

LANDMARKS AT RISK

A Report on the Condition of America's
National Historic Landmarks



Cover and photo to the right is of Menokin, located in Richmond County, Virginia. This property was originally the home of Francis Lightfoot Lee, Virginia delegate to the Continental Congress and signer of the Declaration of Independence. Since this 1971 photo was taken, the house has been reduced to the condition seen in the back cover photo, taken in 1988.

1971 photo: National Historic Landmark Files. 1988 photo: Gary L. Hume.

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National Historic Landmarks**



**Preservation Assistance Division, National Park Service, U.S. Department of the Interior,
Washington, D.C. 1988.**

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This publication was prepared pursuant to section 8 of the General Authorities Act of 1970, as amended, which directs the Secretary of the Interior to monitor the status of National Historic Landmarks and report to Congress those that are in danger of losing the qualities which led to their designation as Landmarks. It was prepared by Jean Travers, Preservation Assistance Division, National Park Service, under the direction of H. Ward Jandl. The manuscript was edited by Michael J. Auer and statistical research was performed by Camille Martone with assistance from Betsy Chittenden. Special thanks go to the individuals who

gave their time to participate in the Endangered Landmarks Symposium; their recommendations are thoughtful and insightful. Not to be forgotten are National Park Service regional staff responsible for monitoring Landmarks nationwide and the State Historic Preservation Offices which, over the years, have assisted the NPS in this effort.

This publication is dedicated to the Americans who built, worked, lived, and achieved greatness in the properties we now call National Historic Landmarks. May their lives be remembered through the preservation of these properties.

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FOREWORD

NATIONAL HISTORIC LANDMARKS are recognized as among our Nation's most important historic and cultural resources which also include resources within the National Park System and properties on the National Register of Historic Places. National Historic Landmarks, designated by the Department of the Interior, are buildings, districts, structures, sites and objects that possess exceptional value in illustrating the history of the United States. Landmark properties are highlighted in National Park Service publications, recognized in assistance programs, and provided with plaques for public display that declare the national significance of the property.

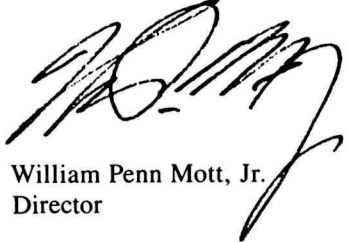
Owners of National Historic Landmarks do not relinquish any rights and privileges of ownership, nor does the Department of the Interior normally acquire any interest in the Landmark property. Instead, owners and government work hand-in-hand to overcome specific obstacles facing the preservation of Landmarks and to ensure their protection for future generations to appreciate and enjoy.

In 1976, the Secretary of the Interior was authorized by law to monitor the condition of National Historic Landmarks and to report to the Congress annually on those that are endangered. Ten such studies, known as "Section 8 Reports" after the section of the law authorizing them, have been forwarded to the Congress. Each year, the Section 8 Report identifies the threats posed to currently endangered Landmarks and describes the damage they have suffered. Taken as a whole, the ten Section 8 Reports have presented a picture of many nationally significant properties threatened with imminent demolition or seriously damaged through neglect, erosion, fire, vandalism, development pressures, or floods.

At present, the far greater number of our National Historic Landmarks are not endangered. There are, however, 238 Landmark properties (approximately 13 percent of the current National Historic Landmarks nationwide) that are severely deteriorated or threatened with extensive damage. And while the number of endangered Landmarks constitute but a small percentage of all Landmarks, it must be recognized that their destruction would nonetheless result in a loss to the Nation and diminish our overall historical and cultural resources.

The Department of the Interior is committed to the long-term preservation of our nationally significant resources; and although the National Park Service has no legal responsibility to maintain Landmark properties not administered by the National Park Service, the Service strongly encourages owners to observe commonly accepted preservation practices. While the overwhelming majority of land owners do observe such practices, all too often owners of endangered Landmarks lack the means to correct the problems or to remove the threats. And over the years, it has become apparent that the purchase of every endangered National Historic Landmark by the Federal Government for use as a National Park is not feasible. Alternatives to Federal purchase are preferred by many owners of Landmarks and have proven, in many cases, to be better long-term solutions. With this in mind, the National Park Service, working with owners of Landmarks, has developed a number of initiatives over the last several years that promote the preservation of National Historic Landmarks without involving outright purchase by the Federal Government. These measures rely largely on the cooperation and contributions of private groups and individuals, as well as funding from State and local governments.

In the "20th Anniversary Report on the National Historic Preservation Act" (U.S. Department of the Interior, Washington, D.C., 1986), the Secretary evaluated the success of the Act in preserving historic properties nationwide and identified new initiatives in furtherance of the Department's responsibilities. The first of these was assistance to endangered National Historic Landmarks. Recognizing that many endangered Landmark owners lacked sufficient funds and technical expertise to repair damage or protect their properties, and that the needs of endangered Landmarks exceed available Federal funding, the Secretary pledged his commitment to explore private sector support for endangered Landmarks.



William Penn Mott, Jr.
Director

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**INTRODUCTION:
NATIONAL HISTORIC LANDMARKS**

THE MARK TWAIN HOUSE in Hartford, Connecticut, the Pony Express Station near Hanover, Kansas, the Skagway Historic District in Skagway, Alaska, and the Iolani Palace in Honolulu, Hawaii, are separated by great distances, are associated with different events and persons, but have one thing in common: they have all been designated National Historic Landmarks. Landmarks are visible reminders of the events, people, places, and objects that have affected broad patterns of American history, illustrated craftsmanship and artistry, or reflected the evolving culture of the Nation. They contain historic and prehistoric villages of the American Indian, battlefields, and homes of political and military leaders, scientists, writers, and humanitarians. Leaders of business, labor and education are also represented, as are the works of master architects and buildings that reflect outstanding examples of a period or style of architecture.

At his home in Hartford, Mark Twain wrote most of his literary works, including *Tom Sawyer* and his masterpiece, *Huckleberry Finn*. The Hollenberg Pony Express Station near Hanover, Kansas, is the only Pony Express Station surviving unaltered and unaltered from this exciting if brief episode in American history. In Skagway, Alaska, over 100 structures remain from the gold rush era. Iolani Palace in Honolulu was the residence of the last two rulers of the Hawaiian Kingdom, and is the only royal palace in the United States. These Landmarks, along with the USS Constitution in Boston harbor, the Wheeling Suspension Bridge in West Virginia, the Oregon Trail Ruts outside Guernsey, Wyoming, and approximately 1,800 others, reflect the diversity of the American experience itself.

Designating National Historic Landmarks

National Historic Landmarks are designated by the Secretary of the Interior under authority granted by the Historic Sites Act of 1935, which declared that it is a national policy to preserve historic sites, buildings and objects of national significance.

To attain Landmark designation, properties are studied by National Park Service historians, architects and archeologists, usually as part of a theme encompassing major aspects of American history, such as agriculture, business, literature, science, or political and military affairs. Properties under consideration must be nationally significant. National significance is ascribed to districts, sites, buildings, structures and objects that possess exceptional value or quality in illustrating or interpreting the heritage of the United States in history, architecture, archeology, engineering, and culture and that possess a high degree of integrity of location, design, setting, materials, workmanship, feeling and association. Potential Landmarks are brought before the National Park System Advisory Board, which makes recommendations to the Secretary of the Interior. Actual designation of Landmarks is made with the consent of the owner by the Secretary.



Riverby Study, West Park, New York. John Burroughs, a popular 19th century naturalist, wrote in this studio. His original furnishings—desk, books and papers—remain as if he had just stepped away. Many Landmarks contain the original furnishings and are often owned by the heirs of the historically significant persons associated with the Landmark. Riverby Study is owned by Burrough's elderly daughter.

THE SECTION 8 REPORT

MOST LANDMARKS are well maintained and deeply treasured by their owners and the communities where they are located. In 1983, the Secretary of the Interior sent letters of commendation to several owners and local preservationists who raised funds to preserve endangered Landmarks.

Despite some notable successes, other Landmarks face imminent demolition or severe deterioration from neglect, erosion, fire, vandalism, floods and other threats. In response to this situation, the National Park Service began in 1976 to report to Congress on an annual basis those that are endangered. The National Park Service maintains a continuing relationship with Landmark owners as part of its monitoring responsibilities. Annual site inspections are undertaken on selected properties and information on the status of Landmarks is solicited through letters or telephone interviews from owners, local officials, and State Historic Preservation Officers. The report describes the threat or damage, its immediate and potential effects on the property, and recommends actions for protecting the Landmark. It also ranks Landmarks according to the extent of damage already suffered by the Landmark and the severity of the threats it faces.

Evaluating Threats and Assigning Priorities

Central to understanding how the NPS monitors Landmarks and decides which Landmarks are listed in the Section 8 Report is the concept of **integrity**. Integrity is evidenced by the survival of the location, design, setting, materials, workmanship, feeling and association which together make up the physical structure and convey the qualities for which the property is valued.

When evaluating the integrity of a Landmark, the NPS takes into account the physical condition of the Landmark at the time it was designated. Landmarks that were already greatly altered at the time of designation are not included in the Section 8 Report unless substantial changes in the property's physical condition have occurred since that time.

A priority rating is assigned to each Landmark during the monitoring process. **Priority 1** Landmarks are seriously damaged or imminently threatened with serious damage. **Priority 2** Landmarks are Landmarks that are susceptible to severe damage or threat, but whose conditions do not require urgent attention. **Priority 3** Landmarks are those that appear to be receiving adequate care and exhibit little or no known threat or damage. Priority ratings for each Landmark are reviewed annually, and may change as conditions warrant.

The information obtained is then compiled and transmitted to Congress. These yearly "Section 8



Photo of Unity Temple, Oak Park, Illinois. This architecturally significant church, designed by Frank Lloyd Wright in 1906, is one of the earliest structures that used reinforced concrete as an artistic architectural medium. It was plagued by severe roof leaks that damaged the structural and material integrity of the building until the church members and community raised private funds to make repairs. Listed as endangered in the Section 8 Report in 1983, repairs were completed in 1984. Photo by Richard Nickel.

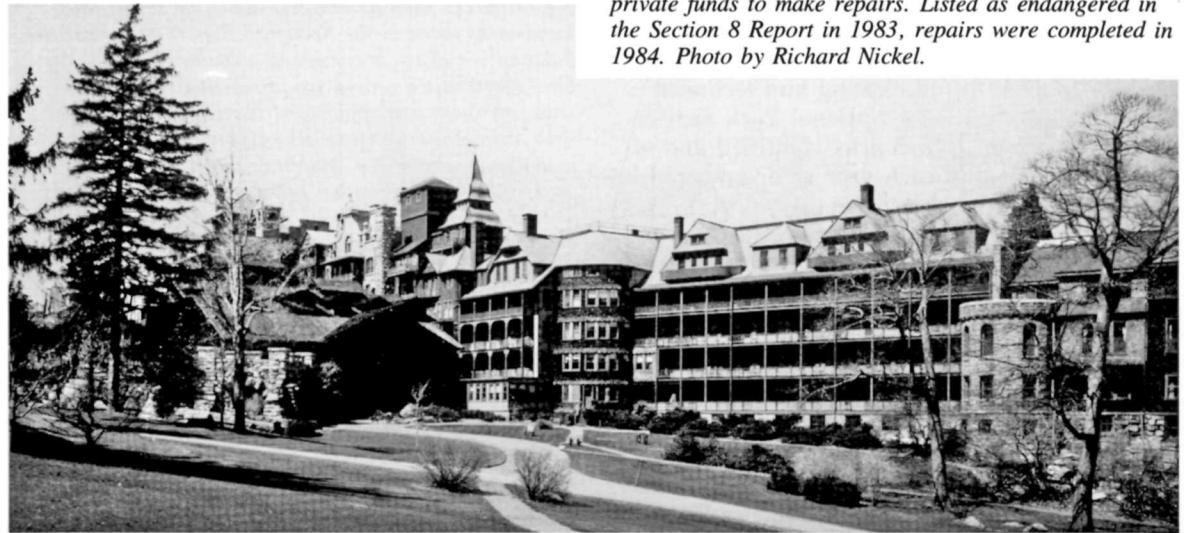


Photo of Lake Mohonk Mountain House, New Paltz, New York. This 19th century resort, a National Historic Landmark, is still thriving. It has never been listed in the Section 8 Report. Expanded many times in a variety of picturesque architectural styles, the buildings were consciously fitted into the natural environment of the surrounding glacial lake. A popular vacation spot for generations, its preservation has been made possible through HPF grants, Federal tax incentives and, most importantly, its income-generating use as a hotel. Photo by Jack Boucher, Historic American Buildings Survey.

Reports'' (after the section of the law authorizing them) are used as the basis for NPS planning assistance efforts for National Historic Landmarks. Copies are sent to owners of Landmarks listed in the report, to State and local officials, and to Federal agencies whose activities might affect a property listed. A Landmark's inclusion in the Section 8 Report requires no compliance action on the part of the Landmark owner nor on the part of the persons or organizations causing the damage or threat.

The most recent report, the 1987 Section 8 Report, lists 79 Priority 1 National Historic Landmarks as endangered. The report also found an additional 158 Priority 2 Landmarks. Ten Section 8 Reports have now been prepared by the National Park Service in response to the Congressional mandate. The overall picture they present is not favorable.

Despite 10 years of monitoring and technical assistance efforts by the National Park Service, the percentage of Landmarks identified and reported to Congress each year as endangered has not decreased. The percentage of Priority 1 Landmarks listed in each annual Section 8 Report has remained fairly constant at 3-4 percent of the total number of Landmarks. When combined with Priority 2 Landmarks, the percentage rises to the 13 percent cited in the Foreword.

More disconcerting still, no regular reader of the Section 8 Report can fail to recognize that many Landmarks—approximately 70 percent—have been listed the previous year. Thirty-nine have been listed at least five times over the last 10 years, and seven Landmarks have been listed in every report since 1977. Figures 1 and 2 break the listed Landmarks down by resource and ownership types.

Resource Types

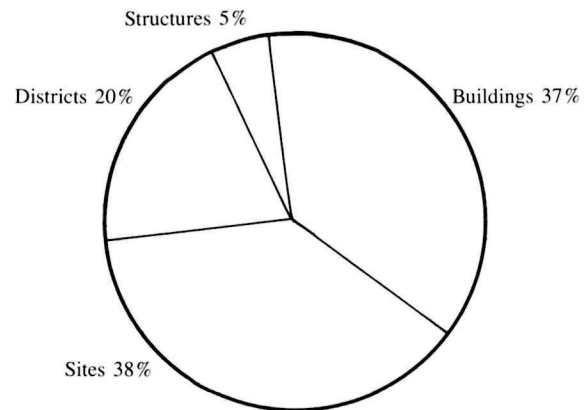


Figure 1. Percentages reflect 10-year averages of types of Landmarks listed in the Section 8 Report. Structures are resources such as bridges, dams, or ships. Most Landmarks listed in the Section 8 Report each year are buildings or districts composed primarily of buildings. Sites listed in the report are primarily archeological sites, although battlefields and other sites associated with historical events are also evident. Large resources containing open space, buildings and structures usually pose multiple preservation problems.

Ownership Distribution

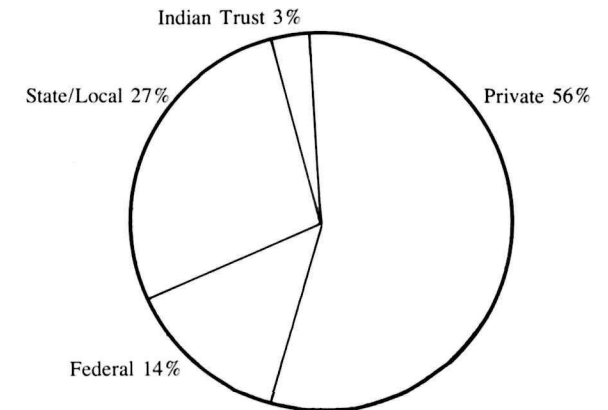


Figure 2. Percentages reflect 10-year ownership patterns of Landmarks listed in the Section 8 Report. Private ownership is the dominant ownership pattern of endangered Landmarks. Most of these Landmarks are used for non-commercial purposes. In many cases, the owners are satisfied with the current use of the Landmark, or there are no achievable opportunities for reuse as an income-generating property. This indicates that use of Federal tax incentives for rehabilitating many of these properties is not a viable preservation option at this time.

Principal Threats

The Section 8 Reports document that Landmarks are endangered from a great number of sources. The predominant types of threats are grouped into six categories: severe physical deterioration, demolition, severe site erosion, vandalism, damaging uses and inappropriate new construction or alteration. Figure 3 shows the 10-year average of types of threats and damages exhibited by endangered Landmarks.

Severe physical deterioration resulting from lack of maintenance over a period of years is responsible for most of the serious threats to National Historic Landmarks. Without a program of routine maintenance and repair, historic building materials, features, and finishes can deteriorate to the point that serious or irreparable damage occurs. For example, when buildings are as deteriorated as Maryland's Resurrection Manor, which has been listed for several years, the extent of preservation work required may easily exceed the resources or willingness of owners.

With few exceptions, most owners of Landmarks in this category are interested in the preservation of their property. In many cases, relatively small amounts of money will meet critical needs. Assistance to deteriorated buildings has been where much of NPS technical assistance efforts have been focused.

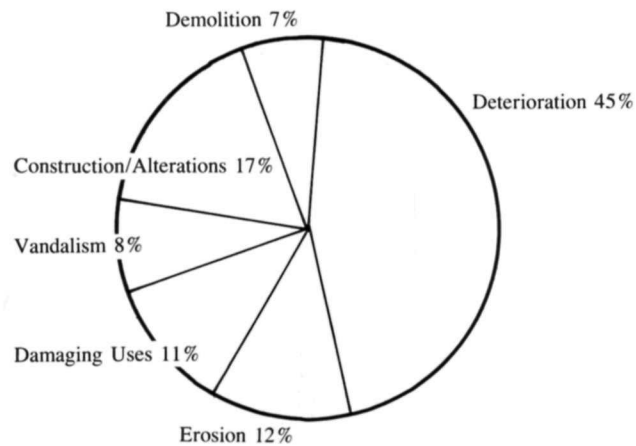


Figure 3. Principal Threats to Endangered National Historic Landmarks. Percentages reflect 10-year averages.



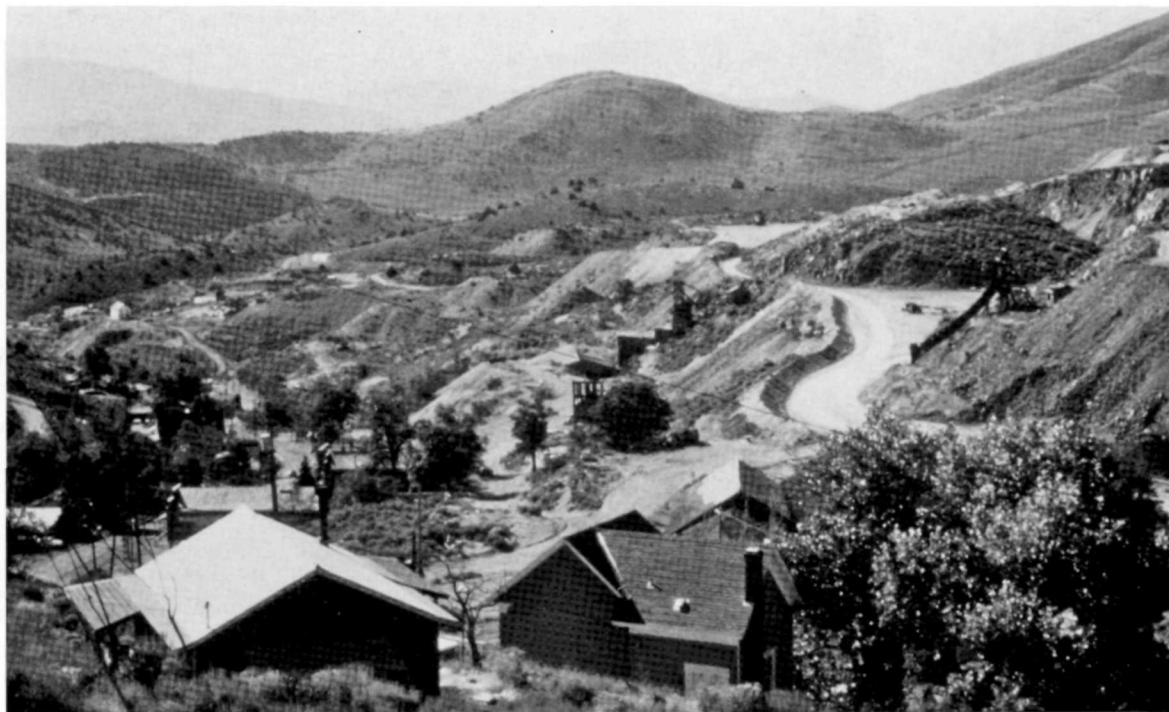
Resurrection Manor, St. Mary's County, Maryland. This early 18th century brick house is located on one of the earliest manorial grants made in Maryland. Vacant for years, its structural and material integrity threatened, Resurrection Manor may succumb to demolition if the remaining seven acres of land are sold for waterfront housing and no new owner can be found who is willing to preserve the manor house. Photo by Jean E. Travers.

Very few Landmarks are threatened by **demolition**. The number of National Historic Landmarks threatened with demolition listed in the report has decreased since the first two years of reporting and represents the least prevalent threat to Landmarks cited in the 10 Section 8 Reports. Nevertheless, Landmarks are occasionally demolished. Demolition is either unpredictable, or occurs after a long period of neglect. Several buildings cited in earlier Section 8 Reports as endangered have been destroyed. The Reo Motor Company in Michigan was demolished in 1980, and the 1914 building at the Mayo Clinic in Minnesota was torn down in the summer of 1986. The Edwin H. Armstrong House in New York and South Carolina's Piedmont Manufacturing Company, both previously damaged by fire, were leveled in 1983. Two other Landmarks have experienced substantial amounts of demolition: the Matthew Vassar Estate in New York and the Beale Street Historic District in Memphis, Tennessee.



Matthew Vassar Estate, Poughkeepsie, New York. This property was designed for the founder of Vassar College by Andrew Jackson Downing, foremost American landscape architect in the mid 19th century. The former owner of this property at the time of its Landmark designation demolished several of the historic structures on the estate. Photo by James Dillon.

Severe site erosion caused by wind and water can incrementally or suddenly damage many historic and archeological features such as earthworks, berms, trenches and burial mounds. These features, by their nature, tend to be unprotected from the weather. Battlefields and historic districts located in flood plains can also be affected. Erosion from wave action is extremely costly to correct and in the case of many Landmarks listed in the Section 8 Report, beyond the capability of the adjacent community or private owner to control. The U.S. Army Corps of Engineers has assisted many National Historic Landmarks threatened by flooding, but the demand for this assistance far exceeds the dollars available to the Corps. Properties adjacent to active mines can also be threatened by severe site erosion.



Virginia City, Nevada. The Virginia City Historic District is significant as a 19th and early 20th century mining town. Portions of the town are in danger of sliding and slumping because of the surrounding open pit mining. There is no legal authority at the Federal or State level to require action to control this situation. Photo by David W. Look, AIA.

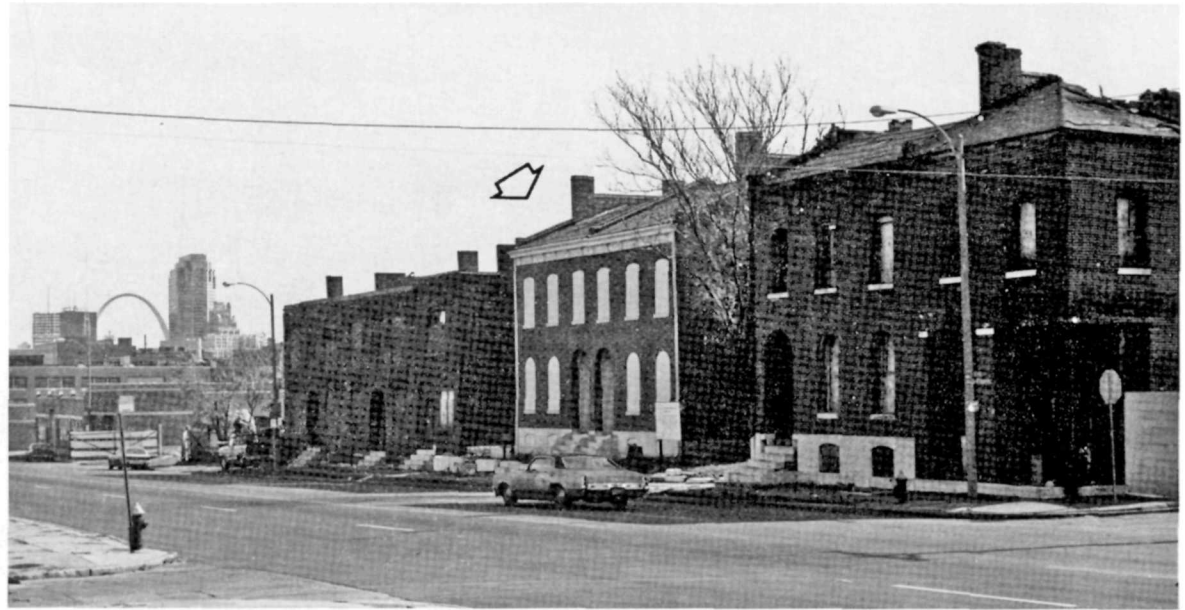


Molstad Village, Molstad County, South Dakota. This archeological site is significant as a village occupied by precursors to the Historic Mandan Tribe, who were visited by Lewis and Clark and painted by noted 19th century artist George Catlin. The rings seen in this photograph, perilously close to the banks of the Missouri River, are the remains of a fortified wall surrounding a late-prehistoric Indian village. Erosion, which can occur at a rate of 10 feet per year, is extremely costly to control. Photo from National Historic Landmark file.

Vandalism is a great threat to vacant buildings and to remote archeological sites. In its worst form, it can lead to arson or looting. Extensive plundering of Eskimo and Aleut ivory artifacts has severely damaged many archeological sites in Alaska.



Gambell Sites, St. Lawrence Island, Alaska. These sites chronicled over 2,000 years of occupation in the Bering Strait region, and documented series of cultural waves from Asia to North America. Extensive digging of the Gambell Sites by local inhabitants ultimately led to the loss of significant cultural artifacts and the removal of Landmark status for this property in 1987. Photo from National Historic Landmark file.



Scott Joplin House, Kansas City, Missouri. Although Federal, State and private money has been used to preserve this property—the only known home of the noted Black composer to have survived—it is unoccupied and susceptible to vandalism. Windows and doors are secured to prevent entrance to the building and destruction of the interior until the building is restored and occupied. Photo by W. P. O'Brien.

As the uses for historic buildings and sites change, damaging uses can pose threats or damage the resource. This problem is particularly evident in sites containing archeological resources. Mining, grazing and farming on archeological sites, especially mounds, can be very damaging.



Holly Bluff Site, Mississippi. Only the faintest outline of the former ceremonial temple mound from the historic Mississippian culture of the Southeastern United States (circa 700-1700 A.D.) is visible after years of extensive plowing have reduced the mound's height. Without compensatory payment to many farmers or property owners deriving income from damaging land uses, these destructive practices will continue. Photo from National Historic Landmark file.

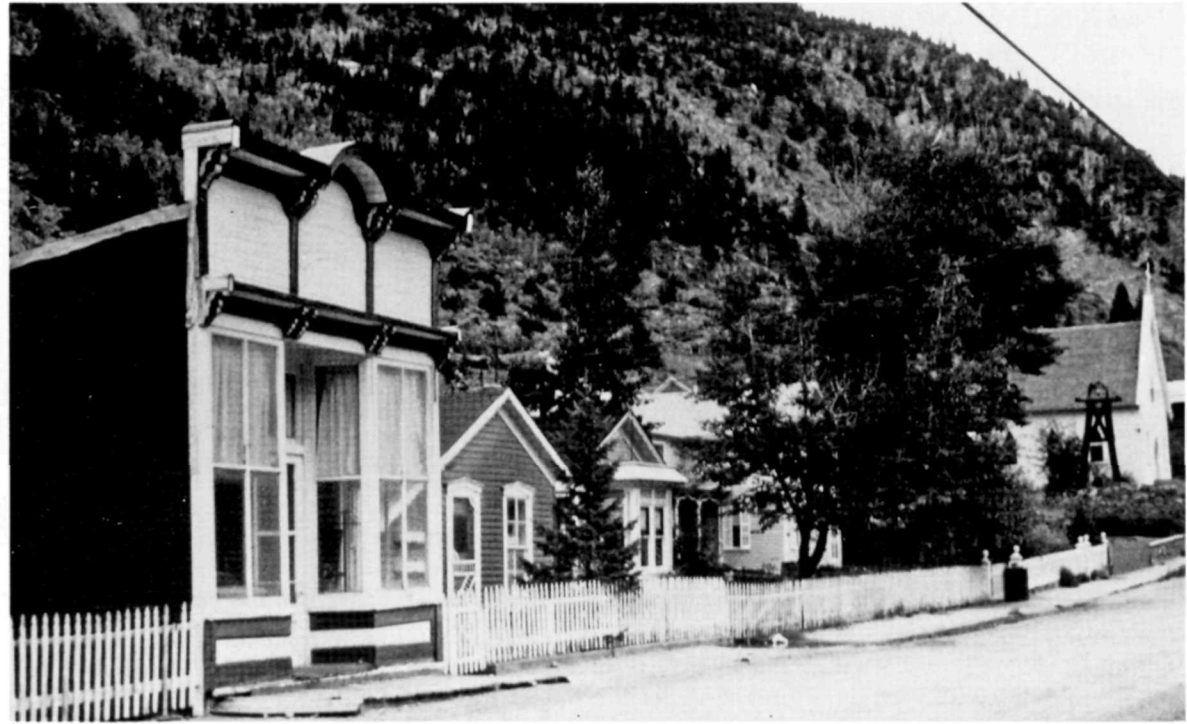


Research Cave, Missouri. This cave contains significant prehistoric Indian remains deposited over a span of 8,000 years. Unfortunately, the day-to-day activities of the most recent inhabitants have damaged the surface and subsurface deposits, potentially invalidating future archeological research. Photo from National Historic Landmark file.

New construction and alteration may radically change, damage, or destroy historic materials, building sites, and the overall setting of a Landmark. Battlefields, archeological sites, and rural districts are particularly vulnerable to these threats, especially when there are multiple owners. The National Park Service encourages State and local governments to develop land use controls that preserve historic and cultural properties; however, conflicting priorities or lack of effective planning can often result in irreversible damage to a Landmark's setting.



Waterford Historic District, Waterford, Virginia. Nestled within the wooded valley of this farmland is an intact 18th and early 19th century agricultural village significant for its remarkably pristine setting. It is a very popular place to visit—so popular that the district is threatened by proposed housing developments. This type of threat often occurs to properties experiencing growth from nearby urban and suburban areas.
Photo by Jean E. Travers.



Georgetown-Silver Plume Historic District, Georgetown, Colorado. These types of threats— incompatible alterations and new construction—can respond to private and local sector efforts. Significant as a late 19th century mining town, the setting of this historic district was preserved when private and public funds were raised several years ago by citizens to purchase one of the historic mountainsides that surround this small town and save it from a condominium development. Photo by Laurie Hammel.

Compounding the problems caused by these and other threats, most of the Landmarks listed in the report year after year are located in economically depressed areas where adaptive reuse options are limited. Many Priority 1 Landmarks suffered these threats, and to a lesser degree, damages, at the time they were designated. There is often limited public recognition of the Landmark as a historically significant property. In addition, endangered Landmarks sometimes pose difficult, if not insurmountable, technical problems. Erosion at Fort Toulouse, in Alabama, continues despite past efforts at shoreline stabilization. Multiple preservation problems are also common: Virginia City Historic District, in Nevada, is threatened by erosion, deterioration of the historic buildings, and incompatible alterations. The historic buildings of Penn School Historic District in South Carolina are deteriorated, and the property is underutilized, thereby reducing income vital to a maintenance program.



Penn School Historic District, Fragmore vicinity, South Carolina. It is very special to find Landmarks that continue to be used as they were historically. Penn School was established after the Civil War as one of the first schools for Blacks. It has remained for over 120 years as a private, non-profit center for the education of the Edisto Island community. Listed in the Section 8 Report since 1977, deterioration of the buildings has limited their use and hence, the ability of the school to earn income. Photo from National Historic Landmark file.

PRESERVATION EFFORTS, 1977-1987

DESPITE THE FORMIDABLE problems faced by endangered Landmarks, the National Park Service has met with some success in ensuring the long-term preservation of National Historic Landmarks. Programs administered by the National Park Service that have assisted endangered National Historic Landmarks in the past include Historic Preservation Fund grants-in-aid, Emergency Jobs Act Grants, and technical assistance.

The Historic Preservation Fund, 1977-1981

For 20 years, Historic Preservation Fund (HPF) matching grants-in-aid have been awarded to States and territories and the National Trust for Historic Preservation for preparing historic surveys and plans and for preserving properties listed in the National Register of Historic Places (which includes National Historic Landmarks). In turn, these funds have been awarded by States to private organizations, individuals and local governments. The selection of preservation activities to receive grants-in-aid is determined by the State.

Between 1977 and 1981, HPF grants-in-aid totaling \$828,783 helped reduce threats to seven Landmarks listed in the Section 8 Report during those years. Although these acquisition and development grants represent a small fraction of the total amount allocated to States over the last 20 years, these grants were successful in removing Landmarks from the Section 8 Report during the period they were available. Congressional restrictions on the use of the Historic Preservation Fund for acquisition and development projects, however, have limited the use of these funds to survey and planning projects since 1982.

Endangered Properties Fund, 1978-1982

In 1978, a \$1,000,000 challenge grant derived from the HPF was awarded to the National Trust for Historic Preservation for the establishment of an Endangered Properties Fund. This Fund was originally conceived as a revolving fund for threatened nationally significant properties. The National Trust was selected to administer this program because it was believed the Trust could act more quickly in an emergency than the Federal Government. The Federal portion of the Endangered Properties Fund was expended by 1982 and Federal review ceased. The National Trust subsequently modified this program.

Approximately 50 percent of the projects funded by the Endangered Properties Fund revolving loan program from 1978-1982 were for Priority 1 and 2 National Historic Landmarks. Two endangered Landmarks, the Old City Hall in Richmond, Virginia, and the Francis G. Newlands Home in Reno, Nevada, were removed from the Section 8 Report because of work funded by this program.

Yet emergency situations of the type funded through the Endangered Properties Fund rarely threaten National Historic Landmarks. The threats posed to Landmarks tend to be chronic in nature rather than acute. In addition, many owners of endangered National Historic Landmarks either cannot afford to take a loan or are unwilling to do so.

Emergency Jobs Act of 1983

Under the Emergency Jobs Act of 1983 Congress appropriated \$25 million in grants for historic buildings. These funds, designed to create emergency jobs, provided matching grants for acquisitions of and construction work on historic properties. Although properties assisted were selected by State Historic Preservation Officers, the National Park Service encouraged States to direct some funds to National Historic Landmarks.



Francis G. Newlands Home, Reno, Nevada. Newlands was an influential Congressman and Senator at the turn of the century who was a strong supporter of Federal irrigation programs. He owned this large frame house from 1889 until his death in 1917. It was purchased in 1979 by the National Trust using the Endangered Properties Fund when it became known that it might be sold and either demolished or subject to intensive subdevelopment of the site. The house was in turn sold by the Trust several years later to a private owner, and preservation covenants were placed on the deed to ensure its preservation in perpetuity. Photo by Laurie Hammel.

As a result, 94 Landmarks received assistance. At the time, 12 of these had been listed in at least one Section 8 Report as endangered or threatened. In three cases, the actions taken with \$321,962 in funds were sufficient to remove the threats entirely, and the properties were taken off the Section 8 Report. Several others assisted under this program would possibly have been listed in subsequent reports without the timely assistance provided by these funds.

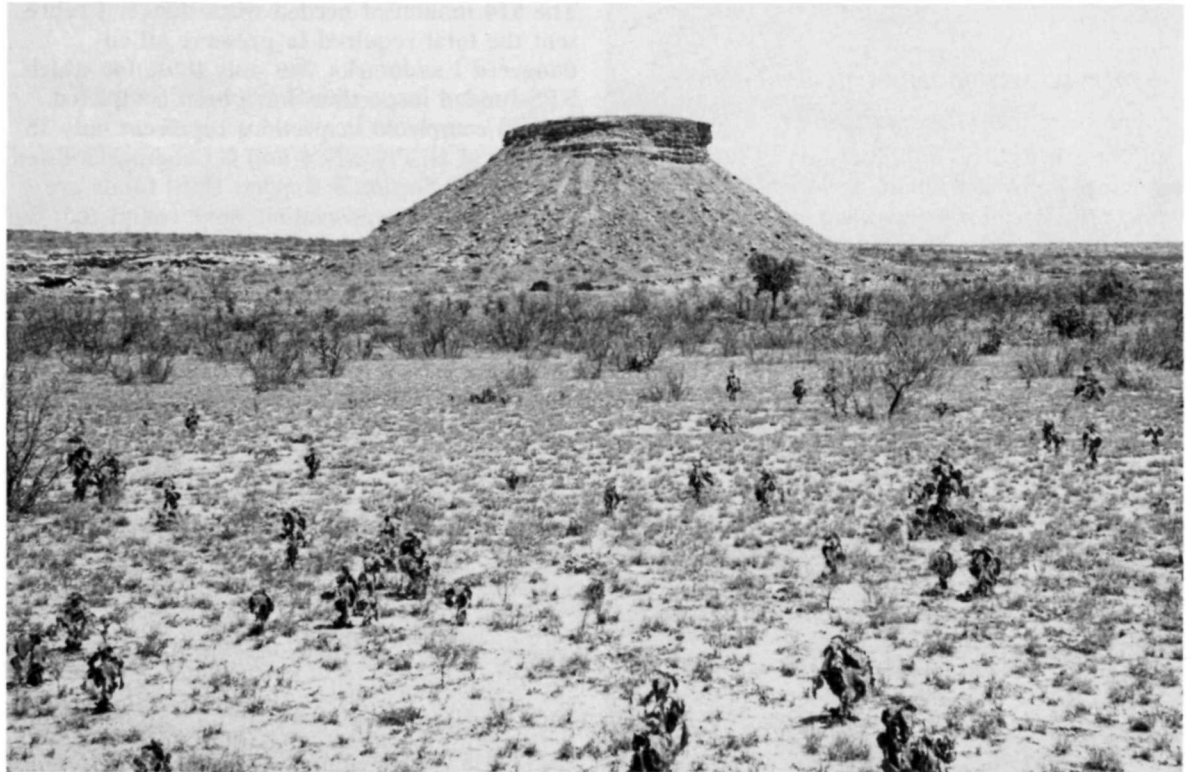
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Special National Historic Landmark Initiatives, 1984-Present

The first Federal grants-in-aid exclusively designed to assist endangered Landmarks were begun in 1984. **During the first several years of Landmark monitoring by the National Park Service, it became apparent that a more accurate means of analyzing the physical condition of Landmarks and of estimating the repair costs was necessary.** Accordingly, the Secretary authorized the use of recaptured (unused) 1983 money from the Historic Preservation Fund to develop innovative methods of inspecting deteriorated Landmarks, to test these methods, and to stimulate private sector funding to carry out the recommendations of the inspections.

Under this initial phase, six methodologies were developed, and technical assistance through field testing was provided to eight Landmarks. The major objective of this project—the development of a cost-effective methodology that could be used on a variety of Landmark building types—was achieved in the methodology developed by the State of Georgia. This methodology was selected by the National Park Service for future inspections as part of expanded technical assistance to endangered Landmarks. In addition, the State of Ohio developed a means of predicting erosion rates at archeological mounds, and the State of California developed a methodology for evaluating seismic dangers in historic buildings.

Following this initial phase of methodology development and testing, the National Park Service funded inspections of Priority 1 and Priority 2 Landmarks using funds specifically appropriated for increased technical assistance to National Historic Landmarks by Congress. Using a uniform inspection methodology, inspections are performed by private architectural and engineering firms under the coordination of National Park Service



Landergin Mesa, Oldham County, Texas. One of the most spectacular ruins in this part of Texas, Landergin Mesa was plundered by vandals for years to the extent that an estimated 50 percent of the potential archeological data was either destroyed or corrupted. Past attempts on the part of landowners and archeologists to protect this site had proved fruitless. In 1983, \$28,397 from a Federal Emergency Jobs Act grant, matched by an equal amount from the State, funded a data recovery project in anticipation of continued destruction of the archeological data by vandals. Photo by Robert J. Mallouf.

regional offices. The inspections result in detailed condition assessment reports that identify needed work, recommend solutions, and estimate costs of corrective measures. To date, 35 inspections have been undertaken. The cost of all corrective measures identified in these reports totals approximately \$14 million. Appendix A lists the major costs for the 35 Landmarks inspected thus far.

The condition assessment reports are made available to owners, preservation organizations, and interested public and private groups to assist Landmark owners in obtaining technical and financial assistance to carry out the recommendations of the study. Additionally, the Center for Architectural Conservation, Georgia Institute of Technology, under a cooperative agreement with the National Park Service and the National Park Foundation, has prepared two-page summaries of selected reports in a series also entitled "**Landmarks at Risk.**" The National Park Service has provided editorial and design assistance in the preparation of these summaries. Printed in an attractive format, with a brief history of each property, photographs, and descriptions of work needed, "**Landmarks at Risk**" summaries also give names and addresses for further information and are used by Landmark owners and interested preservation organizations in fundraising efforts.

The \$14 million of needed work does not represent the total required to preserve all endangered Landmarks, but only those for which NPS-funded inspections have been completed. The 40 completed inspections represent only 15 percent of all Priority 1 and 2 Landmarks listed in the 1987 Section 8 Report. Until funds are raised and the preservation work completed, the fragile status of many of the properties will continue to warrant their listing in the Section 8 Report. The condition of Priority 2 Landmarks that have received inspections may also deteriorate if recommended preservation work is not undertaken in a timely manner.

Two archeological sites have received inspections and condition assessment reports: Fort Hall Site in Idaho and the Kathio Site in Minnesota. Development of a standardized methodology for archeological sites that provides costs estimates for undertaking preservation work is under way.



The methodology for performing indepth inspections on Landmark buildings uses a micro-computer database program that compiles detailed information in a standardized form on the physical condition of the building and generates a building condition assessment report. Photo by Jean E. Travers.



San Jose de Gracia Church, Las Trampas, New Mexico. This adobe church is one of the most outstanding Spanish Colonial churches in the Southwest United States. Its extraordinary interior is known for its significant features and clerestory lighting which illuminates the altar. Church members clean 18th century altar paintings using conservation methods. This church received an indepth inspection in 1985; several problems identified in the inspection report have since been addressed. Photos by Janus Associates and Lee H. Nelson, FAIA.

The National Historic Landmarks Fund, 1985-Present

Implementing the series of indepth inspections has represented a major new initiative by the National Park Service. Nevertheless, this effort will not help endangered Landmarks until the recommended preservation work is completed. Consequently, the National Park Service established, in cooperation with the National Park Foundation, a special account to receive cash and building materials donated by the private sector specifically for National Historic Landmarks. Donations will be used to carry out work identified in the condition assessment reports under the guidance of the NPS.

As the summary of past National Park Service efforts on behalf of endangered National Historic Landmarks shows, it is possible to remove properties from the list of endangered and threatened resources. But progress has been very slow. **More Landmarks are newly endangered each year than removed from the Section 8 Report.** If progress is to be made in preserving these properties from the threats that besiege them, efforts must be made to publicize both the importance of endangered National Historic Landmarks and their plight. To this end, the National Park Service has undertaken the new initiatives described above. As the completed inspection reports demonstrate, the cost of rescuing National Historic Landmarks is great.

Endangered Landmarks Symposium

On October 28, 1987, the National Park Service sponsored a one-day symposium on endangered National Historic Landmarks. Seventeen participants, representing a broad spectrum of national, state and local interests and organizations, were invited to the symposium. An equal number of observers, primarily NPS employees responsible for monitoring and providing technical assistance to Landmarks, also attended. The symposium was made possible, in part, with financial assistance from the Historical Preservation Education Foundation. (See figure 4 for list of participating organizations.) The proceedings are included in Appendix B.

Although the purpose of the symposium was to explore private-sector initiatives, participants stressed the need for increased Federal leadership to effect change in the status of endangered National Historic Landmarks. Participants were divided, however, on how this should be accomplished. The National Conference of State Historic Preservation Officers recommended increases in annual appropriations of the Historic Preservation Fund to assist **all** endangered cultural and historical properties listed on the National Register, and objected to limiting Federal assistance efforts to Landmarks. Others favored enhanced assistance specifically for Landmarks, ranging from expanded Federal regulation of actions endangering Landmarks to acquisition of easements to ensure their protection in perpetuity.

The National Parks and Conservation Association stated that their interest in preserving Landmarks results from the fact that designation as nationally significant properties makes them potential units of the National Park System. The National Trust for Historic Preservation cited recommendations of the Protection Study Group, a part of the National Historic Preservation Forum convened by the National Trust in 1987 to evaluate the effectiveness of the last 20 years of Federal historic preservation programs and to investigate new initiatives in assisting cultural and historic properties. In this study, the Protection Study Group concluded that it is in the national interest for the Federal Government to provide enhanced protection for National Historic Landmark properties.

Recommendations and Conclusions of Symposium Participants

Participants endorsed many of the existing assistance initiatives undertaken by the NPS. Publications, such as the Landmarks At Risk summaries, were considered useful tools for explaining the significance of Landmarks and the threats they face to local communities and potential sources of financial assistance. The National Park Service was encouraged to serve as a facilitator of local preservation initiatives. In the words of one participant, "People respect the opinion of the National Park Service, if they say a property is important and worth saving, a community will often try to find a solution."

Participants identified other new initiatives worthy of consideration and made specific recommendations for increasing assistance efforts for endangered Landmarks. While participants uniformly stressed the need for Federal action to enhance the climate for private sector assistance, several participants representing nationwide organizations also indicated interest in redirecting their organization's existing programs to help meet the needs of endangered Landmarks. Participants appreciated the opportunity to comment upon NPS Landmark assistance activities. **The recommendations listed below represent the opinions of individual symposium participants and do not necessarily represent the views of the National Park Service or the Department of the Interior.**

1. Increasing public awareness of the National Historic Landmark program at the local level is a crucial first step towards building private sector support for endangered Landmarks and

enhancing recognition and preservation of Landmarks in communities nationwide. Symposium participants concluded that in many cases the public is unaware of the significance of National Historic Landmarks. The National Park Service, therefore, should produce more publications and associated visual materials that explain the Landmarks program. Interested national or local organizations should participate in creating these materials.

2. National Park Service assistance to an endangered Landmark in a community can serve as a catalyst for local recognition and assistance efforts, but longterm success is dependent upon individuals working at the local level. The National Park Service, in cooperation with other interested national organizations, should increase efforts to provide information and advice to owners and local organizations on techniques for preserving endangered Landmarks. This may include publications, site visits, and training programs for owners, civic groups, local and State organizations, and schools.

3. There are many nationally significant resources that are presently or potentially endangered that are not designated as National Historic Landmarks. The National Park Service, in cooperation with State and local governments and professional societies, should increase identification and designation of underrepresented resources such as archeological sites and landscapes to more accurately reflect the diversity of nationally significant resources.

4. Many endangered Landmarks cannot be assisted through the private sector. The inexperience and lack of non-profit status of many endangered Landmark owners, the lack of viable alternatives for income generating uses, the loca-

tion of many endangered Landmarks outside major foundation giving areas, and multiple preservation problems were acknowledged by participants as major stumbling blocks in securing funding from private sources.

5. Federal legislation does not adequately protect endangered Landmarks, and existing legislation has not been implemented. Legislation should be considered to increase economic incentives for protecting endangered Landmarks and to protect Landmarks owned by unsympathetic owners. Changes in current Federal tax laws to make donations more attractive were encouraged. Existing legislation that could assist endangered Landmarks, such as statutory authority for acquisition, grants, and purchase of easements, should be funded and implemented. In the past, such programs have created an effective partnership between Federal, State, and private interests and have provided local incentives to protect resources. Some participants, however, declared that only revenue neutral legislation would be achievable. The user fees for processing Historic Preservation Certification Applications (for Federal income tax purposes) should be earmarked for the National Historic Landmark Fund rather than deposited into the Treasury's miscellaneous receipts account.

6. Because the Section 8 Report is the basis of Landmark assistance, greater attention should be given to the results of the report. The NPS should produce the Section 8 Report more quickly, make the report more attractive by adding photographs, and increase its distribution. Where possible, the report should include predictions as to what further actions could cause dedesignation of an endangered Landmark. Most importantly, assistance should be given to endangered Landmarks listed in the report.

Figure 4. *Participants in the Endangered Landmarks Symposium*

Jean Hocker
Executive Director
Land Trust Exchange

Mark Michel, Ph.D.
President
Archeological Conservancy

Bruce Craig
Cultural Programs Coordinator
National Parks and Conservation Association

Patricia M. O'Donnell, ASLA, APA
Chair, Historic Preservation Committee
American Society of Landscape Architects

Bruce Kriviskey, AIA, AICP
Director, Historic Restorations, Resources and Design
American Institute of Architects

Carl Dranoff
President
Historic Landmarks for Living

Nancy Miller
Deputy Director
National Conference of State Historic Preservation Officers

Mark Leone, Ph.D.
Chairman, Government Affairs Committee
Society for American Archeology

Adele Chatfield-Taylor
Director, Design Arts Program
National Endowment for the Arts

Doug Harbit
Director of Financial Services
National Trust for Historic Preservation

Kate Perry
Government Affairs Counsel
National Trust for Historic Preservation

Loretta Neumann
Vice President for Conservation, Environment and
Historic Preservation
Foresight Science and Technology, Inc.

Meg Maguire
Principal, Maguire Reeder, Ltd
Washington, D.C.

Russell Keune
Director of Programs
U.S. Committee, International Council on
Monuments and Sites (US/ICOMOS)

Peter Odell
Management and Development Administrator
Fairmount Park Commission
Philadelphia, Pennsylvania

Constance Chamberlin
Executive Director, Waterford Foundation
Waterford, Virginia

Tersh Boasberg, Boasberg and Norton, Attorneys
President
National Center for Preservation Law

Nancy Zimmerman
Program Officer
William Penn Foundation
Philadelphia, Pennsylvania

**APPENDIX A: COST ESTIMATES FOR
PRESERVING NATIONAL HISTORIC
LANDMARKS TO DATE**

THE FOLLOWING is a list of Landmarks that have received NPS-funded indepth inspections. These estimates are derived from condition assessment reports prepared for each Landmark inspected. Costs are based on 35 Landmark buildings. These estimates do not represent the total required to preserve all endangered Landmarks, only those for which NPS inspections have been completed to date.

Information on the historical significance of these properties may be found in the NPS "Catalog of National Historic Landmarks."

Cost Categories

- Critical** — failure of building elements or potential failure within two years if not corrected, or threats to the health and safety of users
- Serious** — deterioration of building elements which, if not corrected within 2-5 years, will result in failure of building elements, or threats to the health or safety of the users
- Minor** — maintenance practices have not been followed and there is reduced life expectancy of the building elements

	Critical	Serious	Minor	Subtotal
ALASKA				
Chapel of St. Nicholas Kenai, AK	\$ 60,324	\$ 133,280	\$ 17,112	\$ 210,716
Government House St. Paul Island, AK	224,604	180,042	27,996	432,642
Holy Ascension Orthodox Church Unalaska, AK	763,481	242,429	119,182	1,125,092
Holy Assumption Orthodox Church Kenai, AK	199,968	50,082	81,096	331,146
St. George the Great Martyr Orthodox Church St. George Island, AK	328,308	206,850	217,788	752,946
Subtotal	\$ 1,576,685	\$ 812,683	\$ 463,174	\$ 2,852,542
MID-ATLANTIC/NEW ENGLAND				
Chester A. Arthur House New York, NY	\$ 27,312	\$ 87,126	\$ 3,720	\$ 118,158
Cornwall Iron Furnace Cornwall, PA	103,240	239,180	36,960	379,380
Grey Towers Glenside, PA	402,390	297,000	1,069,356	1,768,746
Monte Cristo Cottage (Eugene O'Neill House) New London, CT	6,756	17,868	7,272	\$31,896
Pietro & Maria Botto House Haledon, NJ	0	28,938	9,222	38,160
Riverby Study West Park, NY	360	11,040	6,480	17,880
Slabsides West Park, NY	120	14,340	12,348	26,808
Thomas Cole House Catskill, NY	69,276	73,800	17,550	160,626
Villa Lewaro (Annie E. Poth House) Irvington, NY	89,790	65,340	23,712	178,842
Subtotal	\$ 699,244	\$ 834,632	\$ 1,186,620	\$ 2,720,496

MIDWEST/SOUTHWEST

Creek National Capitol Town Square-Okmulgee, OK	\$ 214,315	\$ 240,233	\$ 65,638	\$ 520,186
First Baptist Church Nicodemus, KS	27,222	7,552	8,363	43,137
Hogan at Seton Village Seton Village, NM	8,651	126	0	8,777
Kiva at Seton Village Seton Village, NM	5,790	1,367	593	7,750
Plum Street Temple (Isaac B. Wise Temple) Cincinnati, OH	0	19,162	8,875	28,037
Reliance Building Chicago, IL	1,119,600	1,857,480	1,323,000	4,300,080
Ringling Brothers Circus Winter Qtrs, Camel Barn Circus World Museum Baraboo, WI	2,928	79,116	4,470	86,514
Ringling Brothers Circus Winter Qtrs, Elephant Barn Circus World Museum Baraboo, WI	9,744	58,008	13,884	81,636
San Jose de Gracia Church Las Trampas, NM	46,748	11,838	20,953	79,539
Seton Castle Seton Village, NM	35,422	12,445	11,719	59,586
Subtotal	<u>\$ 1,470,420</u>	<u>\$ 2,287,327</u>	<u>\$ 1,457,495</u>	<u>\$ 5,215,242</u>

SOUTHEAST

Coker House, Champion Hill Battlefield Edwards, MS	\$ 117,566	\$ 57,978	\$ 110,953	\$ 286,497
Dixie Coca-Cola Bottling Plant Atlanta, GA	49,490	151,968	25,756	227,214
Gaineswood Demopolis, AL	84,162	87,923	59,676	231,761
Homeplace Plantation Hahnville, LA	40,103	18,930	36,252	95,285
I. T. Montgomery House Mound Bayou, MS	77,989	30,959	20,951	129,899
Market Hall and Sheds Charleston, SC	159,146	62,149	40,672	261,967
Subtotal	<u>\$ 528,456</u>	<u>\$ 409,907</u>	<u>\$ 294,260</u>	<u>\$ 1,232,623</u>

WEST

Guajome Ranch House Vista, CA	\$ 457,770	\$ 176,564	\$ 25,252	\$ 659,586
Las Flores Adobe Camp Pendleton, CA	190,850	182,593	15,973	389,416
Mission San Juan Bautista San Juan Bautista, CA	4,884	60,280	23,242	88,406
Old Washoe Club Virginia City, NV	840,355	256,632	39,702	1,136,689
Warner's Ranch Warner Springs, CA	98,914	91,194	15,023	205,131
Subtotal	<u>\$ 1,592,773</u>	<u>\$ 767,263</u>	<u>\$ 119,192</u>	<u>\$ 2,479,228</u>
Priority Subtotal	\$ 5,867,578	\$ 5,111,812	\$ 3,520,741	
TOTAL COST				\$14,500,131

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APPENDIX B

ENDANGERED NATIONAL HISTORIC LANDMARKS SYMPOSIUM

OCTOBER 28, 1987

SUMMARY OF DISCUSSIONS

THE ENDANGERED LANDMARKS SYMPOSIUM was the first nationwide meeting of preservation professionals to discuss the assistance initiatives for preserving Landmarks. Sponsored by the National Park Service, the symposium was made possible, in part, from a grant from the Historic Preservation Education Foundation.

Following a short introduction by Associate Director Jerry Rogers which stressed the Department's commitment to the longterm preservation of National Historic Landmarks, William Penn Mott, Director of the Park Service, gave the opening address, tracing the history of the National Historic Landmarks program from 1935 to the present. He noted that a variety of programs such as grants in aid, technical assistance, and Federal tax incentives, have been available for preserving historic and cultural properties over the past twenty years and that these programs have been successful in ensuring the longterm preservation of many Landmarks nationwide. Many other Landmarks, however, have not been as fortunate. He stressed that less well-known Landmarks often lack community recognition and support for their preservation, and sometimes the magnitude of the threats is such that preservation is not possible without outside support. Thirteen percent of all Landmarks, he noted, currently exhibit potentially serious threats and damage. The Director emphasized that while this represents a small fraction of the total 1800 Landmarks nationwide, their destruction would represent an irreparable loss to the nation and the communities where they are located. He asked the symposium participants to give careful consideration to the myriad problems facing Landmarks today and solicited their suggestions for improving the Park Service's technical assistance activities. He challenged participants to develop a major marketing plan to help ensure the longterm preservation of nationally significant properties.

Jean Travers and Charles Fisher, National Park Service staff involved with the Landmarks program, provided overviews of the current monitoring and technical assistance activities undertaken by the NPS. Travers summarized the types of threats facing Landmarks and noted the relatively large percentage of archaeological sites that were endangered; gave a profile of Landmark owners; and the location of the sites nationwide. She commented on the length of time it takes to prepare the annual report to Congress on endangered Landmarks (called "The Section 8 Report"). She noted that the report was not widely

distributed and that given the small staff and budget for Landmark technical assistance activities, the NPS was limited in what it could do for owners of endangered Landmarks.

Fisher then described the types of activities that the National Park Service carried out: HABS/HAER recording of Landmarks; technical assistance to Landmarks adjacent to National Parks and Sites; reports assessing the condition of specific Priority 1 and Priority 2 Landmarks; and the newly completed "Landmarks at Risk" series that provide two-page summaries of the longer condition assessment reports. He indicated that close to 40 such reports had been completed since 1985.

Session 1: Increasing Public Awareness of Endangered National Historic Landmarks

The first broad topic for discussion by symposium participants was building public awareness of endangered National Historic Landmarks in the community and nationwide. Meg Maguire of Maguire Reeder, LTD. provided opening comments, cautioning preservationists to identify all audiences carefully—the so-called "home-based" people as well as those at the national level. She categorized three broad groups of individuals to target: the converted, the decisionmakers, and the general public. News stories and features attracting the greatest attention are those that deal with danger, crisis, heritage, break-throughs in technology, and successes. Maguire identified four "circuits" that preservationists should attempt to tap into in order to broaden public awareness of endangered Landmarks: 1) the site circuit (people that visit the Landmark); 2) the civic circuit (clubs and networks, such as the Kiwanis Club and League of Cities); 3) the school circuit (reaching students through changes in curricula that begin to focus on Landmarks); and 4) the broadcast circuit. She reminded participants that television was only one facet of this circuit and cautioned preservationists to be certain what their story was (news or feature) and how to communicate that story clearly. She suggested developing "talking slides," that could graphically portray the condition of Landmarks at risk. She cited the success of the National Wildlife Federation in developing similar graphic materials.

The lack of training courses for site managers and Landmark owners on public relations was cited by several participants who suggested that the National Trust should be providing this type of workshop. One participant encouraged preservationists to develop "generic" ads for endangered Landmarks, using the same techniques as Coca-Cola.

Russell Keune of US/ICOMOS stated that the Landmarks program was not well known even among preservationists and that the public does not understand the fine points of the program, particularly the difference between National Register properties and Landmarks.

Adele Chatfield-Taylor stated that the National Endowment for the Arts has funded public awareness projects in the past; she reiterated a point made earlier by Director Mott, namely that people assume that preservation can take care of itself but that this, in fact, is not the case.

Bruce Kriviskey of the AIA suggested that there might be a vocabulary problem and that the Landmarks programs be renamed the American Heritage program. Peter Odell of the Fairmount Park Commission suggested that awards be developed for Landmark owners and those who help save them and that publicity should be generated for such presentations. Associate Director Rogers commented that it is generally better to have outside organizations publicize the program but stressed that the NPS does have the capacity for doing more.

Participants commented on the difficulty of building public awareness and support for those Landmarks that were "friendless," those that did not have a strong local organization or group of individuals fighting for their preservation. In these situations, the first step should be to build such a coalition.

Bruce Craig of the NPCA emphasized the marketability of the NPS name and suggested inclusion of Landmarks with affiliated sites of the National Park System.

Several participants encouraged the NPS to work with local and State organizations to develop public relations materials on Landmarks, and to ensure that these materials were being used effectively. Meg Maguire suggested that the National Trust might be able to do more to raise public awareness. Nancy Zimmerman of the William Penn Foundation said that her foundation makes grants to administrators of historic buildings for this type of activity.

Pat O'Donnell of the ASLA suggested that a shift be made "from the top down to the bottom up" and that a whole series of groups and organizations could and should be involved in raising public awareness. She felt that the site, school, and civic circuits, identified by Maguire, were greatly underutilized and could be effectively tapped.

Loretta Neumann of Foresight, Science, and Technology recommended that preservationists set up mechanisms and public processes that survive current players from the Federal down to the local level.

The Section 8 Report was addressed by several participants who felt that the year preparation time was entirely too long. Neumann expressed concern that the report did not get into the "right hands" in Congress and felt that the report had little or no impact on members of Congress. Tersh Boasberg of Boasberg and Norton encouraged the NPS to "beef up" the Section 8 report and to include a section clearly identifying what actions would trigger de-designation of a Landmark; he also remarked that additional legislation regarding Landmarks would be useful. Neumann reminded participants that the 1980 amendments to the National Historic Preservation Act focused on Landmarks and called for grants to assist those that were endangered. Connie Chamberlin of the Waterford Foundation encouraged the NPS to produce a "glitzy" Section 8 report that would have a real impact on Congress.

Mark Michel of the Archeological Conservancy remarked that the Landmarks program appeared to have little relevance in its

current state to nationally significant archeological resources. He noted that many of the nation's most important archeological resources were not even listed in the National Register and encouraged the NPS to focus attention on solving this problem. He remarked that publicity helps preserve archeological sites overall and noted that the government appeared "more willing to spend money on paper and reports than on actually preserving sites."

He stated that archeological sites were being destroyed for economic reasons and urged that public acquisition of sites be carefully considered.

Pat O'Donnell encouraged the NPS to consider all culturally significant resources and not focus exclusively on buildings: she cited underwater resources, engineering structures, archeology, and landscapes. She cited the need to address successes as well as failures.

Mark Leone of the Society for American Archeology stressed the importance of developing educational programs at the national level and cited the potential role that state humanities councils could play in this regard. He also identified that in most countries, governments have rights to archeological resources on privately owned property.

Kate Perry of the National Trust reiterated a point made by several other participants in the course of the discussions, namely that strong Federal support and encouragement was needed to help preserve nationally significant properties at the local level. She explained that Landmarks are a program priority of the Trust—the Endangered Properties Fund and advocacy program for Landmarks are examples, but she acknowledged that what is still needed is a Federal infrastructure that targets guidance needed for successful preservation of endangered Landmarks. She reiterated the need for NPS to take a greater role in facilitating Landmark assistance.

Perry repeated the legislative commitments to date in 110(f) and other aspects of Federal law that have never been fully realized. She stressed that public awareness measures should emphasize protection issues, the public should be provided information on what Landmark designation does not mean. Connie Chamberlin agreed. She stated the surprise many local citizens express when they are told there are few available Federal protective measures for endangered Landmarks. She also remarked that raising local and public awareness for the Waterford Historic District is directly related to its endangered status.

Nancy Miller of the NCSHPO emphasized the need for increased funding for the Historic Preservation Fund and the need for attention to and concern for all historic and cultural properties, not just Landmarks. She emphasized that the NCSHPO is concerned with all endangered properties and agreed that tools to enable stewardship at the local level are needed because NPS cannot and will not be able to take responsibility for all Landmarks. She also agreed with the other participants that the Federal government needs to take the lead in the preservation of NHLs; and that existing participation needs to be stronger.

Session 2: Building Private Sector Financial Support

The purpose of this session was to explore methods and issues related to increasing private sector funding for endangered Landmarks. Among the issues presented for discussion were:

1. Should NPS promote a centralized fundraising effort for endangered Landmarks or concentrate on building owner or community expertise in seeking private funds?
2. Are endangered Landmarks at a disadvantage in obtaining financial support?
3. How should assistance to archeological sites be delivered?

Many of issues and recommendations identified in the previous session on building public awareness were interrelated with the issues in this session. Both the role of the local community and the importance of a committed and professional organization supporting the interests of the endangered Landmark were deemed critical to obtaining funding. National efforts, it was felt, should be directed to strengthening local awareness through a variety of initiatives. Although the focus of the symposium was to explore private sector initiatives, several participants identified the need for Federal funding and regulation in order to leverage private sector funding and to preserve Landmarks not suitable for private assistance.

Peter Odell introduced discussion for this session with his perspective on fundraising for Fairmount Waterworks, an endangered National Historic Landmark in Philadelphia. Odell emphasized that although the City of Philadelphia's park system is rated highly for its efficiency, there are not enough public funds to care for city-owned properties. The historic resources survive because of a program that encourages community acceptance and private philanthropy. Odell stressed that it is activity that saves buildings, not love of the structure or of history. His "recipe of success" includes four elements—organization, objective, acceptance, and visibility. In his opinion, fundraising must have a committed staff trusted by the community to succeed. This often does not occur without salaried employees. Fundraising, therefore, should include 10% for organizational costs. There must also be a clearly defined objective for the building. Visibility, or public awareness through frequent parties and special events is necessary. Odell also recommended support of various Congressional bills calling for the establishment of a nationwide trust fund for historic preservation.

Nancy Zimmerman discussed what makes a historic preservation proposal attractive to a private foundation. Zimmerman stressed the limitation of foundation giving, especially to historic preservation and in particular to endangered Landmarks. She emphasized that foundations comprise a small proportion of private giving—most comes from private individuals and corporations. Most foundations will integrate historic preservation concerns with broad interests such as social or educational concerns that reflect the foundation's giving philosophy. In examining funding applications, an effective local organization with adequate income from other sources, and commitment from the community and local government is important. Zimmerman identified many pitfalls in relying on

private foundations for funding endangered Landmarks. These include their location outside of many foundation giving areas, small and ineffective organizations, private individual ownership, and lack of financial commitment on the part of the community or government. She identified how some of these factors could be overcome, but overall, foundation giving is most useful after the majority of other funding sources have been identified.

Mark Leone remarked that it is a myth that there are sufficient private funds available to meet the needs of cultural resources. Leone stated that, in his opinion, acquisition was the only effective assistance effort for archeological sites. He explained that this was a cost-effective manner of protecting sites because management costs are relatively low and can usually be willingly borne by State or local groups. He affirmed Mark Michel's earlier statement that within several years, the integrity of the Nation's archeological resources may be lost unless immediate actions are taken to protect them, and that it is largely economic incentives that lead to their destruction. He saw no solution to this dilemma without Federal action.

Doug Harbit of NTHP suggested the need for an analysis of how well the private sector has responded to preserving cultural resources prior to the development of a coordinated effort for Landmarks and suggested that the results be made available to political candidates. Nancy Miller identified that a similar, Congressionally mandated study is being performed at this time on cultural and historic resources that have not benefitted from the Federal tax incentives program (Preservation Needs Assessment Report, prepared in 1988 by the National Park Service and National Conference of State Historic Preservation Officers.)

Carl Dranoff of Historic Landmarks for Living stated that a generalized Landmark awareness campaign will not help raise dollars for endangered Landmarks. He emphasized that successfully preserved Landmarks succeed because there have been effective people at the local level who can raise dollars for a particular Landmark. He suggested that there is a cadre of people who have not been tapped for funding—those individuals and organizations associated with historic building rehabilitation, such as unions, contractors, attorneys, accountants, building materials companies and banks. Dranoff cautioned, however, that Federal income tax laws have, in his opinion, dampened the attractiveness of the historic preservation tax incentives program. As a result, he suggested changes in the law to correct this, as well as a user fee or consumptive tax on processing applications earmarked for the National Historic Landmark Fund, local tax abatement for archeological sites, and encouraged the adoption of transfer of development rights zoning for local governments.

Jean Hocker of the Land Trust Exchange pointed out that new Federal tax laws also discourage donations, especially those of appreciable property. She asserted that this is counterproductive to the administration's policy to increase the private sector's support of historic and cultural resources.

Tersh Boasberg expressed his frustration with obtaining private funding and the need for State or Federal action based on the recommendations of the Protection Study Group of the National Historic Preservation Forum. Adele Chatfield-Taylor agreed with Boasberg's assertion and stated that private sector giving nationwide has decreased. She stressed the need to publicize this fact and to get States involved in supporting endangered Landmarks. Carl Dranoff expressed doubt that further Federal funding is forthcoming and stressed that revenue neutral Federal action would be the best one could hope for given the current Federal deficit. He also felt action at the State or local level would be most appropriate, since there appears not to be a commitment on the part of individual members of Congress to appropriate funds to support this program. Boasberg reiterated his belief that endangered Landmarks should be a national program with appropriate Federal protective mechanisms and funding.

Connie Chamberlin remarked that the potential exists for a nationwide program that coordinates protection for Landmarks. Some of the activities associated with such a program could require minimum Federal expenditure and would enhance local awareness of Landmarks. Nancy Zimmerman identified NPS as a logical broker for endangered Landmarks with existing Federal programs, through technical assistance and priority for receiving grants. Peter Odell remarked that it is the Federal government's role to protect vacant and isolated Landmarks with no immediate private-sector uses. He also expressed concern as to whether enough money from public or private sources existed to support all Landmark needs. This point was rebuked by Pat O'Donnell, who stressed that we should not set our needs so low.

Kate Perry reiterated that National Historic Landmarks are a program priority for the National Trust and spoke of the Federal legislative history which assumes Landmarks are a priority. According to Perry "we've all got to start acting like they are a priority."

Loretta Newmann and others agreed that much of the Historic Sites Act of 1935 and the Historic Preservation Act of 1966, as amended, authorizes NPS to undertake technical assistance and funding activities. Mark Michel remarked that the partnership among Federal, State and private interests in grant programs, such as the Land and Water Conservation Fund, provides an effective local incentive to organize and protect resources.

Session 3: Role of Easements in Securing the Future of Landmarks

Easements are widely considered an important tool in ensuring the protection of Landmarks in perpetuity. The National Park Service has accepted donated easements on several Landmarks, but this has never been a widely publicized program. Administrative costs with managing and administering easements have dissuaded the NPS from accepting easements on National Historic Landmarks. Easements are widely perceived as a longterm protection device for many historic and cultural properties. The focus of this session was to examine whether the NPS should be more actively involved in encouraging easement donations to NPS or to other organizations. It was agreed to expand the discussion to other means of protecting Landmarks.

Connie Chamberlin of the Waterford Foundation, Inc., a non-profit organization in Waterford, Virginia, spoke of her organization's use of easements in protecting the 1,420 acre Waterford Historic District, also an endangered Landmark. Chamberlin spoke of the strengths and limitations of easements. In particular she identified their usefulness in creating a shared responsibility between owners and the easement holding group. She encouraged NPS to aggressively seek easements on Landmarks, but acknowledged difficulties in initiating such a program. She suggested that easements should be made far more financially attractive by combining them with grants, and suggested that easements be required for Landmarks receiving Federal assistance or licensing. Tersh Boasberg stressed the need for an emergency fund for, among many things, the acquisition of easements to avoid lengthy and individual appropriations from Congress for such purposes. He further explained his view that Federal regulation of private actions endangering Landmarks is necessary and appropriate.

Jean Hocker identified areas that could benefit from easements and those that could not, such as archeological sites. Her comments reiterated many of Ms. Chamberlin's observations. She underscored the need to identify situations carefully where easements can be effective and the need for well drafted, enforceable easements. She also stressed that well-established local groups are usually in the best position to hold and monitor easements.

Mark Michel offered that the Archeological Conservancy will only accept an easement as a last resort, preferring to acquire fee simple title to the property. Pat O'Donnell discussed the need for a variety of tools and discussed her experience with developing a plan for Guilford, Connecticut, that included regulatory and legal tools, advisory services and easements.

Nancy Zimmerman pointed out that many endangered Landmark owners could not use these tools without a "packager," someone at the local level who can implement preservation actions. She discussed the characteristics of various individuals and groups who have served in this capacity for historic properties in Philadelphia. Adele Chatfield-Taylor identified NEA's Challenge Grant and Design Arts Program grants as potential sources for funding of such activities.

