

HISTORICAL AND ARCHITECTURAL MONUMENTS IN THE  
UNITED STATES

by

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UNITED STATES DEPARTMENT OF THE INTERIOR

Note: This article has been prepared at the request of the Commission on History of the Pan American Institute of Geography and History. It will eventually be published by that organization as one in a series of similar articles dealing with the preservation of historic sites and buildings in each of the Pan-American countries. Pending such publication, it has been mimeographed for administrative use within the National Park Service.

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### Background of the Preservation Movement:

In the United States, the movement to preserve historic sites and buildings for the public benefit began in the middle of the nineteenth century, largely through state and local efforts. Its inception was heralded in 1850 when the State of New York acquired the Hasbrouck House, General Washington's headquarters at Newburgh, New York, and placed it in the hands of the village trustees for preservation and exhibition - the first publicly-owned historic house museum in the country. Other evidence of the stirring of public interest soon followed. When Mount Vernon, Washington's historic residence on the Potomac, was offered for sale and government authorities failed to act, Miss Ann Pamela Cunningham launched her great effort to organize the Mount Vernon Ladies' Association which, by 1859, had completed its acquisition. In 1863, when efforts to save the John Hancock house in Boston proved unsuccessful, R. Clipston Sturgis made architectural measured drawings of it for record purposes - the first known instance of this kind in the United States. In the century which has ensued from these slender beginnings, the preservation movement, despite the adverse effects of depressions and wars, has gradually spread throughout the nation.

Several factors gave impetus to public interest in preserving the nation's historic sites and buildings. The centennial year of 1876 marked the inauguration of a series of observances expressing the pride

and maturity of the nation after a full century of independence. In that year historic Independence Hall in Philadelphia, Pennsylvania, was first opened as a great public monument to the principles of the Declaration of Independence and the Constitution. About this time, five important historic houses were rescued by various societies, including Washington's headquarters at Morristown, New Jersey, and at Valley Forge, Pennsylvania. During the 1880's, another five historic houses were added to the list, Congress extended financial aid to Bennington battlefield, and a number of monuments and memorials were dedicated, including the famed Washington Monument in the National Capital and the Statue of Liberty in New York. A decade of centennial activity had left its mark, reflecting an awakened interest in the nation's historical background.

During this same period there was a general advance in historical and archeological studies, and a new appreciation developed of the significance of American antiquities from a scholarly and scientific point of view. The Archeological Institute of America and the Bureau of American Ethnology were organized in 1879 and the American Historical Association, and the National Geographic Society during the decade of the 1880's. Shortly afterward, the earliest state and national preservation societies came into being, including the Association for the Preservation of Virginia Antiquities, 1889; the Trustees for Public Reservations in Massachusetts, 1891; and the American Scenic and Historic Preservation Society, 1895. While the interests of these and similar groups were diverse, scholars and antiquarians alike agreed that the preservation of

the magnificent and ancient Indian ruins of the southwestern United States from the effects of vandalism and decay constituted a problem of national concern. In 1889, the Congress of the United States took its first action toward establishment of a Federal archeological reservation when it authorized the President to reserve the lands embracing the remarkable prehistoric ruin known as Casa Grande in southern Arizona. Growing consciousness of Federal responsibility for the preservation of ancient sites and structures greatly stimulated by the Smithsonian Institution, the General Land Office of the Department of the Interior, and archeologists and historians throughout the country, finally found expression in the Antiquities Act of 1906. This legislation gave the President general authority to establish national monuments by proclamation on lands owned or controlled by the Federal Government in order to preserve historic landmarks, historic or prehistoric structures, or other objects of scientific interest for the benefit of the nation. It also laid the basis for regulations governing archeological or other scientific investigations of antiquities situated on Federal lands. Under this authority a number of noteworthy historic and prehistoric areas situated in the Southwest were soon proclaimed national monuments, including El Morro and Gran Quivira in New Mexico, and Montezuma Castle, Tumacacori and Navajo in Arizona.

Meanwhile, another important influence was at work to stimulate the participation of the Federal Government in preservation. The hundreds of thousands of veterans of the Civil War (1861-65) were interested in

the historic battlefields where they had fought; they were highly organized and they were politically powerful. As a result of their efforts, the first of a substantial number of national military parks was authorized by Act of Congress in 1890. It was the Chickamauga battlefield in Georgia, embracing the battlefield of 1863 and related points of great historical interest in the vicinity of Chattanooga, Tennessee. Three years later, the Gettysburg National Military Park in Pennsylvania was authorized by Act of Congress, and Shiloh National Military Park in Tennessee the following year. From these beginnings has grown a system of national military parks and battlefield sites in the United States, which, not including national monuments, now numbers twenty-five areas throughout the nation representing the French and Indian War, the American Revolution, the War of 1812, the Civil War, and the Indian wars of the West.

While this effort got under way, twenty more historic houses were acquired by local organizations. Then suddenly the movement began to spread. One of the most important new factors has been effectively described by Dr. Laurence Vail Coleman in his Historic House Museums:

"Then came the automobile - four cars registered in 1895, eight thousand in 1900, nearly half a million in 1910, twenty-three million in 1930. The same years that saw this miracle saw also - for obviously related reasons - the rise of historic houses, from about twenty open in 1895 to nearly a hundred in 1910 and to more than four hundred in 1933"

Just as the United States seemed to be coming of age, the diverse beginnings of the preservation movement found a factor that helped greatly to bring attention to historic places almost everywhere.

It was during this period, in 1916, following years of effort by conservation organizations, that Congress enacted legislation to create the

National Park Service as a bureau of the Department of the Interior. The then established national parks and several national monuments, though by no means all, were placed under the new bureau for administration. This action marked a major step forward in the park and monument movement and while the beginnings of the National Park Service were slender by comparison with today's organization, its establishment proved to be full of significance for future Federal participation in the preservation of historic sites and buildings.

For a time there was a lull in preservation activity during and after the entry of the United States into World War I, and then, with the peace, many persons began to observe a heightened interest in the American background on the part of writers, artists, historians and architects. Beginning in 1933, a great series of cultural projects was inaugurated through the aid of Federal funds which furthered interest and increased knowledge of American history and culture. The Historical Records Survey catalogued the local records of American history; the Index of American Design prepared skillfully rendered drawings of selected examples of native art and handicrafts; the Writers' Program of the Work Projects Administration prepared its monumental series of State Guides, revealing a wealth of history, geography, and local lore about communities throughout the nation; the Historic Sites Survey of the National Park Service laid the basis for the first systematic classification of historic and archeological monuments in the United States; and the Historic American Buildings Survey assembled invaluable measured drawings and photographs

of the rapidly diminishing number of outstanding examples of early American architecture. Taken together, these projects represented a conscious appreciation, on a national scale, of the importance of their historical and cultural heritage to the American people.

From the standpoint of the preservation movement perhaps the most important aspect of this cultural revival was the new interest displayed in American architecture and in the style of building common in the Colonial period and the days of the early republic. Many persons contributed to this interest and many preservation undertakings illustrated it, including among scores of others sponsored by voluntary societies, Monticello, Thomas Jefferson's famous home near Charlottesville, Virginia; Stratford, the ancestral home of the Lee family in Virginia; and the Hermitage, Andrew Jackson's distinguished mansion near Nashville, Tennessee. Most dramatic of all, however, was the restoration of Colonial Williamsburg. This magnificent undertaking began when Mr. John D. Rockefeller, Jr. undertook in 1927 to carry out with his own funds but for the benefit of the nation, a plan suggested by the Rev. Dr. W. A. E. Goodwin to restore Williamsburg to its 18th century appearance. This plan was "an endeavor to restore accurately and to preserve for all time the most significant portions of an historic and important City of America's Colonial period." It is still in progress. By 1950, 609 buildings of later periods had been demolished or removed from the Colonial area; 231 buildings of the Colonial period had been reconstructed, most of them on the original foundations; and 84 colonial buildings had been restored or extensively repaired. Many gardens had also been restored



and the appurtenances of a colonial city had replaced all apparent modern features. The 18th century, as mirrored in Williamsburg, has inspired styles in dress, furniture, interior decorations, and domestic architecture influencing taste throughout the nation.

Although the restoration of Williamsburg gained particular fame, there were many other important preservation undertakings between World War I and World War II. Private persons, influenced by national taste, purchased for family residences, and restored sometimes well and sometimes badly, hundreds of early American houses. The number of voluntary preservation societies grew in all parts of the country. Mansions, log cabins, churches, forts, fur trading posts, historic gardens, and scores of other evidences of the background of the nation became the subject of interest for several hundred societies. As early as 1933, patriotic and historical organizations were responsible for half the four hundred historic house museums then open to the public. Museums owned forty houses; city governments owned another forty; and state governments owned and administered sixty. A steady growth was to be noted in such state park systems as those of Indiana, Ohio, and Illinois which added significant historical properties to their holdings. With all this diverse and stirring public activity the time had at last come for a new consolidation and enlargement of the Federal Government's program for the preservation of historic sites and buildings.

Until 1933, the Federal Government of the United States, in spite of certain limited preservation measures, was generally considered well behind many other nations in the care extended to its antiquities.

While approximately eighty historical and archeological properties had been acquired by the nation in preceding decades, no coordinated program for their administration had been adopted. Instead, national monuments were variously administered, some by the Department of the Interior, some by the Department of Agriculture, and some by the War Department. That these properties should be consolidated under one administration had been obvious to informed persons for some time. After several years of effort, finally in 1933 during the first year of President Franklin D. Roosevelt's term of office, all of the historical and archeological properties of the Federal Government were grouped together for administration by the National Park Service of the Department of the Interior. For the first time, the United States had one central monuments administration, with one head, one set of policies, and one national program.

The consolidation of 1933 heralded a second major step in the preservation program of the Federal Government. Stimulated by wide public interest, the then Secretary of the Interior, the Hon. Harold L. Ickes, caused a study to be made of preservation legislation then in force in other countries, and new legislation to be drafted for the United States. Following extended consideration in Congress, the new legislation was finally adopted and on August 21, 1935, was approved by President Roosevelt. The new measure was called the Historic Sites Act and declared it to be "a national policy to preserve for public use, historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States." A long list of powers was granted to the Secretary of the Interior to enable him, through the

National Park Service, to carry out this policy. A national Advisory Board of recognized experts in the fields of history, archeology, architecture and human geography was also established, to advise on the execution of the national program.

Adoption of the Historic Sites Act was a milestone in the conservation of American antiquities. It is today the basic national law governing the preservation of the rich heritage of historic and archeological sites and buildings in the United States. The policies and programs which have developed since the enactment of that legislation, including more recent developments in the preservation movement, are discussed in the succeeding sections of this review.

#### Legislative Provisions:

As will be evident from the preceding discussion, three general laws relating to the preservation of historic sites, buildings, objects and antiquities have been adopted by the Congress of the United States. These are the Antiquities Act of 1906; the National Park Service Act of 1916; and the Historic Sites Act of 1935. In addition, scores of individual measures have been enacted by the Congress affecting specific historic properties. Aside from this national legislation, the legislatures of many of the forty-eight states, including Ohio, Pennsylvania, and Illinois, have adopted general preservation measures of varying effect. Certain historic municipalities, such as Charleston, South Carolina, Alexandria, Virginia, and New Orleans, Louisiana, have enacted city ordinances governing building alterations, raising, and new construction in designated historic quarters of their municipalities. A review of the

provisions of certain of this legislation, selected texts of which appear in an appendix to this report, reveals the trend of thought in the United States regarding the nature of the legal authority necessary and feasible to accomplish the preservation of historic sites and buildings on a national scale.

The Antiquities Act of 1906 was directed exclusively toward the preservation of antiquities situated on lands belonging to the United States. Because of the nature of the historical development of the United States, such lands were extensive at the time this legislation was adopted and public holdings, particularly in the West, continue to be very large, including broad areas in the Southwest which contain numerous, significant, and in some instances, spectacular prehistoric ruins. The measure contains three principal provisions, each directed toward solving one part of the preservation problem. The first of these is aimed at relic-hunters, vandals, and other unauthorized intruders on the public domain. It provides that any person who shall appropriate, excavate, injure or destroy any historic or prehistoric ruin or monument, or any object of antiquity, situated on lands owned or controlled by the Government of the United States, without permission, shall upon conviction be fined not more than five hundred dollars or be imprisoned for not more than ninety days, or both. Experience has shown that this provision is very useful, but in many isolated areas it has proved difficult to enforce.

The second principal provision is directed toward providing the basic legal authority under which exceptionally important areas can be set

aside in perpetuity as national monuments. It authorizes the President of the United States to declare, by public proclamation, historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest situated on lands owned or controlled by the Government of the United States to be national monuments. The President is also authorized to reserve parcels of land for this purpose, confined, however, to the smallest area compatible with the proper care and management of the objects protected. By 1949, eighty-six national monuments had been established under this and subsequent authorizations from the Congress.

The third principal provision is designed to provide the basis for regulated access by scientific institutions to archeological sites situated on Federal lands. Since some Federal lands are administered by the Secretary of the Interior, some by the Secretary of Agriculture, and some by the Secretary of Defense, it authorizes each of these officials to grant permits to qualified institutions for the examination of ruins, the excavation of archeological sites, and the gathering of objects of antiquity on lands under their respective jurisdictions. Such examinations, excavations and gatherings must be undertaken, however, for the benefit of reputable museums, universities, colleges, or other recognized scientific or educational institutions, with a view to increasing knowledge, the collections to be permanently preserved in public museums. The permit procedure thus established, and subsequently elaborated in printed rules and regulations, remains the recognized method for scientific institutions to gain authorized access to the rich heritage of antiquities situated on

Federal lands in the United States. Ten universities, six museums, and one college are conducting archeological and paleontological field work in nine states, Alaska, and the Aleutian Islands under 1950 permits issued by the Secretary of the Interior under this procedure.

The Antiquities Act had been in force for a decade when the National Park Service was created by Act of Congress in 1916. The then existing scenic national parks, as well as nine national monuments, were placed under the new bureau for administration. The classic expression of the fundamental purpose of the national parks and monuments is stated as follows:

"to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."

The conception of preserving and utilizing park and monument properties only in such manner as will leave them unimpaired for the enjoyment of future

generations has profoundly influenced the management of the National Park System. It has proved a bulwark of strength against hasty and ill-considered development, over-use, and encroachments of all sorts. As a guiding principle for the preservation and use of historic and prehistoric properties, it stands forth as an unimpeachable ideal.

The enabling act created the National Park Service as a bureau in the Department of the Interior, in charge of a director responsible for promoting and regulating the use of national parks, monuments and reservations in accordance with their basic purpose. It conferred certain powers upon the Secretary of the Interior in regard to the issuance of rules and regulations, the disposal of timber, the granting of leases for the accommodation of visitors, and grazing permits, within the limits of the primary purposes for which the parks and monuments were established. The full provisions of this very significant legislation may be examined in the text attached to this report.

Although the Antiquities Act of 1906 provided adequately for the preservation of historic and prehistoric remains situated upon Federal lands, and although the National Park Service Act of 1916 established a separate bureau to administer national parks and monuments, no general legislation authorizing a national preservation program for historic sites and buildings not already in Federal ownership was enacted until 1935, when the Historic Sites Act was adopted.

The new law greatly clarified and emphasized the national policy and granted important new powers, duties and functions to make possible the execution of a broadly-conceived national program of preservation.

The statement of policy which appears in the preamble to the Act bears repeating: "Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That it is hereby declared that it is a national policy to preserve for public use historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States." Since 1935, this policy has guided the National Park Service in its steadily widening activities dedicated to the preservation of the rich heritage of historic sites and buildings in the United States.

A carefully considered list of broad powers, duties and functions was granted to the Secretary of the Interior, to be exercised through the National Park Service, for the purpose of effectuating the declared national policy. The first group of powers provides for the surveys, researches, and investigations necessary to determine which sites and buildings situated throughout the Nation possess exceptional value as commemorating or illustrating the history of the United States. In this connection authority is provided to secure, collate and preserve drawings, plans, photographs and other appropriate data, and to conduct researches to obtain true and accurate historical and archeological facts and information. These powers underly the Historic Sites Survey, the Historic American Buildings Survey, and the program for the classification of historic sites and buildings described in a later section of this report.

Authority is next granted to acquire in the name of the United States for the purpose of the act, any property, personal or real, or any interest or estate therein, by gift, purchase or otherwise. Two significant



limitations are placed on this authority. No property owned by any religious or educational institution or otherwise owned and administered for public benefit may be acquired without the consent of the owner. No property of any kind may be acquired or contracted for, which will obligate the general fund of the Treasury, unless Congress has appropriated money which is available for that purpose. Through its responsibilities for appropriations, Congress therefore still retains the power to determine the extent of the national preservation program to be developed under the provisions of the Historic Sites Act.

Since hundreds of historic houses and other similar properties operated for the public benefit in the United States are owned and maintained by local governments or societies, much useful preservation can be accomplished by mutual cooperation between the Federal Government and the many other interested agencies. Authority is therefore granted to the Secretary of the Interior to contract and make cooperative agreements with States, municipal subdivisions, corporations, associations or individuals to protect, preserve, maintain or operate any historic or archeological building, site, or object regardless of whether the title thereto is vested in the United States. Under this provision, cooperative agreements have been negotiated with eight societies, four churches, one state, one municipality, one Federal Department, and one individual in regard to fifteen properties of national historical importance. The authority contained in this provision is broad and flexible, and the terms of these agreements vary widely to meet the particular conditions which obtain in each individual case.

The next group of powers relates to the treatment of properties acquired or protected by the provisions of the Act. Authority is granted to restore, reconstruct, rehabilitate, preserve and maintain historic or prehistoric sites, buildings and objects. Where it is deemed desirable, museums may be established and maintained in connection with such properties, and tablets to mark or commemorate places or events of national significance may be erected. Acquired properties may be operated and managed for the public benefit, including authority to charge reasonable visitation fees, and under certain conditions, to grant concessions, permits, and leases when necessary or desirable to accommodate the public or to facilitate administration. The Secretary of the Interior, if he determines it to be advisable, may organize a corporation to administer any particular property donated to the United States. Authority is also granted to develop an educational program and service to make publicly available facts and information pertaining to American historic and archeological sites and buildings. Reasonable charges may be made for the dissemination of such information. It is apparent that these varied powers are sufficiently wide and varied to meet almost any situation that may arise.

The Act also establishes a national advisory group with the somewhat lengthy title of "Advisory Board on National Parks, Historic Sites, Buildings and Monuments." It is composed of not to exceed eleven persons, including representatives competent in the fields of history, archeology, architecture and human geography, all of whom serve without salary. The Board has no administrative responsibilities and is purely advisory. Since its establishment, shortly after the enactment of the law, it has performed invaluable public service, discussed in part in subsequent sections of this report.

While the character of the several types of areas incorporated in the National Park System is defined in legislation largely by implication, it is pertinent to provide guiding definitions for use in connection with subsequent sections of this review.

National Parks are spacious land areas essentially of primitive or wilderness character which contain scenery and natural wonders so outstanding in quality that their preservation intact for the benefit, enjoyment, and inspiration of the people is a national concern.

National Monuments are those lands which have been given this designation for the protection and perpetuation of the historic, prehistoric, or scientific objects or features they contain.

National Historical Parks, National Military Parks, National Battlefield Parks, and National Historic Sites are essentially the same as national monuments that protect historic objects or features but have differing designations largely because of their legal origin or local background or because of other circumstances surrounding their establishment.

Much more could be written concerning the ramifications of the three principal national laws relating to preservation if space permitted. State and local legislation possesses an importance and interest which it is also impossible to discuss within the limits of this paper. Nevertheless, it is hoped that enough has been presented to give a clear conception of the broad objectives and provisions of the national legislation now in force in the United States.

### Survey and Classification:

It is natural that policies and methods designed to perpetuate the historic and architectural monuments of the United States should have varied considerably in different times and places among the various conservation agencies and groups. It is possible, however, to offer a number of generalizations representing present-day thought in the United States regarding the survey and classification of historic sites and buildings.

Although useful but disconnected efforts to record local examples of domestic architecture had been made earlier, no national plan to secure an accurate and detailed record of the historic monuments of America was launched until the inception of the Historic American Buildings Survey in 1933. Aimed primarily at the creation of a permanent graphic record of the architectural survivals of early dwellers in the United States, this Survey is a continuing project jointly sponsored by the National Park Service, the American Institute of Architects and the Library of Congress. During its most active years, from 1933-1942, there were compiled approximately 24,000 measured drawings and 26,000 photographs of some 6,400 historic structures, providing a rich and diversified record of the less known, "vernacular" architecture of the country, invaluable to students of social history as well as architecture. However, as emphasis was laid upon the recording of structures known to be in danger of being destroyed, and as the survey was most complete in areas where architects were most readily available, buildings of pre-eminent architectural and historical importance were often not included in the Survey. The collected archives of American architecture which have resulted from this great project can nevertheless, in many respects, stand comparison with the national inventories of monuments undertaken in Europe.

While thousands of historic and architectural monuments are worthy of recording, only a very limited number, possessing superlative interest and importance to the nation, can be expected to benefit from direct protection by the United States government. The problem of selecting this small number from among many alternatives, each with its determined proponents, is a difficult task. The Historic Sites Act of 1935 placed this responsibility upon the National Park Service and created an Advisory Board on National Parks, Historic Sites, Buildings and Monuments, whose distinguished members have among their many important duties, that of recommending which historic sites and buildings are eligible for preservation under the provisions of national legislation. To decide which sites or buildings are worthy of national recognition, the National Park Service with the advice and guidance of the Advisory Board conducts an independent study of each historic site or building suggested for preservation, in order to determine its relative importance and worthiness for national recognition. This study, known as the Historic Sites Survey, has produced a significant body of unpublished historical and architectural information regarding many of the nation's major monuments.

The Act of classification in the United States carries no legal implication, and does not diminish the right of the owner of an historic monument to do as he pleased with it. The classified list of nationally important historic sites and buildings which is prepared by the Advisory Board from the Historic Sites Survey is confidential and is used primarily as a guide by legislators and administrators responsible for acting upon specific preservation proposals. With a few important exceptions, the Federal government at present preserves historic sites and buildings only by outright ownership.

In considering questions of classification, the Advisory Board has found it convenient to establish fifteen categories of historic and architectural monuments and five categories of prehistoric monuments. Each category embraces the most important historic sites and buildings associated with a major phase of the history of the country. These categories, as in effect at present, are as follows:

#### Archeological Sites and Structures

- I Sites relating to early man in America
- II Sites relating to hunting-fishing, non-agricultural economy in which pottery does not enter as a trait-complex
- III Prehistoric sites, sedentary-agricultural, with pottery
- IV Proto-historic sites, perceived to antedate European contact on a chronological scheme, but minus trade objects and documentation
- V Historical-archeological, in which documentation or trade objects of European provenience attest the horizon

#### Historic Sites and Structures

- I Spanish and Portuguese Exploration and Settlement
- II French Exploration and Settlement
- III Dutch and Swedish Colonial Settlements
- IV English Colonization to 1700
- V The Development of the English Colonies, 1700-1775
- VI War for American Independence
- VII Political and Military Affairs, 1783-1830
- VIII Advance of the Frontier to 1830
- IX Political and Military Affairs, 1830-1860

- X War between the States, 1861-1865
- XI Westward Expansion and the Extension of National Boundaries, 1830-1890
- XII Commerce, Industry and Agriculture to 1890
- XIII Means of Travel and Communication
- XIV Exploitation of Natural Resources to 1890
- X The Arts and Sciences to 1870

Together the above twenty categories reflect very nearly the entire range of human history in what is now the United States, from remote prehistoric beginnings to very recent times. By this approach, the Advisory Board aims toward a well-rounded list of monuments which will ensure that the National Park System is thoroughly representative of every important phase of American history and culture.

As an additional aid to the process of classification, criteria have been developed which are equally applicable to monuments in any category. Originally utilized by the Advisory Board, these criteria are gradually coming into wider use. Present-day thought on this subject among most preservation groups in the United States may be illustrated by quoting in its entirety a document, issued in November 1948 by the National Council for Historic Sites and Buildings, which also incorporates much of the experience of the National Park Service.

"Criteria to be used in Selecting Historic Sites and Buildings

1. The prime requisite is historical significance

The chief determining factor is that the area or structure must possess either certain important historical associations which entitle it to a position of high rank in the history of the nation, state, or region in which it lies; or, in the case of a structure, be in itself of sufficient

antiquity and artistic or architectural significance to deserve a position of high rank, even though not having other important historical associations. These qualities exist:

- a. In such historic structures or sites as are naturally the points or bases in which the broad political, social, or cultural history of the nation, state, or region is best exemplified and from which the visitor can grasp the larger patterns of national, state or regional history.
- b. In such monuments and areas as are significant because of their associations with key figures or important events in national, state or regional limits or because of their relationship to other monuments or areas.
- c. In structures or sites exemplifying in a high degree the history and achievements of aboriginal man in America or of outstanding scientific importance for the light that they shed on this subject.

NOTE : Structures or sites of recent historical importance relating to events and persons within the last fifty years will not, as a rule, be eligible for consideration under the standards set forth in a, b, and c.

2. Suitability, as measured by the following standards, will be an important consideration

a. Surviving historical remains

While it is sometimes possible to justify the preservation of an historic site even though no physical remains have survived, the deciding factor in most cases will be the presence of important original structures or other physical remains.

b. Other physical characteristics

The encroachments of business, industry, housing, and traffic upon a structure or site must be considered if historical values are thereby seriously impaired and public use and appreciation inhibited.

c. Location with respect to accessibility, necessary utilities, and protection is a factor to be considered.



d. The adaptability of the historic property to effective treatment in the interest of public use and enjoyment will be considered. The cost of necessary treatment and development must not be beyond the means of the sponsoring agency or individual undertaking the project.

e. The extent to which the integrity of the historic structure or site has been preserved will be an important consideration. Integrity is a composite quality connecting original workmanship, original location, and intangible elements of feeling and association. Generally speaking, it is better to preserve than repair, better to repair than restore, better to restore than to construct. However, when a project calls for the restoration or reconstruction of historic structures which have long been destroyed, it is important that such work be done in accordance with scientific methods and with principles of good taste.

f. Closely allied to (d) is the question of reasonableness of the cost of proper maintenance of the area and its developed features.

g. The proposed boundaries of the historic monument project should be adequate to ensure proper preservation of historic features and public appreciation of their historical significance.

h. It is desirable for the project to have a place in national, state, or regional plans for the preservation of historic sites and monuments.

i. The proposed program of public use for historic structures and sites should be consistent with their proper and dignified preservation and with reasonable public access thereto.

3. Consideration will be given to the responsibility of the proposed administering agency as determined by (a) legal authority, (b) adequacy of financing, and (c) competency of staff."

### Preservation and Restoration Policies:

Generally speaking, preservation and restoration policies in the United States may be said to represent an American adaptation of modern British and European experience. The nation entered upon the task of conserving its monuments so late in the nineteenth century that the controversy between the philosophies of Viollet-le-Duc and Ruskin was scarcely felt. Preservation practices which characterize the recent period abroad have been widely accepted, at least in theory, as the most suitable ones to follow here. In those instances, in which long-vanished historic buildings have been reconstructed in their entirety - of which there are some prominent examples - the practice is usually defended as the exception rather than the rule, the principal emphasis being upon preservation of structures which have survived to the present day.

The restoration policy of the National Park Service, as developed by the Advisory Board on National Parks, Historic Sites, Buildings and Monuments, generally reflects prevailing opinion on this subject in America. Similar restoration principles have been announced by the directors of such well-known quasi-public projects as the restorations of Colonial Williamsburg and of Stratford, the birthplace of Robert E. Lee. While there are some variations in emphasis, the published policies of these and other organizations engaged in parallel work compare closely in most important respects to those of the Federal government. Despite wide theoretical agreement, however, there remain examples of divergence in practice among preservation groups which would require full discussion in a more comprehensive review of restoration policies and practices in America than is possible here.

The general restoration policy, recommended by the Advisory Board and adopted by the National Park Service in 1938 as its official viewpoint, follows:

"The motives governing these activities are several, often conflicting; aesthetic, archeological and scientific, and educational. Each has its values and its disadvantages.

"Educational motives often suggest complete re-constitution, as in their hey-day, of vanished, ruinous or remodelled buildings and remains. This has often been regarded as requiring removal of subsequent additions, and has involved incidental destruction of much archeological and historical evidence, as well as of aesthetic values arising from age and picturesqueness.

"The demands of scholarship for the preservation of every vestige of architectural and archeological evidence - desirable in itself - might, if rigidly satisfied, leave the monument in conditions which give the public little idea of its major historical aspect or importance.

"In aesthetic regards, the claims of unity or original form or intention, of variety of style in successive periods of building and remodelling, and of present beauty of texture and weathering may not always be wholly compatible.

"In attempting to reconcile these claims and motives, the ultimate guide must be the tact and judgment of the men in charge. Certain observations may, however, be of assistance to them:

- (1) No final decision should be taken as to a course of action before reasonable efforts to exhaust the archeological and documentary evidence as to the form and successive transformation of the monument.
- (2) Complete record of such evidence, by drawings, notes and transcripts should be kept, and in no case should evidence offered by the monument itself be destroyed or covered up before it has been fully recorded.

- (3) It is well to bear in mind the saying: "Better preserve than repair, better repair than restore, better restore than construct."
- (4) It is ordinarily better to retain genuine old work of several periods, rather than arbitrarily to 'restore' the whole, by new work, to its aspect at a single period.
- (5) This applies even to work of periods later than those now admired, provided their work represents a genuine creative effort.
- (6) In no case should our own artistic preferences or prejudices lead us to modify, on aesthetic grounds, work of a by-gone period representing other artistic tastes. Truth is not only stranger than fiction, but more varied and more interesting, as well as more honest.
- (7) Where missing features are to be replaced without sufficient evidence as to their own original form, due regard should be paid to the factors of period and region in other surviving examples of the same time and locality.
- (8) Every reasonable additional care and expense is justified to approximate in new work the materials, methods, and quality of old construction, but new work should not be artificially 'antiqued' by theatrical means.
- (9) Work on the preservation and restoration of old buildings requires a slower pace than would be expected in new construction."

In spite of the very considerable progress made in historical preservation work in the United States during the past twenty-five years, the published literature describing methods and techniques remains fragmentary and scattered. A few organizations regularly issue valuable publications, such as Old Time New England, a regional journal published by the Society for the Preservation of New England Antiquities. Nevertheless, a regrettably large number of technical reports on individual preservation projects, including some of the most important undertakings of recent

years, are available only in manuscript form, if at all. The National Park Service has in preparation a bibliography of published technical reports which, when completed, should provide a suitable guide to the literature on this subject in the United States.

The most useful government documents relating to the general aspects of this problem are to be found in the National Park Service Administrative Manual. This comprehensive work, which will ultimately include at least twenty-two volumes on the administrative and professional aspects of park and monument conservation, is issued in mimeographed form in a limited edition, primarily for the guidance of the Service staff. The four volumes most closely relating to the preservation of historic and architectural monuments are: Volume nine, History Manual; volume twelve, Master Plans, Construction Programs and Drawings; volume thirteen, Field Manual for Museums, and volume twenty-two, in progress, Ruins Stabilization Manual. While these volumes, with the exception of that dealing with museums, are not distributed outside of the Federal Government, their preparation is evidence of a growing consciousness of the need for fundamental professional publications in these highly specialized fields.

In an effort to make the experience reflected in such manuals more widely available and in order to benefit from the experience of others, the National Park Service recently joined with The American University of Washington, D. C. and with Colonial Williamsburg to launch an Institute in the Preservation and Interpretation of Historic Sites and Buildings. In sessions held in June, 1949 and again during the same month in 1950, the Institute provided a limited number of professional workers with an intensive review of basic policies and practices involved in the preservation and exhibition

of historic and architectural monuments. It is planned to continue the Institute as an annual event. From such undertakings, including the somewhat parallel Seminars in American History and Culture, conducted annually at Cooperstown, New York, by the New York Historical Association, new additions to the literature of technique and method may be expected to come.

## Educational Policies and Programs

In the United States perhaps more than in any other country, strong emphasis is placed upon the educational value of historical and architectural monuments. Methods and techniques for presenting and interpreting these values to visitors have reached an advanced stage of development and the educational programs conducted at monuments by national, state and local agencies are still evolving.

The sites and buildings which provide these values in the United States may be broadly grouped into prehistoric and historic categories. The values of the former were abundantly recognized in 1934 in a report of the Land Planning Committee to the National Resources Board as follows:

"The Indians, real breakers of the new world wilderness, originated ways of life, means of travel, and systems of agriculture which, adopted by the first white settlers, have exercised potent influence upon our whole national career. The Indians wrote the first chapters of American history but only by study of their archeological remains can we hope to read and to understand them. Ruins, mounds, and village sites thus constitute precious historical and archeological resources. Their preservation from idle destruction and their scientific study are obligations which the United States owes not only to its own intellectual and educational development, but also - in the sense that the past of any human race is the joint heritage of all mankind - to the world."

Paralleling this appraisal of archeological resources, is the following evaluation of historic sites and buildings, expressed by Dr. John C. Merriam, in 1932, as Chairman of the National Park Service Advisory Board:

"Among great opportunities to reach the story of history in America, none exceeds in significance that afforded by presentation of realities and interpretation of meaning in historic sites and relics by local communities, states, and the nation. There should be no doubt concerning the exceptional importance of this task, and the tremendous influence for good or evil which may be exerted. Nor should there be question regarding the need for widest knowledge and highest wisdom in meeting fully the obligations implied in this work."

Monuments thus considered are more than the brick and stone and mortar of which they are made. They are the visual embodiment of the ideas and ideals of past generations and their greatest value lies in their ability vividly to communicate to us the thoughts and aspirations of our ancestors.

Ruins, ancient buildings, historic houses and sites and monuments of all kinds viewed in this light are seen to possess unusual cultural and educational importance. For archeologists, architects, and historians they constitute an indispensable body of source material for reconstructing the historic past. Writers and artists find in them authentic inspiration for their interpretations of the national scene. Teachers and educators turn to them as visual aids to a better understanding of history and culture. Political leaders recognize their value as focal points for civic and national loyalties. To the average citizen, they are a source of recreation and refreshment making always accessible to him the familiar landmarks of his national heritage.

The development of educational programs for visitors to parks and monuments has been greatly stimulated by the rapid growth of mass travel



in the United States. In 1950 there were 36,000,000 registered passenger-carrying vehicles in the country. The number of visitors to historical and archeological areas in the National Park System increased from about 5,000,000 in 1945, to 10,500,000 in 1947 and to 12,362,000 in 1949. Well over a million persons have viewed the interior of the Home of Franklin D. Roosevelt at Hyde Park, New York, since it was publicly opened as a national shrine in 1946. Mount Vernon, the historic home of George Washington, near the national capital, receives almost as many visitors annually. Underlying this phenomenal travel are such factors as shorter hours of work, increasing leisure time, and the steady rise in the national income and population, which together give parks and monuments an increasingly important place in national life.

While the importance of educational programs for the millions of visitors to historic sites is accepted in varying degree by a wide range of preservation agencies in the United States, among which Colonial Williamsburg is an outstanding example, this review will consider primarily the educational activities of the National Park Service. These activities have been gradually developed through years of experience beginning shortly after the bureau was established in 1916. The interpretive program is intended to develop in the visitor the maximum of understanding and appreciation of the characteristic park or monument features, to stimulate his thinking, and to encourage him in the most rewarding use of the park. Several basic policies have guided the growth of educational program, important among them being the following:

1. Utilization of trained, professional personnel to conduct the educational program, with ability to interpret to the public the history of the United States as exemplified in sites and monuments.
2. Adequate provision for a research program to furnish a continuous supply of dependable facts and interpretations suitable for use in the educational program.
3. Simple, understandable interpretation of each historic or archeological site or structure to the public, by means of field trips, lectures, exhibits, and literature.
4. Emphasis upon leading the visitor to study the authentic original rather than to utilize second-hand information.

It is evident that the significance of a complex prehistoric area such as Mesa Verde National Park, Colorado, containing three hundred important cliff dwellings, and innumerable smaller archeological sites, cannot be properly understood and interpreted to visitors except by trained archeologists. It is equally obvious that the history of the Jamestown settlement in Virginia, spanning almost a century and involving an understanding of the entire age of exploration and colonization cannot be properly appreciated and presented to the public except by trained historians. The pitfalls of the legend, anecdote, romantic episode, and the purely picturesque, to which untrained persons are easily susceptible, can only be avoided by the utilization of professional trained personnel. The omnipresent problems of commercial guiding are also avoided in an educational program conducted by the government.

In the National Park Service a special branch, the History Division, has been established to give professional direction to educational activities in historical and archeological areas. In 1950, 35 historians, 19 archeo-

logists and 34 subprofessional aides were employed to supervise and conduct these activities. A Museum Branch has been established in the Natural History Division, with a central museum laboratory, including specialists in the preservation of objects of all types, and in the planning, preparation and installation of exhibits. High standards of scientific training, experience, education and executive ability are required for all the employees engaged in educational work, and all must meet the rigorous qualifications of the United States Civil Service Commission. Even seasonal personnel employed to augment the regular staff during the heavy travel period must qualify according to carefully developed standards. This trained and experienced staff provides the nucleus for the educational program.

Knowledge of the basic facts regarding historic sites and buildings is indispensable to their intelligent preservation and interpretation to visitors. It can be gained only through patient research by trained personnel in the principal documentary repositories and at the site itself. To provide this knowledge, three kinds of research are performed by the staff of the National Park Service: (1) historical; (2) archeological; and (3) architectural. The results of historical research may be formulated in monographs, such as the History and Development of Yorktown, Virginia, 1691-1781; in articles, such as The Oldest Legislative Assembly in America; in popular publications such as the recent Historical Handbook on Custer Battlefield; in texts for markers; in historical base maps, boundary studies, or restoration studies; in museum exhibit plans such as the Manassas Museum Prospectus; or in special studies such as A Preliminary Handbook of Historical Information Concerning The White House and Its Furnishings. These studies thus furnish the basic data for monument interpretation.

In recent years notable contributions to knowledge have resulted from archeological research by members of the staff. In this category belong the recent uncovering of prehistoric pit-houses in Mesa Verde National Park in Colorado; the comprehensive excavations conducted at Jamestown, Virginia, the first permanent English settlement in the New World; the discovery in 1948 of the remains of the original earthen Fort Raleigh of 1587 on Roanoke Island in North Carolina, the oldest identifiable structure built by white men in the continental United States; and the rediscovery, during the past three years, of the log foundations and other remains of such well-known pioneer structures as the Whitman Mission, and the Hudson Bay Company post at Fort Vancouver, in the State of Washington. Such discoveries as these strengthen interest in the American background and contribute greatly to the educational program.

Architectural research customarily falls into two categories. As indicated elsewhere in this review the preparation of measured drawings and photographs of thousands of ancient structures of all types by the Historic American Buildings Survey has added much to the understanding of the evolution of architectural forms in the United States. In addition, detailed architectural studies are obviously indispensable to the restoration of historic buildings. Such studies in connection with recent restoration projects of the National Park Service have advanced knowledge of early French construction in the Mississippi Valley, especially near St. Louis; of great Georgian mansions, such as Hampton near Baltimore, Maryland; of rural architecture in mid-nineteenth century Virginia as illustrated by the restored McLean House at Appomattox; and of urban architecture of the

Colonial and Revolutionary periods as displayed in the great Independence National Historical Park Project in Philadelphia, Pennsylvania. Landscape architects too have contributed valuable studies of Colonial gardens and later landscaped settings of historical and architectural monuments.

Although thoroughly based upon scholarly knowledge, the educational services and facilities offered to visitors emphasize simple, understandable interpretation of each site or monument by means of field trips, lectures, publications and exhibits. The personal services rendered to visitors are considered unusually important. Wherever possible, a trained, uniformed historian or archeologist, or a sub-professional aide, welcomes visitors to the area, at a conveniently located information station, administration building or museum. He answers their initial questions and usually invites them to a brief informal orientation talk explaining the nature and significance of the area. The effectiveness of these presentations is frequently enhanced by the use of audio-visual aides, such as kodaslides, recordings, relief models, maps, diagrams and special exhibits. Groups of visitors, particularly school classes, are provided with an escorted tour of the historic site or building whenever possible. These escorted tours follow carefully planned routes, and in the case of the larger areas, specially designed roads or trails link the principal features of interest. On occasion, lectures are offered on various phases of the monument's history. Such services, offered by skilled professional personnel, in the midst of an impressive historic setting, possess exceptionally effective educational value.

Publications supplement the talks by members of the park or monument staff. A brief attractive folder, with map, and illustrations, prepared by the educational staff, is available free to visitors to every area. Those interested in a fuller account of the monument may purchase longer booklets prepared by the same staff containing thoroughly dependable information presented in popular style and available at modest cost. Cooperating non-profit historical associations have been established in many areas, to supplement government publications by the provision of other literature, including postcards, books and kodaslide views, as an additional educational service. In areas where there is a demand for souvenirs and mementoes, every effort is made to insure that such articles possess artistic and educational qualities and that unsightly mass-produced souvenirs are not offered to the public. Encouragement is given to the handling of regional handicrafts which are looked upon as closely related to the broad educational purposes of the entire program.

Great care and attention to detail is required to provide a vivid and convincing impression of each major exhibit in the park or monument. Among these exhibits historic buildings of all types, from log cabins to colonial mansions, from forts to custom houses, play a major role. An historic house is furnished as nearly as possible as it originally was during its heyday. Furniture is placed naturally to give an atmosphere of comfort. The clocks run, fresh cut flowers are placed in vases in appropriate places, writing materials are on the desk, sewing materials are in the work-basket, and a few toys on the floor.

If the structure was occupied for military or other special purposes, appropriate furnishings are arranged to recreate the original atmosphere. By such means, the visitor's impression of historic reality is notably enhanced. Field exhibits, too, such as fortifications, Indian mounds, and ruins of all kinds require special interpretive devices. Original cannon captured from the British during the siege of Yorktown have been placed in battery positions on the battlefield. Interpretive markers, and a variety of trailside exhibits supplement and explain these exhibits in place. Through these and many other means, the past is recreated for the benefit and inspiration of the present generation.

In some areas it has been possible to go further and to re-enact elements of the historic scene. In Mesa Verde National Park, authentic dances are regularly presented by neighboring Navajo Indians. On the Chesapeake and Ohio Canal, a regularly scheduled canal barge trip is available for visitors and has proved very popular. The mill stones of Pierce Mill in Washington, D. C. grind grain again in the old style and the product may be purchased by visitors. Mabry Mill on the Blue Ridge Parkway and several pioneer mills in the Great Smoky Mountains National Park have been restored to operating condition. The water-wheel of the colonial iron furnace at Hopewell Village National Historic Site is in the process of restoration and upon completion will add measurably to the character of the area.

Among the most effective media of all, however, have been the modern museum exhibits located in separate buildings close by the site or structure they are designed to explain. No other method has proved so

effective for introducing visitors to the meaning and significance of the area. In such museums carefully planned installations, properly lighted and presented, follow the story of the area in natural sequence. Dioramas, models, diagrams, and a wide variety of other graphic devices interpret the site, structure, and the collections of original objects to the visitor. Outstanding examples of such park museums may be found at Mesa Verde National Park, Colorado; Morristown National Historical Park, New Jersey; Manassas National Battlefield Park, Virginia; Guilford Courthouse National Military Park, North Carolina; and Kings Mountain National Military Park, South Carolina. The park and monument museum movement thus conceived is spreading widely as a major element in the contribution of historic sites and buildings to popular education. New museums are under construction in 1950 at the Ocmulgee National Monument in Georgia and Custer Battlefield, Montana. Such museums not only make available for public inspection the artifacts recovered through archeological excavations, or other appropriate historic objects, but describe and interpret the meaning and significance of the structure or site.

Through these varied ways, historic sites and buildings play an active role in the cultural life of the nation, providing public educational services which effectively supplement the traditional offerings of schools, colleges, libraries and urban museums.



## Administration

Historic sites and buildings preserved for public use are variously administered in the United States. A large number are in the care of local, state or regional historical or patriotic societies; many others are administered by municipal, county or state governments; an important group is incorporated in the National Park System. While much might be written concerning these different administrative arrangements, this review will confine itself to a discussion of the organization of the National Park Service.

In 1916, when it was established by Act of Congress, the National Park Service was a small bureau administering the established scenic national parks and only nine historical and archeological monuments, all situated in the southwestern United States. By 1930, the number of historical and archeological areas had grown to twenty-two, including the establishment in that year of the first two historical properties east of the Mississippi River, - the George Washington Birthplace National Monument at Wakefield, Virginia, and the Colonial National Historical Park near the Virginia coast embracing the site of the first permanent English settlement on Jamestown Island and the battlefield of Yorktown which marked the final military triumph of the War for Independence. By 1940, the number of these properties had grown to 95, largely through the consolidation of Federal historical holdings into the National Park System. By 1950, including national historic sites in non-Federal ownership, but protected by cooperative agreement, the total number reached 116.

The historical and archeological properties of the National Park System are widely distributed throughout the United States, its Territories and Island Possessions. Their locations range from St. Croix Island, Maine,

near the international boundary between the United States and Canada, to San Juan, Puerto Rico, historic fortress of the northern Caribbean Sea. They include the sites of some of the earliest settlements along the Atlantic coast, such as St. Augustine, Florida, and Fort Raleigh, North Carolina, together with such places of historic import on the Pacific coast as the Cabrillo National Monument in southern California and Fort Vancouver in the State of Washington. Although the middle west and far west possess the smallest number of monuments, one or more important phases of the historical background of all the principal geographical regions of the United States are represented among the Federally-owned historical properties.

The diversity of the types of historic properties has multiplied as the number of holdings has increased. Prehistoric monuments include, among other significant sites and structures, the remains of ancient villages, pit-houses, pueblos, cliff dwellings, burial mounds and ceremonial mounds. Historic and architectural monuments include the homes of famous Americans, period houses, log cabins, mills, battlefields, public buildings, forts, churches, missions and ensembles of exceptionally important historic structures such as those in the Great Smoky Mountains National Park, the Jefferson National Expansion Memorial, and the Independence National Historical Park Project. The great national memorials, including the Washington Monument, the Lincoln Memorial, and the Statue of Liberty, are also administered as units of the National Park System. In many of these areas large and growing collections of unique and irreplaceable historic and prehistoric objects are also preserved. At Jamestown alone, for example, archeologists have recovered over a million artifacts of glass, clay, wood

and metal, from the long-lost remains of the first permanent English settlement in the New World. The invaluable furnishings and decorations of such great historic houses as the Adams Mansion at Quincy, Massachusetts, and the Home of Franklin D. Roosevelt at Hyde Park, New York, present another example of the diversity of Federal historical properties.

The historical and archeological areas constitute only one segment, though a large one, in the National Park System. The bureau is also responsible for 28 national parks, including superlative examples of the scenic grandeur and natural history of the North American Continent as exemplified, for example, by the Grand Canyon of the Colorado, the Yosemite Valley of California, Mount Rainier in Washington, and the Yellowstone country of Montana and Wyoming. The National Park Service also administers 39 areas containing remarkable features of scientific interest, such as Devils Tower, Wyoming; the Dinosaur National Monument in Utah and Colorado; the vast deserts of Death Valley in California; and the Organ Pipe Cactus National Monument in Arizona. The several national parkways include the 450-mile long Natchez Trace Parkway, crossing Tennessee, a part of Alabama, and Mississippi, rich in historical and scenic interest; and the Colonial Parkway linking the Colonial Jamestown settlement, with Williamsburg, the eighteenth century capital of Virginia, and Yorktown Battlefield, military climax of the American Revolution. Other responsibilities include certain national recreational areas, the National Capital Parks of Washington, D. C. and important advisory services to numerous other Federal agencies and to the states, some of which are discussed later in this review. The growth of these varied responsibilities for historic, scenic, and recreational areas, together with related cooperative programs, has gradually brought about the administrative organization which characterizes the National Park Service today.

The Director is the administrative head of the National Park Service, under the direction of the Secretary of the Interior, in accordance with the several acts of Congress discussed elsewhere in this review. The Director's office is located in the Department of the Interior Building in Washington, D. C. In his administration of the organization, he is aided by an Associate Director and two Assistant Directors. The central office formulates policies and directs protective work from the standpoint of preservation and of enjoyment by visitors; directs construction from landscape, architectural, and engineering viewpoints; directs public interpretive services in the natural sciences, history, and archeology; provides for museum developments; and is responsible for the investigation of proposed national parks, monuments, historic sites, and other park projects.

For effective administrative control and coordination of the professional and other work of the National Park Service, the central office is divided into functional units, each headed by an official who is responsible for the efficient conduct of his branch of the work. The functional units are:

- I Planning and Construction Division
  - Land Planning Division
  - Public Services Division
  - Safety Division
  
- II History Division
  - Natural History Division
  - Information Division
  - Recreational Planning Division
  
- III Fiscal Division
  - Personnel Division
  - Audit Division
  - Legal Division
  - General Services Division
  - Forestry Division

The divisions in Group I are under the general administrative supervision of the Associate Director, those in Group II under one Assistant Director and those in Group III under the other Assistant Director.

The simple listing of these divisions does not adequately reflect the specialized, trained, and experienced professional staff which has been developed through a generation of growth in the National Park Service. The members of these divisions, and their counterparts in the field organization, are among the leaders in their respective professions as applied to parks and monuments in the United States. Years of experience have helped to develop in them the special skills and techniques necessary to the most effective planning, preservation, development, and interpretation of park and monument areas. As a result of carefully considered policy this professional staff is called upon by the administrative officers to assist at all important stages in guiding the preservation and development of the National Park System as a whole, as well as each of its component parts.

With the steady increases in the number of parks and monuments administered by the National Park Service, a gradual decentralization has taken place, of which the principal features are the four Regional Offices respectively responsible for the work of the organization in four geographical regions of the United States. The headquarters of Region One are located in Richmond, Virginia; Region Two in Omaha, Nebraska; Region Three in Santa Fe, New Mexico; and Region Four in San Francisco, California. Each Regional Office is headed by a Regional Director, who is the Director's field representative concerning National Park Service matters within his region. The superintendents of the individual

parks and monuments are responsible to the Regional Directors, and through them, to the Director for all activities in the areas under their supervision. The work of the Regional Offices is organized functionally into units which parallel the divisions in the Director's office. A strong professional staff is maintained in each Regional Office.

Each park or monument is in the direct charge of a superintendent who is responsible for maintaining the policies and enforcing the rules and regulations of the National Park Service. The work in most parks and monuments logically includes administrative, protective, maintenance and construction, and interpretive functions. At the Casa Grande National Monument in Arizona, one of the oldest of such areas, a superintendent is in charge, aided by a park ranger, an archeologist, a part-time guide, and two laborers. At the Morristown National Historical Park in New Jersey, typical of the larger of such areas, containing several important historic buildings, an extensive Revolutionary encampment area, and an important museum with heavy visitation, there are eighteen permanent and three seasonal employees, including a superintendent, two clerks, two clerk-stenographers, a foreman, two permanent and two seasonal historical aides, an historian, a museum aid, and several laborers. As of June 30, 1950, the National Park Service had 2509 permanent employees, and 3012 seasonal employees to conduct its varied activities.

A discussion of administrative organization would not be complete without some indication of the nature and extent of financial resources. The National Park Service is supported primarily by annual appropriations made by the Congress. For the year ending June 30, 1950, the bureau received appropriations for the management and protection of the entire National Park

System, not including administrative expenses of the Director's Office and the Regional Offices, totalling a little less than \$5,500,000. Of this amount approximately \$1,600,000 was appropriated for the management and protection of the historical and archeological areas, including the national memorials. Funds available for maintenance and rehabilitation in the entire National Park System totalled something over \$6,500,000 in the same period of which a little less than \$1,000,000 was expended for these purposes in historical and archeological areas. An amount of approximately \$16,000,000 was made available for the construction and development of roads, trails, buildings, and utilities in all areas, of which approximately \$2,500,000 was appropriated for such purposes in the historical and archeological parks and monuments. It should be added that the National Park System as a whole produced revenues from visitor fees, concessions, and other sources for the Treasury of the United States totalling \$3,467,606 during a typical twelve-month period.

This bare outline of the administrative organization conveys little idea of the esprit-de-corps and devotion to public service which characterizes the National Park Service staff from the most remote national monument to the largest national park. Employees of the National Park Service, generally speaking, are strongly attached to their work, and their loyalty, and spirit of service far beyond the strict requirements of the regulations, has given the organization a character and reputation commensurate with the dignity and importance of superlative scenic and historic areas for which it is responsible to the people of the United States.

## Recent Trends

Although a vigorous national program for the preservation of important historic sites and buildings has been developed, preservation is never static, and new conditions constantly raise new problems. The sweeping changes which the growth of modern industrial society is producing in the United States are creating problems of major importance for the future of the preservation movement.

The diminishing number of buildings which have survived from earlier periods of the nations past are usually modest and often fragile structures, frequently situated in expanding communities, and easily pushed aside or destroyed by the consequences of modern inventions and the pressure of modern living. With the ending of World War II these forces have been visibly accelerated. The tide of new construction, long pent up, has steadily risen. Projects for new highways, bridges and tunnels alone have directly influenced the integrity of Castle Clinton, New York City, Yorktown Battlefield, Virginia, and Valley Forge, Pennsylvania, within the past two years. The growth of towns and cities, with accompanying spread of commercial and residential developments is jeopardizing the preservation of other significant sites and monuments, such as Washington Square in New York City, and the historic atmosphere of Natchez and Vicksburg, Mississippi, and Monterey, California.

A growing number of historic mansions like Hampton near Baltimore, Maryland, the Vanderbilt Mansion at Hyde Park, and the Breakers at Newport, Rhode Island, are no longer suited to the needs of modern living and the problem of their future care and use has become the responsibility of preservation agencies. Several important posts and forts possessing significant historical and architectural



interest have also been found unsuited to modern military purposes and these properties too have become public responsibilities as state or local monuments. The spread of post-war travel, valuable in itself, is stimulating the construction of cheap, unsightly filling stations, restaurants and tourist accommodations along the Nation's highways, some of them in the immediate environs of national parks and national monuments. Pressure on the diminishing supplies of natural resources is forcing the opening of new oil deposits, mines, and timber stands, and some of these, too, seriously endanger nationally important areas of scenic beauty and historic interest.

Important as these trends are in the field of conservation, none of them equal in magnitude or seriousness the present and proposed projects for the construction of huge water-control projects in the major river basins of the United States. The numerous projects for flood control, irrigation, hydroelectric power and navigation in these basins, following the pattern established in the Tennessee Valley, will inundate most of the archeological sites in the United States, many of which are still completely unexplored, and will flood many significant historic sites and buildings. The American aborigines, and the early settlers who followed them, generally lived in the river valleys, where there were fields for crops, good locations for camps and villages, where game, fowl and fish were plentiful, and where easy transportation by water was at hand. For these reasons, approximately 80 per cent of the archeological remains, and many historic sites, are located where the new projects for the damming of rivers and the formation of reservoirs will obliterate them for

all-time. In the Missouri River Basin alone, Congress has authorized no fewer than 105 water control projects, the largest of which are already near or under construction. The Fort Randall dam in South Dakota, for example, will create a reservoir 100 miles long and several miles wide, while the Oahe and Garrison reservoirs will flood additional land areas each 200 miles long. The salvaging of representative archeological and historical materials from these reservoirs prior to flooding is a preservation problem of the greatest urgency and magnitude.

To meet its responsibilities for the preservation of monuments amid these varied and insistent pressures, the National Park Service, insofar as its resources permit, is strengthening its conservation program. The pressures which affect the historic sites and buildings in the National Park System, for whose preservation it is directly responsible have been met in a variety of ways. When public construction projects, such as highways or reservoirs, threaten the integrity of a national park or monument, every possible effort is made to influence construction plans to avoid or at the worst to ameliorate the effect of the project upon the integrity of the national area. Present land holdings at many parks and monuments are insufficient to provide needed protection from adverse developments on adjoining lands and in such situations, every effort is made to acquire additional property. Since most of the lands in the National Park System were carved out of the public domain, or donated by states or individuals, it has proved difficult to accure funds from the Congress for this essential purpose. Nevertheless the need is slowly being recognized, and modest funds for land acquisition are now provided in each annual appropriation.

Because of growing threats to the permanent preservation of many sites and buildings throughout the country, numerous proposals for additions to the National Park System are made each year. Between July 1, 1949 and June 30, 1950, for example, 121 different historic sites and buildings were recommended by members of Congress, historical and patriotic societies and preservation groups of all kinds for inclusion among Federally owned historical properties. While some of these projects entirely lack merit, most when measured against the classification criteria are seen to be the primary responsibility of state or local agencies. In recent years, a very small number of exceptionally important properties has been accepted by the Federal Government for incorporation in the National Park System. In most cases these projects have been undertaken in order to prevent the destruction or deterioration of a nationally important site or building from the effects of such forces as those described in earlier paragraphs. In 1948, for example, the establishment of Fort Sumter National Monument, the scene of the outbreak of the Civil War, in South Carolina, prevented its disposal as surplus property by the Federal Government. In 1950, the establishment of Castle Clinton National Monument in New York City forestalled its demolition in the course of tunnel construction through Battery Park. While other examples might also be cited, the most important new historical preservation project, undertaken in recent years by the National Park Service is the Independence National Historical Park in Philadelphia, Pennsylvania. This great undertaking is designed to strengthen the preservation and interpretation of the most important historic building in the United States, Independence Hall, scene of the adoption of the Declaration of Independence and

the Constitution. It is also designed to rescue the surroundings of Independence Hall from their present state of deterioration, and to preserve important neighboring architectural monuments of old Philadelphia such as Carpenters Hall, the First and Second Banks of the United States and Christ Church. The State and the City are sponsoring important related improvements and the Congress has appropriated \$3,435,000 toward the Federal portion of the joint undertaking. When completed the Independence National Historical Park will constitute an assemblage of historic and architectural monuments of superlative importance, not only to the people of the United States, but to freedom-loving peoples everywhere.

The National Park Service is not only taking all possible measures to protect its holdings against new pressures, and incorporating additional significant properties in the National Park System. It is also cooperating with other Federal, state and local agencies in programs designed to preserve sites and buildings through a variety of means other than Federal ownership or control. This cooperation is particularly important in the following four programs: the disposal of surplus Federal property, the recovery of historical and archeological material from river basins; state cooperation; and the program of public participation sponsored by the National Council for Historic Sites and Buildings and the National Trust for Historic Preservation.

It is the practice of the Federal Government, when any of its property is no longer suitable for the purposes for which it was acquired, to dispose of it either by transfer to some other

Federal agency that has a new use for it, by transfer at varying cost to state or local political subdivisions, or finally by sale to private persons. A good deal of property is disposed of in one of these ways each year, including some properties of considerable historical or architectural importance. It is natural that early custom houses, forts, and other Federal public buildings become inadequate for modern needs, and disposal is the inevitable consequence. Fortunately, the Congress has clearly recognized the possibility that historically valuable property might be inadvertently disposed of by Federal agencies and lost to posterity. Several important structures have accordingly been transferred to the National Park Service, including the custom houses at Salem, Massachusetts and Philadelphia, Pennsylvania; the Sub-Treasury in New York City; and Fort Vancouver, Washington.

Legislation has also been enacted to protect historical values in two additional ways. First, prior to the demolition of any public building by the official disposal agency, the law requires that the Secretary of the Interior shall be granted ninety days in which to determine if the structure should be preserved by the National Park Service under the provisions of the Historic Sites Act. Secondly, the law provides that any state or local political subdivision may apply for surplus property for historical monument purposes, and if the Secretary of the Interior, upon the recommendation of the Advisory Board of the National Park Service, determines that the property is suitable and desirable for monument purposes it may be transferred without compensation. Under this authority, at least eight historic forts have been or will be transferred to state or local political

subdivisions for permanent preservation, including Fort Wayne, Michigan; Jefferson Barracks, Missouri; the historic Pensacola fortifications, Florida; Fort Columbia, Washington, and Fort Moultrie, South Carolina.

To meet the great and complex problem of recovering historical and archeological materials from huge reservoir areas prior to flooding, a large cooperative enterprise has been in progress since 1945. Greatly assisted by a national voluntary organization of scientists called the Committee for the Recovery of Archeological Remains, the National Park Service and the Smithsonian Institution have undertaken a joint program of archeological and historical surveys and excavations throughout the country. Their work has been effectively supported by the Bureau of Reclamation and, in many instances by the Corps of Engineers, the two agencies charged with constructing authorized water-control projects. By 1949, surveys had been conducted in 94 of the most advanced reservoirs in the following extensive and widely separated river basins: Missouri, Columbia-Snake; Etowah; Roanoke; Brazos; Neches; Arkansas; Rio Grande; and Central Valley. The surveys revealed the existence of approximately 1800 archeological sites in these reservoirs alone, 250 of which are recommended for or are in process of excavation. Scores of historic sites including early settlements, trading posts, forts, and missions have also been identified and are being studied. Scientists from many universities, museums, and state societies have joined the cooperative program. The entire undertaking is nevertheless, as in the case of many preservation projects, a race against time. Only the future will tell how much of the irreplaceable scientific materials involved it has been possible to save.

The National Park Service also cooperates with the states and their political subdivisions in planning coordinated and adequate public parks, parkways and recreational-area facilities for state and local use, including historical and archeological monuments. This cooperative program is authorized by Act of Congress approved June 23, 1936. In accordance with this authority long-range plans for state and local park and monument developments, have been jointly prepared by the National Park Service and local authorities in most of the forty-eight states. Special studies of this character are now in progress in the Territory of Alaska, and as funds become available surveys will also be made in other territories and insular possessions. During the 1930's the Federal Government acting through the National Park Service also extended substantial financial aid to the states for park and monument development. This aid took the form of Civilian Conservation Corps work camps, and its availability advanced the preservation and development of state parks and monuments throughout the country by many years.

Within the past few years, the increasing pressures on the steadily diminishing number of significant sites have not only stimulated growth of the three cooperative programs described above but have also produced a renewed movement throughout the nation for further public participation in the preservation, marking and interpretation of historic sites and buildings. In April 1947, as a result of spontaneous interest among distinguished leaders in the fields of architecture, history, archeology, civic planning and government, a national society was organized to give additional national impetus to this cultural and historical movement. The National Council for Historic Sites and

Buildings is an affiliated group of 52 national, regional, state, and local organizations and a growing number of interested individual members, who have joined together to supplement the work of government agencies and to further, through voluntary means, the preservation and interpretation of sites and buildings significant in American history and culture. Among the sponsoring organizations in addition to the National Park Service and the National Gallery of Art, were the American Planning and Civic Association, the American Historical Association, the American Institute of Architects, the American Association for State and Local History, the Society for American Archeology, the American Scenic and Historic Preservation Society, the Society for the Preservation of New England Antiquities, and other equally important bodies. The National Council is bringing together as members all those interested in the perpetuation of the heritage of historical and architectural monuments in the United States. It is arousing public opinion when loss of important structures is threatened. It is collecting, correlating, and disseminating information concerning policies, standards, techniques and practices in this field. It is assisting local organizations and communities to meet specific preservation problems, and is encouraging public appreciation and use of historic sites and buildings. In all of these activities the National Park Service cooperates fully with the National Council, the Director of the former serving ex-officio as a member of the latter.

Because it is too large a body to hold, preserve and administer specific historic properties, the National Council contemplated, from the beginning, the establishment of a coordinate but



smaller body to perform these functions. After considerable study, legislation to charter the National Trust was drafted, with the assistance of the National Park Service, and sponsored in the Congress by the Honorable J. Hardin Peterson of Florida. This legislation met with strong approval and was passed by the Congress and signed by the President of the United States on October 26, 1949. A copy of this important measure appears in the appendix to this review.

The National Trust is clothed with all the dignity and power appropriate to the guardianship of selected national treasures preserved for the entire nation. Although chartered by the Congress, its activities are financed entirely through voluntary support and not through appropriations. It may receive donations of sites, buildings and objects significant in American history and culture, preserve and administer them for the public benefit, accept, hold, and administer gifts of money, securities, or other property for the purpose of carrying out the preservation program, and may exercise a variety of other powers vested in it by the legislation. The affairs of the National Trust are under the general direction of a Board of Trustees, which at present numbers sixteen. The Secretary of the Interior, the Attorney-General of the United States, and the Director of the National Gallery of Art are trustees ex-officio and the remaining general trustees are elected by the Executive Board of the National Council. At its organization meeting, the Board of Trustees elected Mr. David E. Finley, Director of the National Gallery of Art, Major General U. S. Grant 3rd (ret), and Mr. George McAneny as Vice Chairmen, Mr. C. F. Jacobsen as Treasurer, and Mr. Ronald F. Lee as Secretary. The trustees include,

among other distinguished citizens of the United States, General George C. Marshall and former President Herbert Hoover. It is anticipated that the National Trust will play a role of ever-growing importance in protecting and perpetuating the rich heritage of historic and architectural monuments in the United States.

It is not enough, however, for a nation to concern itself solely with its own historic and artistic patrimony. Sites, buildings and objects which represent the highest creative achievements of past generations are part of the heritage of all peoples. Recognition of these principles has resulted in a new interest in measures of international collaboration for the preservation and interpretation of monuments. With such a purpose in mind, the Director-General of UNESCO invited fifteen representatives from twelve countries to meet in Paris, France, October 17-21, 1949, as a Committee of Experts on Sites and Monuments of Art and History. The purpose of the meeting was to advise UNESCO regarding measures it might take to strengthen the preservation of historic and artistic monuments throughout member nations. The conclusions reached by the Committee are fully reported in Museum, Volume III, Number One, 1950, a quarterly review published by UNESCO. In brief, there was recommended, as a fundamental and urgently needed measure, the establishment of a permanent international Committee for monuments and archeological excavations. Functions of the permanent committee would include the furtherance of international collaboration in (1) documentation, the preservation and restoration of sites and monuments, and archeological excavations; (2) exchange of information and experts; (3) UNESCO Missions of Experts;

(4) administration of an international fund, if established; (5) international arrangements for the recovery of objects of cultural interests; (6) protection of property of universal interest against the greatest risks, particularly in time of armed conflict. Two representatives served on the committee from Pan-American Countries; Dr. Luis E. Valcorcel of Peru, and from the United States, Mr. Ronald F. Lee, who also acted as Rapporteur.

The series of reports describing the preservation and restoration of sites and monuments in the Pan-American countries, sponsored by the Pan-American Institute for Geography and History, represent another important step in the direction of international collaboration, of unusual significance for the nations of the Western Hemisphere. Through these varied ways, historical and architectural monuments are increasingly valued, not only by scholars as source material for understanding the past, but by the peoples of each nation, and of all nations, as part of the heritage of mankind.

A P P E N D I X

[PUBLIC LAW--No. 209]

An Act for the Preservation of American Antiquities

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That any person who shall appropriate, excavate, injure, or destroy any historic or prehistoric ruin or monument, or any object of antiquity, situated on lands owned or controlled by the Government of the United States, without the permission of the Secretary of the Department of the Government having jurisdiction over the lands on which said antiquities are situated, shall, upon conviction, be fined in a sum of not more than five hundred dollars or be imprisoned for a period of not more than ninety days, or shall suffer both fine and imprisonment, in the discretion of the court.

SEC. 2. That the President of the United States is hereby authorized, in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments, and may reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected: Provided, That when such objects are situated upon a tract covered by a bona fide unperfected claim or held in private ownership, the tract, or so much thereof as may be necessary for the proper care and management of the object, may be relinquished to the Government, and the Secretary of the Interior is hereby authorized to accept the relinquishment of such tracts in behalf of the Government of the United States.

SEC. 3. That permits for the examination of ruins, the excavation of archaeological sites, and the gathering of objects of antiquity upon the lands under their respective jurisdictions may be granted by the Secretaries of the Interior, Agriculture, and War to institutions which they may deem properly qualified to conduct such examination, excavation, or gathering, subject to such rules and regulations as they may prescribe: Provided, That the examinations, excavations, and gatherings are undertaken for the benefit of reputable museums, universities, colleges, or other recognized scientific or educational institutions, with a view to increasing the knowledge of such objects, and that the gatherings shall be made for permanent preservation in public museums.

SEC. 4. That the Secretaries of the Departments aforesaid shall make and publish from time to time uniform rules and regulations for the purpose of carrying out the provisions of this Act.

Approved, June 8, 1906.

A P P E N D I X "B"

Public - No. 235 - 64th Congress

H. R. 15522

An Act To establish a National Park Service and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby created in the Department of the Interior a service to be called the National Park Service, which shall be under the charge of a director, who shall be appointed by the Secretary and who shall receive a salary of \$4,500 per annum. There shall also be appointed by the Secretary the following assistants and other employees at the salaries designated: One assistant director, at \$2,500 per annum; one chief clerk, at \$2,000 per annum; one draftsman, at \$1,800 per annum; one messenger, at \$600 per annum; and, in addition thereto, such other employees as the Secretary of the Interior shall deem necessary: Provided, That not more than \$8,100 annually shall be expended for salaries of experts, assistants, and employees within the District of Columbia not herein specifically enumerated unless previously authorized by law. The service thus established shall promote and regulate the use of the Federal areas known as national parks, monuments, and reservations hereinafter specified by such means and measures as conform to the fundamental purpose of the said parks, monuments, and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

Sec. 2. That the director shall, under the direction of the Secretary of the Interior, have the supervision, management, and control of the several national parks and national monuments which are now under the jurisdiction of the Department of the Interior, and of the Hot Springs Reservation in the State of Arkansas, and of such other national Parks and reservations of like character as may hereafter be created by Congress: Provided, That in the supervision, management, and control of national monuments contiguous to national forests the Secretary of Agriculture may cooperate with said National Park Service to such extent as may be requested by the Secretary of the Interior.

Sec. 3. That the Secretary of the Interior shall make and publish such rules and regulations as he may deem necessary or proper for the use and management of the parks, monuments, and reservations under the jurisdiction of the National Park Service, and any violation of any of the rules and regulations authorized by this Act shall be punished as provided for in section fifty of the Act entitled "An Act to codify and amend the penal laws of the United States," approved March fourth, nineteen hundred and nine, as amended by section six of the Act of June twenty-fifth, nineteen hundred and ten (Thirty-sixth United States Statutes at Large, page eight hundred and fifty-seven). He may also, upon terms and conditions to be fixed by him, sell or dispose of timber in those cases where in his

judgment the cutting of such timber is required in order to control the attacks of insects or diseases or otherwise conserve the scenery or the natural or historic objects in any such park, monument, or reservation. He may also provide in his discretion for the destruction of such animals and of such plant life as may be detrimental to the use of any of said parks, monuments, or reservations. He may also grant privileges, leases, and permits for the use of land for the accommodation of visitors in the various parks, monuments, or other reservations herein provided for, but for periods not exceeding twenty years; and no natural curiosities, wonders, or objects of interest shall be leased, rented, or granted to anyone on such terms as to interfere with free access to them by the public; Provided, however, That the Secretary of the Interior may, under such rules and regulations and on such terms as he may prescribe, grant the privilege to graze live stock within any national park, monument, or reservation herein referred to when in his judgment such use is not detrimental to the primary purpose for which such park, monument, or reservation was created, except that this provision shall not apply to the Yellowstone National Park.

Sec. 4. That nothing in this Act contained shall affect or modify the provisions of the Act approved February fifteenth, nineteen hundred and one, entitled "An Act relating to rights of way through certain parks, reservations, and other public lands."

Approved, August 25, 1916

A P P E N D I X "C"

[PUBLIC--No. 292--74th Congress]

[S. 2073]

AN ACT

To provide for the preservation of historic American sites, buildings, objects, and antiquities of national significance, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That it is hereby declared that it is a national policy to preserve for public use historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States.

Sec. 2. The Secretary of the Interior (hereinafter referred to as the Secretary), through the National Park Service, for the purpose of effectuating the policy expressed in section 1 hereof, shall have the following powers and perform the following duties and functions:

- (a) Secure, collate, and preserve drawings, plans, photographs, and other data of historic and archaeologic sites, buildings, and objects.
- (b) Make a survey of historic and archaeologic sites, buildings, and objects for the purpose of determining which possess exceptional value as commemorating or illustrating the history of the United States.
- (c) Make necessary investigations and researches in the United States relating to particular sites, buildings, or objects to obtain true and accurate historical and archaeological facts and information concerning the same.
- (d) For the purpose of this Act, acquire in the name of the United States by gift, purchase, or otherwise any property, personal or real, or any interest or estate therein, title to any real property to be satisfactory to the Secretary: Provided, That no such property which is owned by any religious or educational institution, or which is owned or administered for the benefit of the public shall be so acquired without the consent of the owner: Provided further, That no such property shall be acquired or contract or agreement for the acquisition thereof made which will obligate the general fund of the Treasury for the payment of such property, unless or until Congress has appropriated money which is available for that purpose.
- (e) Contract and make cooperative agreements with States, municipal subdivisions, corporations, associations, or individuals, with proper bond where deemed advisable, to protect, preserve, maintain, or operate any historic or archaeologic building, site, object, or property used in connection therewith for public use, regardless as to whether the title

thereto is in the United States: Provided, That no contract or cooperative agreement shall be made or entered into which will obligate the general fund of the Treasury unless or until Congress has appropriated money for such purpose.

(f) Restore, reconstruct, rehabilitate, preserve, and maintain historic or prehistoric sites, buildings, objects, and properties of national historical or archaeological significance and where deemed desirable establish and maintain museums in connection therewith.

(g) Erect and maintain tablets to mark or commemorate historic or prehistoric places and events of national historical or archaeological significance.

(h) Operate and manage historic and archaeological sites, buildings, and properties acquired under the provisions of this Act together with lands and subordinate buildings for the benefit of the public, such authority to include the power to charge reasonable visitation fees and grant concessions, leases, or permits for the use of land, building space, roads, or trails when necessary or desirable either to accommodate the public or to facilitate administration: Provided, That such concessions, leases, or permits, shall be let at competitive bidding, to the person making the highest and best bid.

(i) When the Secretary determines that it would be administratively burdensome to restore, reconstruct, operate, or maintain any particular historic or archaeological site, building, or property donated to the United States through the National Park Service, he may cause the same to be done by organizing a corporation for that purpose under the laws of the District of Columbia or any State.

(j) Develop an educational program and service for the purpose of making available to the public facts and information pertaining to American historic and archaeological sites, buildings, and properties of national significance. Reasonable charges may be made for the dissemination of any such facts or information.

(k) Perform any and all acts, and make such rules and regulations not inconsistent with this Act as may be necessary and proper to carry out the provisions thereof. Any person violating any of the rules and regulations authorized by this Act shall be punished by a fine of not more than \$500 and be adjudged to pay all cost of the proceedings.

Sec. 3. A general advisory board to be known as the "Advisory Board on National Parks, Historic Sites, Buildings, and Monuments," is hereby established, to be composed of not to exceed eleven persons, citizens of the United States, to include representatives competent in the fields of history, archaeology, architecture, and human geography, who shall be appointed by the Secretary and serve at his pleasure. The members of such board shall receive no salary but may be paid expenses incidental to travel when engaged in discharging their duties as such members.



It shall be the duty of such board to advise on any matters relating to national parks and to the administration of this Act submitted to it for consideration by the Secretary. It may also recommend policies to the Secretary from time to time pertaining to national parks and to the restoration, reconstruction, conservation, and general administration of historic and archaeologic sites, buildings, and properties.

Sec. 4. The Secretary, in administering this Act, is authorized to cooperate with and may seek and accept the assistance of any Federal, State, or municipal department or agency, or any educational or scientific institution, or any patriotic association, or any individual.

(b) When deemed necessary, technical advisory committees may be established to act in an advisory capacity in connection with the restoration or reconstruction of any historic or prehistoric building or structure.

(c) Such professional and technical assistance may be employed without regard to the civil-service laws, and such service may be established as may be required to accomplish the purposes of this Act and for which money may be appropriated by Congress or made available by gifts for such purpose.

Sec. 5. Nothing in this Act shall be held to deprive any State, or political subdivision thereof, of its civil and criminal jurisdiction in and over lands acquired by the United States under this Act.

Sec. 6. There is authorized to be appropriated for carrying out the purposes of this Act such sums as the Congress may from time to time determine.

Sec. 7. The provisions of this Act shall control if any of them are in conflict with any other Act or Acts relating to the same subject matter.

Approved, August 21, 1935.

A P P E N D I X "D"

/PUBLIC LAW 408 - 81st CONGRESS/

/CHAPTER 755 - 1st SESSION/

/H. R. 5170/

AN ACT

To further the policy enunciated in the Historic Sites Act (49 Stat. 666) and to facilitate public participation in the preservation of sites, buildings, and objects of national significance or interest and providing a national trust for historic preservation.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in order to further the policy enunciated in the Act of August 21, 1935 (49 Stat. 666), entitled "An Act to provide for the preservation of historic American sites, buildings, objects, and antiquities of national significance, and for other purposes", and to facilitate public participation in the preservation of sites, buildings, and objects of national significance or interest, there is hereby created a charitable, educational, and nonprofit corporation, to be known as the National Trust for Historic Preservation in the United States, hereafter referred to as the "National Trust". The purposes of the National Trust shall be to receive donations of sites, buildings, and objects significant in American history and culture, to preserve and administer them for public benefit, to accept, hold, and administer gifts of money, securities, or other property of whatsoever character for the purpose of carrying out the preservation program, and to execute such other functions as are vested in it by this Act.

SEC. 2. The National Trust shall have its principal office in the District of Columbia and shall be deemed, for purposes of venue in civil actions, to be an inhabitant and resident thereof. The National Trust may establish offices in such other place or places as it may deem necessary or appropriate in the conduct of its business.

SEC. 3. The affairs of the National Trust shall be under the general direction of a board of trustees composed as follows: The Attorney General of the United States; the Secretary of the Interior; and the Director of the National Gallery of Art, ex officio; and not less than six general trustees who shall be citizens of the United States, to be chosen as hereinafter provided. The Attorney General, and the Secretary of the Interior, when it appears desirable in the interest of the conduct of the business of the board and to such extent as they deem it advisable, may, by written notice to the National

Trust, designate any officer of their respective departments to act for them in the discharge of their duties as a member of the board of trustees. The number of general trustees shall be fixed by the Executive Board of the National Council for Historic Sites and Buildings, a corporation of the District of Columbia, and the general trustees first taking office shall be chosen by a majority vote of the members of the Executive Board from the membership of the National Council. The respective terms of office of the first general trustees so chosen shall be as prescribed by the said Executive Board but in no case shall exceed a period of five years from the date of election. A successor to a general trustee shall be chosen in the same manner as the original trustees and shall have a term expiring five years from the date of the expiration of the term for which his predecessor was chosen, except that a successor chosen to fill a vacancy occurring prior to the expiration of such term shall be chosen only for the remainder of that term. The chairman of the board of trustees shall be elected by a majority vote of the members of the board. No compensation shall be paid to the members of the board of trustees for their services as such members, but they shall be reimbursed for travel and actual expenses necessarily incurred by them in attending board meetings and performing other official duties on behalf of the National Trust at the direction of the board.

SEC. 4. To the extent necessary to enable it to carry out the functions vested in it by this Act, the National Trust shall have the following general powers:

(a) To have succession until dissolved by Act of Congress, in which event title to the properties of the National Trust, both real and personal, shall, insofar as consistent with existing contractual obligations and subject to all other legally enforceable claims or demands by or against the National Trust, pass to and become vested in the United States of America.

(b) To sue and be sued in its corporate name.

(c) To adopt, alter, and use a corporate seal which shall be judicially noticed.

(d) To adopt a constitution and to make such bylaws, rules, and regulations, not inconsistent with the laws of the United States or of any State, as it deems necessary for the administration of its functions under this Act, including among other matter, bylaws, rules, and regulations governing visitation to historic properties, administration of corporate funds, and the organization and procedure of the board of trustees.

(e) To accept, hold, and administer gifts and bequests of money, securities, or other personal property of whatsoever character, absolutely or on trust, for the purposes for which the National Trust is

created. Unless otherwise restricted by the terms of the gift or bequest, the National Trust is authorized to sell, exchange, or otherwise dispose of and to invest or reinvest in such investments as it may determine from time to time the moneys, securities, or other property given or bequeathed to it. The principal of such corporate funds, together with the income therefrom and all other revenues received by it from any source whatsoever, shall be placed in such depositories as the National Trust shall determine and shall be subject to expenditure by the National Trust for its corporate purposes.

(f) To acquire by gift, devise, purchase, or otherwise, absolutely or on trust, and to hold and, unless otherwise restricted by the terms of the gift or devise, to encumber, convey, or otherwise dispose of, any real property, or any estate or interest therein (except property within the exterior boundaries of national parks and national monuments), as may be necessary and proper in carrying into effect the purposes of the National Trust.

(g) To contract and make cooperative agreements with Federal, State, or municipal departments or agencies, corporations, associations, or individuals, under such terms and conditions as it deems advisable, respecting the protection, preservation, maintenance, or operation of any historic site, building, object, or property used in connection therewith for public use, regardless of whether the National Trust has acquired title to such properties, or any interest therein.

(h) To enter into contracts generally and to execute all instruments necessary or appropriate to carry out its corporate purposes, which instruments shall include such concession contracts, leases, or permits for the use of lands, buildings, or other property deemed desirable either to accommodate the public or to facilitate administration.

(i) To appoint and prescribe the duties of such officers, agents, and employees as may be necessary to carry out its functions, and to fix and pay such compensation to them for their services as the National Trust may determine.

(j) And generally to do any and all lawful acts necessary or appropriate to carry out the purposes for which the National Trust is created.

SEC. 5. In carrying out its functions under this Act, the National Trust is authorized to consult with the Advisory Board on National Parks, Historic Sites, Buildings, and Monuments, on matters relating to the selection of sites, buildings, and objects to be preserved and protected pursuant hereto.

SEC. 6. The National Trust shall, on or before the 1st day of March in each year, transmit to Congress a report of its proceedings and activities for the preceding calendar year, including the full and complete statement of its receipts and expenditures.

SEC. 7. The right to repeal, alter or amend this Act at any time is hereby expressly reserved, but no contract or individual right made or acquired shall thereby be divested or impaired.

Approved October 26, 1949.

