



CULTURAL RESOURCES CHALLENGE

The National Park Service's Action Plan & Budget Strategy for Preserving Our Nation's Important Prehistoric & Historic Places & Collections





***“A people without history is like
the wind on the buffalo grass”***

- Lakota saying

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Cover Photo: *Our 383 national parks are some of our nation’s best links to our
history and places where Americans experience the real thing.
Park educational and interpretive programs and museums not only
inspire and inform, they reinforce the notion that our history does,
in fact, matter. (National Park Service Interpreter Crystal Lynn
with young visitors to Glen Canyon NRA, Arizona)*

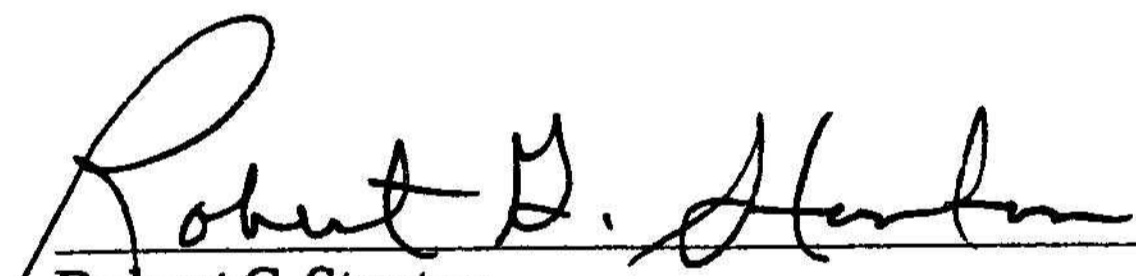




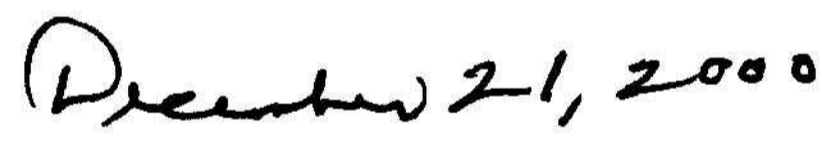
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For Preserving Our Nation's Important Prehistoric & Historic
Places & Collections

2000 NPS Action Plan Approved By



Robert G. Stanton
Director, National Park Service



Date





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America's History Matters

America is blessed with a panoramic history beginning with the First Americans and continuing with the accomplishments of successive waves of immigrants from virtually every nation in the world. Preserving the material culture of the American story for future generations is, for many, a profound article of faith. Our history and the places where it happened are important touchstones of national and personal identity.



Preserving America's historic places for future generations is, for many, a profound article of faith. Our history, and the places where it occurs, are important touchstones of national and personal identity. (Edmund Pettus Bridge, Selma, Alabama)

We preserve these places because they impart the larger stories and truths about who we are as individuals, as families, as communities, and as a nation. They are authentic places in real time. Stand where man first took flight on the barrier islands of North Carolina, where gold was discovered at Sutter's Mill in California, or on the U.S.S. Arizona Memorial at Pearl Harbor. Experience the majesty of the trail that led Meriwether Lewis, William Clark, and their guide, the young Shoshoni mother Sacagawea, over 150 years ago. See what they saw—experience the power of historic place.

Many of these historic places, such as Independence Hall in Philadelphia and the Edmund Pettus Bridge in Selma, Alabama, are our nation's temples of democracy—places where we commemorate the “better angels of our nature,” as President Lincoln so eloquently stated. Others serve as reminders of the darker moments in our history, from slavery to Japanese-American internment during World War II. Many of them have meaning for all Americans; many are meaningful to smaller numbers of us. Regardless, they all strike chords of memory and resonate with our shared passion

We never speak of an environment we have known; it is always places we have known. We are homesick for places, we are reminded of places, it is the sounds and smells and sight of places which haunt us and against which we often measure our present. Alan Gussow, A Sense of Place



for a sense of community and place. And so we strive to preserve these places as tangible, living contracts with previous and future generations. History and place are inextricably tied; one without the other is diminished.

Helping Plan a Future for America's Past: The National Park Service's Role

The National Park Service has a unique compact with America's history and our people. Many Americans associate the Service with the preservation of the nation's finest and most pristine natural resources—Yellowstone, Yosemite, Denali, and the Everglades. However, few know that 228 of our 383 park units—Gettysburg National Military Park, San Antonio Missions National



We preserve historic places to commemorate the "better angels of our nature." Others serve as reminders of the darker moments in our history, from slavery to Japanese-American internment during World War II. (Manzanar National Historic Site, California)

Historical Park, Valley Forge National Historical Park, Manzanar National Historic Site, and Little Big Horn Battlefield National Monument to name just a few—were designated specifically to preserve important aspects or moments in our nation's history. Ever since the designation of the great Anasazi ruins of Mesa Verde in southwest Colorado in 1906, the National Park Service has been, to quote the Service's second director Horace Albright, "in the history business."

To this day, we teach history in all our parks, at Cane River Creole National Historical Park as well as at Sequoia and Kings Canyon National Park in California, and we preserve prehistoric and historic places, from archeological sites in Haleakala National Park in Hawaii to Civilian Conservation Corps buildings in the Great Smoky Mountains National Park in Tennessee. It is a mission all our parks share.

The charge is broader still. The National Park Service is directed by law to lead and assist beyond park borders—on all federal lands, on tribal reservations, and in the public and private sectors. The Service's responsibilities extend to such nationally recognized institutions as the National Register of Historic Places, which now includes over 1 million properties. In many ways, the Service is our nation's heritage ministry—one that assists, supports, and guides the nation in preserving and protecting prehistoric and historic places everywhere.



Immediate Challenges

Our nation faces important challenges in the 21st century. Some of our historic resources are in danger from vandalism, theft, and neglect.

Others are in danger because of inadequate budgetary support or insensitive national, state, and local policies. Some are in our national parks, some are on other federal lands, and many more are in private hands. Protecting these resources for future generations requires a continuing renewal of the

very role of the National Park Service, our compact with the American people, how we conduct business, how we affect national policy, how we partner with others, and how we as a nation value and think about our heritage.



Our nation's history is under assault. Development is encroaching upon our battlefields, where thousands shed their blood in the causes of freedom and union. (Petersburg, Virginia)

The tangible remains of our nation's history are under assault every day. Development is encroaching upon our battlefields, where thousands shed their blood in the cause of liberty or union. Our historic neighborhood schools are being abandoned. Our prehistoric archeological heritage is being looted, vandalized, and sold. Sprawl development drains our cities and towns and consumes our historic farmsteads and countryside. Acid rain is eating away at the nation's Native American/ Native Hawaiian rock art. It also affects our nation's cemetery stones, memorials, and monuments. According to current estimates, 150 native languages in the United States and Canada will disappear by 2040.

Prehistoric and historic places on public lands and in communities nationwide are in need of identification, research, and protection. The Service must collaborate with tribes to build their own capabilities for preserving their endangered cultures. Seventeen percent (17%) of the nation's National Historic Landmarks—the nation's most significant historic places—are threatened. Even the cultural landscapes, historic structures, museum collections, ethnographic resources, and

History is to a nation rather as memory is to an individual. As an individual deprived of memory becomes disoriented and lost, not knowing where he's been or where he is going, so a nation denied a conception of its past will be disabled in dealing with its present and future. — Arthur Schlesinger



archeological sites in our national parks are in desperate need of identification, repair and maintenance, and protection against deterioration caused by neglect, theft, and increased visitor use.

Most troubling, however, are the findings recently released by the American Council of Trustees and Alumni (ACTA) that suggest America is losing sense of its own history. For example, of the 556 college seniors surveyed at 55 of the nation's top colleges and universities, only 60% of the respondents correctly placed the American Civil War in the second half of the nineteenth century. Moreover, only 34% identified George Washington as the American general at the Revolutionary

battle at Yorktown; 37% thought it was the Civil War general Ulysses S. Grant. Only 23% correctly identified James Madison as the Father of the Constitution.



Our historic sites impart the larger stories and truths about us as individuals, as families, and as communities. By preserving them we preserve our national identity and connect people at the most fundamental levels with the myriad historical events that shaped our great nation. (Hampton National Historic Site, Towson, Maryland)

As if these statistics alone are not disconcerting, ACTA also reported that 78% of these institutions no longer require students to take history courses during their undergraduate careers. "It is not surprising," the report states, "that college seniors know little American history. Few students leave high school with an adequate knowledge of American history and even the best colleges and universities do nothing to close the 'knowledge gap.'" ACTA's findings all but confirmed a growing trend among institutions of higher education in the United States to abandon history requirements. As the noted American historian David McCullough observed in the report: "we are raising a generation of young Americans who are historically illiterate."

If Americans lose their passion for, and interest in, the nation's history, then preserving objects and

places—the tangible links to our past—is ultimately meaningless. If we become historically illiterate as a nation, then we must prepare ourselves for a time in the not too distant future when many of our people will not understand why we should preserve any historic place or museum object, whether it is Ellis Island, Effigy Mounds, Devils Tower, George Washington's Tent, or Wrigley Field.



Our responses to these challenges must take into account new technologies and ways of learning unheard of a generation ago. We must also bear in mind that our children will have access to more information than ever before and in ways not yet imagined. In an age of growing cultural diversity, we must ask ourselves whether the ways in which we preserve our past and tell its stories are meaningful to all our people.

In this age of sprawl development, superstores, fast-food chains, and cultural homogenization, where “every place looks like every other place,” Americans are increasingly concerned about preserving a sense of place and a sense of community. What makes one community different from any other is its story—its culture or way of life, its past, its neighborhoods and skyline, its parks, its waterfront, and its people. How effectively we meet the challenge over the next several years will determine the health and preservation of many of our most cherished historic places. It is up to us—this is our challenge.

This Document

This Cultural Resources Challenge is a five-year strategy for addressing these issues in our national parks and throughout the nation. If we meet this challenge, many of our nation’s endangered prehistoric and historic places will be in better condition in our parks, heritage areas, and elsewhere in the nation. We will have improved and broadened our knowledge about our past and become better stewards, planners, interpreters, and teachers. More importantly, perhaps, we will have inspired a national dialogue on the meaning of our nation’s prehistory and history, the continuing value of our nation’s ethnic diversity, and the importance of preserving the places where our history happened. The **Cultural Resources Challenge** is a targeted strategic approach to meeting these goals.

Some increases in National Park Service staffing capacity will be required to carry out the **Challenge** initiatives described below. In some situations, targeted FTE increases will be detailed as part of Administration budget requests. In others, however, additional capacity can be achieved through partnerships, cooperative agreements, contracts, or similar approaches not requiring additional hires.

The **Cultural Resources Challenge** is divided into three parts. **Part I** identifies challenges that the National Park Service and the nation must address over the next five years in the following core areas:

- **RESEARCH & KNOWLEDGE** – *We Must Have Credible Research, Documentation, and Information in Order to Do the Best Job of Preserving and Interpreting Our Nation’s Past and Living Traditions*
- **PLANNING** – *The American People Expect Their Historic Places to be Preserved for Them in the Most Effective, Informed, and Comprehensive Manner*
- **EDUCATION** – *Americans Want to Understand the Nation’s Past and The Role Diverse Cultures Have Played in Creating It; We Must Address Their Needs in the Most Effective Way*
- **PRESERVATION, MAINTENANCE & PROTECTION** – *We Must Have the Best Tools, Technologies, and Resources to Do the Job*
- **ORGANIZATION & PARTNERSHIPS** – *Preserving Our Nation’s Past is Everyone’s Responsibility: The Federal Government is One of Many*



Part II identifies specific actions now or soon to be underway for meeting those challenges within existing funding and staffing levels. **Part III** proposes specific five-year budget strategies for building on those actions and for addressing the most critical issues facing our nation.

In 1997, the National Park Service released the Cultural Resources Strategic Plan, a document whose purpose was to provide a goal-oriented framework for guiding the Service and its partners nationwide. In response to the **Government Performance and Results Act (GPRA)**, the Service also released a companion plan in 1997 (revised in 2000) in which it built upon the previous document but developed short- and long-term performance-based indicators for these national programs.

The **Cultural Resources Challenge** is a logical successor to both documents. Together, the three constitute a blueprint outlining the National Park Service's priorities and planning efforts over the next several years. The challenges and core areas are based on and, in some cases, taken directly from the previous two documents.

History is not the past, but a map of the past drawn from a particular point of view to be useful to the modern traveler. – Henry Glassie



Part I: Challenges & Strategies

This section identifies the five core areas in which the National Park Service will focus its efforts, summarizes the major challenges within each area, and outlines broad strategic approaches for meeting them.

RESEARCH & KNOWLEDGE – *We Must Have Credible Research, Documentation, and Information in Order to Do the Best Job of Preserving and Interpreting Our Nation's Past and Living Traditions.*

The National Park Service is a recognized leader in cultural resource management and steward of one of the finest and most diverse arrays of prehistoric and historic places and collections in the nation, if not the world. If we are to retain that position, we must ground our management practices in competent research and work closely with research universities and other organizations. That expertise must find direct expression through the interpretive information, exhibits, and the printed, audio-visual, and web-based materials we provide to the public. We must encourage research and scholarship on our nation's prehistoric and historic places not only within our parks and heritage areas but also beyond park borders and in partnership with federal, state, and local governments, tribes, and the private sector. We must also ensure that our own records, museum and archival collections, and research findings are easily accessible to non-Service researchers and the general public. Finally, our management decisions must be based upon competent research and accurate and up-to-date information.

Challenges & Strategies:

- Research for Stewardship.** Effective stewardship of our nation's prehistoric and historic places, ethnographic resources, national historic trails, and collections depends on the quality of the research and the fieldwork conducted within our parks and beyond park borders. Without serious scholarship, reliable documentation, or an understanding of how our places and collections fit within larger historical, cultural, or geopolitical contexts, we cannot adequately interpret or manage them. Moreover, without serious material conservation research and scholarship, we cannot keep abreast of technological advances in the areas of object conservation and preservation. We must ensure that our **Administrative Histories, Historic Resource Studies, Historic Structures Reports, Ethnographic Overview and Assessments, Rapid Ethnographic Assessments, Cultural Landscape Reports, Archeological Overviews and Assessments, Special History Studies, HABS/HAER Reports, Comprehensive Interpretive Plans, Collection Management Plans, and**



We must have credible research, documentation, and information in order to do the best job of preserving and interpreting our nation's past. (Conservation student-intern stabilizes gilding on a chair at Vanderbilt Mansion National Historic Site, Hyde Park, New York)



National Register and National Historic Landmark Nominations and Theme Studies are credible, up-to-date, and easily available. Moreover, we must actively promote on-going research and scholarship through staff training, internships, cooperative agreements with academic institutions, and grant and sabbatical programs. Finally, we must support responsible technology transfer between private industry and the public sector to ensure the best material conservation of our own and our partners' prehistoric and historic places, collections, and information.

- Inventories & Monitoring.** Inventories of prehistoric and historic places, ethnographic resources, and museum and archival collections in our national parks, cities and towns, tribal reservations, and on federal lands directly affect how we interpret and preserve our shared national heritage. We must know what we have so that we can do an effective job of managing and preserving it. Major gaps and other deficiencies in the data and documentation have made it difficult for us to plan effectively for the treatment and protection of our resources. The National Park Service and its partners in tribes and local and state governments must continually monitor, improve, and update existing inventories in light of new scholarship and changing property conditions. These inventories include the **Cultural Landscapes Inventory (CLI)**, the **Cultural Sites Inventory (CSI)**, the **Ethnographic Resources Inventory (ERI)**, the **List of Classified Structures (LCS)**, the **National Catalog of Museum Objects**, and the **National Register of Historic Places**. Moreover, we must address the major information gaps so that we will have the most current and reliable documentation on the resources in our care.



Our nation is a large family with a diverse heritage. Appreciation for this heritage begins at home with family histories and genealogical research. (Versella Bates and son talking with her great-great grandson in Nicodemus, Kansas)

- Research for America's Families.** Appreciation of our nation's rich and diverse heritage begins at home. Family histories and genealogical research directly connect people at the most fundamental levels with the myriad historical events that have shaped our great nation. Moreover, family ethnographies that document ties to resources in parks and communities provide permanent records of the meanings of culturally important places. Currently, the National Park Service's vast collections, archives, and libraries are either unknown or not easily accessible to Americans interested in tracing their family histories and preserving their heritage. We must encourage Americans to document their family histories and historic places by improving public access to our resources and participating in genealogical networks nationwide. We must establish links with local and national genealogical associations. We must create



educational opportunities such as elder hostels and distance-learning and interpretive programs for our citizens to learn about the larger forces that affected and shaped their families and communities.

- **Research Networks & Access.** The National Park Service holds in trust a priceless archive of information and primary documentation on the American experience. Unfortunately, very little of that archive is known or readily accessible to scholars, park personnel, and the public. Research networks are critical to the successful management and preservation of all our prehistoric and historic places, historic trails, and collections. With over 80 million items in museum and archival collections in our parks and centers, for instance, we cannot possibly give all our resources the intellectual attention they deserve. For this reason, we must encourage independent research using our own archives, and we must make our repositories more accessible either on site or through electronic media to everyone. To do so will require the professional long-term cataloguing and conservation of Service museum and archival collections.

One can read millions of words about the battle of Gettysburg, but only by going there can one really begin to understand it. For a historian, there is no substitute for going to the actual place where occurred the events one writes about to help one describe them in that concrete, vivid manner. – James M. McPherson



PLANNING – *The American People Expect Their Historic Places to be Preserved for Them in the Most Effective, Informed, and Comprehensive Manner.*

Good planning ensures that decisions are made in an informed and public manner. It also ensures that they are based on up-to-date and defensible information. The National Park Service plans how to manage, protect, preserve, interpret, and care for those places in our trust. It also partners with neighboring communities and organizations in planning for the preservation and management along our common borders. We also assist our partners nationwide in effectively planning for the long-term preservation of our nation's natural and historic patrimony. We must advocate that credible research and data form the basis of all our planning processes and decisions, including those of our partners, whenever possible. We must also ensure that our own planning processes are rational and comprehensible to the public. We must guarantee that our professionals have adequate and up-to-date training in planning, and we must make sure that actions are documented thoroughly and used to inform all subsequent planning decisions.

Challenges & Strategies:

- Better Informed Park Planning.** Effective, comprehensive strategic planning enables the National Park Service to make informed decisions about the future of our parks' prehistoric and historic places, ethnographic resources, and museum and archival collections. The Service must ensure that all park planning processes, including resource, strategic, interpretive, and general management planning, are fully integrated and documented and that they incorporate both natural and cultural resource priorities. Moreover, all planning must be in keeping with current scholarship and planning philosophies. We must make sure that resource databases and studies are properly documented, kept current, and effectively used in the park planning process. We must also ensure that all park managers responsible for the care of prehistoric and historic places and collections have adequate training and competencies in historic preservation planning, laws, regulations, and practices to carry out their responsibilities. We must advocate close collaboration among planners, ethnographers, and peoples with traditional associations to park natural and cultural resources so that tribal and community perspectives contribute to resource planning decisions. Finally, we must guarantee that the most up-to-date advances in land-use planning theories and techniques, such as **Geographic Information Systems (GIS)** and **Global Positioning Systems (GPS)**, are available for use in managing the prehistoric and historic places and ethnographic resources in our care.



The National Park Service must increase its efforts to help communities across the country plan for the preservation of their rich patrimony through training, assistance, and new technologies. (Historic American Engineering Record staff measuring the BALCLUTHA, San Francisco Maritime National Historical Park, California)



- Protecting Park Boundaries & Helping Gateway Communities.** The National Park Service must build constructive working relationships with cities, towns, counties, private landowners, and communities adjacent to parks so that we can more effectively coordinate preservation and management of our shared boundaries and the places and resources along them. Unplanned growth at these gateway communities, whether due to increasing park visitation or land development, is among our greatest preservation challenges in the 21st century. What happens inside our park boundaries affects communities adjacent to our parks; conversely, what happens outside our park borders affects the parks themselves. Gateway communities bordering America's magnificent national and state parks, wildlife refuges, forests, historic places, wilderness areas and other public lands depend on these lands for their identity and livelihood. By assisting them in enhancing their communities, the Service can only enhance the preservation, protection, and management of our park resources. We must work with public and private partners to develop and support creative approaches to funding projects, training, and joint planning exercises in order to manage these fragile areas effectively.
- Preserving the Nation's Sense of Community & Place.** All across the nation, people are decrying the effects of unplanned growth and sprawl development, traffic congestion, and the loss of sense of place and community. History and sense of place are inextricably intertwined. Historic Main Streets give communities a sense of uniqueness. The historic farmlands and pasturelands surrounding our towns and communities preserve a sense of place. Unplanned development can destroy this historic sense in an instant. The National Park Service can help our communities achieve and maintain an equitable balance between preservation and growth. The Service must increase its efforts to assist communities across the country in planning for the preservation of their rich patrimony and sense of place through joint ventures, training, and assistance. We must continue to support the **Heritage Areas Initiative** as one of the most effective tools for managing and balancing historic, cultural, and natural resource preservation and economic development.



Americans are increasingly concerned about preserving a sense of community and a sense of place. What makes one community different from another is its story—its history, its neighborhoods and skyline, its parks, its waterfront, and its people. (Chinatown, San Francisco, California)



EDUCATION – *Americans Want to Understand the Nation's Past and The Role Diverse Cultures Have Played in Creating It; We Must Address Their Needs In The Most Effective Way.*

Unless we rethink our approaches to teaching Americans about our shared history, we cannot expect future generations to find value and meaning in the prehistoric and historic places we now cherish. The National Park Service has the responsibility to teach visitors about the prehistory, history, and diverse cultures embodied in our parks, what happened there, why it happened, how it may have affected other individuals and institutions at the local and national levels, and why we should care. Likewise, the Service has a responsibility to encourage people to pose these same questions along every historic trail and at every prehistoric and historic place. If the best teaching is grounded in actuality, then our parks, prehistoric and historic places, and national historic trails are excellent classrooms for learning. If Americans know nothing about the Declaration of Independence and the Constitution of the United States, how can they understand the message of Independence Hall? To become better teachers, National Park Service employees must become better students. We must foster an environment in which employees are encouraged to pursue advanced studies through sabbatical and other programs and to remain current in their fields through a better understanding of the intellectual underpinnings of the material they present to the public. We must improve, expand, and, more importantly, update our educational programs and materials on prehistoric and historic places and ensure that visitors have access to them in our parks and museums, on the road, and in their homes. We must also ensure that our educational materials are of value to everyone regardless of cultural background. We must explore ways to meet these challenges through web-based, distance learning programs and recognize that Americans learn differently now than from a generation ago. Moreover, we must support the efforts of our public and private sector partners having similar goals. Above all, we must inspire Americans to take pride in our shared natural and cultural history and the places where it actually happened.

Challenges & Strategies:

- Learning in the Parks.** Our 383 national parks are some of our nation's best links to the real thing. Park educational and interpretive programs and museums not only inspire and inform, they reinforce the notion that our history does, in fact, matter. In this age of theme parks, we must make certain the public understands that the park experience is real and based on actual prehistoric and historic places and collections. We must ensure that the educational and interpretive programming, museum exhibits, pamphlets, brochures, and signs in our parks are accurate and based on current scholarship. They must be comprehensive, meaningful, and, above all, engaging. We must make the best use of the latest communications and teaching technologies and ensure that our web pages offer substantive resource information. We must also ensure that our park educational programs are responsive to our nation's growing racial and cultural diversity. We must explore all new possibilities for expanding and



We must inspire young Americans to take pride in our shared national heritage. If we do not nurture their passion for and interest in our nation's history, then we cannot expect these future generations to find value and meaning in the historic places we now cherish. (The Yankees and Immigrants Workshop, Lowell National Historic Park, Massachusetts)



increasing our park history education programs, including staff training and collaboration with the public and private sector through **Learning Centers** and **Cooperative Ecosystem Study Units (CESUs)**.

- Taking History at Home & On the Road—Linking Us Together.** History did not happen in a vacuum, and we are well aware that not all of America's history happened in our national parks. History, like nature, does not respect arbitrary boundaries on maps. The National Park Service is part of a complex management web of our nation's prehistory and history. We have a leadership role as well as that of a partner. The Service informs the American public inside and outside park boundaries through traditional print and electronic media, covering a wide range of subjects from history and archeology to architecture. We must tell our shared history to those who do not come to our parks. Moreover, we must raise public awareness of the broader historical contexts of our shared resources by linking similar stories among our parks, tribal and state lands, public- and privately-owned prehistoric and historic places, and national historic trails. We must support the efforts of our partners at all levels of government and elsewhere to link interpretative and educational programs. We must also support their efforts at research and interpretation. We must maximize our use of heritage- and eco-tourism itineraries. Finally, we must make better use of the latest technologies for disseminating information about our nation's history and how it has played out at our sites and historic places.
- K-12 Heritage Education.** The future rests with our children. If succeeding generations no longer value our history, then preserving it will not matter in the end. The National Park Service must sponsor a sustained national dialogue with our youngest citizens about our prehistory and history, about the culturally diverse peoples who made it happen, and about the places where it all happened. We must continue to support such successful programs as **Parks as Classrooms**, **Teaching with Historic Places**, and the highly effective **National History Day** with local, state, and national history competitions. We must work with teachers' colleges and universities, state departments of education, boards of education in cities and counties, tribal communities, and teachers everywhere to stem the tide of national historical illiteracy. We must promote this cause in the private sector and with our sister federal agencies and federal departments. We must form partnerships with educators and private industry to find the best ways of delivering lesson plans which will serve the needs of generations increasingly accustomed to learning in front of a computer monitor. We must also explore the use of simulcast and real-time broadcasts from parks nationwide.



History did not happen in a vacuum, the best teaching is grounded in actuality. Our parks and historic places are excellent classrooms for learning about our national patrimony. (Voting Rights Marchers, Dexter Avenue Baptist Church, Montgomery, Alabama, March 25, 1965)



PRESERVATION, MAINTENANCE & PROTECTION - *We Must Have the Best Tools, Technologies, and Resources to Do the Job.*

Like our natural treasures, our historical treasures are nonrenewable. Once gone, they are lost to us forever. No re-creation can ever quite convey the power of the actual house in which Martin Luther King, Jr. was born, for instance. No photograph of the hat worn by President Lincoln at Ford's Theatre can convey the wonder of looking at the real thing. The National Park Service holds in trust for the American people an inestimable collection of prehistoric and historic structures, cultural landscapes, ethnographic resources, archeological sites, and museum and archival collections. Likewise, other federal agencies are responsible for millions of acres of land of archeological significance and some of the nation's finest historic buildings, monuments, and collections. Indian tribes manage many places and items of religious and historic significance. State and local governments and the private sector share in holding this public trust. By their very nature, these resources are in a constant state of deterioration and are vulnerable to damage or destruction by theft, vandalism, fire, and natural disasters. Consequently, the Service must make all efforts necessary to ensure that these items and places are preserved and protected for future generations of Americans. What is the appropriate role and responsibility of the federal government in this challenge? What is the role of state and tribal governments, of the private sector? The federal government cannot carry the entire economic burden but must work with all its partners to find the appropriate balance.

Challenges & Strategies:

- Preserving our Park Historic Places & Collections.** The National Park Service is responsible for over 80 million items in its museum and archival collections. Though many have been catalogued, an estimated 43 million (54%) have not, and over 36% of the Service's collections fail to meet our own standards for preservation and care and remain at risk. The 383 units of our national parks are home to approximately 26,000 historic structures, 66% of which are in serious need of repair and maintenance at an estimated cost of \$1.2 billion. Of the 1.5 million known archeological sites within the units of the system, only about 63,000 have been recorded. Of these, as many as 30% are seriously threatened by decay, theft, or vandalism, and only 38% of them have accurate and up-to-date information. Inventorying and cataloguing of ethnographic places has only recently begun in our parks. We must take all actions necessary to decrease our maintenance backlog and ensure that our historic places and collections are kept in good condition for future generations. Moreover, we must closely monitor their condition and respond immediately and appropriately to preservation and maintenance problems so that we can



Our nation's heritage, its historic and prehistoric structures, cultural landscapes, archeological and historic sites, and museum objects are nonrenewable. Once gone, they are lost to us forever. (Hospital Building, Ellis Island, Statue of Liberty National Monument, New York)



prevent further damage and loss. Most importantly, we must equip our cultural resource specialists, protection rangers, and maintenance personnel in our parks with the knowledge, specialized skills, and abilities so essential to carrying out the Service's preservation mission.

- Protecting our Park Prehistoric & Historic Places & Collections from Theft & Vandalism.** Effective stewardship of the prehistoric and historic places and museum and archival collections in our care also depends on the National Park Service's ability to protect them from theft and vandalism. Given the very public nature of our national park system, many of our museums, visitor centers, and curatorial storage facilities do not meet the most rudimentary industry standards of protection, such as physical barriers or intrusion detection and response systems. Our archeological sites and battlefields attract not only the sophisticated professional thief but also the amateur and the opportunist. Staff downsizing, retirements, insufficient training, and lack of support have resulted in an inability in many parks to provide even the most rudimentary protection during operating hours. After normal visitor hours, our capacity is even further diminished, and many parks must depend on the goodwill of neighboring federal agencies, local governments, or concerned individuals. The National Park Service must ensure that our nation's treasures are protected from theft and vandalism so that what we enjoy currently will be around for future generations. The Service must keep abreast of the latest intrusion prevention, monitoring, detection, and response technologies and strategies. We must ensure we are adequately staffed to meet the growing need for protection and that protection rangers, collections management staff, and maintenance personnel receive proper training (including ARPA training) in the protection of cultural resources.



Our nation's historic resources are in a constant state of deterioration. This creates a never-ending challenge to try and ensure that these objects and places are preserved for future generations of Americans. (Repairing a wall at Wupatki Pueblo as part of the National Park Service's Vanishing Treasures Initiative)

- Protecting our Park Prehistoric & Historic Places & Collections from Natural & Manmade Disasters.** Like theft and vandalism, natural disasters such as fire, flood, earthquake, and storm and the man-made effects of mining subsidence, oil spills, fire, and toxic releases can threaten and destroy archaeological sites, historic places, and museum and archival collections. Rapid, well-planned, trained, and informed response can make the difference between a minor incident and a major catastrophe. Today, many park units lack adequate emergency preparedness plans and the human capacity to



respond quickly and decisively to environmental and man-made emergencies affecting park prehistoric and historic places and collections. The National Park Service must ensure that each park unit has a comprehensive emergency preparedness plan, including a **Structural Fire Management Plan**. Moreover, the Service must make sure that all protection rangers, cultural resource and historic preservation management staff, and maintenance personnel receive proper Emergency Operations Planning & Response training as critical first steps to mitigating the potentially harmful effects of unanticipated natural and manmade disasters.

- **Promoting Best Practices.** In the arena of preservation and maintenance, the National Park Service leads by example. We demonstrate best practices through our own historic preservation and conservation work, our technical publications, training programs, conferences, partnerships, and through targeted research and technology transfer. In order to equip the Service's own staff and others with the critical knowledge and skills necessary for preserving prehistoric and historic structures and sites, cultural landscapes, ethnographic resources, and museum collections, we must improve upon our current offerings. We must enhance our national partnership programs and actively promote best practices through technology transfer, research, conferences, preservation, protection, and maintenance programs, and hands-on training opportunities.
- **Helping Our Nation's Historic Places.** Our nation's prehistoric and historic places are in jeopardy. According to the National Park Service's last estimate (1980s), properties listed on the National Register of Historic Places and identified as being in poor or threatened condition nationwide required repairs totaling \$20 billion. Our best estimate today is that the amount has at least doubled, if not tripled. Of the 2,310 National Historic Landmarks nationwide, 392 (17%) are threatened. In 1990, Indian tribes and the Service put the estimate of preserving their endangered tribal cultural heritage nationwide at \$200 million. In 1993, the Civil War Sites Advisory Commission documented the state of our nation's Civil War battlefields and estimated an immediate protection need of \$160 million for land acquisition in fee or interest alone. A similar study now underway on the nation's Revolutionary War and War of 1812 battlefields will likely show similar findings. It is neither feasible nor appropriate for the federal government to bear this financial burden completely. However, the federal government—as both partner and leader—can provide seed money, critical infusions of financial support when necessary, targeted granting programs, financial support for partners, and incentives in the form of tax advantages to private for-profits and private investors so that Americans can care for these endangered prehistoric and historic places.



ORGANIZATION & PARTNERSHIPS – *Preserving our Nation's Past is Everyone's Responsibility: The Federal Government is One of Many.*

The National Park Service's dual obligations are **inward** and **outward**: it must preserve and protect the prehistoric and historic places and museum and archival collections entrusted to it and educate, assist, and lead our citizens in preserving and protecting our national historic and cultural patrimony for future generations. The Service is both a land management agency and an advocate of an ethic of conservation, preservation, and community. As property managers, we must ensure that we have an adequate number of qualified professionals with the tools and training necessary to do the job. That means continuing education, access to the latest scholarship and expertise, and a sense of support unparalleled in the public sector. Our partners and citizens also need the tools and support of the Service to do their jobs. The Service leads with the assistance and consensus of many national partners, both public and private. How that network is maintained, enlarged, and supported in the present will determine the future of our cultural resources. The Service is not 383 fortresses but one partner in an infinitely complex web of federal, state, and local governments, tribes, and public and private sector interests—all of whom are working towards a similar goal. Our partners need the wherewithal to do their jobs.

Challenges & Strategies:

- Support to States & Local Governments.** For most of its history, our national historic preservation program has been a unique partnership among states, local governments, and the federal government. Although a federal statutory mandate, much of the national historic preservation program has been carried out by state and local governments on the understanding that each knows its history and preservation needs better than the federal government. This model has been a remarkable success. To date, over 1 million properties have been included on the National Register of Historic Places, over \$23 billion in historic preservation tax incentives projects have been reviewed and processed by states, and 1,235 local governments have become Certified Local Governments. The National Park Service must ensure that these partners have adequate resources and support to continue to carry out these important tasks.
- Building Native Peoples' Capabilities.** The nation's and the National Park Service's relationships with Indian tribes, Alaska Natives, Native Hawaiians, and Pacific Islanders have become increasingly complex in response to new statutes, executive orders, administrative policies, and, importantly, to the growing assertion of native peoples' rights nationwide. Tribes and native peoples expect greater involvement in park planning and management



Tribes and native peoples seek to preserve their cultural heritage as a living part of contemporary life. (Cleaning a totem pole surface during a Service-sponsored Totem Pole Preservation workshop in Wrangell, Alaska)



decisions, and they desire a greater role in the national historic preservation program. Thirty-four units of the National Park System share boundaries with sixty-five Indian tribes. Native peoples' interests in their ancestral lands extend to every state in the nation on lands no longer owned by them. The magnitude of tribal historic preservation and conservation needs was documented in the Service's 1990 report to Congress, Keepers of the Treasures: Protecting Historic Properties and Cultural Traditions on Indian Lands. The Service and the national preservation partnership must accommodate and support native peoples' interests and enhance their ability to participate in the national historic preservation program and the decision-making processes in our parks and on other public lands. The Service and the national preservation program must do this in a manner that respects the sovereignty of these governments and peoples.

- **Reaching Out to All Americans.** America has always been a nation of great cultural complexity. This fact presents challenges and opportunities for our national parks and our efforts to preserve our nation's historic patrimony. The National Park Service must ensure that all Americans and international visitors find value in our national parks, that historic preservation practice and public policy make sense to everyone regardless of cultural background, and that we all value and respect each other's history, contemporary culture, historic places and how we choose to preserve and commemorate them. The Service must also take the lead in solving a persistent problem in historic preservation: the underrepresentation of minorities in the professional and activist ranks. Unless the situation is corrected, the profession will not receive the level of support it deserves in the next century.
- **Federal Lands.** Over one-third of the landmass of the United States is owned or managed by the federal government. Federal agencies make decisions that affect thousands of historic structures and landscapes, ethnographic resources, historic battlefields, and prehistoric and historic archeological sites and artifacts. Many of these properties are located on land controlled by the Departments of the Interior, Agriculture, Defense, and Energy. Federal land managers are often unable to manage and protect the cultural resources in their care because the responsibility seems far removed from their core mission or because of funding or staffing shortfalls. Prehistoric and historic places are damaged, lost, or rescued at great expense, resulting in the unnecessary expenditure of funds. The National Park Service has a unique statutory mandate to support, train, and partner with its sister agencies in preserving and protecting the prehistoric and historic resources on public lands. The Service should be a leader in coordinating protection efforts, sharing intelligence and specialized investigative techniques, and prosecuting those who exploit the nation's resources. The National Park Service must make a concerted effort to satisfy this mandate and help other federal agencies meet their mission of preserving the nation's prehistoric and historic places by fostering successful, sustained inter-agency partnerships.
- **The Role of Private Partners.** Preserving the nation's prehistoric and historic places and collections has always been a cooperative endeavor. Without private-sector support in our national parks and throughout the country, the job would not get done. Private, non-



profit organizations such as the **National Park Foundation** and the **National Trust for Historic Preservation** have been tireless supporters of historic preservation. Moreover, private, for-profit support of park historic preservation and cultural resource management projects has made all the difference between protecting prehistoric and historic places and leaving them to deteriorate. Private, for-profit entities that rehabilitate historic commercial properties under favorable provision of the federal tax code have already invested \$23 billion in historic preservation in our cities and towns since 1970. The National Park Service must seek every legitimate and appropriate way of encouraging private-sector support and partnership in preserving our nation's prehistoric and historic places within our parks and nationwide. It must also establish legitimate opportunities for enlisting for-profit partnerships in parks and in support of historic preservation projects nationwide. The Service must also find ways of working more creatively and successfully with not-for-profit partners.

- **The National Park Service Staff.** It all comes down to people. The National Park Service's corps of cultural resource management, protection, historic preservation, and maintenance professionals is its best tool for preserving and protecting its cultural resources. However, reorganization, staff retirements, overwhelming workloads, and downsizing have left significant gaps in our human resource base. Steady increases in the number of parks, historic places, and items in park museum and archival collections have further taxed that base. The Service must improve its efforts to establish baseline skills and competencies for preservation professionals, protection rangers, maintenance personnel, and all park managers and park staff with cultural resource management responsibilities. We must ensure that workforce training and advanced education in cultural resource preservation, conservation practice, protection, law enforcement, interpretation, and management remain a priority both in budgeting and the allocation of funds. It is a long-term capital investment.

The preservation of historic sites for the public benefit, together with their proper interpretation, tends to enhance the respect and love of the citizen for the institutions of his country, as well as strengthen his resolution to defend unselfishly the hallowed traditions and high ideals of America. – Franklin D. Roosevelt



Part II: Actions

The actions below respond to one or more of the Challenges described in Part I and, if not already underway, will be undertaken within the next few year and **within existing funding and staffing levels**. These actions are listed without regard to order of priority.

Actions Underway in FY 2000

- **Review of Interpretive Programs in our Parks.** A renewed effort is underway in cooperation with the **Organization of American Historians** to review individual park historic and prehistoric interpretive programs. This effort will help us ensure that we are providing broader contextual pictures of history in our parks by telling not only what happened but also why it happened. This, and other similar partnerships ensures that the National Park Service is best able to incorporate the latest scholarly research into its own research and educational programs.
- **Interpreting the Civil War.** At Congress's request, the National Park Service is completing a report on the status of its interpretation of the Civil War. As a result of interpretative deficiencies acknowledged in the report, the National Park Service has begun the process of revising its interpretative media using current scholarship and existing funding.
- **Structural Fire Initiative.** A recent and urgent Service effort, the Structural Fire Management Program is now working to establish Service-wide policy, standards, operating procedures, and accountability standards for fire suppression, detection, and response in all structures throughout the park system. Protecting the system's more than 26,000 historic structures and the museum and archival collections housed within them will be a prominent component of this important initiative.
- **Baseline Skills & Training Competencies.** The National Park Service has developed inventories of competencies for key historic preservation and protection professions in the Service. In FY 2000, the National Park Service completed a survey to determine the most significant skills and competencies gaps. These inventories and surveys will form the foundation of a comprehensive plan for training and supporting all Service employees who are engaged in the preservation of park and community cultural resources.
- **Resource Careers.** The National Park Service has developed and launched a program to improve career ladders for historic preservation and cultural resource management professionals within the Service.
- **American Indian Liaison Office.** The National Park Service has established an office whose sole mission is to improve relations between the National Park Service and American Indian tribes, Alaska Natives, Native Hawaiians, Pacific Islanders through consultation, outreach, technical assistance, education, and advisory services. The American Indian Liaison Office consults directly with park managers and tribal leaders on such key issues as tribal sovereignty, self-determination and self-governance, sacred sites, and the federal-tribal relationship.



- **Workforce Diversity.** The National Park Service has inaugurated a national cooperative initiative with minority-serving colleges and universities to increase diversity within the historic preservation profession. An aggressive recruitment strategy will be developed to ensure that a diverse population of highly motivated and qualified professionals is attracted to and retained in historic preservation positions.



Indian tribes have a unique perspectives on historic preservation. They seek to preserve their cultural heritage as a living part of modern life, gaining direction from the past that is vital to the future. This means preserving not only historic properties but languages, traditions, and lifeways. (Stabilizing walls, Wupatki National Monument, Arizona)

- **Federal Preservation Institute.** The Service, in partnership with other federal agencies and the private sector, has established a **Federal Preservation Institute**—a national institute for historic preservation training, information, and public policy for federal agency managers and personnel. The Institute will focus on technology transfer with the private sector, public policy analysis, the state and current conditions of public lands, and the development of a national training clearinghouse.
- **Education & the Internet.** The National Park Service continues to build its cultural resource website, "Links to the Past." This site features cultural resource and historic preservation databases, full-text electronic versions of cultural resource management reports, National Register of Historic Places Travel Itineraries, special virtual exhibits on Service collections, and other useful information for teachers, scholars, and the interested public.
- **National Heritage Education, K-12 Distance Learning Initiative.** In the spring of 2000, the National Park Service launched the **National Heritage Education Distance Learning Initiative**. Working with Northwestern State University of Louisiana, the Louisiana State School System, and other Louisiana universities, the initiative seeks to develop a replicable model heritage education project that combines distance-learning technologies with heritage education curricula as a way of reconnecting our children and our citizens with our history and sense of place. A key product will be a computer- and web-based module that will supplement K-12 heritage education lesson plans.
- **National Historic Landmarks (NHL) Stewards Association.** The National Park Service is helping support a National Historic Landmarks Stewards Association. The association will provide technical support, training, and other means of empowerment to owners and constituents of our nation's 2,310 most significant historic and archeological places.
- **Teaching with Historic Places.** **Teaching with Historic Places** uses real historic place to stimulate the imagination and enhance classroom instruction. Now with more than 75 lesson plans, this successful national program fosters an historian's sense of discovery in students



and teachers alike. Through written guidance, workshops, and lesson plans, the program blends the expertise of educators and historians and imparts both content and skills.

- **NAGPRA.** The National Park Service has renewed its public commitment to accelerate its responsibilities under the Native American Graves Protection and Repatriation Act and to repatriate culturally affiliated objects and human remains in the most expedient, professional, and responsive manner.
- **Vanishing Treasures: A Legacy in Ruins.** This recent initiative seeks to stem the tide of decades of deterioration, vandalism, and overuse of thousands of prehistoric and historic ruins at 38 national parks in the American Southwest. An important component of the initiative is the training of local workforces in traditional construction and repair practices at these irreplaceable national treasures.



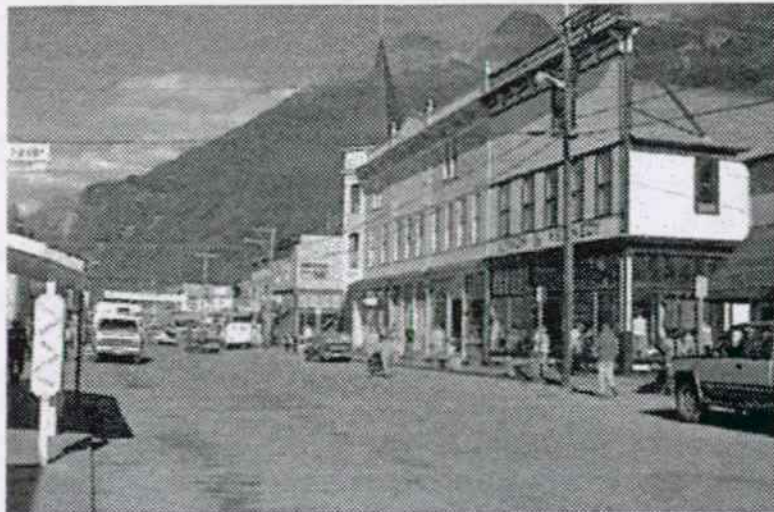
New Actions Slated for 2001-2005

The actions below will be undertaken within existing funding and staffing levels. They are listed without regard to order of priority.

- **Advanced Studies Program.** The National Park Service has established an **Advanced Studies Program** designed to provide Service employees with educational opportunities to increase their knowledge and abilities in their fields and to enhance their skills for their current positions. The Service will work with the **National Park Foundation** and other organizations and educational institutions interested in providing opportunities for advanced study. This program will maintain and enhance the intellectual vitality in resource management and interpretation throughout the Service.
- **Expand Sabbaticals in the Parks.** The National Park Service will expand the current **Sabbaticals in the Parks Program** within existing authorities to encourage and support academic research in the humanities, social sciences, cultural resources management, and historic preservation. Established in 1999, the program has already begun to develop on-site faculty sabbaticals for biological and other scientific research in our national parks. This joint undertaking has great potential for advancing the general state of knowledge and providing research and information critical to the management, protection, and interpretation of our prehistoric and historic sites and places. The Service will also encourage and support a **Sabbaticals Outside the Parks Program** designed specifically for Service professionals who seek opportunities for advanced study related to their work.
- **Improve Business Practices.** The National Park Service will soon develop a unified, web-based system to link all historic preservation and cultural resource management work plans, program needs assessments, and project status reports with budgeting and performance-based management systems. This action will eliminate redundancies, streamline project work, and support interdisciplinary approaches to planning and programming, but it will also ensure that resource needs are driving budget decisions, that data are valid and dependable, and that management decisions are based on the most current and accurate information.
- **Integrate All Aspects of Park Planning.** The National Park Service has recently revised its park planning guidelines to integrate all aspects of park planning, including strategic, resource management, interpretive, and general management planning. The Service will revise planning processes and priorities to ensure that sufficient research and inventories are an integral part of the General Management Plan.
- **Integrate Park Cultural Resource Management & National Historic Preservation Programs.** The National Park Service is committed to integrating the skills and activities of the park cultural resource management program and national preservation programs more fully. The Service will institute a task force to determine how a unified approach to program administration and delivery might best serve our resources and the public.



- **Develop a Service-Wide CRM Training Curriculum.** Based on the survey of skills gaps and cultural resource management competencies, the National Park Service will develop a comprehensive training curriculum utilizing off-the-shelf training, training available from other preservation agencies and organizations, and training developed specifically for the Service's own needs. The curriculum will address the needs of the personnel managing park cultural resources and of those engaged in providing technical assistance to states, communities, and tribes.
- **Expand Learning Centers & Cooperative Ecosystem Study Units (CESUs).** These highly successful national initiatives will be expanded to include historical research. The model will focus not only on broad, geographically- or theme-based historiography but also on the conservation and preservation of material culture. The Service will develop several pilot projects to determine the effectiveness and the applicability of joint undertakings with existing CESUs and Learning Centers.
- **National Policy Analysis on Significance.** The National Park Service will sponsor a national symposium and research project on the evolving concept of historic significance. This symposium will place particular emphasis on U.S. policies and professional practices and how they compare with other national systems around the world. It will also explore how our own national system is responding to the nation's growing cultural diversity.



Historic Main Streets give communities a sense of uniqueness. All across the nation, people are decrying the effects of unplanned growth and sprawl development, traffic congestion, the loss of sense of place and community, and the irretrievable loss of our historic places. History and sense of place are inextricably intertwined. (Skagway, Alaska)

- **National Tax Policy in Support of Historic Preservation.** The National Park Service will co-sponsor a national symposium and research project on the effectiveness of current federal tax policy in historic preservation and economic revitalization. This symposium will address topics such as administrative and policy barriers, proposed changes to existing regulations and laws, and the feasibility of enacting new federal tax codes. Co-sponsors will include the **National Trust for Historic Preservation**, the **Urban Land Institute**, representatives from the Internal Revenue Service, Department of the Treasury, and key Congressional committees.



Part III: Five-Year Budget Strategy

Budget decisions must now respond to the needs, challenges, and issues detailed in this report through targeted funding increases over a five-year period. This strategy is described in terms of current Service appropriation authorizations:

Operation of the National Park System (ONPS)
 Historic Preservation Fund (HPF)
 National Recreation and Preservation Program (NR&P)
 Land and Water Conservation Fund (LWCF)

Some increases in National Park Service staffing capacity will be required to carry out the **Challenge** initiatives described below. In some situations, targeted FTE increases will be detailed as part of Administration budget requests. In others, however, additional capacity can be achieved through partnerships, cooperative agreements, contracts, or similar approaches not requiring additional hires.

The items are listed **without** regard to order of priority.

Operation of the National Park System (ONPS)

- **Park Research.** The National Park Service seeks funding increases to meet its own goal of ensuring that all parks have comprehensive and up-to-date baseline research studies and interpretive literature. Quality research is the foundation of sound resource stewardship.

Yet, few of our parks have complete sets of the baseline studies needed to guide their preservation, planning, and educational programs. These studies include our **Administrative Histories, Historic Resource Studies, Historic Structures Reports, Ethnographic Overview and Assessments, Cultural Landscape Reports, Archeological Overviews and Assessments, Special History Studies, HABS/HAER Reports, Comprehensive Interpretive Plans, Collection Management Plans, and National Register and National Historic Landmark Nominations.** At present, for example, only 62 of 383 national parks have current Historic Resource Studies and only 80 have up-to-date Administrative Histories.



*We must expand and increase our park history education programs to ensure that our programs are responsive to our nation's growing diversity.
 (Educational program at Ft. Frederica National Monument, Georgia)*

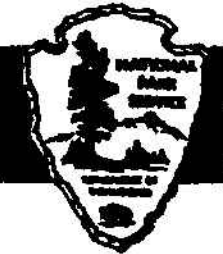


Table 1

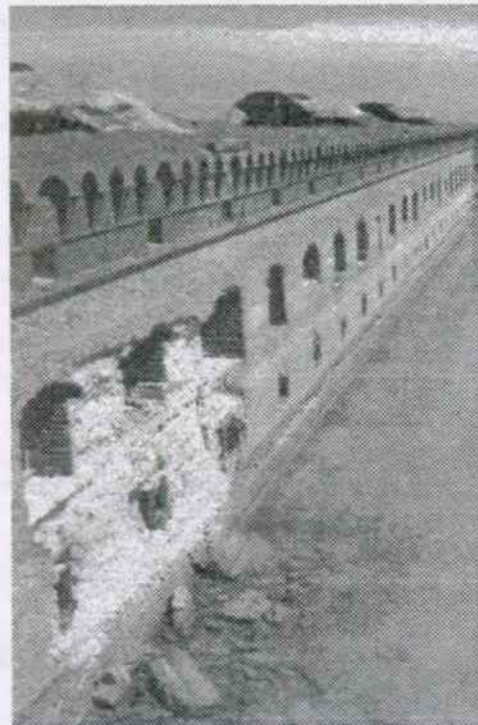
The National Park Service Strategic Plan for FY 2000-2005 establishes outcome-based strategic goals for National Park Service operations in conformity with the **Government Performance and Results Act of 1993 (GPRA)**. Many of these goals define targets for Service historic preservation/cultural resource management program responsibilities addressed in this report both within the national parks as well as for the national historic preservation programs administered by the National Park Service.

Table 1 describes in broad terms those strategic goals likely to be affected by each budget increase proposed in Part III. Once made, appropriations will result in more refined projections of effects and outcomes in meeting specific GPRA goals once projects and activities have been further defined.

	NPS Strategic Goal Number																					
	Ia5	Ia6	Ia7	Ia8	Ib2A	Ib2B	Ib2C	Ib2D	Ib2E	Ib2F	IIIa1A	IIIa1B	IIIa1C	IIIa1D	IIIa2A	IIIa2B	IIIa2C	IIIa3	IVa2	IVa4		
ONPS—Operation of the National Park System																						
Park Research					X	X	X	X	X	X	X										X	X
Park Cultural Resources Inventories & Monitoring					X	X	X	X	X	X	X										X	X
Preservation, Maintenance & Protection of Park Cultural Resources (including Vanishing Treasures)	X	X	X	X											X	X					X	
Training & Advanced Studies in the Preservation & Protection of Park Cultural Resources	X	X	X	X	X	X	X	X	X		X										X	X
Expand Learning Centers	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Expand Cooperative Ecosystem Study Units (CESUs)	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Increased Support for American Indian Liaison	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
HPF—Historic Preservation Fund																						
Support to States, Local Governments, and the National Trust for Historic Preservation											X	X	X	X	X	X	X	X				
Sustainable Preservation Programs in Tribal Governments											X	X	X	X	X	X	X	X				
Seed Grants for Preservation of Endangered Tribal Cultures											X	X	X	X	X	X	X	X				
Sharing the Burden: Help for the Nation's Threatened Historic Places	X	X	X	X											X	X	X	X				
NR&P—National Recreation & Preservation																						
Recruitment & Placement of Minority Professionals in Historic Preservation	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Research & Training in Historic Preservation Technology	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Heritage Education-K-12 Distance Learning	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Federal Preservation Institute	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Heritage Areas Local Support	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Research & Information on the American Experience					X	X	X	X	X	X	X	X	X								X	X
LWCF—Land and Water Conservation Fund																						
Assistance to Acquire Endangered Historic Battlefields			X	X	X	X					X	X	X		X	X	X	X				



- Park Cultural Resources Inventories & Monitoring.** A significant budget increase is necessary to accelerate park inventory efforts, make better use of spatial mapping technology systems such as **Geographic Information Systems (GIS)** and **Global Positioning Systems (GPS)**, and improve access to and links between cultural resource databases. The increase will also support the development of adequate monitoring systems to track the condition and record changes in the condition of recorded resources over time. National Park Service cultural resource databases provide critical baseline information on a wide range of cultural resources, including archeological sites, ethnographic resources, cultural landscapes, historic structures, and museum and archival collections. They are among our best tools for locating, identifying, recording, assessing, and observing cultural resources over time. However, major gaps remain, making it difficult for park managers to plan for the treatment and protection of these resources. At current funding levels, for example, it will take decades to complete the initial inventory of park cultural landscapes.
- Preservation, Maintenance & Protection of Park Cultural Resources.** Substantial increases in **Cultural Cyclic Maintenance**, **Cultural Resource Preservation Program (CRPP)**, and **Museum Collections Preservation & Protection Program (MCPPP)** funding will enable the National Park Service to increase the number of cultural resources in good condition. Maintenance limits loss and, thus, preserves resources. With a funding increase, the Service can considerably improve the condition of park prehistoric and historic structures, museum storage facilities, cultural landscapes, 63,000 identified archeological sites, and approximately 80 million items in park museum and archival collections. As of 1999, only 44% of the prehistoric and historic structures, 27% of the cultural landscapes, and 38% of the archeological sites were in good condition, and only 64% of the museum collection meets preservation and protection standards.
- Training & Advanced Studies in the Preservation & Protection of Park Cultural Resources.** Additional financial support is needed for cultural resource training. Law enforcement personnel, rangers, cultural resource specialists, and park maintenance personnel bear the primary responsibility for identifying, protecting, and preserving park archeological sites, cultural landscapes, ethnographic resources, prehistoric and historic structures, and museum and archival collections. Permanent budget increases will support increases in capacity, additional preservation training for cultural resource specialists and park maintenance staffs, emergency operations planning and response training for protection rangers and concerned cultural resources specialists and maintenance staffs, and much needed advanced



The 383 units of our national parks are home to approximately 26,000 historic structures, 66% of which are in serious need of repair and maintenance. (Ft. Jefferson, Dry Tortugas National Park, Florida)



academic studies for cultural resources specialists and interpreters. Increases will also support the establishment of strategically located preservation teams throughout the park system. Vigilance and strict enforcement of laws protecting historic properties from vandalism and looting are urgently needed to ensure the survival of these resources. Additional funding will also support additional training for park rangers in resource protection and enforcement of the Archeological Resources Protection Act (ARPA) and related laws.

- **Expand Learning Centers.** Increased funding will enable the National Park Service to expand the current concept of **Learning Centers** in our national parks to support an increased focus on history and prehistory. Located at sites in our national parks, on federal lands, in heritage areas, and throughout the nation, Learning Centers provide on-site facilities (often in historic buildings) for scholarly research, web-based curricula, and classroom and dormitory space for K-12 students and researchers. Learning Centers will vary in scale and scope from modest research units to large centers accommodating 20+ researchers and equipped with broadcasting capabilities and classroom and dormitory space for 20 to 30 students.
- **Expand Cooperative Ecosystem Study Units (CESUs).** The National Park Service will seek additional funding to continue broadening the mission and network of **Cooperative Ecosystem Study Units (CESUs)** to include an emphasis on history, prehistory, and ethnographic research. CESUs are interdisciplinary, multi-agency partnerships based at colleges and universities focusing on advanced research questions in bio-geological and historic regions. To date, 8 federal agencies and 70 universities are involved in CESUs nationwide. Additional funding will enable the Service to build humanities components into the existing units and plan for their inclusion in future units.
- **Increased Support for American Indian Liaison.** We need to provide adequate base support for formal liaison between and among the National Park Service and tribal governments. The current office provides technical advice and policy recommendations on matters involving the National Park Service and Indian tribes. Funding will support efforts to encourage and facilitate Indian self-determination, recruit Indian employees Service-wide, consult with tribes, accommodate access to and use of Indian sacred sites, and create cooperative resource conservation projects.



Historic Preservation Fund (HPF)

- **Support to States, Local Governments, & the National Trust for Historic Preservation.** A stable increase in appropriations to states, local governments, and the National Trust for Historic Preservation is sought to administer the national preservation program and offset decades of appropriations stagnation and rising program costs. Over the last decade, the federal share of these costs has declined in terms of real dollars, thus jeopardizing this cost-effective partnership (states and local governments match 40%). State and local governments administer these federal statutory mandates at a fraction of what it would cost the federal government. Unless appropriations are increased to account for program growth, states and local governments may decide to opt out of this partnership, leaving the statutory responsibilities to devolve back to the federal government at significantly greater cost.
- **Sustainable Preservation Programs in Tribal Governments.** Since 1992, federally recognized Indian tribes have had the option of replacing state governments on tribal lands and assuming the full responsibilities of the national historic preservation program. To date, 26 tribes have done so, ranging from the Narragansett Tribe in Rhode Island to the Navajo Nation in the American Southwest. These tribes have fully supported the national preservation program and have worked towards building sustainable programs to preserve their heritage despite a lack of secure and dependable appropriations from the federal government. Currently, each tribe receives approximately \$150,000 per year—a fraction of what state governments receive for the same purposes. Only \$4.2 million is now available each year to support these tribes and any others that join them. Without additional funding, support for each tribe will decrease as more tribes assume these duties.
- **Seed Grants for Preservation of Endangered Tribal Cultures.** In 1990, the National Park Service released a seminal report to Congress, Keepers of the Treasures: Protecting Historic Properties and Cultural Traditions on Indian Lands, documenting the preservation and cultural conservation need of our nation's native peoples. At the time, the need was estimated to be in excess of \$500 million. By now, that need has most likely doubled. Since 1990, appropriations to the Historic Preservation Fund for small, tribal project grants have remained in the area of \$1 million per year despite annual grant requests totaling on average \$6.7 million. The preservation of tribal cultures and important and sacred places remains a national priority. Increased appropriations are necessary to meet the growing need for these grants.
- **Sharing the Burden: Help for the Nation's Threatened Historic Places.** Our nation's historic places are in jeopardy and in need of critical repair, conservation, and restoration work. Archeological sites, maritime resources, National Historic Landmarks, and properties listed on the National Register of Historic Places need to be stabilized, conserved, rehabilitated, and restored. The federal government must play a significant role in this effort, but it cannot be expected to carry the burden alone. A stable, annual appropriation for preservation grants nationwide is critically needed. The Service will deliver this funding through targeted matching grants programs, seed grants, and demonstration projects led or co-sponsored by the federal government in partnership with state and local governments and the private sector.



National Recreation and Preservation (NR&P)

- **Recruitment & Placement of Minority Professionals in Historic Preservation.** Funding is needed to support the National Park Service's **Cultural Resources Diversity Initiative**, a long-term capital investment that seeks to transform the demographics of the historic preservation and cultural resource management professions in the United States. The goal of the initiative is to place more minorities in positions at all levels of government. A funding increase will support a co-sponsored diversity internship program consisting of summer, semester-long, or yearlong projects. It will also support the development of curricula for minority-serving colleges and universities; and the development and support of sabbaticals for faculty and Service professionals and exchanges between minority-serving colleges and universities and academic programs at over 60 universities nationwide.
- **Research & Training in Historic Preservation Technology.** Increased appropriations will provide support for additional research and training in preservation technology. The science of materials research is changing at a rapid rate. Whereas in the past the National Park Service could claim the lead in the research and development of new preservation technologies, private industry and research universities have advanced well beyond the Service's ability to compete. We must work closely with private industry and university researchers to develop the best practices and technologies for preserving the resources in our care. We must support technology transfer through targeted grants, sabbaticals, and education programs and provide consistent and up-to-date training opportunities to park staff, park managers, and preservation professionals nationwide.
- **Heritage Education—K-12 Distance Learning Initiative.** The National Park Service seeks additional support to implement its **Heritage Education—Distance Learning Initiative**. Targeted at K-12 students, this initiative seeks to develop computer-based education curricula and supplementary modules for heritage education lesson plans in partnership with state school systems, university departments of education, and the private sector. Increased funding will cover the staffing and technical support necessary to develop models in partnership with a representative group of local and state school systems. The Service will market these models to the private sector and other state school systems as a way of encouraging interest and investment in the initiative.
- **Federal Preservation Institute.** Funding is needed to support the Service's new **Federal Preservation Institute**. Established in cooperation with other Federal agencies, the Advisory Council on Historic Preservation and the national preservation community, the **Federal Preservation Institute** will coordinate education and training programs for federal policymakers and all federal employees whose decisions affect the preservation of our nation's historic places. Funding increases will provide for staff to design and administer the program, to create a worldwide information clearinghouse on preservation information, and to develop case studies for information dissemination and web-based synchronous and asynchronous training modules. Funding increases will also ensure that all levels of federal management have access to preservation technology information.



- **Heritage Areas Local Support.** Established by Congress, Heritage Areas provide one of our nations most exciting, cost-effective, and powerful grassroots tools for citizens, local governments, and elected officials to take control of the preservation of their own community's heritage and quality of life. Now numbering 25 across the nation from New England to Arizona, Louisiana to Detroit, Heritage Areas marry the benefits of local heritage preservation with heritage- and eco-tourism, heritage education and interpretation, and economic development. Heritage Areas are controlled locally with the assent of local and state governments and regional planning commissions and rarely require fee or interest acquisition of lands by State or federal government. When requested, the National Park Service provides assistance and training and on-going support as partners outside park units. Heritage Areas are rallying points for preserving resources and ensuring economic stabilization at the local level. Because Heritage Areas are based on a shared vision for their future, communities are able to address key quality of life issues, from sprawl development to transportation infrastructure and transportation alternatives such as bicycle networks. Appropriations increases to Heritage Areas must be sought to ensure adequate local and private support for these innovative operations.
- **Research & Information on the American Experience.** Increased appropriations are needed to support and serve the demand for information on the nation's history and prehistoric and historic places. Special resources studies must be undertaken to examine themes in American history and to evaluate the material culture represented by those themes for which good scholarship does not exist or for which historiographic trends make urgent the need for revised or new information and documentation. Particular emphasis needs to be given to our nation's minorities and the 20th Century, including World War II and the Korean War. Another area of emphasis must be the history and preservation of post-World War II America. The Service's thematic framework for history was recently revised to provide a more accessible intellectual underpinning to such studies. New National Historic Landmark theme studies, such as "Desegregation of Public Schools" and "Civil Rights" have greatly expanded the preservation possibilities in these areas, but additional studies are critically needed. Finally, the documentation of our nation's most important prehistoric and historic places through measured drawings and photographs and using advanced recording technologies must be supported and increased.

Land and Water Conservation Fund (LWCF)

- **Assistance to Acquire Endangered Historic Battlefields.** A stable, annual appropriation is needed to provide matching-grant assistance to state, tribal, and local governments, not-for profits, and citizens to acquire, in fee or interest, endangered historic battlefields nationwide. Established in federal statute, the National Park Service's **American Battlefield Protection Program** offers technical assistance and small levels of funding to protect battlefield sites primarily from the Civil War. Recently, however, assistance has expanded to all wars on American soil. The much-anticipated NPS study on the preservation needs of sites associated with the Revolutionary War and the War of 1812 will likely increase national attention on these pressing needs much as the report of the Civil War Sites Advisory Commission did to raise national consciousness on the state of our Civil War sites.



Excavations at the 1835 Albiel Smith School, Boston African American National Historical Site, Boston, Massachusetts.

"To know what you are, and where you came from, may determine where you are going." - Yavapai Representative
