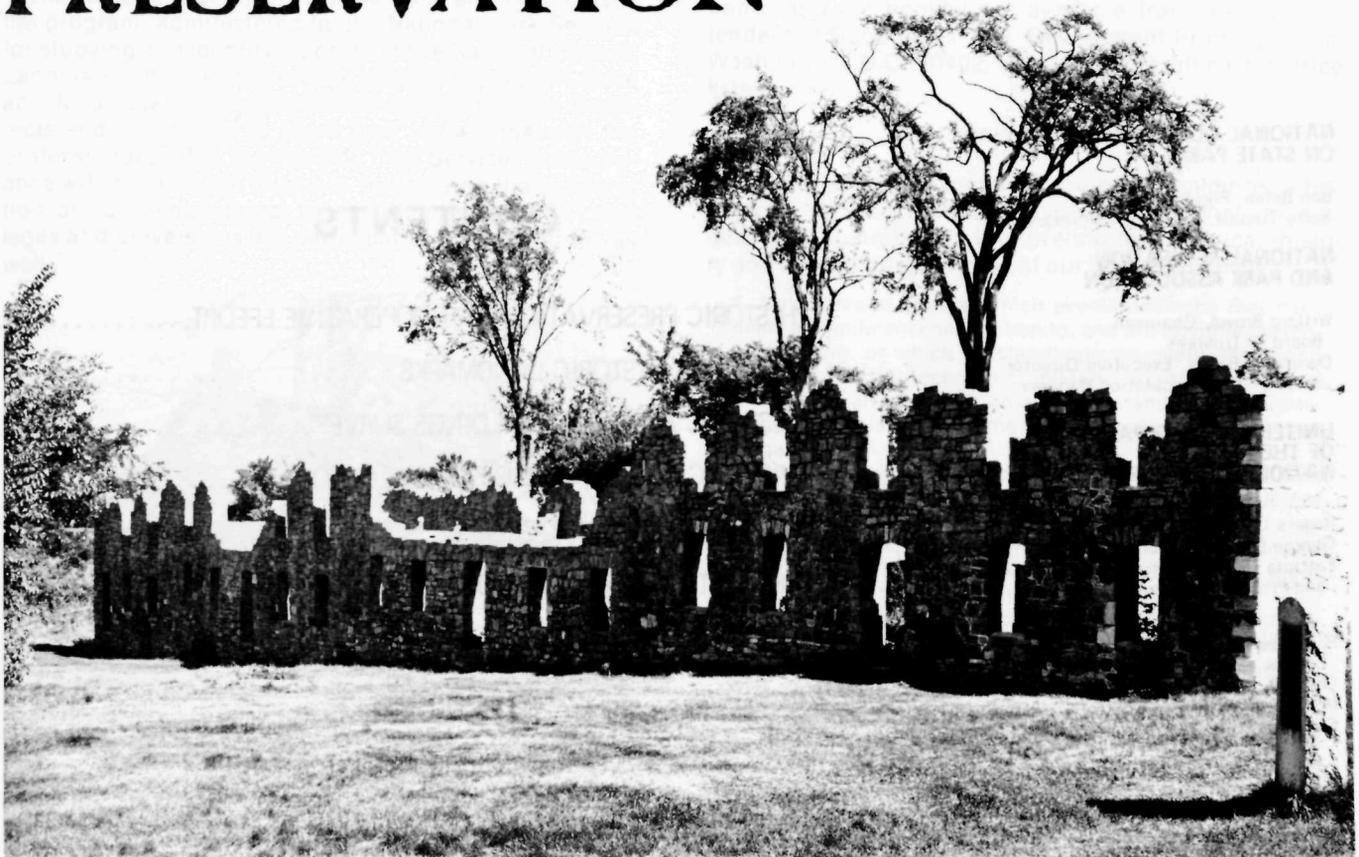


## HISTORIC PRESERVATION



NPS Photo

*Fort Crown Point in Amherst, New York, is considered the finest existing architectural specimen of 18th century military engineering.*

### A COOPERATIVE EFFORT

The Antiquities Act of 1906 gave the Secretary of the Interior the responsibility for the protection of prehistoric and historic ruins, monuments and objects situated on most Federal Lands. This responsibility was delegated to the Director of the National Park Service.

Congress widened the authority of the Service in the Historic Sites Act of 1935, which states a "national policy to preserve for public use historic sites, buildings, and objects of national significance for the inspiration and benefit of the people of the United States." The framers of this Act recognized that only by joining the efforts of the Federal Government to those of State and local governments and private organizations and individuals could the Nation's preservation needs be met.

Subsequent laws expanded the preservation concept.

The Reservoir Salvage Act of 1960 was aimed at archeological resources, affording protection to those that might otherwise be lost to dam construction; and the National Historic Preservation Act of 1966 brought into consideration historic places of State and local significance. The 1966 Act pledged Federal matching grants for historic preservation, authorized an expanded National Register of historic properties worthy of preservation and provided a measure of legal protection for registered properties.

To fulfill its responsibilities, the National Park Service administers four programs in cooperation with State and local governments, preservation groups and historical societies. The programs, described in the following pages, are the National Historic Landmarks Program, the Historic American Buildings Survey (HABS), the Historic American Engineering Record (HAER) and a four-part archeological program.

## guideline

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The page numbers on the GUIDELINE supplement dated July 1972 are incorrect. They should have been 37-40.

The opinions expressed in GUIDELINE are those of the authors and not necessarily those of this publication, the Park Practice Program, its sponsoring and cooperating organizations, agencies or the officers thereof. Contributions to GUIDELINE are invited. Illustrative materials and a brief biographical sketch of the author should accompany text intended for publication. Send all material to: Editor, GUIDELINE, Division of State and Private Assistance, National Park Service, U.S. Department of the Interior, Washington, D.C. 20240.

# NATIONAL HISTORIC LANDMARKS

A National Historic Landmark is a Bunker Hill, a Mount Vernon, an Alamo. More formally, it is a district, site, building, structure or object nationally significant in American history, architecture, archeology or culture.

The National Survey of Historic Sites and Buildings is the program, administered by the National Park Service, for studying and identifying prospective National Historic Landmarks. It is a cooperative program in which State and local agencies and professional historians, architects and archeologists share their knowledge with the professional staff of the National Park Service. In accordance with the Historic Sites Act, authorizing the cooperation of "any educational or scientific institution," colleges and universities are participants in this program as well.



*Hasbrouck House, Washington's headquarters, in Newburg, New York, was the first instance of public preservation in the U.S. It was purchased in 1850.*

As part of the effort to determine those properties eligible for Landmark status, the National Survey has divided the field of American history into periods, or themes, ranging from early man to the 20th century. Sites associated with the themes are surveyed and evaluated and the findings are presented in a formal study for each theme.

The study reports are reviewed by a consulting committee composed of authorities in several fields and then by the Secretary of the Interior's Advisory Board on National Parks, Historic Sites, Buildings, and Monuments. The Advisory Board submits its recommendations to the Secretary of the Interior, who has final responsibility for declaring sites eligible for designation as National Historic Landmarks.

The National Historic Landmarks Program, an outgrowth of the Survey, makes Landmark designation more than just an entry on a list. It calls public attention to those places judged to have exceptional value to the nation as a whole and recognizes and encourages the preservation efforts of State, local and private agencies and groups. It engages the owners of Landmark properties to observe simple preservation precepts and it offers the technical advice and assistance of Federal preservation experts in attaining this end.

Following announcement of a site's eligibility by the Secretary of the Interior, the owner is invited to apply for a certificate signed by the Secretary of the Interior and the Director of the National Park Service together with a bronze plaque attesting to the significance of the site. Both are provided without charge and presented at appropriate ceremonies if the owner desires. If the owner does not wish to apply for this recognition the status of his property is not affected and is still listed on the National Register of Historic Places.

Added recognition is given in a series of books now being published that sets forth the findings of the National Survey of Historic Sites and Buildings. The list of properties eligible for Landmark designation is published in a booklet entitled *National Parks and Landmarks*. Both the books and the booklet are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. (Write to that office for price lists.)

## CRITERIA

A. National significance is ascribed to buildings, sites, objects, or districts which possess exceptional value or quality in illustrating or interpreting the historical (history and archeology) heritage of our Nation, such as:

1. Structures or sites at which events occurred that have made a significant contribution to, and are identified prominently with, or which outstandingly represent, the broad cultural, political, economic, military, or social history of the Nation, and from which an understanding and appreciation of the larger patterns of our American heritage may be gained.
2. Structures or sites associated importantly with the lives of persons nationally significant in the history of the United States.
3. Structures or sites associated significantly with an important event that outstandingly represents some great idea or ideal of the American people.
4. Structures that embody the distinguishing characteristics of an architectural type specimen, exceptionally valuable for a study of a period, style, or method of construction; or a notable structure representing the work of a master builder, designer, or architect.
5. Objects that figured prominently in nationally significant events; or that were prominently associated with nationally significant persons; or that outstandingly represent some great idea or ideal of the American people; or that embody distinguishing characteristics of a type specimen, exceptionally valuable for a study of a period, style, or method of construction; or that are notable as representations of the work of master workers or designers.
6. Archeological sites that have produced information of a major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites are those which have produced, or which may reasonably be expected to produce, data affecting theories, concepts, and ideas to a major degree.
7. When preserved or restored as integral parts of the environment, historic buildings not sufficiently significant individually by reason of historical association or architectural merit to warrant recognition may collectively compose a "historic district" that is of historical significance to the Nation in commemorating or illustrating a way of life in its developing culture.

B. To possess national significance, a historic or prehistoric structure, district, site, or object must possess integrity. For a historic or prehistoric *site* integrity requires original location and intangible elements of feeling and association. The site of a structure no longer standing may possess national significance if the person or event associated with the structure was of transcendent

ent importance in the Nation's history and the association consequential.

For a historic or prehistoric *structure*, integrity is a composite quality derived from original workmanship, original location, and intangible elements of feeling and association. A structure no longer on the original site may possess national significance if the person or event associated with it was of transcendent importance in the Nation's history and the association consequential.

For a historic *district*, integrity is a composite quality derived from original workmanship, original location, and intangible elements of feeling and association inherent in an ensemble of historic buildings having visual architectural unity.

For a historic *object*, integrity requires basic original workmanship.

C. Structures or sites which are primarily of significance in the field of religion or to religious bodies but are not of national importance in other fields of the history of the United States, such as political, military, or architectural history, will not be eligible for consideration.

D. Birthplaces, graves, burials, and cemeteries, as a general rule, are not eligible for consideration and recognition except in cases of historical figures of transcendent importance. Historic sites associated with the actual careers and contributions of outstanding historical personages usually are more important than their birthplaces and burial places.

E. Structures, sites, and objects achieving historical importance within the past 50 years will not as a general rule be considered unless associated with persons or events of transcendent significance.

## HISTORIC AMERICAN BUILDINGS SURVEY

Since 1933, the Historic American Buildings Survey (HABS) has gathered drawings, photographs, and documentation for a national architectural archive. The program is administered by the National Park Service and conducted in cooperation with the American Institute of Architects and the Library of Congress, which is the repository of the records.

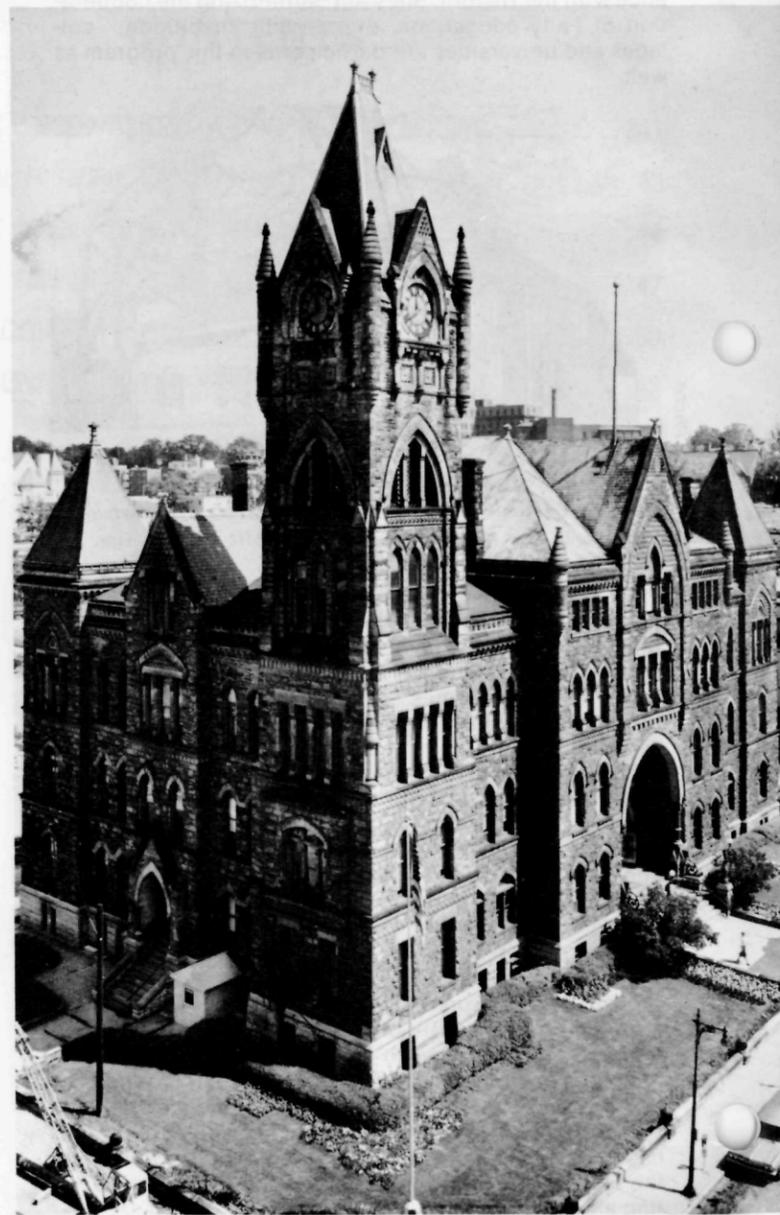
The HABS collection has become a major source of information on buildings which have disappeared, such as the Montgomery Block in San Francisco. Built in 1853 on a foundation of redwood logs, the "Monkey Block" became a thriving commercial center and Bohemian haven for American writers including Samuel Clemens, Bret Harte, and Jack London. It was torn down in 1959. Nothing remains of the building except the records made by the Historic American Buildings Survey.

### DEVELOPMENT

When the National Park Service began the Historic American Buildings Survey in 1933, architects, draftsmen, and photographers were employed under several Federal relief programs to compile a graphic record of the Nation's historic buildings. This was the first major step by the Federal Government toward the cataloging and preservation of historic structures. By the end of 1934, more than 5,000 sheets of drawings and more than 3,000 photographs had been made of historic buildings throughout the Nation. Many of these buildings have since been destroyed.

In 1934 the National Park Service entered into an agreement with the American Institute of Architects and the Library of Congress to conduct the Survey on a permanent basis. Under this agreement, the National Park Service administers the planning and operation of the Survey with funds appropriated by Congress and supplemented by gifts from individuals, foundations, and associations. The National Park Service is responsible for setting up qualitative standards, organizing the projects,

City Hall, Grand Rapids, Michigan. Photo by Allen Stross



and selecting subjects for recording. It directs the preparation of the records, catalogs, and places them with the Library of Congress. The Library preserves the records, makes them available for study, and supplies reproductions through its Photoduplication Service. The American Institute of Architects provides professional counsel through its national membership and aids the program in many ways.

The Historic American Buildings Survey became a long-range program under the Historic Sites Act and continued operations until 1941. Although the Survey was inactive from 1941 until 1957, the collection continued to grow through donations of drawings and photographs from individuals, universities, and members of the American Institute of Architects. The National Park Service also contributed records of structures under its care.

In 1951, teams of student architects, supervised by professors of architecture, began to record National Park Service buildings during the university summer recess. This program continued and expanded; the major portion of the Survey's recording is now done by such teams.

In 1953, a HABS inventory form was developed by the National Trust for Historic Preservation in cooperation with the National Park Service and the American Institute of Architects to facilitate the recording of large numbers of historic buildings; in 1962 it became an integral part of the Survey.

### CURRENT PROGRAMS

Today, the National Park Service, through HABS, conducts a broad national program of intensive architectural surveys on a shared-fund basis in cooperation with State and local governments, preservation groups, and historical societies. The Service works closely with groups and institutions which have an active interest in recording historic structures and gives priority to projects in areas where there is active concern for historic landmarks.

The program moves forward primarily through comprehensive area surveys, photo-data projects, specialized projects, and by contracts with individuals and organizations. Historic buildings are recorded by detailed studies which include measured drawings, photographs, and architectural and historical data. The material is deposited in the HABS archives in the Library of Congress and published in State and local catalogs.

The national program of the Historic American Buildings Survey includes the following: annual measured drawing projects which employ student architects and university faculty supervisors during the summer recess; HABS inventory recording projects conducted to evaluate large areas; architectural photogrammetry recordings of skyscrapers and buildings of complex design; projects in industrial archeology undertaken in cooperation with the Smithsonian Institution; historic district studies; landscape architecture recordings to document the historic character and environment of buildings; and civil engineering projects to record important engineering works in cooperation with the American Society of Civil Engineers.

The Survey's aim of "preservation through documentation" is of particular importance for historic buildings threatened by demolition or alteration. Priority is given to such buildings, and they are recorded whenever possible. Though documentation is by no means a substitute for a building's continued use in the community, it does provide a permanent record for the future. Local interest in a threatened building is often generated by recording

operations and Federal recognition. Both factors frequently aid in the preservation of menaced buildings.

### CRITERIA

The Historic American Buildings Survey is concerned with the collection of information that architects, historians, preservationists, and others will find useful. Its purpose is to record an almost complete résumé of the building art by including all construction types, all use-types, and periods of all regions of the country.

Architectural merit and historical association constitute the basic criteria. Buildings may have important associations with great historic figures or have been the scene of stirring events. Structures may illustrate an architectural type of period, or represent the work of known architects or craftsmen. Evidence of coherent, consistent planning and design, harmonious proportions, good scale, well-designed interiors, fine detailing, and skilled craftsmanship serve to indicate the architectural value of a structure. Buildings are selected which are significant in the development of architecture regionally or nationally, or which illustrate distinctive historical contributions of cultural or ethnic groups.

Buildings which have remained in their original condition are recorded because they precisely illustrate a given period. Their value is further enhanced if the setting and auxiliary buildings also remain unchanged. A building which has had many additions, especially when its history is known, illustrates a whole sequence of periods and styles, and can be important to the Survey for that reason.

Structures unique in design or detail or which are surviving examples of a period or style are of interest, as well as neglected building types such as factories, railroad stations, or office buildings.

HABS takes into account such new directions of concern as urban design and architectural periods which have previously attracted little attention, such as modern architecture and buildings associated with the automobile and aviation age.

When buildings are selected for recording, history and architecture may be given equal weight. Buildings with important historical associations may have little or no architectural interest; the reverse may also be true. If two buildings are of equal architectural interest, preference is given to the one with the most known history. HABS prefers to record structures about which the most facts are known, or are likely to be uncovered, in order to assure the most complete national records possible.

### THE RECORDS

The Survey archives in the Division of Prints and Photographs of the Library of Congress contain more than 30,000 measured drawings, 40,000 photographs, and 10,000 pages of documentation for more than 13,000 historic buildings. These are comparable to similar archives established for many years in European countries.

One of the largest collections of its kind in the world, the Survey archives contain many types of records: precise measured architectural drawings, professional photographs, architectural and historical documentation, photogrammetry, and maps. Records from all 50 States, the District of Columbia, Puerto Rico, and the Virgin Islands are included. The accent is on permanence; every effort is made to make the records as long-lasting as possible with a view to centuries of public use.

The public is encouraged to make wide use of HABS records, which may be used without restriction, although

the courtesy of a credit line is requested.

Survey documents have found wide use in the restoration and reconstruction of historic buildings. They have been used extensively by the National Park Service, other Federal agencies, and State and local governments, as well as by private architects, historical associations, institutions, publishers, and scholars. The photographs and drawings have been reproduced frequently in scholarly books and architectural folios, as well as in newspaper articles, illustrated catalogs, and publications of historical societies.

Copies of the records may be ordered from the Photoduplication Service, Library of Congress, Washington, D.C. 20540. Estimates should be obtained from the Library's Division of Prints and Photographs before ordering. In general, ozalid prints of drawings are 35 cents each; 4- by 5-inch and 5- by 7-inch contact prints of photographs, \$1.25 each; and photostats, \$1.85 for four pages of data. Xerox copies of data are 60 cents each for the first five pages and 16 cents for each additional page.

#### HABS PUBLICATIONS

Several detailed catalogs listing HABS records are available, including an old national series and a new series of revised and expanded State and regional publications. Other publications include a documentary series begun in 1966.

The national catalog, published in 1941 with a 1959 supplement, is widely available in main libraries. In 1968 these volumes were reprinted and paperback copies are available at \$3 each from the Clearinghouse for Federal, Scientific, and Technical Information, 5285 Port Royal Rd., Springfield, Va. 22151. The order numbers are: PB 177-632, 1941 catalog; PB 177-633, 1959 supplement.

A new series of expanded and revised catalogs of the Survey records by individual State and urban areas is being prepared, generally in cooperation with State organizations. The catalogs are well illustrated, and are being prepared for all areas of the United States on a priority basis.

Catalogs currently in print and available are:

*Chicago and Nearby Illinois Areas*, 1966, Prairie School Press, 117 Fir St., Park Forest, Ill. 60466. \$1.50.

*District of Columbia*, 1968, National Park Service, Washington, D.C. 20240. Free.

*Massachusetts*, 1965, Massachusetts Historical Commission, State House, Boston, Mass. 02233. 50 cents.

*Michigan*, 1967, Historical Society of Michigan, 2117 Washtenaw Ave., Ann Arbor, Mich. 48104. \$1.

*New Hampshire*, 1963, New Hampshire Historical Society, 30 Park St., Concord, N.H. 03301. \$1.

*Wisconsin Architecture*, 1965, Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. \$2.25.

Documentary publications reproducing the architectural and historical data of selected areas are issued from time to time. These include:

*Georgetown Commercial Architecture—M Street*, 1967, National Park Service, Washington, D.C. 20240. Free.

*Georgetown Commercial Architecture—Wisconsin Avenue*, 1967, National Park Service, Washington, D.C. 20240. Free.

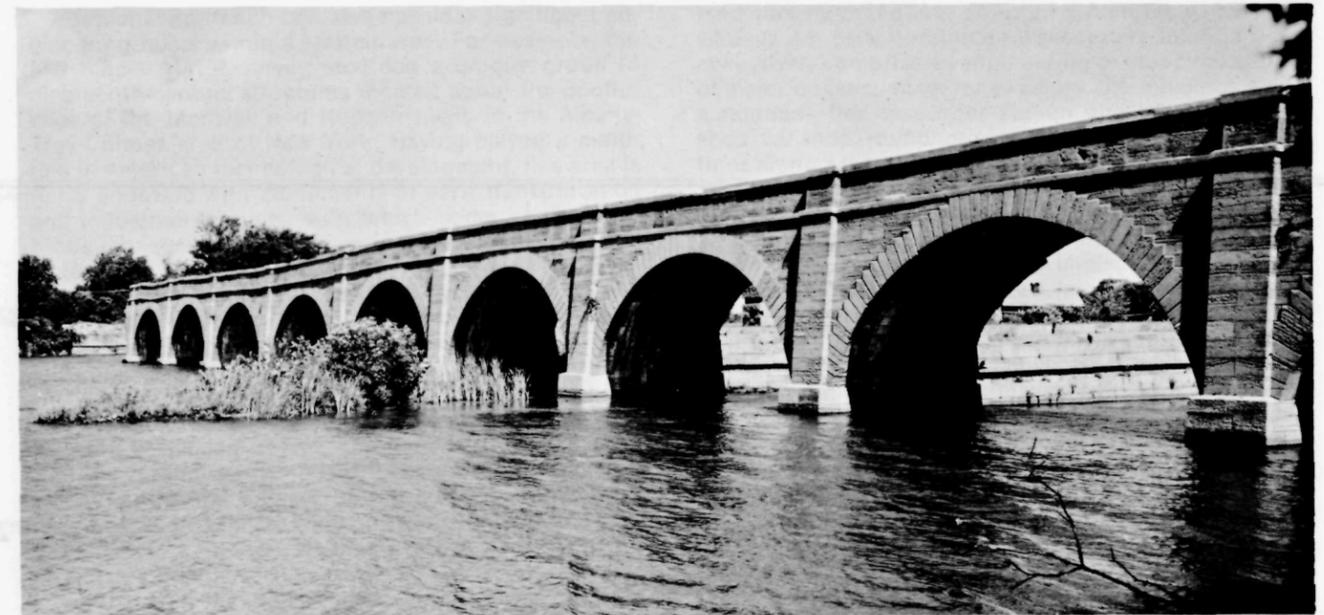
*Georgetown Historical Waterfront*, 1968, Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. 70 cents.

*Historical Architecture of the Virgin Islands*, 1966, out of print.

A minimum charge of \$2 is made for each type of reproduction. The mailing charge is 25 cents. Copies of newer records not yet deposited in the Library of Congress are available from the National Park Service, Washington, D.C. 20240.

Photographs and drawings are available on loan from the National Park Service for public exhibitions in museums, universities, and regional meetings of historic preservation groups. The Service will also cooperate with organizations which plan to assemble special exhibits.

Duplicate collections of the records in the Library of Congress have been purchased by libraries, historical associations, and local governments. The National Park Service encourages the establishment of such duplicate collections, since research is thereby greatly simplified, and the educational value of making the findings known to the public is enhanced. The Service can provide, at cost, microfilms of duplicate collections by States or for the complete collection.



Erie Canal (enlarged) Schoharie Creek Aqueduct.

Photo by Jack E. Boucher

## HISTORIC AMERICAN ENGINEERING RECORD

The Historic American Engineering Record (HAER) is closely related to the Historic American Buildings Survey (HABS). Along with its work of recording historic buildings of architectural merit, the HABS has documented over two hundred engineering works, including bridges, canals, dams and industrial complexes. The HABS long championed surveys in the field of industrial archeology and was successful in stimulating awareness and interest in engineering history on the part of both professional engineers and the general public.

Also active in recognizing the importance of engineering as a part of the nation's heritage has been the American Society of Civil Engineers (ASCE), which in 1964 formed its Committee on the History and Heritage of American Civil Engineering. Among other activities since that time, it has conducted a program to designate landmarks of civil engineering, begun a project for the publication of a series of books on civil engineering history and published a biographical dictionary of civil engineers.

As a result of an accelerated concern for environmental quality and more comprehensive urban and regional planning programs, there has been a growing interest in historic engineering structures and systems that reflect not only the nation's technological development, but also its social, industrial, economic and physical development. This interest, together with the past efforts of the HABS and the ASCE, was instrumental in the creation of the HAER in 1969 by the National Park Service, in cooperation with the Library of Congress and the American Society of Civil Engineers, to document historic engineering landmarks specifically. The Library preserves the records, makes them available for study, and supplies reproductions through its Photoduplication Service. The ASCE provides professional counsel through its national membership, financial assistance through its local sections, and aids the program in many ways.

Since its inception, the HAER has documented examples of not only civil engineering genius, but also historic

engineering works of both the mechanical and electrical engineering professions, among others. In 1971 the American Society of Mechanical Engineers formed its own History and Heritage Committee and is actively supporting the work of the Record. The HAER encourages the support and participation of all professional engineering societies, and in future years expects that other engineering societies will join the ASCE as major sponsors of the program.

#### CURRENT PROGRAMS

Through the Historic American Engineering Record, the National Park Service conducts a broad national program of intensive surveys of engineering works on a shared-fund basis in cooperation with professional engineering societies, State and local governments, historical societies and preservation groups. The Record works closely with the Smithsonian Institution, universities and other institutions and organizations throughout the country. Priority is given to projects in areas where there is an active concern for historic engineering landmarks and threatened sites.

The program operates primarily through two types of comprehensive surveys: the regional survey, determined by geographic factors, and the industrial survey, determined on the basis of a particular subject of interest. A broadly conceived regional survey focuses on the identification of engineering landmarks within a state or group of states, and the records produced range from inventory accounting to complete historical, photographic and measured drawing documentation. Such a survey may develop cooperatively with national, regional and local professional engineering societies, landmark commissions, State and local historic preservation societies, as well as with universities, scholars, and other interested individuals. Summer field projects based on state inventory serve to increase local awareness of existing landmarks, and to prepare a foundation for future in-depth study.

Continued

A regional approach can also consider significant engineering relics within a limited area. For example, the first official HAER survey recorded a unique group of nineteenth-century structures located about the confluence of the Mohawk and Hudson rivers in the Albany-Troy-Cohoes area of New York. Having played a major role in American technological development, this area is richly endowed with monuments of early transportation and industrial ventures, with which some of the illustrious pioneers of the engineering profession are associated.

An industrial survey records the physical aspects of a particular production or service industry. This type of survey may focus on a single industry consisting of many individual firms widely dispersed throughout an area, with recording emphasis on the diversity of engineering solutions to problems common to the industry. The New England Textile Mill Survey, conducted by the HABS (before the formation of the HAER), is an example of this type of industrial survey. This project documented a group of textile mills throughout New England that typified collectively the development of the plant of America's first factory-based industry.

Alternatively, the industrial survey may focus on a single firm or system with recording emphasis on the varied types of engineering structures associated with the firm or system. For example, in 1970 a HAER team surveyed one of the Nation's earliest railroads—the Baltimore and Ohio Railroad, whose original main line ran between Baltimore and Cumberland, Maryland. Recorded during the survey were examples of railroad stations, hotels, bridges, viaducts, roundhouses and shop buildings.

In addition to large-scale surveys, the HAER conducts projects on individual selected structures and systems of particular merit. Priority is given to engineering monuments threatened by demolition, for such documentation by the National Park Service can, in some cases, significantly aid in their preservation.

The actual recording of engineering works is accomplished primarily during the summer months when university student architects and engineers, together with faculty supervisors, are available to measure and prepare the architectural and engineering drawings. These drawings, together with professional photographic and photogrammetric records, historical research and technical documentation prepared by professional historians, comprise the records which are deposited in the HAER archives in the Library of Congress. The National Park Service and other sponsoring organizations utilizing these records periodically publish state catalogs and documentary reports on selected surveys.

#### CRITERIA

The Historic American Engineering Record is engaged in building an archive of American engineering achievement for the use of historians, architects, urban planners, engineers, preservationists, and the general public. Its purpose is to record a complete résumé of engineering technology, by including within the framework of the survey programs, significant examples of engineering solutions which demonstrate the accomplishments of all branches of the engineering profession (i.e., civil, mechanical, architectural, electrical, hydraulic).

Two basic types of engineering achievement are involved. The first and most apparent kind is a specific engineering installation—a structure or system which is a purely technical solution and usually non-sheltering in nature—for example, a bridge, canal, waterworks, irrigation system, dam or tunnel. The other type of engineering

landmark recorded is a group of structures which individually are of subordinate or secondary intention, but collectively comprise an engineering or industrial system of major consequence; for example, the buildings along a railroad—the passenger station and hotel, the train shed, car shop, roundhouse—which are sheltering structures along a transportation network.

In addition to this differentiation, there are also the criteria of use, context, and innovation. An engineering structure or system can be considered a landmark worthy of recording by virtue of its implicit technical ingeniousness. On the other hand, a relatively routine solution can be recognized as a landmark of engineering history in light of its substantial effect on the urbanization or transformation of a region's physical, social, or economic configuration. Other factors considered in evaluating the relative significance of engineering structures and the need to record them involve the aesthetics of honest and often dramatic expression of form and function, and particularly any impending danger of destruction.

In general, structures which satisfy one or more of the following qualify as being of recordable merit:

1. Structures which were connected with the significant events or personages in the cultural, political, economic, military, or social history of an area.
2. Structures which individually, or as part of a system, were instrumental in achieving the settlement and economic stability of an area.
3. Structures which were constructed using unique methodologies or materials.
4. Structures which are significant in the history of a particular branch of engineering.
5. Structures designed or built by famous engineers, architects or master builders.
6. Typical examples of early engineering structure commonly used throughout an area, for a specific purpose.
7. Sole surviving example of a type of structure.

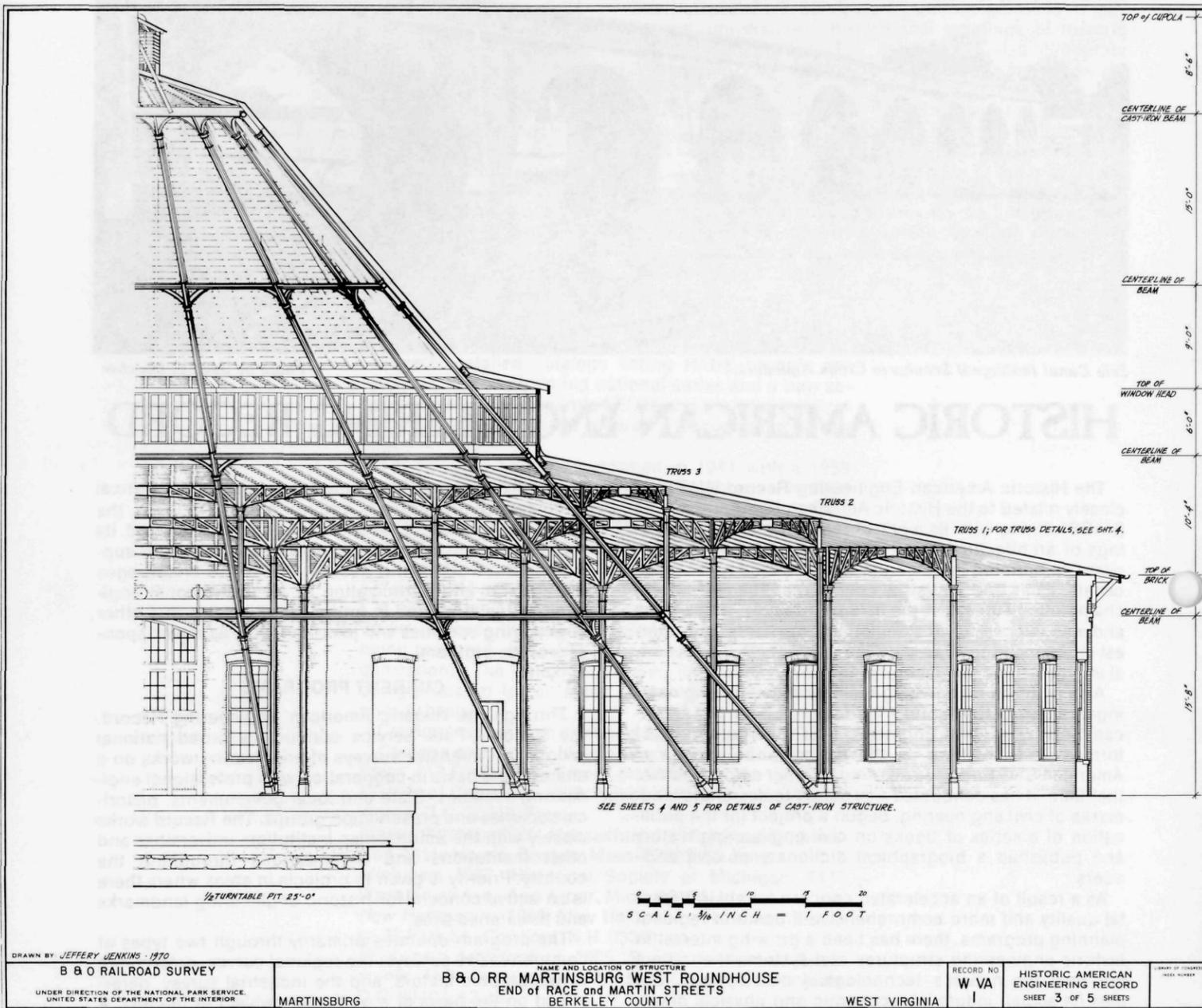
#### THE RECORDS

The Historic American Engineering Record archives are deposited in the Division of Prints and Photographs of the Library of Congress. The HAER collection includes precise measured architectural and engineering drawings, professional photographs, historical and technical written data, photogrammetric plates, and old drawings, photographs and maps. The geographic scope of the documentation will ultimately include all fifty states, the District of Columbia, and United States territories and possessions. The records are prepared to be as permanent as possible and to withstand extensive use. The public is encouraged to utilize the records which, with the exception of the courtesy of a credit line, may be published without restriction. The HAER records are useful not only to Federal agencies and State and local governments, but also to private historical associations, institutions, publishers, scholars, planners, and engineers.

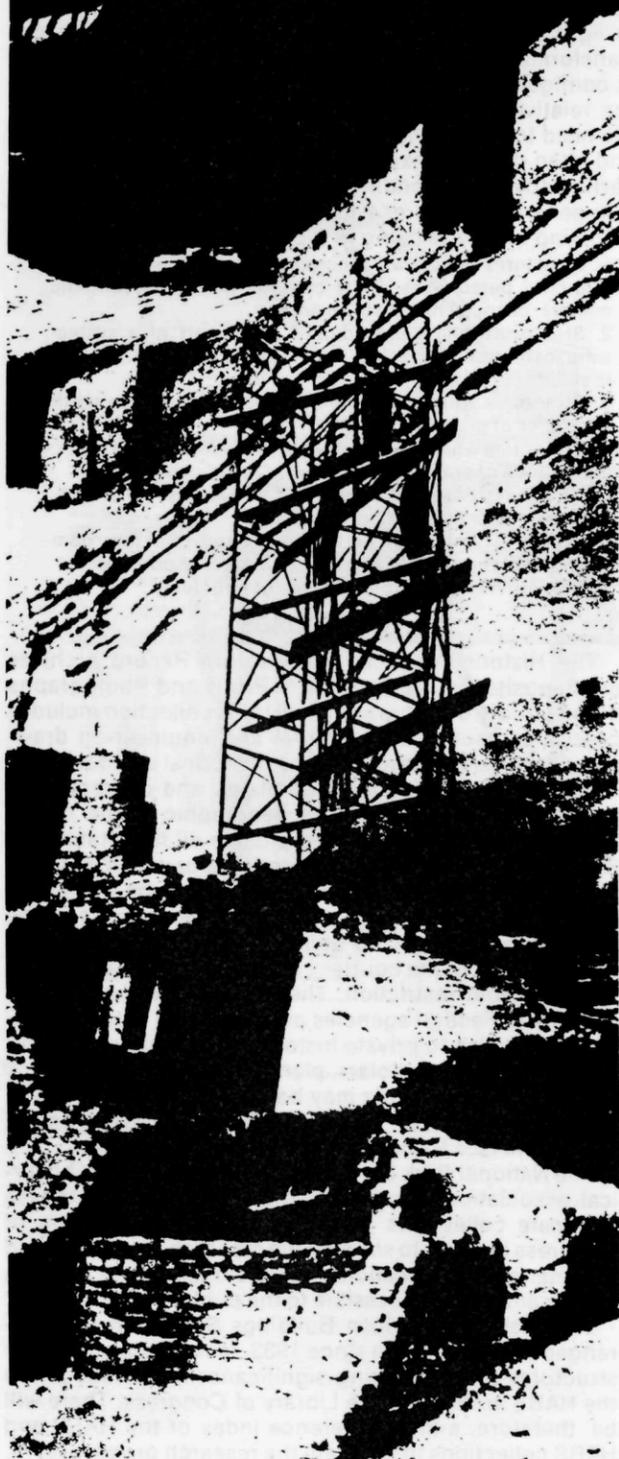
Copies of the records may be ordered from the Photoduplication Service, Library of Congress, Washington, D.C. 20540 (see HABS article, this issue, for details).

The National Park Service encourages libraries, historical associations, and local governments to purchase duplicate collections of the records in the Library of Congress in order to simplify the research procedure and to enhance the educational value of making the findings known and easily accessible to the public.

The Historic American Buildings Survey, in its wide-ranging documentation since 1933, recorded a number of structures of engineering significance which remain in the HABS archives at the Library of Congress. There will be, therefore, a cross-reference index of the HAER and HABS collections to facilitate the research procedure.



# ARCHEOLOGICAL PROGRAM



This program consists of:

1. Archeological investigations in areas of the National Park System where prehistoric and historic people have lived.
2. Investigation of archeological sites for the purpose of salvaging knowledge and evidence from them before they are flooded by federally sponsored water-control projects.
3. Preservation through stabilization of both prehistoric and historic ruins, earthworks, and building foundations revealed by archeology.
4. Publication of information derived from archeological investigations.

The prehistory and history of the United States encompass three phases of development: prehistoric Indian, historic Indian, and historic European. The first deals primarily with prehistoric Indian cultures, evidence of which is entirely archeological. The second is mainly ethnological—the study of existing Indian peoples. The third deals principally with written records. Recently, archeology has expanded into the realm of history and has proven useful by providing otherwise unknown data.

## PREHISTORIC ARCHEOLOGY

Evidence of places occupied by prehistoric American Indians is found almost everywhere in the United States, in the form of ruins, campsites, mounds, broken pottery, and stone implements. At different times and in different areas, the ways in which the Indians lived, built their homes, and buried their dead varied greatly. Some spectacular Indian structures are to be found in the Southwest. In the East and Midwest are imposing earthworks—embankments, effigies, and temple and burial mounds.

## HISTORIC ARCHEOLOGY

The works of recent men are as vulnerable to the effects of time, weather, and natural erosion as are those of prehistoric man. Much of the history of Europeans in this country lies, as a result, under layers of earth or the deposits of later human occupancy. In this century, as man has increasingly sought to know himself and the sources of his society better, considerable history, now buried, has become important to that goal. Archeology is the research tool which reveals much of what man's ancestors were in previous days: information not found in the archives but recorded in the ground.

## SALVAGE ARCHEOLOGY

Many large areas in the United States are flooded by multipurpose dams on major rivers. Other land is trenched for oil and gas pipelines. Superhighways cut huge swaths across the countryside. In the paths of many of the projects lie archeological sites of major importance to our knowledge of the Indian past.

The Inter-Agency Archeological Salvage Program, sponsored by the National Park Service, constitutes a large proportion of the archeological fieldwork done in this country. It began after World War II when archeologists realized many sites were being inundated by reservoirs.

*Stabilization of White House Ruin at Canyon de Chelly National Monument, Arizona.*

Acting under the Antiquities Act, the Historic Sites Act, and the Reservoir Salvage Act the National Park Service has moved to meet this challenge. A program to salvage archeological and historical materials and information has been developed in cooperation with local institutions and other government agencies.

The Service is responsible for the recovery of archeological remains in reservoir areas and other locations where construction activity threatens archeological and historic sites. It also coordinates research and allocates funds to qualified agencies and institutions which conduct the actual salvage work.

## RUINS STABILIZATION

As part of its responsibility to preserve the past, the National Park Service has developed a stabilization program for the ancient ruins uncovered by archeologists. Through a wide variety of engineering and conservation techniques, great stone or adobe forts and pueblos, earthworks, burial mounds, and brick foundations are stabilized to withstand the eroding effects of time and climate. The work is done in a manner that will alter the remains as little as possible.

## ARCHEOLOGICAL RESEARCH CENTERS

Artifacts found in field excavations are studied, interpreted and reassembled for later public viewing in the Arizona Archeological Center in Tucson, Ariz.; the New Mexico Archeological Center in Albuquerque, N. Mex.; the Midwest Archeological Center in Lincoln, Neb., and the Southeast Archeological Center in Tallahassee, Fla.



*Excavation of the steamboat Bertrand.*

## ARCHEOLOGICAL RESEARCH SERIES

Beyond learning from and preserving the places where archeology reveals the history of man, the National Park Service seeks to preserve and to share that knowledge. For this reason, the Service supports a program for the publication of information derived from archeological projects in Service areas. The Archeological Research Series makes such knowledge widely available in the form of published reports which are used in libraries and research institutions. These reports are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.



*Photo by Darrell L. Coe*

*Excavation of skeletons approximately 1,000 years old at Katmai National Monument, Alaska.*

## ANTHROPOLOGICAL PAPERS

This is a new series of studies made in connection with the various areas in the National Park System or areas in which the National Park Service has had responsibilities. The papers cover salvage operations which are not included in the Archeological Research Series. The anthropological papers are available from the Government Printing Office.

## NATIONAL PARK SERVICE ARCHEOLOGICAL AREAS

For information, write to the superintendents as follows:

- Aztec Ruins National Monument, Route 1, Box 101, Aztec, N. Mex. 87410.*
- Bandelier National Monument, Los Alamos, N. Mex. 87544.*
- Canyon de Chelly National Monument, Box 588, Chinle, Ariz. 86503.*
- Casa Grande Ruins National Monument, Box 518, Coolidge, Ariz. 85228.*
- Chaco Canyon National Monument, Star Route, Bloomfield, N. Mex. 87413.*
- Effigy Mounds National Monument, Box K, McGregor, Iowa 52157.*
- Gila Cliff Dwellings National Monument, Gila Hot Springs, N. Mex. 88061.*
- Gran Quivira National Monument, Route 1, Mountainair, N. Mex. 87036.*
- Hovenweep National Monument, c/o Mesa Verde National Park, Mesa Verde National Park, Colo. 81330.*
- Montezuma Castle National Monument, Box 218, Camp Verde, Ariz. 86322.*
- Mound City Group National Monument, Box 327, Chillicothe, Ohio 45601.*
- Navajo National Monument, Tonalea, Ariz. 86044.*
- Ocmulgee National Monument, Box 4186, Macon, Ga. 31208.*
- Pecos National Monument, Drawer 11, Pecos, N. Mex. 87552.*
- Pipestone National Monument, Box 727, Pipestone, Minn. 56164.*
- Russell Cave National Monument, Bridgeport, Ala. 35740.*
- Tonto National Monument, Box 707, Roosevelt, Ariz. 85545.*
- Tuzigoot National Monument, Box 68, Clarkdale, Ariz. 86324.*
- Walnut Canyon National Monument, Route 1, Box 790, Flagstaff, Ariz. 86001.*
- Wupatki National Monument, Tuba Star Route, Flagstaff, Ariz. 86001.*

# THE NATIONAL REGISTER OF HISTORIC PLACES

## NOMINATION & REGISTRATION

The National Historic Preservation Act of 1966 (Public Law 89-665, 80 Stat. 915) authorized the Secretary of the Interior "to expand and maintain a national register of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, and culture. . . ." In passing the Act, Congress recognized a national need "to insure future generations a genuine opportunity to appreciate and enjoy the rich heritage of our Nation."

Listing on the National Register accords places official recognition of their historic significance, eligibility for matching grants-in-aid, and a degree of protection from hasty Federal actions which could adversely affect the property. There are now approximately four thousand historic properties listed on the Register. Accomplishing or effecting the provisions of the 1966 Act is the daily activity of those working in the Division of National Register of the National Park Service.

The National Register's Branch of Registration is responsible for the processing and evaluation of properties that result in the expansion of the Register. Property forms, maps, and photographs are retained by this branch and constitute the archives of the National Register. A biennial hardbound edition of the National Register is prepared by the Branch of Registration and published by the Government Printing Office (GPO), Washington, D.C. 20402. The next edition will be available soon. A complete list of all districts, sites, buildings, structures, and objects included on the National Register appears yearly in the Federal Register, the latest being Part II, March 15, 1972 (Vol. 37, No. 51). Monthly supplements to this list are printed in the Federal Register on the first Tuesday of every month.

The National Register includes places of national significance as well as state and local sites worthy of preservation because of their historic value. In order to accomplish the registration of such a wide range of properties the governors of the fifty states and five territories have each appointed a State Liaison Officer for historic preservation. Each officer is responsible for the implementation of the National Register program within his state or territory. Specifically, he directs the statewide survey of historic resources and effects preparation of the state's comprehensive historic preservation plan. At the state level, only the liaison officer can officially nominate properties to the National Register and make application for matching grant-in-aid monies.

The National Register is enlarged by the addition of properties in four categories: (1) areas of historic significance which are administered by the National Park Service; (2) properties designated as National Historic Landmarks by the Secretary of the Interior; (3) nominations made by the State Liaison Officer and approved by the National Park Service; (4) nominations of Federal properties made by the Federal agencies as directed by Executive Order No. 11593.



*Charleston Historic District, South Carolina.*

Specific criteria must be met before a property is considered eligible for the National Register. The necessary quality of significance in American history, architecture, archeology, or culture is considered extant in nominated properties that possess integrity of location, design, setting, materials, workmanship, feeling, and association and: (1) that are associated with events that have made a significant contribution to the broad patterns of national history; or (2) that are connected with the lives of persons significant in that history; or (3) that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or (4) that have yielded, or may be likely to yield, information important in prehistory or history.

The first step preliminary to the nomination of properties to the National Register is the statewide historic sites survey. Then, prior to the submission of nominations by a State Liaison Officer, these surveyed properties are re-

viewed at the state level by a board, the membership of which must include a historian, an architect, and an archeologist. The purpose of the surveys is to identify all districts, sites, buildings, structures, and objects significant in American history, architecture, archeology or culture regardless of property boundaries or ownership.

Nominations are submitted to the National Park Service, Office of Archeology and Historic Preservation, on standard National Register Inventory-Nomination forms. Basic required data include state, county, and town or nearest vicinity, name, address, present use, ownership, accessibility to the public, present description, bibliography and reasons for nomination. The latter specifically addresses the criteria of quality of significance.

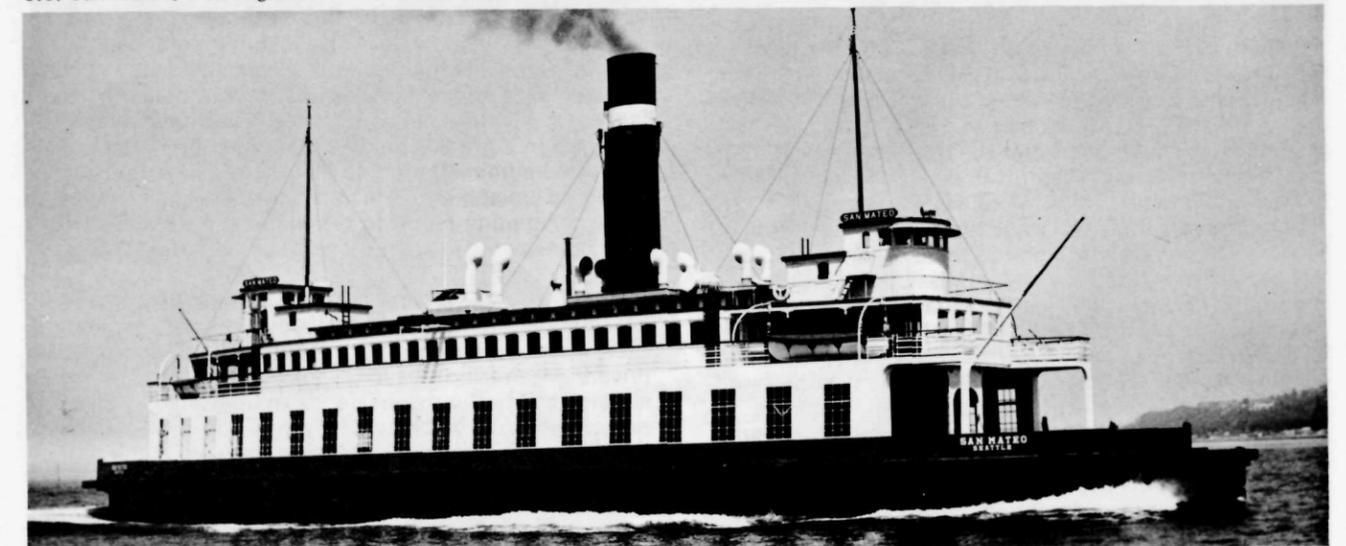
The nominated properties are reviewed by the staff of the National Register (which includes historians, architectural historians, architects, archeologists and editors) for conformation to criteria and suitability of content for publication. Entry upon the National Register becomes official when the nomination form is signed by the Secretary of the Interior or his designee. Thereupon the State Liaison Officer is notified in writing of the date of entry. Letters of notification are also sent to both senators of the state and to the representative in whose district the property is located. Property owners are notified by the State Liaison Officer. When a property does not meet National Register criteria, it is returned to the nominating agency with a letter of explanation.

On May 13, 1971, when President Nixon signed Executive Order 11593, Protection and Enhancement of the Cultural Environment, he set up the fourth way by which historic properties could be nominated to the National Register. Prior to its issuance Congress, the Secretary of the Interior, and the State Liaison Officers were the only official channels for placing historic properties on the National Register. Now the heads of Federal agencies not only can, but are obliged to, nominate to the National Register all historic places under their jurisdiction deserving preservation.

The Executive Order stresses a cooperative effort by Federal and state agencies. The Office of Archeology and Historic Preservation has fostered this point at every

*S.S. San Mateo, Washington.*

*Photo by Joe D. Williamson*



opportunity. Federal representatives as well as State Liaison Officers recognize the impossibility of attaining the objectives of the executive order without such cooperation. Briefly, these objectives call upon the heads of Federal agencies to exercise a leadership role in the preservation of our national patrimony through the process of locating and nominating "all sites, buildings, districts and objects under their jurisdiction or control that appear to qualify for listing on the National Register of Historic Places."

The Secretary of the Interior is called upon to assist the Federal agencies in several specific ways. In effect these revolve around those professional abilities uniquely possessed by the National Park Service. While the Executive Order calls upon the heads of Federal agencies to complete the tasks assigned them by July 1, 1973, the Director of the National Park Service, intent upon exercising leadership among the Federal agencies, directed the National Park Service to complete its part by July 1, 1972.

Currently, Federal agencies are compiling an inventory of buildings, sites or objects more than 50 years old. Although not every place or building so identified will end up on the National Register it will provide a base line for the next step of deciding which deserve recognition, protection and preservation.

One of the biggest problems facing several Federal agencies is that of locating, inventorying and nominating to the National Register archeological sites. The inventory should provide information on the extent of lands under Federal ownership which have not yet been surveyed in terms of the executive order. That is one aspect of the problem. The other is how to count otherwise known archeological areas on surveyed Federal lands which have not yet been studied in depth. Any one such "zone" may turn out to have a number of sites. Depending on how these properties are handled the number of Federal entries to the National Register could eventually total thousands, perhaps tens of thousands.

—Elizabeth Archambeault

## PLANS & GRANTS

Totem Pole Preservation district in Alaska, Allen Street in Tombstone, Arizona, and "Olana," the home of the distinguished post-Civil War artist, Frederick E. Church, in Columbia County, New York, are a few of the historic development projects funded in Fiscal Year 1971 with matching grants-in-aid under the grant program authorized by the National Historic Preservation Act of 1966. Preservation grants awarded to date in Fiscal Year 1972 are assisting the State of Wisconsin in the restoration of the Astor Fur Warehouse in Prairie du Chien, the State of New Mexico in developing Abo Mission in Mountainair, Torrance County, and the National Trust for Historic Preservation in acquiring the Chew Mansion in Philadelphia. *Foundations from the Past* and *A Lonesome Place Against the Sky*, published by Missouri and North Carolina respectively, are two examples of publications describing each state's historic preservation program which has been funded under survey and planning grants. All told, over 200 States will be awarded matching survey and planning or project grants out of the grant program's Fiscal Year 1972 appropriation.

The National Park Service has administered the historic preservation grants-in-aid program since 1968 when Congress initially appropriated \$300,000 for matching grants of up to fifty percent of project costs. The fifty states, the District of Columbia, and four territories—Guam, Samoa, Virgin Islands, and Puerto Rico—and the National Trust for Historic Preservation are eligible to receive grants. In Fiscal Year 1968 the entire appropriation went to the National Trust because the states were not yet sufficiently organized to participate in the program.

Grants are made following the announcement by the Secretary of the Interior of the program's fiscal year appropriation. Since 1968, the total appropriations were for Fiscal Year 1969, \$100,000; for Fiscal Year 1970, \$969,000; and for each of the Fiscal Years 1971 and 1972, \$5,980,000. The President has requested \$6,205,000 for Fiscal Year 1973. The appropriations for 1969 and 1970 were divided between the National Trust and the states. The funds received by the states were used only for historical survey and plan programs. In both 1971 and 1972 the National Trust received \$1 million and the states \$4 million.

Acquisition and development grants were first awarded in 1971. The amount available for projects in both 1971 and 1972 was approximately \$2 million but the total state request for matching funds in each year was approximately \$17 million. No single state, therefore, in either year received all that it had requested and was thus obliged to decide which of its projects should be funded.

In actual practice, the states and the National Park Service jointly administer the grant-in-aid program. Each state has a State Liaison Officer appointed by the governor, who in turn works in conjunction with a state review board comprised of interested citizens and a representative from each of the major professions associated with historic preservation: history, architecture, and archeology.

To illustrate how this works, let us assume that Mr. Robert Smith is the State Liaison Officer for State X. He, in all likelihood, is associated with the state's historical commission, its archives, or its parks and recreation office. His office is probably understaffed. Yet, in spite of time and personnel limitations, Mr. Smith has a multifaceted and demanding role. He must not only nominate properties to the National Register and write the state's historic preservation plan, but also submit grant applications for eligible properties (those which are listed on the Register and whose acquisition or development is in accordance with an approved state historic preservation plan). When a grant is made to the state, he is responsible for the administration, to insure that the purposes of the award are achieved. He must submit progress reports and a completion report to the National Park Service for each grant awarded.

Except for the National Trust for Historic Preservation, only states or territories are awarded grants. They, however, may transfer a grant to a political sub-unit or to a private organization or individual. Applications may be initiated by Mr. Smith's office, by an individual in a political sub-unit of the state or by a private organization or individual. In all cases the application must come to the National Park Service through the State Liaison Officer. The National Park Service stresses the importance of the private sector's involvement in the grants-in-aid pro-

gram, and endeavors to assist Mr. Smith in every way it can to encourage citizen participation. If a private citizen becomes interested in the possibility of Federal assistance, he must consult Mr. Smith and comply with the grant program's policies and procedures. It is Mr. Smith's responsibility to see that the application is accurate and complete and is approved by the State Review Board before he forwards it to the National Park Service.

Let us observe the entire procedure in State X. Mr. Stan Jones, a private citizen, has learned of the National Historic Preservation Act and is interested because he owns a house that was Cornwallis' headquarters for a brief time. Through correspondence with the National Park Service, he is directed to Mr. Smith who successfully nominates the house to the National Register and includes the property in the state historic preservation plan. Mr. Jones then thinks of restoring the house and consults Mr. Smith again. Mr. Smith considers that it is a good project and urges Mr. Jones to prepare an application. At the same time, Mr. Smith informs Mr. Jones that since all National Park Service grants are for the public benefit he will have to revise the deed to his house to provide for public visitation and for maintenance of the house. Such conditions, Mr. Smith says, are required of all private transferees. Mr. Jones acknowledges the fairness of the requirement and agrees to those prospective restrictions on his property. Upon receipt of the application, Mr. Smith obtains the approval of his review board and then includes the property in his summary of all prospective projects which he submits to the National Park Service by June 1 (as do all participating states).

The National Park Service reviews the submissions from the States and uses the fiscal data they provide to draft an apportionment of the program's appropriation. The apportionment is based on a formula that requires that 30 percent of the appropriation be divided equally among the states and that 45 percent be distributed on the basis of need as shown in approved state historic preservation plans. If the Secretary accepts the apportionment, he issues a press release and apportions a sum to each state. Mr. Smith reviews his year's overall program and allocates his apportionment between his survey and planning program and the individual projects he has applied for. The latter have been rated according to the National Park Service criteria. In reviewing his projects Mr. Smith might postpone or delete some projects altogether and may have to pare down the amount he can give to each that he retains. Mr. Jones' project, happily enough, is to be funded and Mr. Smith now submits an updated application to the National Park Service, which is approved. The grant is made to the state which then transfers it to Mr. Jones; he alters his deed to provide for public benefit and maintenance, and is now responsible for administering the grant in conformance with National Park Service and state policies. While the restoration project is under way, staff members from the grants program will probably visit the project in order to observe the work in progress. Upon the conclusion of work, Mr. Jones will submit a completion report which the state will use in reporting to the National Park Service. Subsequently, state representatives will visit Mr. Jones every several years to make certain that the public benefit and maintenance responsibilities are being met. Grants to the National Trust are administered in the same general fashion.

Continued

Storer House, Los Angeles, California.



*Shot Tower, Wythe County, Virginia.*



The National Park Service stresses that sound historic preservation planning underlie a state's historic preservation program, believing that the best projects will emanate from a planned program. Survey and plan grants help States fund their individual planning efforts and the National Park Service hopes that States will maintain effective planning programs as the grant program matures.

In State X, for example, Mr. Smith's state historic preservation plan would incorporate the best thinking and analysis of his staff. Volume I would create the broad context for historic preservation in State X and would deal with all chronological eras and thematic aspects of the state's history. Mr. Smith would be careful to see that Volume I recognizes the contemporary changes occurring in the United States, knowing that those changes are focusing attention on previously neglected sites and structures. Volume II would contain the state's inventory, arranged thematically. Volumes I and II would be approved for at least a decade. Changes in either volume would be reported annually in Volume III and in it Mr. Smith would also project his state's preservation work for the upcoming fiscal year. This would enable both Mr. Smith and the National Park Service to maintain a close relationship concerning preservation planning to the benefit of both.

Surveying and planning are done by the state; nevertheless, Mr. Smith would, whenever necessary, enlist the assistance of private organizations and individuals not only to provide necessary professional services but also to increase citizen participation in the grant program.

For the first time in our history, Federal preservation grants are assisting the state and National Trust in historic preservation. The total amount for matching appropriated under the National Historic Preservation Act is \$13,329,000. That sum has immeasurably benefited historic preservation, and the hope is that larger appropriations in future years will vigorously spur the effort to protect the historic segment of our national environment.

—*Eleanor Condit*  
*S. Sidney Bradford*



*New Portland Wire Bridge, Maine.*