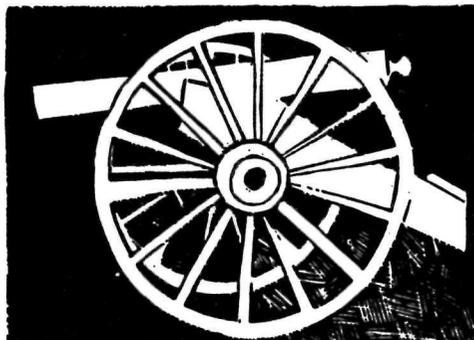
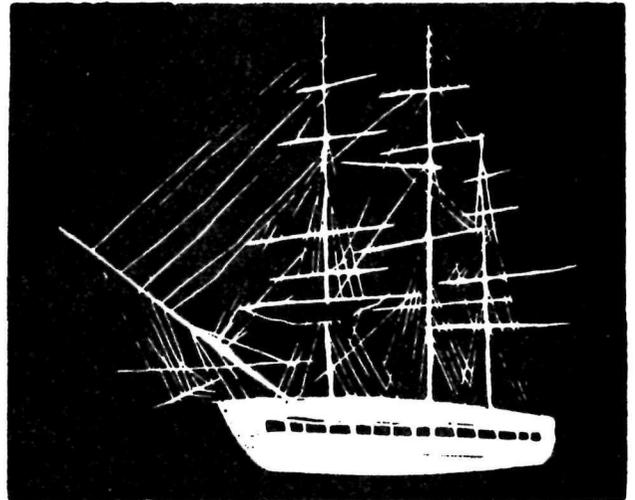
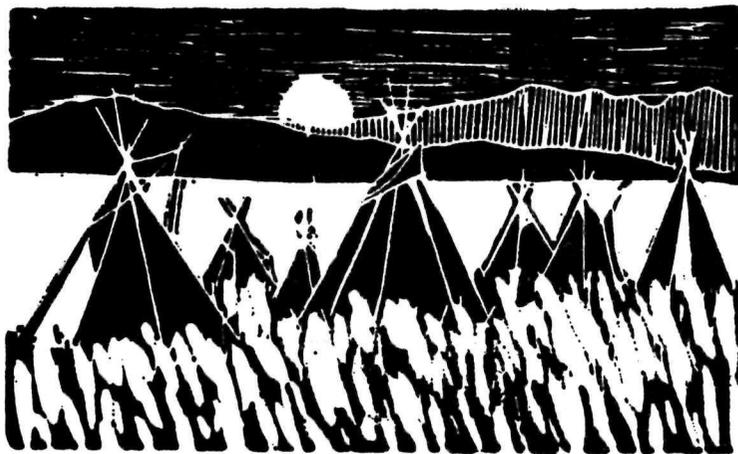


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Trends in Cultural Resources Management



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Trends in Cultural Resources Management

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A PUBLICATION OF THE PARK PRACTICE PROGRAM

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Introduction

by F. Ross Holland, Jr.

The management of cultural resources has become a complex and sophisticated profession. Laws, policies, and guidelines exist in considerable abundance to aid and guide those involved in the care and management of these resources, and to hinder others from injuring or destroying them with modern and insensitive development.

At the same time there has been a broadening of the types of cultural resources being preserved. Not too many years ago the involvement of the National Park Service in cultural resources consisted of the care and management of historical parks—almost all of which commemorated political or military personages or events—and parks with Indian ruins or remains. In more recent years the variety of parks has dramatically increased and today there are parks in the System commemorating many phases of American history including businesses, social movements, literary and artistic personages, westward expansion, maritime activities, ranching and farming, immigration, exploration, and industry.

Concomitantly, the Service has become responsible for more complex resources that require more sophisticated treatments. Today it is not just a matter of repairing a structure and having it keep a certain form. It is a matter of understanding what causes a structure to deteriorate and taking precautions to inhibit it; of knowing what to use to preserve old wood and how to test paint samples to bring the faded paint back to its original color so as to restore a building to its exact appearance during the historical period; and of conducting tests with sophisticated equipment to determine what pollutants are doing to a structure.

Until the last decade or so, there were two levels for the development of historic buildings—ignore it or refurnish it. Today



Fred E. Mang, Jr.

The Casa Grande (Big House) was built 600-700 years ago by irrigation farmers called the Hohokam.

the decision-making is far more complex. There are many alternatives, ranging from restoration to commercial use, that the planner and manager have available from which to choose.

For many years the care of these resources—usually buildings, museum objects, and archeological remains—was called simply historic preservation. But as the variety of these resources increased to include folkways, native American religious practices, landscapes, art works, and historic skills and practices, the term historic preservation grew less accurate to describe this diverse collection of resources, and the term cultural resources came into use. It, too, is an imprecise term because it also conjures up visions of the ballet or a symphony orchestra. Nevertheless, it is more descriptive of the broad activity than historic preservation.

The field of cultural resources preservation—not too long ago limited to the disciplines of history, archeology, architecture, and curator—embraces today many disciplines and skills in addition to the traditional ones, including scientists, carpenters,

planners, horticulturists, conservators, anthropologists, engineers, masons, and painters to name but a few. The preservation of cultural resources is a sophisticated business.

The management of cultural resources is not limited to just the preservation of them. Maintenance people keep them in good condition and try to inhibit deterioration, rangers protect them from vandalism, fire and theft, and, perhaps most important since it is the goal of what has gone on before, interpreters present the resources to the public.

Cultural resources management is a complicated activity requiring many people with diverse backgrounds, and it is growing more difficult as it matures as a field of endeavor and demands more sophisticated solutions to its management.

The following articles indicate the extent and breadth of cultural resources management. Read, enjoy, and profit from them.

Ross Holland is the former Associate Director, Cultural Resources Management, National Park Service.

Planning For Cultural Properties in the National Park System

by Louis E. Reid and
Donald W. Humphrey

The Nation's concern for preservation of its cultural resources has grown remarkably over the past three-quarters of a century. During that period a variety of types of areas whose focus is historic preservation has been added to the National Park System, complementing and balancing the initial emphasis on natural areas. A body of policy, expressed in legislation, Executive Orders, and National Park Service directives, has been developed to guide planning for management of cultural resources in the System. A surge of additions of historic properties to the System during the past two decades, together with increasing budgetary restraints as the Nation copes with its economic problems, is forcing managers and park planners to examine a number of innovative approaches in an effort to provide cost-effective protection and appropriate use of historic properties. New legislation providing leasing and contracting authority may help achieve the objectives.

Growth of Cultural Concerns

Most of the 333 units of the National Park System contain historic or archaeological resources. In nearly 200 of them, preservation of cultural resources is either the primary management consideration or is a major concern. The National Park Service's policies and planning process require the appropriate degree and kind of cultural resource planning and management in all units of the National Park System.

Preservation of cultural resources in the National Park System finds its legislative roots in the Antiquities Act of 1906 (P.L. 59-209, 16 USC 431-33) although it should be noted that what is now Casa Grande National Monument in Arizona was reserved from entry in 1889, seven years prior to the Antiquities Act, to protect the massive ruin of a 600-year-old Indian building. By the time of the National Park Service's establishment in 1916, three Presidents had used the Antiquities Act to proclaim 20 National Monuments, seven of which were historic or prehistoric. Seven more National Monuments which were prehistoric, and six that were historic had been added by 1933. Among these were the George Washington Birthplace National Monument and the Colonial National Historical Park, both in Virginia. In 1933 the Congress authorized Morristown National Historical Park (NJ). These actions launched the National Park Service on a new course in historic preservation which were destined to greatly influence the future growth of the System, and created challenging new demands on its historic preservation planning process.

Extensive and broadened historic preservation responsibilities were also handed the National Park Service in the Reorganization of 1933 when Executive Order 6166, signed by President Franklin D. Roosevelt, in effect consolidated all Federally-owned National Parks, National Monuments, National Military Parks, National Cemeteries, National Memorials, and National Capital Parks into one National Park System.

The Reorganization almost quadrupled the number of historical areas in the System, increasing them from 20 to 77. It also made the system more truly

national as it added 57 areas in the 17 predominately eastern states and the District of Columbia. Again, the implications for National Park Service historic preservation planning were profound.

Preservation Policy

Two years later the Congress enacted the nation's first comprehensive policy on historic preservation. The Historic Sites Act of 1935 (P.L. 74-292, 16 USC 1970) declared it "... national policy to preserve for public use historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States."

The Act provided authorities under which successive Secretaries of the Interior have designated donated cultural properties as National Historic Sites by Secretarial order. The most recent unit to be added to the National Park System is the Harry Truman National Historic Site, established by Secretary of the Interior James Watt under authority of the Historic Sites Act. This act also authorized the Secretary, through the National Park Service, to conduct a national survey of historic and archaeological sites, buildings, and objects to determine those with exceptional value for commemorating or illustrating the history of the United States.

The Historic Sites Act also authorized acquisition of both real and personal property for the purposes of the Act, and contracting or entering into cooperative agreements with states, municipal subdivisions, corporations, associations, or individuals to preserve historic properties.

Two pieces of legislation enacted in the mid-1960's added thrust to the cultural preservation movement. The Land and Water Conservation Fund Act provided

a large, reliable, and continuing source of funding, allowing acquisition of property in both new and previously-authorized units of the National Park System. Many of these were historical in nature. Also, these new areas began to more broadly represent the cultural themes of the United States, adding sites associated with the arts, industry, science, women, minorities, and religious themes.

Additional policy geared specifically to cultural resources is contained in the National Historic Preservation Act of 1966, (P.L. 89-665 16 USC 470). This measure states the Federal intent "... to foster conditions under which our modern society and our prehistoric and historic resources can exist in productive harmony and fulfill the social, economic, and other requirements of present and future generations."

In 1980 the Congress added a new element to the planning and management equation when it amended the Historic Preservation Act of 1966. The amendment, P.L. 96-515, 94 Stat 2997, provides authority under which the National Park Service can lease historic properties within the National Park System or exchange federally-owned property for non-federal historic property within the System. The legislation also supplies authority to contract for preservation of historic properties.

Determining how and when to use these new authorities in the National Park Service planning process is a matter of the moment for every park manager and planner. National Park Service final rulemaking implementing the authority was issued in late November, 1982.

The Historic Preservation Act also authorized establishment of the National Register of Historic Places, instituted state matching

grants-in-aid for historic preservation planning and acquisition projects, and provided matching grants to the National Trust for Historic Preservation. It set up the Advisory Council on Historic Preservation and established procedures insuring that properties on the National Register were not to be adversely affected by Federal or Federally-assisted undertakings or licensing without giving the Advisory Council formal opportunity to comment.

These various provisions serve to extend to other Federal agencies, to States and their political subdivisions, and to local interests the philosophy which the National Park Service has evolved through its decades of cultural resources preservation experience.

This philosophy is embodied in the Service's formal cultural resource management and preservation policy. This opens with the statement that "The National Park Service shall faithfully preserve the cultural resources entrusted to its care and provide for their understanding, appreciation, and enjoyment through appropriate programs of research and interpretation." National Park Service policy for treatment of historic structures follows maxims laid down in 1936 by what is now the National Park System Advisory Board: "Better preserve than repair, better repair than restore, better restore than reconstruct," and, "It is ordinarily better to retain old work of several periods, rather than arbitrarily to 'restore' the whole, by new work, to its aspect at a single period."

Noting that the Historic Sites Act of 1935 places research first among authorities granted, the National Park Service policy calls for conduct and support of research needed to evaluate, preserve, and interpret cultural resources of the National Park System.

The policy goes on to say that research on cultural resources within the System shall be mission-oriented, supporting preservation, development, interpretation, and management. Policy also requires an inventory of cultural resources within National Park System units and appropriate classification for their protection and use.

Executive Order 11593 of May 13, 1971, provides for a central List of Classified Structures (LCS) in the System which are on or eligible for the Register. Currently the List of Classified Structures includes more than 12,000 entries from the 333 units of the National Park System which vary widely in the degree of significance, condition and accessibility for use and interpretation.

In addition to historic structures, the Service has an estimated 10,000,000 museum objects and artifacts of historical significance including the White House furnishing, George Washington's tent, Benjamin Franklin's desk and the contents of Thomas Edison's laboratories, to mention but a few.

The Planning Process

The need to preserve and protect this astounding quantity of cultural resources, as well as natural resources, and to provide for their use, calls for careful planning. By law, each unit of the National Park System must have an approved general management plan (GMP) to guide the protection, use, management and development of the parks. The GMP is supplemented by various studies and action plans which implement the decisions arrived at in the GMP.

Adequate planning for cultural areas and resources requires a working knowledge of the laws and policies affecting these

resources, and of the special protection and preservation needs and characteristics of historic properties--they deteriorate, they are not self-restoring like natural systems, and their planning requires compromises that are not always readily accepted by all concerned.

The planning process itself is relatively straightforward. The first step is preparation of a Statement for Management (SFM) for each park unit. The SFM documents the park's purpose and objectives, the significance of its resources, legislative and administrative constraints on its management, existing use of its lands and waters, influences affecting park resources and visitors in the park, and problems and issues that management must address in achieving park purpose and objectives.

An Outline of Planning Requirements (OPR), updated regularly, records plans and studies needed to deal with the issues and problems identified in the Statement for Management. The OPR serves to justify and support budget requests for identified planning tasks.

Once a planning effort is approved and funded, a task directive is prepared to refine the task, identify steps to be taken and documents to be produced. It also specifies public involvement and compliance requirements, specialized talents needed and time frames to be met.

Preparation of the General Management Plan includes five phases. The first phase is issue analysis which is used to determine that the issues presented in the Statement for Management remain valid, complete, correctly stated, and that the planning team understands their significance and ramifications clearly.

Development of alternatives is Phase II. This requires tentative identification of alternatives for dealing with planning issues and gathering of information needed in developing the alternatives. Phase III determines if the planning team proceeds directly to preparation of a draft GMP/environmental document or whether it provides for preliminary, structured public input through preparation of a brief document soliciting public response to the issues and alternatives.

The fourth phase is drafting the plan. This process takes into account needs to obtain added views from public officials, other groups, and individuals, requirements for development of new issues or alternatives or restructuring those already in hand, and development, operation, and maintenance costs of whatever is proposed.

The process is designed to assist in developing a proposal that represents the best and most cost-effective strategy for dealing with the issues consistent with park purpose and objectives. The draft plan is constructed so that it satisfies National Environmental Policy Act requirements by combining the proposed plan and environmental consequences under one cover. This phase ends with a review period designed to elicit public response to the proposed actions contained in the plan.

The fifth phase of the process is preparing and publishing the final GMP/environmental document. The final plan is not approved for at least 30 days following its release to the public. This is essentially an appeal stage and at the end of the mandatory review period, the plan is approved, unless new or unresolved planning problems remain which require further adjustment to the plan. Approval of the plan is followed by preparation of

budget documents required for subsequent studies, plans, staffing, and development needed to implement the plan. Implementation of the plan, or parts thereof, depends upon Congressional authorization of necessary funds, approval of any needed personnel ceilings, Servicewide priorities, etc.

The Cost-effectiveness Challenge

The foremost challenge to today's National Park Service planners and managers is to meet cultural resource protection and appropriate use objectives cost-effectively and efficiently. Budget constraints mandate such a course of action and the evolving concepts and tools for cultural resource management provide the means and innovative approaches to achieve it.

All reasonable alternatives require examination. The up-front management decisions reflected at the General Management Plan stage are all-important. Their implications for future protection, cost, use, and management effectiveness predispose and condition numerous management decisions and actions that follow. For instance, with the new leasing and contracting authorities in the Historic Preservation Act amendment, today's park planners for the first time are seriously asking the question: who will manage the resource?

Will property be leased, or management contracted out? How will structures be used, by whom, and for what purpose? Estimates are that 40 to 60 leases may be negotiated per year. Can leasing of structures and of historic sites, such as fields suitable for agriculture, provide protection and be cost-effective while permitting the desired types and levels of visitor appreciation?

Once such primary questions are confronted, and decisions made, the level, kind, and amount of preservation treatment can be determined. The process should and must result in preservation and use commensurate with the significance of the resources. Using this approach, decisions can be made to:

- adaptively use some historic structure for park management or concessioner purpose, thereby avoiding the need to build new structures for these purposes;
- leave certain archaeological resources undisturbed but protected against vandalism;
- stabilize some historic structures as ruins rather than undertake costly restoration of all properties. The General Management Plan for the Chesapeake and Ohio Canal does this, providing for both selective restoration and stabilization;
- encourage the private sector to renovate historic properties for profitable commercial uses and benefit from tax incentives as is being done at Lowell National Historical Park in Massachusetts;
- lease large numbers of structures for commercial use, as is being proposed at Ellis Island in New York, while restoring and interpreting others with the help of donated funds;
- manage small or remote historical areas with minimal staff, emphasizing preservation of the historic fabric without attempting to stimulate high levels of visitor use through promotion of the area or the provision of costly visitor facilities;
- profitably remove forests which have invaded battlefield parks, thus restoring a

semblance of the historic scene and making acreage available for farming leases that have the potential for reducing park maintenance costs as well as providing income for cultural resource management;

- contract, where feasible, with local historical associations or other entities to manage historic properties, maintain them, open them for public use, and make approved commercial uses of them. Costs in such cases may be reduced through donated labor and volunteer staffing by interested citizens. Pennsylvania's Historical and Museum Commission follows such procedures. Searight's Toll House, built in 1830 on the old National Road west of Uniontown, is being managed by the Uniontown Area Historical Society. Previous State costs totaled \$20-30,000 annually. This year the State's expenses were limited to supplying \$8,800 to the Association for a one-time rehabilitation and providing \$650 for heat. The Association helps defray costs by charging admissions;
- lease houses for residential and other income producing use. Again, Pennsylvania is doing this. One example is at Washington Crossing, where a five-year lease of a historic property provides a house that also serves as an art studio for the occupant.

These approaches must be used in a context that identifies the purpose of the area, selects the appropriate level of preservation based on the significance of the resource and identifies the amount, kind and location of public use. To the extent that the kinds of innovative and cost-

effective management described above can achieve these ends, they should be used whenever possible.

There is a broad consensus in the historic preservation community that if the nation's historic legacy is to be protected, all available means must be used. Volunteerism, tax incentives, leasing, contracting, adaptive use, donations, and cooperative agreements are but some of the potentially cost-effective tools that need to be examined in planning and managing the cultural properties of the National Park System.

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Identifying Significant Historical Resources: Some Principles from the National Historic Landmarks Program

by Benjamin Levy



Robert C. Post

Ladd-Gilman House in New Hampshire where Nicholas Gilman, Jr., a delegate to the Constitutional Convention, was born. Built in 1721, the house was designated a National Historic Landmark in 1974.

There has always been the need to call attention to the sites at which acts of extraordinary human endeavor unfolded, or which symbolize change, progress, and evolution of peoples, or, which are the very products of mankind's creative genius. Throughout the history of the United States, monuments have been erected, memorials implanted, and plaques affixed on places of special value to the nation's citizenry. People in all places, at all times, have said by these gestures, "These places have special meaning for us; they should not be forgotten and they should be cared for."

As the industrialization and urbanization of the United States intensified and land values increased at explosive rates beginning in the late 19th century, a new perspective ripened within the memorializing consciousness of the nation. That new perspective is what we know today as historic preservation. Beginning with memorials and monuments—essentially statuary

representing something other than itself—and proceeding through the era of recognizing and protecting separate historic sites and buildings, historic preservation emerged in the mid-20th century as a movement seeking the additional objective of protecting entire environmental ensembles. Not content to call attention occasionally to an event or creative act, contemporary preservation calls on us to live and work amidst the handicraft of the past.

It is this new preservation spirit, reinforced by the law of the land, that confronts land managers and urban planners at whatever level of government with an urgency to identify historic buildings, structures, and sites and to consider their protection as part of the decision-making process. To be effective, the identification process must single out more than what is old. All that is old may be historic but what is old is not necessarily historically significant. The job, then, is to distinguish between

resources which are significant and those which are not. One method of determining the difference was evolved by the National Historic Landmarks Program. It provides a sturdy and time-tested model for identifying important historic resources. The National Historic Landmarks Program was authorized by the Historic Sites Act of 1935. The act empowered the Secretary of the Interior, through the National Park Service, to survey, identify, and recognize nationally significant properties in United States history. Even though the mandate emphasized *national* significance, the methodology evolved by the program over its nearly fifty years of existence is equally applicable to state, regional, and local levels of significance. The process is based on a set of principles which are fundamental to a sound system of resource identification. They are:

1. Comparative Analysis

This is simply the act of looking at one thing and judging it against others. Such value judgments are instinctive intellectual processes. In assessing groups of buildings, we might ask which are the oldest, or which are the best preserved, or which best illustrate a style of construction. These are questions rooted in the principle of comparative analysis. Without making comparisons, everything is important or nothing is important.

2. Classification

The act of classing objects by like characteristics is a mental function universal to the human species and thus intrinsic to the intelligence. We know instinctively that dissimilar things cannot be adequately compared. For the first principle above to operate successfully, therefore, the second, that of classification, must be employed.

The National Historic Landmarks Program utilizes classification in the form of a "theme structure" which is a comprehensive outline of the topics and

periods of U.S. history. Each topic is subdivided into component subthemes and facets, and each subtheme's scope is defined, helping to insure comprehensiveness while assisting the historian in defining the bounds of his study. The theme structure is contained in a printed manual, "Prehistory and History in the National Park System and the National Historic Landmarks Program," which assigns cultural units of the National Park System and National Historic Landmarks to appropriate areas of significance within the theme framework.

No classification system is perfect or complete. The general outline used by the National Historic Landmarks Program was suggested as early as 1928 by a National Park Service advisory body. It has undergone one major change and continual, but gradual, interpretation to account for changes in historical perspectives.

Nor should a classification system be used rigidly. Many historic resources share in a number of themes. Religious edifices can be important not only in the history of religion, but also in the development of the nation's musical heritage and political development. Furthermore, if study indicates a gap in the outline, the theme structure should be modified or reinterpreted to encompass a representative aspect of a property's value that was previously ignored. For all its imperfection and tendency to rigidity, a classification system is indispensable. It helps make order out of chaos, and it compels the mind to systematic inventory rather than leave the process of identification to whim, caprice, or political favoritism. In fact, a rationalized system of survey and identification often affords one means of resistance to unreasonable pressures.

3. Comprehensiveness

This principle dictates that in order to fully identify significant resources, the process of identification must be complete; it must consider the whole story. Partial surveys risk overlooking resources that can only be recognized from different perspectives. There is no effective way of judging the value of an historic resource without seeing it in its broadest context. Identifying historic resources to insure geographical representation may guarantee something for everyone but such a result will be intellectually deficient. Visual surveys have their role in identifying scenic, picturesque, and otherwise appealing cultural landscapes and architectural features. These methods, however, are limited by highly subjective aesthetic judgments which frequently deteriorate to expressions of taste or fashion.

A sound identification process must be guided by an intellectual framework which compels the surveyor to answer fundamental questions as to the existence of historic resources in the area of his or her survey representative of historical themes relevant to that area. This demands study of both the particular and general historical literature germane to the subject area. The outline fashioned by this exercise can then be tested by actual survey and amended, as necessary, by resource discoveries as the search progresses.

The following is a partial outline of the classification system used by the National Historic Landmarks Program:

- I. The Original Inhabitants
 - A. The Earliest Americans
 - B. Native Villages and Communities

- C. Indian Meets European
- D. Contemporary Native Cultures
- E. Native Cultures of the Pacific
- F. Aboriginal Technology

II. European Exploration and Settlement

This theme covers related activities of European nations within the present territory of the United States from the earliest recorded voyages until 1917. (Each theme is so described in the complete outline but this descriptive paragraph is deleted for all but this example.)

A. Spanish Exploration and Settlement

This subtheme includes all activities by Spain within the present continental and overseas territory of the United States from Columbus' landing on St. Croix in 1493 until the conclusion of the Spanish-American War in 1898. (Each subtheme is so described in the complete outline but this descriptive paragraph is deleted for all but this example.) Facets:

- 1. Caribbean
- 2. Southeast
- 3. Southwest
- 4. California
- 5. Pacific

- B. French
 - 1. . . .
 - 2. . . .
 - 3. . . .
 - 4. . . .
- C. English
 - 6 facets
- D. Other
 - 3 facets
- III. Development of the English Colonies, 1700-1775 (This and the succeeding themes have subthemes and facets not reproduced here.)
- IV. Major American Wars
 - V. Political and Military Affairs
 - VI. Westward Expansion, 1763-1898
 - VII. America at Work
 - VIII. The Contemplative Society
 - IX. Society and Social Conscience

4. Criteria

How to define significance is a fundamental question confronted by any resource identification process. Expressing that definition, whatever it may be, is the job of criteria. Statements of criteria are many and varied; they have changed with time and circumstance. Although imperfect and subject to reinterpretation, they are essential because they make the identification process objective and legitimate and less subject to whim or perversity. The following are the criteria adopted by the National Historic Landmarks Program:

- I. The quality of national significance is ascribed to districts, sites, buildings, structures and objects that possess exceptional value or quality in illustrating or interpreting the heritage of the United States in history, architecture, archeology, engineering and culture, and that possess a high degree of integrity of location, design, setting, materials, workmanship, feeling and association, and:
 - A. that are associated with events that have made a significant contribution to, and are identified with, or that outstandingly represent, the broad national patterns of United States history and from which an understanding and appreciation of those patterns may be gained; or
 - B. that are associated importantly with the lives of persons nationally significant in the history of the United States; or
 - C. that represent some idea or ideal of the American people; or
 - D. that embody the distinguishing characteristics of an architectural type specimen exceptionally valuable for a study of a period, style or method of construction, or that represent a significant, distinctive and exceptional entity whose components may lack individual distinction; or
- E. that are composed of integral parts of the environment not sufficiently significant by reason of historical association or artistic merit to warrant individual recognition but collectively compose an entity of exceptional historical or artistic significance, or outstandingly commemorate or illustrate a way of life or culture; or
- F. that have yielded or may be likely to yield information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites are those which have yielded, or which may reasonably be expected to yield, data affecting theories, concepts and ideas to a major degree.
- II. Ordinarily, cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings and properties that have achieved significance within the past 50 years are not eligible for designation. Such properties,

however, will qualify if they fall within the following categories:

- A. a religious property deriving its primary national significance from architectural or artistic distinction or historical importance; or
- B. a building or structure removed from its original location but which is nationally significant primarily for its architectural merit, or for association with persons or events of transcendent importance in the nation's history and the association consequential; or
- C. a site of a building or structure no longer standing but the person or event associated with it is of transcendent importance in the nation's history and the association consequential; or
- D. a birthplace, grave or burial if it is of a historical figure of transcendent national significance and no other appropriate site, building or structure directly associated with the productive life of that person exists; or
- E. a cemetery that derives its primary national significance from graves of persons of transcendent importance, or from an exceptionally distinctive design or from an exceptionally significant event; or

- F. a reconstructed building or ensemble of buildings of extraordinary national significance when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other buildings or structures with the same association have survived; or
- G. a property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own national historical significance; or
- H. a property achieving national significance within the past 50 years if it is of extraordinary national importance.

5. Professionalism

For the ultimate product of the identification procedure—the inventory and assessment—to go successfully unchallenged it must be the product of expertise. To get good architecture, get a good architect; to get good history, get a good historian. The craft of history is based upon its own professional principles—test for validity, comparative weight of evidence; currency of interpretation, and so on. The application of these principles requires a proficiency for which an historian has trained.

6. Ranking

The process of surveying, identifying, and inventorying significant historic resources may seek to distinguish those resources in ways from gross to subtle. The historian might distinguish merely between the significant and

the insignificant. He might draw the line between nationally and less than nationally significant resources. He might group resources by local, state, regional, and national significance and within each of these categories list them by relative order of importance. The latter scheme is ideal; it is also the most difficult, tedious, and expensive. It is, however, the most responsible way the historian can serve both the manager and planner.

The manager's dilemma is how best to expend limited funds on historic resources that demand more than he or she has to spend. By ranking historic resources in a scale of significance, the historian provides a basis for choice for the manager. This is not to suggest that the manager's decision will be determined by the ranking of resources, but such ranking provides a vital component to the overall data upon which the manager will act.

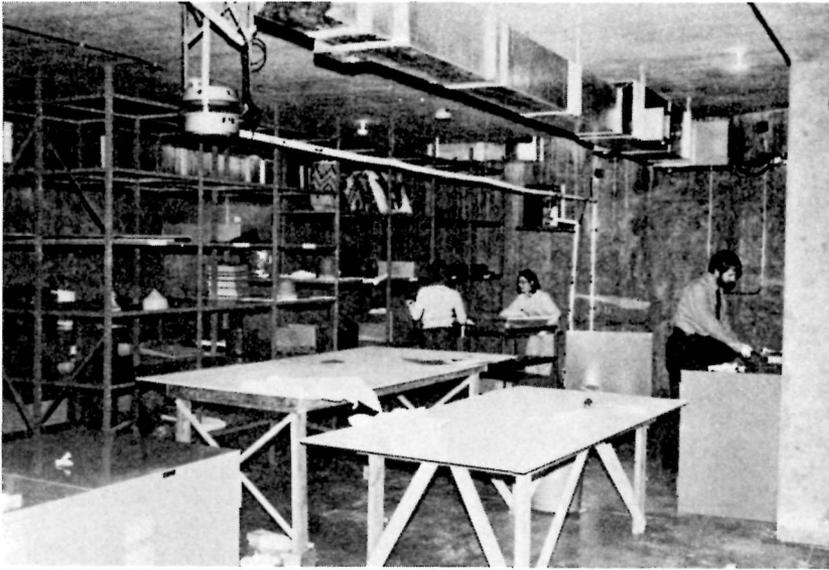
7. Independence

Just as the most responsible way for the historian to identify significant historic resources for the manager is to rank them comparatively, the most responsible way the manager can require the historian is by assuring that the historian render his or her assessment of significance independent of the factors it is management's obligation to weigh, such as expense, practicality, and political outcome. By cooperating thus in their respective spheres, manager and historian can mutually generate a sound and defensible inventory of historic resources.

Benjamin Levy is Senior Historian with the National Park Service's History Division. He is responsible for the identification and designation of National Historic Landmarks.

Collection Management Planning in Parks

by Ann Hitchcock



Arthur C. Allen, NPS

Curatorial team coordinated by the Regional Office helped improve storage and prepared a Collections Preservation Guide for Nez Perce National Historical Park (November 1982).

Most parks have collections of objects.¹ For some parks the collections have been made intentionally. For others, the collections are accumulations of gifts, isolated objects brought in by well-meaning visitors and park staff, and miscellaneous other items that “just appeared” in a back room, most of them remaining undocumented. These unplanned and unrecorded collections are common in parks on the national, regional, state, and local level. Because park managers are accountable for these collections, this situation should be of considerable concern.

The purpose of this article is to compare the development of collections by museums and parks, discuss the factors peculiar to parks that might lead to unplanned and undocumented collections, and outline planning strategies that will provide parks with coherent, meaningful,

useful, and well cared for collections.

The “Museum Role” of Parks

Many parks operate museums, yet fail to acknowledge this “museum role” as a legitimate and integral part of a park’s function. Most parks collect, interpret, and display objects to the general public and, thus, technically qualify as museums. But park staff often do not consider their parks or themselves a part of the museum profession. Consequently, the basic tenets of the museum profession, in collections planning and management, are frequently unknown, ignored, or, at best, overlooked.

Part of the reason for this uncertainty regarding the “museum role” of parks is historic. The legal mandate establishing most parks does not mention the preservation of cultural objects or natural history specimens. Even in cultural parks, the historic site, scene, and structures are the primary factors identified in the park’s legal mandate and statement of purpose.

By contrast, generally a museum is established for the express purpose of collecting, documenting, researching, and displaying objects from a particular culture, time period, or area. These functions are stated in the museum’s charter and by-laws. Additional documents such as a collections policy, are developed by the museum to outline specific types of objects to be collected and the manner in which those collections will be managed and used. In museums the linkage between the objects and the charter is quite clear. In parks this linkage is less defined and frequently absent.

As a result of this lack of clear definition of the role of objects as resources in parks, collections tend to be haphazard rather than planned. Collections management is also frequently haphazard with the result that parks lack accountability for these collections and are unable to exert control over their growth, preservation, use, security, and disposition.

While specific reference to collections may be absent in the legislative mandate, early planning documents should define the kinds of objects, if any, that will be recognized as legitimate park resources deserving of attentive management.

Planning Strategies for Park Collections

Most park systems require a series of planning documents to be written and reviewed during development and full operation of a park. To establish collections management as a legitimate function of parks, it must be incorporated into each level of planning. By way of demonstrating how this might be done, the National Park Service planning process is used to show where and how collection management concerns may be incorporated.

The National Park Service has guidelines and procedures for management of object collections.

¹The term “objects” will be used to refer to historic and prehistoric objects and natural history specimens.

Two documents, the Scope of Collection Statement and the Collection Preservation Guide, define what a park may collect and how those collections will be preserved. These documents, however, are only a small part of the planning process. Clearly, to gain the attention of park managers, collections management planning must be integrated into primary planning documents.

In the following discussion, the purpose of the primary National Park Service planning documents is outlined, and their relevance to collection management issues is assessed.²

New Area Studies

Planning studies are conducted by the NPS to assist the Department of the Interior and Congress in determining the kind of federal actions that may be desirable for the management and protection of areas considered to have potential for addition to the National Park System. A reconnaissance survey is done to determine, among other factors, the significance of the area's resources and existing provision for protection of the resources. Object resources, if present, should be part of this evaluation. If the area is deemed significant, a more detailed study is prepared, suggesting alternatives for protection and management, including federal and non-federal options.

Legislation, Presidential Proclamation, or Executive Order

The purpose of a National Park Service area is usually defined in

²These planning documents are required for NPS areas. Many current park plans, however, fail to take museum object resources into account and need to be amended to correct for this omission.



Richard Frear, NPS

Cataloguing and storage area in new facility (Building 315) at Golden Gate National Recreation Area. Collections shown are from the National Maritime Museum.

the legislation, presidential proclamation, or executive order establishing the area. The enabling law, the accompanying legislative history and an activation memorandum, analyzing the legislation, are the nucleus of the planning process.

In rare cases, the preservation of objects is a part of the legislative mandate, but usually collections are not mentioned. In the absence of specific legislation, parks rely on existing general legislative authority to collect and preserve objects. This authority derives principally from six laws and an executive order (i.e., Act for the Preservation of American Antiquities, 1906; National Park Service Organic Act, 1916; Historic Sites Act, 1935; Museum Act, 1955; National Historic Preservation Act, 1966; Executive Order 11593; and National Historic Preservation Act Amendments, 1980). When the legislation for a park does not specifically mention objects, the determination of whether a park will establish and maintain object collections is made in subsequent

planning documents. In addition to conformity with enabling legislation, proclamations, or executive orders, the management and care of park resources must comply with the NPS **Management Policies**, which has fairly specific mandates regarding the care of object resources (See Chapter 5).

Statement for Management

The Statement for Management is a brief document providing an overview of the purpose, resources, major issues, and management objectives of the park. It is the park's first operational planning document. In this document the purpose and objectives of the museum collections, if any, are broadly stated and the contents of the collections are inventoried and analyzed for significance. Highly significant objects or specimens are noted.

Particular issues and deficiencies, such as unrecorded objects, lack of adequate storage and fire protection of security, and lack of preservation maintenance or stabilization of objects are listed. The need for, or status of, plan-

ning and inventory documents pertaining to collections is also described (e.g., Scope of Collection Statement, Collection Preservation Guide, catalog records).

Outline of Planning Requirements

The Outline of Planning Requirements lists in priority order, for a five-year period, the plans and projects identified in the Statement for Management. This process guarantees that projects will be accomplished in a logical sequence, according to the greatest need. Programming documents (Forms 10-238 and 10-237) are submitted to describe projects and request funding.

At this point the collections management activities compete with other park activities for funding. The needs of the collections must be fully described as well as the impact on the resource, if those needs are not met. Also noted are policy requirements and legislative mandates pertaining to the management of the resource, such as the Executive Order 11593 and National Historic Preservation Act Amendments of 1980 that require Federal agencies to locate, inventory, and nominate to the Secretary of the Interior all objects under their jurisdiction or control that appear to qualify for the National Register.

Collections needs that might be identified through the Outline of Planning Requirements include, but are not limited to the following:

1. Write Scope of Collections Statement to identify types of objects appropriate for park collections.
2. Write Collection Preservation Guide that will outline collection management deficiencies and recommend specific corrective action.
3. Accession and catalog the backlog of uncataloged objects; enter records into the National Park Service's National Catalog of Museum Objects.

4. Reorganize storage area and purchase new storage equipment to provide adequate preservation and security for collections.
5. Conduct a condition survey to determine the condition and stability of objects in the collections and identify specific objects needing conservation treatment.

The Outline of Planning Requirements is a critical step toward the preservation and management of museum collections. To receive adequate recognition by management, the collection needs must be clearly stated, the urgency must be accurately assessed, and the need for the project to meet legislative mandates or National Park Service policies, guidelines and directives must be demonstrated. Care must be taken that requests are listed in a logical sequence with prerequisite tasks receiving higher priority.

Task Directive

Once a project has been approved and funded, a task directive is prepared, defining the task and identifying who will accomplish it. In some cases, the work may be done by park personnel, in others, regional or center staff, or a contract with professional curators or conservators might be used. If the task is complex, a detailed plan with time limits and funding allocations is prepared.

General Management Plan

Another planning document that includes consideration of museum collections is the General Management Plan. This plan provides the long-range strategies for addressing issues and achieving management objectives over a five- to ten-year period. The plan covers two types of strategies—those to preserve and manage the park's resources, and those to provide for interpretation and visitor use.

Museum collections are affected by both objectives.

With reference to collections management, the document should identify major long-term needs. If there is an extensive backlog of uncataloged collections, the need to bring catalog records up-to-date and gain accountability for the objects should be identified. Another typical problem that currently faces many park managers is gaining accountability over park archeological collections that are scattered and stored at non-National Park Service institutions, such as universities and museums. This situation usually occurs as a result of the outside institution having a contract to survey or excavate in the park and then continuing to hold the collections after completion of the project. To gain accountability over such dispersed collections, the park manager might describe a project to inventory, catalog and return the objects to a new storage area prepared for them at the park or in the region. The project would require long-range planning to locate, or construct, and prepare the storage room, and the actual transfer of objects might occur over several years.

A project that involves the second strategy, to provide for interpretation and visitor use might be a park manager's desire to refurbish and interpret an historic structure that was heretofore closed to the public. In relation to collections, the plan would call for an Historic Furnishings Report to research the historic contents of the structure; if warranted, propose a refurbishing scheme and identify the objects to be used, either newly acquired or from park collections; and provide a plan for the curatorial maintenance of the furnishings.

The General Management Plan, thus, is a useful catalyst for addressing long-range collections management needs. Beyond the **General Management Plan** there are a variety of resource-specific plans that are used by the National Park Service.

Resource Management Plan

All parks are required to complete Resource Management Plans that identify and rank, according to priority, important and urgent natural and cultural resource management problems, and then propose a schedule for taking action to resolve them. In many cases, problems identified in the Statement for Management, Outline of Planning Requirements and General Management Plan will be restated and further developed in the Resource Management Plan, depending on the significance of the resource and the urgency of the problem.

As with previous documents, the plan states the problem, suggests alternative solutions and probable impacts, and recommends a course of action. Reference is again made to legislative mandates and National Park Service policies and guidelines that need to be met. Parks with collections that are uncataloged, stored in conditions detrimental to their preservation, or subjected to unnecessary security or fire risks, must identify these and other urgent problems in the Resource Management Plan.

Plans and Guides Specific to Collections

The three primary planning documents that are prepared for collections are the Scope of Collection Statement, the Collection Preservation Guide, and the Historic Furnishings Report. In addition, many parks are beginning to use "collection condition surveys."

The preparation of each of these documents is programmed into the park planning process through the Statement for Management, the Outline of Planning Requirements, the General Management Plan, and the Resource Management Plan.

The *Scope of Collection Statement* is a comprehensive, but succinct, statement of the subject matter covered by the collection and the type and extent of objects to be collected. It also identifies the staff and facilities available for curation and preservation of the collection, and briefly reiterates the National Park Service standards by which the collection will be maintained. It is usually prepared by the park, in conjunction with the regional curator, and may involve the Curatorial Services Division in the Washington Office. It receives final approval in the regional office.

The *Collection Preservation Guide* is an all-encompassing action plan for the curation and preservation of a park collection. If a Scope of Collection Statement has not been written, the Guide may provide suggestions for one. It examines the accession and catalog records and makes any necessary recommendations for action to bring them up to standard. It reviews and makes needed recommendations regarding storage. The plan may call for redesign of the storage area, recommend the purchase of new storage cabinets or environmental control equipment, and suggest installation of certain fire protection and security devices. It will examine the objects on exhibit and propose changes to improve their preservation.

The plan will also include maintenance schedules for the objects in storage and on exhibit. Relevant reference material to assist the park in collection management is provided. In addition, the guide will make recommendations regarding staffing for the park's curatorial program. The Collection Preservation Guide is usually prepared by an outside party for the park, i.e., the regional curator, the Division of Curatorial Services in the Washington Office, or a professional contractor specializing in collections management.

The *Historic Furnishings Report* provides historical documentation on a structure and its contents and, if appropriate, makes a recommendation to refurbish. The plan has an administrative section and an historical data section. The administrative section describes the location and proposed use of the structure; the interpretive objective; the operating plan, including visitor circulation, and staffing; and provision for storage of the documents, photographs, and tapes resulting from the study. The historical data section includes an analysis of the historic occupancy, documentary evidence of historic furnishings, and recommendations regarding refurbishing. If the structure is to be refurbished, recommendations of furnishings to be used and their acquisition and documentation, installation, maintenance, and protection are provided.

The "*Collection Condition Survey*" is a detailed survey of all or part of a park's collection, to evaluate the condition of the objects from the standpoint of preservation. The survey may examine groups of objects, (i.e., metal objects or paintings) or individual objects and make recommendations for actions to improve preservation, such as revised storage or environmental conditions, or treatment of in-

dividual objects by a professional conservator (e.g., cleaning a painting, repairing a basket). The survey is usually accomplished by a professional conservator, either from the Division of Conservation, Harpers Ferry Center or regional staff, or by contract.

These four documents are the essence of collections management planning in the National Park Service. They are used in concert with the overall planning documents for a park to provide coordinated collections management.

Conclusion

Collection management planning in parks is markedly different from collection management planning in museums, although the goal is the same: to document, preserve, and interpret the collections. Collection management planning in parks is far more complex. Whereas the purpose of a museum focuses on a single resource, the objects, the purposes of a park focus on a multiplicity of resources, only one of which is the object collection. Consequently, to gain recognition and have an impact, collection management planning in parks must be integrated with the overall park planning process that encompasses all resources. When collection management requirements are integrated into a

park's planning process, and park management is effective in implementing the approved plans, then the collections will be assured of proper documentation, preservation, and interpretation.

Ann Hitchcock is Chief Curator for the National Park Service.

Maritime Preservation in America - Coming of Age

by J. Revell Carr



Mary Anne Stets

The last surviving wooden American whaleship, the *Charles W. Morgan*, built in 1841, being preserved at Mystic Seaport.

It should be clear to anyone who was near a television set on the 4th of July 1976 that there is a great fascination with the sea. The brilliant success of the op-sail program as part of this nation's bicentennial celebration is clear evidence of this interest. This country's relationship with the seas and waterways is as old as the settlement of this continent. While we often think of maritime history as a separate, somewhat esoteric subject, a closer examination will reveal that it is woven into the fabric that makes up our nation's history.

This article will review maritime preservation in broad terms, touching on at least 10 different manifestations of the effort.

Maritime Museums

The tradition of the American maritime museum has its origins nearly 200 years in our past. In 1799 the East India Marine Society in Salem, Massachusetts, was established and began what was to develop into the Peabody Museum of Salem, one of our leading maritime museums.

Now, the maritime museums of this country have developed rich holdings in many traditional museum categories. Maritime paintings range from dramatic seascapes by highly skilled artists to primitive ship portraits by self-trained pier-head artists. Maritime subjects were favorite among print makers throughout the history of this nation, and

therefore our collections are strong in this category as well.

Since we are dealing not only with the art but with history, the maritime museums abound with historical artifacts, items used by sailors in their daily lives, oil lamps, uniform items, sea chests, and ditty boxes. Our exhibits and storage areas contain the trade items and those exotic items found in far off lands. Our museums deal with sculpture in a variety of forms, ranging from figureheads, which adorned the bows of ships to three dimensional representations of the ships themselves, in the forms of builder's half models to complex and exquisitely detailed ships' models. The folk arts of the sailors are also represented in the

form of knot work, models in bottles, and scrimshaw. Actual boats are also found in our maritime museums and reveal a great deal about the maritime characteristics of their region.

There are several dozen good maritime museums functioning in this country. More than 30 of them belong to an organization known as the "Council of American Maritime Museums," which acts as a forum for discussion among these museums, focusing on the unusual problems they share. The great majority of our maritime museums are either regionalized or specialized in that they treat a particular subject.

Ship Preservation

It is perhaps in this field of the preservation of full size ships that the image of maritime preservation is most firmly seated. There is no doubt that they, in and of themselves, make dramatic statements, and because of that there seems to be a great deal of interest in acquiring square rigged vessels, in particular, to grace waterfront areas. Obviously notable among preserved ships in this country are the CONSTITUTION in Boston, which is still a commissioned vessel in the United States Navy, and the 1841 whaling bark CHARLES W. MORGAN being preserved at Mystic Seaport Museum. This is the last surviving example of more than 500 similar whaling ships that dominated the whaling industry in the mid-19th century. A number of other notable successes include THE STAR OF INDIA, in San Diego, the recently restored ELISSA in Galveston, and THE DELTA QUEEN working on the Mississippi.

Ships themselves create a discipline for those who are seeking to preserve them. If you

don't care for them well, they sink. It has happened in New England with a coasting schooner, it has happened in New York with a harbor vessel of considerable size, and it has happened recently in Seattle. What is essential is a responsible approach to the preservation of any ship where its long term survival is the objective.

Historic Structures

In a number of locations around the country there are still historic structures in existence which served the maritime needs of the nation. One major and most challenging project is being handled by the National Park Service in the Boston Navy Yard. There such distinctive buildings as the Chain Foundry and the 1,200 foot granite rope walk remain as very significant documents of that yard's earlier operation.

It is, of course, highly desirable to preserve maritime structures in their original settings, such as South Street in Manhattan or Bath, Maine, but this is not always possible. They may have to be moved to "maritime sanctuaries" such as Mystic Seaport Museum in Connecticut or St. Michaels on the Chesapeake. The challenge here is to find a balanced approach to the long term preservation of the structures and possible alternate use which insures their survival when pure preservation funding is not available.

Maritime Education

In our field, maritime education takes place both at sea and ashore. However, this reference is to the traditional education program. Like most museums, the maritime museums are given the great opportunity to work with tens of thousands of young people in school groups each

year. Their interests seem strong both in the museums and in the ships, and, of course, it is our hope that we will spark an interest that will be kindled into later curiosity in the maritime field.

The opportunities for undergraduate training in maritime subjects are quite limited. There are several colleges, particularly in the Northeast, where some specific courses are taught in maritime history, but this is not generally a detailed approach. There exists, however, the Sea Education Association which works out of Woodshole, Massachusetts, with academic training ashore and at sea on their schooner, WESTWARD.

Mystic Seaport Museum also conducts a unique program with a full academic semester of maritime studies and credit being awarded by Williams College. On the college graduate level there are again individual opportunities at certain universities for some study in this field, and Mystic Seaport is operating for the 29th year its graduate level program in maritime studies during the summer months.

Finally, under this category of Education, there are great opportunities in the field of what is now known as adult education. Courses are being taught in navigation, in boatbuilding and a variety of other maritime skills or arts. In addition, academic symposia are developed and conducted by a variety of organizations.

Maritime Libraries and Publications

The focus of maritime library support for scholars working in the field is found in maritime museums. The libraries at the Peabody Museum, in Salem, at Mystic, at Mariner's Museum, and at the Philadelphia Maritime

Museum all serve well in this role. Their holdings are widely varied, but include in most instances not only imprints but enormous manuscript and archival collections as well as other related items such as navigational charts and extensive collections of ship's construction plans.

It is also within the maritime museums that a great deal of publication in the field develops. The books and monographs produced by the museums cover an extremely wide range of subjects covering the museum's regional stories and their areas of special interest.

A number of the museums have their own journals, and other associations and special interest groups have their magazines or journals. Through these publications and periodicals a great deal of maritime history and tradition is being preserved.

Sail Training

The maritime preservation field is not content simply to preserve the objects, but feels that a major emphasis should be placed on the experience of going to sea through its sail training programs. While most of these programs are aimed at young people, there is an increasing interest among adults and there are more opportunities for adults to go to sea in large vessels under educational programs. The focus of this activity is the American Sail Training Association.

Skills Preservation

In addition to preserving the experience of going to sea, the maritime preservation field also recognizes the necessity to preserve the skills that are needed to build and maintain historic vessels. In some instances this

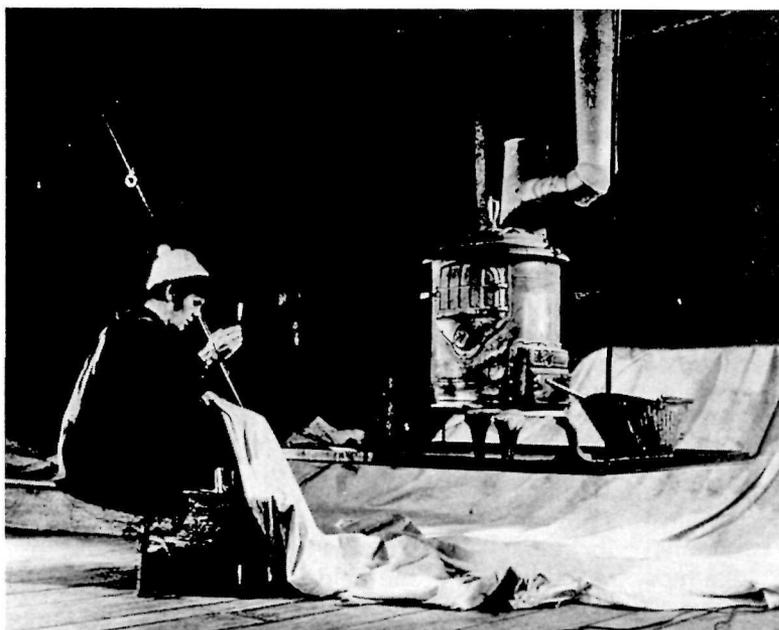
commitment has been made out of necessity as institutions took on the responsibility to save ships. A key element of these programs has been the passing on of skills from one generation to another. In a number of maritime preservation efforts and museums, skills preservation is being carried out in relation not only to large vessels but also small boat building.

Oral History

For the maritime museums, the great majority of oral history work is classified as applied research rather than theoretical. As the museums seek to interpret the American fisheries industry, the life of the deep sea sailor, and many other subjects, interviews are being held with those few individuals who can be found who have had these experiences. In a number of instances, projects are being carried out with audio and video tape and film to record current activities, and to assist with proper interpretation of our on-going maritime story.

Maritime Festivals

As mentioned earlier, the success of the op-sail program in New York in 1976, and more recently in Boston and Philadelphia, gives clear testimony to the interest of the American people in the sea. These maritime festivals bring hundreds of thousands of people to the water and give them a greater awareness of this part of their history. While these major events, focusing on the square rigged training vessels of the world, attract enormous publicity, there are numerous smaller programs being carried out around the country.



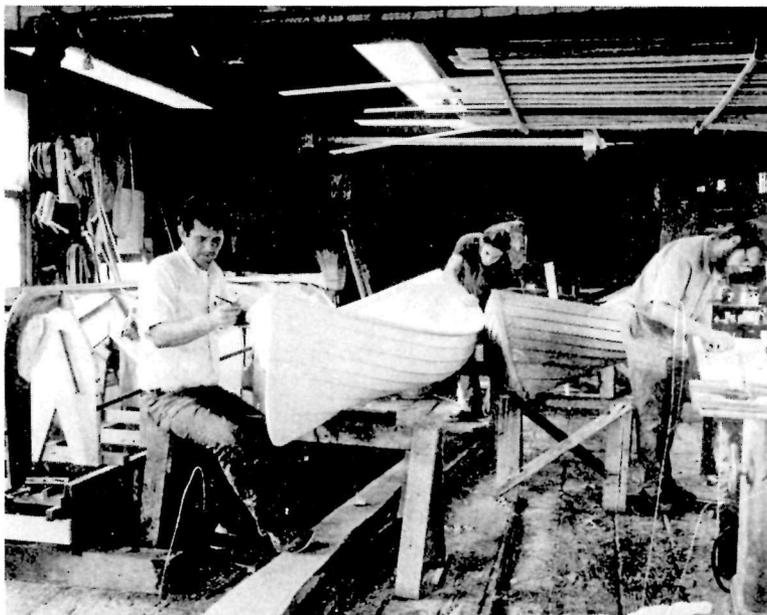
Lester D. Olin

Interior view of the 1844 Charles Mallory Sail Loft, one of the historic buildings moved to Mystic Seaport Museum. Unique suspension of the stove provides clear floor space for spreading out canvas sails.

Urban Waterfront Restoration, Preservation and Revitalization

Within American cities there has developed an increased awareness of the waterfront as a major asset. Unfortunately, in most instances, years of neglect have taken traditional maritime structures such as warehouses and port facilities to irretrievable states of deterioration. However, in some areas, original buildings can be salvaged and restored. In New York, Baltimore and other cities and towns revitalization projects incorporating commercial development and non-profit maritime-oriented activities can be seen. As each of these projects proceeds, more Americans will be drawn to the waterfront and to their maritime traditions.

Within the maritime preservation effort there are some very encouraging prospects. Eighteen months ago the National Trust for Historic Preservation sponsored the second National Maritime Preservation Conference. An outgrowth of this conference was a National Trust Task Force focusing on our maritime heritage. The task force suggested that National Trust Grant funds could be effectively used in bringing together the various elements of the maritime preservation field, rather than make small individual grants for specific projects. Three sub-committees of the task force will work to encourage the establishment of professional standards in all aspects of our work, and to address major preservation and education issues as well as major business and political issues relating to maritime preservation. The objective is to have a position paper on standards and priorities prepared for the annual meeting of the National Trust in May of 1983.



Mary Anne Stets

Master boat builder Barry Thomas building Rangeley Lake boats with apprentices at Mystic.

The international situation that exists in this field should be mentioned. For more than a decade there has been an organization known as the "International Congress of Maritime Museums," which functions as a vehicle for coordinated international efforts in the maritime field. This group meets every three years, with an Executive Council meeting annually to carry on the business of the Congress.

Certainly there is a great deal of work to be done. New museums are needed. There should be, for example, a museum of the fisheries. Certain regions do not have maritime museums telling their stories. Certainly there are other ships to preserve and efforts are moving forward there. The endangered historic structures need to be recognized and adopted by preservation organizations. There is ample work to absorb the energies of many individuals and organizations.

It is apparent that in maritime-related efforts there are some needs at the national level. The submerged archeological sites, consisting primarily of shipwrecks, are among the most endangered of our cultural resources since they are essentially at the mercy of treasure hunters and souvenir-seeking divers. National leadership is re-

quired to bring about strong legislation to protect these resources, and enforcement of this legislation is also necessary. It also seems that within the Department of the Interior or the National Park Service there is no office with particular maritime cognizance. I would suggest that such an office be established so that staff members with particular sensitivity to the protection of maritime resources be able to review other service or department projects.

It is my opinion that maritime preservation in this country is coming out of its adolescence. It has survived its difficult early years. It has come through the growing pains and the projects that have failed. But all of that experience has created a new awareness of what is needed within this field. As I look to the future I see an awareness of high expectations in the maritime preservation field, and an awareness of the benefits that can come when a mature, rational, organized approach is clearly defined.

J. Revell Carr is Director of the Mystic Seaport Museum in Mystic, Connecticut. This article is an abbreviation of a paper Mr. Carr delivered at a meeting of the George Wright Society, October 18-20, 1982, in Washington, DC.

Interpretation of Indian Subject Matter

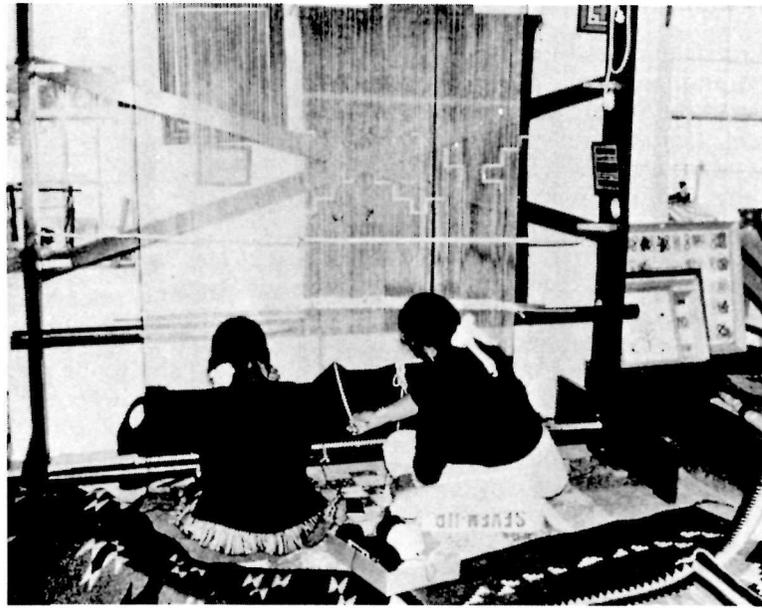
by David M. Brugge

A great many of our National Park areas have interpretive themes that deal with or relate to American Indian prehistory, history, or culture. We should be, on the basis of experience, leaders in the field of interpreting such subject matter. In actual fact, we still have a ways to go. Good interpretation should be attractive to all potential audiences, yet many of our programs fail to appeal to Indians or even to some non-Indians who have developed a real interest in Indians. Interpretation of Indian subjects requires many of the same sensitivities that apply in dealing with stories relating to any minority ethnic or racial group, but can often be even more difficult because the cultural and language differences are considerably greater than in most other cases.

Stereotypes

One problem encountered is that of stereotypes. Although not as complex as some other problems, it is not really as simple as it sounds. Stereotypes are variable through time and space and among different social groups. And, there are real differences among peoples, and these are often the basis of stereotypes.

Identification of a stereotype is not always easy. According to Webster's New Collegiate Dictionary, 1977 edition, a stereotype is "a standardized mental picture that is held in common by members of a group and that represents an oversimplified opinion, affective attitude, or uncritical judgment"; the verb includes the meaning to "make hackneyed." The adjective form means "lacking originality or individuality."



Fred E. Mang, Jr.



Richard Frear

Factual interpretation advances the appreciation of American Indian culture to a wider audience.

On the basis of these definitions, it appears obvious that stereotypes of other peoples would frequently develop as a result of superficial knowledge. There are far too many cultures in the world for any one person to have in-depth knowledge of all, or even of all those with which it might be necessary to interact.

Stereotypes provide people with rule-of-thumb ways of relating to various groups. They are often neutral in terms of values, sometimes complimentary, but all too frequently have derogatory connotations in terms of the values held by the users. Even those that connote positive values may cause resentment due to the effect they may have of denying a person his or her individuality. They can also become a vehicle for overly romanticizing a people, resulting in as distorted, if not as unflattering, a picture as do those with negative connotations.

It is important to keep in mind that all people are individuals and that while they are likely to conform in most ways to the standards and customs of their own cultures, they usually have their own personal quirks as well. In addition, the ways in which they conform are usually far more complex and variable than they appear to the casual outside observer.

Stereotypes can be recognized, but they often creep into the work of even the most fair-minded interpreters. Characterizations that are presented as always true are very likely to be stereotypes, although all adjectives should be subject. "Warlike" and "treacherous" are obvious prospects for stereotyping, but how about "peaceful," "artistic," and "docile," the last

a common term in Spanish colonial documents. Nouns also stereotype, however, and "savages," "barbarians," and "pagans" are clear examples of words that can be used to imply that another people is inferior.

One unfortunate by-product of stereotypes, or perhaps more properly, an attempt to avoid them, is that of creating euphemisms, words that really say about the same thing but which pretend that they do not. Once a euphemism becomes accepted, it frequently takes on all the negative connotations of the original and it becomes necessary to look for a new euphemism. In searching for alternative terms, when they are required, it is important to try to find words that actually do convey a different meaning, those that cannot be easily distorted, nor that are overly cumbersome to use.

While single words can create very obvious stereotypes, the presentation of a condition or situation as an alleged recreation of the past can often become the vehicle for stereotyping, sometimes without intending to do so. We all recognize the scene of "happy, simple Blacks on the plantation" as both a stereotype and a major distortion of truth. How many see the similarities in a story that depicts "happy, simple Indians in the mission" and what have they done about it?

This last example raises another issue, that of tactful handling of difficult subject matter. The most difficult subjects are those dealing with two or more minority peoples. In the example of the mission, the relationship between the missionaries and the missionized is peaceful, at least on the surface, over periods long enough that those so inclined can make a case to support their

stereotype. The "plantation" paradigm, as it relates to the mission, is naturally pleasing to some visitors. On the other hand, Indians are likely, justifiably, to take offense. Dealing with the problem of cultural conflict, whether in overt warfare, competition short of war or in a dominant-subordinate relationship, presenting both sides fairly is not at all easy.

Points of View

Interpretation needs to be lively, for it does not have a captive audience. A program that tells a story from the point of view of only one side can allow the audience greater opportunity for identification with the subject and thus creates greater interest. Innovative methods are required to tell both sides of a story without lapsing into a convoluted narrative or a pedantic treatment. It can be done if care is taken to learn well both points of view. To discuss with sympathy the opinions of peoples who were enemies takes careful planning.

A particularly sensitive matter is defeat and conquest. A great many of our areas relate to military affairs, and the Indian wars make up no small part of this aspect of history. Development of programs that can be attractive to Indian visitors on such subjects is a very real challenge. Where the other participants were ancestral to modern minority peoples, such as Black buffalo soldiers or Hispanic frontiersmen, or where inter-tribal fighting is an important part of the story, such as warfare between Pueblo peoples and Apaches, the temptation to depict one side in heroic terms by showing the other as evil must be resisted.

Cultural Beliefs

Seldom do cultures engage in activities which they consider improper. Their reasons for doing things may not be acceptable within the worldview of our own culture today, but they had justification that made what they did right in terms of their own beliefs. It is one of the great tragedies of human history that the beliefs of one group have so often led them to treat members of other groups as less than fully human. It does not help to place blame on the descendents of peoples who, when they found that their beliefs conflicted with the rights of outsiders, gave precedence to their beliefs. We do need to recognize the injustices of the past in order to avoid their recurrence, but must avoid doing so in ways that create new injustices.

When describing the lifeways of other times and other peoples, we should also be alert to customs which, while not necessarily involved in historic conflicts, would appear repugnant, immoral, or ludicrous to a modern audience. Again, such customs were, and sometimes still are, supported by beliefs of great importance to those who practiced, or practice, them and sometimes were significant in the success, or even the survival, of the culture. The amount of information necessary to make some such customs comprehensible to an Anglo-American or Hispanic audience may be far more than is at all possible in talks, audiovisual programs, self-guiding trails or similar media. Some may be so difficult to handle well that even books on the subject are not fully adequate.

Too often the motivation of visitors in taking some interest in other cultures, while ostensibly to achieve greater understanding of others, is really to find validation for the superiority of their own cultures. This is not ethically wrong, for each individual needs reasons and moral support to adhere to the standards that society provides, except insofar as it results in fostering a derogatory opinion of other peoples.

Cultural Relativity

The best approach to such problems is in the use of cultural relativism. Cultural relativism is a much maligned and misunderstood concept. It most emphatically is *not* a type of romanticism that supports the idea that any custom is inherently good and right. Cultural relativity is the view that the customs practiced and values held by any culture are acceptable within the context of *that* culture. It gives us a way of viewing the ways of other peoples without the necessity of passing moral judgment, and thus of understanding the real reasons that their ways exist. For us to accept the fact that it is customary, functional and proper in some cultures for some persons to have more than one spouse does not necessarily mean that we advocate the custom for all cultures.

Cultural relativity is a difficult concept to communicate in a short, entertaining presentation. For that reason, it is perhaps best to omit consideration of certain customs in most interpretive programs, leaving them for the more detailed consideration possible in publications. This is particularly

true for subjects such as human sacrifice, cannibalism, and the like. This may sound like a cop-out, but to purposely raise questions about subjects which cannot be dealt with adequately can be irresponsible.

These subjects cannot be avoided entirely, however, and members of an audience will ask about them from time to time. How their questions are handled must depend largely on the situation and the attitudes of the questioner. Where a real interest is indicated (rather than merely a desire to malign a different people), a well prepared interpreter can provide some answers and help guide the visitor to sources of more complete information.

An important point to remember is that we are not our ancestors, nor are the descendents of any other past society the same as their ancestors. No one wants to be held responsible for all things done by all of their relatives, even those living today. Cultures change and the people who carry those cultures are not only different in their ways, but over a period of time they are entirely different people.

Those of us with some background in anthropology may comprehend how and why race, language, and culture are independent variables, but it takes real skill to give visitors some insight into this fact. It is also important to keep in mind that a member of a society can say things about his or her own people that would cause resentment if said by an outsider. Learn to recognize "insider" jokes and comments and do not repeat them just because you heard them from an Indian.

Be Informed

Above all, a good interpreter knows the subject matter very, very well. Simple, and even seemingly innocuous errors of fact can undermine a program. Constant questioning of the data, persistent reading of the written sources, careful checking of doubtful points and serious consideration of all areas of disagreement between authorities are essential. Even with a good knowledge of the history and culture of a tribe for the period to be described, an interpreter is not really well prepared until he or she also has an understanding of the tribe as it exists today.

Interpretation begins long before the presentation of programs to the public. The attitudes and views that will prevent interpretive efforts from including pejorative materials need to be present among those doing early studies and planning, in many cases even before a park exists. Preliminary studies of proposed parks frequently set directions which are difficult to change. General management plans and interpretive prospectuses wield a still stronger influence. Unless participants in these efforts maintain a high degree of awareness of the cultural and social issues inherent in the park story, it is all too easy for phrases to appear that can direct a park staff and future interpretive planners into

ways of thinking that will produce insensitive usages later on.

There are several reasons for investing the effort that the above comments would imply in our interpretation of Indian-related subjects. First is the issue of accuracy. Good interpretation is factual. An ethnocentric presentation is incomplete and lacks important dimensions of the story, thus distorting the truth. Second is the need to attract audiences, and audiences that are representative of all our people, not just those who are members of the ethnic majority. Finally, however, is the matter of being true to the higher ideals of our own culture, the ideals of fairness, equality, tolerance, the rights of the individual, respect for diversity and the ultimate creation of a fully successful plural society. We have, I believe, made as much progress in achieving these ideals as any nation in the world, but we have certainly not yet reached the goals they promise. Perhaps they cannot be fully attained, but they are worth striving for, for they are probably the most important goals that the human species can have for ensuring its survival.

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Cultural Landscapes: An Emerging Concern for Resource Management

by Robert Z. Melnick

We all share a recognition and appreciation of great natural wonders of the American landscape. We marvel at and easily understand the places of scenic beauty or scientific value. For cultural resource managers, the traditional areas of concern have been history, anthropology and archeology, and historic architecture. We have built our expertise and learned our 'trade' using these disciplines and places to develop policy, guidelines, and specific practices. It is only recently, however, that our attention has been focused on another type of resource: the cultural landscape. While the concept of the cultural landscape is not new, especially to geographers, the emphasis on increased evaluation and management techniques represents a growing trend in cultural resource management, both in and out of the National Park Service.

It might be said that we are witnessing a metamorphosis of the preservation movement from a 'single-issue' concern to a multi-dimensional expression of caring for the world around us. This 'expression of caring' is a reflection of both fear and hope for our natural and national treasures. To a certain extent increased activity in all facets of preservation, and especially in cultural landscape preservation, is a response to new threats to those resources, as well as new understandings of the ways in which both natural and cultural resources are vital to our biological and human existence.



Diane Steinbreuck

An important management question for cultural landscapes is the continuing development and alteration of traditional uses. This example of ranching is from the Buffalo National River.

What Are Cultural Landscapes?

Cultural landscapes, whether we find them inside or outside of or not in National Parks, are best described as "nearly everything that we can see when we go outdoors" (See Who Can You Turn To?-Cultural Landscapes #1). According to this definition, cultural landscapes encompass all that has been altered by humans. Another way of looking at this is to say "that all human landscape has cultural meaning" (See Who Can You Turn To?-Cultural Landscapes #2). Taken from this point of view, it may be possible to ascribe significance to all that is around us. Unfortunately, the determination of significance also implies that a landscape (or a site or building) is, in one way or another, special when compared to its cultural peers. If we view everything as part of the cultural landscape, then it becomes implausible, in a practical sense, to designate anything as special. This broad definition may work in an absolute sense but is insufficient in a discussion of management demands.

What, then, is a cultural landscape? And how, more specifically, does this concept apply to National Parks? These are not easy questions to answer. Just as our concepts of 'preservation' and 'historic site' have changed over the years (for the better, it might be noted) so, too, is our understanding of cultural landscape undergoing evaluation and evolution. The ideas and concepts presented here reflect current thinking on the subject with the express expectation that they will change and be refined and altered with time and experience.

The National Park Service manages a variety of landscape types. We are most familiar with those which represent the original inspiration for the setting aside of these great reserves over 100 years ago: the Yosemite, Yellowstone, and Grand Canyons of the system. The Park Service, however, has responsibility for another type of landscape. These landscapes deserve the designation of cultural landscapes. They are areas of farming, mining, ranching and fishing which have been settled, used, altered and changed for many years, through many generations.

Often, but not always, the processes of landscape control have been passed from parent to child and then to grandchild. These processes, be they fence-building, seed-planting, cattle-grazing or boat-building, have been consistently altered and changed over time. What is most important to these landscapes, however, is the continuity of use, both in terms of human input and type of use.

From another perspective, we must recognize that these landscapes represent the real, physical, tangible legacy of one generation passed down to another generation. Therefore, they are significant reminders of the past. They are reflections of the common, everyday history of the country. Like historic structures, not every cultural landscape is equally significant, or even of equal importance to a local area or cultural group. The concept of the cultural landscape, however, places greater emphasis on everyday places than on monuments, and also stresses greater interest in common people than on local or national 'heroes.'

'Reading' the Cultural Landscape

In order to understand cultural landscapes, we must learn to 'read' and appreciate the landscape, as well as the culture which caused that landscape to develop as it has. While we normally think of 'cultural group' in terms of people who are clearly distinct from the 'mainstream' of American life, a cultural landscape may be defined by any group of people living and work-

ing within a given locale. Thus, we have cultural landscapes in, for example, the Delaware Water Gap, along the Buffalo National River in Arkansas and at Ebey's Landing on Whidbey Island in the Puget Sound.

Reading the cultural landscape is not an easy task. We are somewhat used to looking at buildings 'dripping' with history. We understand the importance of these structures. Landscapes, on the other hand, are dynamic and changing. This change is a critical aspect of the cultural landscape, and therefore, any preservation management strategy must allow for and even encourage change to continue. The issue may better be defined as the 'management of change,' rather than the halting of change. In order to manage a cultural landscape within a National Park, it is first necessary to identify the landscape, then to understand and evaluate it. Identification may be superficially obvious or it may require extensive research. As part of this searching, the various components, attributes and qualities of the cultural landscape should also be identified (See *Who Can You Turn To?-Cultural Landscapes # 3*). Through the process of identification it will be possible to further understand not only the landscape but also the direct and indirect influences of the cultural group which has occupied and informed that landscape. A study of this type requires the skills of many different disciplines, including, but not necessarily limited to: landscape architects, archeologists, cultural anthropologists, cultural geographers, and historic architects. Each of these will bring to the study a particular viewpoint and way of understanding what may appear to be common knowledge.

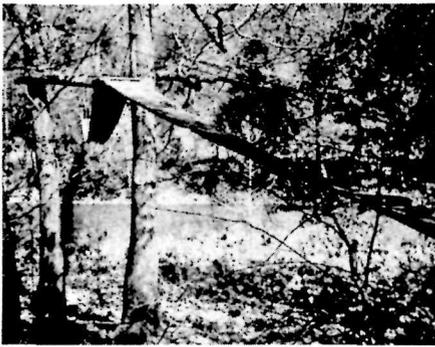
NPS Study

Recently, the National Park Service, through its Division of Historic Architecture, began a study of cultural landscapes in National Parks. The purpose of this project is to develop strategies and guidelines for identifying, evaluating and managing cultural landscapes within the Parks. Additionally, this project will provide park managers, landscape architects, cultural anthropologists and other professionals with specific tools for understanding these landscapes, and, more importantly, incorporating their management into the overall management guidelines of the National Park Service.

The study is founded on the understanding that a significant part of our common history has the potential to be lost or accidentally destroyed due to lack of knowledge or lack of clear management guidelines. Of the 333 units in the NPS almost two-thirds use some sort of historical designation. Within these parks, and potentially within others as well, there are significant layers of history represented in the landscape.

National Trust's Rural Project

While the National Park Service has been directly involved in an attempt to address issues of the cultural landscape through this study, it has not been alone. During the past few years the National Trust for Historic Preservation, through its Rural Project, has chosen to tackle similar issues from a very different perspective. This project, due to the very nature of the Trust, has instead focused on the joining together of private and



Robert Z. Melnick

An old swing-bridge along the Buffalo National River (AR) is an important and significant link to a historic farmstead.

public groups in an attempt to save large portions of our agricultural landscape. These efforts have explored legal, political and social tools for landscape preservation, and have employed the expertise of policy planners, landscape architects, lawyers and community organizers. Although the constraints and opportunities inherent in the Rural Project of the National Trust may be radically different from those within the Park Service, the type of landscape being addressed is similar, and thus there is, or can be, a direct link between these efforts.

Private Sector Involvement

Similarly, there is an increasing amount of work being done within the private sector in cultural and historic landscape preservation. Perhaps the best recent example is that of the Amana Colonies in Iowa. This study, and planning and design work, is being done by Land Community Associates of Charlottesville, Virginia. This interdisciplinary group has developed a community advocacy and action program for the Amanas, as well as the more traditional design and planning services. Here, again, issues are directly related to a cultural landscape which exhibits clear

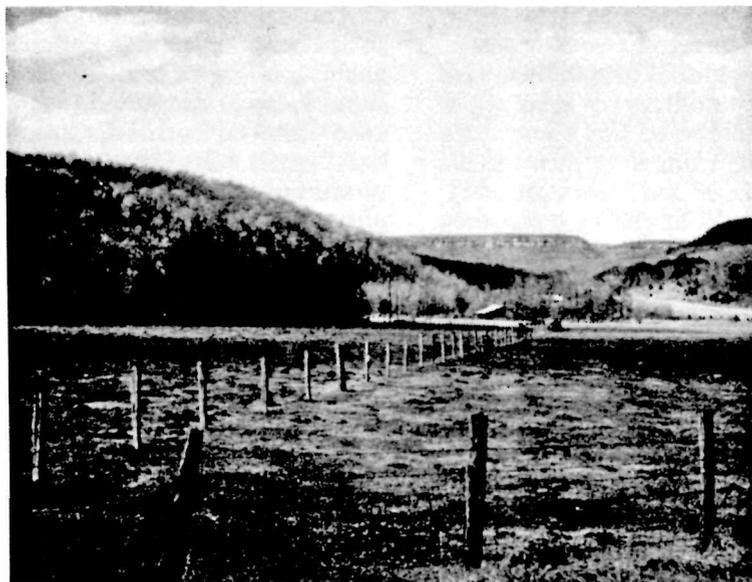
evidence of a continuity of use and specifically unique patterns of landscape control and alteration. In this example, as in others, the cultural group which has imposed its values and forms upon the landscape is clearly defined and understood. There is the joining together of human influences and landscape characteristics to create a distinct landscape type.

For the resource manager and planner, the issues related to cultural landscapes are complex. One must ask whether or not the indigenous population is still intact; whether there is a desire or need to expand that continuity of land use; and what responsibilities are incumbent upon the manager in a National Park. Since the landscape is dynamic and therefore in a constant state of change, we must question the advisability of attempting, in any way, to stop that process through strict preservation policies. On the other hand, if the landscape is truly significant it may not be desirable to allow it to be lost through drastic change or outright destruction.

The intricacies of these issues are compounded by the other needs of the planning and management process, most notably the requirements for

visitor use and natural resource planning. Both of these will undoubtedly have an impact upon developing management strategies for cultural landscapes, as will the long-term goals of the Park Service with regard to policy guidelines in historic areas (See Who Can You Turn To?-Cultural Landscapes # 4). Additionally, as this type of concern broadens and develops, currently unrecognized issues and needs are sure to surface. It will be incumbent upon the manager to creatively respond to the needs of the resource, of the visitor, and of the public in general. While this may not be an easy task, it is a necessary one if we are to understand and save significant cultural landscapes of this country's past, present and future.

Robert Z. Melnick is Associate Professor of Landscape Architecture at the University of Oregon.



Robert Z. Melnick

The enclosure of space for cultural uses may be an important indicator of land-ownership patterns, as well as of the values of local residents.

Administrative History as a Management Tool

by Barry Mackintosh

The National Park Service administrative history program seeks to document and make available to park and program managers significant information on their parks and programs. With many of our national parklands originating in the last century, and with Servicewide programs dating from the establishment of the bureau in 1917, the activities that concern the Service today commonly have antecedents well beyond the memories of those now responsible for them. Today's personnel need to know what has been tried in the past if they are to avoid repeating past mistakes and profit fully from past successes.

The program focuses on administrative histories of individual parks, for parks are our basic management units and reason for being. About one-third of the 333 areas of the National Park System have park histories, although many require expansion or updating. A dozen more are now underway, including ones on Chickamauga and Chattanooga National Military Park (GA-TN), the first battlefield park, and Cuyahoga Valley National Recreation Area (OH), a relatively recent addition. A "model" history of Assateague Island National Seashore (MD-VA) has been prepared by the bureau historian and circulated to all parks to encourage and guide others able to undertake similar projects.

A second category of administrative history addresses Service programs and activities transcending individual parks. A study of the growth of the Service and System during the turbulent, precedent-setting decade of the 1930s has just been completed; and a two-year project



National Park Service

Built by Spain in 1672-1695, Castillo de San Marcos at St. Augustine became a possession of the United States when Florida was ceded in 1821. It then became a military prison.

has begun on NPS involvement in the Alaska National Interest Lands Conservation Act of 1980, which greatly extended the bureau's role in Alaska. The bureau historian has done a paper on the policy and practice of charging park entrance and user fees—a subject of much current interest amid present budgetary constraints. Like the Assateague history, this will be circulated as an example for others of its kind.

Park History Outline

A typical park history begins by exploring the movement leading to establishment of the park. Who was involved? What were their motives? What political bargains were struck or compromises made? The legislative background as revealed in congressional bills, hearings, reports, and floor debate is especially significant in identifying issues and objectives. Following

establishment, attention turns to park development, administration, and use. Land acquisition, master planning, construction of physical facilities, natural and cultural resources management, interpretation, visitor use—these are among the topics that may be addressed in greater or lesser detail, depending on the nature of the area. Copies of key legislation, cooperative agreements, personnel rosters, and other pertinent data are appended.

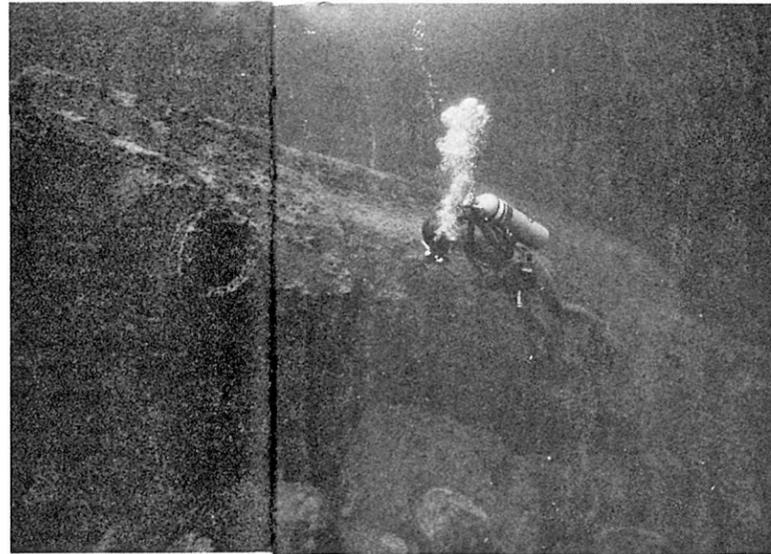
Interesting Discoveries

Almost inevitably, administrative history sheds new light on old parks and programs. A North Carolina congressman recently wrote in behalf of a constituent who recalled and sought commemoration of a "national soaring site" for gliders designated somewhere along the Blue Ridge in the 1930s. No one in any of our Appalachian parks was aware of it, until a check in the

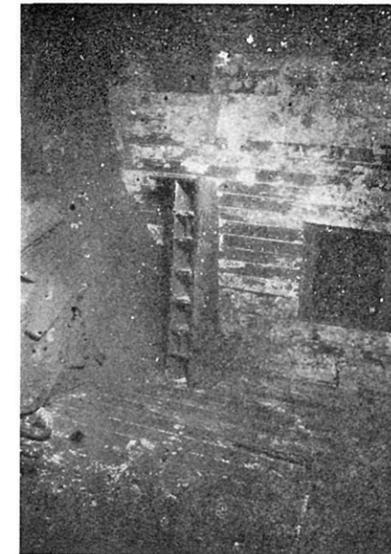
Managing Shipwrecks in Parks and Preserves

by Daniel J. Lenihan

Park Ranger examines the boiler of sidewheel steamer *Cumberland* at Isle Royale National Park.



Daniel J. Lenihan



Daniel J. Lenihan

Silt covered interior of the purser's office of the *America* at Isle Royale National Park. The deep cold water has created an environment conducive to extraordinary preservation.

Shenandoah National Park history revealed its existence there at Big Meadows. The site will now be suitably recognized.

At Antietam National Battlefield, Maryland, the Victorian gatehouse lodge at the national cemetery has long been admired for its picturesque architecture, but no one suspected that it was more than locally significant. Research for an administrative history of the national battlefield and cemetery has just disclosed that its designer was Paul J. Pelz, who later achieved national prominence as architect of the Library of Congress. This discovery adds a new dimension of interest to the little Antietam structure and underlines the importance of its preservation.

Legislation enacted in 1889 to protect the prehistoric Casa Grande ruin in Arizona has traditionally been cited as the first deliberate action of the Federal Government for historic preservation. A recent Park Service

report on the Castillo de San Marcos in Saint Augustine, Florida, made reference to a congressional appropriation five years earlier to restore that Spanish colonial fortification, now a national monument; but not until the report was reviewed in an administrative history context was the pioneering nature and significance of that action recognized.

Primary Benefits

Such discoveries, whatever their academic and interpretive value, do not illustrate the primary benefits of administrative history, however. Above all, park and program histories are designed to be general orientation tools for new personnel and reference tools for those of all experience levels. As in many organizations, a person may be transferred to a park superintendency or other staff position with little or no knowledge of that park or its en-

vironments. The time required for him or her to acquire such knowledge can be greatly reduced by the availability of a good park history. As the person continues on the job, the history will continue as a ready reference—a reminder of how various park operations have evolved and have been managed over time.

Possession and use of an administrative history affords no guarantee that a manager will make the right decisions—only more informed decisions. If you don't know where you've come from, it's harder to know and get where you're going. For a sense of direction, it helps to be able to look back (even when you don't want to go back). Administrative history makes this possible.

Barry Mackintosh is a Bureau Historian with the National Park Service.

The management of shipwrecks and other submerged cultural resources in parks and marine preserves has presented a unique challenge to federal and state land managing agencies. With the tremendous increase in sport diving activities over the past decade, the issue has become a critical one for many park superintendents and regional and state archeological offices.

The National Park System alone has at least 24 areas with historically significant shipwrecks, and in some cases they are dealing with wreck populations in the hundreds. What makes the issue a particularly challenging one to deal with is that in many cases the legislation for the parks, seashore and marine preserves in question was enacted at a time when underwater archeological concerns were about on a par with concerns over flying saucers. Consequently, park management plans often reflect this lack of consideration for underwater archeological resources, and the area superintendent is being confronted increasingly with problems that he or she never was prepared to cope with.

Fortunately many seashore, park and marine preserve superintendents have decided to meet the issue head on, even if it deals with an area of responsibility that they rarely would be held accountable for, since underwater resources are still out of sight - out of mind in most land management agencies.

Just how much of a concern should shipwrecks be to agencies with submerged lands jurisdiction? If one gauges resource management priorities on the extent, significance and fragility of the resources in question, plus the imminent peril they may be in from natural and social impacts, then shipwrecks would rank quite high. If gauged on the basis of percentage of park visitors that experience direct contact and enjoyment of the resource, then it would have to be ranged from low to middling.

Early Spanish Shipwrecks

Shipwreck resources in the U.S. National Park System include the entire spectrum of types and classes that could be found under other federal and state jurisdictions. Some of the earliest ex-

ploratory and colonizing vessels in the New World came to grief on seashores now under National Park Service control. Portions of a Spanish Fleet that went down in 1554 are believed to be located at Padre Island National Seashore (TX). One of the vessels has already been excavated in the contiguous state waters by the Texas Antiquities Commission. The San Agustin, which might be the oldest shipwreck on the West Coast, is probably located at Point Reyes National Seashore (CA) where Service archeologists have been conducting underwater survey operations during the past year.

Another Service underwater archeological team has been carrying out inventory efforts at Fort Jefferson National Monument and Biscayne National Park (FL) which are, among many other wrecks, the suspected resting places of shipwrecks associated with storm destruction of Spanish Flotas in 1622, 1715 and 1733. These earlier Spanish shipwrecks present a special problem to submerged sites management programs since they are, unfortunately, associated with treasure in many people's minds.

Although there seems to be little problem with understanding the nature of collective patrimony and respect for our historical maritime heritage on land sites, this preservation concept deteriorates at the first hint of the possibility of riches being found underwater. The wholesale destruction of historic buildings by treasure hunters hunting for gold in a terrestrial context would be seen as a criminal activity, while it is often lauded by the courts and general public when done in an underwater context.

A frustrated official from the Ministry of Culture in Spain once mentioned to this author that our lack of protection for shipwrecks in this country is an affront to many nations since we are custodians of an international heritage, not just our own.

Other Shipwreck Resources

The tangled web of controversy over early Spanish vessels is only a small part of the shipwreck picture in U.S. parks and preserves. We also have responsibility for the protection and management of many hundreds of other shipwrecks that represent just about every phase in our national maritime development. The wooden schooners that became a trademark of later colonial history in the U.S., the clipper ships that for a short, but brilliant period dominated trade to the Orient and the full range of vessels that represented the dynamic, though often tenuous and reluctant, era of transition from sail to steam. Included are not only vessels engaged in long distance trade but ships of war, coastal fishing vessels and whaling ships.

These all constitute somewhat different management entities and the difference becomes more pronounced when the factors of condition and location are also



Richard Frear

National Park Service dive team "ground truthing" remote sensing anomalies at Point Reyes National Seashore.

considered. A broken-up 18th century wooden square rigger lying under 15 feet of sediment in park waters in Florida may be a very significant archeological resource, but it presents a totally different set of problems to the resource manager than a turn of the century steam driven iron vessel that is still totally intact in the deep frigid waters of a Great Lakes park.

Both can be very important in a historical sense. They are the material remains of a former age that are capable of providing answers to questions about our past that are not obtainable from written records. The distributed wooden remains may be carefully excavated and interpreted by trained archeologists and the Great Lakes steamer can be documented and interpreted in place. Our tendency to overlook our recent history has created a situation in which we have already lost track of many of the stages of development that we went through in the highly charged era of adaptation to steam propulsion and the use of iron and steel in hull construction. But banking these sites for future research is only one aspect of the mandate most park managers have.

Visitor Use and Interpretation

After a degree of protection and conservation is assured, the question of visitor use must be the next addressed by the manager. This has become no small issue over the last several years since the sport diving population in the U.S. has increased at the rate of well over 100,000 a year. Besides the question of direct visitation by divers there is also a need to work the shipwrecks into the general park interpretive theme for non-divers. One can hardly justify interpreting the cultural aspects of a marine park without considering the role that ships played in the human history of the area, especially when many vestiges of these same ships are found in the form of wrecks within the parks' jurisdiction. The wooden wreckage under sediment may never be visited by a sport diver but the intact iron vessel may provide a dramatic attraction to visiting divers.

Safety Concerns

As with any other historical site that presents an attraction in a park to visitors, the manager must be concerned not only with

the potential impact of the visitor on the resource but the possible safety and health considerations. Divers have drowned on shipwrecks in national, state and provincial parks both in the United States and in Canada. Wreck diving can range from a very benign and reasonable activity to an extremely hazardous undertaking depending on training of the diver, depth, temperature of the water and degree of penetration possible of remaining structure of the vessel.

At Point Reyes National Seashore (CA) shipwreck survey activities have resulted in the pinpointing of not only magnetic anomalies related to earlier wooden vessels buried under sediment, but also the disarray of remains of 1920's and 30's steam freighters made of steel. These wrecks are located in high surge zones and shark infested waters. Indications are that some have already been visited by sport divers and the park is now cognizant of not only a resource protection issue but a visitor safety problem that it must monitor closely.

It is worth noting that in the interest of accomplishing a park management objective, i.e., inventory of submerged resources, this area, with the help of their regional archeologist, was able to harness a great deal of cooperation from other agencies and assistance from the private sector. The National Oceanographic and Atmospheric Administration, U.S. Coast Guard, State of California and Motorola Corporation, along with volunteer sport divers, provided invaluable assistance to the National Park Service in accomplishing this survey. The resulting cost to the taxpayer was a fraction of what it could have been without their help.

Isle Royale NP Program

The model program being developed at Isle Royale National Park in Lake Superior (MI) is especially worth examining. This particular park has shipwrecks as only one aspect of a resource

base that includes an extensive wilderness area with its own set of natural resource management problems and a whole series of land based historical sites that are already the focus of a developed interpretive program on the island's maritime history. Like other federal and state parks and preserves, it does not have enough staff, money and patience for "new management problems." Perhaps the key to the success of the active program at Isle Royale is that the area management perceives the issue as not a new one, but an old one that is just newly being raised into the consciousness of the general public and the National Park Service.

The decision was made to approach the shipwreck population as an asset to the resource base of the park and not as just another set of vexing problems. A "reach out" program to the charter boats that took divers to the island was started, park rangers began exerting a visible presence at wreck sites, not just as topside observers but as divers themselves. They made it plain to visiting divers that they were welcome to enjoy these underwater sites much like they would any historic sites on land, but with the understanding that they were in a National Park—take only pictures and leave only fingerprints.

A Service underwater archeological team was called in to research and professionally inventory the wrecks. The results of that research, instead of being neatly filed away, are being converted into interpretive brochures including an underwater trail guide for divers and topside brochures for non-diving visitors. The Superintendent is even considering encouragement of a glass bottom boat concession that would allow visitors to enjoy the eerie majesty of one large wreck in shallow water without getting their feet wet. Park rangers on the area staff are trained to deal with diving emergencies and one has even become a certified recompression chamber operator

so that the park can carry accident management right through the final stages, even in the severe case of air embolism or decompression sickness.

There were mistakes made in the past and more will be made in the future at Isle Royale but it stands as an excellent example of how a proactive management approach can provide demonstrable benefits over a reactive one.

Conclusion

If there is any moral to this story it is in the last paragraph. An easy way to react to the issue of submerged sites management is to ignore it and leave it to a future manager to react to the problem once it is well out of hand. Experience of just the last decade has made it apparent that we must adopt a three dimensional view of marine, lacustrine and riverine parks. We are managing the land, the water's surface and beneath the water's surface. All these elements compose the sphere of influence of a park and none may be ignored without reaping a harvest of attrition. No single class of cultural resources in the national or state park system is undergoing the same pressures as shipwrecks from commercial and amateur collectors. We can only hope that an enlightened approach to managing these priceless windows to the past in the protected waters of parks and preserves will ensure that the issue isn't a matter of history itself in another decade.

Daniel J. Lenihan is Chief of the Submerged Cultural Resources Unit, National Park Service, Santa Fe, NM.

Acid Rain: The Unknown Ingredient

by Mary V. Maruca

The most powerful enemy is an unknown enemy. Today, an unknown enemy is stalking international borders. Neither natural nor man-made, but an unnatural conglomerate of both, that enemy is acid rain. TIME magazine calls it "a particularly modern, post-industrial form of ruination, a blight as widespread and careless of its victims. . . as the winds that disperse it." But what exactly is this intruder? What effects can it have on our way of life? We just don't know.

Johnny Hart's cartoon strip, "B.C." (July 10, 1982, *The Washington Post*), capsulizes the acid rain issue.

Such is the issue of acid rain: in the replacement of the irreplaceable, who accepts responsibility? Most of us philosophically recognize that decay is inevitable. But when decay threatens a national monument, a forest, or a way of life, the issue comes home with increased legitimacy. We find ourselves in the interesting position of trying to preserve what by its very nature is constantly changing.

Administrators of natural and cultural resources respond like doctors to such complex situations. When "disease" strikes, they cure what they can. In the case of acid rain, none of us knows how much this and similar industrial by-products reduce an expected life span. For example, how long will a par-

ticular lake yield trout in the absence of acid build-up? How long will a national monument stand, minus current levels of air pollution? Does pollution shorten the life span of a structure by as much as 10, 50, 100, or 100+ years? And if so, are we as a nation willing to pay that price for the loss of our cultural and natural resources?

Some regions have already said no to pollution. Canada and the United States are each confronting industrial pollution drifting across from both sides of their shared border. In the U.S., several east coast states are suing midwest industrial states for damage to freshwater lakes and streams. On the biological front, evidence of such deterioration is well researched and demonstrable. Increased acidity in lake water has reduced large numbers of the fish population. However, the correlation between acid rain and cultural resources deterioration has not been as well documented.

In 1661, John Evelyn, a public spirited Londoner, described the effects of air pollution:

This is the pernicious Smoake which sullies all her Glory, superinducing a sooty Crust or Fur upon all that it lights, spoyling the moveables, tarnishing the Plate, Gildings and Furniture, and corroding the very Iron-bars and hardest Stones with these piercing and acrimonious Spirits which accompanying its Sulphure; and executing more in one year, than exposed to the pur Aer of the

Country, it could effect in some hundreds.

Today, scientists can add little more to his description. While materials deterioration and atmospheric conditions have been studied intensively, rarely have the two intersected. Now, material scientists are attempting to factor pollution into the deterioration equation.

Cooperative Endeavors

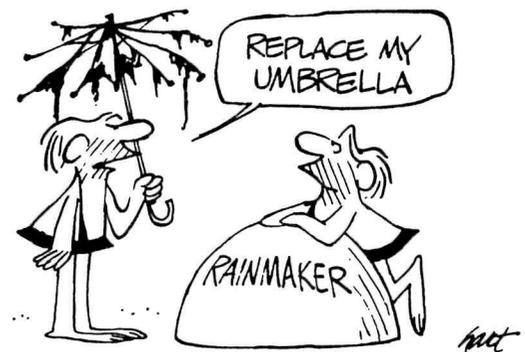
The business of determining the correlation between air pollution and cultural deterioration has been assigned to the Materials Effects group within the Interagency Task Force on Acid Precipitation, mandated under the 1980 Synfuels Bill. Over the next 6-10 years, twelve Federal agencies will cooperate in various research endeavors to estimate the impact of acid rain on aquatic, terrestrial and cultural material.

In the National Park Service, the effect of acid rain on watersheds and forests will be handled by the Air and Water Quality Division, while the Park Historic Architecture Division will work toward a determination of pollution impact on man-made resources. One half the Interagency Materials Effects Acid Rain budget has been designated to test the materials of our cultural resources (for example, stone and certain statuary metals), and the other half to test the materials of common construction such as concrete, aluminum, paint, and steel. The program includes monitoring materials deterioration side by

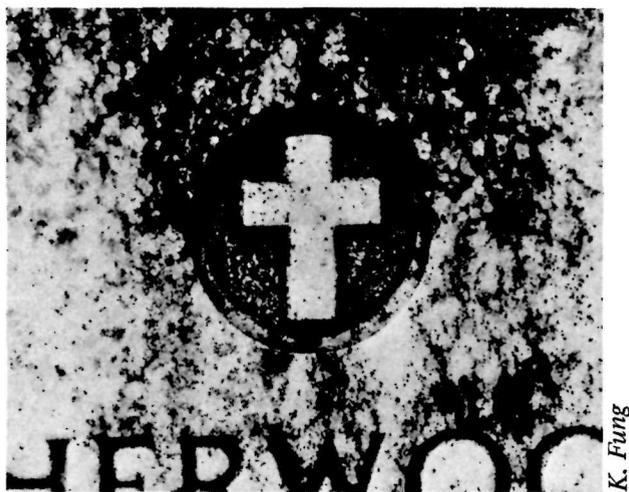
B.C.



by johnny hart



By permission of Johnny Hart and Field Enterprises, Inc.



K. Fung



K. Fung

Tombstones from Andersonville National Historic Site exhibit various kinds of marble deterioration.

side with air quality at several cultural park sites across the U.S. The intent is to measure a cause and effect link.

The Acid Rain legislation mandates scientific investigation for the purpose of policy making. How much damage acid rain does (i.e., the increased rate of deterioration) is a burning question for various interest groups. The Environmental Protection Agency wants to know in order to judge the appropriate level of emission controls. The utility companies want to know in order to judge the kind of concessions they will have to make. The Park Service wants to know in order to determine how to manage and preserve the affected lands and structures.

Causes of Deterioration

Determining the causes of deterioration requires careful analysis of all atmosphere and ground related influences, many of which are not acid rain related.

Stone can deteriorate in several ways. It can dissolve or crack and crumble, the first a chemical and the second a mechanical process. In stone, a statue's staying power depends on its homogeneity, porosity, and composition. For example, decorative marble containing various multi-colored minerals of different wear resistance may disfigure sooner than other stones. Each mineral responds in its own particular manner to daily and seasonal temperature cycles. When a stone lacks homogeneity, these differing responses create "stress" areas which increase in conjunction with the number of mineral veins present. This mechanical deterioration occurs with or without acid rain.

Crumbling can also be increased by salts trapped in the stone which expand and push the material apart. Such impurities come from any number of sources: quarry water, surrounding mortar, rising damp, road salting, or acid rain. Residual salts may form in stone once the quarry water evaporates. Similarly, salts can be absorbed from surrounding mortar and transported by "rising damp," the ground water that

penetrates into the fabric of the building. The crumbling Egyptian Sphinx is one example of this kind of deterioration.

Acid rain, it appears, plays the greatest role in the chemical deterioration of stone. We know that the more acidic the precipitation, the greater the rate of dissolution—from 1-5 mm. per century as measured by tombstones, etc. This dissolution may not be as noticeable if all surfaces of a structure are exposed equally. But if certain portions of the structure are protected, the wear pattern turns out to be uneven. Though the greatest material loss may occur on evenly exposed areas, the greatest visible loss is found in protected areas. This leads experts to question the relative contribution of acid rain to material deterioration.

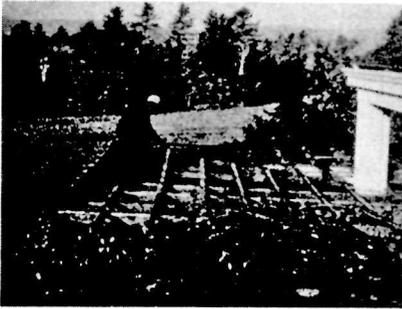
Some propose that acid by-products in gaseous form may register a more noticeable effect than wet, since only gases have access to such protected areas. Furthermore, they suggest rain tends to wash away some of the disfiguring residue in exposed areas. Dirty crusts on buildings do contain sulfate compounds, products of the reaction between sulfur and the stone itself. But to complicate the issue, sulfur profiles in cross sections of stone show the greatest concentrations beneath the surface crust. As yet, the way acid rain affects the process and increases the rate of deterioration is still open to debate.

As for the question raised earlier, "how do we replace the irreplaceable," the answer is we don't—though we try to preserve and restore what we can. Should the moment arrive when the Sphinx or the Parthenon cease to exist, that moment will be tragic indeed, for it will claim a part of our history, our way of knowing ourselves. Industrialists and preservationists have compromised successfully in the past. Perhaps the time is coming when new compromises will be made, perhaps before all the umbrellas in town have to be replaced.

Mary Maruca is a Writer-Editor with the National Park Service's Directorate of Cultural Resources.

The PMI—An Alternative to Crisis Maintenance

by James Skelton



National Park Service

Roof inspection at the Little Studio, Saint Gaudens NHS.

Do we want to preserve our historic structures? One assumes we do. We should, since the preservation of our historic structures is absolutely vital if we are to pass our cultural heritage on to future generations. Furthermore, we should because it is the responsibility of the National Park Service (NPS) to manage America's most important cultural and natural resources.

Only in recent years has preservation maintenance begun to emerge from almost total obscurity to one of the most significant resource management responsibilities in the National Park Service. Unfortunately, this rapid rise in significance has not been followed by the development of techniques and data upon which cultural resource management decisions can be soundly based. Frequently, the results of inadequate techniques and data has been inefficiency, waste of resources, unwise or unnecessary expenditure of funds, and further deterioration of our historic structures.

Recognizing that preservation maintenance ultimately saves money and, more importantly, cultural resources, the NPS North Atlantic Region has developed a regional approach—the Preservation Maintenance Inspection System (PMI).

	BRICK WALL
FREQUENCY	TWICE ANNUALLY
SPECIAL INSTRUCTIONS	NONE
INSPECTION GUIDELINES	<p>ARE THERE CRACKS, BULGES, OR SIGNS OF SETTLEMENT IN THE WALL?</p> <p>ARE BRICK LOOSE OR IN DANGER OF FALLING? IS IMMEDIATE ACTION NEEDED TO INSURE PUBLIC SAFETY?</p> <p>ARE BRICK DECAYED, ERODED, OR SPALLING? IS THE TROUBLE EXTENSIVE OR PATCHY? IF PATCHY, IS THE CAUSE LOCALIZED?</p> <p>ARE VINES OR OTHER VEGETATION ATTACHED TO THE WALL?</p> <p>ARE THERE SIGNS OF EFFLORESCENCE (WHITE POWDER DEPOSITS)?</p> <p>IS THE WALL DIRTY, STAINED, OR HAVE GRAFFITI?</p>

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Typical inspection brief from the Preservation Maintenance Inspection Guide.

What is the PMI?

The Preservation Maintenance Inspection System is a regional approach toward management of historic structures. It was developed by the North Atlantic Historic Preservation Center with technical assistance on the computerized portions provided by the Washington Office's Division of Park Historic Architecture.

The PMI is based on assumptions which the Region made regarding the preservation of its historic structures:

- The preservation of historic structures will be facilitated by the identification of problems at an early stage.
- The systematic recording of identified problems will assist park management in planning for immediate and future preservation needs—personnel, funding, special assistance.
- The systematic recording of identified park preservation needs will provide the Region with data upon which cultural resource management decisions can be soundly based.

How it Came About

In the 1970s the parks throughout the National Park System were directed to prepare a document which would function as a guide for programming, housekeeping, and preservation maintenance of their historic structures.

The first of these historic resource management plans was prepared for the John Fitzgerald Kennedy National Historic Site (MA). This plan, a joint undertaking by the Park and the regional office, provided detailed maintenance information on the three principal cultural resources at the site—the grounds, house, and furnishings. Included in this document was detailed maintenance information such as:

- A description of the resource including a chronological history and a record of previous maintenance work. In addition, a brief discussion of resource significance and treatment was included.
- Preventive maintenance schedules which listed all items that required maintenance or inspection during a particular season of the year.

- A preventive maintenance guide which detailed the procedures to be followed for accomplishing the items in the preventive maintenance schedules.

The Kennedy historic resource management plan provided the types of detailed information that the Region believed was needed in order for the Park to conduct an effective preservation maintenance program. Ideally, the regional office would have liked to have had similar structure-specific maintenance plans prepared for all of its 740 historic structures. However, to accomplish this, considerable time and money would have been required—both of which the parks and the regional office did not have.

With the need for structure-specific maintenance plans recognized, the Region decided to develop a more economical and expedient approach. This approach, the Preservation Maintenance Inspection System, is a framework for the efficient preparation of preservation maintenance plans. This framework consists of two primary components:

- Computerized inspection scheduling.
- Preservation maintenance inspection guide.

Computerized Inspection Scheduling

The basis of the computerized portion of the PMI is the structure or building inventory. This inventory is developed from data taken from measured drawings, technical reports, and on-site visits. From these sources architectural elements of the building are identified. Typical architectural elements inventoried are wood doors, brick masonry, plaster, painted wood, etc. Altogether over 300 typical architectural elements have been identified and are used as a basis for the inventory. To further

define the inventory's architectural elements, each is identified within the structure through recording of specific information:

- Park organization code
- List of classified structures (LCS) number
- Elevation or room number and name
- Surface or system
- Quantity

In addition to the element identification, other information which may affect the frequency and type of maintenance required for preservation of the structure can also be collected. This information consists of identifying the use of the building, how extensively the structure is used, and whether the element is to be preserved or is a modern alteration.

Once the inventory for the structure has been completed and the information entered into the PMI data base, the computerized portion of the system can be implemented. Utilizing the inventory data as well as a preservation maintenance frequency cycle for each architectural element, structure-specific inspection schedules can be generated. These schedules are formatted for park use during their periodic inspections of historic structures. Problems identified during these inspections are noted on follow-up reports which track the progress on addressing the preservation maintenance needs. To facilitate this process, each report the park receives is formatted to record and accumulate programming data, and to serve as an input form for recording the next level of PMI information.

What the Parks Receive

The computerized portion of the PMI is designed to provide the parks with structure-specific information regarding the preservation maintenance of their historic buildings. The primary vehicle for transferring this information

from the computer to the parks is the Preservation Maintenance Inspection Schedule. This schedule is sent out to the parks four times each year—January, April, July, October. The schedule lists all elements requiring inspection or maintenance during the particular quarter of the year as well as all items which were previously identified as needing work and which have not been corrected.

The inspection schedule is formatted to facilitate its use by the parks. Printed on 8½ x 11-inch paper so as to be easily attached to a clipboard, the schedule lists one elevation or room per page and includes all items requiring inspection or maintenance on that elevation or in that particular room. To facilitate checking of these items, they are organized according to surface/systems — structural system, floor, walls, ceiling, roof, special items, plumbing, mechanical system, electrical system. Opposite each of these items are spaces which are to be checked regarding the condition of the item as well as space for noting any remarks the inspector might desire to make.

Once the inspector has checked all items, the schedules are returned to the Region. At the regional office all inspection items identified as needing maintenance attention are identified and recorded in the PMI computer data base. Once recorded, the computer prints for each building or structure the Inspection Problems Summary. This summary lists all items in the park which have been identified as needing preservation maintenance. To facilitate use of this report by park management, similar types of problems — carpentry, mechanical, etc. — are grouped together. This enables park management to easily determine types of expertise that may be needed to correct these problems. In addition, the report assists management in determining the amount of preservation maintenance work which is required to bring the structure up to a maintenance level.

SAINT GAUDENS NATIONAL HISTORIC SITE
 LITTLE STUDIO
 AREA 0007 NORTH ELEVATION

DESCRIPTION OF ITEM		WORK NEEDED			COMMENTS	REFER
FOUNDATION						
01253E0007	AE03314P	CONCRETE WALLS	(X)NO	()YES	()URGENT	03314
01253E0007	AE04111P	MORTAR JOINTS	()NO	(X)YES	()URGENT	04111
01253E0007	AE04443P	MARBLE SILL/COPING	()NO	(X)YES	()URGENT	04443
NEEDS REPOINTING						
WALLS						
01253E0007	DE06212P	WOOD CORNICE	(X)NO	()YES	()URGENT	06212
01253E0007	DE06441P	WOOD HANDRAIL	()NO	()YES	(X)URGENT	06441
01253E0007	DE07313P	WOOD SHINGLES	()NO	(X)YES	()URGENT	07313
01253E0007	DE07466P	WOOD CLAPBOARDS	()NO	(X)YES	()URGENT	07466
01253E0007	DE07468P	WOOD BOARD & BATTEN	(X)NO	()YES	()URGENT	07468
01253E0007	DE07813P	WOOD FRAMED SKYLIGHT	(X)NO	()YES	()URGENT	07813
01253E0007	DE08201P	WOOD DOOR FRAME	(X)NO	()YES	()URGENT	08201
01253E0007	DE08212P	WOOD PANEL DOOR	(X)NO	()YES	()URGENT	08212
01253E0007	DE08611P	WOOD FIXED WINDOW	(X)NO	()YES	()URGENT	08611
01253E0007	DE08711P	DOOR HARDWARE	(X)NO	()YES	()URGENT	08711
01253E0007	DE08811P	GLASS	()NO	(X)YES	()URGENT	08811
01253E0007	DE09911P	PAINTED WALL	()NO	(X)YES	()URGENT	09911
01253E0007	DE09914P	PAINTED TRIM	()NO	(X)YES	()URGENT	09914
NEEDS PAINTING						
ROOF						
01253E0007	FE07610P	SHEET METAL ROOFING	()NO	()YES	(X)URGENT	07610
01253E0007	FE07631P	METAL GUTTER	()NO	()YES	(X)URGENT	07631
01253E0007	FE07635P	METAL DOWNSPOUT	(X)NO	()YES	()URGENT	07635
01253E0007	FE07813P	WOOD FRAMED SKYLIGHT	(X)NO	()YES	()URGENT	07813
01253E0007	FE08811P	GLASS	(X)NO	()YES	()URGENT	08811
01253E0007	FE09914P	PAINTED TRIM	(X)NO	()YES	()URGENT	09914
LEAKING						
NEEDS CLEANING						
INSPECTED BY PAUL JONES						
DATE 1/14/83						

Completed Preservation Maintenance Inspection Schedule.

An added use of the Inspection Problems Summary is to record when preservation maintenance has been completed. Appropriate space is left on the summary printout so that the type of work done, the cost of the work, and other pertinent data can be noted. Recording this information provides park management with a history of repairs to the building as well as data on the costs involved with making particular types of repairs. Furthermore, this type of information can be extremely valuable in planning for future maintenance needs and expenditures. In addition to this information's usefulness to park management, the data is added by the Region to the PMI data base. This provides the Region with data on which trends and preservation planning can be based.

As preservation maintenance needs are identified, park management must plan for correcting the problem. To assist in planning for this work, the Project Formulation Report has been developed. Using data for the Inspection Problems Summary, the computer generates a report which lists all identified problems for a specific structure.

This report is broken down on an exterior elevation or interior room basis. Under this breakdown is a list of all items which have been identified. To facilitate park use of the report it is formatted as a worksheet. The worksheet provides for developing cost estimates, funding sources, and priorities of projects.

After the park has completed this detailed project planning, the computer can utilize this information to produce a consolidated list of park preservation maintenance projects. This report provides a detailed summary of the preservation needs according to park priorities and packages of work.

Preservation Maintenance Inspection Guide

The second component of the PMI is the Preservation Maintenance Inspection Guide. This guide is a reference document which is designed to be used in conjunction with the Preservation Maintenance Schedule. Like the computerized inspection schedules, the guides are approached in a manner that establishes a regional standard for the inspection of historic

structures. In addition, the approach provides for an efficient and economical means of preparation.

In developing the guides, the goal was to produce a working document that could be revised as changes were made to the structure or as new preservation information became available. To facilitate revisions, a loose-leaf format was selected. This format allows the pages to be dated so they can be revised whenever necessary without reprinting the entire document.

The primary element of the guide, the preservation maintenance inspection information pages, are one-page briefs about particular architectural elements. These briefs, one for each of the 300 elements in the PMI inventory, provide element-specific inspection information such as:

- Recommended frequency of inspection
- Special instructions about safety considerations or inspection tools
- What to look for when inspecting the element

In addition, each information brief is dated and identified with a number which allows the item to be cross-referenced to the Preservation Maintenance Inspection Schedule.

Utilizing the inspection briefs, individual structure-specific guides can be prepared easily. Briefs corresponding to the elements identified in the particular structure's inventory are selected and incorporated into the guide. With the addition of structure-specific historical information regarding maintenance, floor plans, etc., a complete and comprehensive guide can be assembled.

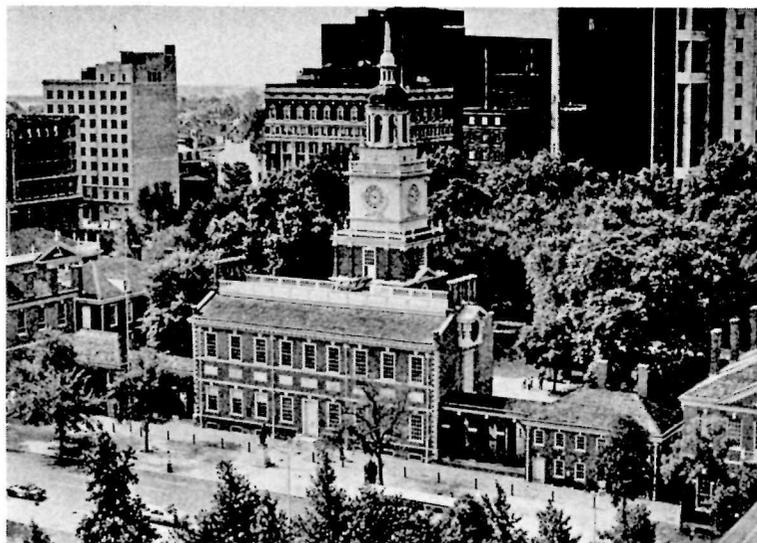
Conclusion

Implemented in a variety of situations, the PMI has adapted to the complexity of the Theodore Roosevelt home at Sagamore Hill (NY) as well as the William Floyd Estate's simple wood shed. Likewise, the system has accommodated the needs of not only small historical sites but also large parks such as Gateway National Recreation Area (NY-NJ). Altogether, the PMI is operating at 54 structures in 14 North Atlantic Regional parks.

As a management tool, the PMI is beginning to be implemented in the Region. More importantly, park managers are realizing its value and are willing to allocate limited park resources toward the periodic preservation maintenance inspections.

Will this approach save money and cultural resources? The North Atlantic Region believes so and is actively supporting this alternative to crisis management—the PMI.

James Skelton is Assistant Regional Historical Architect with the National Park Service's North Atlantic Region in Boston (MA).



Richard Freear

A cherished shrine of liberty, Independence Hall, Philadelphia, PA, saw the adoption of the Declaration of Independence and the Constitution of the United States.

Climatic Controls for Furnished Historic Buildings

by Lawrence Klock

Furnished historic buildings pose a dilemma to the National Park Service. The climatic requirements necessary for preserving a collection of objects often conflict with those climatic requirements necessary for preserving the building itself. Thus, the establishment of an environment which is safe for objects may result in damage to the building that houses the collection of objects. This situation can occur as a result of humidity levels required for objects that result in moisture condensation on relatively cold surfaces of the building fabric.

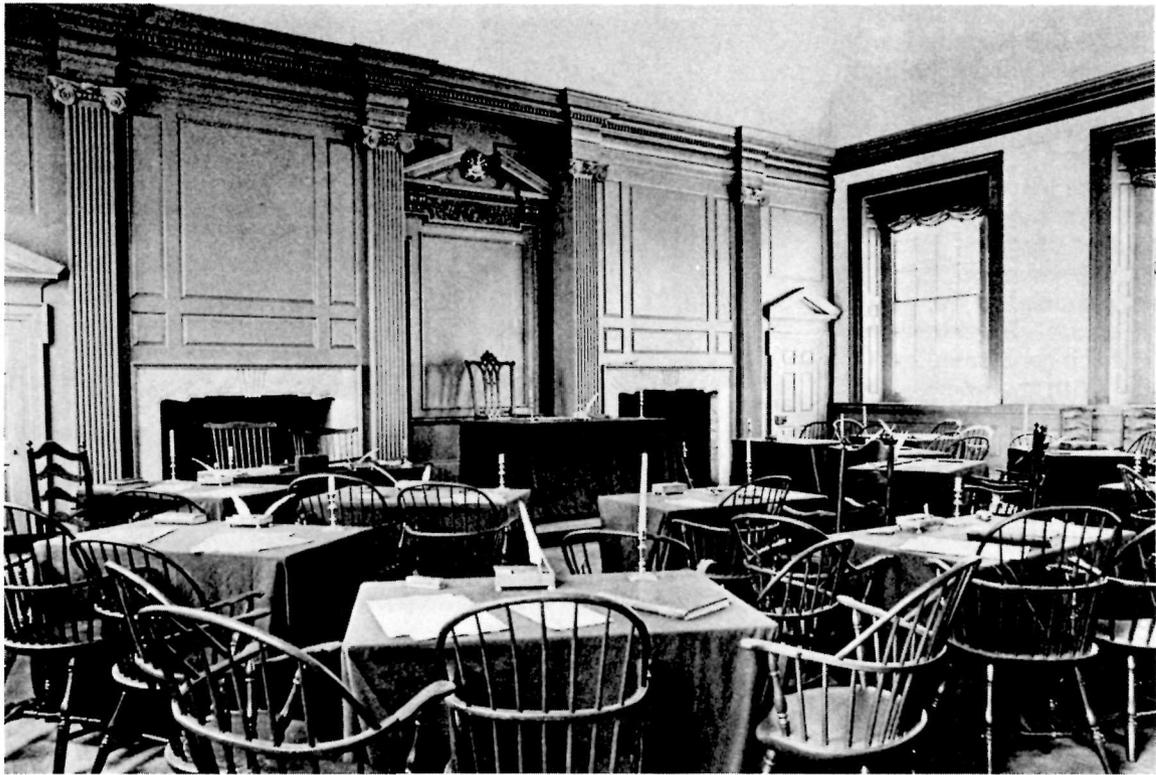
However, it is difficult to take precautions against this occurrence because of the inaccessibility of most of the affected areas. To alleviate this problem a heating, ventilating and air conditioning (HVAC) plan must be developed for the building encompassing the climatic requirements for protecting both the objects and the structure.

Studies have found that furniture, books, paintings and most typical furnishings are better

preserved in a constant environment of about 65°F and 50% R.H. (relative humidity) in a climate such as that in Philadelphia. These levels have become the design and operations standard for many museums.

Relative humidity is a climatic parameter that is usually emphasized in establishing an HVAC environment that is least damaging to historic objects housed in a building. Moisture in the air and temperature determine what the relative humidity of a building is, and the relative humidity is affected by the thermal quality of a building and by visitation. All of these parameters must be addressed when determining the ideal HVAC plan for a building.

High moisture levels can affect the appearance and integrity of objects, especially wood, in a number of ways. The most common form of deterioration is due to the dimensional changes accompanying *variations* in the relative humidity of the atmosphere. High moisture levels may cause an abnormally high water absorption rate in materials, thus causing them to swell. This can lead to warping, splitting, joint separation, cracks, paint peeling and surface finish damage. In extreme cases, rot can occur.



Richard Frear

Significant artifacts located in the Assembly Room of Independence Hall (PA) are the “Rising Sun” chair and the Syng silver ink stand located at the main desk.

Structural Damage

Structural damage of the building can occur from moisture condensing on cold exterior surfaces and migrating to material that is susceptible to damage. In wood, this can lead to rotting and structural deterioration. Not all of the effects are obvious to the observer, however. The location of moisture condensation is important. Moisture condensing on a cold exterior wall may be harmless if it does not come in contact with material that can be damaged and if this moisture is allowed to escape. But there are instances where the condensation of moisture on an exterior wall may come in contact with material that can be damaged. For instance, the butt end of joists and rafters that are set in brick, stone or masonry supports can be damaged. The moisture that condenses on cold brick, stone or masonry may migrate into wood and thus contribute to deterioration leading to structural damage.

The primary purpose of HVAC systems is to maintain the en-

vironmental conditions in a building in order to prevent damage to the objects and to the structure itself. In most cases, heating and cooling levels can easily be maintained through the simplicity of requirements and absence of constraints.

However, a furnished historic building has more rigid requirements and constraints that must be met to protect objects located in the building. Meeting these specific requirements and constraints places a burden on the HVAC system due to the narrow bandwidth of criteria, the usually poor thermal construction of the structure and the visitation requirements.

One criterion in particular that is required to be kept at a narrow bandwidth is relative humidity. This constraint is difficult to meet for a number of reasons. One is that the poor thermal quality of a building usually allows the condensation of moisture on cold exterior windows, walls and ceilings. This removes moisture from the air which the HVAC system has to replace.

Moisture Levels

Moisture enters a building in a number of ways. In historic structures moisture is added to the building by visitors and through the humidity control system. The purpose of the humidity control system is to maintain moisture levels inside the building at a pre-determined point that is ideal for the objects in the building. This moisture level may or may not be harmful to the building itself.

Also, the humidity control systems are not precise and allow a swing from the optimum. When moisture is added to the space by visitors, the control system requires time to adjust to the preset value. If the HVAC system cannot return the relative humidity level to its preset level in sufficient time, objects can be damaged. The time span is important because fluctuating relative humidity levels are more harmful to objects than levels that vary from a preset level for long periods of time. Constant relative humidity levels are difficult to maintain.

Moisture problems occur more in the winter than in the summer. This is because moisture tends to condense on cold surfaces such as windows and exterior walls. The moisture on windows can be controlled by wiping, but exterior wall surfaces are not accessible and therefore cannot be wiped.

If there has not been a route to the outside established for this moisture to escape it will collect, and depending on where the collection spot is, the moisture may do damage. In the summer moisture is generally not a problem as air conditioning and ventilation remove much of the moisture in the building.

Visitation Impacts

Visitation requirements affect humidity levels in two ways. One is the opening and closing of entrances and exits. This removes moisture by literally removing the air. Conditioned air escapes when a door is opened, and the escaping air is replaced by outside air of differing relative humidity. This is not much of a problem on days when the inside and outside conditions are nearly the same. However, on days when the difference between inside and outside conditions vary, the air exchanges can be problematic.

Secondly, visitors add moisture and heat to the air in a building. The amount of ventilation determines how great this effect will be. In general, the overall effect of a mass of visitors in a building that is not adequately ventilated is to raise the temperature and the relative humidity. All of these changes must be compensated for by the HVAC system. This places a tremendous burden on the HVAC system in a building such as Independence Hall.

Independence Hall HVAC Plan

The National Park Service is presently funding a study to develop an HVAC plan for Independence Hall. This study will monitor for one year various environmental parameters in Independence Hall with an emphasis on relative humidity. This data will be utilized to determine the optimum HVAC design and operation that will satisfy the preservation requirements of the furnished objects and the building itself. Once this project is completed and the results evaluated, the procedures and recommendations made for Independence Hall will be utilized in studying other similar buildings within the National Park System.

Lawrence Klock is a Mechanical Engineer and Assistant to the Chief of Maintenance at Independence National Historical Park in Philadelphia, Pennsylvania.

Preservation Beyond Park Boundaries

by Jerry L. Rogers

The National Park Service (NPS) has long been involved in the preservation of historic properties other than those it owns and operates. Designation of the first national historic landmark in 1937 stemmed from a dual recognition that America's cultural heritage was far greater than could be preserved through direct NPS operation, and that owners could successfully be encouraged to care for historic qualities of their properties. This idea was enlarged under the National Historic Preservation Act of 1966 by expanding the National Register of Historic Places to include properties of local significance, largely because a free-spending Federal Government had become a principal threat to historic properties.

Recognizing that the new challenge would require unprecedented outreach beyond its own ranks, the NPS made league with States, local governments, and the private sector, and also began the slow work of reforming other Federal agencies. At first the partnership was small and tenuous, albeit far-flung: 55 newly-appointed State and territorial Historic Preservation Officers (SHPOs), a handful of local historic district commissions of uneven quality, a National Trust for Historic Preservation with a

limited perception of itself, and a new Advisory Council on Historic Preservation (ACHP) composed of presidential appointees and representatives of the Federal agencies which caused most of the destruction.

Fifteen years later, the value of locally significant historic properties is generally accepted, and many tools are available for their preservation. Not all has been achieved that needs to be, and eternal vigilance will be required to hold what has been gained, but today's trends in preservation beyond the parks are very positive.

Citizen Organizations

A basic premise holds that "historic preservation" is first a citizen movement and last a government program. Not only has the National Trust grown in strength and membership, but hundreds of other citizen organizations have appeared on the national, state, and local scenes. Local citizens have proven the most reliable preservers of local historic properties—and the most effective watchdogs over miscreant Federal agencies. Preservation Action, a citizen lobby, is active in all levels of government. An Archeological Conservancy pur-

chases and protects prehistoric sites. Non-profit funding organizations, patterned largely after the Historic Preservation Fund of North Carolina, Inc., deliver the critical margin of assistance to hundreds of projects each year.

Federal Agencies

Federal Agencies once type-cast as villains have become more responsible planners in many cases and outright supporters in others. The Federal Highway Administration reports expenditures of \$18 million per year for highway related archeology over the past five years. The U.S. Army Corps of Engineers and the Army Materiel Development and Readiness Command are paying for technical assistance from the National Park Service and several States to develop workable and innovative planning systems to deal professionally and economically with historic properties. The Department of Housing and Urban Development, whose "slum clearance" programs did much to inspire the 1966 Act, estimates that it has contributed \$206 million to the preservation of historic properties between 1977 and 1980 through its Urban Development Action Grant program alone.



James Higgins



James Higgins

An outstanding example of cooperative endeavors for historic preservation is in Lowell, Massachusetts.

NPS Standards and Guidelines

Among the most important recent innovations of the National Park Service are standards and guidelines for a wide range of historic preservation activities and an effective new historic preservation planning technology. Together, these assist Federal agencies, States, local governments, and others in making rational decisions about historic properties with an adequate degree of consistency, but without requiring review and concurrence by the NPS or the ACHP on each decision. Thus, a troublesome void is filled in a system far too broad for close central control.

"The Secretary of the Interior's Standards for Historic Preservation Projects" were developed by the National Park Service and adopted by the Department of the Interior in 1978. The standards were originally intended to guide States in handling Historic Preservation Fund projects, Federal agencies in managing historic buildings, and taxpayers in rehabilitating historic properties under a new tax incentive. The standards have proven broad enough to cover an infinite variety of projects, flexible enough to allow the application of reason to individual problems, and specific enough to protect the historic character of individual buildings.

More important, they have become the anchor for a structure that places policy, good practice, and technical information into a coherent relationship. The "standards" are in fact broad statements of policy. If followed, they will produce good historic preservation results. Consequently they are constant and unchanging over the years.

Accompanying them are more specific "guidelines" which explain the "standards" through examples which differentiate acceptable practice and unacceptable practice. The "guidelines" are capable of being explained further by technical information

leaflets and are also capable of being modified and improved through accumulated knowledge derived from decisions made on individual projects.

The National Historic Preservation Act Amendments of 1980 direct the Secretary of the Interior to certify State programs periodically for participation in the national programs, to provide for the certification of local governments, and to provide standards and guidelines for Federal agencies. The NPS is carrying out this directive through the development of standards and guidelines for the full range of historic preservation activities in which States, local governments, and Federal agencies interact with NPS. This will include identification, evaluation, documentation, and treatment of historic properties.

Resource Protection Planning Process

The planning technology being spread by the NPS is often presented under the title Resource Protection Planning Process, or RP3 for short. Essentially an application of basic planning premises to date about historic properties (a State Historic Site Inventory, for example), it enables historic properties to be evaluated within a temporal, geographical, and thematic context instead of requiring a comparison of each property against the National Register Criteria as though it were unique.

Nineteen States and two Federal agencies are in the process of implementing some form of RP3 now. NPS hopes to initiate the system in all States during Fiscal Year 1983. Together with the standards, RP3 should turn primary attention away from the endless demand for more and more information toward sensible, practical, and economical use of available information. Best of all, they create systems that can be broadly monitored by the NPS, eliminating the need to par-

ticipate in thousands of individual decisions.

Two Reagan administration priorities seem destined to have significant impact upon the preservation world, although at the time of this writing details are not final. These are regulatory reform and an increased role for State Governors in Federal project planning. It is clear that substantial revisions will be made in the regulations by which Federal agencies allow the Advisory Council on Historic Preservation its legally required "reasonable opportunity to comment" on undertakings affecting historic properties.

Regarding the role of the States, President Reagan on July 14, 1982, signed Executive Order 12372, "Inter-governmental Review of Federal Programs," abolishing the old OMB Circular A-95 and allowing Governors to set up whatever mechanisms they choose for State review and comment on Federal projects. Federal agencies are directed either to abide by State comments or show good reason for not doing so. This order has enormous potential for State Historic Preservation Officers who are adept in RP3 approaches, and who have been mindful of the political strength that can be wielded within a State by a strong citizen movement. SHPOs who have neglected either of these could face a difficult period of adjustment.

Private Sector Involvement

The decentralized, citizen-based approach to historic preservation has naturally made its greatest achievements through stimulation of the private sector. Transcending recent dependence upon non-profit organizations, the movement now includes major corporations, developers, architects, engineers, and investors from the profit-making sector. Federal income tax incentives for rehabilitation of historic structures flow from a series of statutes beginning in 1976.

In 1981 two events brought major changes to historic preservation: (1) project grants under the Historic Preservation Fund were ended, and (2) the tax incentive was increased to an attractive 25% Investment Tax Credit. The result has been a rush by the business world into historic preservation activities. From 1977-1980, the tax incentives program produced 1761 project approvals worth \$787 million in rehabilitation work. In FY 1981 the figures were 1375 projects worth \$738 million, and in FY 1982 there were 1802 projects worth \$1 billion. For FY 1983 the program should approve 2500 projects worth \$1.5 billion, with revenue loss to the Treasury estimated at only \$170 million. By comparison, in its entire history from 1968 through 1980, the grants program handled 6,724 projects for which a total of \$162 million in Federal money was granted. With economic problems now hampering new construction, rehabilitation of historic properties has become good business. Applicants for the benefits must receive certification from the National Park Service that the structure is historic and that the rehabilitation preserves the historic character of the property (meets the Secretary's Standard for Rehabilitation).

A major aspect of historic preservation has always been the task of consciousness-raising—showing citizens that their properties have cultural value and inspiring them to do something about it. In this area, the National Trust for Historic Preservation has excelled. As merchants and officials in older commercial centers became threatened by suburban shopping malls, the Trust launched a highly successful counterattack. Through a low-cost, high-visibility program called "Main Street," the Trust installs a small but active staff in a town. This staff mobilizes the community, instills hope, and generates preservation-oriented approaches to economic revitalization. A frequent result is removal of aluminum or vinyl false fronts installed in earlier futile attempts at "modernization." Historic areas are rehabilitated by the owners, often under the tax incentives, communities regain historic character, and a grateful public returns its business to interesting downtown areas. "Main Street" started with 3 pilot projects in 1977. There are now 30 projects in 6 states.

Throughout the country, hundreds of cooperative efforts are underway in which Federal, State, local, and private resources

are marshalled to produce economic development through reuse of existing buildings. More than just a clean-up, paint-up, fix-up campaign, historic preservation has often captured the imagination and stirred the pride of a community. Such undertakings usually involve a State Historic Preservation Officer, a local planning, zoning, or development board, and the listing of a district in the National Register. For the National Park Service, the most extensive cooperative effort of this type is in Lowell, Massachusetts.

Lowell, Massachusetts

The Lowell effort is built upon a National Historic Landmark district plus two others listed in the National Register by State nomination. The principal historic resource is a series of canals and 19th-century mill buildings that made Lowell important to the American Industrial Revolution. The State has established Lowell State Park and the National Park Service presence is manifest in Lowell National Historical Park. An ambitious preservation-based approach to economic revitalization is coordinated by the Lowell Historic Preservation Commission (LHPC), a unique Federal agency

including local citizens, local officials, State officials, and representatives of the Federal Department of the Interior, Transportation, and Housing and Urban Development. With a staff of eleven and a budget that has averaged under \$1.5 million over the past four years, the Commission has achieved an impressive record. Market Mills, a \$12 million combination NPS visitor center, public space, ethnic eatery, and elderly housing, was completed for \$1 million in LHPC funds. A trolley has linked the downtown together. Several buildings have been rehabilitated under an \$800,000 grant program that leverages seventeen other dollars for every dollar it invests.

Five private preservation projects have been assisted by a low-interest revolving loan fund operated through the Lowell Development Finance Corporation. A wide range of cultural activities based upon the ethnic diversity brought to Lowell (and America) by the Industrial Revolution keeps citizen interest in the overall program at a high level. The authorizing legislation contains a "sunset" provision, requiring the Commission to complete its mission and go out of existence by 1988.

Conclusion

Since the NPS first began to reach out and join hands with other preservationists, it has been at the center of a growing and increasingly sophisticated historic preservation movement. With the encouragement of the National Park Service, the many other parties to the movement have broadened their roles as they have increased their capabilities. As the trends described above become completed realities, the system which preserves historic properties beyond park boundaries may well reach its full maturation.

Jerry L. Rogers is the Associate Director, Cultural Resources, National Park Service.



This dramatic cast iron front belongs to the McLauthlin Elevator Co. building. Built in 1864, the structure is the earliest of its kind in New England and one of only five remaining cast iron buildings in Boston.

Mike Aver

Who Can You Turn To?

Acid Rain

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Shipwreck research and management

National Park Service
Submerged Cultural Resources Unit
P.O. Box 728
Santa Fe, New Mexico 87501

National Park Service
Southeast Archeological Center
Tallahassee, Florida
Attn: George Fischer

Underwater Archeologist
National Historic Parks and Sites Branch
Parks Canada
1600 Liverpool Court
Ottawa, Ontario K1A 0H9
Canada

The Superintendent
Fathom Five Provincial Park
Toberarory, Ontario
Canada

Publications

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Edited by Charles A. Hulse in consultation with Donald F. Holocek
Cooperative Extension Service
Michigan State University
East Lansing, Michigan 48824

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Cambridge University Press

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George F. Bass, General Editor, 1972
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Following is the 1983 Workshop Series offered by the Campbell Center For Historic Preservation Studies. For further information, contact Robert Richardson, Director of Curriculum and Development, Campbell Center for Historic Preservation Studies, P.O. Box 66, Mount Carroll, IL 61053.

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