

STATE OF SOUTH DAKOTA

TEN YEAR HISTORIC PRESERVATION PLAN

A Vision Document for Statewide Historic Preservation Efforts
1995-2005

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INTRODUCTION AND METHODOLOGY

In order to receive historic preservation funds from the National Park Service, a state historic preservation program must conduct a variety of preservation planning activities. One such activity is the production of a long-term statewide historic preservation plan. The document you are now reading is the long-term plan for the State of South Dakota.

Two primary objectives have been identified for this plan. The first goal is to establish a general vision or philosophy for the development of future historic preservation activities in the State of South Dakota. We have attempted to set the direction for both the internal activities of the State Historical Preservation Center and for the broader universe of historic preservation across the state. Second, we have crafted this document to serve as a public resource which explains, in general terms, each of the programs operated by the State Historical Preservation Center. There continues to be much confusion and misinformation as to the role of the State in historic preservation issues and the functions performed by the State Historical Preservation Center. It is hoped that this document will serve to clarify our mission in the minds of the interested public.

The process involved in preparing the STATE OF SOUTH DAKOTA TEN YEAR HISTORIC PRESERVATION PLAN is outlined in the State Planning Process Document, or PPD, which was written in 1994 and subsequently approved by the National Park Service. In brief, the PPD called for the creation of a draft document by the State Historical Preservation Center Staff to be based on input and priorities generated both in house and through extensive participation by historic preservation constituents throughout the state. The draft document was then reviewed by a Planning Review Group made up of knowledgeable individuals from a variety of backgrounds including the constituent groups included in the public participation process. The Review Group's comments, along with SHPC staff and National Park Service input resulted in the document you now possess.

The principal means employed for public input in the production of this plan consisted of a planning questionnaire. A variety of individuals and groups with a connection to or interest in historic preservation were sent customized questionnaires. Each respondent was asked to express their opinions as to statewide and individual preservation needs and priorities for the next ten years. Targeted constituent groups included: property owners, realtors, developers, bankers, architects, archaeologists, preservation consultants, other cultural organizations, charitable organizations, professional associations, and a variety of other interested parties. In addition, questionnaires were sent to all municipal and county governments, regional planning and utility agencies, state agencies and Federal agencies.

Of the 1300 questionnaires sent out, 327 (or roughly 25%) were filled out and returned. The greatest response was from historic property owners while the lowest response rate was from tribal governments and affiliated institutions. Only one response from this group was received. This in itself indicates that significant portions of South Dakotans are not well represented in the current statewide preservation constituency.

Responses to general inquiries regarding the benefits of historic preservation were overwhelmingly positive. Historic preservation is important to the people and institutions of the State of South Dakota. Two aspects of preservation feature strongly in the majority of responses. One is that historic sites are highly important as educational resources. 96% of all respondents indicated that historic resources should be retained because they are able to teach people about the past. The other is that historic preservation is a vital element in supporting tourism, which is second only to agriculture in contributing to the South Dakota economy. 78% of respondents stated that historic resources provide a substantial economic contribution to the tourism industry. It is these established strengths on which the future of preservation in South Dakota must be built.

Respondents were less inclined to emphasize other aspects of historic preservation. Only 47% of respondents indicated that they believe preservation helps maintain the state's housing stock. Another 33% were of the opinion that preservation helps to stabilize the community tax base and 26% stated that preservation contributes to overall community development. This indicates that the word is not getting out about the non-tourism related economic benefits of historic preservation. South Dakota consistently produces far more tax certification applications than one would expect, based on its population or economic

resources. South Dakota was 10th in the nation in tax projects in 1994. Preservation work is being done all across the state. The general public, however, has comprehended neither the scope nor the economic impact of this work. It is clear that promotion and publicity should be a top priority for the next ten years.

All of the constituent groups also emphasized two basic statewide historic preservation needs. One is the great need for additional financial support for heritage preservation, including grants, loans and tax incentives. Grant funding for “bricks and mortar” was the need most often cited by all respondents. In addition to funding, public education was consistently discussed. There is a great need on the part of constituent groups statewide for more information on all aspects of historic preservation. In a similar vein, respondents often stated directly that there is a terrific need for more publicity for successful historic preservation projects—reinforcing similar conclusions based on raw survey data. These broad needs have been incorporated in to the scope of this document.

CURRENT STATUS OF HISTORIC PRESERVATION IN SOUTH DAKOTA

The position of historic preservation in South Dakota is tied to the economic and physical setting of the state itself. In addition, preservation is dependent on the population's attitude toward the role of government, education and heritage. There exists no central entity providing advantages or erecting obstruction to preservation here, with the exception of the state's general economy. Preservation is thus free to prove itself but must do so by establishing broad appeal.

In terms of the economy, South Dakota's position does not compare favorably to other states. South Dakota is fortieth in average per capita state income in the U.S. Its government collects about three hundred million dollars in revenue, primarily from sales and other taxes, and its total budget ranks among the nation's lowest. Available capital for projects is quite limited and economic activity, largely dependent on agriculture, is severely depressed in many regions, though selected areas enjoy some growth. A long trend of rural abandonment has accelerated, negatively affecting the majority of communities and rural regions of South Dakota.

This situation presents a serious threat to historical resources. Without a population base to use existing structures, many become redundant. Without capital to invest in buildings remaining in service it is difficult to rehabilitate or even repair historic structures. Lack of money also threatens non-structural historical properties such as archaeological sites and historic landscapes. At this time it would be easy to predict that the majority of small town and rural historical properties will not be extant thirty to fifty years from now.

Restrictions imposed on state government revenues by a weak economy contribute to the vulnerability of South Dakota's historic places. Unfortunately, private sector sources, where other regions find substantial preservation support, are similarly constrained. Foundations representing commerce and industry do not exist in sufficient strength to materially assist preservation. There are limited opportunities to incorporate promotional and other creative arrangements of mutual benefit with firms in the state. Overall, the pickings are slim.

South Dakota's physical setting supports a rich history but its terrain and location create difficulties for preservation. Remote from large population centers, the state fails to attract large-scale manufacturing. Instead, South Dakota relies on its open land to support farming and ranching. Here too, there are limitations. The Great Plains ecosystem does not sustain a variety of cash crops in abundance. Though wheat and other grains are grown successfully, margins of agricultural profit on such commodities are restrained by national over-production. The Black Hills have yielded considerable mineral wealth and remain a source of gold, silver, and feldspars. Timber is also an important economic factor in the Black Hills. Finally, the state has millions of acre feet of water stored behind four enormous Missouri River dams, however the agricultural, commercial and recreational advantages which these constructions promised is slow in coming.

South Dakota has experienced repeated cycles of boom and bust. The state's vast plains were subjected to ill-conceived settlement policies linked to expansionist railroad interests. Great tracts of property were divided into homesteads and great numbers of people urged to take up residence. In retrospect the state was built on unrealistic expectations based on experiences in rain-blessed states like Illinois and Iowa. The result was an over-developed infrastructure of communities and farms which semi-arid prairie lands could not support. Almost immediately after settlement, a restructuring of population and agricultural allocation began. This phenomenon was accelerated by immense changes in the American rural to urban population balance. People surrendered farms and small towns to begin again in the city. Technological advances, by reducing farm labor needs, contributed to this trend. Abandonment of rural South Dakota continues. Left behind are vast collections of small towns and redundant agricultural sites with little prospect for survival.

Mining areas in the Black Hills experienced the same expansion and decline. Once a teeming center of industrial activity, the Hills have seen reductions in productivity and speculation prompt major changes in regional population and economics. Whole communities disappeared overnight, their noisy mills and smelters silenced and abandoned. Today most of the state's mining history lies rotting in neglected valleys, picked over by collectors and the curious. New mining techniques undertaken by what remains of the

industry threaten extremely important historic resources, and major mining communities' struggle against declining property values and tenancy.

Other factors influence the retention of sites in the state. Climate has a distinct effect on historical resources and the climate of South Dakota does not contribute to long-term preservation of structures. Agricultural activity disrupts and erodes archaeological sites; mining operations destroy older diggings and their associated sites; reservoir fluctuations wipe out shoreline archaeological remains; unplanned, unconsidered actions by state and local governments, citizens and organizations destroy historic buildings and disturb prehistoric remains.

In spite of these problems there is a good base of support for preservation in South Dakota. The population respects learning. Despite relatively limited school budgets the state's school children are well educated; the population is highly literate. Historical projects are considered positive and the legislature is disposed to assisting preservation with incentives and enabling statutes. By and large, federal agencies operating in South Dakota have not been hostile to preservation and those who resisted compliance in early years have largely accepted preservation responsibilities once they were understood.

Certain entities are helpful to preservation. Mining companies have been cooperative in mitigating impacts on some historic Black Hills mining materials. Many local governments have created preservation commissions and support those commissions. There are political, social and economic leaders in the state who protect preservation interests and advocate the retention of threatened resources.

Individuals have consistently supported historic preservation. Their efforts are directed not only toward specific projects but also toward general preservation challenges statewide. A large number of South Dakotans have participated in historic preservation issues, understand the concept of preservation and are willing to lend it support.

State government has supported historic preservation as well. The State Historical Society and the Office of History consider preservation to be an important component of South Dakota's program of heritage protection. The Department of Tourism and the Office of Economic Development are interested in the economic potential of cultural resource promotion. In most instances state agencies respond reasonably when presented with preservation issues.

Overall, these strengths form a solid base from which historic preservation can work in the state. The task for preservationists is to continue to maintain the interest of that support and extend it into other areas.

STATEWIDE HISTORIC PRESERVATION PHILOSOPHY FOR THE NEXT TEN YEARS

South Dakota is a state rich in historical resources and cultural traditions. Its small population has many first and second generation European Americans and Native Americans whose ethnic culture flourishes. The state's history is imbued with western American themes: a long prehistoric occupation; tentative early European commerce and exploration; confrontation between non-Indian and Indian cultures; the sweeping dominance of the Plains by cattlemen and homesteaders enabled by ambitious railroads; city building; gold seeking; crop growing; dam building and rural decline. Present in each theme are sudden, dramatic changes that leave an unsettling impression of impermanence.

Lessons granted historic preservationists by the state's history are to be responsive to change, to be respectful of change and work with change to keep historic resources viable. Preservation in South Dakota also faces enormous difficulties in securing adequate funding.

General Statewide Goals for the Next Ten Years

Given its limited economic base and small population, South Dakota's philosophical approach to protecting historic resources must be practical, efficient and comprehensive. It must also be based on an ability to respond to the needs of a wide variety of preservation constituents, most of who have a much greater capacity to effect valuable cultural resources.

- Practicality means keeping things simple and direct. Elaborate administrative practices, promotional activities, research projects or protection strategies are not affordable. It also means linking historic preservation to sound economic principles. Preservation must make economic sense if it is to thrive in South Dakota. This means that preservation must make every effort to work hand in glove with the tourism industry to promote cultural resources and attractions for visitors.
- Efficiency means the careful allocation of resources to basic requirements and to long-range endeavors with major potential. It also means the distribution of preservation responsibility to as many people, agencies and institutions as possible.
- Comprehensiveness means relating preservation to a broad range of specific individual, institutional and organizational interests present in South Dakota's social and economic systems. It involves establishing ways in which businesses, industries, homeowners, public officials and educators can use preservation to their own ends. It allows people to appreciate historic resources on many levels.
- Finally, there is the realization that the fate of cultural resources lies in the hands of owners and local residents. Historic places will survive only if local people want them preserved. Local opposition or apathy, on the other hand, will destroy resources. A state program can provide information, encouragement and preservation incentives but in the end owners of historic property and their neighbors make preservation work. As such a primary focus over the next ten years must be to facilitate local historic preservation activities and awareness. It is only through public education at all levels that local groups and individuals can become engaged in the preservation process.

New Preservation Policies for General Statewide Goal Achievement

- The primary influence on the future of historic resources in South Dakota is economics. Goals that appeal to economic interests within South Dakota and link preservation and economic development will consistently be pursued. Of particular value is the relationship between historic and prehistoric attractions and tourism. The preservation community will undertake a major effort to include preservation in tourism strategies.
- Education is an essential component of a comprehensive historical preservation program. Whenever possible educational services and materials must be made available to schools, colleges

and universities, state and federal agencies, institutions, groups and individuals. Historic and prehistoric resources are educational tools, particularly as sources for teaching local history. The educational value of cultural resources shall be included in South Dakota's historical preservation goals and priorities.

- A strong historic preservation program involves a wide range of people and institutions throughout the State. The formation of organizations and commissions dedicated to the protection of historic resources will be encouraged. Alliances of state, federal and local entities to protect resources will also be strengthened. A specific effort to include Native American governments and organizations must be emphasized.
- The isolation of historic resources from the economic and social fabric of the community serves to diminish the value of those resources to modern society. Adaptive reuse of historic structures in other than exceptional instances must be pursued and promoted.
- Legislation is an effective means of supporting preservation. Statutes which provide preservation benefits and which prompt consideration of historical values in decision-making shall be promoted and enacted. Statutes that secure resource protection and allow for the promotion of historic properties will also be proposed.
- Historic preservation planning is fundamental to effective resource protection. The creation and use of historic preservation plans must expand at all levels of government.
- Every South Dakota region, community, and neighborhood include places significant to local history. Additional efforts must be undertaken to recognize those places that have sufficient historical integrity to represent that history. Furthermore, protection of locally significant cultural resources must be pursued to retain South Dakota's historical image for the edification and delight of residents and visitors in future centuries.
- Many historic resources will be lost as the trends of declining rural population and weakening rural economy continue. In many instances, preservationists will have no alternative but to recommend recordation as a means of preserving rural historic and prehistoric resources.

STATE HISTORICAL PRESERVATION CENTER

PROGRAM AREA SUMMARIES

The principal entity charged with carrying out historic preservation activities in South Dakota is the South Dakota State Historical Society. The State Historical Preservation Center or SHPC was created in 1972 to carry out these designated functions as mandated by the National Historic Preservation Act of 1966. Presently, in addition to its relationship with the State Historical Society, the SHPC is a program of the Office of History within the Department of Education and Cultural Affairs.

The SHPC is organized into a number of program areas. Each program is administered by a coordinator and is responsible for a different aspect of the SHPC's statewide historic preservation responsibilities. As each of the program areas is specialized, each will have different goals and policies over the next ten years.

In order to better illustrate the various programs of the SHPC and to further focus the goals for statewide historic preservation, this section has been added to the ten-year plan. It briefly describes the function and current status of each SHPC program area.

ADMINISTRATION

- The Administration program area is primarily responsible for the day to day operation of the SHPC and managing SHPC finances. The principal source of funding for the State Historical Preservation Center is an annual grant appropriation from the National Park Service with additional support from the State of South Dakota. The SHPC grants administrator must fulfill all of the documentation and procedural requirements for the Federal Grant and monitor all of the sub-grants and contracts that are funded with this appropriation.
- At the present time the total SHPC annual budget is approximately \$600,000. Of that figure roughly eighty percent comes from Federal sources while twenty percent is appropriated by the State. Of that \$600,000, Seventy percent is used to operate the SHPC, nine percent is granted to local communities through the CLG grant program, and twenty one percent goes to non-CLG projects for a variety of non-restoration program activities. Typical non-CLG recipients include the Historic South Dakota Foundation, The State Archaeological Research Center, counties, and municipalities.

SURVEY

- One of the primary functions of the State Historical Preservation Center is to identify historic sites in the State of South Dakota. The principal tool for site identification is the historic sites and archaeological inventories. Historic buildings, structures, objects, landscapes and archaeology sites are regularly and systematically recorded. Each entry in the inventory provides information on the site's location, character, history and potential for listing on the National Register of Historic Places. Site inventory can be done in a number of ways: by SHPC staff, by contract with a qualified consultant, or through a sub-grant to a local governmental body which in turn hires a qualified surveyor.
- As of 1995 only 21 of the 65 counties in South Dakota have been the subject of some type of historic site survey. Of those 21, several have only partially been completed. The record for major cities is somewhat better, however significant portions of such towns as Sioux Falls, Rapid City, Aberdeen and Mitchell have yet to be surveyed. Yankton, Huron, Madison, and Hot Springs have never been inventoried.
- In addition to geographical surveys, significant survey work has been organized thematically. Important groups of buildings that share a common origin or materials have been surveyed as a whole, allowing for nomination of the best representative examples to the National Register. German-Russian and Czech settlement architecture, Courthouses, and Mining resources have all been examined in this way.
- Archaeological sites are also systematically inventoried throughout the state. Primary locations for significant archaeological features are along the state's major rivers. Surveys have been conducted on the James, Big Sioux, Missouri and parts of the Cheyenne Rivers. Other major river systems have yet

to be examined. Thematic survey techniques are also used for groups of archaeological resources such as Pre-historic Rock Art.

NATIONAL REGISTER

- The National Register of Historic Places is the official Federal list of districts, sites, buildings, and objects that are significant for their association with history, architecture, engineering, archaeology or culture. In South Dakota, the SHPC is responsible for administering the National Register program for the National Park Service. The SHPC assists the public and local preservation groups with the National Register application process by providing technical and research information. The SHPC also initiates large thematic or district nomination projects. The SHPC is responsible for processing all nomination forms for South Dakota and presenting them for approval by both the State Review Board and National Park Service reviewers in Washington, DC.
- The State also maintains a State Register of Historic Places, which utilizes the same form as the National Register. Unlike the National Register, State Register nominations do not require review by the State Review Board or Federal authorities. All properties listed on the National Register are automatically included on the State Register.
- Currently there are approximately 800 National Register of Historic Places listings for the State of South Dakota. These listings cover approximately 5000 sites across the state ranging from prehistoric archaeological sites to 20th century tract housing. Listing on the National Register can protect a property in limited circumstances (see Review and Compliance). It can also make a property eligible for certain tax relief programs associated with the rehabilitation of a property. Listing on the National Register DOES NOT provide the State or Federal governments with the authority to prevent the destruction or alteration of a property by a private landowner. Such restrictions can only be imposed at the local level. As of 1995, Deadwood is the only community in South Dakota that has imposed such local restrictions. There are state laws, which restrict the destruction of archaeological sites, particularly human burials. These laws are not related to listing on the National Register.

PLANNING

- The SHPC is responsible for various planning activities, which help to organize historic preservation efforts across the State of South Dakota. Our broad vision for preservation is outlined in the document you are currently reading. It's purpose is to summarize the SHPC's ongoing programs, establish a vision for what preservation should attempt to accomplish over the next ten years, and to outline broad policies for achieving those goals. Substantial public input has been sought in both the creation, and review of this document.
- The Planning program area also coordinates planning information and research efforts used to evaluate the significance of historic sites across the state. Information is organized by theme or "context" and form the organizational basis for survey, national register nominations and other projects. The recently published Homesteading and Agricultural Development Context is an example of a fully researched thematic group. This document provides a comprehensive view of agriculture and it's impact on South Dakota. It is used in determining if agricultural resources are worthy of preservation efforts.
- On a managerial level the SHPC organizes yearly activities around a context based planning document. Priorities for each program area are set at an annual planning meeting held at the beginning of each Federal fiscal year. Quarterly update meetings are held in order to track program progress over the course of the year. As with the ten-year plan, the yearly plan incorporates ideas and concerns gathered from the interested public.
- Lastly, the planning program provides information to local governments on techniques for local preservation planning. The CLG program offers similar information and technical assistance in CLG communities.

REVIEW AND COMPLIANCE

- Federal law places certain restrictions on Federal agency actions, which will effect a property listed on or eligible for the National Register. The specific restrictions imposed are outlined in Section 106 of the National Historic Preservation Act of 1966. The SHPC must review all Federal undertakings. The agency in question must provide information to the SHPC regarding the nature of the undertaking and its potential effect on historic resources. The agency must pursue policies that will minimize any adverse impact the undertaking might have on listed or eligible properties.
- There is also a State review law that applies only to properties listed on the State Register of Historic Places (see National Register section above). SDCL 1-19A-11.1 requires that any project by the state or any subdivision of the state (such as counties and cities) must be reviewed for its potential impact on properties listed on the State Register. If the proposed project will have a potentially adverse impact, the governing agency must notify the SHPC and examine all potential alternatives that might minimize the adverse effect of the project.
- The SHPC Review and Compliance staff has been very successful in working with Federal agencies on Sec. 106 matters. All of the Federal agencies active in the state are submitting information to the SHPC on a regular basis and many have signed programmatic agreements with the SHPC in order to streamline the review and compliance process.
- Compliance with 1-19A-11.1 has been somewhat less consistent. Most state agencies are familiar with the review process through exposure to Sec. 106. Indeed, few agencies in the state work with out Federal support for projects, which are likely to impact cultural resources. There is also a very limited universe of listed resources that are owned by the state. A property must actually be listed, rather than simply eligible for listing under Federal standards, in order to trigger 11.1. As such, compliance at the state level has not been problematic.
- Compliance with 11.1 at the local level is relatively sporadic. Some communities especially those with preservation commissions have utilized the 11.1 process. Other jurisdictions are unaware that the provisions exist or that they have resources that qualify for review.

TAX INCENTIVES

- To encourage the preservation of historic properties both the Federal government and the state have established tax incentives for the rehabilitation of sites listed on the National/State Registers. The SHPC administers the tax application process and provides technical assistance regarding the rehabilitation standards, which must be met in order to qualify.
- The tax incentives have allowed property owners to rehabilitate many historic buildings in South Dakota that might have otherwise been destroyed. Approximately 800 properties in South Dakota have received some type of tax benefit during the last fifteen years. The SHPC has averaged 30 to 40 new tax projects per year. For 1995 there are 60 active tax projects in the state. Homeowners, farmers and ranchers, business people and real estate developers in all parts of South Dakota have taken advantage of these financial incentives to reduce the monetary burden of rehabilitating an historic structure.
- The Federal income tax credit program allows a person to take a portion of rehabilitation costs for a property as a credit against income tax obligations. Twenty percent of the total rehabilitation costs can be credited if the work complies with the Secretary of the Interior's Standards for Rehabilitation and the proper documentation is filed with the SHPC. This program applies only to sites listed on the National Register and only to depreciable properties. Owner occupied residences are not eligible.
- The state has instituted a property tax moratorium program, which applies to all properties listed on the State Register. The assessment of a property may not be raised based on improvements that are certified by the SHPC as meeting the Secretary of the Interiors' Standards. The tax moratorium lasts for eight years and proper documentation must be filed with the SHPC.

DEVELOPMENT, ACQUISITIONS AND COVENANTS

- From time to time the SHPC is apportioned money for development grants, so called "bricks and mortar" grants. Most recently funds were made available through the Federal Emergency Management

Agency for repair of historic buildings damaged in the severe floods of 1993. Unfortunately, general development grant funds have not been made available from either Federal or State sources since the early 1980's.

- The SHPC is also the holder of approximately 140 historic preservation covenants. These covenants apply to a variety of structures across the state. An owner who receives a property tax moratorium must sign a covenant agreeing to maintain the property for the term of the moratorium. Recipients of past Federal development grant monies were also required to sign a preservation covenant, some of which are still active.
- As a matter of policy the SHPC does not acquire or manage historic properties. Management of such properties would place an enormous burden on limited staff and financial resources. The State Historical Society owns several historic sites including the Fort Pierre Chouteau National Landmark site, the Verendrye National Landmark Site, and the Oahe Chapel. The SHPC is not involved in the management of these properties. Grant funds distributed by SHPC cannot be used to defray the purchase cost of a historic property.

CERTIFIED LOCAL GOVERNMENTS

- Part of the SHPC's mission is to foster historic preservation activities at the local level. One of the main ways this is accomplished is through the Certified Local Government Program. Ten percent of the SHPC's annual Federal grant allotment must be passed through to local historic preservation commissions. In order to qualify for these grant funds; a local historic preservation must become "certified". The local governing body must create an official historic preservation commission and adopt a local historic preservation ordinance. The commission must then meet certain public education and administrative requirements in order to maintain its CLG status. As of 1995 there are seventeen communities active in the CLG program. They range from Belle Fourche in the west to Brookings in the east—Aberdeen/Brown County in the north and Clay County in the south. They include municipalities as small as Scotland (pop. 968) and as large as Sioux Falls (pop. 112,000).
- Once a CLG is certified it may apply for funds from the SHPC to carry out a variety of historic preservation activities. These may include: workshops, publications, surveys, National Register nomination projects, signage, design assistance and many other activities related to promoting historic preservation in their community. CLG grants may not be used for construction projects. CLG's are also playing an increasingly important role in administering the Review and Compliance program. Some commissions have become actively integrated into the review process while others take a less official role opting to act as local information sources for review and compliance questions.

GENERAL PUBLIC EDUCATION AND TECHNICAL ASSISTANCE

- Public education in one form or another underlies all of the SHPC's program areas. Each area provides both one-on-one technical assistance and informational materials for broader distribution. In addition, the SHPC generates general educational materials directed at a variety of audiences including, property owners, school children, and tourists.

INFORMATION MANAGEMENT

- Over the last several years the SHPC has been compiling a Master Sites database for standing structures and a limited range of archaeological sites. The SHPC has also created numerous program specific databases as well as catalogues for library holdings and research data. Although the database is still "under construction", once it is complete tasks such as identifying large groups of resources and retrieving all data relating to a particular site will be done electronically. The SHPC also has many years worth of paper records for all program areas. Some of these are used on a regular basis while others are in storage.

MOST ENDANGERED PROPERTY TYPES

In the course of the next ten years, historic preservation efforts in South Dakota will have to be selective. Life in the Great Plains is and always has been one of difficult choices dictated by limited economic, natural and human resources. Historic Preservation efforts in this state must conform to these often less than ideal realities.

An effort must be made, therefore, to focus preservation activities on those resources that are most important to the history of the state and most threatened by changing conditions. To assist in that goal, a list of the most endangered significant property types has been compiled. It is hoped that illustrating those properties which are most endangered in this plan will bring additional attention to their critical needs.

Missouri River Archaeological Sites

Missouri River archaeological property types include paleo-Indian sites, archaic period sites, woodland sites, Plains villages, fur trade posts and military forts. The cultural resources along the Missouri River have longed been viewed as a significant database of scientific information. The sites along the Missouri River are known for their excellent preservation of cultural material, architecture and cultural continuity through time. A highly distinctive way of life evolved along the Missouri, which developed into one of the most unique cultures in North America. The groups that lived along the river developed a degree of cultural sophistication and material affluence and made the Plains Villages major centers of trade for both nomadic communities and white traders. The majority of archaeological sites listed as National Historic landmarks are along the Missouri River. These range from villages such as Arzberger, Molstad, Crow Creek and Moreau to historic period examples such as Fort Pierre Chouteau, which was both a fur trading and military post.

These sites are presently endangered from wind and water erosion, benign neglect, development and vandalism. Wind and water erosion and vandalism are the primary destructive forces. Large percentages of archaeological sites along the Missouri River have been lost to the lakes created by the Mainstem dams. Further, looting of archaeological sites is an avocational hobby of the residents who live along the river. Lately, the growth of Pierre and Chamberlain has also threatened sites that are near these communities.

The majority of sites along the Missouri are under the management of the U. S. Army Corps of Engineers. This federal agency has attempted to prevent the loss of sites through erosion control and mitigative activities. The former includes such methods as riprapping the shoreline or placing hay bales along the shore to prevent erosion from the flowing water. The latter includes archaeological excavation either through contracts or annual volunteer field digs.

Big Sioux River Archaeological Sites

Big Sioux River property types include stone circle sites, mound groups, village sites, artifact scatters and farmsteads. One National Historic landmark is found along the Big Sioux River, Blood Run. This site was a large village and ceremonial center. The archaeological sites along the Big Sioux River have not been extensively researched as those along the Missouri River. Therefore, many the sites located have not been sufficiently excavated to pin them to a specific time period or cultural tradition. The research potential of these remains significant however. Like the Missouri River, the concentration of sites along the Big Sioux suggests a continuous occupation from the Woodland period through the prehistoric. Farmsteads that have an archaeological component are significant as they can yield information on such topics as the living conditions of the inhabitants, agricultural techniques and ethnic influences.

Development is the main threat to these sites. The growth of Sioux Falls is impacting many of these sites. Blood Run National Historic Landmark is particularly threatened and has partially been turned into a subdivision and golf course. Much of the federal preservation legislation is not particularly useful in many

cases as private funds are being utilized. In the case of utilities the federal legislation requires that only the areas of impact be under consideration.

The only means of addressing development threats is stronger state preservation legislation and more local ordinances that require developers to consider the impacts of their projects on historic properties.

Ethnic Vernacular Resources

This property type includes the structures, sites and archeological resources associated with the numerous ethnic enclaves established in South Dakota from roughly 1858 to the end of the Second Dakota Boom in 1915. The most important legacy of these first generation communities are examples of building techniques, styles, and forms which were transplanted directly from the old country to the South Dakota prairie. A majority of these properties are rural houses and barns. Churches, schools, lodge halls and other rural institutions may also exhibit these ethnic building traditions.

Resources in the property type such as homes and agricultural outbuildings that were privately built are being rapidly abandoned because current owners do not have a suitable use for them. Many of these structures were the first buildings erected on a homestead. They were relatively small, rapidly built of the cheapest available materials and often displayed architectural forms and construction techniques from the builder's home country. Their small size makes them impractical to use for many of today's agricultural operations. Owners find the indigenous materials and ethnic construction methods difficult and impractical to repair. These resources should be made a priority, for new and existing loan and grant programs.

Other preservation policies for this property type need to be based on the fact that good examples of many of these properties have been thoroughly researched and surveyed and the general public is interested in these resources. Media exposure similar to efforts on behalf of barns should be pursued. Ethnic group studies similar to the German-Russian one dating from 1984 should be researched and published. Information on ethnic sites should be incorporated into lesson plans and material developed for teachers and schoolchildren. Information on existing "adopt-a-site" programs similar to the one the Girl Scouts have for Dinosaur Park in Rapid City should be distributed to property owners and possible local partners, such as CLGs, service clubs or historical societies.

Agricultural Resources

This property type includes claim era resources, farms, ranches, fairgrounds, agribusiness and government/institutional/communal agricultural operations. Resource types for each of these categories are catalogued in the "Homesteading and Agricultural Development Context" published by the SHPC in 1994.

Claim era resources are by far the most endangered resource types in this group. They are functionally obsolete for the most part. Farm and ranch outbuildings are the next most endangered. Small outbuildings originally constructed for a specific purpose, such as granaries, are disappearing faster than large barns. These larger barns are often identified as the one building that symbolizes the historic period of the farm or ranch and that contains enough square footage for a viable adaptive use. The main problems facing these barns are deferred roof maintenance and rehabilitation programs that remove original detailing and window/door openings and replace the original roof and wall materials with sheet metal.

Rural Institutions

This property type includes those structures and sites that are associated with life in a rural community. The social cornerstones of many of these areas were institutions such as churches, country schools, township halls, rural post offices and stores. As rural communities in South Dakota continue to experience severe losses in population and economic opportunity, these institutions have endured declining patronage and support. As such, many rural institutional buildings have suffered physical deterioration or even abandonment. Many have been destroyed.

Preservation efforts for these resources must concentrate on ways to support the people behind the institutions. There is often a ready and willing preservation constituency for these structures, as they have served as a primary social focus for a community. In many instances the availability of technical

information to small communities is sufficient to energize residents and preserve a structure. It is essential that the SHPC staff continues to travel and meet with interested parties in rural areas who are interested in preserving a local structure but do not have the technical information necessary to determine if it is feasible.

In many instances, however, there is a great need for financial support in the form of grants and loans. Rural institutional resources, particularly those that cannot take advantage of the various tax incentives, should receive priority for funding from any future grant or loan program.

Railroad resources

It is difficult to overstate the influence that railroad transportation and railroad companies had on the settlement and history of South Dakota. Railroads built lines into the prairie, platted towns and actively populated the state. For the better part of a century the railroad was the only reliable link between South Dakota and the rest of the world. Railroads dominated both the export of raw materials and the import of finished goods. South Dakota was literally a corporate colony controlled by two competing railroad companies.

The contraction of the rural economy in the 20th century combined with the advent of all weather roads and air transportation severely undermined the railroad's position in South Dakota. Beginning in the 1960's both passenger and freight revenues began to dry up. The Milwaukee Road, once the dominant transportation enterprise in the state, declared bankruptcy in 1979, terminating all rail service in the state. The Chicago and Northwestern underwent a substantial reorganization in the 1980's, abandoning all but a small portion of their trackage in the state.

Rail transportation has not completely disappeared in the state. The State of South Dakota has acquired most of the former Milwaukee trackage and has leased it out to other operators. Several independent short lines, most notably the Dakota, Minnesota and Eastern, have emerged to operate over portions of the old Northwestern system.

Nevertheless, the railroad infrastructure developed in the late 19th and early 20th centuries has been rendered mostly obsolete by these changes. As a result, an enormous number of highly important historic resources have and will continue to be lost. Masonry passenger and combination depots are the only associated property type which are not in immediate danger of disappearing. These structures have proven to be quite adaptable for other uses due to the use of more permanent materials and visually appealing "high style" architectural detailing. Other railroad resources, however, are highly endangered. Masonry freight depots, frame depots of all types, and yard facilities are all vanishing rapidly.

Significant efforts should be made toward establishing a working relationship with current users and owners of significant rail related structures, particularly the Burlington Northern, Union Pacific, DM&E and other rail line operators. Owners should be encouraged to include historic preservation considerations in their planning process. Tax incentive information should also be made available. The role of the State Railroad Commission and the ownership of former Milwaukee Road properties should be explored.

Roadside resources

The mass introduction of the automobile and the motor truck may be the single most important event in 20th Century American history. It certainly betokened enormous changes for the State of South Dakota. Beginning in the 1910's numerous autoroutes were established running both east west and north south. As a result thousands of tourists and travelers began driving through South Dakota. In addition, the local population became increasingly mobile. In 1920 South Dakota had the second highest per capita auto ownership ratio in the country.

The establishment of statewide autoroutes fostered the development of associated properties built along the roadside specifically to serve the auto driver. Tourist camps, motel courts, roadside food stands, gasoline stations and garages, and even drive-in movie theaters all evolved along the states principal highways. Facilities proliferated across the state from the 1930's through the 1960's.

By the early 1970's many of these properties began to experience economic difficulty. The Interstate Highway system served to funnel travelers away from the older routes resulting in lost revenue. Spiraling fuel costs and incursion of franchised competitors also served to weaken the economic viability of older locally owned businesses. Although the losses were less acute in the Black Hills region, which has always been a destination area, roadside resources became highly endangered across South Dakota.

The key to preserving the roadside landscape is education. In many instances these resources are less than 50 years old. As such, mainstream preservationists often automatically dismiss them as potential historic resources. Increased publicity, research, and use of the exceptional significance criteria may serve to build a constituency for roadside attractions. Certain property types such as drive-in restaurants and theaters are primed for increased attention as aging baby boomers begin to become more interested in the cultural legacy of the middle 20th century.

High Growth Urban Areas

This property type includes commercial buildings, residential neighborhoods and the multitude of resources, both structural and archeological, that can be found on the fringes of fast developing areas. Although Sioux Falls and Rapid City have experienced the most startling growth in recent years, areas such as the I-90 corridor west of Rapid City through Sturgis and Spearfish to the Wyoming border, southeast South Dakota and regional service centers such as Aberdeen, Mitchell, and Chamberlain are all suffering from elevated development pressures.

The major threat to these resources is unconsidered change. Growth proceeds rapidly in these areas and the convenient "new is better" mind set often prevails. Despite continued education and publicity about how preservation benefits everyone, city governments continue to see economic development in direct conflict with preservation. Governments easily recognize that large, impressive buildings are historic and should be preserved. Smaller buildings that contribute to commercial and residential districts are demolished indiscriminately. As a result, South Dakota is losing the heart of its downtown and historic neighborhoods. CLGs lack the political savvy and motivation needed to proactively protect these resources.

City officials and local developers should be targeted for public education efforts. Urban preservation success stories from around the state should be collected, published and distributed to the appropriate municipalities. The CLG program should provide the opportunity for CLG staff and commission members from one city to visit and learn from their counterparts in another city with a more advanced preservation program.

The Homestake Mining Company

Homestake is the premier example of gold mines and mills in South Dakota. It is the largest open pit gold mine in North America and the nation's oldest continuously operating mining company. Further, the mill is a prime example of technological evolution in metallurgy. Homestake began as a stamp mill, changed to amalgamation and then to cyanide processing. The company has been an innovative leader in the mineral processing field. It is the only functional mill and mine from the nineteenth century that has continued through the present. Presently Homestake is listed on the National Register of Historic Places.

The immediate threat to the open pit mine and the buildings associated with the mill is the anticipated shut down of operations sometime around the turn of the century.

One possible policy to prevent the loss of this historic property would be to either have Homestake run it as a museum or donate the property to the state along with a capital fund that could be used to maintain the buildings. Discussions should be started between the state, city and Homestake to determine the future of this historic resource.

Upgrading the property to a National Historic Landmark should be given consideration.

APPENDIX ONE: WHO'S WHO IN SOUTH DAKOTA STATEWIDE HISTORIC PRESERVATION

- Historic South Dakota Foundation

The Historic South Dakota Foundation is the statewide non-profit organization dedicated to promoting historic preservation. The Foundation publishes a newsletter, which is sent to all National Register property owners as well as foundation members. The Foundation also operates a low interest revolving loan fund for the rehabilitation of historic properties. The Foundation acts as a lobbyist for preservation issues. As a non-profit organization, the Foundation can muster private support for preservation initiatives and work with the legislature to ensure passage. The Foundation's offices are located in Rapid City.

- South Dakota State Historical Society, Cultural Heritage Center

The State Historical Society is a quasi-public entity chartered by the State Legislature and charged with preserving the state's heritage. Administration of the various Historical Society's programs rests with the Office of History, Department of Education and Cultural Affairs under the guidance of the State Historical Society Board of Trustees. The office of History, along with the State Historical Preservation Center, State Archives and the Cultural Heritage Center Museum are Located in the Cultural Heritage Center in Pierre.

- State Archaeological Research Center

The State Archaeologist and his staff are located in the Archaeological Research Center in Rapid City. The ARC is responsible for investigating and preserving the archaeological record of the State of South Dakota. The ARC maintains the state archaeological database and works with the SHPC to ensure site protection.

- Certified Local Governments

As mentioned in the local governments program section, there are presently seventeen communities that have certified historic preservation commissions. There are four countywide CLG's: Brown County, Codington County, Clay County and Minnehaha County. There are thirteen municipalities with certified commissions, Sioux Falls, Brookings, Mitchell, Aberdeen, Pierre, Scotland, Gettysburg, Rapid City, Spearfish, Deadwood, Lead, Belle Fourche, and Hot Springs.

- Mary Chilton Foundation

The Mary Chilton Foundation is a private charitable foundation affiliated with the Daughters of the American Revolution, which includes in its mission the promotion of historic preservation. The Foundation has awarded numerous grants to both property owners and other historic preservation entities for a variety of preservation related projects. This is the only consistent source of funds for "bricks and mortar" grants in South Dakota. Grant awards are generally small, rarely exceeding \$5000.00. The Mary Chilton Foundation is based in Sioux Falls.

APPENDIX TWO: CONTEXTS FOR HISTORIC AND ARCHAEOLOGICAL SITES IN SOUTH DAKOTA

I. Organizing Principle: Pre-Sioux Habitation (Prehistory: 12,000 BC to 1750 AD)

II. Organizing Principle: Sioux Era (1750 to Present)

A. Context: Indigenous Sites & Structures (1750 to Present)

1. Subcontext: Yankton Sioux
 - a. Yankton
 - b. Yanktonai
2. Subcontext: Santee Sioux
 - a. Mdewakanton
 - b. Wahpekute
 - c. Sisseton
 - d. Wahpeton
3. Subcontext: Teton
 - a. Brule
 - b. Oglala
 - c. Two Kettle
 - d. Minneconjou
 - e. Sans Arc
 - f. Hunkpapa
 - g. Blackfoot

B. Context: Government-Constructed Sites & Structures (1851 to Present)

C. Context: Christian Missions (1750 to Present)

III. Organizing Principle: Early Commercial Exploitation & Military Presence (1750 to 1893)

A. Context: Fur Trading Posts (1750 to 1860)

B. Context: Military Forts & Encampments (1856 to 1893)

IV. Organizing Principle: Permanent Rural & Urban Pioneer Settlement (1858-Present)

A. Context: Claim Era (1858 to 1893, 1894-1929)

B. Context: Ethnic Enclaves

1. Subcontext: Czechs
2. Subcontext: Finns
3. Subcontext: German-Russians
4. Subcontext: Danes
5. Subcontext: Dutch
6. Subcontext: Swedes
7. Subcontext: Norwegians
8. Subcontext: Germans
9. Subcontext: Poles
10. Subcontext: Jews
11. Subcontext: Chinese
12. Subcontext: Swiss
13. Subcontext: Blacks
14. Subcontext: British Isles
 - a. English
 - b. Welsh
 - c. Scottish
 - e. Cornish
 - f. Irish

- 15. Subcontext: Italians
- 16. Subcontext: Serbians and Croatians
- 17. Subcontext: Luxemburgers
- 18. Subcontext: French
- 19. Subcontext: Mexicans

- C. Context: Permanent Farm & Ranch Settlement
 - 1. Subcontext: Farm Settlement
 - 2. Subcontext: Ranch Settlement

- D. Context: Urban Development
 - 1. Subcontext: Commerce
 - 2. Subcontext: Residential Living

- E. Context: Government-Related Activities
- F. Context: Industry
 - 1. Subcontext: Non-Mining
 - 2. Subcontext: Mining

- G. Context: Transportation
 - 1. Subcontext: Railroad
 - 2. Subcontext: Non-Automobile Land Routes
 - 3. Subcontext: River

- H. Context: Religion
- I. Context: Community Burial Practices

- V. Organizing Principle: Depression & Rebuilding (1893-1929)
 - A. Context: Changing Urban Patterns
 - 1. Subcontext: Abandonment of Small Towns
 - 2. Subcontext: Rebuilding of Commercial Centers in Larger Towns
 - 3. Subcontext: Residential Changes and the Development of Suburbs, New Building Materials, & Pattern Book Architecture
 - B. Context: Evolution of Modern Industrial Structures
 - C. Context: Civic Improvements & New Government-Related Structures
 - D. Context: Social Organization Halls
 - E. Context: Changing Rural Patterns & Impact of New Farm Technologies
 - 1. Subcontext: Pattern Book Structures
 - 2. Subcontext: Rural Industries & Agribusiness
 - F. Context: Recreation & Tourism
 - G. Context: New Transportation Facilities & the Impact of the Automobile
 - H. Context: New Military Institutions: The State Militia

- VI. Organizing Principle: The Great Depression
- VII. Organizing Principle: World War II and Post-War Development