history are now National Historic Landmarks, including the Cherokee National Capitol, Murrell House, Creek National Capitol, and the Wheelock Academy, near Millerton, in the southeast corner of the state. Survival of the buildings remaining at this highly significant site is a real concern. Over the past decade the National Register Programs offices of the NPS in Denver, Colorado (and now in Santa Fe, New Mexico) have provided technical assistance to owners of nationally-significant structures. The Wheelock Academy is the most recent to have a Condition Assessment Report, scheduled to be completed this year. A Condition Assessment Report is prepared by preservation professionals. It identifies work needed to preserve the structure, prioritized on the basis of their importance to the character of the structure and their condition. Cost estimates are also provided. These reports can serve to guide planning and preservation work, and can be used as a tool for fundraising.

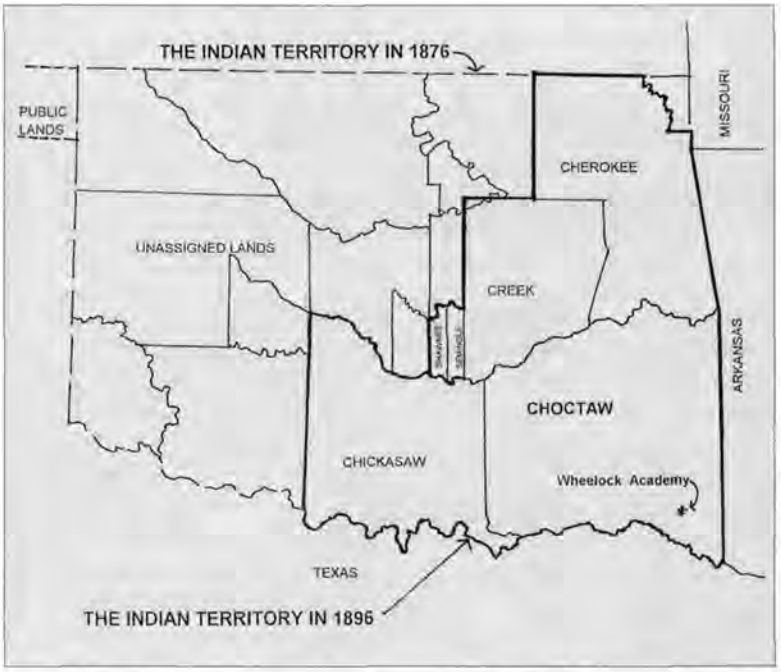
History

Among the earliest of the tribes to be relocated to Indian Territory were several groups of Choctaws. All of the Five Civilized Tribes were already well known for their concern for education. In 1820, the Choctaw Council had voted to use all Government annuities to support their schools. Around 1840, a Union agent stated that "in no community does the education of the young men and women receive greater encouragement than among the five tribes."[2] These schools were paid for and controlled by the tribal council, and there were 12 neighborhood schools in operation in the Choctaw Nation by 1838.

Wheelock Academy NHL, McCurtain County, OK. Old seminary building. Courtesy NPS.

Built around 1832, the Wheelock Academy was one of the earliest schools. It set the precedent for over 30 academies and seminaries maintained in Indian Territory. By 1839, the influx of boarding students was so great that a large, two story frame dormitory was added to the campus. Begun as a mission school for girls, it was selected in 1842 to become the first Choctaw National Academy. The school was named after Eleazar Wheelock, founder of Moor's Indian School, later to become known as Dartmouth College.

Wheelock Academy was liberally endowed, attracted qualified teachers, and had a reputation for high academic



Map of Oklahoma showing the Indian Territory in 1876, with the location of the Wheelock Academy added. Map by Catherine Colby, after Atlas of the North American Indian *by Carl Waldman, illustrated by Molly Braun. (Facts on File, New York, 1985).*

excellence. Its curriculum included natural philosophy, algebra, astronomy, history, Greek, and Latin. It provided "a judicious blend of cultural uplift and practical skills."[3] In 1932, Wheelock became a regular U.S. Indian School. Writing in the early 1950s, Muriel Wright stated that orphans and underprivileged Choctaw children were being sent to one or another of the several remaining Indian schools in eastern Oklahoma, including Wheelock Academy for girls and Jones Academy for boys.[4] Finally, in 1955, after 123 years of service, the Wheelock campus closed when the school merged with the nearby Jones Academy. Today, approximately 90% of Choctaw children attend public schools.

The Old Seminary Building Architecture

The original campus was all but destroyed by fire in 1869. The rebuilding process between 1880 and 1884 resulted in 17 buildings on the approximately 15 acre site. Besides the school and dormitory buildings, others included a new clinic, barn, office, laundry and utility buildings. But of the 16 buildings extant in 1974, only six remained four years later.

The Old Seminary Building was the first structure to be built after the fire. It is a two-story wood frame structure. Irregularly shaped, it has a metal hipped roof with pairs of brackets at eaves, and clapboard siding. A rectangular bell tower with a pyramidal roof rises from the south side of the roof. The evenly spaced windows are two-over-two wood double-hung sash. At the south side is a two-story porch added in the 1940s, which is in poor condition. The porch remains open on the ground floor, although the upper floor has been enclosed.

The NHL Condition Assessment

As part of its initiative to assist National Historic Landmark owners, and as funding permits, the NPS provides technical preservation assistance. The NPS is providing a condition assessment of the Wheelock Academy to help the owners plan for the preservation of the structure. A condition assessment begins with an in-depth site inspection. Based on this is an analysis of the physical condition of the building, and identification of the specific work needed to preserve it. The various types of treatments are listed in order of priority, along with rough cost estimates for carrying out the work. The comprehensive field inspection is conducted by a team of historical architects, who provide documentation in the form of photographs, a site plan sketch, and floor plans. They also describe the history and significance of the site along with the recommendations for preservation or rehabilitation. This information assists owners in determining what treatments will have the least impact upon those historic qualities which led to the building's designation as an National Historic Landmark.

Because it is now vacant, the treatments to be recommended for the Old Seminary Building will result in its protection from the effects of weather and vandalism. The optimal treatment, however would be the determination of a new use and rehabilitation of this important representative of American history.

Wilma Rogers, the Director of Tribal Development, is working with representatives of the Oklahoma Historical Society and the NPS to find a new use for the campus. This compound of buildings complete with a lake deserves not just physical preservation but reuse as a home to lively activity benefitting the Choctaw Nation.

Notes

1. Muriel H. Wright. *A Guide to the Indian Tribes of Oklahoma*, vol. 33, Civilization of the American Indian Series (Norman and London: University of Oklahoma Press, 1951; ninth edition, 1986), p. 101.
2. Rennard Strickland. *Indians of Oklahoma*, Newcomers to a New Land Series (Norman and London University of Oklahoma Press: 1980, fourth printing, 1989), p. 44.
3. Joseph Scott Mendinghall, "Wheelock Academy, Millerton, Oklahoma," National Register of Historic Places Nomination, September 10, 1978.
4. Wright, op. cit., p. 17.

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Mark R. Barnes

The National Historic Landmarks Initiative in the Southeast Region

The National Register Programs Division in the National Park Service's Southeast Regional Office (SERO) in Atlanta, Georgia, is responsible for the National Historic Landmarks (NHL) program in the Southeastern United States and the American possessions in the Caribbean. From the early 1980s until 1988, SERO's primary involvement with NHLs was limited to working with the National Register of Historic Places in Washington, DC, to develop boundaries for NHLs designated before 1966.

NHLs designated by the Secretary of the Interior prior to the passage of the 1966 National Historic Preservation Act became the first properties listed in the National Register. Some of these nationally-significant properties, however, did not have boundaries, which made the application of the Section 106 process and even grants-in-aid difficult. By 1993, documentation for all of the NHL boundary studies in the Southeast had been completed. The boundary studies for five archeological sites—Parkin Indian Mound, in Arkansas; Holly Bluff and Grand Village of the Natchez, in Mississippi, and Marksville and Poverty Point, in Louisiana—involved site visits, which were the first time many of these sites had been inspected by a representative of NPS in over two decades. Such inspections proved important not only in developing boundaries, but also in gathering up-to-date documentation on the significance of the sites, clarifying threats to the sites, and developing preservation programs with preservation partners.

For example, the Parkin Indian Mound Site in Arkansas had for a number of years been listed as a Priority 1 Endangered NHL in the annual Section 8 Report to Congress, and it was even proposed to de-designate the property as a NHL due to threats from a housing development. The NHL boundary study (completed in 1989 by this office) for this nationally-significant Late Mississippian fortified mound complex reflected the latest information on the scientific interpretation of the site's significance. While the boundary study was being completed, SERO developed a partnership with The Archeological Conservancy (TAC), a non-profit organization dedicated to the preservation of significant archeological sites through acquisition. TAC began the process of acquiring the Parkin Site from over 60 landowners as a prelude to the State of Arkansas developing the site as a state park. Today, the Parkin Site is preserved. The public can visit the site and its outstanding interpretive museum and the State of Arkansas is sponsoring an on-going scientific research program at the site.

As the National Register Programs Division was completing its assignment in developing boundaries for older Southeast NHLs, it became apparent that archeological resources—both prehistoric and historic—were not adequately represented in the listing of NHLs for the Southeast Region. In fact, since the archeological NHL theme studies completed over a quarter of a century ago as part of the NPS Mission 66 Program, only about half a dozen additional archeological sites had been added to the NHL list nationwide. SERO's boundary studies found there was substantial interest in the development of new prehistoric and historic archeological NHLs among

Caguana Site NHL, near Utuado, PR. This is the central plaza of the Caguana Site, the largest ceremonial Taino complex in the West Indies, containing 10 ball courts.

Photos by the author.

federal and state agencies, the State Historic Preservation Offices (SHPOs), the archeological and historical academic community, and preservation organizations.

These groups sent to SERO documentation on a variety of archeological resources they believed met the NHL criteria. Some of the sites recommended for NHL designation were sites previously identified as potentially nationally significant in the Mission 66 theme studies of a quarter century ago, but were never nominated. Other NHL recommendations consisted of significant sites found within the last 20 years and came from historic contexts in state plans created by the SHPO offices. In response to this interest the National Register Programs Division developed a process to quickly evaluate the potential of a property to meet the NHL criteria (prior to initiating a NHL study) in conjunction with the History Division, in Washington. This preliminary assessment approach proved effective and efficient in developing nominations for a dozen individual archeological properties, and the first Multiple Property NHL (Green River Shell Middens Archeological District in Kentucky) in less than three years.

Jaketown Site, Humphreys County, MS. The Jaketown Site is a Poverty Point culture site (c. 1,000 BC).

These special studies allowed SERO to initiate NHL nominations with preservation partners serving as the main authors, and implement preservation options with these same groups. For example, the 18th-century Spanish colonial site of Los Adaes Presidio, located near Natchitoches, Louisiana, was designated in June of 1983. Its boundary was enlarged in November of 1993, due to the finding of new associated archeological sites. In 1996, the Louisiana State Parks used the boundary enlargement to acquire additional lands at the site for future public interpretation.

TAC acquired the Menard-Hodges Mounds Site in Arkansas as an archeological preserve. Designation of this 17th-century Quapaw site on the Arkansas River assisted the Conservancy in raising funds for acquisition. The Conservancy is currently fencing the site and working with the state to develop a preservation master plan.

The Hardaway Site, a major Paleo-Indian stone tool manufacturing site owned by the ALCOA Company, was designated an NHL in June of 1990. National recognition has created a program of site protection by the ALCOA Company and a commitment by the company to enter into a preservation program with the North Carolina SHPO.

The 18th-century Spanish colonial mission site of Guevavi in southern Arizona was designated a NHL in 1990. This Spanish colonial Jesuit mission site was studied by SERO because of specialized staff expertise in the archeology and history of the area. The request for SERO's assistance came from the Associate Director for Cultural Resources and was prompted by Congressional interest in adding this property as an outlier to Tumacacori National Monument. TAC acquired the Guevavi Site and the property is now owned by NPS. The result of this interest was a 100% increase in the number of archeological NHLs in the Southeast Region by 1990.

However, the National Register Programs Division realized that while special study NHLs had been successful, what was needed was a thematic NHL study of the southeast region to develop a sound comparative approach to the development of NHLs. In 1991, this office undertook a Historic Sites Survey of Historic Native American and Colonial Resources in the Southeast Region. Information for this theme study was derived from the original Mission 66 theme studies, consultation with federal and state agencies, anthropology departments, and state planning documents. Over 300 historic Native American and Colonial sites were considered in the theme study. Through the efforts of SERO and its preservation partners, over three dozen historic sites have been designated or are presently under development for the NPS by professional archeologists and historians who participated in the review of the historic sites theme study and expressed an interest in working with NPS to develop the nominations.

Historic Native American sites designated by the Secretary of the Interior as NHLs through this theme study include Bottle Creek Mounds Site, Alabama (designated April 1994); Yuchi Town Site, Alabama (designated June 1996); Eaker Site,

Arkansas (designated June 1996); Dancing Rabbit Creek Treaty Site, Mississippi (designated June 1996); Caguana Site, Puerto Rico (designated November 1994); and Chucalissa Site, Tennessee (designated June 1994). Historic colonial or early American sites designated as NHLs through this theme study include Fort Mose, Florida (designated October 1994); the shipwreck site of the Maple Leaf, Florida (designated October 1994); Fort Boonesborough, Kentucky (designated June 1996); Caparra Site, Puerto Rico (designated April 1994); and Skytsborg (Blackbeard's Castle), United States, Virgin Islands (designated October 1994).

Future American Indian NHLs from this historic sites theme study are under development for Creek, Calusa, Apalachee, Shawnee, and Timucua culture sites. Numerous nominations of Spanish, French, English, and Danish colonial sites are being prepared, along with sites associated with Moravians, African-American history, coffee and sugar plantations, shipwrecks, colonial warfare, and pirates.

The on-going success of the above theme study encouraged SERO to undertake two other landmark survey initiatives—Civil War Battlefields and Prehistoric Archeology Sites. The Civil War Battlefield survey identified approximately 130 potentially-significant battlefields in the Southeast, and resulted in the NHL designation or enlargement of NHL boundaries for seven battlefields—Corinth, Port Gibson, and Brices Crossroads, in Mississippi; Middle Creek, Perryville, and Mill Springs, in Kentucky; and Bentonville, in North Carolina. Many of these nationally-significant battlefields have benefitted, in the 1990s, from the American Battlefield Protection Program, ISTEA, Civil War Trust, and the Historic Preservation Fund grants-in-aid, for acquisition and preservation planning.

In conjunction with the National Register Programs Division of SERO, the 11 Southeastern SHPO offices and over 150 professional archeologists worked on a new NHL study for prehistoric archeological sites. The national theme study for pre-historic archeological sites is currently in progress. SERO has a preliminary list of some 50 properties that are presently under consideration for NHL nomination. Priorities are currently being established for completion of individual and multiple property NHL nominations for future presentation to the Secretary's Advisory Board. Important "spin offs" from the above are commitments from state and federal agencies and scholars to undertake specific NHL studies. They will initiate the drafts and SERO will review them for continuity.

Although the NHL initiative of SERO was originally intended to be an archeological initiative, the historic period theme study also included a small number of properties with standing ruins or structures. This effort also has served to correct problems observed in some SHPO programs in regard to the National Register during State Program Review. For example, when it was noted both the Puerto Rican and Virgin Island offices had experienced problems with nominations to the National Register, SERO began working with these offices to identify about a dozen potentially nationally-significant properties. SERO then made a multi-year technical assistance commitment to work with these offices to develop NHL nominations, which the state offices then first submitted to the National Register to gain valuable training in the production of Register nominations.

This effort has resulted in the revision and computerization of nearly all of the existing NHLs in the Caribbean and the development of a dozen new NHL nominations. SERO is now commencing a new program of technical assistance to these offices. For example, the Caguana Site, located in the central mountains of Puerto Rico, near Utuado, was first identified in a Mission 66 theme study as a potential NHL. SERO worked with the Puerto Rican office to develop a NHL nomination for Caguana, which is the largest ceremonial ball court complex in the entire West Indies. The property was listed in the National Register (using the NHL nomination documentation) in 1991 and designated a NHL in 1994. SERO is now working on a National Register multiple property nomination for the ball court sites in Puerto Rico and the Virgin Islands, with both state offices. This nomination will also serve to identify other potential NHL ball court sites in the American possessions in the Caribbean. SERO is also working with the Puerto Rican office to complete a National Register multiple property nomination for resources associated with the Spanish-American War on that island, as a special centennial study, using a student intern from the Historic Preservation Program at Georgia State University.

The technical assistance provided by SERO to state offices is beginning to develop interest from them in undertaking NHL studies for non-archeological properties. For example, the National Register Programs Division worked with the City of Augusta, Georgia on a NHL nomination for the Old Medical College of Georgia Building, which was designated an NHL in 1996, for the national role of the medical college in the training of medical students in the 19th century. This office is also working with the Virgin Islands SHPO and the rabbi of St. Thomas Synagogue, in Charlotte Amalie, on St. Thomas, to develop a NHL nomination for the second oldest and longest in continuous use synagogue under United States authority.

Casa Cautiño, in Guayama, PR. This building was the headquarters General Fred Grant during the occupation of the island in the Spanish American War. Casa Cautiño is part of a proposed NHL.

The interest in the NHL program that exists in our region extends beyond the commemoration of nationally-significant properties. SERO and the SHPOs are actively using the Section 8 Annual Report to Congress to identify existing NHLs requiring improved documentation. This office has developed a centralized slide file for Southeast NHLs. As part of this effort, we are also developing a computerized "needs sheet" for all the Southeast NHLs. Each sheet contains the location of NHLs, the address of the owner/contact, endangerment status of the property, when it was designated an NHL, whether it has received a bronze plaque, when it was last visited, the NHL's theme and significance, and photographic information.

An important "need" identified in the above effort is to update and computerize a number of Southeast NHL studies. This office believes it is very important to be able to have these NHLs computerized for rapid reproduction of the nomination, and as a means of keeping the nominations up to date. For example, the Columbus Landing Site (Salt River Bay), USVI; Stallings Island, Georgia; and Okeechobee Battlefield, Florida are being updated by this office in conjunction with the appropriate SHPOs, which may require boundary or significance adjustments. All of these properties are currently listed as threatened or endangered in the annual Report to Congress.

In the Southeast, historic districts tend to be frequently listed as endangered NHLs primarily because of the lack of appropriate documentation needed for Section 106 decision-making. Currently, the SERO National Register Programs Division and the Savannah College of Art and Design (SCAD) are completing a four-year survey effort of all the buildings in the Savannah Historic District. The popularity of Savannah as a tourist mecca is resulting in a number of new developments, along with federal projects, which are threatening the integrity of the historic district. As currently written, the nomination does not provide decision makers with the information necessary to make coherent decisions about new development. SCAD's involvement has made possible the survey of one of the largest architectural NHL districts in the United States. SCAD students will be assisting the NPS in the development of the revised NHL study following completion of survey of the district.

Similarly, the National Register Programs Division is also re-studying the St. Augustine Town Plan Historic District with the St. Augustine Preservation Board. This new study has identified almost twice as many pre-1821 colonial structures within the district, and several significant colonial sites in and around the district, were as identified in the original 1970 NHL study.

The original intent of SERO's NHL efforts, to establish boundaries for existing NHLs, was completed, but this activity generated a positive interest on the part of preservation partners in working with NPS to establish new NHLs. From this, the National Register Programs Division undertook a number of theme studies leading to revised archeological and a large number of new Civil War and archeological site NHLs. Recently, this effort was extended to revising and creating new NHLs for architectural properties.

Throughout all of this effort, this office's goal has been to refine the data available on Southeast cultural resources to assist in the identification of potential new NHLs, or revise the data for older NHLs. Evaluation of potential NHLs using the NHL criteria and thematic framework is equally important in the identification process, leading to the completion of nominations through the cooperation of preservation partners. The last element of the National Register Programs Division's NHL initiative is to provide the appropriate type of technical assistance to the owners of NHL properties. The determination of which properties to provide technical assistance can come from information gathered for the Section 8 Report to Congress, contact with the NHL owners or SHPO offices, or through site inspections. The NHL Initiative of the Southeast Region's National Register Programs Division has been directly responsible for the increased number of NHLs and reduction of endangered and threatened NHLs in this region, and permitted our preservation partners to play an important role in all of the aspects of this initiative.

Mark R. Barnes is an archeologist with the Southeast Regional Office, NPS.

Leo Barker

The Presidio Within the Presidio
Historical Archeology in a NHL

For years San Francisco has celebrated its birthday on June 29 inside the walls of the Officers' Club at the Presidio of San Francisco. Believed to be the last remnant of the Spanish *presidio* or fort built over 220 years ago, the Club has always been an icon of San Francisco's history. Visitors have paused to reflect on that history while peering at the eroded adobe wall visible through a tiny window in the Club's Moraga Hall. But in all that time, few guests have realized that the history of this site's earliest days lay just below their feet.

El Presidio de San Francisco [El Presidio] was the northernmost outpost of the Spanish Empire in North America. It was established under orders of Captain Juan Bautista de Anza on July 26, 1776, by Jose Joaquin Moraga with about 200 soldiers, settlers, and their families. El Presidio was as much a community as a fort, with families of mixed indigenous Mexican, African, and Spanish descent from throughout the northern frontier of New Spain (present day Mexico). As a strategic military settlement, it eventually governed and provided security from the Sonoma/Mendocino frontier to the Monterey Bay, and from fortifications at the Golden Gate Straits to the wild hinterlands of the Central Valley, including seven Franciscan Missions and two civil settlements, all before 1846.

El Presidio was built as a quadrangle about 85 yards on a side. Surrounded by a palisade, the complex was built by a squad of 20 sailors and two carpenters who focussed their energy on three key structures: the commandant's quarters, a warehouse for provisions, and a chapel. This was the extent of the complex. Settlers and their families were left to build their own homes, which are referred to in the record as *chozas* [huts] of *jacal* [branch and mud] or *palisado* [upright poles or timbers] construction with *azotea* [flat roofs] with *zacate* [straw] coverings.

Designed to defend Spain's territory, the Presidio community struggled to fulfill its role while also facing constant challenges presented by the environment. Historical documents suggest that El Presidio was in an almost constant state of disrepair, reconstruction, and collapse. By 1792, El Presidio was described as a quadrangle of palisade, adobe, and stone buildings about 106 by 110 yards, with no buildings on the eastern side. The construction and layout of El Presidio remains enigmatic after this date.

When the United States seized Alta California in 1846, much of El Presidio lay in ruins. U.S. troops used intact adobe buildings as a headquarters and barracks from the 1850s until the 1906 earthquake. In fact, El Presidio's central plaza remained the main parade ground until the Post was redesigned in the late 1890s. The landscape of the Spanish colonial period remains today in the parking area demarked by Pershing Square, Moraga Avenue and the Officers Club, and the southern half of the Funston Avenue Officers Quarters.

A view of the Spanish Presidio archeological site during the 1996 test trenching to verify results of ground penetrating radar work. The building on the right is the Officers' Club. The entire parking area is part of the original central plaza of the Spanish Presidio, and also the main parade ground during the American period until the 1890s.

Photos by the author.

The Presidio of San Francisco was originally designated a National Historic Landmark on June 13, 1962. At that time, the property was identified through a thematic study of sites associated with Spanish colonial exploration and settlement. It was secondarily recognized for its long military occupation by the United States Army after 1846.

The only historic resource identified in 1962 was the Officers' Club, which was reputed to contain adobe fabric from its original use as the Spanish commandant's quarters during the 18th century.

Public perception of the Presidio NHL continued to evolve through the 1970s, and with each new study more contributing historic properties were identified on this 1,480-acre military reservation. The number of significant buildings and structures rose from one in 1962, to 277 in 1976, to 400 in 1981, and most recently reached 662 or more sites in 1992. During much of this time, the value of El Presidio was forgotten and became secondary to a growing interest in the post-1846 history of the U.S. Army Presidio.

Cabrillo College's 1996 archeological field school site between an 1880s Officers' Quarters (on the left) and the Officers' Club. Remains of one of the Spanish Presidio chapels from either 1784 or 1817 were found here.

Beginning with the 1992 re-study of the Presidio NHL conducted through the Western Regional Office of the National Register Programs, historic archeological resources had their first opportunity to be recognized as contributing elements of the Presidio district. The 1992 re-study of the Presidio NHL included a predictive model for historical archeological sites that would contribute to the values of the Landmark.

A predictive sites model was chosen for the following reasons:

1. The Presidio has a complex history of physical change that masked much of its archeological remains, impeding archeological site identification by pedestrian survey;
2. Similar to other NHLs with archeological components, little funding existed to conduct either remote sensing or excavations to identify and clarify the integrity of these resources;
3. Substantial primary historical documentation existed to analyze, locate, and map key areas where archeological sites and features would occur; and
4. Previous historic archeological studies on similar military sites provide testable patterns of land use and archeological feature locations that could be incorporated into the Presidio's predictive model.

The resulting predictive model was incorporated into the General Management Plan Amendment for the Presidio within Golden Gate National Recreation Area, and was, significantly, adopted by the U.S. Army and the Corps of Engineers (COE). They continued to conduct major land disturbing projects through the period of Army-to-NPS transition and will continue to do so as hazardous material remediation continues for several years to come. Both the Corps of Engineers and the NPS use this model to make decisions about project monitoring, test excavations, and special needs in identified archeological zones.

The use of the predictive model paid off substantially in June 1993, when Barb Voss and Vance Bente of Woodward Clyde Consultants located stone foundations from the Spanish colonial El Presidio while monitoring the removal of a fuel oil storage tank behind a row of 1860s Officers' Quarters. Although the monitoring was originally designed to watch for archeological remains associated with the Officers' Quarters, the discovery and the next two years of monitoring waterline construction, sewer line repairs, and specially focussed excavations arranged through the Army and the Corps of Engineers resulted in major contributions to our knowledge of this Spanish colonial site. In 1995, test excavations directed by park archeologists Leo Barker and Martin Mayer uncovered additional subsurface features on the southern side of the site, including discovery of collapsed adobe walls under an 1880 officers quarters.

Partnering has been a major method of accomplishing many of the potentially costly goals of researching and developing El Presidio. During the transition of the military reservation to NPS stewardship, the COE, Army, and the NPS pooled resources and contracted with Woodward Clyde Consultants to test assumptions about the layout of the Presidio site using ground penetrating radar, and ground truthing through hand and machine excavation.

Since 1995, the Golden Gate National Recreation Area has embarked on a long-range archeological and historical research project on El Presidio. It includes an annual archeological field school funded through the Golden Gate National Park Association, and conducted through the Archeological Technology Program of Cabrillo College in Aptos, California. The field school, directed jointly between Robert Edwards and

Cabrillo College students and volunteers peer over and sort the archeological residue from each stratum after it is water screened through 1/8" mesh and dried.

Charr Simpson-Smith of Cabrillo College, and Leo Barker, is currently examining one of El Presidio's numerous chapel sites. The school was selected because it is the only certification program in California which produces archeological technicians proficient in detailed stratigraphic excavation techniques, and incorporates a public education element into its field work. While achieving park goals regarding archeological resource identification, conservation, and interpretation, educational goals set in the Presidio General Management Plan are also being met. Visitors can see, feel, and reflect on the European origins of San Francisco and much of the settlement of central California.

The growing archeological program also includes contributions from Golden Gate staff, the National Americorps program, San Francisco Conservation Corps, Boy Scouts of America, and interested volunteers. A historic community reconstruction project has begun with history students from the University of San Francisco, which is computerizing the genealogy of El Presidio's Spanish and Mexican period occupants. They have begun to research the Russian, English, American, and Peruvian companies and manifests of trade which will facilitate archeological work and help build a more complete social and economic history of the site and region. Anthropology students from the University of California at Berkeley will begin an intensive survey this summer to identify "outlier" sites reflecting the growth of El Presidio outside its initial quadrangle in the early 1800s. San Francisco State University will also be conducting remote sensing in the form of ground penetrating radar, magnetometry, and resistivity surveys of both El Presidio and the outlying survey areas. The resulting synergy is positive, strong, and growing.

So what have we discovered? The results of the 1996 field work at El Presidio include several new discoveries. At least two distinct construction episodes have been found. One appears to coincide with the roughly 106 x 110 yard square composed of a central plaza surrounded by single pile buildings of *adobe* or *jacal* as identified in the 1792 report of Acting Commandant Hermengildo Sal and corroborated by visiting Captain George Vancouver. The other is a stone foundation approximately 2.5 times larger than the 1792 plan, and not referenced in the existing historical documents. Current interpretations place construction of this larger quadrangle in 1815 under the direction of Captain Luis Antonio Arguello.

Other discoveries include additional foundations over 100' outside the western side of the quadrangle, which are either from defensive walls or large corrals of the early-19th century and may represent implementation of designs prepared in 1795–96 but refused by the royal government. Foundations, remnant interior wall plaster, and a silver crucifix have helped identify one of El Presidio's chapels on the southern side of the plaza. Excavations within the central plaza show a busy community or village center, not the austere, groomed, ceremonial parade ground of the American period. Remodeling of the Officers' Club in 1934 actually encapsulated an entire adobe building including its roof and floors. Since the building is the largest remnant of Spanish military architecture in California, remote and non-destructive archeological testing will be conducted to determine the original structure's layout and construction, as well as its development into modern times.

It has become apparent that El Presidio's archeological remains cover a broader area than any historic documents or maps suggested, and will require substantial study to clarify, interpret, and develop ways of managing this historical site. There is much to be learned and joint historical and archeological research will provide the best opportunity for enhancing public understanding of the Presidio within the Presidio of San Francisco.

Leo Barker is an archeologist with the Presidio, Golden Gate National Recreation Area, NPS.

Ann Huston and B. Noah Tilghman

Bodie, California
Preserving a Historic Mining Landscape

Located on the eastern side of California's Sierra Nevada, in the high desert of sparsely-populated Mono County, Bodie is perhaps the best-preserved mining ghost town in the United States. W. S. Body and his partners established the first mining claims (at what would ultimately be spelled Bodie) in 1859. Before the turn of the century, the town may have attained a population of over 10,000 and produced in excess of $30 million (in pre-World War I dollars) worth of gold. Mining continued at Bodie through several boom and bust cycles until 1942. Bodieites seemed to take their reputation for wickedness, like their whiskey, with gusto. No one from Bodie seems ever to have thought of refuting the Reverend F. M. Warrington's often-quoted description of their town as "a sea of sin, lashed by the tempest of lust and passion."*

Following its boom years, sporadic mineral exploration prevented the town and surrounding mining area from being completely abandoned. The presence of a caretaker provided by the J. S. Cain Company, long-term owner of much of the town of Bodie and its mining district, helped ensure its protection from salvage and vandalism. What remains from Bodie's 83-year span of boom and bust mining activity is a 2,900-acre historic landscape, filled with remnants of ore exploration, extraction and processing activities; sheds, houses, rock shelters and tent platforms; ruins of commercial enterprises of all kinds, including a "Chinatown" and a red-light district; infrastructure supporting transportation and communication links with the outside; and myriad debris that was used, discarded, recycled, and abandoned.

West side of Bodie Bluff, looking east from the town. The gray buildings in the center are the Standard Consolidated Stamp Mill. Photo courtesy Frank Lortie.

In 1961, the Secretary of the Interior designated Bodie a National Historic Landmark as an excellent representative of a Western mining ghost town. The State of California, recognizing Bodie's unique value, had begun purchasing the townsite from the Cain Company and other owners in the late 1950s. In 1962, the new Bodie State Historic Park took on the task of protecting Bodie's ghost town character and interpreting its historic qualities. By 1986 the state had acquired nearly 500 acres of the townsite, including the cemeteries and some outlying associated historical features. The California Department of Parks and Recreation worked to stabilize Bodie's remaining structures in a state of "arrested decay," even as private mineral exploration on Bodie Bluff continued on a very limited basis unbeknownst to most of the ever-increasing numbers of visitors to the park.

In mid-1988, California State Parks notified the National Park Service that the Landmark was threatened by a potential large-scale mining operation on the bluff above the townsite. Investigations revealed that the J. S. Cain Company, Lost Carcass and Buzzard Mining Company, and other adjoining property owners had leased their mineral rights and mining claims to the Bodie Consolidated Mining Company, a subsidiary of Canadian-based Galactic Resources LTD. Galactic had initiated its mineral explorations on the privately-owned Bodie Bluff and Standard Hill, situated only 500' above and a quarter-mile from the State Historic Park. Lode, mill, and placer mining claims on surrounding public land managed by the Bureau of Land Management also were being secured. Soon, Galactic would control nearly 72

square miles of the public domain in and around the State Historic Park and into Nevada. Their initial explorations centered on the heart of the historic mining district—an area containing hundreds of structures, ruins and artifacts and a labyrinth of underground tunnels remaining from the earlier mining booms, as well as remains of prehistoric occupation sites. As explorations continued, Galactic made it clear that, if the results of the exploration indicated a potential return on investment, their intentions were to conduct a large-scale mining operation at Bodie. Company representatives continuously assured their investors and the public that Bodie was a "world-class" gold deposit that could be mined as safely and as successfully as their existing gold mining operations in South Carolina, Nevada, and Colorado. While these same representatives avoided saying so publicly, subsequent documentation has confirmed the then-current local rumors that Galactic's most economical means of mining the bluff would be through a large open-pit operation. Tons of rock would be blown free; mineral-bearing ore would be separated, crushed and gold recovered through a cyanide heap leach operation. As well as a huge open pit, acres of waste rock would be left permanently on the landscape.

Bodie from Standard Hill, c. 1890. Source unknown. Copy located in California Department of Parks and Recreation archives.

The Mono County government and local residents divided on the issue of the mining operation. Many saw it as an opportunity to bring much-needed high-paying year-round jobs and income into the area. Others saw it destroying one of their major tourist attractions and a valued historic resource. Those in opposition argued that Bodie's value as a tourist destination was an important long-term economic benefit to the county that could not be matched by any short-term mining boom which would destroy its ghost town atmosphere forever. National media reports picked up the controversy and hundreds of people from across the United States and Europe expressed concern at the prospect of the potential destruction of Bodie and its ghost town character by an open-pit mine. The California State Park Rangers Association launched a protest and formed a committee they named "SAVE BODIE!" to thwart the mining company's plans. Mono County residents formed the Eastern Sierra Citizens for the Protection of Bodie. The National Park Service listed Bodie in its annual report to Congress on endangered National Historic Landmarks. The National Trust for Historic Preservation, the Wilderness Society and others also weighed in against the potential mining operation. As the debate raged, the mining company continued its explorations, revealing little about the results of its efforts or its long-term plans, while mounting a well-financed public relations campaign and beginning to fund the establishment of a local "wise use" group.

In the meantime, the NPS's Western Regional Office discovered that the documentation for Bodie National Historic Landmark District did not adequately describe the resources or their significance and that the Landmark lacked a boundary. Amid sulfurous fumes of controversy, the Park Service embarked on a project to improve the documentation and establish a boundary for the Landmark. Research into the history of the Bodie mining district and a reconnaissance of the historic resources within the Bodie Bowl supported a large boundary that integrated the mining remains, the adjacent residential, commercial and civic resources in the townsite, the transportation and circulation corridors that linked the mining district with the outside markets, and the local infrastructure. NPS completed draft documentation for the Landmark which described it as a mining landscape, with a boundary that encompassed the townsite, the industrial resources which included the placer, shaft and tunnel mining remains along the mineralized ridge, the mills on and around Bodie Bluff, portions of the toll roads and railroad that led into the town, and the cemeteries and historic recreational areas adjacent to the town. The core of the historic mining area, Bodie Bluff and Standard Hill, coincided with Galactic's "exploration target area."

The advent of the mining threat to Bodie served as a catalyst to the State of California to

seek ways of realizing one of the long-term goals of the *Bodie State Historic Park General Development and Resource Management Plan*. The goal—to secure areas surrounding the park to further protect and interpret the historic mining district, needed to be achieved in any case for the unit's protection. Once the mining company's intentions were made public, State Parks made a commitment to protecting Bodie by using existing regulatory and legislative processes. Visualizing a three-pronged approach of regulatory protection, withdrawal of the right of new mineral entry, and ultimate acquisition if possible, State Parks felt that if they were successful with any two of the troika, they would be able to protect the integrity of the Park.

Bodie from Standard Hill, 1990. Photo courtesy B. Noah Tilghman, California Department of Parks and Recreation.

Lacking regulatory authority outside of its 264 park units to control the impacts of off-site mining upon the resources it is charged to protect, California State Parks made an effort to participate in the upcoming Mono County General Plan and mining policy development. State Parks initiated a campaign to educate other resource agencies in the state as well as the public, and conducted numerous field trips to the site for decision-makers. Coincidentally, the Bureau of Land Management's Bishop Resource Area was initiating its Resource Management Plan effort and both State Parks and the NPS worked closely with BLM to document the historic values of the Bodie Bowl in the agency's Resource Management Plan and indicate concerns about large-scale mining projects within the Bodie Bowl.

With the threat of an open pit mine, SAVE BODIE! was able to gather enough support to pass a Joint Resolution of the California Legislature. Though lacking the force of law, this formal statement expressed California's concern with the impacts that large-scale mining might have on Bodie and to request that the President and Congress protect the ghost town character, ambiance, historic buildings, and scenic attributes of Bodie and nearby areas and withdraw the right of new patent or mineral entry on public lands of the Bodie district. Concurrently, the Bureau of Land Management completed its Resource Management Plan for the Bishop Resource Area, which recognized the Bodie Bowl as an "Area of Critical Environmental Concern" (ACEC) for its historical values and which also recommended a small mineral withdrawal on the opposite side of the State Historic Park from Galactic's operations. Six months later California State Parks was able to open very preliminary discussions with Galactic regarding the possibility of public acquisition of their properties at Bodie.

By early 1992 the Mono County Board of Supervisors achieved a preservation-oriented position toward Bodie. While not eliminating the possibility of mining or other development at Bodie, they called for creation of land use policy recommendations for the area as part of the update of the Mono County General Plan. BLM, which was charged with producing a management plan for the ACEC, joined forces with the County to create a joint program. In November 1992, the County and BLM established an advisory committee of local citizens, which included representatives from the mining industry, developers, environmentalists, local landowners, the tourism industry and California State Parks, to help create the policy framework. The committee began its task by developing a statement of the "Bodie Experience," in order to define what it wished to protect:

> Nowhere in America can a person better journey back in time to experience a legendary Western boom town than in the historic mining region of Bodie. As we walk the streets and view the structures and surrounding landscape, we begin to understand frontier life of the 1880s—the searing heat, the bitter cold, the sound of the wind, the eerie quiet, and the final isolation of the cemetery. This experience helps us comprehend the place, events, and people of various cultures and ethnic backgrounds contributing to the American spirit of fact and myth. Bodie offers an individual the unique opportunity to discover and experience the special sense of

place suspended in time ... free from the sights and sounds of contemporary intrusion ... This is the Bodie experience.

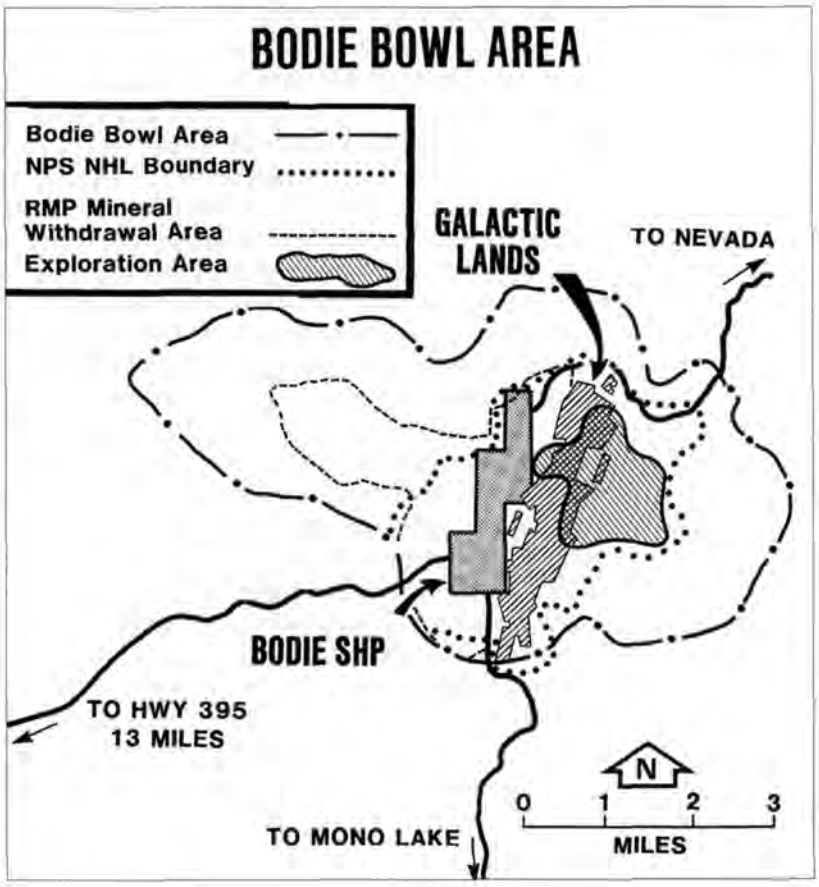
The group worked for two years, producing a final planning document in mid-1995.

Simultaneously with initiation of the local planning efforts, California Congressmen Lehman and Miller introduced the first of three bills to legislate additional protection of Bodie in response to California's joint legislative resolution. Opposed by Galactic, but supported by testimony from SAVE BODIE!, local, state and national conservation and historical organizations, the bill passed the House of Representatives but failed in Senate committee due to the opposition of California's Senator John Seymour. Re-introduced by Senators Feinstein and Boxer and Congressman Miller in the opening days of the 104th Congress, the Bodie protection bill once again seemed destined to oblivion in the Senate due to opposition of Congressional and mining interests who perceived it as a preamble to mining law reform, until it was amended onto the coattails of Feinstein's soon-to-be-successful S-21.

President Clinton's signing into law, on Halloween 1994, of Senator Feinstein's California Desert Protection Act creating the Mojave National Preserve, also established the Bodie Protection Act of 1994 to safeguard the ghost town of Bodie. Containing many of the elements requested by California's legislative resolution, this act prohibited patenting of mineral claims, required that existing mineral claims be reviewed, and that any claims found to be valid be subject to regulations no less stringent than those administering mining within national parks. The act also required the Department of the Interior to carry out a study as to how Bodie could be further protected "including but not limited to acquisition of lands ...."

The impact of the legislative mineral withdrawal was softened somewhat by the December 1992 bankruptcy of Galactic Resources. This was brought on by their liability for a huge chemical leak at their Summitville operation in Colorado which is alleged to have sterilized nearly 17 miles of the Alamosa River, and which has current estimates exceeding $160 million in clean-up costs. The mining threat at Bodie did not disappear with Galactic's bankruptcy, however, as the company's Bodie property interests were placed in the hands of a Canadian bankruptcy trustee whose fiduciary responsibility was to market the mining claims to the highest bidder.

With the passage of the Bodie Protection Act, the Bureau of Land Management acted promptly to determine the validity of the existing mining claims. The agency completed its draft mining regulations for the Bodie Bowl in late 1996. State Parks redoubled its efforts to acquire the critical mineral properties from the Galactic trustee. These negotiations were initially crushed in June 1994, with voter rejection of California's Proposition 180, which would have supplied much-needed park acquisition and improvement funding for Bodie and a multitude of other projects statewide. In spite of this seemingly insurmountable setback, California State Parks chose to seek alternative avenues to keep fighting for Bodie's future. First by themselves, then as success built upon itself, in cooperation with the Bureau of Land Management and the National Park Service, a variety of state, federal, and private funding sources were identified and secured. None of these sources by itself was sufficient, but collectively a package was assembled which met the require-



Map showing Bodie Bowl area; NPS NHL boundary; Resource Management Plan withdrawal area; State Historic Park; Galactic Lands; and Exploration area. Courtesy California Department of Parks and Recreation.

ments of the Galactic bankruptcy trustee and State Parks was able to consummate an agreement for the purchase of the property.

Bodie, at least superficially, meets the definition of a ghost town which is, according to the *Random House College Dictionary*, "a community permanently abandoned by its inhabitants." However, the threat which has loomed over it during the last nine years has shown that Bodie continues to be inhabited by a spirit more substantial than any of its ghosts. While Bodie may be empty of inhabitants, it has never been deserted by them. We have discovered that there is a dispersed worldwide spirit of shared interest which has never abandoned this special place. This interest cuts not only across space but across economic and bureaucratic boundaries. Though sometimes separated by distance and ideology, when their town is threatened Bodie's protectors draw together in a partnership to channel their collective energies to its defense, just as any society would do in the face of an impending menace. Thanks to them, Bodie has achieved an initial critical acquisition. But additional work is necessary to complete the property purchase and to stabilize structures before Bodie can be considered "saved".

Nonetheless, there is cause for celebration. In September 1997, the 35th anniversary of Bodie State Historic Park, a re-dedication of the unit will be held on the historic and now-preserved hills overlooking the town as the park is doubled in size and the golden heart of the district is finally returned to the public for its protection, education and enjoyment.

Note

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Lou Ann Speulda

Midway National Historic Landmark: Transfer and Transformation

In 1993, after more than 50 years of service, the U.S. Navy closed its Naval Air Facility at Midway, pursuant to the Base Realignment and Closure Act of 1990 (P.L. 101-510). In 1996, the atoll was officially transferred to the U.S. Fish and Wildlife Service (USFWS).

Midway Atoll is at the northern end of the Hawaiian island chain, approximately 1,250 miles northwest of Honolulu. Midway comprises a roughly circular outer reef approximately 5 miles in diameter that encloses a central lagoon and two main islands, Sand and Eastern. The Atoll's exceptional ecosystem supports the largest Laysan albatross colony in the world, the second largest black-footed albatross colony, at least 13 other species of migratory seabirds, four species of migratory shorebirds, endangered Hawaiian monk seals, threatened green sea turtles, and a diversity of other marine species. Midway Atoll National Wildlife Refuge (NWR) was established in 1988 to meet federal responsibilities for migratory and marine species.

Midway Atoll was the site of the Battle of Midway, considered to be the turning point of World War II in the Pacific, reversing the tide of Japanese expansion and reviving U.S. military morale. Ten structures directly related to the Battle were commemorated in 1986 as a National Historic Landmark (NHL).

In 1995, the Navy identified and evaluated 64 additional properties remaining on Midway that are eligible for the National Register of Historic Places. In order to handle the complicated issues and adverse effects of transferring the 74 historic properties from the Navy to the USFWS, a Programmatic Agreement (PA) was developed. The PA, initially generated by the Navy, received input from the USFWS, Advisory Council on Historic Preservation (Council), the National Park Service, the State Historic Preservation Officer of the State of Hawaii, the Sixth Defense Battalion, the U.S.

Marine Corps, and Defenders of Midway Islands Reunion Association, and the International Midway Memorial Foundation. An August 1995 meeting of interested parties led to a plan for managing historic resources on Midway and also raised concerns regarding public access. Visits to the atoll have been restricted since 1941. For many, public access was a priority.

While not every building or structure could be preserved, a consensus was achieved through the PA negotiations to maintain contiguous portions of the World War II-era landscape. Six levels of preservation were defined in the PA, including: reuse, secure, leave as-is, fill, demolish, or relocate. The management category for each of the historic properties was based on many factors, such as historic importance, interpretive value, overall setting, association with key themes, structural integrity, and recommendations from interest groups, specialists, and the Council. Prior to transfer, the buildings and structures were recorded according to Historic American Buildings Survey or Historic American Engineering Record standards.

World War II Facilities at Midway National Historic Landmark, Midway Islands. One of several surviving ammunition magazines that serviced the gun batteries during the Battle of Midway, June 1942. Courtesy E.N. Thompson.

Midway's NHL status is based on its significance during World War II, but the Atoll's historical character is also derived from events beginning a century earlier. The first recorded landing, in 1859, was made by Captain N.C. Brooks, who named the island grouping "Middlebrook Islands." In 1867 the Secretary of the Navy sent Captain Reynolds to take possession of the islands for the United States. The atoll was renamed Midway in 1869. Efforts in the 1870s to open a channel in the reef were unsuccessful, and for the next 30 years visits to the Atoll were limited to shipwreck survivors and bird hunters.

Midway's role as an important communications link with the Far East was established in 1903 when the Commercial Pacific Cable Company chose Sand Island for one of its relay stations. The first superintendent was Ben W. Colley, who arrived in April 1903 with a staff of about 30 people. Verandah-style, two-story concrete buildings were constructed to serve as an office, a mess hall, and quarters that featured a library and billiard room. Colley imported soil from Honolulu to create a garden for growing fresh vegetables.

The cable station employees began to file reports of foreign activities on Midway. Especially disturbing was the presence of Japanese poachers who collected feathers and threatened the safety of the island residents. In January 1903, President Theodore Roosevelt placed the Midway Islands and environs "under the jurisdiction and control of the Navy Department" by Executive Order 199-a. In May 1904, a group of 20 Marines arrived on the island to provide protection for the cable staff and island wildlife. In 1905 the U.S. Lighthouse Service established a lighthouse on Sand Island, further legitimizing U.S. claims to Midway Atoll. Pan American Airways began using Midway as a stopover in the mid-1930s.

Military interest in Midway accelerated as World War II started in Europe. The Pacific Naval Air Base Contractors began work on three asphalt-paved runways on Eastern Island, along with two hangars, shops, and storage buildings. In 1941 the Naval Air Station was commissioned, altering the civilian character of Midway. The architectural style of the buildings reflected the military presence in their uniform, efficient design. The Navy contracted Albert Kahn, one of the country's foremost industrial designers, to prepare standardized plans for barracks, mess halls, and hangars.

Marines from the 3rd Defense Battalion and 6th Defense Battalion landed on Midway in 1940-1941 to emplace guns and build magazines and shelters. The troops were in place just in time to repel a Japanese raid on December 7, 1941.

In that incident, 2 Japanese destroyers shelled the island and Marine guns returned fire. The Japanese ships caused extensive damage and U.S. casualties amounted to 4 killed and 10 wounded. The most notorious hit was on the Sand Island power plant where a round entered an air port (window), rendering this "bomb-proof" building ineffective and disrupting a communications center. First Lieutenant George H. Cannon, although mortally wounded, stayed at his post

until communications were reestablished. He became the first marine to receive the Medal of Honor in World War II.

Suspecting that the Japanese were planning an invasion of Midway, Admiral Nimitz inspected the islands on May 2, 1942. Shortly thereafter, reinforcements arrived and an extensive system of obstacles and mines was placed around the beaches. Thirty-eight anti-aircraft guns were installed by the end of May.

The Battle of Midway began on June 3, 1942, when a Japanese occupation fleet was spotted by a patrol plane. Because the Japanese had maintained radio silence, they were unaware that the U.S. was already alerted to their presence. Early on June 4, Japanese carriers launched three waves of planes to destroy the air base at Midway and clear the way for occupation. The Japanese planes reached Midway about 0630, flying into a defensive barrage of anti-aircraft fire. At least 10 of the attacking planes were lost to this ground fire, but extensive physical damage and casualties occurred on Sand and Eastern Islands. From June 3 to 5, the majority of the battle was fought over the ocean west of Midway. Although it cost the lives of many American airmen and the loss of many planes, four Japanese carriers were sunk approximately 150 miles from Midway, and the Japanese fleet retreated. The Japanese Navy never fully recovered from this loss, and its expansion in the Pacific was stopped.

Since that pivotal moment in history, Midway has continued to be a strategic location for the military. During the Korean conflict, NAF Midway served as a refueling station. In the late-1950s Midway was substantially updated: the harbor and Sand Island runway were expanded; a new hangar with administration offices was built; and housing, a school, a chapel, a galley for 1,000 enlisted men, water and fuel facilities, and recreational facilities were constructed. During the Vietnam War, Midway was selected as the site for the June 8,1969 meeting of President Thieu of the Republic of Vietnam and U.S. President Richard Nixon.

In the waning years of the Cold War, Midway's strategic importance as a military base diminished, but its unique historic associations and superb wildlife habitat quickly gained recognition.

The 1986 NHL boundary contains the 10 remaining defensive positions on Sand Island, including batteries, magazines, and pillboxes. Three of the 6th Battalion's magazines are included in the landmark and consist of quonset-hut shaped structures, made of corrugated metal with concrete floors. At the 3rd Defense Battalion's Battery D, two magazines remain. Battery D also has concrete parapets that encircled the guns. The most extensive coastal defense that remains today are the two emplacements for the 3-inch naval battery. The pits are surrounded by substantial, seven-sided concrete parapets. An earth-covered, corrugated-metal magazine for this battery stands nearby.

Many of the World War II shoreline defensive structures were covered over later by Navy expansion projects. The construction of the extended runway on Sand Island and Cold War-era facilities along the southern shore of Sand Island has removed all trace of the gun locations in these areas.

Additional features for inclusion in Midway's NHL boundary are currently under review. The National Historic Landmark Division has recommended that "all surviving structures with historic integrity dating prior to 1945 should be included," and further that "the locations of the carrier USS *Yorktown*, destroyer USS *Hammann*, and the Japanese carriers, cruiser, and two destroyers sunk off the atoll should be confirmed, if possible, as well as the location of vessels or aircraft in the waters of the atoll...[S]hip and aircraft wrecks discovered offshore at a future date are related to and must then be considered for inclusion within the boundary area of the NHL." Discussions of Midway's NHL boundary will continue until a meaningful consensus is achieved by the many interest groups.

Another important issue relating to Midway's closure as a Naval facility is visitor access. In an unprecedented arrangement, the USFWS has secured the assistance of a commercial cooperator to share the burden of operating the facilities and providing transportation and services for tourists. Returning Sand and Eastern islands to appropriate wildlife habitat and providing opportunities for ecological and historical tours are goals of the refuge. Currently, the Navy's "clean-up" efforts are bringing the overall appearance of Midway closer to that of the 1940s. Recasting NAF Midway to Midway Atoll NWR is proving to be an exciting transformation.

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For more information contact the U.S. Fish & Wildlife Service, Region 1, Tualatin River NWR (Attn: Lou Ann Speulda), 20555 SW Gerda Lane, Sherwood, OR 97140, ph. 503-625-4377 or e-mail: <Louann_Speulda@mail.fws.gov>. Or, contact the Pacific Islands Ecoregion, 300 Ala Moana Boulevard, Honolulu, HI 96813, ph. 808-541-2749 (Barbara Maxfield).

Four views of Mare Island Naval Shipyard NHL, Vallejo, California. (below) Chapel; (right, top to bottom) Officers' Quarters, Shipyard, Hospital. The complexity of resources composing military facilities across the country poses great challenges in the face of new military needs or base closure. At Mare Island, NPS has worked with the new owner, the city of Vallejo, to include many of the 350 contributing structures under a local preservation ordinance in order to protect their integrity as they are adapted for new uses. The shipyard, the oldest Naval base on the West Coast, was closed after 140 years of service. Photos by Susan Escherich.

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