

NATIONAL HISTORIC PRESERVATION PROGRAM RETURNS TO PARK SERVICE

In February, 1981, Interior Secretary James G. Watt announced the termination of the Heritage Conservation and Recreation Service (HCERS) as a separate departmental agency and the transfer of essential HCERS functions to the National Park Service (NPS). The consolidation was formally accomplished on May 31 and was one in a series of changes within Interior that were undertaken as part of President Reagan's program for economic recovery. Among the responsibilities that were transferred to the NPS were historic preservation programs authorized by the National Historic Preservation Act, the natural landmarks program, and programs related to recreation and the administration of the Land and Water Conservation Fund.

The National Historic Preservation Program is not new to the NPS since this program had been managed in the Park Service by the Office of Archeology and Historic Preservation (OAHP) prior to the establishment of HCERS in January, 1978. Despite the movement of preservation programs into and out of the Park Service, the central mission of the preservation effort has remained the same. These programs continue to emphasize assistance to state and local governments, other Federal agencies, as well as private organizations and individuals for the protection of historically, architecturally, and archeologically important sites, structures, objects and districts. Central to this effort are the National Register of Historic Places, comprehensive preservation planning, and a close working relationship with the State Historic Preservation Offices. It is anticipated that the administration of this program will remain separate from the management of cultural resources within the National Park System.

The work of the Office of Archeology and Historic Preservation is carried out by five divisions: the National Register, State Plans and Grants, Interagency Archeological Services, the National Architectural and Engineering Record, and Technical Preservation Services. The Division of Preservation Policy was eliminated in the transfer from HCERS to the Park Service. During the HCERS phase of management, all program functions (with the exception of the National Register) underwent varying degrees of regionalization in an effort to make services more available to the states and other government units, organizations, and individuals needing preservation assistance.

The regionalization process was technically complete as of October 1, 1980, but few of the eight HCERS regional offices had hired a sufficient number of preservation specialists (historic architects, historians



National Park Service Office of Information

The Durfee No. 2 Mill, Fall River, Massachusetts, recorded in 1972 as part of the Historic American Records Survey which became a part of the Historic Conservation and Recreation Service during the Carter Administration reorganization and is now a part of the National Park Service again.

and archeologists) to carry out the full range of functions that had been transferred from Washington. After regionalization, a combination of factors including hiring freezes, the change of administrations, transfer to the Park Service, and severe budget cuts has prevented the growth of regional preservation programs to the levels that had been projected prior to October 1. This has resulted in uneven performances by regional offices. The Park Service has not announced any plans to dismantle the regional preservation programs, but a study of the regional approach, its merits and drawbacks, and the role of the Washington office is currently underway and is likely to result in a set of recommendations for Fiscal Year 1983.

The two factors most likely to influence the NPS Historic Preservation effort both on the Washington and regional levels are overall budget cuts and the fact that Secretary Watt has made the improvement and maintenance of existing units within the National Park System the top priority for the Park Service. At best the preservation effort will adopt a "no growth" policy. At worst, these programs will be reduced through more budget cuts and staff reductions. The following is a brief discussion of the current status of each major function in the NPS Historic Preservation Program.

National Register of Historic Places

One of the major changes brought about by the National Historic Preservation Act Amendments of 1980 was an expansion of the nomination process to allow private

owners, individuals, and local governments to participate. From December, 1980, until November, 1981, the National Register was closed to privately owned sites, while new regulations reflecting changes required by the '80 Amendment Act were written. During this 11 month period, only nominations for federal, state or local government-owned properties were considered for listing by the National Register staff. New regulations went into effect in November, 1981, and the Register was once again opened to privately-owned properties. The most highly publicized aspect of the new regulations is the provision which allows an owner to concur or object to the nomination of his or her property to the Register. Owners may prevent their properties from being listed, but properties may still be declared "eligible" which provides some protection from federal projects through the environmental review process.

Historic Preservation Fund

On December 23, 1981, President Reagan signed the Interior appropriations bill which includes \$25.4 million for the Historic Preservation Fund in fiscal year 1982. \$21 million is slated for allocation to the states to support the work of the State Historic Preservation Offices (SHPOs). The original FY 1982 proposal by the Office of Management and Budget had called for the deletion of funding for the states, but Congress chose to override this in order to continue the federally mandated activities of the SHPOs in their respective states. A major change from previous years is that Congress has attached a condition to the

appropriation which prevents the expenditure of monies for the repair or acquisition of historic properties by the SHPOs. The National Trust for Historic Preservation will receive \$4.4 million in FY 1982 from the Historic Preservation Fund. The Fiscal Year 1983 budget has not yet been formally announced, but there are strong indications that the administration will seek no funding for the SHPOs or the National Trust.

National Architectural and Engineering Record

In 1978, HCERS combined the functions of the Historic American Buildings Survey (HABS) and the Historic American Engineering Record (HAER) to create the National Architectural and Engineering Record (NAER). There are now indications that the Park Service is considering the re-establishment of HABS and HAER as separate entities. Priorities for NAER in the future include the completion of all recording projects currently underway followed by a redirection of efforts towards the recording of National Historic Landmarks and Park Service properties.

Interagency Archeological Services

The National Historic Preservation Act and other federal laws often require federal agencies to undertake cultural resource surveys and archeological data recovery when their projects threaten sites or properties eligible for or already listed in the National Register. Interagency Archeological Services (IAS) has assisted other federal agencies that are without in-house cultural resource expertise to carry out their mandated responsibilities by using funds transferred to IAS by federal agencies to undertake the required mitigation activities. Because of the high overhead costs of the IAS program and because more federal agencies now have their own cultural resources personnel, it appears that IAS will become less involved with the management of mitigation projects for other agencies. IAS will redirect its energies to the development of archeological standards for use by other federal agencies and will also provide technical advice and assistance to other federal agencies. In addition, consideration is being given to the creation of a position of Departmental Archeologist. The individual holding this position would be responsible to the Secretary of the Interior and would assess the archeological programs of other federal agencies to determine the most effective ways to insure timely, adequate, and cost-effective preservation of archeological resources.

Tax Incentives Program

The Economic Recovery Tax Act of 1981 provides a 25 percent investment tax credit for the certified rehabilitation of historic buildings for commercial and residential rental uses. The 25 percent tax credit

replaces the tax incentives authorized by the Tax Reform Act of 1976 although the current SHPO/NPS system for reviewing certification requests will not be altered. The tax incentive program is that aspect of the federal preservation effort most closely in line with the current administration's economic philosophy. Because of this, substantial effort is being devoted to publicizing the tax incentives through a series of ten conferences in major metropolitan areas of the country.

Resource Protection Planning Process

The Resource Protection Planning Process (RP3) is an approach to historic resource management which identifies and organizes information about cultural resources to insure that preservation concerns are fully considered in land use decision-making. The RP3 concept was developed by the Division of State Plans and Grants and a number of workshops were held around the country in the past year with SHPO staffs to explain the potential of RP3. A major goal of the Office of Archeology and Historic Preservation for FY 1982 is to have the SHPOs adopt the RP3 concept for use in their respective states.

Certification of Local Governments

The National Historic Preservation Amendments Act of 1980 called for the development of regulations to allow local governments which have their own preservation programs to officially participate in the National Historic Preservation Program. An important aspect of this is the requirement that certified towns and cities receive at least ten percent of a given state's annual HPF allocation. The certification of towns and cities also has implications for the way in which the SHPOs carry out duties in regard to National Register, survey, review of tax incentives projects, and review of federal projects affecting local historic resources. The NPS is now developing regulations and guidelines that SHPOs will use to certify towns and cities.

NATIONAL COUNCIL ACTIVITIES

- New brochure available. With the assistance of the history department of Arizona State University the National Council has produced a new brochure describing its structure and activities, the value uses of public history, as well as ways in which individuals and other organizations can become affiliated. For copies contact the National Council office.

- SPECIAL ISSUE ON BUSINESS HISTORY ANNOUNCED FOR COUNCIL JOURNAL. *The Public Historian* has published a special number on business and history (Volume 3, Number 3). Edited by Robert Pomeroy of the InterAmerican

Bank, it will feature a group of articles written by prominent corporate historians and teachers of business history. Included are an assessment of American business schools and the way they teach business history, written by Dr. Leslie Hannah, head of the Business History Group at the London School of Economics; a review of corporate business history by Richard Forman, historian at Dataproducts Corporation in Los Angeles, and the story of the founding of the Wells Fargo History Division by Harold Anderson of San Francisco.

- In cooperation with the American Historical Association and with the generous assistance of the University of California, Santa Barbara, and California State University, Fullerton, the National Council on Public History published last December a *Survey of the Historical Profession: Public Historians*. The report summarizes data from questionnaires returned by 2347 public historians and provides basic demographic data as well as information on their employment activity and the skills utilized in various kinds of public history employment. Copies of the printed report are available from the American Historical Association, 400 A Street SE, Washington, DC 20003, for \$5.00.

Returns from the survey have also been used to create an on-line data base at the University of California, Santa Barbara, under the sponsorship of the National Council on Public History.

SUMMER INSTITUTE ON PUBLIC HISTORY TO BE JUNE 21-JULY 30 AT CORNELL

A six-week Summer Institute, "Historians, Universities, and Communities," for college and university history department faculty members interested in community history and public programming, will be held from June 21 to July 30, 1982, at Cornell University. The Summer Institute will consist of three weeks of theory and practical study at Cornell, two weeks of field work in nearby towns, working with local people to design a community history project with a public programming component, and a final week of evaluation and curriculum development at Cornell.

Participants will examine definitions of Public History with reference to community history, local history and regional history, and seek to locate the pursuit of local and community history within the larger themes of American history. They will explore ways of working with community agencies, of defining historical questions of interest to both community and professional historians, and they will develop a variety of model public programs which could grow out of collaboration among community groups, local historical societies and academic institutions.