11593

Information Related to Responsibilities of the Secretary of the Interior
Section 3, Executive Order 11593
Office of Archeology and Historic Preservation
National Park Service

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To all State Historic Preservation Officers:

On behalf of the National Conference of State Historic Preservation Officers I welcome this new technical information bulletin produced by the Office of Archeology and Historic Preservation. As you know, one of the reasons for creating the National Conference was to provide a forum for SHPOs to exchange information, ideas, and experiences. I see *11593* as a valuable tool in helping us achieve this objective. Here is another means for us to communicate with each other and to share our methods of fulfilling our preservation responsibilities. It was good to see articles from Massachusetts, Oregon, and South Dakota in the first two issues, and I urge all states and territories to use *11593* and to contribute articles as often as possible.

TRUETT LATIMER
President
National Conference of State Historic Preservation Officers

IN THIS ISSUE

LAND AND WATER CONSERVATION FUND BILL BECOMES LAW

Historic Preservation Fund Created

by Jan C. Thorman
Architectural Historian, National Register

On September 28, 1976, the President signed a bill of major importance to preservationists, the Land and Water Conservation Fund Bill, now Public Law 94-422. Title II of this law deals with National Park Service matching grants for historic preservation and with the status of the Advisory Council on Historic Preservation.

The act amends the National Historic Preservation Act of 1966 to establish a "Historic Preservation Fund" in the United States Treasury with revenues from mineral leasing on public lands and on the Outer Continental Shelf. Funding authorized for grants-in-aid is $24.4 million for FY 1977, $100 million a year for FY 1978 and FY 1979, and $150 million a year for FY 1980 and FY 1981. A notable and unusual feature of this funding arrangement is that authorized monies not appropriated in any one fiscal year are to remain in the Historic Preservation Fund and are available for appropriation in any future year. Because only $17.5 million was appropriated for FY 1977, the $6.9 million difference between the authorization and the appropriation will remain in the Historic Preservation Fund and may be appropriated in the future.

In addition to increased funding levels, the act provides for certain changes in the matching formula for National Park Service grants. "Planning" activities, including surveys and statewide historic preservation plans and project plans, are to be funded on a 70% federal/30% state basis. This change is intended to provide increased federal support for activities of considerable benefit to the federal planning process (identification of historic resources through statewide surveys) and for which many states traditionally have had difficulty raising sufficient funds.

Another significant amendment to the 1966 act is the extension of section 106 to cover properties eligible for inclusion in the National Register as well as those formally listed in the Register. This legislative measure strengthens the protection already afforded eligible properties under section 2(b) of Executive Order 11593.

The status of the Advisory Council on Historic Preservation is changed by this law in several important ways. First, the council is now an independent agency of the US government. Second, the membership of the council is increased from 20 to 29. The new members are the President of the National Conference of State Historic Preservation Officers, the Secretary of State, the Secretary of Defense, the Secretary of Health, Education, and Welfare, the Chairman of the Council on Environmental Quality, the Chairman of the Federal Council on the Arts and Humanities, and the Architect of the Capitol. The number of council members appointed by the President from outside the federal government was increased from 10 to 12. Finally, the council is given rulemaking authority for section 106 of the National Historic Preservation Act. This significantly strengthens the authority of the Advisory Council because rules or regulations have the force of law for federal agencies that procedures or guidelines lack.

A detailed analysis of the Historic Preservation Fund is being prepared by the Office of Archeology and Historic Preservation and will be sent to all State Historic Preservation Officers in the near future.

NEW TAX LAW

by Carol D. Shull
Historian, National Register

The Tax Reform Act of 1976, recently signed into law by President Ford, provides important new tax incentives for historic preservation, corrects deficiencies in the tax code which have worked against preservation, and places new responsibilities on the Secretary of the Interior to make the tax advantages available to the public.

Commercial or business related structures that qualify as "certified historic structures" are entitled to most of the tax advantages under the new act. A "certified historic structure" is defined in the law as a depreciable structure which

(A) is listed in the National Register
(B) is located in a registered historic district and is certified by the Secretary of the Interior as being of historic significance to the district, or
(C) is located in a historic district designated under a statute of the appropriated state or local government if such statute is certified by the Secretary of the Interior as containing criteria which will substantially achieve the purpose of preserving and rehabilitating buildings of historic significance to the district.

The new tax provisions will encourage rehabilitation and discourage demolition of certified historic structures in several ways. An owner of a certified historic structure may now write off (or amortize) over a 60-month period rehabilitation expenditures which are part of a certified rehabilitation of the property. To take advantage of the provision, the

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taxpayer must make his rehabilitation expenditures between June 14, 1976, and June 15, 1981. Under the act, a certified rehabilitation is any rehabilitation of a certified historic structure which the Secretary of the Interior certifies as being consistent with the historic character of the property or the district in which the property is located.

Advantages

The advantage of this new provision is that the taxpayer may now deduct all of his rehabilitation expenditures within 60 months. Before the passage of the Tax Reform Act, he was required to spread his tax deductions over the life of the property, which for most buildings was much longer than 60 months. The new provision thus allows larger tax savings in shorter time, encouraging owners to rehabilitate their historic commercial properties.

Under the revised code, a taxpayer is no longer permitted to deduct the cost of the demolition of a certified historic structure for demolitions beginning after June 30, 1976, and before January 1, 1981. In the past, the tax code actually encouraged demolition by allowing owners to deduct demolition expenses, a major impediment to historic preservation. Any building or other structure located in a registered historic district is treated as a certified historic structure unless the Secretary of the Interior certifies, prior to its demolition, that the historic structure is not of historic significance to the distrist. The now non-deductable demolition costs must be added to the value of the land on which a historic structure was located. Demolition of certified historic structures is further discouraged under the Tax Reform Act by a depreciation (accelerated depreciation) on any new building, constructed, reconstructed, erected, or used after December 31, 1975, and before January 1981, on the site which was on or after June 30, 1976, occupied by a certified historic structure that was demolished or substantially altered, except by a certified rehabilitation. An owner is limited to using straight line depreciation, and consequently receives smaller tax deductions over a longer period of time, rather than the more advantageous accelerated depreciation allowable on new structures, which provides for larger tax deductions over a shorter time span.

Another more complex provision would allow taxpayers to depreciate "substantially rehabilitated historic property" as though they were the original users of the property, entitling them to use the accelerated depreciation which could previously only be used for new buildings.

The Tax Reform Act also allows income, estate, and gift tax deductions for the transfer of partial interests in property for conservation purposes. A charitable deduction from the income tax is allowed for a contribution to a charitable organization or a governmental entity exclusively for "conservation purposes" of a lease, option to purchase, or easement on historically important land areas or structures of not less than 30 years or a remainder interest (a gift of property, the enjoyment and use of which is to take effect after death). These contributions also qualify as charitable contributions and transfers must be made after June 13, 1976, and before June 14, 1977, to qualify for the tax advantages.

OAHP Role

The Secretary of the Interior's responsibilities under the act will be handled by the Office of Archeology and Historic Preservation, primarily through the National Register and Technical Preservation Services programs. OAHP is now considering the most efficient way to certify historic structures in National Register districts, approve certified rehabilitations, and review state and local statutes which establish historic districts. In addition, a major new emphasis in OAHP will be providing the public with information about the Tax Reform Act to encourage owners of historic properties to take advantage of the new tax incentives. The act will also have an important impact on state historic preservation programs. The State Historic Preservation Officers are expected to begin receiving inquiries on the act immediately, as well as increased pressures from property owners to have their properties listed in the National Register and requests for technical advice on the rehabilitation of historic structures.

In addition to making the state historic preservation programs more visible in the states, the act should generate increased interest among government officials at the state and local levels and private citizens in the designation and protection of historic districts since having a certified state and local statute is one method of obtaining the tax benefits. Because access to the tax benefits requires that rehabilitation work be certified by the Secretary of the Interior, the act will also assist in raising rehabilitation standards across the country. It also offers the possibility of involving local governments as well as the SHPOs in the certification of rehabilitations for tax purposes.

Although the sections of the Tax Reform Act of 1976 related to historic preservation need further legal analysis to clarify all of the implications of the tax benefits, it is clear that the new provisions make the preservation of historic resources more popular and economically feasible.

Depreciation is a reasonable, annual deduction allowed for the "exhaustion, wear and tear" of property—except land—used in a trade or business or held for the production of income. In the *straightline method* of depreciation the cost or other basis of the property (less salvage value) is divided by the useful life expectancy of the property and the amount so derived is deductible annually.
Accelerated methods of depreciation, authorized for certain property, allow a more rapid write off in the beginning years of ownership.
Amortization allows the taxpayer to write off his expenses in the same manner as depreciation but over a definite period of time regardless of the actual useful life of the property.
Taxable life of the property is the estimated life expectancy as used in the particular taxpayer's business generally (20 or 30 years for buildings).
Taxable basis for purchased property is the cost of the investment plus subsequent capital expenditures. The basis of property inherited or received by gift is determined differently.

—Joe A. Shull

With the passage of the Tax Reform Act of 1976, it will become more important than ever for district nominations to specify on lists and sketchmaps exactly which buildings, regardless of age, contribute to the character of the area, and which buildings are considered nonconforming intrusions. This information, requested by the National Park Service since January 1975, will now be *required* for all districts nominated to the National Register.

How to Complete National Register Nomination Forms is being re-issued in a revised format and will be available from the National Register in early 1977. Further details will be provided in an upcoming issue of *11593*.

OAHP REORGANIZATION

by Sarah Glennan Oldham
Architectural Historian, National Register

The reorganization of the Washington Office of the National Park Service was announced by Director Gary Everhardt on September 21, 1976. This reorganization affects Park Service preservation programs in a number of areas. Reporting directly to Mr. Everhardt is Ernest Allen Connally, whose title under the reorganization is Associate Director, Preservation of Historic Properties. Dr. Connally is the principal assistant to the Director for historic preservation matters external to the management of the National Park System.

Reporting to Dr. Connally is Jerry L. Rogers, Acting Chief of the Office of Archeology and Historic Preservation. Mr. Rogers is responsible for the administration of archeological and historic preservation programs external to the National Park System mandated by statute and executive regulations. Located within the Acting Chief's office is the Automatic Data Processing Section with Wilford Cole as Chief. Other OAHP functions are carried out by seven divisions: the National Register of Historic Places, Grants Administration, National Historic Sites Survey, the Historic American Buildings Survey, the Historic American Engineering Record, Interagency Archeological Services, and Technical Preservation Services.

The National Register Division is directed by Keeper William J. Murtagh with Charles A. Herrington as Chief of the Registration Branch, Robert B. Rettig as Chief of the Planning Branch, and Ronald M. Greenberg as Chief of the Publications and Archives Branch. This division is responsible for maintaining the National Register of Historic Places; establishing criteria and professional standards for nominations and assessing the significance of properties nominated by the states and federal agencies; reviewing the State Historic Preservation Plan of each state, the District of Columbia, and the territories, and providing standards and guidelines for the development of comprehensive plans; making the contents of the National Register available to other federal agencies, the states, the territories, and the general public through announcements in the "Federal Register"; determining the eligibility of properties for inclusion in the National Register at the request of federal agencies and of individuals; giving guidance to communities acting as federal agencies under the Block Grant Program of the Housing and Community Development Act of 1974; assisting federal agencies in the development of internal procedures for the implementation of laws pertaining to historic preservation; and administering certain provisions of the Tax Reform Act of 1976.

The Grants Administration Division is directed by Acting Chief Peter D. Herrick. The division develops criteria and guidelines for fiscal management and administers the matching grants-in-aid program accordingly. Working in close cooperation with the State Historic Preservation Officers appointed by the governors, it recommends apportionments of funds to the states for plans and surveys and to the states and National Trust for Historic Preservation for project grants. It monitors the expenditure of grant funds, reviews and processes fiscal aspects of project initiation letters, and conducts audits.

George F. Emery is Acting Chief of the Historic Sites Survey Division with Horace J. Sheely, Jr. as Supervisor of Landmark Themes and Robert G. Ferris as Supervisor of the Book Series. The division is responsible for identifying and preparing factual studies of historical properties of potential national significance under themes ranging from prehistoric man to the 20th century, presenting these studies for evaluation by two boards of experts that make a recommendation to the Secretary of the Interior, who designates those possessing national significance as National Historic Landmarks Properties so designated are automatically enrolled in the National Register of Historic Places. This division is also responsible for encouraging the preservation of landmarks by inviting owners to accept a bronze plaque and certificate at appropriate ceremonies, giving advisory assistance through biennial visits, and increasing public awareness of the importance of preserving their historic heritage through the publication of a Landmark Series. In the evaluation process, an additional recommendation identifies National Historic Landmarks that merit further study for possible future addition to the National Park System.

Dr. John C. Poppeliers is Chief of the Historic American Buildings Survey with Kenneth L. Anderson as Principal Architect. HABS is responsible for identifying and documenting the design and construction of architecturally or historically important structures; encouraging public interest and action in the preservation of the historic environment through publications, exhibits, and other projects carried out in cooperation with state and local governments, preservation groups, educational institutions, historical societies, and private individuals; and providing information and assistance to federal agencies concerning HABS standards and procedures of recording and documenting historic structures.

Douglas L. Griffin is Chief of the Historic American Engineering Record Division with Eric Delony as Principal Architect. HAER is responsible for identifying and documenting the engineering and industrial heritage of the United States; advising and assisting state and local organizations on matters concerning engineering history and industrial archeology; advising federal agencies on the documentation of federally owned engineering and industrial sites; and increasing public awareness of industrial, engineering, and technological history through publications, exhibits, and programs carried out in cooperation with preservation groups, educational institutions, professional organizations, and private individuals.

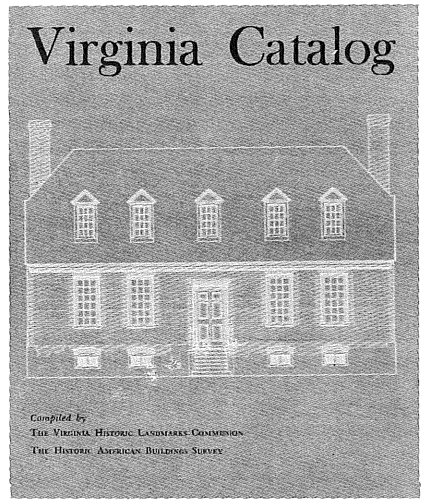
The Interagency Archeological Services Division is directed by Chief Rex L. Wilson. Lawrence E. Aten is Deputy Chief and Charles M. McKinney is Coordinator, Federal Antiquities Program. This division is responsible for conducting a nationwide program for salvage of archeological remains (outside National Park Service areas). It develops policies, standards, and procedures for the professional conduct of this archeological program. The division also develops and disseminates information on archeological research methods, including archeological salvage techniques; advises as requested on legislative proposals, proposed area studies, and Congressional and Presidential requests; and participates in programs of historical and archeological societies and commissions. The Chief is designated as the Departmental Consulting Archeologist; in support thereof, the division issues permits for archeological exploration on federally owned or controlled lands, except lands under the jurisdiction of the Department of Agriculture. It also coordinates the program to meet the requirements of Executive Order 11593.

The seventh division is Technical Preservation Services. Under Acting Chief W. Brown Morton III, Lee H. Nelson is Chief of the Preservation Technology Branch and Richard Mehring is Chief of the State Preservation Projects Branch. This division is responsible for developing and disseminating technical information on the preservation and restoration of cultural properties; advising federal agencies in the preservation, improvement, restoration, and maintenance of cultural properties; reviewing and evaluating the plans of transferees of surplus federal property for historic monument purposes; and evaluating and advising preservation grantees on preservation methods, monitoring grant-assisted projects to foster professional standards and techniques, and ensuring compliance with federal regulations and accountability for appropriated funds. The Division Chief is designated as the Departmental Consultant for Historic Architecture.

MARINE SURVEY ARCHEOLOGISTS CERTIFIED

Under contract with Interagency Archeological Services, the Society of Professional Archeologists (SOPA) has certified 14 persons as qualified Marine Survey Archeologists. A list of those certified has been published, and will be updated periodically. SOPA plans to publish its first general directory of qualified professional archeologists in all fields by late November. For further information contact the Society of Professional Archeologists, 919 18th Street NW, Suite 800, Washington, DC 20006.

PUBLICATIONS



HABS VIRGINIA CATALOG

The Historic American Buildings Survey's catalog for the state of Virginia is now available. It contains entries for more than 3,800 buildings, making it the most comprehensive architectural survey of the state available. Members of the staffs of HABS and the Virginia Historic Landmarks Commission, which collaborated in preparing the book, visited each building to ascertain present condition and exact location. The volume can therefore serve as a guide for touring the state's historic structures. Each entry contains a brief architectural description and historical statement and lists the documentary records—measured drawings, photogaphs, and written data—contained in the HABS collection. In addition, the book is illustrated with over 200 photographs and drawings from the HABS archives. The catalog may be ordered from the University Press of Virginia, Box 3608, University Station, Charlottesville, VA 22903; paperbound copies are $6.95 and clothbound copies are $20.

1976 NATIONAL REGISTER AVAILABLE

The 1976 edition of *The National Register of Historic Places,* which contains information on all properties listed in the National Register through December 31, 1974, is now available for $13 from the Superintendent of Documents, US Government Printing Office, Washington, DC 20402 (Stock No. 024-005-00645-1). Preceding the listings for each state or territory is a brief profile based on the properties within that jurisdiction. The entries, listed by state and county, provide the name and location of the property, significant date or dates, a description and statement of significance, ownership, and available survey information. Each section also includes an outline map of the jurisdiction (with subdivisions marked), as well as selected illustrations. The volume measures 9⅛ by 11⅜ inches and contains 961 pages and over 600 illustrations; each book comes in an individual carton secure for mailing.

STUDYING MOISTURE PROBLEMS

Moisture is the principal cause of deterioration in buildings. In many cases the sources of moisture are difficult to isolate and identify. A system of taking and recording moisture readings has been developed at the International Centre for Conservation in Rome. This system not only helps to study the causes and locations of problems, but also monitors the progress achieved after corrective action. W. Brown Morton III, who recently returned from a 3-year tour of duty at the Centre and is now the Departmental Consultant for Historic Architecture and Chief, Technical Preservation Services Division, OAHP, has written an article for the APT bulletin (Vol. VIII, No. 2, 1976, pp. 2–19) entitled "Field Procedures for Examining Humidity in Masonry Buildings." This issue, an excellent reference to have on hand, is available from Ann A. Falkner, Box 2487, Station D, Ottawa, Ontario K1P 5W6, Canada (cost is $5 per issue).

MANUAL FOR MUSEUMS

The *Manual for Museums,* representing the collected body of knowledge about the day-to-day operations of museums, is available in soft cover from the US Government Printing Office for $4.70 (Stock No. 024-005-00643-5). The manual is meant to provide curatorial standards and will probably become the criterion for all museum workers and especially for students wishing to pursue museum careers.

Since its founding in 1916, the National Park Service has made important contributions toward developing museum technology and administration. This manual, written by NPS Museum Administrator and Curator Ralph H. Lewis, is a distillation of what many people have learned about museum operations. The work is an outgrowth of a 1941 volume entitled *Field Management for Museums* by the late Ned J. Burns, former Chief of the Division of Museums, and brings the literature of good museum practice up to date.

The book contains 412 pages, 53 illustrations, and 8 appendixes. Chapters include topics such as museum collections and records, and provide techniques on maintaining, cleaning, repairing, revising, replacing, and protecting different types of museum exhibits and specimens. Also included in the manual as one of the appendixes is a useful Bibliography of Park and Countryside Museums.

TEMPLES OF DEMOCRACY

Temples of Democracy, a book on the history of the US state capitols and the first historical work to include photographs of the capitols of every state, was published in October by Harcourt Brace Jovanovich. The volume is the result of a 2-year research project sponsored by the Victorian Society in America and undertaken by Henry-Russell Hitchcock and William Seale. The nobility and folly that comprised the "national character" of Americans in the building of their state capitols is revealed fully in stories of rival factories battling over the selection of an architect, of committees vacillating in approving a design, and of the deceits, ambitions, and prejudices of individual architects and builders combining to foil legislative intention in surprisingly arbitrary ways. The richly illustrated 352-page book measures 9 by 12 inches and is available for $29.95.

STUDY ON CHEROKEE ARCHEOLOGY

Cherokee Archaeology, by Bennie C. Keel, Chief of Interagency Archeological Services, Atlanta, has been published by the University of Tennessee Press and is available for $12.95. This definitive study identifies the predecessors of historic Cherokee Indians, revealing that their culture developed over a long period in the southern Appalachian Mountain region where they were first discovered. Keel also synthesizes archeological data gathered over many years by the University of North Carolina Research Laboratories of Anthropology and from this constructs a meaningful sequence of culture development for the period between 3500 B.C. and 1800 A.D.

Eastern Market, Washington, DC

ADAPTIVE USE PROJECTS FUNDED

by Kay D. Weeks
Writer/Editor
State Preservation Projects

The September 1976 conference at George Washington University, "Preservation Policy and Practice: Experience in the Mid-Atlantic Region," attended by Acting Chief, Office of Archeology and Historic Preservation, Jerry L. Rogers, provided an opportunity for the Branch of State Preservation Projects to conduct an analysis of the grants-in-aid program in terms of innovative adaptive or continuing use projects selected for funding by the Mid-Atlantic States. In Rogers' segment, "Financing Preservation through Public and Private Sources," he illustrated the growing number of grants-in-aid projects involving the adaptation of historic structures for new uses which in turn have had a significant economic impact on the community-at-large. A synopsis of the research follows:

MARYLAND: FAIRLEE MANOR CAMP AND MANOR HOUSE, a 19th-century farm complex located in Kent County, is owned by the Easter Seals Society for Crippled Children. State survey and planning funds ($4,000) matching supplemental National Park Service funds under the Title X program (Department of Commerce, Economic Development Administration) will be used to prepare a study of the building for year-round use by crippled children. The study will specifically address the problem of adapting the Manor House to the needs of the handicapped without destroying the architectural integrity of the building.

VIRGINIA: THE EXCHANGE BUILDING, a center of commerce for the city of Petersburg in the 19th century, was adaptively used in the 20th century to house the Petersburg Police Department. Two grants totaling $27,000 have been awarded for exterior restoration; the building will be reused as a cultural center for the community.

MIDWAY MILL, located between Richmond and Lynchburg, is a 4½-story gristmill built along the James River in 1787. Although the wooden drive wheel and shaft remain and the interior woodwork is in remarkably good condition, the mill has not operated since 1920. Twelve thousand dollars in grant funds have assisted in the stabilization of the structure to prevent further deterioration prior to complete renovation. The mill will be returned to operating order to illustrate the original processing technique, and flour will be sold in shops located within the mill complex.

DISTRICT OF COLUMBIA: EASTERN MARKET, completed in 1873, is one of the few remaining public markets in Washington. The grants-in-aid program has provided three grants, totaling more than $104,000, for a structural survey, historical research, plans and specifications, and exterior restoration. The preservation objective for the market, which is currently in use, is to restore the interior and exterior while bringing the market facilities up to present-day code standards.

Midway Mill, Virginia

WEST VIRGINIA: Completed in 1859, **INDEPENDENCE HALL** in Wheeling was originally used as a customshouse and post office. In 1861 representatives of Virginia's western counties met to draw up their declaration of independence from Virginia. In 1863, when West Virginia officially became a state, the building reverted to its original use. Three grants have been awarded in the amount of $125,878 for restoration of the courtroom interior; the second floor will be adaptively reused for offices, and will include several rooms for the governor's regional office.

NEW JERSEY: THE CHALFONTE HOTEL, Cape May, is one of 600 19th- and early-20th-century structures that make Cape May a showcase of Victorian architecture. The Chalfonte continues to operate much as it did when it opened in 1876; the 100 rooms are not air conditioned and do not have phones or television. A grant for $9,579 has contributed toward repairing the roof and foundation piers, and painting of the gingerbread on the hotel's porches.

DELAWARE: NEW CASTLE AND FRENCHTOWN RAILROAD RIGHT-OF-WAY.
The New Castle and Frenchtown Railroad, dating from 1831, originally crossed the peninsula from a wharf in New Castle to a wharf at Frenchtown, Maryland. Although part of the route is still in operation, much of the line is abandoned and survives as a trace along field boundaries and through wooded areas. The Historic American Engineering Record is currently preparing drawings of the park road bridge, and the grants-in-aid program is providing $10,000 for stabilization, clearing, and preparation of the roadbed for traffic. The railroad bed and bridges will be used for pedestrian and bicycle paths, eventually linking strip parks in the county.

PENNSYLVANIA: THE U.S.S. OLYMPIA, constructed in 1888, is now docked in Philadelphia at the site of the first naval shipyard in the United States. The ship is being adaptively used as an educational resource for the interpretation of naval history and as a training center for Sea Explorers, Sea Cadets, and military reserve forces. Its presence at the gate of Independence National Historical Park has also assisted in expanding tourist activity along the river. A grant for $30,000 has been provided for scraping and painting the *Olympia's* superstructure.

MINNESOTA COMMUNITY DEVELOPMENT ACTIVITIES

by Donna Walther
Historic Preservation Planner
Minnesota State Historic Preservation Office

With the institution of the Department of Housing and Urban Development Community Development Block Grant Program in Minnesota, the State Historic Preservation Office established a program to advise Community Development (CD) communities of their historic preservation environmental review responsibilities and to provide general technical assistance relating to the environmental review process, the conduct of surveys, and the establishment of historic preservation programs in these communities.

Approximately 98 communities in Minnesota received, or are expected to receive, funding for FY 1975 and FY 1976 under the HUD Community Development Block Grant Program. In FY 1975 approximately $52 million was distributed to designated communities, and it is expected that the final amount for FY 1976 will be near that figure.

City Planner

In September 1975 the Minnesota State Historic Preservation Office hired a city planner to work full-time with communities receiving HUD Community Development funds. Initial efforts consisted of advising the communities of the broad-ranging historic preservation activities eligible for funding under the CD program, as well as informing them about their responsibilities to undertake a historic preservation assessment as part of the environmental review process required for all CD projects.

The city planner has encouraged CD communities, especially small towns, to utilize CD funds for undertaking survey, planning, and project implementation activities. This staff member provides technical assistance about the conducting of surveys, sources of funding, and examples of legal, administrative, and financial techniques used by other communities engaged in historic preservation plans and projects carried out in Minnesota, as well as other parts of the country.

Survey Forms

To further provide technical assistance to CD communities, standardized survey forms and instructions were developed by our office to assist these communities in conducting their surveys. The survey form contains the basic information necessary to determine a property's eligibility for inclusion in the state inventory. The city of Kasota, a CD community, recently completed a citywide survey using these forms, which were then submitted to our office for incorporation into the state inventory. At least three other CD communities will be using these forms for survey work this fall.

Other types of technical assistance planned include the preparation of printed materials containing sources of funding for historic preservation activities, landmark commission ordinances, and examples of historic preservation projects being funded with CD money.

The new planner has established liaison with the CD administrators in each community and has provided them with information about the environmental review responsibilities relating to historic preservation required for all CD projects. The HUD area office has given strong cooperation in their monitoring of the environmental review records by requiring that a letter of clearance from our office be appended to the environmental review record of all CD projects.

A list of all CD projects for FY 1976 was requested from each CD community and is then reviewed in our office. Field visits are made to help identify historic and cultural resources and to clarify the historic preservation review responsibilities. Guidelines were developed to assist communities satisfy their historic preservation review responsibilities, as well as a form that the CD applicant is to complete, and that requests further information for projects that may have an impact on historic and cultural resources.

CD Projects

Our new staff member has been actively working with several communities using CD money for historic preservation activities. The city of Pipestone has recently completed a survey of the downtown area using survey forms prepared by our office. The district will be nominated to the National Register this fall. The city received a National Trust grant that was matched with CD funds to undertake a preservation plan for the downtown. Rehabilitation guidelines, design criteria for new construction, and a landmark commission ordinance will be developed as part of this plan. The city recently appointed a historic preservation officer to administer historic preservation activities.

The city of Winona allocated CD funds to conduct a citywide survey and to provide matching grants to downtown property owners for exterior rehabilitation of their buildings. The city received a National Trust grant to hire a consultant to prepare architectural designs for the rehabilitation, which will be carried out using CD money.

The city of Minneapolis has allocated about $1 million in CD funds in FY 1975 primarily for open-space planning and design studies as part of a river redevelopment project located within the boundaries of the St. Anthony Falls Historic District. Money from the CD program will also be used to rehabilitate the facades of buildings and provide landscaping and lighting in the milwaukee Avenue Historic District.

Although there are numerous examples of communities using CD money for historic preservation activities, generally the funding of historic preservation projects under the CD program receives a low priority. In part this is because these communities place higher value on other projects, such as the installation of water and sewer distribution systems and the establishment of social service programs. Furthermore, there appears to be a lack of awareness for the need to protect and enhance historic and cultural resources on the part of public officials and

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ARCHITECTURAL PHOTOGRAMMETRY

by John A. Burns
Architect
Historic American Buildings Survey

Architectural Photogrammetry is fast becoming a widely used tool for preservationists. Combining the principles of photography and geometry, photogrammetry is a method by which scaled drawings can be obtained from photographs, shortcutting laborious hand measuring techniques. Simply stated, the process makes use of photographs taken from known locations to create an optical model that can be scaled or measured in all directions. It is particularly useful for studying large and complex structures or groups of buildings, as in historic districts, where hand measuring would be prohibitively expensive.

Stereophotogrammetry

There are several kinds of photogrammetry varying in technique, accuracy, and expense. The most accurate and widely used is Stereophotogrammetry. Two or more overlapping photographs are taken at successive camera positions or stations, normally with the camera axes parallel. The locations of the camera stations are carefully measured in relation to the building and specifications of the camera noted. This data is known as survey control. Stereophotogrammetry may be either terrestrial or aerial. Terrestrial photogrammetry is used for showing individual buildings or groups of buildings in elevation. It is the best way to record small dimensions since the camera-to-subject distances are short. Aerial photogrammetry is used for mapping and making plans for districts. Survey control in this case must take into account the course, altitude, and speed of the plane as well as the time between successive exposures. The products of both processes are photographic stereopairs which, when placed in a plotting machine, present the illusion of a three-dimensional optical model. The same principle can be seen in a child's Viewmaster. Using the survey control, this model can be accurately measured and points can be plotted on paper at any desired scale. A draftsman then joins these points to produce a measured drawing in standard orthographic projection. The number of stereopairs needed to document a structure depends on the nature of the building and its environment. Elevation drawings are best made from stereopairs taken perpendicular to the building, while oblique views are best for determining measurements of features in more than one plane such as cornices, roofs, and spires. Repetitious views taken from several distances and angles may, therefore, be required. Trees, adjacent structures, and other obstacles that obscure the view may also increase the number of stereopairs.

Rectified Photography

The second and simplest technique of photogrammetry is known as rectified photography. It produces a straight-on view free from the usual photographic distortions. Because distortion is corrected, accurate measurements can be made directly from the photograph. The accuracy of rectified photography is limited to a single plane, and it is best used to document flat exterior or room elevations. It cannot, for example, accurately record the receding slope of a gable roof. Rectified photographs are achieved in two ways. An ordinary photograph may be projected in an instrument called a rectifier, which corrects for any tilt, rotation, or obliquity of the camera to the subject. Or the position of the camera taking the photograph can be carefully manipulated so that the image plane of the camera is exactly parallel to the facade at its center point. (See report on "Rectified Photography and Photo Drawings for Historic Preservation," Technical Preservation Services Division, NPS.)

Analytical Photogrammetry

Analytical photogrammetry or reverse perspective analysis is the most expensive and time consuming, but because it uses ordinary contemporary or historical photographs, it is extremely useful for making drawings of damaged or demolished structures. It combines the use of one or more photographs for which the camera position

can be determined with geometric calculation of the major dimensions of the structure. Accuracy depends on the quantity and quality of photographs available. This technique has been particularly valuable for the restoration of war-damaged buildings in Europe.

Advantages of Photogrammetry

Photogrammetry has some distinct advantages over traditional documentary methods. Stereopairs and survey controls form a complete, inexpensive, easy-to-store record of a building. The preparation of drawings can be delayed until some later time, thus deferring one of the major costs of documentation. When drawings are prepared, however, the plotting and drafting require sophisticated machinery and photo interpretation technicians trained to recognize and delineate architectural features. The costs are usually more for drawings of a small individual building than for regular measured drawings. Another advantage is that the work on the site can be completed in a short period of time, an important consideration with threatened structures. The accuracy of photogrammetry can detect irregularities and deformities in a building better than hand measurement. Photogrammetry also permits a record to be made of buildings that are too large, complex, or dangerous to be recorded by hand.

HABS Use

First used for architectural surveys by the *Messbildanstalt* in Germany in 1885, photogrammetry is now commonly used for restoration projects and architectural archives in Europe. The Historic American Buildings Survey has been experimenting with photogrammetry since 1957. Three recent projects illustrate its usefulness and versatility. To assist in the restoration of Acoma Pueblo in New Mexico, HABS contracted in 1974 with Professor Perry Borchers of Ohio State University to prepare a site plan and elevation study of the structures using both aerial and terrestrial photogrammetry. The size of the pueblo, the irregularities of the adobe walls, and the complexity of the plan made photogrammetry the only feasible solution for documenting the site. In 1975 a project was undertaken in cooperation with the New Mexico State Planning Office to document the traditional plans and architecture of Spanish-American towns along the Pecos River. The necessary aerial and terrestrial stereopairs were made and plotted before the HABS team arrived on site to do the drafting. In 1976 a project cosponsored by Bethany College in West Virginia produced "as-is" drawings of Old Main prior to restoration work. Because of the size of the building, a combination of photogrammetry and hand measurements was used. The HABS team hand measured and drew the plans and drafted the elevations based on photogrammetric plottings by Professor Borchers.

These examples illustrate some of the ways in which HABS is using photogrammetry. The speed, accuracy, and adaptability of photogrammetry will undoubtedly lead to wider acceptance and use of this technique in documentation and restoration work throughout the country.

Information on the use of photogrammetry internationally is available from the International Committee on Architectural Photogrammetry, 2, Avenue Pasteur, F-94160 Saint Mandé, France. The American Society of Photogrammetry, 105 North Virginia Avenue, Falls Church, VA 22046, publishes a monthly journal, *Photogrammetric Engineering and Remote Sensing,* and sells other publications on photogrammetry. The foremost practitioner in this country is Professor Borchers at Ohio State University, who has written several articles about his work. A training program is also underway at Miami-Dade Community College under the direction of Dr. Joel Kobelin.

Bethany College (Old Main), Bethany, West Virginia (southeast elevation). Drawing by Timothy Allanbrook, Delaware, 1976 for HABS.

MINNESOTA
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citizens groups responsible for the formulation of CD programs.

Although the CD program is relatively new, it has brought about the development of historic preservation programs in communities where there were none previously. The requirement of historic preservation reviews as part of the environmental review process for all CD projects has enabled our office to establish liaison with these communities and to provide encouragement and technical assistance for the establishment of historic preservation programs at the public level.

STATE ARCHEOLOGICAL CO-OPS: THEIR EVOLUTION, DANGERS, AND VALUE

A Commentary

by Tom King
Archeologist, Interagency Archeological Services

This article does not reflect an official Office of Archeology and Historic Preservation position. It results from a conversation between Acting Director Jerry Rogers and the author about archeological "cooperatives" —those bands of archeologists in various states that have as their purpose the regulation of archeological research. I will be speaking mostly to State Historic Preservation Officers, who I think seldom either use these groups well or guard against their dangers.

It may be that some archeological co-ops are formed to restrain trade, but I have never encountered such a pirate band. The groups I know have formed in response to pressures much like those that motivate preservation groups. Archeological sites are destroyed, and it dawns on archeologists that the only way to slow the destruction is through unified action. Group members may also be interested in similar kinds of research, so they can gain by sharing data and by standardizing methods of data collection.

Once the group is formed, it may evolve in two directions. It can be scholarly, dedicated to sharing research results, or it can be action oriented, setting research standards, influencing legislation, working with government, and going to court. Action groups share data, too, but this is not their primary purpose. It is with action cooperatives that I'll be concerned here.

Territoriality

It does not take long for a cooperative to learn that sites are often bulldozed, not because construction agencies are run by blackguards but because of bad professional advice. Although several responses to this realization are possible, it is almost inevitable for the cooperative to begin setting standards, for recognition as a researcher and for research performance. This can be both positive and dangerous. Territoriality runs deep in archeology's collective psyche, demanding defense of one's research turf. There are good reasons for territoriality—if you've done research in an area you probably deal with it better than others, and may need to collect specific data for your research. You've probably invested time developing relations with landowners, governments, planning departments, and historical societies that you'd rather not have upset by some klutz from the next state who breezes in to pluck a juicy contract, failing in the process to collect the data you need. When the territorial imperative leads a cooperative to decide that all contracts in Filmore County must go to Tom Twiddletrowel, however, the cooperative is treading on shaky legal ground and risking intellectual atrophy as well.

Traditional vs New

A second danger results from the fact that during the last 15 years a major intellectual upheaval has occurred in archeology. To oversimplify: archeology was traditionally involved with the study of culture history represented by change in the forms of artifact assemblages. Big, long-occupied prehistoric sites provided relevant data. Small sites, sites with little complexity, and most historic sites were valuable. "New" archeologists tend to study settlement patterns, social systems, and economic systems at single points in history or prehistory and to study how these vary according to conditions. Their best data often come from little sites, and from the spatial relationships among sites. It is easy for a new archeologist to look on a traditionalist as a fuddy duddy who doesn't understand science. It is easy for the traditionalist to view the new archeologist as a brash upstart. When the new archeologist gets a survey contract—often obscenely large by the standards employed during the 1950's—and crawls around meticulously recording dinky sites, the traditionalist is likely to see this as a rip-off of the taxpayers' money. If a cooperative is dominated by traditionalists, it may adopt standards that exclude new archeologists; if it is dominated by new archeologists, it may adopt standards that send traditionalists off in a huff. I have never seen this problem solved by anything better than a truce in which all cooperative members pledge fealty to common principles but regard one another with healthy skepticism.

If the cooperative does not fall into the territoriality trap and if it reaches detente among its epistemologies, it has to cope with money, which is needed for newsletters, secretarial help, legal fees, and the like. It is also faced with problems created by the infusion of federal money into archeology: agencies want advice, consultants want data, environmentalists want to know what to protest about. The cooperative soon finds itself running a clearinghouse—which requires more money. Meanwhile, how is it to enforce those standards it seeks to maintain? Obviously, by reviewing work done in the state and commenting on it—to the responsible archeologist, to the Society of Professional Archeologists, to sponsor agencies, to the SHPO, the Advisory Council, or OAHP. This takes more time and money. Grants are not easy to get, so some cooperatives go into contracting themselves, supporting their coordinative activities through overhead.

This naturally creates new pressures. The cooperative is in a tenuous position if it agitates for compliance with the preservation authorities, if it insists that high standards be maintained in compliance work, and if it offers to do the needed work for money. If the state archeologist, SHPO's archeologist or a contracting agency's archeologist are members of the cooperative, they may be placed in an entirely untenable position.

At this point—or before—many cooperatives decide they would rather not be activist, and their members disappear into their pits and strata. Some SHPOs no doubt say good riddance, but I believe this is short sighted. Until every SHPO has a large professional staff, every agency has professional oversight capability, and OAHP and the Advisory Council are really able to effectively review agency actions, we will need the clearinghouse and watchdog roles that cooperatives can fulfill. Moreover, if SHPOs are to develop surveys and plans that protect and realize archeological research values, they need scholarly guidance and advice; cooperatives are ideal for this task. How, then, can SHPOs help a cooperative avoid pitfalls and realize its potential?

First, the SHPO can be an active participant in or advisor to the cooperative, and by so doing try to insure that the policies established by the cooperative are consistent with preservation principles. Second, the SHPO can involve the cooperative in state plan formulation and in conduct of the statewide survey, not simply as a data source but as a reimbursed participant. Standard setting, data sharing, and review—the basic functions of a cooperative—are appropriate parts of survey and planning, and there is no reason not to support the cooperative in doing them when funds are available. The SHPO can also encourage involvement of the cooperative in broad planning and review by federal agencies, again on a funded basis. This involvement should obviate the need for the cooperative to go into project-level contracting, thus eliminating conflicts of interest.

But what if the cooperative really *is* out to restrain trade, or *is* dominated by one narrow approach to archeology? No cooperative should be given carte blanche; the SHPO should insist on:

1. No exclusive territories—archeologists working in the same area should cooperate;
2. No discrimination based on theoretical differences;
3. No price fixing—standards must be set for work quality, not price;
4. Procedures that are consistent with those of OAHP and the Advisory Council;
5. Periodic review of the cooperative's activities by OAHP, and perhaps by the Society of Professional Archeologists.

With these controls over their natural tendency to become closed and self-defensive, I believe that archeological cooperatives can be important contributors to any state's historic preservation efforts.

The author is a founder and ex-President of the Society for California Archeology, former Administrator of the New York Archeological Council, and a member of the Board of Directors, Society of Professional Archeologists.

NATIONAL REGISTER RECORDS

by Beth M. Grosvenor, Historian
Sarah Glennan Oldham, Architectural Historian, National Register

As the National Register enters its second decade, we are able to gain some perspective on the present and potential uses of the wealth of information sent to us by the State Historic Preservation Officers and their staffs. The National Register's constantly expanding list of historic resources, which appears monthly in the "Federal Register," serves public and private officials as an aid in planning a variety of activities. Information on the approximately 12,000 individual properties and historic districts currently listed on the Register is retained for use as a planning tool and an archival record. With the growing passage of legislation on the local, state evels, it is also becoming ever more important to be able to adequately defend those properties that have been judged to meet the standards established by the National Register. In addition, information in the National Register files is available as source material for publications and other research purposes.

For these reasons, it is extremely important that the information included in nomination forms be as complete and accurate as possible. Careful completion of the forms has the added advantage of expediting the review process, which is becoming more crucial as the number of nominations submitted to the National Register continues to increase. In judging how much information to include in a nomination form, it is important to consider the functions of the National Register. Data needs to be adequate to enable a reviewer, researcher, or planning official to understand the property within its environmental context, both visually and historically—today and in the future.

Identification Data

Precise and consistent completion of identification data on the forms will expedite a searcher's location of correct properties and their basic identifying information. Short concise names are best. Historic names, often citing the original or first known owner, are preferable, but another name may be used if indicated. Generally "house" is used instead of "home" in the title. In the location the nearest town or city should be cited instead of the township name. All the blanks on the nomination form should be filled in, including codes, county, and particularly the congressional district. Other items that are sometimes left blank include specific dates under No. 8 and acreage in No. 10. Because this form will be used as a permanent record for planning purposes, the acreage listed must be accurate and include all features related to the historic resource.

Visual Documentation

The reader should be able to easily determine the specific properties, resources, and features that are included with each nomination and why they are included. Nominations submitted for districts, sites, and properties with unusual acreage should state the reasons for the choice of boundaries and/or acreage. In some cases, separate explanations for the choice of each major boundary edge of the same district are more helpful than a general boundary justification. All maps and, where applicable, the verbal description should indicate identical boundaries, and each should clearly define these boundaries. Sketchmaps can be very helpful in enabling someone unfamiliar with the property to perceive the nature and relationship of various components included in a nomination with substantial acreage. In any case, sketchmaps should identify all important features, including intrusions in district nominations.

Photographs are essential to anyone's understanding of the property. They will complement the maps if numbered identically to corresponding data on the maps. The number of photographs needed to enable someone to visualize the property and, where necessary, its environs, varies with each nomination. Photographs should clearly show all important features, both those supporting and detracting from the property's significance. These may include individual sections or details of buildings, outbuildings, test sites in archeological areas, or intrusions in districts. Streetscapes are particularly helpful in conveying the general character of districts.

Descriptive Data

The visual documentation should complement the verbal description included in the nomination form. Certain facts are basic to this description whether the property's primary significance is architectural or historical: the building materials; number of stories; shape (rectangular, T-shaped, modified L shape, etc.); roof type; placement of chimneys; treatment of entrance(s); porches; ornamental elements including cornice and window treatment, quoins, watertable, string courses, etc.; and style. A description of the interior of the property may include information about its historical appearance and its appearance today. Most important, however, is a clear statement of what part of the present interior is historically intact. Alterations should be discussed and dated. Sketchmaps are useful for clarifying the sequence of alterations and/or clarifying a complicated floor plan. Subsidiary buildings shown on sketchmaps or USGS maps should be described also.

Descriptive data for districts can consist of a more generalized recording of materials, number of stories, shapes, roof types, ornamental features, etc. Descriptions of buildings, dates, and the environs must be sufficiently detailed to allow someone unfamiliar with the district to fully comprehend its distinctive character. Intrusions should be described, with particular attention paid to prominent ones, and the percentage of the total number of buildings in the district that are intrusions should be stated.

The verbal explanation of an archeological site should describe the survey strategy and rationale including information on how the property was searched for and located, what percent of the area was surveyed, and what method was used for the survey. The present and historical environmental context of the site should be described as well as any possible disruption of resources. Note all subsurface testing and summarize data, pointing out any deficiencies that should be considered in the evaluation. For more detailed guidelines in preparing archeological nominations, see "Archeological Property Nominations, *11593,* Vol. 1, No. 2, 1976. For engineering structures, all information cited in Appendix 2 of the "How to Complete National Register Forms" booklet (Appendix 3 in the revised edition which will be in print soon) should be included.

Historical Information

It will be helpful to future readers if No. 7 on the nomination form contains strictly descriptive data. All historical information should be included in No. 8 (significance). It will greatly assist those who use the National Register data if the statement under No. 8 begins with a brief but concise summary of the property's significance. While the complexity, age, or variety of areas of significance of some properties requires a lengthy discussion, a succinct introductory explanation will help the reader place subsequent information in perspective. The initial statement should identify both the areas and periods of greatest importance. District nominations should also clarify whether the district is significant architecturally, historically, or both. Nominations for engineering structures should identify the specific features which qualify the property as significant.

The essay in No. 8 should include a discussion of each of the areas of significance checked. To avoid confusion, the areas checked should, with few exceptions, be determined by the property's historic, not current, use. To make the data as complete as possible, areas of secondary as well as primary importance should be conisdered: the home of a prominent historical figure might also be architecturally significant, or a farmstead could include areas of prehistoric or historic archaeological merit.

Inclusion of certain information may save the reader additional research. For example, full names rather than initials of architects, archeologists, historic figures, and others should be used. Where applicable, it should be noted that a property is endangered or that community interest or specific preservation efforts are involved. This may be just the information that a researcher needs. Some types of nominations entail additional questions that should be considered. The factors that distinguish a district from its surroundings should be discussed, as well as the impact of any intrusions upon the district's integrity. Archeological sites should be discussed in terms of the information they have revealed or are likely to reveal about broad cultural patterns important in prehistory or history. A strong justification should be included in No. 8 of nominations for cemeteries, birthplaces, structures that have been moved, religious institutions, and other properties not usually considered for inclusion on the Naitonal Register.

The potential use of the National Register as a planning tool and archival record depends on the accuracy and completeness of the records, which we hope will be utilized increasingly as a valuable resource.

NEIGHBORHOOD COMMERCIAL REVITALIZATION CONFERENCE

by R. Carole Huberman
Historian, National Register

Three members of the National Register staff (Charles Herrington, Jan Thorman, and Carole Huberman) and several other card-carrying preservationists from San Antonio, Savannah, Chicago, and Hartford were among 250 persons attending a conference on Neighborhood Commercial Revitalization held October 21–23 in Washington, DC. Sponsored by the National Urban Development Services Corporation, a private consulting firm, the sessions and workshops addressed city, state, and federal officials, businessmen, local planners, economic developers, and private consultants who are becoming convinced that there is a profit and a pleasant life to be found in the older neighborhoods. The topics discussed ranged from the consideration of what kind of a neighborhood could respond to revitalization efforts, citizen initiative and participation, city services support, methods of attracting private investment, sources of financing, ambient and social values to be derived, and the general health of the neighbrohoods vis-a-vis the city. The attitude that local determination is now gradually replacing federal prescription prevailed and created many challenging questions.

Most significant about the conference was that the speakers, none of whom was a professional preservationist, spoke on issues primary to our concern. Planners, economists, retailers, bankers, developers, bureaucrats, and politicians preached—each in his own idiom—on the economics of neighborhood conservation and the need for urban revitalization. The speakers included such notables as Congressmen Andrew Young and Henry Reuss; former Chairman of the Council fo Economic Advisors, Arthur Okun; and Executive Director of the U.S. Conference of Mayors, John Gunther; as well as individuals who had shirt-sleeve familiarity with actual projects.

The ideas were far from revolutionary as they touched on such subjects as adaptive reuse of old buildings, cultural and ethnic vitality, tax incentives and the like; but it became quite obvious that we, as preservationists, must join forces with these people who share our concerns. It was particularly apparent throughout the discussion that preservation could not only be good for business, but it could also be a major pivotal factor in community development, useful in satisfying housing, social, and environmental needs. The goal of neighborhood commercial revitalization is to make the neighborhood marketplace competitive with downtown and the newer suburban shopping malls. To do this the neighborhood must be able to accommodate the residents to a certain extent by providing goods, services, and jobs; it must also be a convenient and comfortable place to live—physically, socially, visually, and economically—thus contributing to the overall health of the city.

Funding Aids

The speakers presented many methods of financial planning to facilitate this commercial rebirth, emphasizing those methods that combined public and private money particularly by using federal funds as leverage to release state and local monies, and most importantly to stimulate private investment. Because of its flexibility and local character according to the law, the HUD Community Development Block Grant funding has frequently been used as the core for creative economic development.

Although there were no new sources of funding presented, it was interesting to see how they were combined to meet the particular needs of the neighborhood. In addition to the CD Block Grant money, the most often tapped resources were the Economic Development Administration, the Comprehensive Employment and Training Act, and the Small Business Administration 502 loan This last program provides a 90%/10% match, the 10% being from the merchant or even Block Grant funds funneled through the local development corporation, as was the case in East Orange, NJ. In Buffalo, NY, Community Development money represented the city's basic investment in the Broadway-Fillmore District, which included the rehabilitation of a 90-year-old Renaissance Revival commercial building as the Polish Community Center, EDA money for improvements between curb and storefronts, HUD Title I loans for adjacent housing rehabilitation, SBA loans to merchants, as well as other HUD money for elderly housing; all were influenced with maximum citizen participation. In the St. Johns District in Portland, OR, where federal assistance is viewed with skepticism, the Urban Reinvestment Task Force was tapped for technical assistance by the merchants' association. It was also interesting to learn from Representative Young that there is provision of funding for planning in mass transit corridors by virtue of an amendment to the Urban Mass Transit Act of 1974, but unfortunately no procedures have been issued as yet for implementation. These, together with the support by the city in its public works program, municipal (not for profit) corporations, private (for profit) corporations including banks, and most significantly, citizen pressure, can be successful in reviving neighborhood commerce and thus sustain the residential neighborhood.

Recommendations

In his remarks at the conference, Congressman Reuss, Chairman of the House of Representatives Committee on Banking and Currency, referred to the need of the cities to be "born again," and discussed neighborhood revitalization as it was related to and dependent upon the revival of the cities. He presented a shopping list of possible resuscitative measures including tax credit for renovation (now more likely available since the signing of the Tax Reform Act of 1976), downtaxing improvements on land, local jobs for both blue and white collar workers, labor intensive jobs, public service programs, restructuring of municipal bonds, diversion of growth to areas which need it, and encouragement for owning one's own business or establishing co-ops in low-income neighborhoods.

It is worthy to note not only Congressman Reuss' recent hearings on the Rebirth of the American Cities, but also many other initiatives coming from both the legislative and executive branches regarding the revitalization of neighborhoods. Robert Kuttner, staff member for the Senate Banking and Currency Committee, addressed the subject very clearly, indicating that this country has never had a neighborhood policy, and calling for a people's lobby on behalf of existing neighborhoods and existing housing. He discussed pending legislation to establish a National Commission on Neighborhoods with a view toward developing a Neighborhood Policy Act.

Other recommendations are expected from the President's Committee on Urban Development and Neighborhood Revitalization, chaired by HUD Secretary Carla Hills. In light of this ruminating climate, James Peterson, Executive Director of the National Council for Urban Economic Development, emphasized how appropriate the timing is now for local pressure to be exerted and for citizens to be heard regarding the disposition of their neighborhoods, which he considers to be the "building blocks of a healthy city."

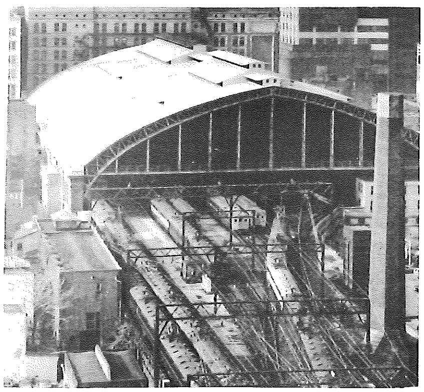
ENDANGERED SPECIES: 11 SURVIVING TRAINSHEDS

by Eric Delony
Principal Architect,
Historic American Engineering Record

The Historic American Engineering Record has recently identified 11 long-span, truss-roof trainsheds to be preserved—a small sampling from the hundreds of trainsheds where passengers got on and off trains in every sizeable station at the turn of the century. Unfortunately, it has been during the past 10 years, a decade called the most enlightened in the preservation movement, that most of the oldest sheds have been destroyed. Architectural historians such as Carroll Meeks and historians of technology such as Carl Condit have claimed that trainsheds were "the characteristic architecture of their time . . . 19th-century phenomena typifying the inventive spirit of an age."

National Landmarks

A paper presented at the last annual meeting of the Society of Architectural Historians convinced the Preservation Committee to resolve that the Reading Terminal Trainshed in Philadelphia, which is perhaps the most significant example in America, be preserved and adapted for new purposes in order to retain a structure that the society considered an important part of America's architectural, technical, and social heritage. Following up on that meeting, HAER assembled a special case study on all 11 surviving sheds, which was to be presented to the Secretary of the Interior's Advisory Board on National Parks, Historic Sites, Buildings, and Monuments for possible designation of the sheds as National Historic Landmarks. Such designation is the highest form of recognition afforded by the federal government to a historical resource and signifies its status as a national treasure. Of the 11 trainsheds, 7 were recommended to the Secretary for landmark status by the Advisory Board at their meeting on October 5, 1976. Those being considered are: (1) the Reading Terminal Trainshed and Station in Philadelphia; (2) the Central of Georgia Railroad Passenger Station and Trainshed in Savannah; (3) the Pennsylvania Railroad Station and Trainshed in Harrisburg; (4) the Baltimore and Ohio Mount Royal Station and Trainshed in Baltimore; (5) the Louisville and Nashville Union Station and Trainshed in Montgomery, Alabama; (6) the Nashville Union Station and Trainshed in Tennessee; and (7) the Seaboard Airline/ Chesapeake and Ohio Railroad Main Street Station in Richmond, Virginia.



Reading Terminal Trainshed, Philadelphia, Pennsylvania

Neglect

The special HAER study sought to draw attention to a structure type that was rapidly disappearing and largely unrecognized by the preservation community. Everyone is familiar with the railroad station, but few are aware that the shed behind it is much more significant as a special building type or as an innovative and unique structure. This reflects the traditional distance between the architect and the engineer, which has often been perpetuated by the architectural historian and preservationist down to the present time. Technological resources remain one of the most neglected aspects of our cultural history; most of these resources will continue to suffer a high rate of loss unless those responsible for identification and preservation begin to pay more attention to them. The oversight has resulted in an unbalanced historical perspective. Care needs to be taken that the legacy passed on to future generations will not be heavily one sided in regard to those things aesthetically and architecturally pleasing. Otherwise, many of the structures, objects, and machines that helped us attain the standard of living we enjoy today will be lost.

The trainshed is just one example of an "endangered species." Although the special study was initiated by HAER, much of the data collected was in cooperation with the State Historic Preservation Officers. Through its inventory, recording programs, and shared-funds projects, HAER is committed to working with the states, local organizations, and other federal agencies to preserve the industrial and engineering monuments of our country. HAER welcomes comments and suggestions on this or other "endangered species," and welcomes the opportunity to work with a state, local groups, or federal agency in achieving a balanced appreciation of our cultural heritage.

If you have comments or suggestions, please send them to the Historic American Engineering Record, Office of Archeology and Historic Preservation, National Park Service, Washington, DC 20240.

CD BLOCK GRANT PROJECTS

by Marilyn P. Cable
Planner, National Register

Recently the Department of Housing and Urban Development announced the projects selected for funding under the Community Development Block-Grant Program for innovative projects in housing and neighborhood preservation. HUD received 338 applications; 22 projects, totaling $4,987,000, were approved. Brief explanations of the projects that were funded follow.

Recipients

Boston, MA, $278,000: To develop public information and promotional strategies focused on realtors, bankers, existing and potential residents, and local public officials, to positively influence perceptions of a neighborhood's future stabilty.

Bradford, VT, $91,500: To adaptively reuse two historic buildings, one to house apartments for the elderly, and the other to provide a broad array of programs for the elderly, including training seminars on restoration and a novel cottage crafts program.

Caguas, Puerto Rico, $110,000: To help the elderly by rehabilitating the housing units of 50 lower-income elderly homeowners with a work force composed of a chronically unemployed segment of the population—elderly craftsmen.

Carbon County, PA, $350,000: To create group home facilities for elderly residents in three central business districts in the county, and in turn rehabilitate the housing vacated by the elderly, to make it available for family occupancy.

Fort Wayne, IN, $15,108: To convert properties into housing adapted to the special needs of low-income mothers raising families alone.

Frankfort, KY, $325,000: To employ a development team to work with the owners of commercial stores to convert the vacant second and third floors of downtown buildings into dwelling units for the elderly, small families, and childless couples.

Iowa City, IA, $109,382: To utilize several existing planning techniques and instruments to evaluate land-use impacts within neighborhoods as a basis for establishing neighborhood environmental performance standards. The ultimate goal is to induce owners to maintain and invest in their properties.

Jersey City, NJ, $193,000: To revitalize a retail shopping district by recycling city-owned vacant storefronts and commercial structures.

Louisville, KY, $260,974: To set up a revolving rehabilitation loan fund to leverage private bank loans in two transitional historic districts—one residential and the other mixed residential/commercial—to reverse current trends toward deterioration and blight. The goal is to rehabilitate specific buildings in order to create a "critical mass" to induce the rehabilitation of the other buildings. Demonstration to test the "critical mass" is needed.

Massachusetts, State of, $173,064: To develop and test ways to assure that the state building code, zoning, capital improvements, and local housing authority policies facilitate the preservation and re-use of existing housing and older buildings.

Minnesota, State of, $360,000: To create and maintain a state delivery system for rural areas that will encourage resident participation in the home repair loan and grant programs of the Minnesota Housing Finance Agency.

New Haven, CT, $372,300: To establish a Regional Rehabilitation Institute with a technical support team from the New Haven Redevelopment Agency's rehabilitation and mortgage program to assist and train rehabilitation staff, as well as homeowners, in the five smaller neighboring jurisdictions.

Newark, NJ, $161,750: To provide matching grants of up to $2,000 to homeowners and absentee owners in two low- and moderate-income neighborhoods to rehabilitate residential properties.

Pennsylvania, State of, $347,850: To develop, test, and implement a statewide comprehensive Neighborhood Preservation Support System to provide technical services and guidance to communities inexperienced in community development activities.

Plainfield, NJ, $300,000: To rehabilitate 15 foreclosed properties to be sold by the city through a lease-purchase arrangement to upwardly mobile, moderate-income families. The proceeds from the sale of the property will be placed in a revolving fund to continue the program.

Rhode Island, State of, $90,000: To improve local housing code administration, the state will establish a computerized system to provide guidance to local jurisdictions on proper housing agency operating procedures and practice, and appropriate relationships between administrative and judicial processes to improve court preparedness as a final remedy.

South Bend, IN, $208,855: To provide cash incentives (15–40% rebate) to owners of 1–6-unit residential structures who rehabilitate, maintain, and enhance their property.

Winston-Salem, NC, $229,600: To increase investor and resident confidence in a low-to-moderate income neighborhood with high renter-occupancy by a variety of resources, including low interest loans and grants for rehabilitation, homeownership incentives, concentrated code enforcement, motivation of landlords, and program marketing.

Atlanta, GA, $250,000: To use environmental design based on the "defensible space" concept to aid in reversing the decline of two low- and moderate-income multiunit housing developments.

Cleveland, OH, $241,800: To support the revitalization of the Buckeye commercial area, a neighborhood shopping center, through an education program for lenders and local merchants and businessmen, and a street beautification program to encourage private investment and to make the area more efficient.

Continued on page 12

Maine, $239,870: To create and maintain a state delivery system to encourage the use of Farmers Home Administration home repair loans by low- and moderate-income rural homeowners.

Maryland, $255,000: To develop and test two companion state housing rehabilitation delivery systems, one to provide home repair financing directly to rural areas, and the other to provide state technical assistance to non-metropolitan and urban communities inexperienced in housing rehabilitation programs.

The overall objective of the innovative program is to strengthen the capability of state and local governments by developing, through individual projects, innovative approaches to the solution of longstanding or widespread urban problems. HUD announced on March 11, 1976, that applications would be received until June 1, 1976, for innovative projects addressing housing and neighborhood preservation problems. The National Register sent a letter to each SHPO on March 19, 1976, describing the availability of the innovative funds and suggesting that SHPOs either apply or assist local or regional governments with applications for preservation projects.

HUD established an elaborate system for selecting projects for funding. Fifteen teams, composed of three members each, reviewed the applications and ultimately recommended 26 projects, valued at about $5 million. The teams comprised consultants nationally recognized as experts in housing and preservation, and included representatives from local government, private industry, service organizations, and universities. HUD established an independent Source Evaluation Board to review the projects that the teams recommended and to ultimately decide which projects were to be funded.

The applications that were outstanding were those that outlined clearly a particular problem and proposed a solution that seemed as though it might work. Applications for projects that had not been tried before were rare and particularly appealing. Those that represented effective coordination among various organizations, public or private, were deemed significant. A community's reputation regarding past accomplishments was a factor; however, it was not the deciding issue. Small communities with unknown reputations were not penalized if their applications were good in other respects.

Putting an Application Together

In preparing grant applications, one should seriously consider the following:

1. Follow the instructions. Regulations are printed precisely for the purpose of judging applications; consequently, those that do not fit within most of the guidelines will not be given much consideration.

2. Describe the project to be funded in a concise way. Clarity of expression often indicates ability to perceive problems, and manage and control them. These qualities are essential for successful management of grants.

3. Don't over-emphasize past achievements. Such an account makes an interesting history, but information regarding an organization's reputation does not usually emanate from information in the application. Emphasis should be on what is happening now, what the plans are for the money, what the organization's capabilities are regarding implementation of the project, the innovative quality of the project, the likelihood of success, and whether the budget is reasonable.
4. Enclose in the application letters of support from groups interested in the project and organizations that will be affected by it.
5. Have a mayor, governor, congressman, or an influential friend call those who will be making the final selection to indicate interest in a particular project. In the review of innovative Block Grant applications, HUD received political pressures, although the teams that recommend applications for funding were completely removed from these pressures and their decisions were not influenced by them.

6. Make sure that the project is innovative, especially for grant funds that require innovation as one of the awarding criteria. Do not apply for funding of projects that need funding simply because no other source of money is available; it really is not an efficient expenditure of time and energy if it does not contain an innovative concept in the proposal. Quite a few applications for innovative Block Grant funds were excellent in form, meeting most of the application requirements; however, because the projects were not innovative, they were rejected.

Innovative Defined by HUD

For purposes of the innovative Block Grant program, HUD defined innovation as something new or differently introduced. This could be a technique applied to a new problem; a technique applied to a new institutional environment (e.g., transfer of a technique from a large city to a small city); a modified technique, or one with the components added; a new combination of existing techniques; or a demonstration of new techniques.

Of course HUD's definition can be interpreted in various ways. For example, one consultant announced that a project is "innovative when you do it right!" That expression brought peals of laughter during the selection process as all the team members recognized that it does seem unusual for a project to proceed correctly and successfully on target.

In addition, frequently an individual's experience influences what he considers to be innovative. Something that is innovative for a particular rural community may have already been tried somewhere else in the country. Most of the applications for innovative Block Grants were for projects that had already been tried elsewhere. This indicates limited information in all parts of the country about what others are doing and about new concepts being tried. Even when the information is known, there is frequently a difference in context in which concepts are held.

These comments concerning the preparation of grant applications represent very basic ideas. They are a sound support system for effective funding. The simple approach, when properly implemented, really does make a difference.

HUD expects to fund the innovative Block Grant program again during FY 1977. The Office of Archeology and Historic Preservation will let all SHPOs know when HUD announces the new application deadlines.

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