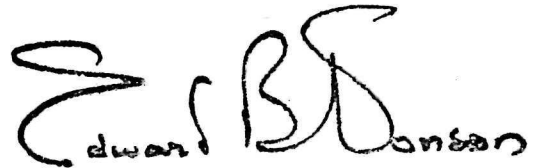


CULTURAL RESOURCE PLANNING COMMITTEE REPORT
TO THE ADVISORY BOARD
NATIONAL PARK SERVICE
SEATTLE, OCTOBER 24, 25 - 1980

A handwritten signature in black ink, appearing to read "Edward B. Danson". The signature is stylized with large, sweeping loops and is positioned above the typed name.

By: EDWARD B. DANSON
Chairman

During the April 1979 meeting of the National Park Service Advisory Board in Boston, copies of a document reporting the outcome of the Harpers Ferry Conference in Cultural Resource Management, January 1979, were given to all Board and Council Members. The discussion inspired by this report, limited by the fact that time to study the document was not then available, made it clear that a topic worthy of Board consideration existed. A Committee was appointed by Board Chairman Burke with Dr. Emil Haury, Chairman. Their report was submitted to the October 1979 Board Meeting in Colorado.

After the Fall Meeting, Chairman Burke, at the request of the Secretary of the Interior and Director Whalen, appointed an Action Committee to concern itself with the recommendations of the report. He appointed the following members to this committee - Schwartz, Sims, Anderson, Haury, Danson Chairman, with Dr. J. O. Brew and Dr. Joe Frantz to work on special projects.

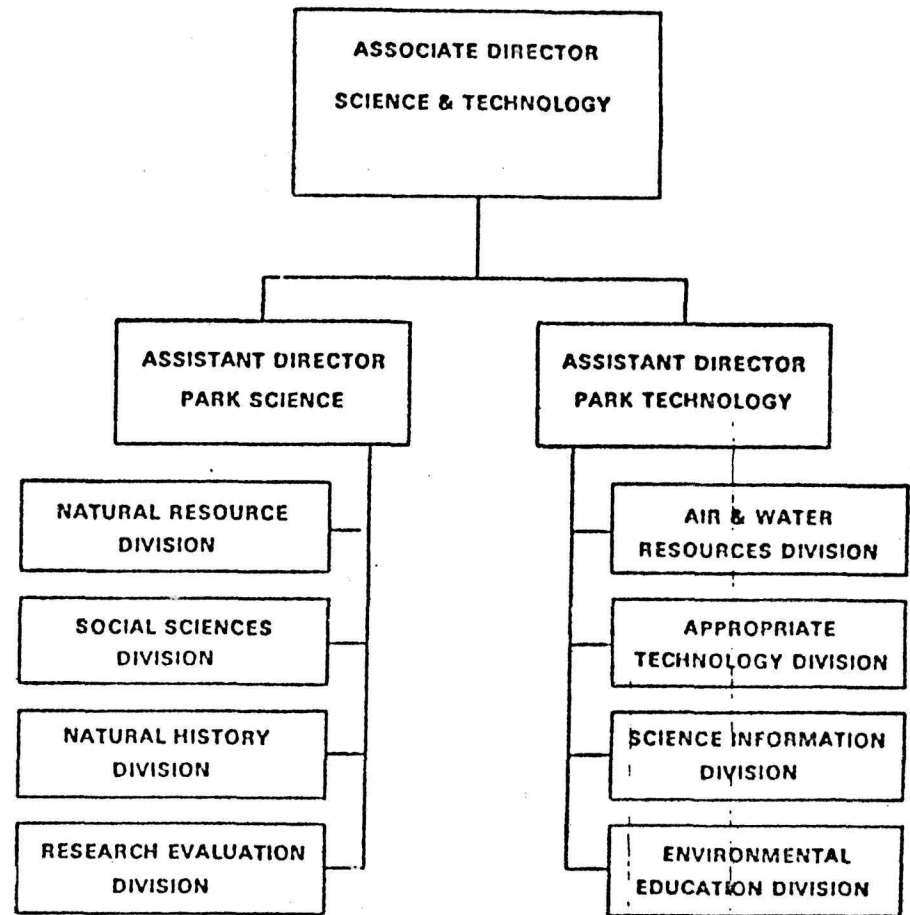
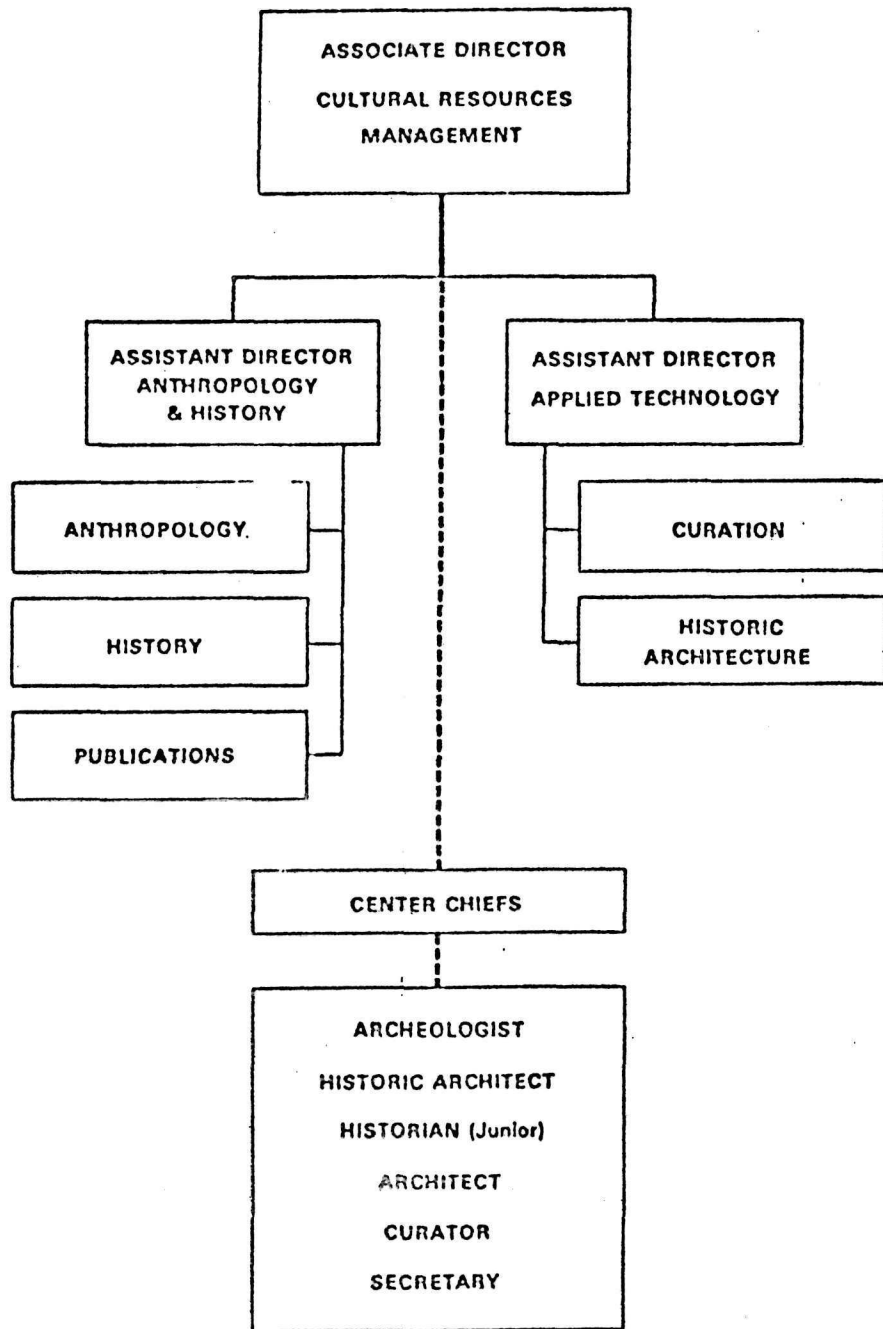
A preliminary report was given by Chairman Danson, at the Spring Meeting in New Orleans. On August 25th, members of the Committee and others (listed below) met and formalized the following recommendations and comments that comprise this final report.

DOUGLAS ANDERSON	- Member, NPS Advisory Board
J. O. BREW	- Member, NPS Advisory Board
EDWARD B. DANSON	- Chairman, Ad Hoc Committee
RUSSELL E. DICKENSON	- Director
ANN HITCHCOCK	- Chief Curator
ROSS HOLLAND	- Assistant Director, Cultural Resources
PATRICIA CARTER IVEN	- U.S. Primary Patent Examiner
HUGH C. MILLER, AIA	- Chief Historical Architect
HARRY W. PFANZ	- Chief Historian
DOUGLAS H. SCOVILL	- Chief Anthropologist
BILL WIENER, JR. AIA	- Chairman, NPS Advisory Board

RECOMMENDATIONS:

1. A review of the Organizational Chart of the National Park Service illustrates one of the reasons for the less than ideal care and concern for cultural resources. The National Park Service leadership in the Natural Sciences rates an Associate Director, while the Social Sciences encompassing history, historic architecture curation, anthropology and archaeology, and a majority of the units in the System, are placed under the Associate Director of Management and Operations and rates an Assistant Director.

The Committee reiterates the previous recommendation that the inequity of this situation must be recognized and that steps to equalize the rating of the Natural and Social Sciences organizationally be taken immediately.

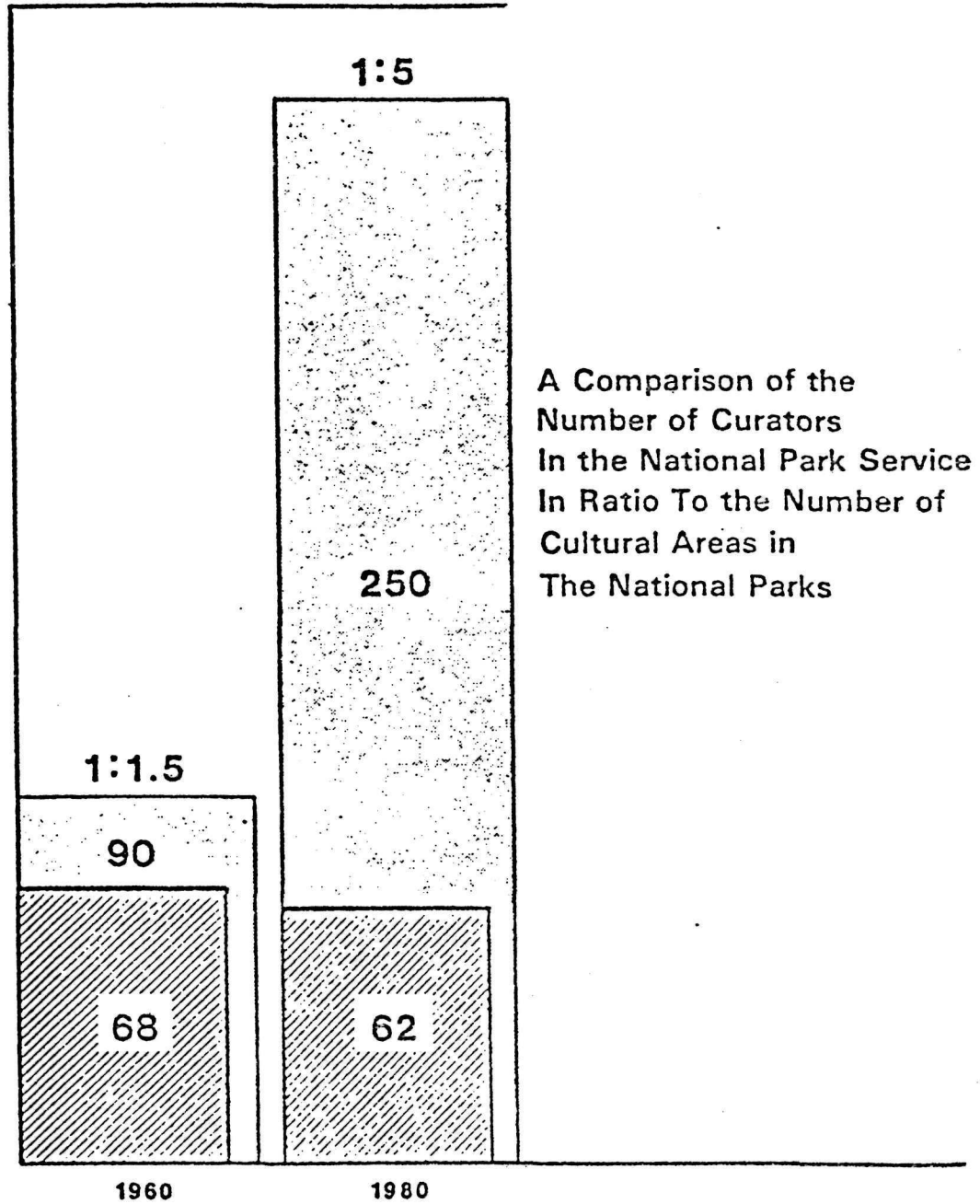


2. The National Park Service does not have a unified system for approaching Cultural Resource Management. Each Regional Office tends to develop its own approach depending on the energies, interests, skills, and organizational views of the responsible individuals. This results in extremely uneven operations throughout the Park Service.

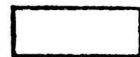
The Committee recommends that the Washington Office, under the Assistant Director, Cultural Resource's guidance, develop a set of General Management Plans for Cultural Resource Management for all Park Service Regions. These plans, once approved, should commit the Service to a defined and continuing course of action over a length of time sufficient to build a unified organization and unified systems/operations throughout the entire National Park System. There must be system and order brought to the care of the Cultural Resources for which the Service is responsible.

3. The National Park Service has been losing many trained cultural resource personnel. There are fewer permanent employees today than in 1968. The desirability of working for the National Park Service must be enhanced so that the best qualified people will want to seek employment and remain with the organization. We believe that the quality of the personnel can be vastly improved if the recruitment process, the selection of personnel and the training process are overhauled, and the Service would institute career development programs for cultural resource professionals. Selection must identify those individuals with solid training in their respective disciplines. Broader consultation on the part of the Service's top management - with persons in institutions in the private sector - might result in finding highly qualified people for specific jobs. Graduate school drop-outs and others with sub-par training should be avoided. Somehow the N.P.S. needs to make a professional career in the System more attractive for young graduates. To further this, it is desirable to have those trained in history as interpreters in historical areas and those trained in anthropology as interpreters in Archaeological areas. Perhaps further training within and specialized courses outside of the System will help revitalize established personnel and encourage the new.

4. In the early 1960's there were 68 curators to care for approximately 90 cultural areas - a ratio of 1 to 1½. Today there are 62 curators to care for over 200 cultural areas and at least type areas with major museum resources - a ratio of about 1:5. Some 10,000 major structures and approximately 15,000,000 objects call for attention. The National Park Service capability to manage its Cultural Resources in the face of increasing responsibility has been reduced. There is no



Number of curators



Number of cultural areas

way that the present staff can properly handle all of the resources. At the very least, vacant curatorial positions in park areas should be filled with maximum dispatch.

The filling and upgrading of the Washington Office Cultural Resource Staff was the first step in developing an organizational structure for Cultural Resources throughout the System. The early filling of the necessary supporting staffs will be the quickest way to have available a cadre to develop operational procedures, consolidate guidelines and standards, train others, and launch a positive program.

5. The Committee enthusiastically endorses the concept of area, or at least bi-regional centers, not only for the basing of specialists whose professional services are thereby close to the resources, but also to meet the special requirements of object and structure protection imposed by environmental factors. The problems of artifacts in a humid environment are not the same as those from an arid setting.

The Committee is committed to the concept of Cultural Resource Service Centers, and feels strongly that these centers should serve the ecological-climatological areas delineated on the map. We do, however, recognize that the reality of current administrative regional boundaries may conflict with this concept, and as a second alternative would accept bi-regional or regional centers.

At the same time, conservation activities could be developed that are best suited to meet area climatic problems, thereby avoiding duplication of capabilities. Specialist services, which are useful in all regions, should be developed in one center only which could serve as a base for assistance and training where needed.

6. The Committee endorses the recommendations made at the Harpers Ferry Conference with respect to the reassignment of certain positions from the Denver Service Center to other places. These are -

- 1) Research Historians should be located in Washington.
- 2) Most of the Historical Architects and Architectural Conservators should be stationed in areally located Service Centers closer to the resources on which they are working.

- 3) Most of the Denver Service Center's archaeologists should be assigned to the areally located Service Centers closer to the problems of their concern.

7. The Committee wishes to re-emphasize recommendation #10 in the Committee's previous report. This paragraph is concerned with collections and, in some ways, does not follow present National Park Service proposals that collections are of two kinds.

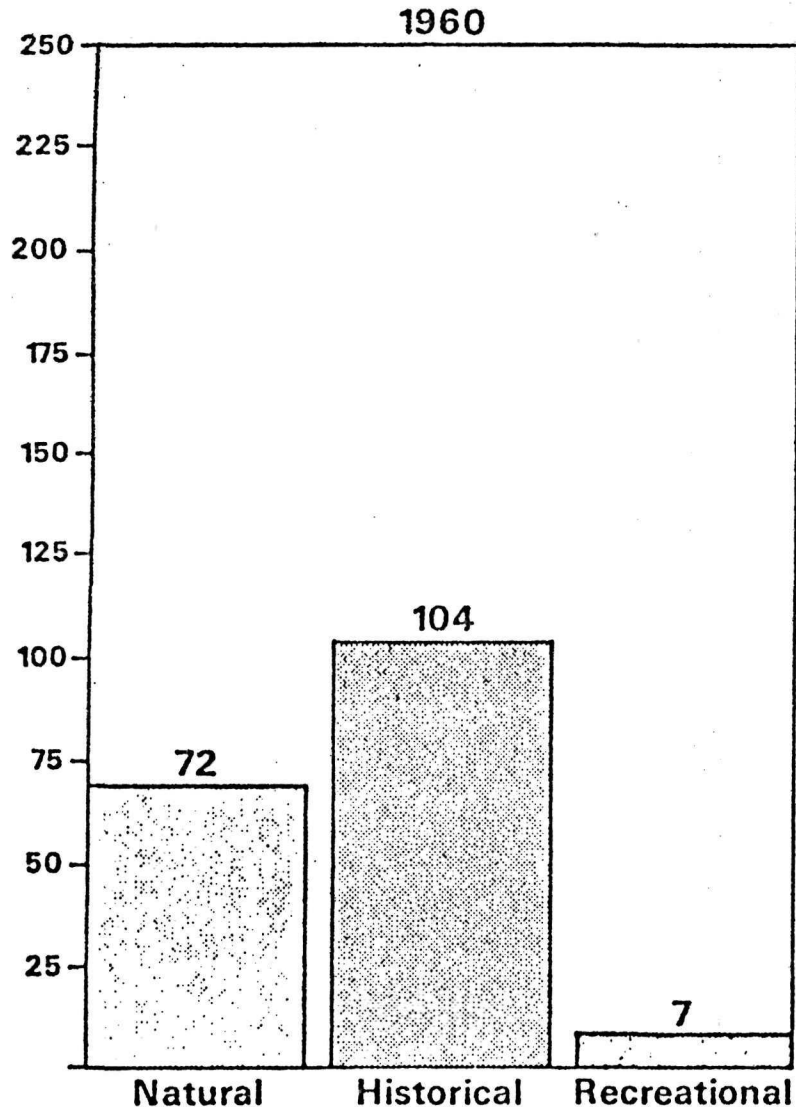
In the area of collection management, the Committee reaffirms the earlier position that acceptable procedures will be developed between the Chief Curator and Regional Curators to assess and achieve system-wide uniformity in the processing of material culture. This includes all the basic steps from acquisition to computerizing of the data. Within the legal framework, policies should be developed regarding the accessioning and deaccessioning and basic management of Museum collections.

8. The Committee subscribes to the concept that proper and professional care of material objects extends from the most precious to the least impressive specimen. The rusty, squeaky hinge that held a door in place is as important as the Navajo rug that graced the floor in the Hubbell Trading Post. Professional museum procedures hold that the same standards of curation, accessioning, cataloging, storage, and maintenance must be applied to all specimens whatever the intrinsic or artistic merits, or lack thereof. Funds for the proper accessioning, curation and storage of any new collections must be figured into the project costs.

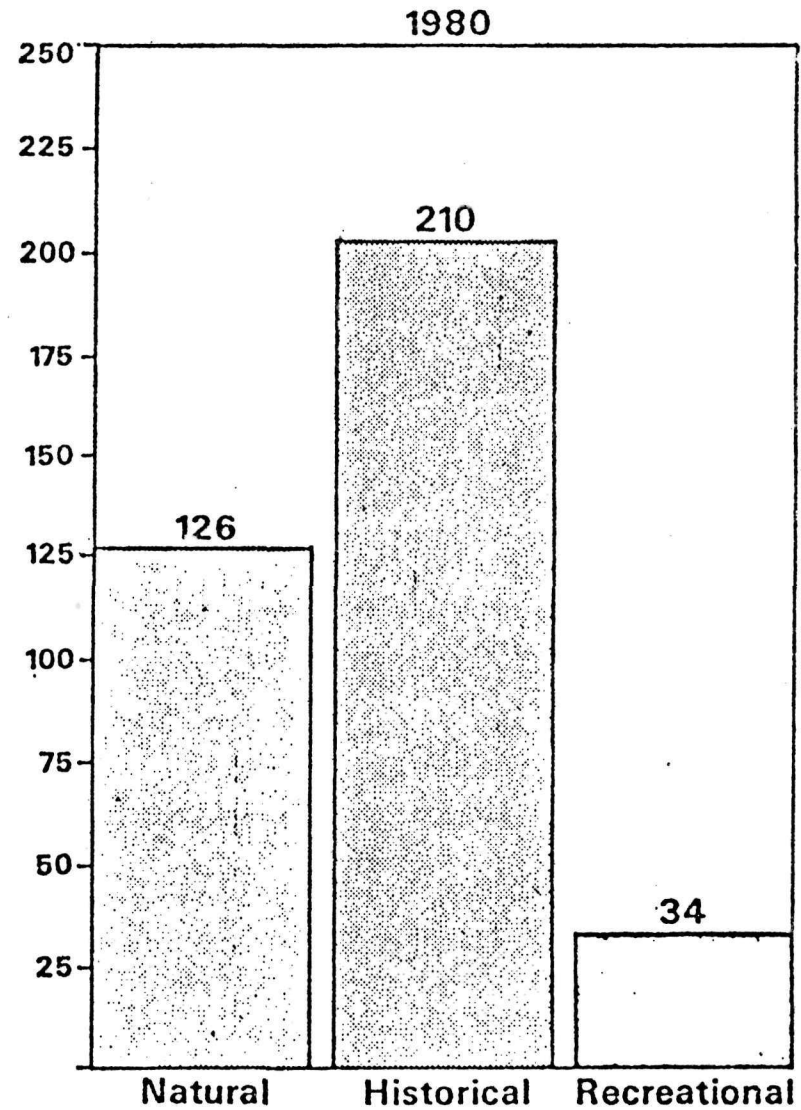
We believe that the double standard of treatment of cultural resources espoused by Harpers Ferry (see memo dated June 12, 1978) to be in error and should not be used. To make a judgment that a given specimen is of display quality and is therefore subject to different standards of handling than one that is not of display quality, is to assume the presence of the Almighty. Who knows in advance of exhibit planning what object, no matter how lowly, may be the key to illustrating a basic idea? The sloth coprolite from Rampart Cave can illustrate a point as telling as an elegant prehistoric pot. Both deserve equal treatment in the curation process.

The development of two sets of inventories, one to care for exhibitable materials, the other for research materials, we hold to be in error. We therefore recommend a single system for processing objects of material culture, to be consistently applied in all units of the National Park System, pursuant to guidelines

GROWTH IN UNITS ADMINISTERED BY NATIONAL PARK SERVICE



Total = 183



Total = 370

Totals = Include units administered by National Capital Region and recreational units administered jointly with other governmental agencies.

developed by the Chief Curator in the Office of Cultural Resources. From that collection, objects may be drawn for exhibiting, fitting the story being told, and the collection as a whole will be available as a research resource.

9. The Committee senses that avenues of communication between representatives of divisions of Cultural Resources and between planners, managers, researchers, interpreters and administrators are not fully exploited. As a result, duplication of effort, working at cross purposes, and misunderstandings occur. We believe there should be a renewed dedication to keeping lines of communication open and that efforts to do so will lead to increased efficiency and improved morale in the Staff.

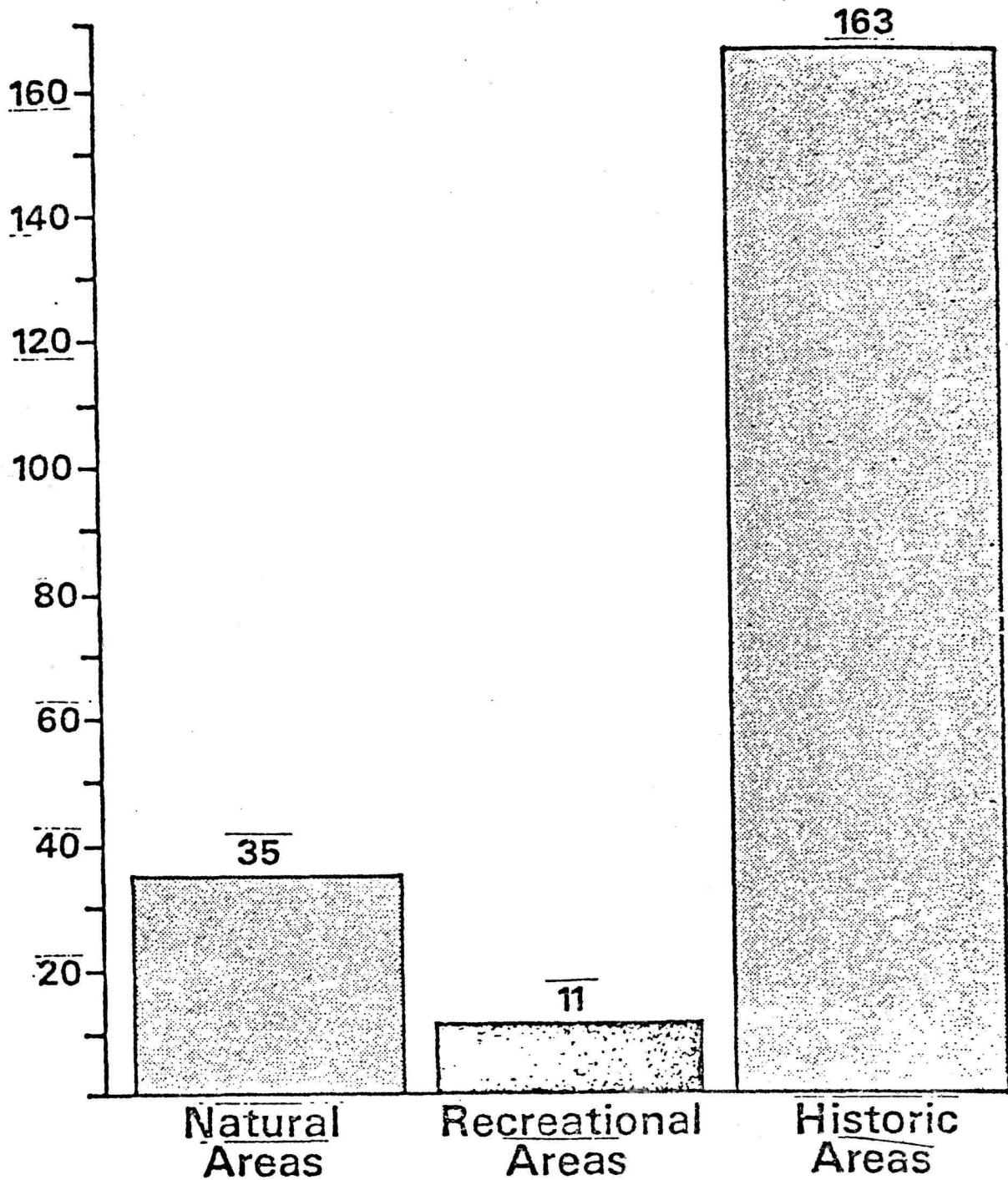
10. In the area of collection management, the Committee takes the position that acceptable procedures will be developed between the Chief Curator and Regional Curators to achieve system-wide uniformity in the processing of material culture. This includes all basic steps from acquisition to computerizing the data. Within the legal framework, policies should be developed regarding the mode of storage, culling, disposing of by gift or loan, destruction or selling, security and maintenance of stored materials, place of storage, etc.

The Committee wishes to emphasize especially in the area of data control and retrieval that early attention be given to the adoption of a National Computerized Inventory of collections.

11. For both the stationary resources, as buildings, statues, etc., and for the stored and exhibited collections, the National Park System must develop a monitoring system. The physical resources should be checked periodically to ascertain the condition and to determine the causes of deterioration if that is taking place. The effect of acid rain, pest infestations, insecure footings, corrosion, and a host of other deleterious forces are continually at work. The present practices in the areas of preservation are not consistent with the accepted policies. The reason for this may be identified as: a) a lack of professionalism or professional capabilities in staff; and b) budget limitations. The tragedy of the status quo is that conservation efforts are going in different directions and oftentimes more harm than good is being done.

Although base line information exists for structures, from which an effective preservation program can be planned, the same kind of information does

Number of Parks* with Historic Buildings
of Prime Significance



* These Parks contain historic buildings whose intrinsic significance requires their preservation.
These structures are identified under Category A in the NPS List of Classified Structures.

not exist for objects. The Committee recommends that that gap be corrected. The effect will be to spur the development of management strategies designed to do the least damage to resources in the process of preserving them.

12. The Committee notes with satisfaction that an initial positive step in inventorying cultural resources has been taken with the development of a List of Classified Structures. We recommend extension of this principle to include a List of Classified Sites. As a useful managing tool in its own right, it would also serve as a bridge in linking cultural resources data to natural resources.

13. The Committee perceives a weakness in procedures dealing with the accountability of personnel responsible for cultural resources. Two examples will suffice:

- 1) Superintendents have authorized certain modifications of terrain, minor road-building, tree removal, etc., without first determining if damage to resources would result. Destruction of resources in the course of these activities carries no penalty.

- 2) Information from the field either as to the scope of collection, and the maintenance of them, is not centralized anywhere. The total picture is not available.

We recommend that budget provisions be made to acquire comprehensive knowledge about collections so that management strategies can be wisely drawn.

14. The Committee sense that National Park System planners are not always fully sensitive to the cultural resources, to the historic integrity of properties for which they may be developing landscaping, or other plans. The guiding principle that all buildings, landscaping, etc., should be so designed as not to conflict with the spirit of the property people have come to see should be assiduously followed.

15. We perceive problems related to complying with Section 106 requirements of the National Historic Preservation Act. The present system encompasses too many bureaucratic obstacles and is unreasonably demanding of staff time and energy. The phrase we often heard from the staff is, "We're managing paper, not the resource." We suggest that Section 106 process be reviewed with the eye to simplifying it without reducing effectiveness.

16. The Committee finds that the System continues to be plagued by antagonism

against research. This is reflected in the budget-making process at the highest levels and at the Park or Monument level, where Superintendents elect to close the door to qualified investigators. The utility of knowledge about resources, even if only to help management, needs no defense or explanation. A change in attitude seems long overdue.

17. No matter how well material collections are cared for, the preservation of objects is only the first step toward their effective use. Collections constitute a reservoir of research material; they may be drawn upon for exhibit specimens. But the full significance is realized only when all available information about objects, historic structures and sites, their functions, and the events connected to them are made available to the specialist and to the public at large. The means of achieving this is through publication.

The Committee view with dismay and concern the reduction, if not the elimination, of the publishing program of the Cultural Resources Division. We recommend the early resumption of a publication program commensurate with the importance of the subject matter.

18. Continuing studies of cultural resources, whether archaeological, architectural or historical, are producing a vast body of new knowledge. These studies are being conducted within the System by staff or by outside investigators either under contract or by other arrangements. Although policies exist with respect to the archiving of the protocols, field data, photographs, drawings and maps resulting from these activities, there are indications that all such materials do not always find their way into National Park System depositories for safekeeping. And even if they are properly deposited, the records are not always safeguarded and maintained in an acceptable manner. The Committee recommends that this problem be reviewed and that the necessary steps be taken to preserve and protect these irreplaceable sources of information in a systematic way.

19. The Committee realizes the need for budgetary caution and realizes that all of the recommendations herein cannot be immediately implemented. In light of these budgetary requirements, and with the hope that some of the recommendations can be followed - The Board recommends that a Cultural Resource Center be established in six areas.

We recommend that the country be divided into areas based on ecological and cultural similarities. The reasons for thus dividing the country are obvious.

Objects are best preserved in the climate similar to that from which they come. It is hard on perishable items to be moved from one climate to a totally different one. Prehistoric cultures and, in most instances, the historic sub-cultures of America are remarkably similar in climatically similar areas. The adobe buildings of the Southwest have totally differing problems than the wood, brick and stone buildings of the Southeast and those buildings found in the salt-filled air of the Coasts.

The Committee strongly urges that Centers be located near large Universities and in Cities where N.P.S. owned buildings are available for storage.

With these cultural and climatic differences in mind, the Committee recommends that there should be, in each area center, historical architects, architectural historians, architectural conservators, landscape architects, archaeologists, anthropologists, conservators, curators, preservation specialists, librarians and the necessary administrative staffs.

Each area could also specialize in certain particular Service needs. Underwater archaeologists in the Southeast, ship maintenance specialists in the Northeast and Pacific Centers, Adobe and dry-rot specialists in the Southwest. These six areas could well handle the problems that are found today in the 8 regions, Harpers Ferry, plus Alaska. The Specialized Centers recommended are:

- 1) HARPERS FERRY: This should be the Service Center specializing in difficult conservation problems, special Washington needs, Training sessions for conservation and the N.P.S. archives. A new building is a much needed item of cost, but is budgeted.
- 2) THE DENVER SERVICE CENTER should be where long-range planners, new construction planners and study teams for work in the entire Park Service are located. They will have no responsibility for cultural resource preservation except for general planning.

The other Service Centers might be located as follows:

- 3) NORTHEAST - EITHER BOSTON OR NEW YORK. Either city, with many Park Service owned buildings, could be the location for the Northeastern Service Center and the storage area for the curation of material from Parks & Monuments in that area.
- 4) SOUTHEAST. The area Center might be located at either Atlanta or Tallahassee. Atlanta is preferable due to the fine transportation facilities and Universities which are available. This area would include the handling of all of the material from the Parks & Monuments in the hot and humid Southeast, an area that stretches as far West as the Texas Coastal region.

- 5) ROCKY MOUNTAIN - PLAINS. Denver could handle the Resource Management and storage problems for the entire Rocky Mountain-Plains area. (See Denver Service Center above.) Universities are in close proximity and Denver is a Center for many government agencies.
- 6) SOUTHWEST. This Center should be located in Tucson. There is a large new facility which can handle the Resource Management staff and the material culture for the entire Dry Desert-like climate of the Country.
- 7) PACIFIC. San Francisco, with its many buildings available for storage and for the resource management staff, is ideally suited to specialize in the material and the architectural problems presented by the salt laden air of the Pacific and the Island areas.
- 8) ALASKA. The new Parks & Monuments in the Alaska area, with the problems presented by the wet and cold climate, will eventually demand a separate Center. This, too, should be located near a University.

Thus, seven Centers could handle the problems that are found in the 9 Regions, plus Alaska.

Finally, the Committee strongly recommend that with a Washington Office now established, Cultural Resource Policies and quality controls for work and personnel should emanate from W.A.S.O. and not from the Regions. Administrative and operational control and responsibility for the Centers will be with the Regional Director in whose region the Center is located.

Half of the operational costs of each Center would come from base funding so that the Staff would be able to provide advisory and technical assistance to Parks on a call basis. The remainder of operational costs will be derived from projects.

Project funds could derive from the historic preservation fund, cyclic maintenance, construction projects, and park funds. Funds and project assignments would come directly from the Regional Office.

The professionals in the Centers would be encouraged to develop functional relationships with Park Staff working on resources, (maintenance staff, curators, etc.) to eliminate artificial barriers that inhibit an informal communication flow of advice and information. This functional relationship is necessary so that the work of the Center is viewed as part of the overall effort to preserve and maintain structure, sites and objects. Much work done on resources can be done at the park level with the advice and consultation of the specialists in the Centers. We must

get our park personnel to think of maintenance of cultural resources; maintenance is the most effective and least expensive form of preservation.

The preservation centers would be fully responsive to the Regions, and it should be emphasized that the principal role of the Washington Office would be to set policy, monitor quality of work and personnel, and mediate disputes when two regions come into conflict over preservation work.

The key to the success of the Centers hinges on the quality of the personnel doing the work. To control the competence level of the individual specialists, standards should be established for performance at the different grade levels, and research grade evaluation procedures should be introduced.

Training should be an integral part of each Center to encourage the proper and adequate development of the younger professionals, and the older ones will be encouraged to keep current in the fast developing philosophy and technology of historic preservation.

COMMITTEE MEMBERS

- Edward B. Danson, Chairman
- Douglas D. Anderson
- J. O. Brew
- Joe B. Frantz
- Emil W. Haury
- Douglas W. Schwartz
- Asa C. Sims