

1/15/68

Director Hartog

You will recall that I spoke to you of the possible advantages to be derived from a report to the Secretary on progress during 1967 in the historic preservation program. We see such a document as valuable not only for informing the Secretary. We would hope to circulate it among the States and the various private organizations and professional associations concerned with the program. It may also have some value in connection with the legislative program.

We shall appreciate your reaction to the enclosed draft.

Ernest Allen Connally

THE
NATIONAL HISTORIC PRESERVATION PROGRAM

Report of the
Director of the National Park Service
to the
Secretary of the Interior
on Progress during 1967

January 1968

UNITED STATES
DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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1/15/68

Memorandum

To: Secretary of the Interior
From: Director, National Park Service
Subject: National Historic Preservation Program:
Progress during 1967

A little more than a year has passed since the enactment of the National Historic Preservation Act of 1966 (P.L. 89-665). Evolved from legislation introduced in the Congress at your request, this law vastly broadened the scope of the national historic preservation policy laid down by the Congress in the Historic Sites Act of 1935. It also entrusted to the Department of the Interior major new aids to make it effective. Together with complementary legislation administered by the Department of Transportation and the Department of Housing and Urban Development, the Historic Preservation Act offers Americans a timely opportunity to insure that their changing environment preserves the sense of continuity and stability to be derived from reminders of the past.

The Historic Sites Act stressed preservation of individual historic sites and buildings of national significance for public exhibition. The legislation of 1966 gave birth to a "new preservation" that stresses and provides the means for harmoniously blending the old and the new of all levels of significance in modern, functional use.

Both approaches to historic preservation have merged in a national preservation program, conducted in partnership by private and governmental effort, that has immense potential for aiding Americans to shape a livable environment.

This report summarizes the progress of the first year.

George B. Hartzog
Director

The Challenge

The National Historic Preservation Act, together with applicable provisions of the Demonstration Cities and Metropolitan Development Act of 1966, the Department of Transportation Act, and the Federal-Aid Highway Act of 1966, challenge public officials at all levels of government and citizens' groups everywhere to develop new working relationships and to devise creative new approaches to the increasingly urgent task of making historic America a viable part of modern America. They challenge Federal agencies to avoid independence^r or competitive action and unite their talents and resources in a coordinated effort. They challenge Federal, State, and local officials to join in extending the concepts of "creative federalism" to the preservation of the Nation's cultural heritage. They challenge the many organizations and individuals composing the private sector to work with public authorities toward common goals. They challenge all to recognize evidences of the past as vital elements in the total environment and historic preservation as a vital part of the larger crusade for a richer total environment.

Interior's Response

As a first step toward meeting these challenges, early in January 1967 the National Park Service reorganized its professional staff in the disciplines of history, archeology, and historic architecture.

The Office of Archeology and Historic Preservation was created by bringing together the Divisions of History, Archeology, and Historic Architecture. In July, with the appropriation of modest funds for the new historic preservation programs, a National Register unit was added to handle the expansion and maintenance of the Register and the grants-in-aid program, together with a unit to provide staff support for the new Advisory Council on Historic Preservation.

Reflecting the new look of the national historic preservation program, the Office of Archeology and Historic Preservation combines the old with the new. Its principal components have long conducted programs of major importance to preservation. The park history studies program, the excavation and stabilization activities of the archeological centers in Arizona and Georgia, and the park preservation and restoration programs played vital roles in caring for the historical and archeological properties administered by the National Park Service. The National Historic Landmark program, the Historic American Buildings Survey, and the Archeological Salvage program influentially aided the preservation and salvage of properties beyond the park boundaries. These programs continue, but now with enlarged importance and as integral elements of the overall national preservation effort. The sparsely staffed new units draw on the professional resources of the established

divisions. The new programs depend in large measure on the contributions of the established programs. The concentration in the Office of Archeology and Historic Preservation of old and new professional staffs responsible for blending old and new programs into a unified whole provides the Department of the Interior and the National Park Service with an organization whose concerns embrace cultural properties of all levels of significance and in all forms of public and private ownership. It is an organization capable of becoming an American equivalent of the "monuments offices" that European and Latin American countries have long maintained to guard the national patrimony. It is an organization essential to fulfilling the Government's obligations under the laws of 1935 and 1966.

To head the Office of Archeology and Historic Preservation, with the rank of Assistant Director, Dr. Ernest Allen Connally of the University of Illinois joined the National Park Service in June. He brought to this new position a distinguished reputation as an expert on architectural history and historic preservation.

Mr. Robert R. Garvey, Jr., Executive Director of the National Trust for Historic Preservation, became Executive Secretary of the Advisory Council on Historic Preservation in July, and Dr. William J. Murtagh, the Trust's Program Director, took charge

of the National Register unit in August. Mr. Joseph Matterson, a leading architect, editor, and architectural historian, for two years Special Assistant to the Secretary of the Interior, was appointed Chief Historic Architect in November. Dr. John M. Corbett and Mr. Robert M. Utley retained their previous positions as Chief Archeologist and Chief Historian, respectively.

Early in 1967 personnel of the new Office opened discussions with officials of other Federal agencies assigned new responsibilities under the 1966 legislation. Effective working relationships were cemented with officials of the Department of Housing and Urban Development, the Department of Transportation and its component the Federal Highway Administration, and the Smithsonian Institution. Contacts were also made with approximately forty other agencies affected by provisions of the Historic Preservation Act. Great progress was made in 1967 in achieving mutual understanding and a coordinated Federal approach to the new imperatives of law. Particularly noteworthy was the success attained in coordinating Interior's State-oriented programs with Housing and Urban Development's city-oriented programs.

In January 1967 you invited the Governor of each State and Territory to appoint a liaison officer to work with Interior in developing the new program. All the Governors responded during the year.

The first of a series of eight regional conferences of these officials and their professional staffs with representatives of the National Park Service was held in Boston in November in an effort to clarify and develop the preservation responsibilities of the States and to perfect procedures for carrying them out. Representatives of other Federal agencies, the National Trust for Historic Preservation, and private preservation groups also attended and participated. The Boston meeting demonstrated the effectiveness of these gatherings as a mechanism for shaping the kind of unified approach, involving Federal, State, local, and private effort, envisaged by the framers of the Historic Preservation Act. Other meetings--in Richmond, Columbus, San Juan, Savannah, Denver, Omaha, and Pacific Grove--will be held during the first five months of 1968.

Acutely conscious of the necessity of drawing on the knowledge and experience of the many professional associations and preservation groups concerned with historic preservation, the National Park Service devoted much effort to securing the best thought and winning the most effective support possible from these interests. The Service has strengthened its bonds with the National Trust for Historic Preservation, which brings together more than a thousand separate preservation societies throughout the Nation. In March 1967 Service representatives participated in a workshop, sponsored

by the Trust and Colonial Williamsburg, that produced a brochure entitled Historic Preservation Tomorrow: Revised Principles and Guidelines. In addition, by meetings and correspondence, the Service has consulted closely in the development of concepts and procedures with such professional associations as the American Association for State and Local History, Organization of American Historians, Society of Architectural Historians, American Institute of Architects, American Institute of Planners, American Society of Landscape Architects, and American Society of Civil Engineers.

Grants-in-Aid Program

The Historic Preservation Act authorized the Department of the Interior to administer a program of matching grants-in-aid to the States and to the National Trust for Historic Preservation. The grants to the States are for three purposes: statewide historical surveys, statewide historic preservation plans, and individual projects for the preservation of properties in either public or private ownership. The grants to the National Trust are for educational and technical programs by which the Trust aids and informs preservationists throughout the Nation, for acquisition and development of properties owned by the Trust, and for emergency matching grants to owners of properties in imminent danger of loss.

The Act authorized appropriations totaling \$32 million over a three-year period. For the 1968 fiscal year, \$300,000 was

appropriated for grants to the National Trust but none for the States. Procedures were worked out with officials of the Trust, and this money is now being granted on a regular matching basis.

Shortly after passage of the Historic Preservation Act, a special task force was formed in the National Park Service to prepare a manual containing criteria and guidelines for administration of the State grant program once funds became available. Completed in February 1967, the draft was subsequently refined and clarified after consultation with state authorities and other preservation experts. It has also been endorsed by the Advisory Council on Historic Preservation and is a subject of discussion with the State Liaison Officers in the regional meetings now being held. It will soon be submitted to you for final approval and promulgation.

Statewide surveys and plans will take top priority in allocation of grant funds when they are appropriated. Surveys are essential to the expansion of the National Register (see below) and to sound statewide planning. By law, statewide plans must be approved by the Secretary of the Interior before individual project grants may be made. Surveys and plans are also necessary in order to permit the Department of the Interior to meet the commitment to the Congress to provide, at the close of the funding authorization period, an informed estimate of the historic preservation need in

the United States. Although the States have received no Federal grants, many are attempting to begin their survey and planning programs. "Letters of Intent" received during the year reveal that 39 States are prepared to use a total of \$1.7 million in Federal matching funds for surveys and plans during the 1969 fiscal year.

The National Register

Of immense potential as a preservation ^{to} aid is the National Register, which the Historic Preservation Act authorized the Secretary of the Interior to expand and maintain. The Register ultimately will list districts, sites, buildings, structures, and objects of national, state, and local significance in American history, architecture, archeology, and culture. It will provide an authoritative guide by which all levels of government and private groups and citizens may know what is worthy of preservation. More than that, however, it will provide a legal definition of those vestiges of the past that by law must be considered in all Federal "undertakings" that may endanger them. Thus the Register offers the Nation an opportunity, as a matter of national policy, to establish priorities on the way the land is used and the cities kept; an opportunity to exert a constructive influence on the visual and spatial character of the environment; an opportunity to save

what is significant from the past as an element around which plans for the future may be shaped; an opportunity to project a continuity between generations that cannot help but enrich the future.

The National Register existed in rudimentary form when the Historic Preservation Act became law and at that time acquired the safeguards provided by the law. Through 1967, therefore, the Register consisted of all properties identified as nationally significant under the Historic Sites Act of 1935 and other provisions of law-- 160 units of the National Park System established for historical or archeological values and 800 properties declared eligible by the Secretary of the Interior for designation as National Historic Landmarks. Additions to the Register of nationally significant places will continue to be made by the Secretary of the Interior under the Historic Sites Act as a result of studies of the National Survey of Historic Sites and Buildings and recommendations of the Secretary's Advisory Board on National Parks, Historic Sites, Buildings, and Monuments.

The concept developed during 1967 in consultation with the States contemplates the principal expansion of the Register taking place as a result of statewide historical surveys conducted by the States with Federal financial aid. The main concern in these surveys is with places of state and local significance. The findings of

Federal programs dealing with properties of less than national significance--e.g. Historic American Buildings Survey, historical and archeological surveys in the scenic National Parks, surveys conducted by other Federal land-holding agencies--will be made available to the States in the form of advisory lists. Upon completion of the State survey, the Governor will nominate lists of properties of state and local significance to the Secretary of the Interior for inclusion on the Register.

In its ultimate dimension the National Register is predicted to list 300,000 properties in 55 States and Territories and the District of Columbia. About one per cent of this total (3,000) will be eligible for designation as National Historic Landmarks; about ten per cent (30,000) will be archeological sites; and nearly one-third (90,000) will be structures of architectural merit covered by some form of recording in the Historic American Buildings Survey.

The first published edition of the National Register is now nearing completion. It will provide users with a basic listing of registered properties and their locations. To fulfill their obligations under the law, however, Federal agencies will require much more detailed, precise, and timely data, almost instantly available, than afforded by an annual publication. Responses from forty agencies queried in

May 1967 disclosed a predicted total of 10,000 consultations of the Register a year by these agencies alone. Investigations undertaken by the National Register staff and the Advisory Council on Historic Preservation reveal the only satisfactory answer to lie in computer technology; a demonstration by the International Business Machines Corporation for the Advisory Council in September 1967 dramatically exhibited the possibilities. Studies have been initiated under Advisory Council auspices directed at developing a system of computerized storage and retrieval of National Register data as well as preservation data collected and held by other Federal agencies.

Advisory Council on Historic Preservation

Another preservation aid of great potential created by the Historic Preservation Act is the Advisory Council on Historic Preservation. The Council consists of five Cabinet officers (Secretaries of Interior, Housing and Urban Development, Commerce, Treasury, and the Attorney General), the Administrator of General Services, and the Chairman of the National Trust for Historic Preservation, all serving ex officio, together with ten citizen members appointed by the President. The Council is charged with advising the President and the Congress on historic preservation matters, with making recommendations on the national preservation

program, and with considering cases under Section 106 of the Act in which Federal or Federally supported undertakings threaten a property listed on the National Register. In handling these "Section 106 cases," the Council's function is not to guarantee protection but to insure that the values of National Register listings receive proper consideration in the planning of Federal undertakings and to deliver its own opinion of where, in each case, the public interest lies. By bringing together the top Federal officials concerned with historic preservation and citizens of high stature representing the state, local, and private interest, the Advisory Council offers the best guarantee of a united public-private approach to preserving America's cultural heritage.

The President appointed the ten citizen members on March 1, 1967, naming as Council Chairman Dr. S.K. Stevens, Director of the Pennsylvania Historical and Museum Commission. The organizational meeting, featuring a White House reception hosted by the First Lady, was held on July 20 and 21. A second meeting took place on September 27 and 28.

As one of its first actions, the Advisory Council recommended the expansion of its membership to include the Secretary of Transportation, the Secretary of the Smithsonian Institution, and the Secretary of Agriculture. Proposed amendments to accomplish this

have been introduced in the Congress. Meanwhile, these officials or their designees are actively participating in Council proceedings, as are the Chairman of the Endowment for the Humanities and the Endowment for the Arts.

In 1967 the Advisory Council began a continuing review of all historic preservation programs of public agencies and private organizations, including review of such documents as grants manuals and procedural memoranda. It laid the basis for cooperation with the President's Council on Recreation and Natural Beauty. It recommended that each Federal agency's preservation programs be conducted at the highest professional level and in coordination with other agency programs; that an interagency source of information be created; that regional interagency conferences be scheduled; that a national program of public information be undertaken; and that the United States seek membership in the International Centre for the Study of the Preservation and the Restoration of Cultural Property (Rome Centre). Legislation to carry out this last recommendation has been introduced in the Congress.

Although no Section 106 cases reached the Advisory Council in 1967, the numerous consultations of the National Register by Federal agencies developed 16 instances in which a Federal

undertaking endangered a National Register listing. In all these cases, professional personnel of the Office of Archeology and Historic Preservation joined with officials of the concerned agencies to achieve solutions that minimized or averted the threat and thus made Advisory Council consideration unnecessary. Both the Council and National Register staffs have worked closely with officials of other agencies to develop procedures for processing Section 106 cases and also with the Bureau of Outdoor Recreation and the Department of Transportation to devise procedures for giving effect to the complementary protective features contained in the Department of Transportation and Federal-Aid Highway Acts.

America's Prime Monuments

In developing concepts and procedures to give effect to the broadened national historic preservation policy, the National Park Service has not neglected the 160 prime treasures entrusted to its care by the Congress. As a leader in the national preservation effort, the Service is aware that it must set new standards of excellence in the preservation, management, and interpretation of its historical and archeological parks.

Each of the Divisions of the Office of Archeology and Historic Preservation contains newly strengthened components responsible for research and preservation of the fragile historic and

prehistoric features of the parks. A Historic Buildings Craft Center was established in Philadelphia in October to train craftsmen in the vanishing skills essential to proper preservation and restoration of historic architecture.

New policies and procedures are currently being formulated to govern preservation and restoration practices. New, more comprehensive, more precise statements of management policy are also being developed to insure that the historical areas are uniformly managed in the most professional, enlightened manner. And imaginative new concepts of interpreting the historical parks, including "living history," are emerging from the Service's newly reorganized divisions responsible for interpreting the parks.

These advances register a firm new commitment by the National Park Service to care for the prime monuments in a way that will secure the highest public inspiration and benefit to this generation while passing them on intact to future generations.