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File:

NPS General

National Park Service

# Cultural Resources Strategic Plan

*"The spirit and direction of  
the Nation are founded  
upon and reflected in its  
historic heritage."*

*National Historic Preservation Act of 1966,  
Preamble*

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### **The Mission of the Department of the Interior**

The mission of the Department of the Interior is to protect and provide access to our Nation's natural and cultural heritage and honor our trust responsibilities to tribes.

### **The Mission of the National Park Service**

The National Park Service preserves unimpaired the natural and cultural resources and values of the National Park System for the enjoyment, education, and inspiration, of this and future generations. The Service cooperates with partners to extend the benefits of natural and cultural resources conservation and outdoor recreation throughout this country and the world.

— National Leadership Council

*Cover: The Harry S Truman National Historic Site, Independence, Missouri, is a unit of the National Park System and is located within the Harry S Truman Historic District, a National Historic Landmark designated by the Secretary of the Interior, and the locally-designated Truman Heritage District. These designations are important in the preservation of the President's community. (NPS)*



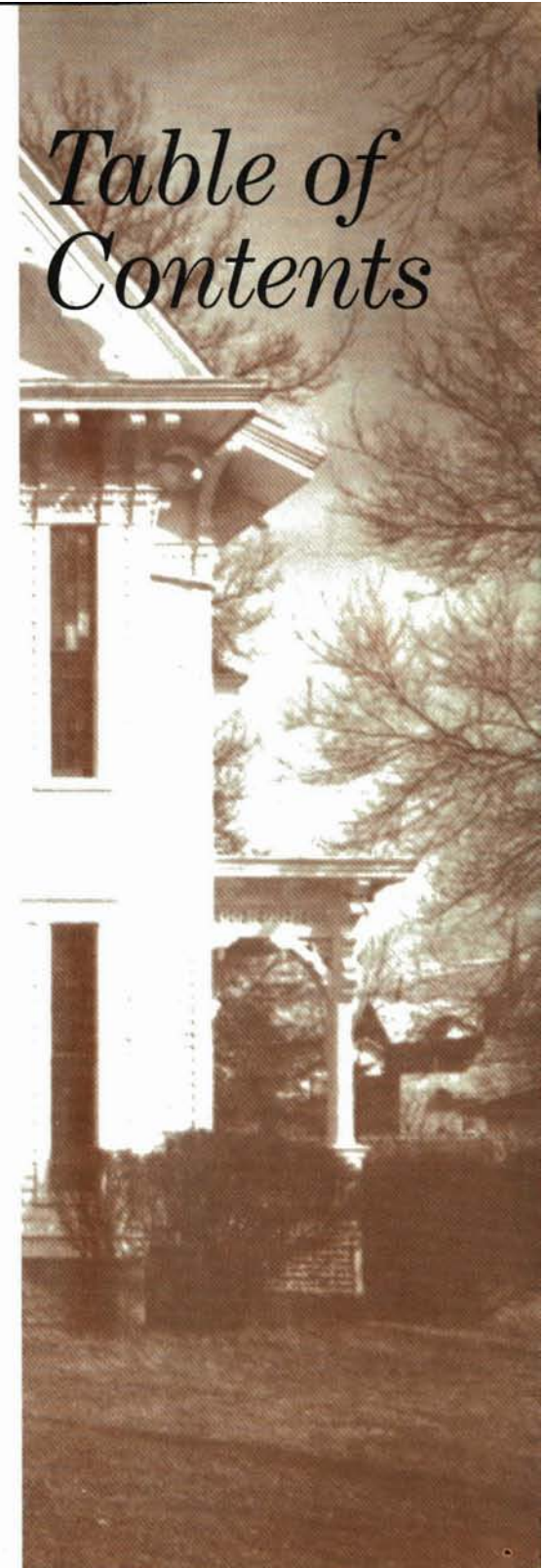
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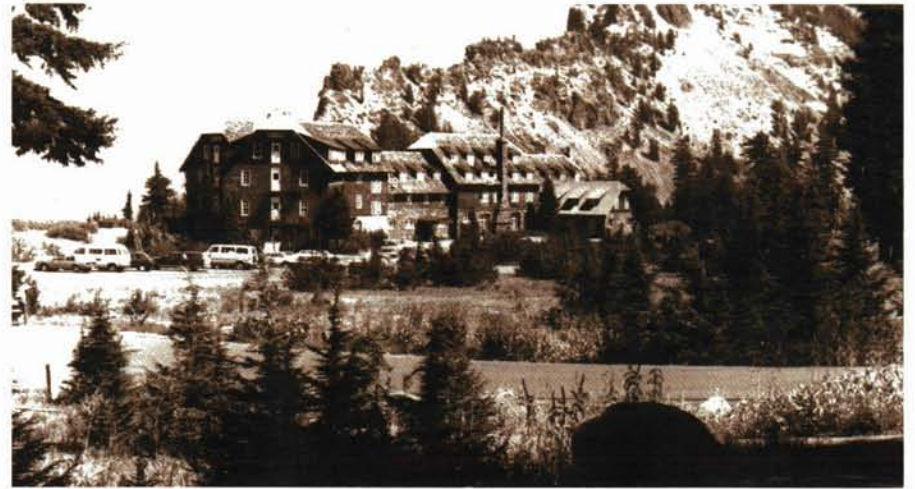
National Park Service

1997

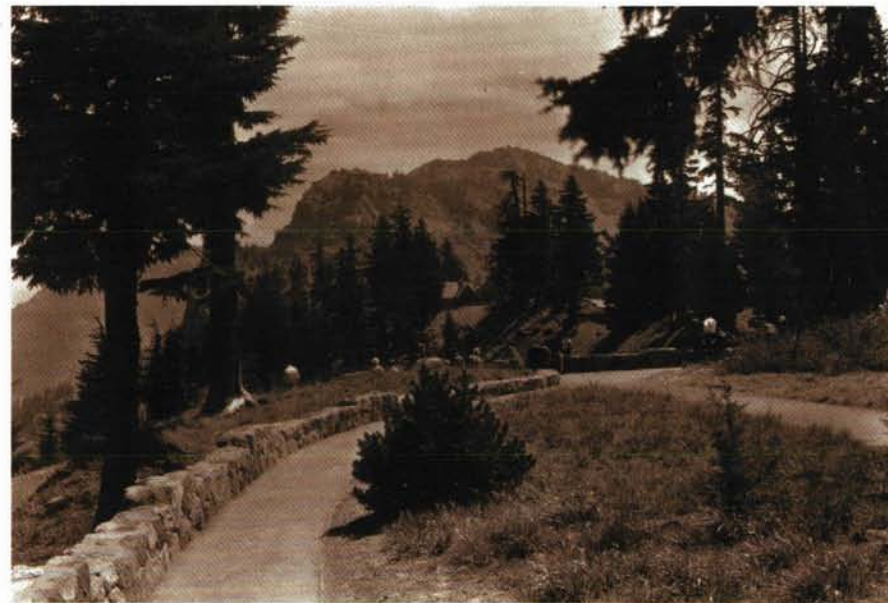
Introduction.....	1
Cultural Resources and the Mission of the National Park Service .....	2
The State of the Nation's Cultural Heritage .....	4
An Urgent Call to Action .....	6
Why a Cultural Resources Strategic Plan Now? .....	7
Where Will This Plan Take Us? .....	8
Major Goals .....	10
Research .....	11
Planning.....	13
Education and Use .....	16
Organization and Partnerships .....	18
Long-Term Goals .....	20
Appendixes .....	25
Background.....	25
National Park Service Cultural Resources Programs.....	27
Cultural Resources Strategic Planning Group .....	30

# *Table of Contents*





*The designed landscape at Rim Village in Crater Lake National Park, Oregon, includes a number of historic structures, planting beds, rock walls, circulation systems, and observation bays that contribute to the significance of the historic district. (NPS)*

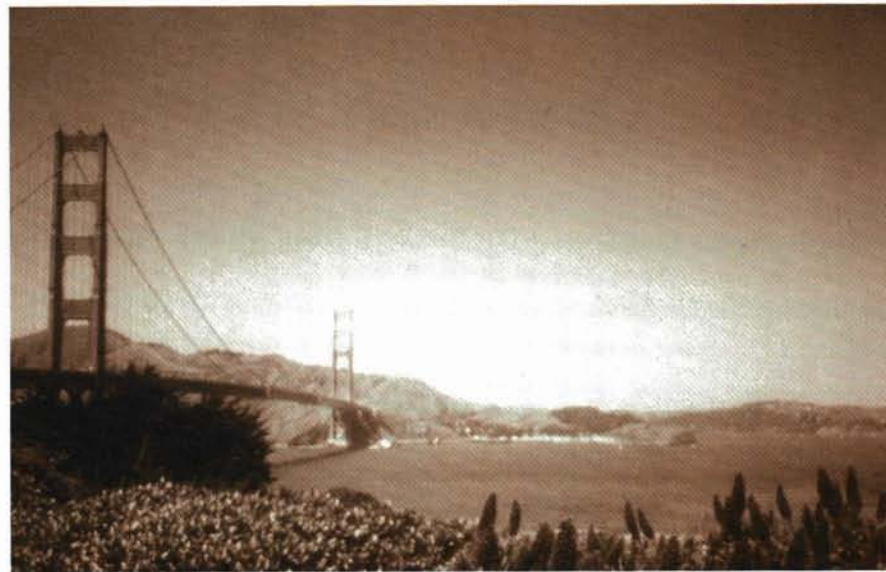


*Pedestrian walkways, planting beds, and historic structures contribute to the significance of the historic district of Rim Village at Crater Lake National Park in Oregon. (NPS)*

In order to celebrate the richness and diversity of American traditions and accomplishments and enhance the quality of the built environment, the National Park Service (NPS) — through direct stewardship of park resources and a nationwide network of partnerships in archeology and historic preservation — is dedicated to the understanding, preservation, and expanded appreciation of our national heritage.

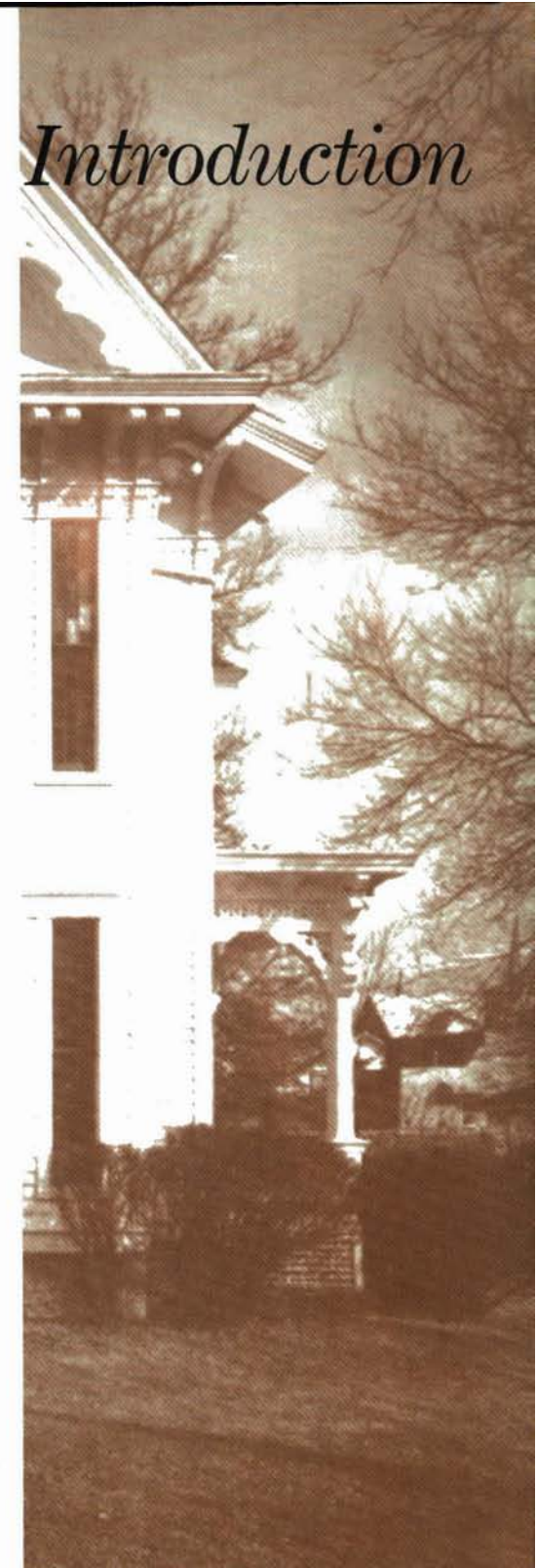
Although much has been done to identify, recognize, and preserve our national heritage, substantial portions of our patrimony are as yet unrecognized, poorly understood, and lost or degraded.

The following strategic plan is a direct response to these conditions. It outlines the cultural resource responsibilities of the National Park Service and indicates measures for the effectiveness of this program. More specifically, the plan calls for increased investment in inventory, research, and monitoring; more effective stewardship and enhanced technical and financial assistance; broader use of heritage education; and strengthened professional and organizational capacity in the preservation community.



*San Francisco's Golden Gate Bridge set within the Golden Gate National Recreation Area and small towns like Cobleskill, New York, represent some of the richness and diversity of American traditions and accomplishments. (NPS and Library of Congress, Prints and Photographs Division, U.S. News & World Report Magazine Collection, LC-U9-30847).*

# Introduction



# Cultural Resources and the Mission of the National Park Service

**F**or many Americans, the National Park Service means scenic wonders and natural treasures like the Grand Canyon, the Great Smoky Mountains, and Yellowstone. Interwoven into the fabric of each of the 375 parks of the National Park System, however, there is also a significant dimension that often goes unrecognized by visitors: the richness and complexity of the human story of our nation. The NPS stewardship of the parks is complemented by its leadership responsibilities in the larger national historic preservation movement—maintaining the National Register of Historic Places and providing tools to help others care for the tangible evidence of human actions and aspirations. The human story spans at least 12,000 years and includes the living traditions of today's Native Americans and peoples whose roots lie in Africa, Oceania, Europe, and Asia. The story is there to be told on Brooklyn beaches, in presidential houses, on enormous stretches of arctic tundra, at pueblo ruins and earthen mounds, on battlefields, in the nation's industrial centers, in historic towns and communities where we live and work, and in museums and laboratories throughout the nation.

Protecting the nation's cultural past has been an integral part of

NPS since its establishment in 1916. The National Park Service Organic Act states the bureau's purpose: to "conserve the scenery and the natural and **historic objects** and the wild life [in the parks] . . . by such means as will leave them unimpaired for the enjoyment of future generations." This law reflected public support for resource protection with community involvement, as reinforced later by the National Environmental Policy Act. National historic preservation statutes — including the National Historic Preservation Act and Archaeological Resources Protection Act — developed from the public will. The laws estab-

lished NPS cultural resources programs that today provide tools to state, local, and tribal governments; federal agencies; private organizations; and individuals to protect the nation's heritage. The laws also strengthened the preservation mandate for park managers.

Today, we often refer to this mission objective as the **stewardship of cultural resources**. Cultural resources encompass the entire range of what makes us human, including historic buildings, engineering structures, battlefields, museum objects, designed and rural landscapes, residential and commercial districts, oral and



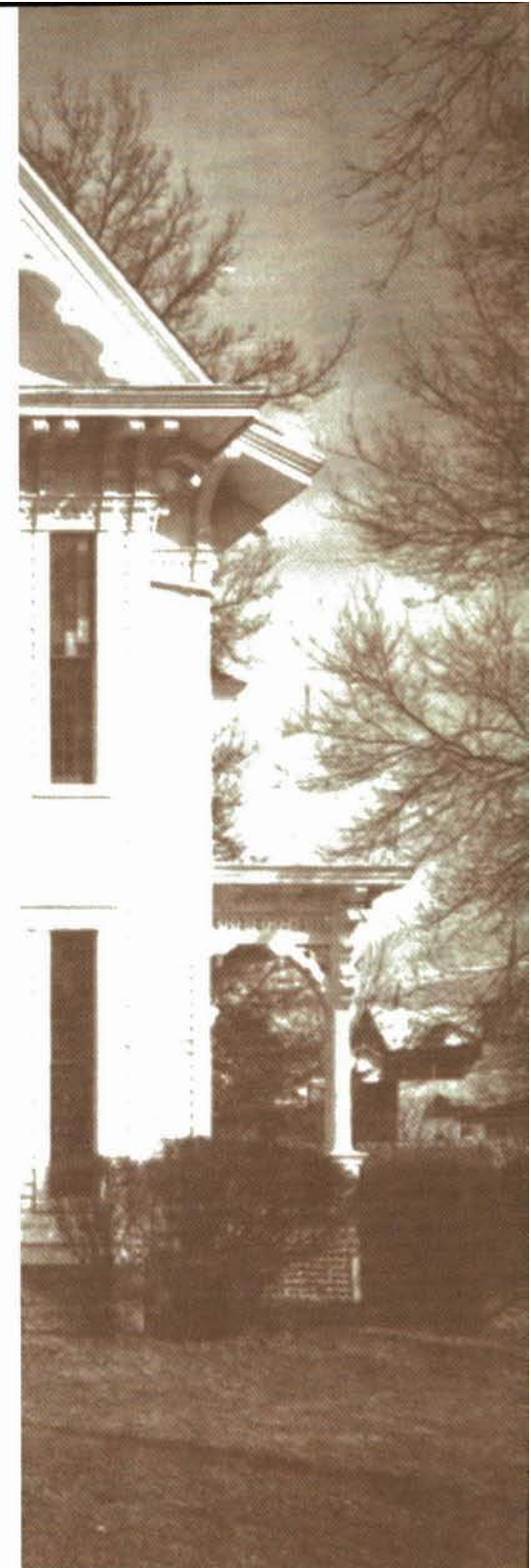
*The NPS administers many scenic wonders and natural and cultural treasures, such as Mount Rushmore National Memorial in South Dakota. (NPS)*

written histories, buildings, archeological sites, and the ways of life of present people. Proper stewardship of these resources includes the entire range of management activities through which the human story of the parks and other cultural resources can be learned. Stewardship includes the maintenance and preservation of buildings, structures, sites, districts, and objects; the protection of resources from threats by natural elements and human action; research designed to uncover and illuminate the nature and significance of such resources; collaborative research with communities; and communication of the results of such research to the public in the form of education and interpretive activities and programs.



*The listing of the Opa-Locka Administration Building in Opa-Locka, Florida, in the National Register of Historic Places represented an important step in the preservation and interpretation of this important Moorish-inspired town. (Antoinette J. Lee, NPS)*

*Cultural resources encompass the entire range of what makes us human, including cultural traditions of present people. (NPS)*

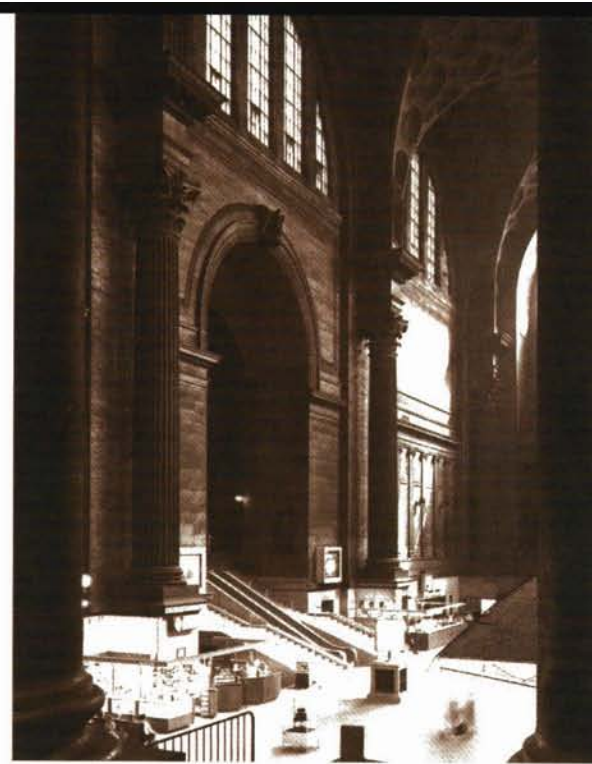


# *The State of the Nation's Cultural Heritage*

**M**uch has been done to identify and preserve our nation's cultural heritage and to build a network in which preservation is part of planning for the economic and social health of our communities. At the same time, substantial aspects of our history and heritage are not adequately recognized or appreciated. Every day, parts of that heritage are lost or degraded because of neglect, inadequate planning for growth and development, lack of technical skills or knowledge, and challenges to the organizational infrastructure that supports preservation activities.

In the National Park System, budget pressures and increased demands from the visiting public challenge NPS to seek partnerships with outside sources of support. Overcrowding, a large backlog of deferred maintenance, and overload on park facilities further erode the ability of NPS to preserve park resources and serve the public.

Major portions of central cities continue to empty out, leaving behind a powerful legacy of potentially usable historic buildings and public facilities. The edges of urban areas continue to unravel in sprawl and mushrooming subdivisions, strip malls, parking lots, and office parks, causing our rural heritage to become consigned to the naming of



*The demolition of important landmarks such as the great Pennsylvania Station in New York City in 1963 contributed to the passage of the National Historic Preservation Act in 1966 and the development of historic preservation programs in states, local governments, tribal governments, federal agencies, and in the private sector. (HABS collection, Library of Congress)*



subdivision streets. Older suburban areas are experiencing decay and disuse formerly confined to the central city. Our understanding and appreciation of our common histories remain an elusive goal.

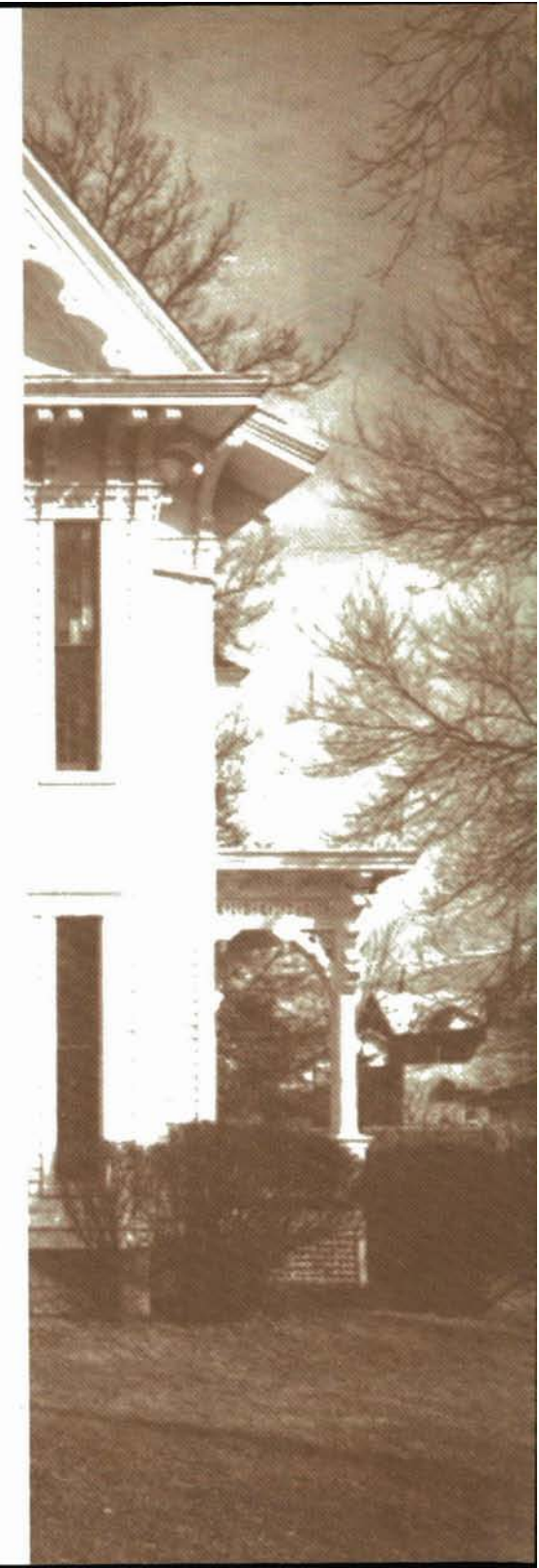
Increases in population and other demographic changes, along with changes in global markets and job prospects, leave many Americans feeling that they must choose between livable, healthy communities and economic survival. In increasing numbers, the public relies on historic places — both in parks and in communities — for a renewed sense of connection to their natural and cultural heritage. In turn, stewards of the parks and other historic places struggle to meet the needs of ever-growing numbers of visitors within the finite governmental budget that must meet many public policy needs. With minimal funding, NPS and its partners must stretch ever more tautly the historic preservation “safety net” to support cultural resources.

We can and must do more to integrate preservation within rational planning processes and to expand public knowledge and appreciation of cultural resources. We must support local interests in maintaining or revitalizing community culture.



*The roots of the historic preservation movement in the United States can be traced to urban renewal projects of the 1950s. (Library of Congress, Prints and Photographs Division, U.S. News & World Report Magazine Collection, LC-U9-3941)*

*The edges of urban areas continue to unravel in sprawl and mushrooming subdivisions. (Library of Congress, Prints and Photographs Division, U.S. News & World Report Magazine Collection, LC-U9-2761)*



# An Urgent Call to Action

**T**he nation's cultural heritage is at risk.

The following realities urgently require increased investment:

**Decision-making is based on incomplete and inaccurate information because only a fraction of the nation's cultural resources has been identified and inventoried.**

Only a small portion of the cultural resources in the National Park System — including cultural landscapes, buildings, archeological sites, museum collections, and places of ethnographic importance with traditional associations with groups — have been identified and inventoried. This situation is mirrored in the nation's communities, where only partial surveys and inventories have been completed, leaving decisions to be based on incomplete information.

**Continuing deterioration of resources both in parks and the nation's communities causes irretrievable losses.**

The National Park System staggers under the weight of nearly \$1 billion of deferred maintenance and treatment backlog for historic structures. There also is a cultural landscape maintenance backlog of \$500 million and a museum collections preservation,

protection, and treatment backlog of \$190 million. At the current rate of expenditure, it is estimated that hundreds of park structures and landscapes will disappear altogether, lost forever to future generations. In our communities, historic properties are lost on a daily basis because of inadequate information and insufficient protection and incentives for preservation.

**Widespread ignorance about our cultural heritage leads to an intellectually impoverished nation.**

Knowledge of American history and culturally diverse communities among all age groups in the United States is woefully inadequate. While much of the instruction in American history takes place in formal classrooms, historical agencies and organizations increasingly are cooperating with schools, youth groups, and adult education programs to stimulate interest in the history of the nation and its communities. Because of its broad mission in the area of cultural resource protection, NPS can play an enormous role in educating the public about our shared heritage.

**Major changes in funding, staffing, and relationships among preservation partners, result in many fewer financial and staffing resources to address growing needs.**

Funding for NPS has not kept pace with the rising number of deteriorated cultural resources both within and outside the National Park System. The maintenance and inventory backlogs are daunting for historic structures, cultural landscapes, archeological sites, museum collections, and places traditionally associated with local groups. The public's interest in protecting historic properties in communities also is increasing, while the support for the organizational infrastructure both within and outside NPS — federal agencies; governments at the state, tribal, and local levels; and the private sector — that sustains these properties is decreasing. NPS must expand its partnerships and rely to a greater extent on outside sources of support in order to meet the needs both in the parks and in the nation's communities.

**A**t a time when needs are growing and governmental budgets are level or declining, it is essential that all available tools and partners are marshaled. The National Park Service Strategic Plan, which integrates the objectives of the Government Performance and Results Act of 1993 (GPRA), is one indication of this imperative. The Cultural Resources Strategic Plan complements the NPS Strategic Plan by using its major goals and focusing attention on the particular needs of cultural resources throughout the nation. This plan is intended to be used by NPS resource staff and program managers, as well as partnership agencies and organizations that work with the national historic preservation program and park cultural resources.

To meet the challenges of cultural resources protection, the following actions are necessary:

- Increase our understanding of cultural resources — their location, condition, and significance.
- Reduce losses of cultural resources.
- Strengthen public appreciation of, support for, and involvement with cultural resources.

- Expand and revitalize organizational structure and partnerships with other governmental entities and the private sector.
- Enhance our knowledge of community heritage values.

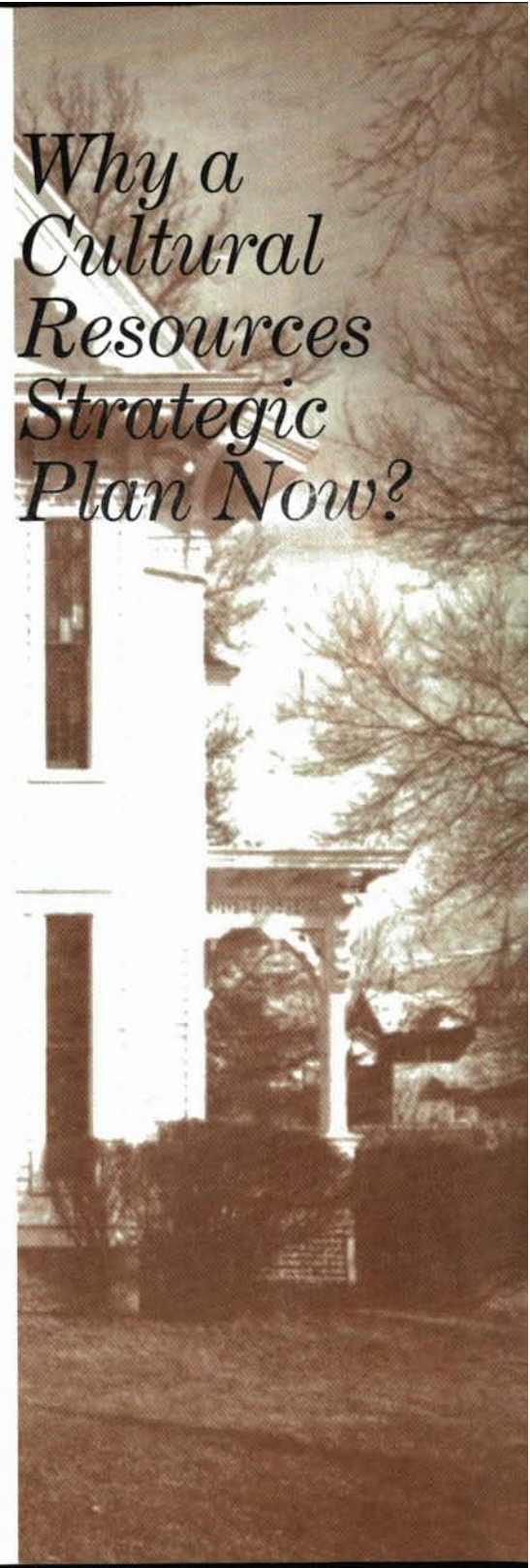
The goals set forth in this plan provide the roadmap for undertaking these actions. In order to respond to the challenges of continuing social, cultural, and economic change, we expect that current programs will need to be adjusted. We will need to set priorities responsibly, so that the limited public funding available for preservation does as much good as possible for this and future generations. Reflecting this need for economy is the GPRA mandate that agencies develop strategic plans to ensure their effectiveness and financial accountability. The following assumptions guide this plan's discussion:

- Existing preservation tools must be used more effectively to respond to social and economic change. We must develop additional preservation tools to meet new, emerging needs.
- The national historic preservation program is and will remain a model of "federalism" and of cooperation among the federal government, individuals, local governments, grass-roots organizations, tribes, and states.

Collaboration, coalition-building, and volunteers will continue to be crucial to the working of this program. To garner this support, the program's importance to the quality of life of every American must be clear.

- The financial resources from government sources will not grow. In fact, federal funding will continually be challenged in light of other societal needs such as deficit reduction, and must be carefully allocated as inflation and other factors diminish its buying power. As a result, priority-setting, innovative approaches to problems, and entrepreneurial skills will require the collective wisdom of all partners and advocates of the programs. New technologies and means of outreach to currently under-served groups will be key aspects of program building.
- At the same time, the long-term results of historic preservation in social and economic terms justify society's investment in preserving resources. This plan articulates not only how NPS can responsibly allocate existing funding, but also a vision that fully meets the legal, ethical, and professional responsibilities of NPS to present and future generations.

## *Why a Cultural Resources Strategic Plan Now?*



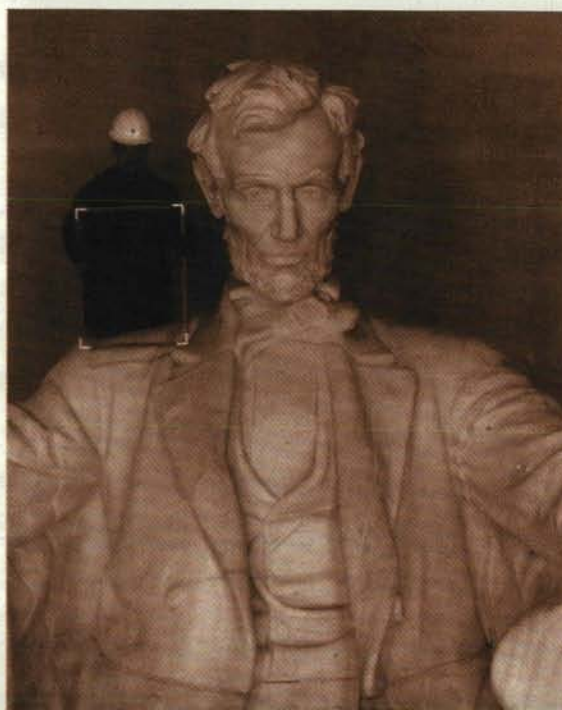
# Where Will This Plan Take Us?

## We envision a future where:

- Management decisions about cultural resources are based on solid information obtained through good research programs.
- Parks, partners, and the public have ready access to all the information they need to make informed decisions about all actions that could affect America's cultural heritage.
- All available information on cultural resources is fully integrated as planning tools for federal, state, tribal and local decisions about land use. Decisions will result from active participation by the wide variety of people whose heritage and traditions are at stake.
- Financial assistance, technical assistance, and training make the tools and skills of preservation available nationwide to individuals, organizations, communities, and tribes.
- Cultural resources in the National Park System are in good condition, the pace of maintenance meets the needs, and the resources are well interpreted for public enjoyment and understanding.



*The careful rehabilitation of the world famous Rookery Building in Chicago, Illinois, was made possible through use of the NPS federal historic preservation tax incentives program. (Nick Merrick of Hedrich Blessing, courtesy of McClier Architects and Engineers)*



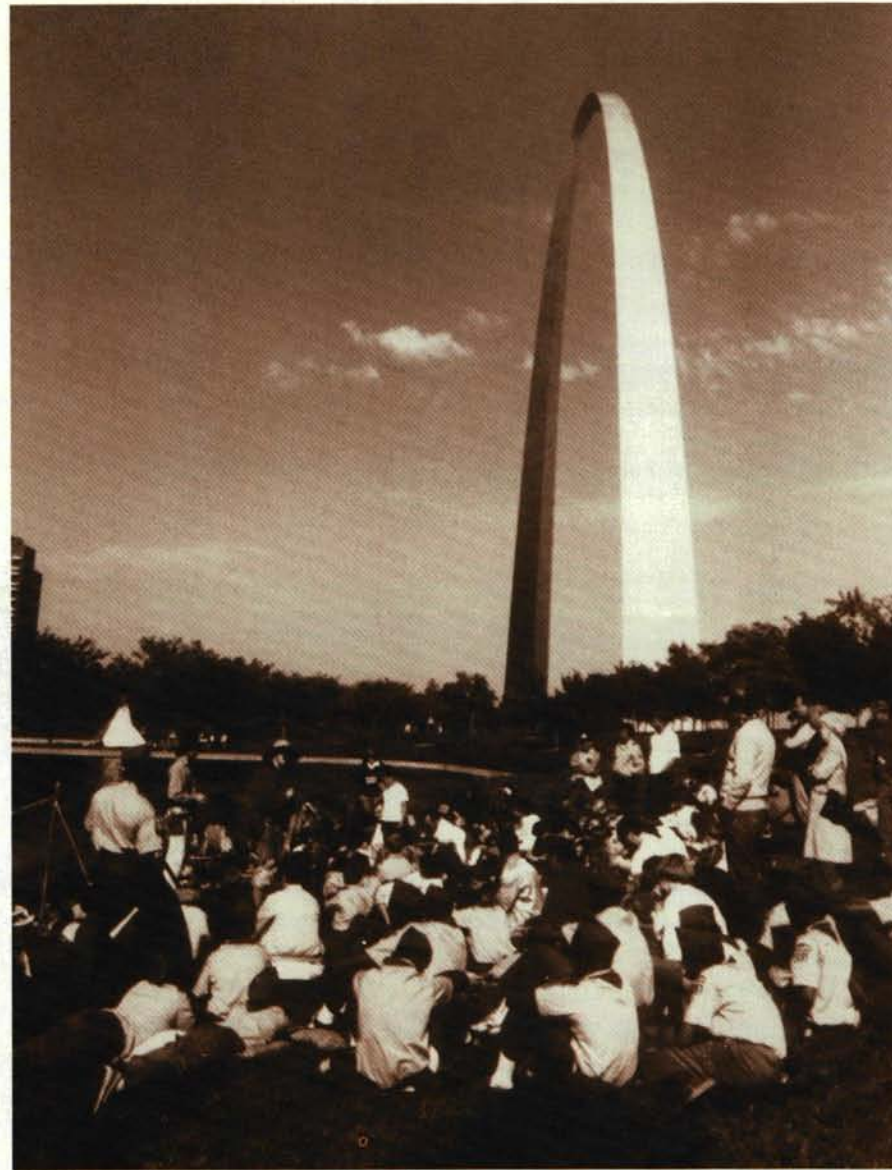
*The Historic American Buildings Survey/ Historic American Engineering Record documents outstanding examples of this country's heritage, such as the Lincoln Memorial. (HABS/HAER)*

■ Parks and other historic places are used as vital parts of school curricula and of elective life-long education. Thus, Americans will have a better understanding and appreciation, as well as enjoyment, of the places that evidence the American experience, whether or not they actually are able to visit those places.

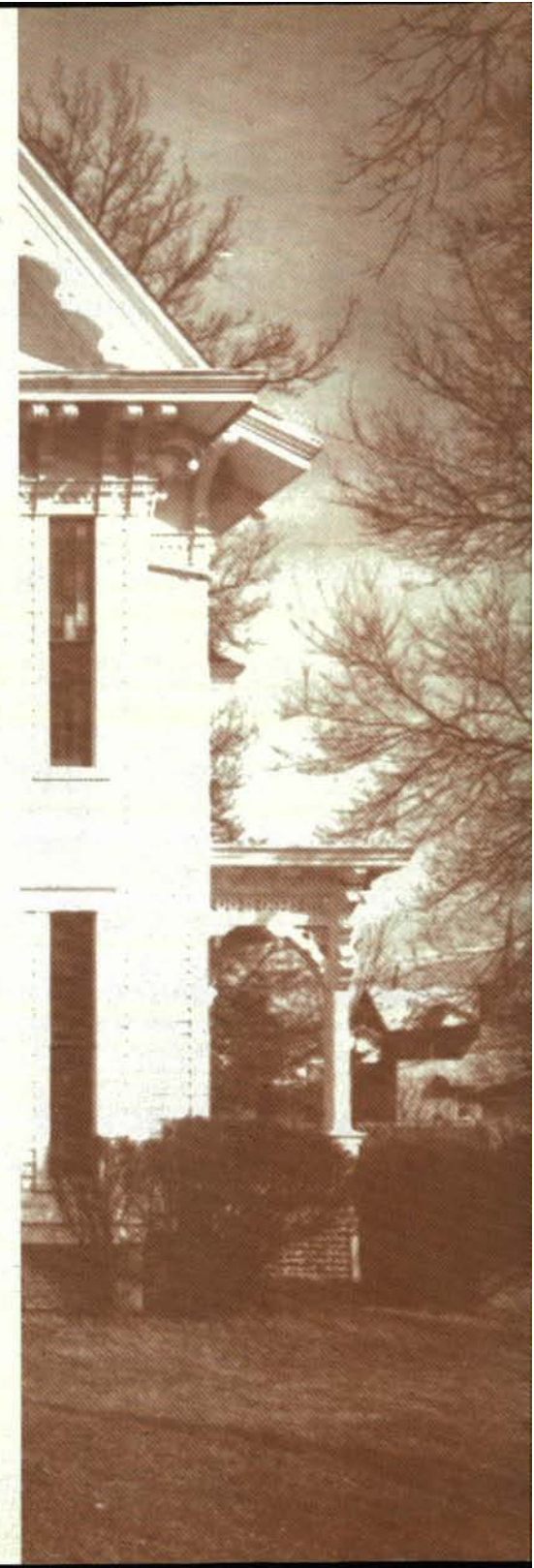
■ Local and tribal historic preservation programs, as well as those of the states and other federal agencies, will continue to grow and exert influence and advocacy as major facets of the national historic preservation network.

■ Federal support for historic preservation programs will become increasingly stable and reliable.

Few of these visions can be fully realized in the immediate future at current staffing and funding levels. This fact does not diminish the responsibility of the National Park Service and others to define and achieve the most important and feasible strategies toward these goals for the near term and beyond. What follows, in discussing the goals of the Cultural Resource Strategic Plan, is in that spirit.



*The National Park Service at the Jefferson National Expansion Memorial Park educates school children and other groups about historic places.  
(Jefferson National Expansion Memorial Association)*



# Major Goals

**T**his section describes the major activities of the NPS Cultural Resources programs, why they are important, and how the program and activities are carried out. For each major goal, the corresponding long-term cultural resources goals are listed. Each of these long-term goals is tied to the NPS servicewide strategic plan goal categories and are listed in the next section of this report under “Long-Term Goals” (for example, CRSP, 1.A.).

*The 1872 Charles Sumner School in Washington, DC, is noted for its role in the education of African American students and for its place in American architecture. A partnership of the DC Board of Education and private developers made possible the building's restoration. (Sumner School Museum and Archives)*



**D**ecisions about cultural resources must be based on collecting adequate information to inventory cultural resources, which is undertaken in a cost-effective manner, evaluated and documented according to the highest standards of scholarship and professionalism, and reflects park and community values.

## 1. INVENTORY WHAT WE HAVE

Cultural resources are protected, preserved, and maintained in good condition. [CRSP, I.A.]

NPS contributes to knowledge about cultural resources and human populations. [CRSP, 1.C.]

### WHY

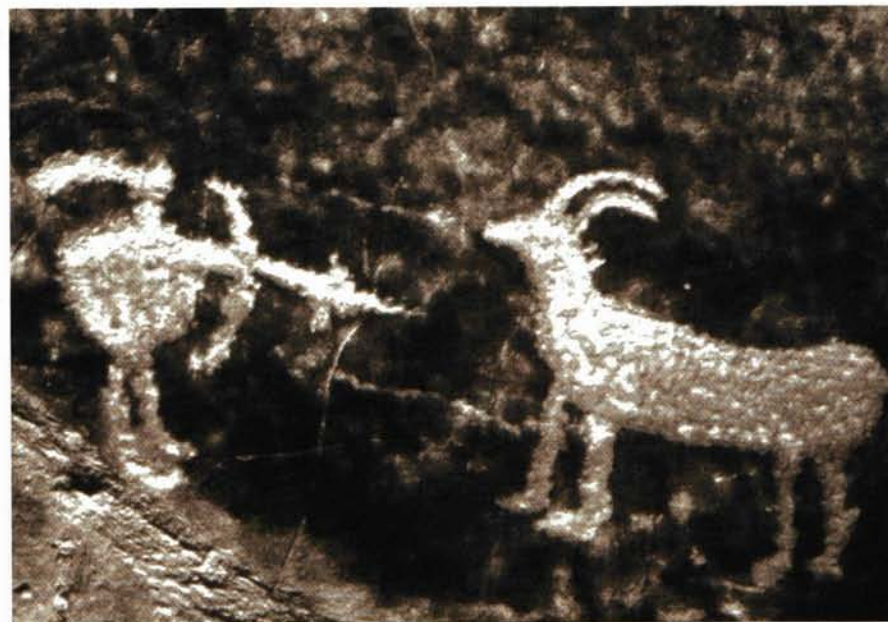
Knowing the location, character, and significance of cultural resources and the values people attribute to them is the first step in making good management decisions. This is particularly crucial in fragile areas, areas subject to development pressures and resource degradation, and with resource types that are underrepresented in the national historic preservation program. Many areas have never been invento-

ried and their resources are unknown and unevaluated. Identification and inventory efforts support the understanding of the larger universe of cultural resources against which individual resources can be evaluated. We need to recognize that natural resources also are given cultural meanings by associated groups, and understand and research them in terms of traditional values.

### HOW

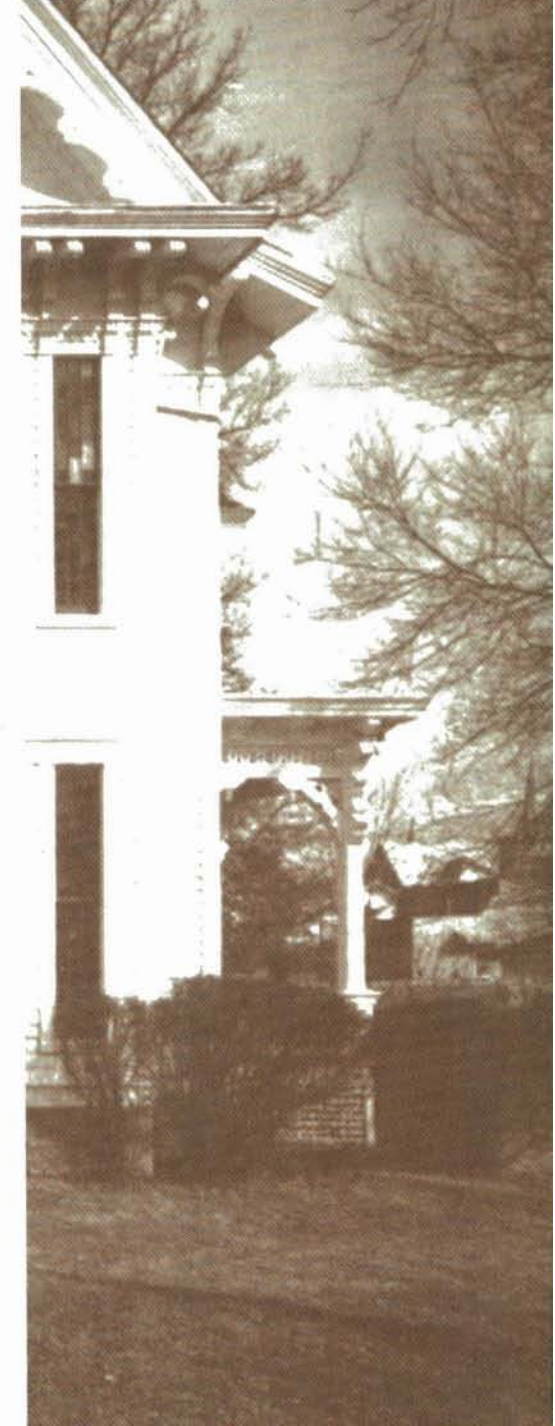
Those who collect this information must adhere to the highest levels of professional and scholarly stan-

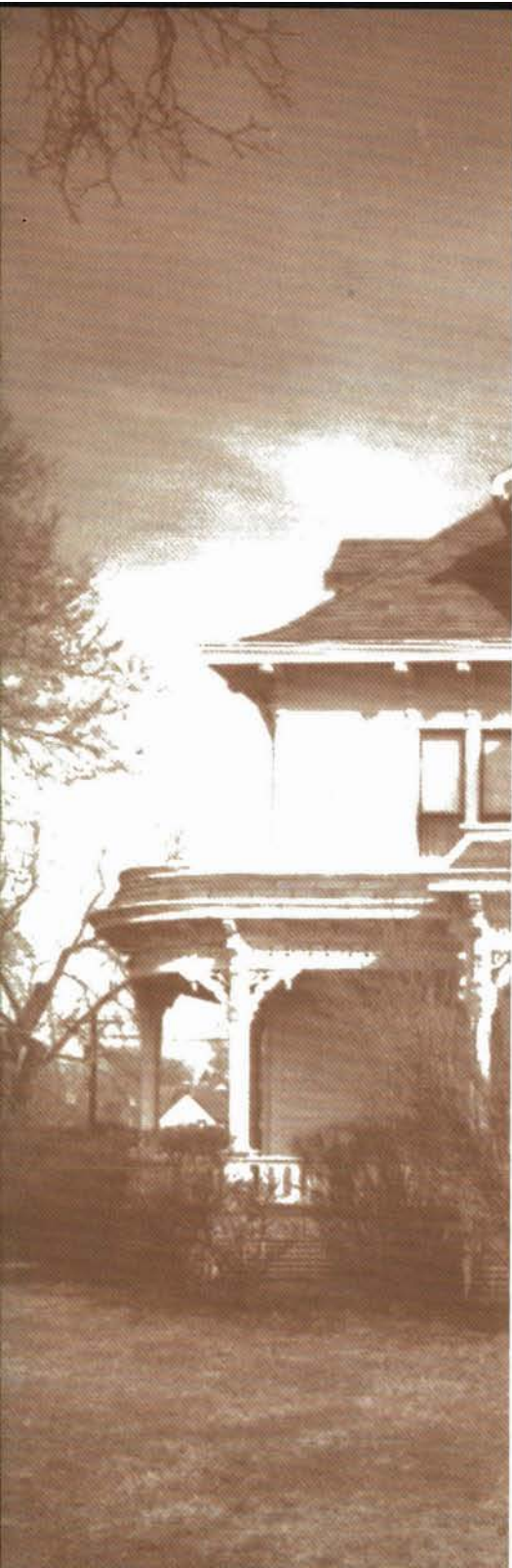
dards in order to ensure the quality and reliability of the data collected. The data must include information about the characteristics of the resource, its history and significance, its location, and its cultural meanings to the people who made or used, and may still use, it. In the process of collecting this data, affected parties and communities must be consulted and traditional cultural authorities actively involved where applicable. Much of our existing cultural resources databases must be updated and converted to electronic form so that they can be manipulated, used by a wide variety of customers, and retrieved



*Petroglyphs are an example of a fragile resource type that should be identified and inventoried. (Chris Brown, NPS)*

## Research





quickly. New information is being placed directly into computerized databases that can be folded into larger information management systems. Consolidated or at least compatible databases for cultural resources are essential. Using the latest technology in the collection and management of data will allow for more complete information to be made available for decision-making and for a baseline to be recorded for monitoring the condition of resources. Guidance on using this collected information must be available in print and electronically and disseminated widely to potential users.

## 2. KNOW WHAT IS IMPORTANT

Throughout the nation, important cultural resources are located, evaluated, documented, and registered using the highest standards of scholarship in cost-effective ways and in a manner consistent with their significance and community values. [CRSP, III.A.]

### WHY

Knowing which cultural resources are significant and most threatened enables decision-makers to set priorities and allocate scarce financial and human resources. This

information also allows for the development of creative strategies and partnerships to address critical issues.

### HOW

Cultural resources must be surveyed, documented, and registered according to their significance and respective criteria. They also must be evaluated within the contexts of park and community values. Cultural resources staff must address broad park and community contexts and make vigorous efforts to address types of properties and other resources that are under-represented in the historic preservation field.



*The preservation of historic commercial main streets like this one in Shamokin, Pennsylvania, is important to strengthening communities nationwide. (Library of Congress, Prints and Photographs Division, U.S. News & World Report Magazine Collection, LC-U9-25787A)*



**P**lanning for the protection of cultural resources entails integrating information into the decision-making process, allocating staff and financial resources according to the needs of cultural resources in parks and communities, providing appropriate training and technical assistance, using available protections and incentives, and developing appropriate treatments. It also involves consulting with affected groups, related governmental agencies, and private entities.

## 1. MANAGE MORE EFFECTIVELY

Cultural resources are managed within a broad context based on adequate scholarly and scientific information.  
[CRSP, I.B.]

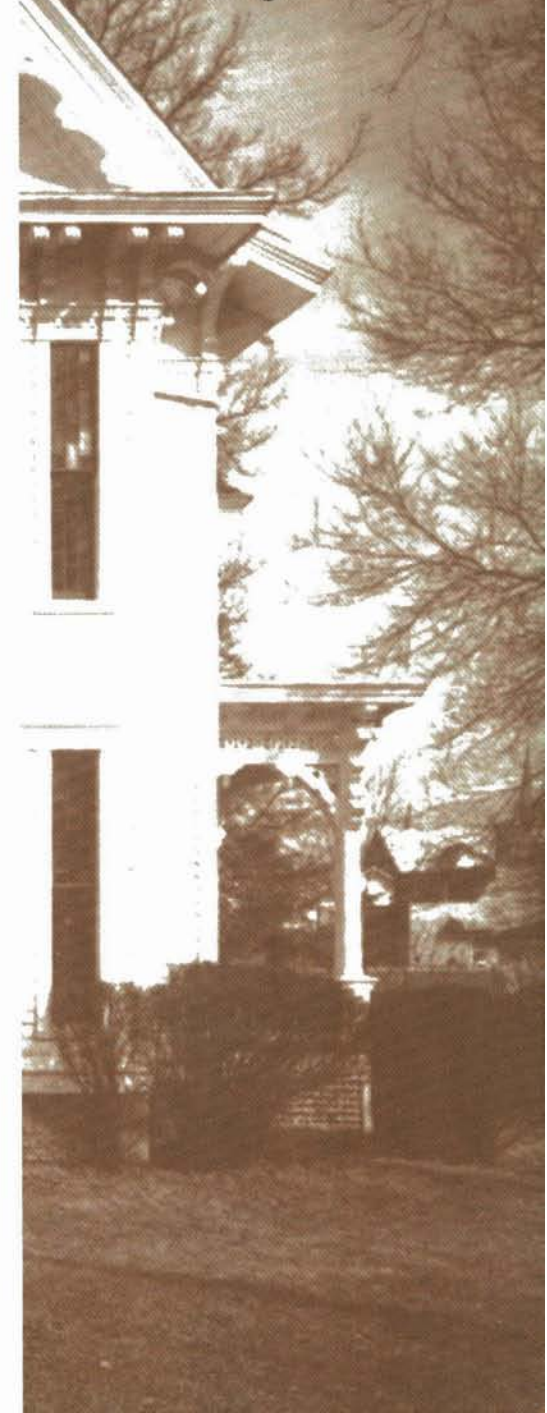
### WHY

One of the best ways to ensure the protection of cultural resources is to identify the most appropriate options for their use and management and encourage viable uses. In some instances, because of the exceptional qualities and educational potential of a resource, public visitation and access are the most appropriate uses. In other cases, maintenance



*The magnificent Philadelphia City Hall is a designated National Historic Landmark and continues its service as the center of Philadelphia's municipal government. (Jack E. Boucher, NPS)*

## Planning





by an occupant or other steward or adaptive use are the most appropriate and effective means of protection. For some extremely fragile resources, access and visitation may further erode their condition. For these, their story can be shared through other means. Considering the context requires us to acknowledge that cultural resources are also embedded in ecosystems that include living communities along with natural habitats.

## HOW

Human and financial resources must be allocated according to the range of alternatives available to protect cultural resources. These decisions must be consistent with park and community values and according to the highest standards of scholarship and professionalism.

## 2. CREATE A BETTER TOOLBOX

Significant historic properties are protected, preserved, and used in a manner responsive to their significance and community values and consistent with appropriate scholarly and professional standards. [CRSP, III.B.]



*The Brandeis School in Louisville, Kentucky, was rehabilitated and transformed into housing through the use of the NPS Preservation Tax Incentives and the Low Income Housing Tax Credits. (New Directions Housing Corporation)*

## WHY

The National Park Service cannot protect all cultural resources, but it can help others to do so by providing and participating in a broad range of protection activities, incentives, and technical assistance that make up the cultural resources toolbox. NPS cultural resources staff and partners then can use the tools to best address their own unique circumstances.

## HOW

Many tools already exist to assist with cultural resource protection. However, not all those who need the tools know about them. Some tools also could be simplified and made more available through print and various electronic media. Those who provide tools should ensure that they are communicated as widely as possible to those who need them and that they are understandable to potential users. Appropriate training and technical assistance must accompany these tools to ensure

their effective use. NPS and its partners should seek to use existing tools more effectively and creatively, develop new tools that complement and build upon existing ones, and ensure that these tools address emerging challenges. These tools should be packaged and marketed widely to potential users.

### 3. CONTRIBUTE TO A SUSTAINABLE ENVIRONMENT

NPS appropriately applies sustainable practices to cultural resources management. [CRSP, IV.A.]

#### WHY

Cultural resources exist throughout the nation. The vast majority of them — such as owner-occupied historic buildings — are not threatened. Existing transportation routes and city plans tie these resources to places of work, shopping, education, and recreation. The continued use or reuse of these resources and their related physical infrastructure will rejuvenate older areas, address the immense cost of sprawl, and prevent further degradation of the natural environment.

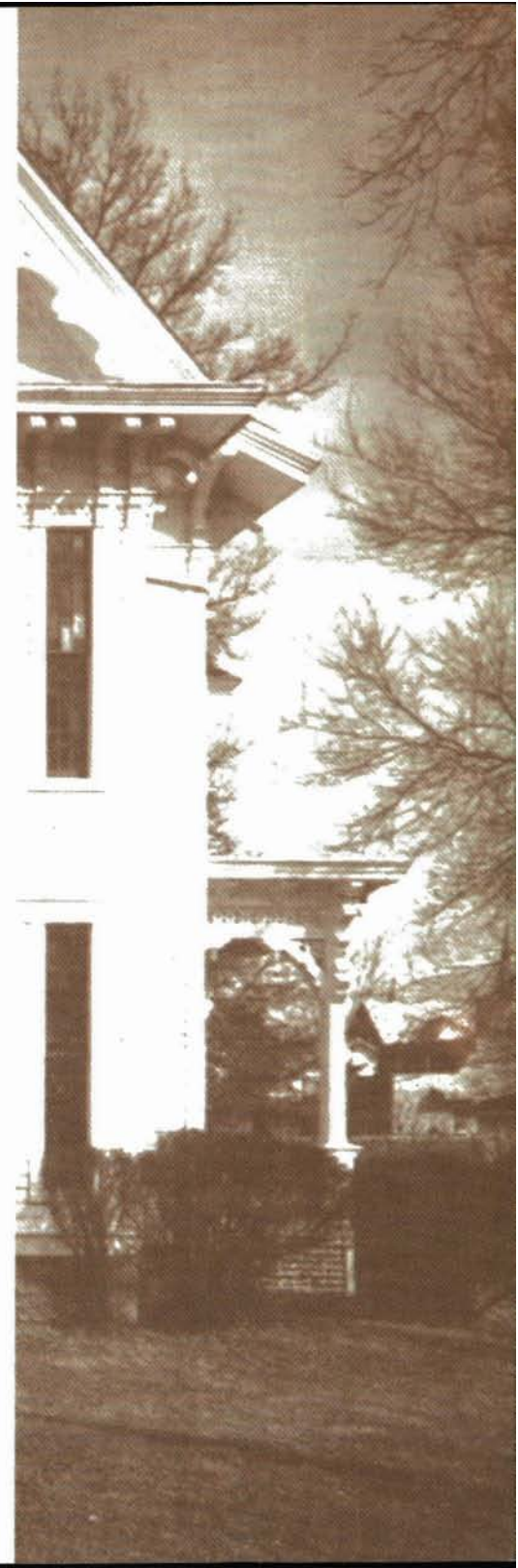


*In the past three decades, Pittsburgh, Pennsylvania has rehabilitated historic buildings and structures, added new buildings to its skyline, and reclaimed itself from decline and pollution. (NPS)*

#### HOW

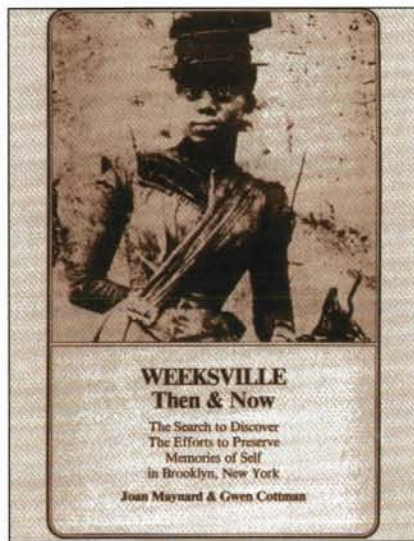
Sustainable environments provide for a high quality of life, are virtually self-supporting, and support regional and national economies. NPS and its partners should develop demonstration projects

and disseminate information on the importance of historic preservation in contributing to sustainable environments. These projects will examine the role of cultural resources and existing infrastructure and preservation tools in contributing to sustainability.



## Education and Use

**C**ultural resources do not always speak for themselves. Intermediaries are required to convey their history, context, and values. As one of the nation's most prominent stewards of cultural resources, NPS, together with its partners, should enhance the understanding of cultural resources nationwide to the public. The highest standards of scholarship should be adhered to in the development and delivery



*The Weeksville preservation project of the Society for the Preservation of Weeksville & Bedford-Stuyvesant History, Brooklyn, New York, is one of the pioneers in the documentation and preservation of African American heritage. (Society for the Preservation of Weeksville & Bedford-Stuyvesant)*

of all NPS educational programs and products. In addition, information on cultural resources should be made more accessible to all decision-makers and the public.

## 1. TEACH THE BIG PICTURE

The highest standards of scholarship are adhered to in the development and delivery of all NPS educational programs and products. [CRSP, II.A.]

The general public learns about and understands the significance of cultural resources and supports their preservation for future generations. [CRSP, II.B.]

All Americans are engaged in an ongoing dialogue about the importance of preserving the tangible remains of our diverse past as an affirmative act of citizenship and how that material culture embodies larger communal and societal values. [CRSP, III.C.]

## WHY

Cultural resources are among the most compelling vehicles for examining the nation's heritage. Whether on the scale of the Statue of Liberty or the Charleston Historic District, SC, or collections at Gettysburg

National Military Park, or culturally meaningful natural features such as Devils Tower National Monument, cultural resources can be used in interpreting the history of immigration, antebellum life, or the Civil War and its aftermath, or the continuing cultural role played by natural resources. Physical places and material culture provide tangible evidence of many facets of history. Learning about it is an affirmative act of citizenship.

## HOW

Cultural resources can be used for formal education as well as education directed at general audiences. NPS should facilitate the use of cultural resources in the range of curriculum needs in history, civics, geography, social studies, art, and other subjects through published and audiovisual materials. It also should develop electronic field trips to use the national parks and other cultural resources throughout the nation in classroom instruction, even if students do not visit the actual places. For all audiences, on-site interpretation can be supplemented with publications, audiovisual products, and access to cultural resources information over the Internet.

## 2. PROVIDE GREATER ACCESS TO INFORMATION

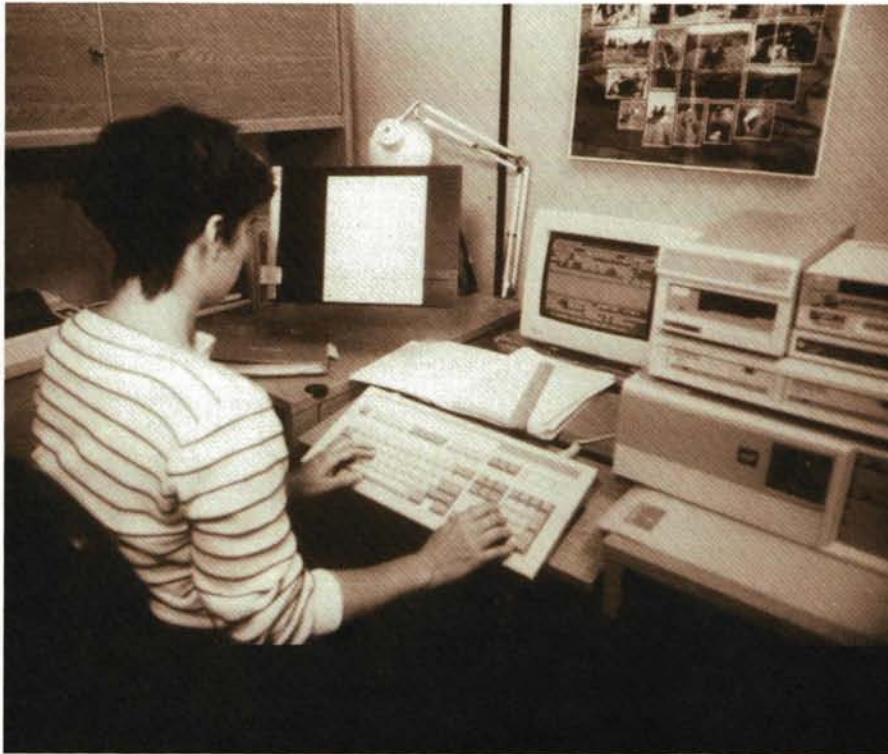
NPS is a responsive, efficient, and accountable organization with all systems integrated to enhance productivity and cost-effectiveness. [CRSP, IV.B.]

### WHY

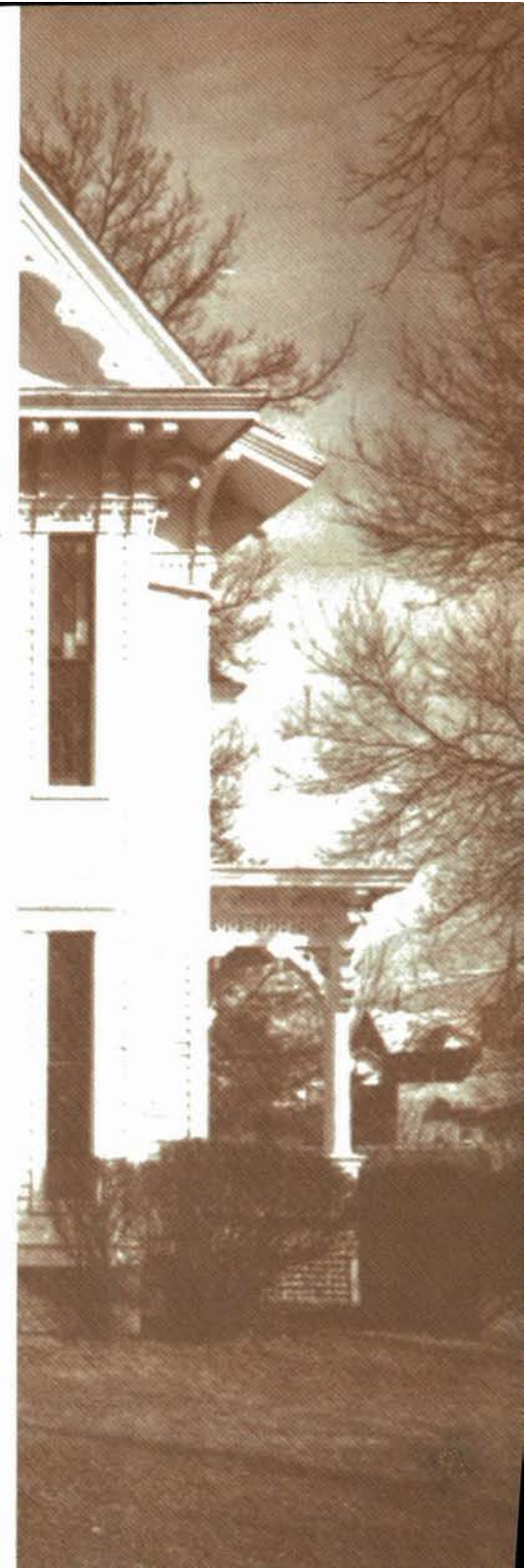
The more that cultural resource information is available to decision-makers, the more likely it is that this information will influence the course of public policy. Access to this information also facilitates its use for research, interpretation, economic revitalization, tourism, and recreation initiatives.

### HOW

NPS and its partners must invest in the marketing, information dissemination, and technological infrastructure that will bring cultural resources information to all users, many of whom obtain information through the media, outreach, and the Internet. The information must be available to a wide range of inquiries. In addition, the information should be adaptable for Geographic Information Systems (GIS) users, who can map the location of cultural resources and their relationship to other layers of information.



*NPS and its partners must invest in the management of cultural resources information so that this information is available to decision-makers. (NPS)*



## Organization and Partnerships

**A**s NPS nears its first century, it is facing unprecedented challenges. Never before has there been such a need to protect cultural resources and to keep them in active use. However, never before have financial resources been so stretched to meet these growing needs. Clearly, NPS must change in order to retain its leadership role in the management of our nation's cultural heritage.

## 1. RENEW ORGANIZATIONAL COMMITMENT

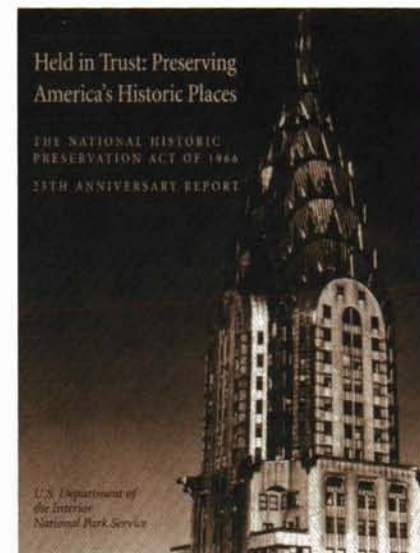
NPS employees are motivated and outcome-oriented, working together in efficient and effective ways. They are representative of the national workforce. All employees are fully trained to ensure their professionalism and support for the NPS mission. [CRSP, IV.C.]

### WHY

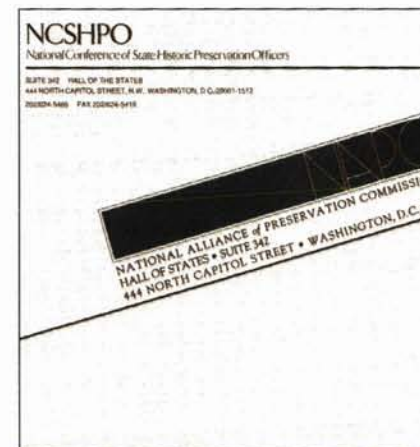
NPS must recommit itself to its core mission of conserving cultural resources throughout the nation for future generations.

### HOW

Strategic planning is not a static activity. NPS must rethink its strategies periodically in order to accurately assess the challenges before it, how it intends to meet these challenges, and what changes in organizational structure are required. This dynamic process of change will facilitate increased organizational effectiveness and responsiveness. NPS must commit itself as an agency and as a partner to the highest standards of professional conduct and ethics. NPS must support opportunities and training to enhance the professional develop-



*By 1991, the national historic preservation movement could look back upon 25 years of achievement and look forward to new challenges. (NPS)*



*The NPS cultural resources programs are operated in partnership with other government entities and private organizations. (NPS)*

ment of its employees in their disciplines and areas of responsibility.

## 2. INTEGRATE WITH OTHER SYSTEMS AND PROCESSES

Historic preservation goals and interests are integrated effectively at the local, state, tribal, and national levels of decision-making to secure a balanced voice for preserving the tangible remains of our past within larger decision-making arenas. [CRSP, III.D.]

Use of partnerships, volunteers, grants, and donations, with and from other agencies and organizations, increases NPS managerial ability. [CRSP, IV.D]

### WHY

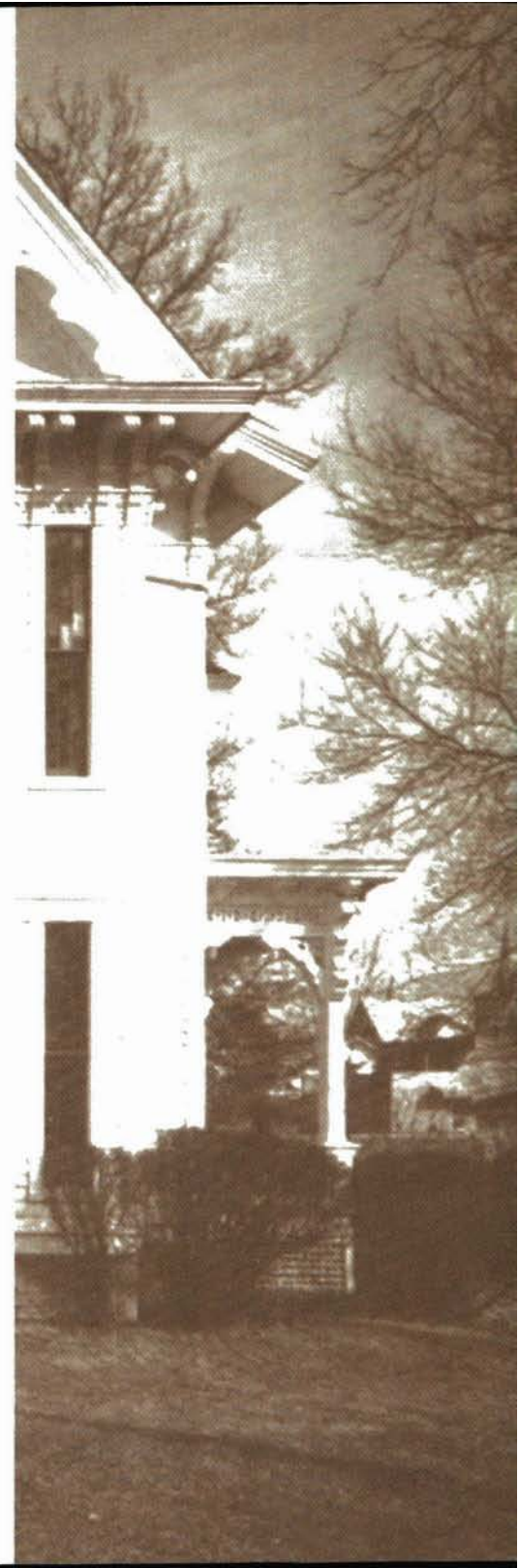
NPS activities are not conducted in isolation. Not even the remotest national parks are free from influences far beyond its borders. It is imperative that NPS participate in the decision-making process in all communities and in all public forums in which the fate of parks and the nation's cultural resources are at stake.

### HOW

NPS and other preservation interests must become full partners and equal players in organizations devoted to growth management, land use, and public policy outside NPS.



*Consultation with cultural groups, such as American Indian tribes, is important in preserving their cultural traditions. (Smithsonian Institution)*



# Long-Term Goals

**T**he following long-term goals outline actions to be taken between now and September 30, 2002. The long-term goals are organized according to the goal categories of the National Park Service Strategic Plan and the requirements of the Government Performance and Results Act (GPRA). The long-term goals of the NPS Strategic Plan have been focussed and amplified to better delineate NPS cultural resources responsibilities. These goals and measures will frame the development of individual action plans for each of the NPS stewardship and partnership programs and provide guidance to parks and partners for defining their specific cultural resource management strategies.

## GOAL CATEGORY I. PRESERVE PARK RESOURCES

### A. Cultural resources are protected, preserved, and maintained in good condition.

1. By September 30, 2002, cultural resources will continue to be inventoried and evaluated in accordance with current standards, resulting in the following increases:

- The number of sites recorded in the archeological site information management system will be increased by 5%.
- Initial cultural landscape inventories will be completed for 50% of all national park units.
- The ethnographic component of the Cultural Sites Inventory will be established and recording initiated.
- The number of museum objects in the National Catalog of Museum Objects will increase by 10%.
- The number of structures listed in the List of Classified Structures will increase by 15%.

2. By September 30, 2002, the number of National Register nominations documenting eligible park cultural resources will increase by 5%.

3. By September 30, 2002, 50% of parks will have a professionally-supported program in place to inspect and monitor all known cultural resources.

4. By September 30, 2002, 50% of all structures listed in the List of Classified Structures will be in good condition.

5. By September 30, 2002, 50% of all cultural landscapes listed in

the Cultural Landscapes Inventory will be in good condition.

6. By September 30, 2002, 68% of preservation and protection conditions in park museum collections will meet professional standards.

7. By September 30, 2002, 50% of the recorded archeological sites will be in good condition.

8. By September 30, 2002, 15% of all parks known to be associated with diverse social and cultural groups, including American Indian tribes, Alaska natives, or Native Hawaiian groups, will have initiated a systematic ethnographic and consultation program.

### B. Cultural resources are managed within a broad context based on adequate scholarly and scientific information.

1. By September 30, 2002, all cultural resources will be evaluated and interpreted within a broad cultural context.

2. By September 30, 2002, 50% of all parks will develop or execute memoranda of agreement, resource documentation studies or plans, interpretation, training, or similar activities with public and private sector partners in support of joint management and interpretation of resources beyond park boundaries.



3. By September 30, 2002, all park planning initiatives will be based on adequate cultural resource information, including an approved Resource Management Plan that addresses all known cultural resources.

4. By September 30, 2002, 15% of all parks will have systematically identified the cultural groups relevant to park management and will have developed programs and/or agreements with those groups.

**C. NPS contributes to knowledge about cultural resources and human populations.**

1. By September 30, 2002, all cultural resource reports funded by NPS will be prepared by individuals who meet the Secretary of the Interior's Historic Preservation Professional Qualifications Standards within their professional field or other applicable standards.

2. By September 30, 2002, 50% of all NPS cultural resources research is published or made available to the public through other appropriate media.

## **GOAL CATEGORY II: PROVIDE FOR THE PUBLIC ENJOYMENT AND VISITOR EXPERIENCES OF PARKS**

**A. The highest standards of scholarship are adhered to in the development and delivery of all NPS educational programs and products.**

1. By September 30, 2002, all new public statements and materials developed and promulgated by the parks reflect the significance of the parks' cultural resources in local and regional contexts.

2. By September 30, 2002, 50% of all current research activities and results of NPS research are widely distributed through the most efficient media.

3. By September 30, 2002, all new NPS scholarly, educational, and technical publications will have received peer review.

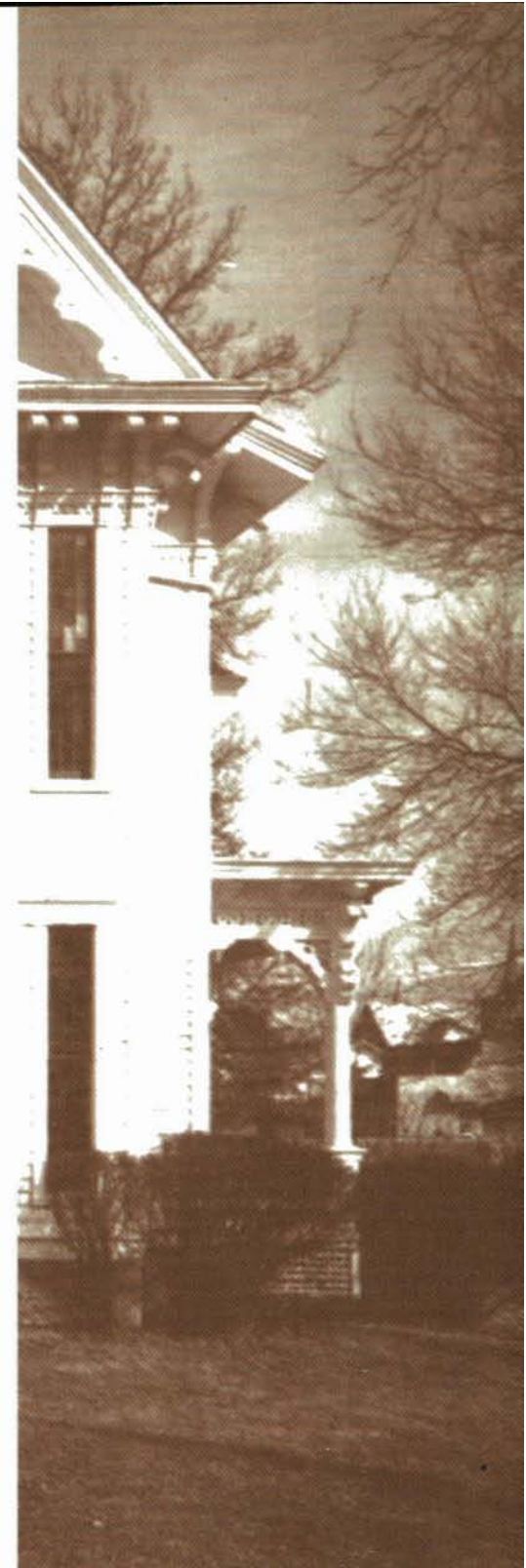
**B. The general public learns about and understands the significance of cultural resources and supports their preservation for future generations.**

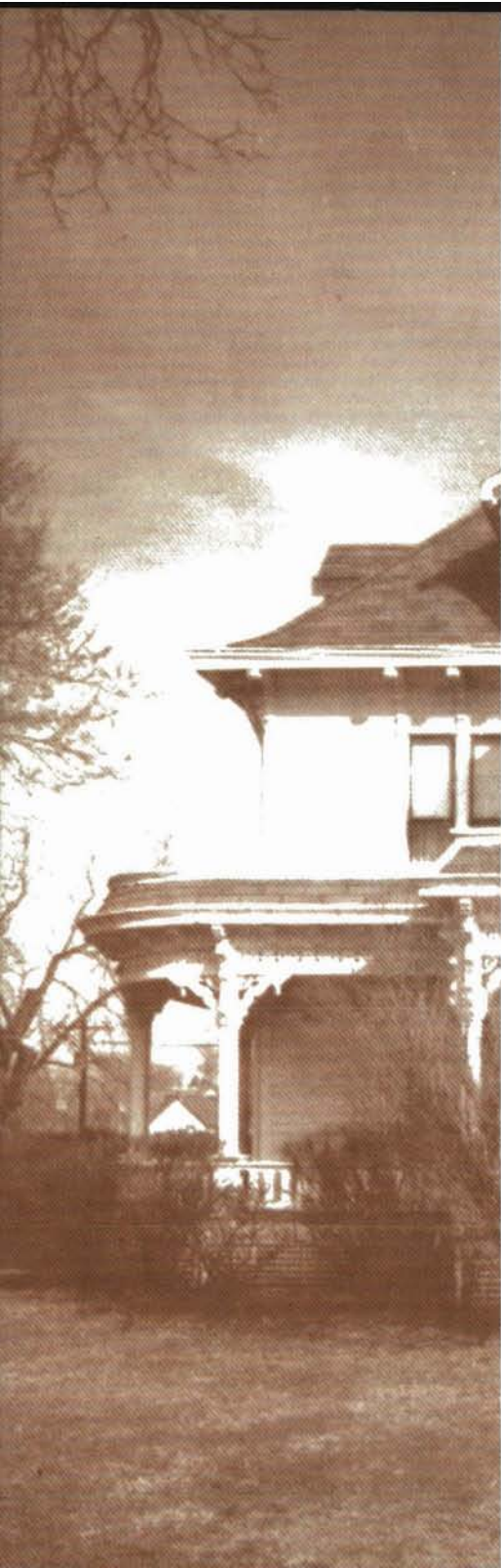
1. By September 30, 2002, the wealth and diversity of the cultural resources managed by NPS are reflected in publications and other information available to the public and visitors.

2. By September 30, 2002, the majority of visitors are satisfied with the availability, accessibility, and quality of park facilities and services relating to cultural resources.

## **GOAL CATEGORY III: STRENGTHEN AND PRESERVE NATURAL AND CULTURAL RESOURCES AND ENHANCE RECREATIONAL OPPORTUNITIES MANAGED BY PARTNERS**

**Assisted through federal funds and programs, cultural resources are preserved, protected, and maintained in good condition through formal partnerships. Our nation's heritage is best preserved for all Americans through the efforts of a broad range of partnerships involving the public and private sectors at the local, state, tribal, and national**





**levels in the preservation of our nation's rich and diverse heritage.**

**A. Throughout the nation, important cultural resources are located, evaluated, documented, and registered using the highest standards of scholarship in cost-effective ways and in a manner consistent with their significance and community values.**

1. By September 30, 2002, NPS and its partners will focus identification and documentation efforts in areas where modern land use threatens archeological and historic properties.

2. By September 30, 2002, NPS and its partners will focus identification and documentation efforts on property types that are under-represented in existing inventories.

3. By September 30, 2002, NPS and its partners will develop more cooperative efforts for the identification and documentation of archeological and historic properties and collections among partners in the national historic preservation program.

**B. Significant historic properties and material culture are protected, preserved, and used in a manner responsive to their significance and community values and consistent with appropriate scholarly and professional standards.**

1. By September 30, 2002, NPS and its partners will focus on protecting historic and archeological properties in areas threatened by high growth, abandonment, or other significant land use changes.

2. By September 30, 2002, NPS and its partners will facilitate an increase in the number of governments providing legal tools and incentives to protect historic resources.

3. By September 30, 2002, NPS and its partners will develop more flexible and broadly applicable protection tools that incorporate resource preservation standards and community values.

**C. All Americans are engaged in an ongoing dialogue about the importance of preserving the tangible remains of our diverse past as an affirmative act of citizenship and how that material culture embodies larger communal and societal values.**

1. By September 30, 2002, NPS and its partners will teach young people about our nation's prehistoric and historic places and material culture so they will learn about and become good stewards of this irreplaceable heritage.

2. By September 30, 2002, NPS and its partners will assure that information about historic places gathered for identification, registration, and protection is widely

available to educators, students, researchers, tourists, and the general public.

3. By September 30, 2002, NPS and its partners will focus attention on educating people about historic places that demonstrate the contributions of the diverse groups that have played a role in American history and prehistory.

**D. Historic preservation goals and interests are integrated effectively at the local, state, tribal, and national levels of decision-making to secure a balanced voice for preserving the tangible remains of our past within larger decision-making arenas.**

1. By September 30, 2002, NPS and its partners will ensure that historic preservation has an effective voice in strategic, growth management, or public policy planning at the local, State, tribal, or federal levels.

2. By September 30, 2002, NPS and its partners will develop effective public policy that supports historic preservation goals and priorities and that integrates effectively the discipline-based interests inherent in the practice of historic preservation today.

3. By September 30, 2002, NPS and its partners will use rapidly evolving advances in technology, information management, and telecommunications to advocate

and ensure historic preservation activities are considered within the land-use planning and public policy arenas, e.g., Geographic Information Systems (GIS), computer database management, etc.

## **GOAL CATEGORY IV: ENSURE ORGANIZATIONAL EFFECTIVENESS**

### **A. NPS appropriately applies sustainable practices to cultural resource management.**

1. By September 30, 2002, all treatment projects on historic structures will incorporate sustainable practices to the extent that they do not compromise the Secretary of the Interior's Standards.

2. By September 30, 2002, all treatment projects on cultural landscapes will incorporate sustainable practices to the extent that they do not compromise the Secretary of the Interior's Standards.

### **B. NPS is a responsive, efficient, and accountable organization with all systems integrated to enhance productivity and cost effectiveness.**

1. By September 30, 2002, 90% of projects supported by cultural

resources funds will meet target dates and objectives and be completed within budgets.

2. By September 30, 2002, substantial progress will be made in linking and providing access to cultural resource data.

### **C. NPS employees are motivated and outcome-oriented, working together in efficient and effective ways. They are representative of the national workforce. All employees are fully trained to ensure their professionalism and support for the NPS mission.**

1. By September 30, 2002, all cultural resource professionals in the NPS will meet the Secretary of the Interior's Professional Qualifications Standards or other applicable standards in the disciplines for which their position has been classified.

2. By September 30, 2002, all parks will have up-to-date Resources Management Assessment Programs.

3. By September 30, 2002, NPS will develop and implement a program designed to inform under-represented groups about professional cultural resources careers.

4. By September 30, 2002, parks will have access to a full range and appropriate numbers of cultural resources staff, including

historical architects, historical landscape architects, historians, architectural historians, curators, archeologists, and ethnographers, who meet the Secretary of the Interior's Professional Qualification Standards or other applicable qualification standards.

5. By September 30, 2002, all employees who work with cultural resources are afforded annual opportunities for training and professional development.

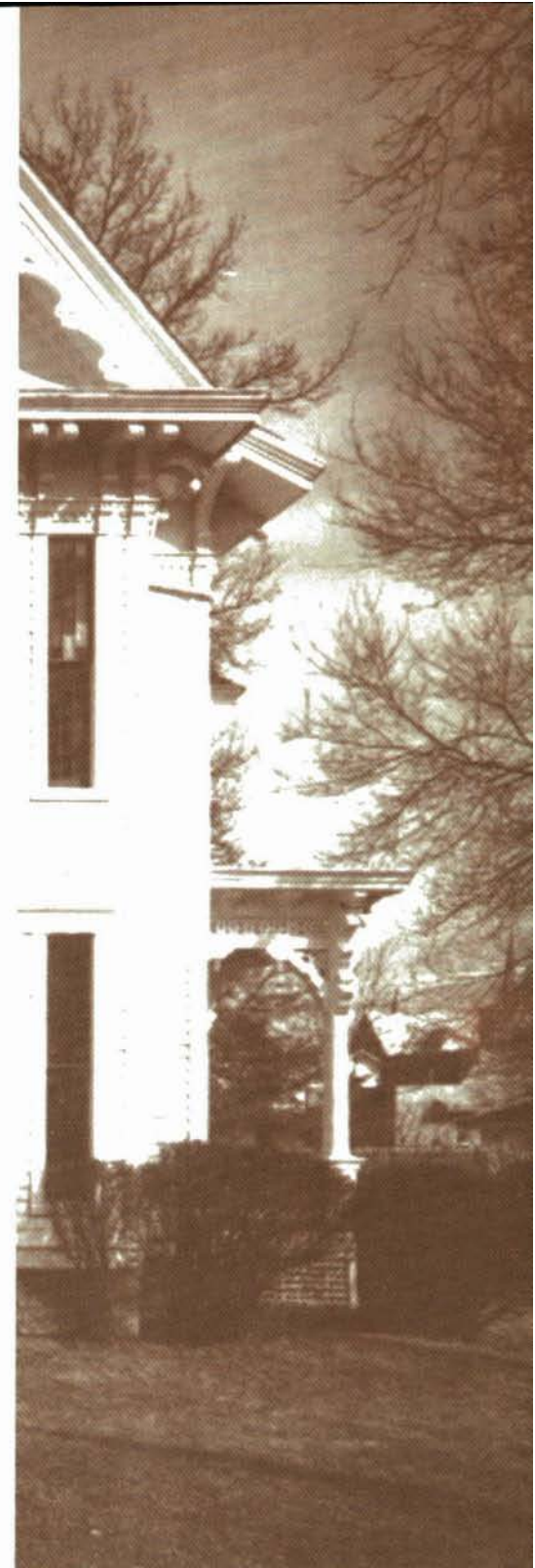
6. By September 30, 2002, the NPS will implement "Resources Careers."

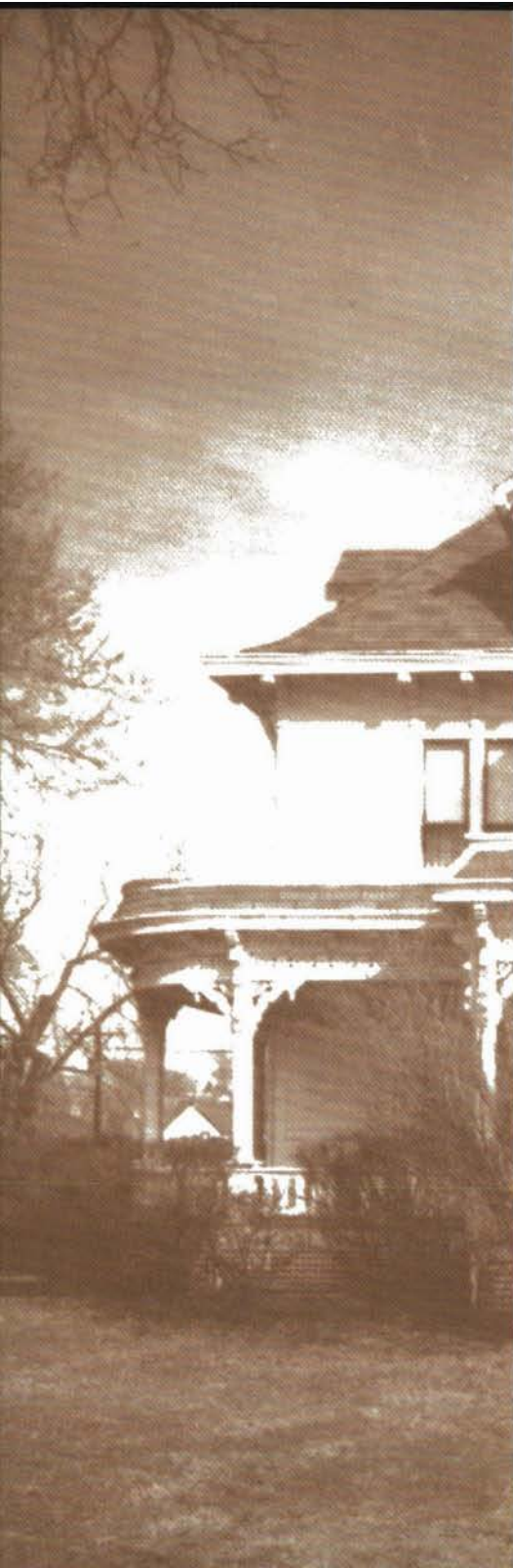
7. By September 30, 2002, all cultural resources positions are classified and filled according to Office of Personnel Management (OPM) standards.

8. By September 30, 2002, all NPS staff are afforded opportunities for training regarding diverse cultures and cultural resource management.

### **D. Use of partnerships, volunteers, grants, and donations, with or from other agencies and organizations, increases NPS managerial ability.**

1. By September 30, 2002, the amount of non-NPS support, in-kind gifts, and volunteer hours devoted to the preservation, protection, and interpretation of park cultural resources will increase by 5%.





2. By September 30, 2002, all recognized National Park Friends groups with an interest in management of cultural resources will have a memorandum of understanding or other partnership agreement in place with the parks they support.

3. By September 30, 2002, NPS will have reviewed and developed recommendations for revision of all principal regulations, policies, and procedures to facilitate more effective use of partnership opportunities, volunteers, grants, and donations in support of cultural resource programs.

4. By September 30, 2002, all NPS parks and programs will work cooperatively with partners to identify, protect, and interpret the nation's cultural resources.



*The NPS Museum Management Program is responsible for policies, standards, and procedures for managing natural, cultural, archival, and manuscript materials in national parks. (NPS)*

## BACKGROUND

**T**he Yosemite Valley grant to the State of California in 1864 and the establishment of Yellowstone National Park in 1872 serve as the foundation of the National Park Service. Through the addition of new parks to the National Park System, the National Park Service increased its ability to protect the nation's cultural heritage. However, its ability to influence the protection of cultural resources outside of park units was limited. Until the 20th century, only local or regional private groups, or occasionally, local or State governments undertook historic preservation activities. Most of these activities focused on single-buildings associated with major historical figures and did not involve federal government incentives or programs. The only major exceptions to this rule were several Civil War battlefields, whose management was assigned to the War Department in the 1890s.

The earliest federal historic preservation statute was the **Antiquities Act** of 1906, which authorized the President to set aside historic landmarks, structures, and objects located on lands controlled by the United States as

national monuments. The law was intended to protect archeological sites on public land and allow only appropriate scientific investigations for the public benefit. Under this law, permits were issued to competent professionals. Criminal penalties were established for violations of the Act.

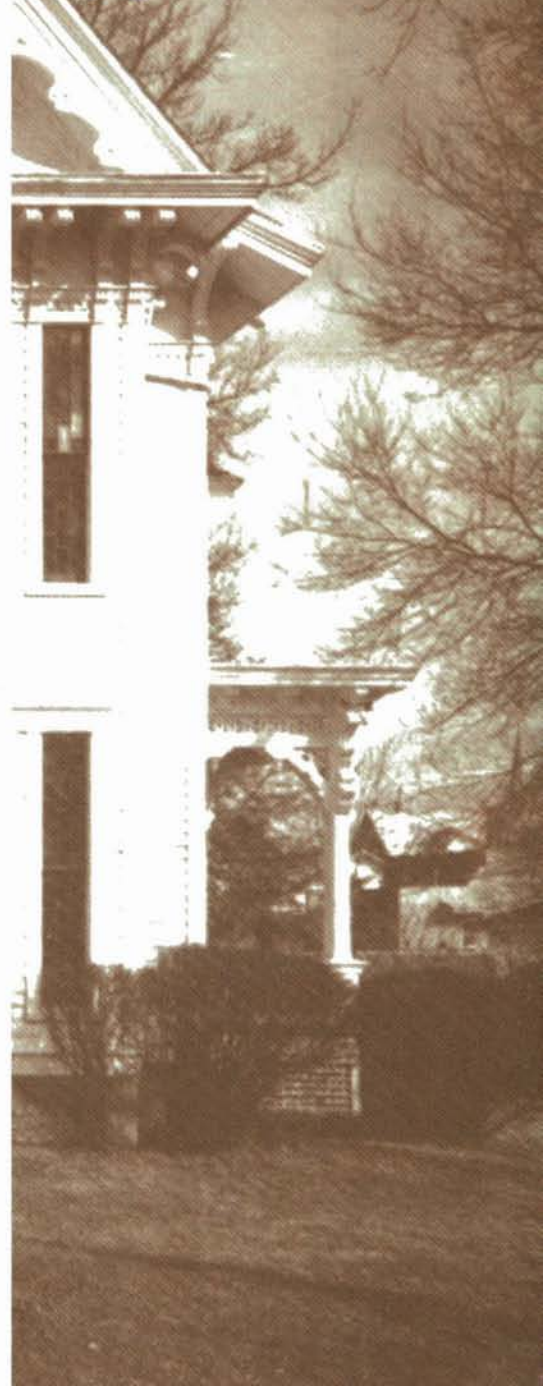
The **National Park Service** was created and organized in 1916 to manage the Nation's premier natural and historic areas, and battlefields, monuments, parks, and objects therein. With the creation of NPS, a cohesive management was provided for properties under the Department of the Interior's jurisdiction. In 1933, NPS took over major historic properties that had been under the War Department and the Forest Service. Historic preservation programs were seen as part of the Service's expanding mission, and directly relevant to the development of the federal government's expertise in this area. On that basis, the **Historic Sites Act** of 1935 was the second major piece of federal historic preservation legislation. This act declared it national policy to preserve for public use historic sites, buildings, and objects of national significance and directed the Secretary of the Interior to conduct various programs with respect to historic preservation, including the establishment of museums. This statute designat-

ed the National Park Service as a focus of federal historic preservation activity.

In 1964, the United States Conference of Mayors undertook a study of historic preservation activities and needs in the United States, in cooperation with the White House, the American Institute of Architects, the National Trust for Historic Preservation, and the National Park Service, among others. The resulting report, "With Heritage So Rich," revealed a growing public need for a national historic preservation program because of massive losses of historic buildings and entire neighborhoods, particularly caused by urban renewal and highway construction projects. This report influenced the Congress to enact a statute establishing a nationwide preservation policy: the **National Historic Preservation Act (NHPA)** of 1966.

While the Congress recognized that national goals for historic preservation could best be achieved by supporting the drive, enthusiasm, and wishes of local citizens and communities, it understood that the federal government must set an example through enlightened policies and practices and act as a catalyst to spur the private sector and governments at all levels. Through the substantive provisions of the

## Appendices





Act, Congress made the federal government a full partner and a leader in historic preservation. An underlying motivation in passage of the Act was to transform the federal government from an agent of indifference, frequently responsible for massive losses of historic resources, to a facilitator, an agent of thoughtful change, and a responsible steward of our heritage for future generations.

Since 1966, our definition of historic properties has evolved to encompass a much broader interpretation of American heritage, one that acknowledges the significance of the nation's diverse community heritage. Further, historic properties are now understood and appreciated as part of — not isolated from — the landscape in which they belong. Key legislation enacted since 1966, and for which the National Park

Service has assumed major program responsibilities, including the **Archeological and Historic Preservation Act** (1974), the **Archaeological Resources Protection Act** (1979), the **various tax reform and incentives acts** of the 1970s and 1980s, the **Abandoned Shipwreck Act** (1987), and the **Native American Graves Protection and Repatriation Act** (1990), have all expanded upon the basic foundation of the NHPA. NHPA itself has undergone substantial growth through amendments in 1976, 1980, and 1992, among others. It follows that with this more inclusive view of what historic properties are, how Americans relate to them, and the role of historic preservation in addressing the resulting issues, the challenges presented by their preservation and treatment have grown more complex and sophisticated.

**T**he National Park Service Cultural Resources Programs are carried out by national program centers, regional support offices, and the parks. Many of the programs are operated in partnership with other governmental entities and private organizations. The listing of programs below provides a sense of the organizational framework for cultural resources work within NPS, but is not definitive of the way in which the programs are implemented.

**American Battlefield Protection Program** supports the preservation of historic battlefields and related historic sites. The goals of the program are to protect battlefields and sites associated with armed conflicts fought on American soil that influenced the course of our national history and to encourage and assist all Americans in planning for the preservation, management, and interpretation of historic American battlefields and battle-related sites. The ABPP focuses on land use, cultural resource and site management planning, and public education.

**Archeology and Ethnography Program** provides guidance, information, national coordination, and technical assistance in archeology and ethnography. For archeology, the program provides national

leadership and coordination, including encouragement and support for the interpretation, management, preservation, and protection of America's archeological resources inside the National Park System and beyond it. This function includes carrying out the role of the Departmental Consulting Archeologist. The Applied Ethnography function guides and fosters the appropriate management, conservation, and use of park cultural and natural resources with traditional associations for Native American and other ethnic groups, including traditional park users. It also identifies, protects, and interprets cultural and natural resources that have traditional value for contemporary communities within existing and proposed units of the National Park System.

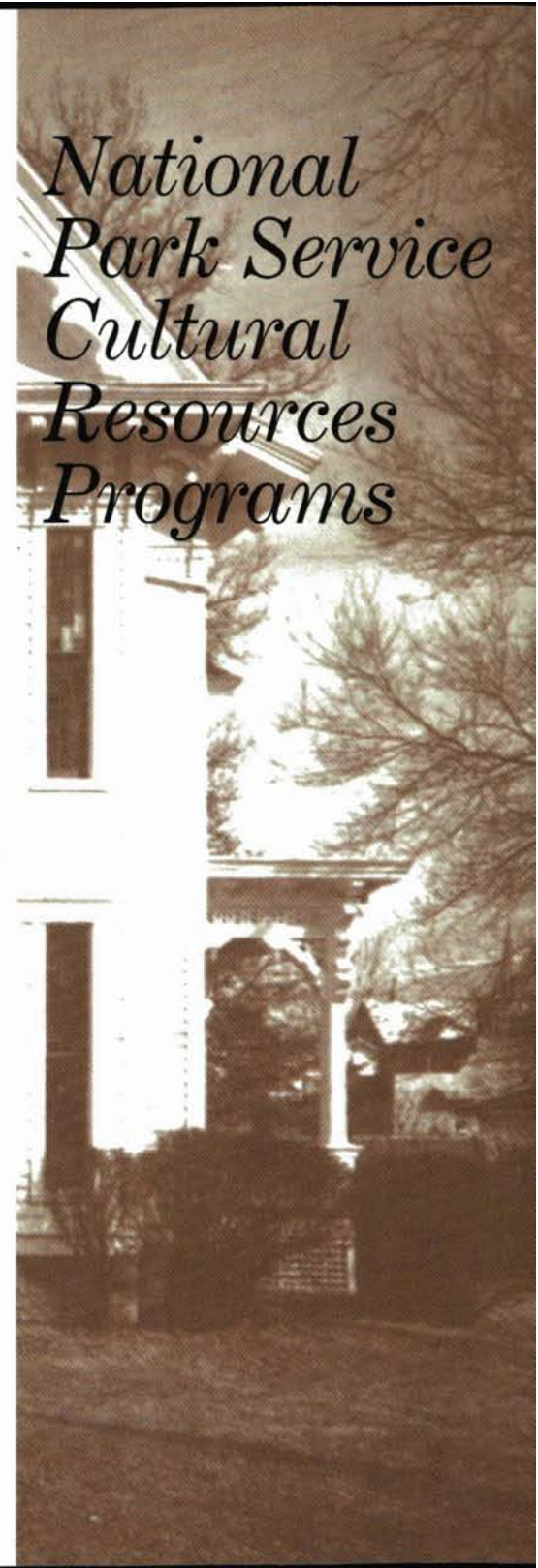
**Certified Local Governments Program** is a model and cost-effective local, state, and federal partnership that promotes historic preservation at the grassroots level across the nation. The program seeks to develop and maintain local historic preservation programs that will influence the zoning and permitting decisions critical to preserving historic properties and ensures the broadest possible participation of local governments in the national historic preservation program, while maintaining preservation standards established by the Secretary of the Interior.

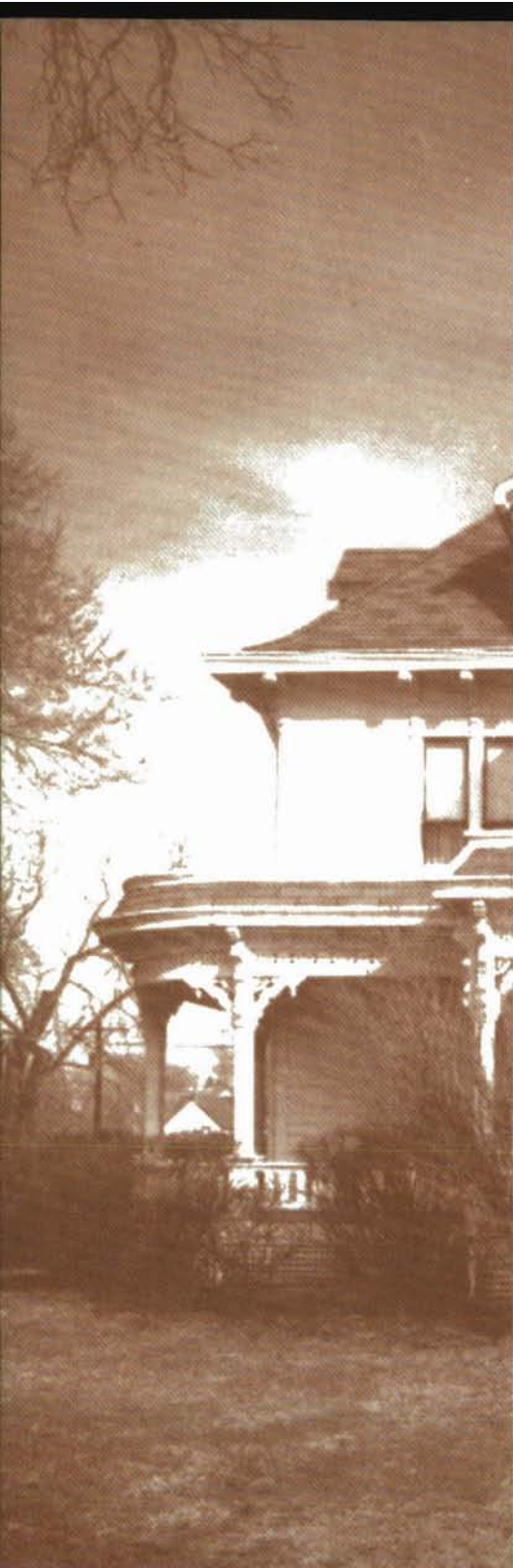
**Historic American Buildings Survey/Historic American Engineering Record (HABS/HAER)** reflects the federal government's commitment to preserve important architectural, engineering, and industrial properties through programs that document outstanding examples of this country's heritage. Project teams produce measured drawings, large-format photography, and written histories.

**Historic Landscape Initiative** promotes responsible preservation practices that protect our nation's irreplaceable legacy of historic landscapes, including designed landscapes and gardens as well as vernacular historic landscapes, farms, and historic battlefields. The HLI develops and disseminates guidelines for historic landscape preservation; produces innovative tools to raise the awareness of the general public; organizes training symposia and workshops; and provides technical assistance.

**Historic Preservation Fund** provides matching grants-in-aid to the States, Territories, Indian Tribes, and the National Trust for Historic Preservation to assist in their efforts to protect and preserve properties listed in the National Register of Historic Places and otherwise expand and accelerate their historic preservation activities. HPF grants serve as a catalyst and seed money for

# *National Park Service Cultural Resources Programs*





preserving the nation's irreplaceable heritage for this and future generations. It requires that States develop a comprehensive statewide historic preservation plan that prioritizes the State's preservation goals and assists our communities and public leaders in making sound judgments about protecting cultural resources throughout the nation.

**Museum Management Program** supports development and coordination of servicewide policies, standards, and procedures for managing museum collections, including natural, cultural, archival, and manuscript materials. The program provides staff advice, technical assistance, and professional development pertaining to museum collections acquisition, documentation, preservation, protection, use, and disposal for the National Park Service. It provides similar services to Department of the Interior bureaus. The program develops and maintains a Servicewide catalog and other statistics on museum collections. The National Catalog of Museum Objects is a computerized listing of cultural objects, natural history specimens, and archival and manuscript collections, that are in park museum collections. Parks complete catalog records and submit electronic copies to the National Catalog for aggregation.

**National Historic Landmarks** are designated by the Secretary of the Interior and acknowledged as our nation's most important historic and archeological properties. The National Historic Landmarks Survey manages the process by which these nationally significant historic properties are identified, evaluated, and designated through historical theme and special studies for their exceptional value in illustrating the nation's heritage. Through its National Historic Landmarks Assistance Initiative, NPS monitors the condition of these properties, and provides technical assistance and training to their owners and friends' groups.

**National Maritime Initiative** inventories and evaluates historic maritime resources, develops standards and priorities for their preservation, identifies appropriate federal and private sector roles in addressing priorities, provides maritime history expertise and technical preservation assistance, and leads in establishing the National Maritime Heritage Grants Program.

**National Register of Historic Places** is the official list of the nation's cultural resources worthy of preservation. The program expands and maintains the National Register and provides standards and educational materials used nationwide at every level as the basis for identifying and

evaluating cultural resources. It also makes information from the National Register widely available for use in planning, preservation, education, tourism, and research through demonstration projects, books, videotapes, the computerized National Register Information System (NRIS), travel itineraries, curriculum materials, the World Wide Web, and other means.

**Park Historic Structures and Cultural Landscapes Program** protects and preserves the historic and prehistoric structures and cultural landscapes in the parks of the National Park System through research to develop an adequate information base for the preservation of historic properties, planning to consider the historic values of all historic properties prior to assignment of use and determination of treatment, and stewardship to protect all historic properties for the next generation with no loss of integrity.

**Park History Program** provides leadership for historic preservation and the presentation of history throughout the National Park System. It promotes adherence to professional standards so that NPS effectively integrates the best of current historical scholarship into park research, education and interpretive programs, and park planning.



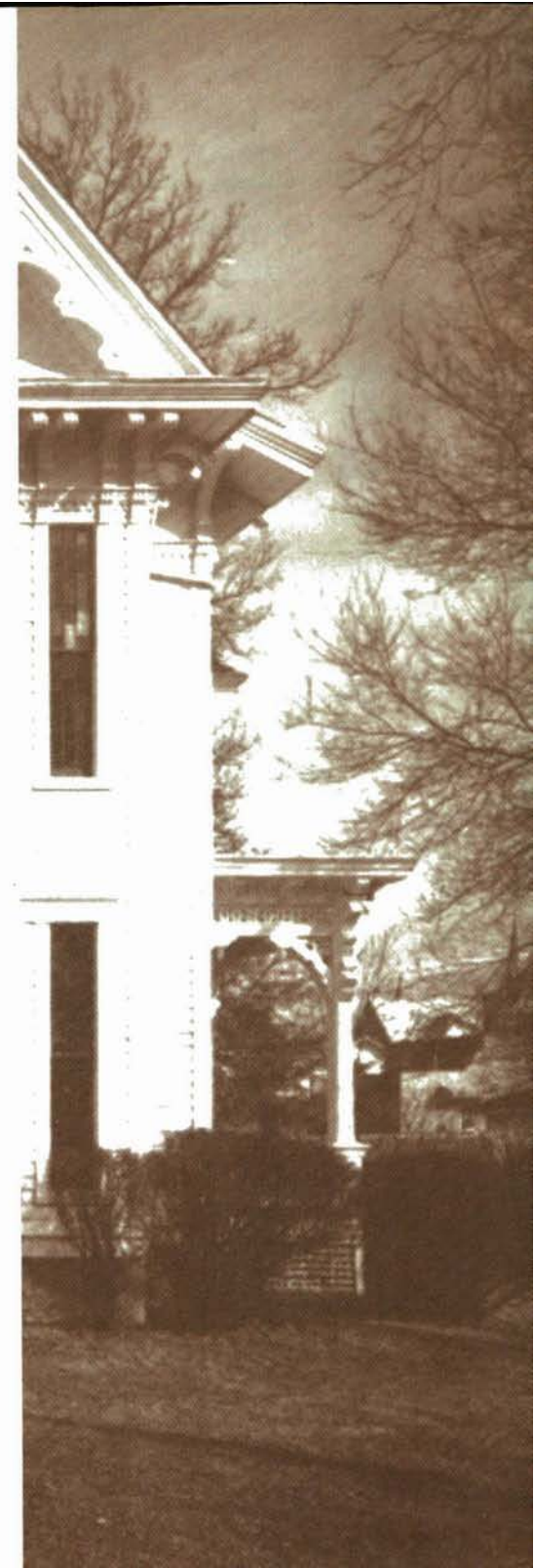
**Preservation Tax Incentives** is one of the federal government's most successful and cost-effective community revitalization programs. It fosters private sector rehabilitation of historic buildings, promotes economic revitalization, and provides a strong alternative to government ownership and management of such historic properties. The historic Preservation Tax Incentives are available for buildings listed in the National Register of Historic Places and certain local historic districts eligible for the National Register, which are rehabilitated according to standards set by the Secretary of the Interior.

**Technical Preservation Services** helps individuals, preservation professionals, organizations, and government agencies preserve and protect the nation's heritage by providing readily available education materials on preserving, restoring, and rehabilitating historic properties through such means as preservation briefs, technical notes, books, videos, and its home page on the World Wide Web. The Technical Preservation Services program is dedicated to improving the quality of work on

our nation's historic structures; promoting their long-term preservation; and fostering the responsible use of both traditional and innovative techniques in their care and maintenance.

**Tribal Preservation Program**

assists Indian tribes in preserving their historic properties and cultural traditions. The program originated in 1990, when Congress directed the National Park Service to study and report on the funding needs for the preservation of sites significant to Native Americans. The Tribal Preservation Program helps Indian tribes participate more fully in the national historic preservation program through direct grants that provide tribes with critical resources required to increase their capacity to protect their historic resources. Section 101(d) of the National Historic Preservation Act further provides for tribes to assume from State government a full range of statutory functions under that law on reservation land in recognition of tribal sovereignty in determining the future of cultural properties for future generations of tribal members.



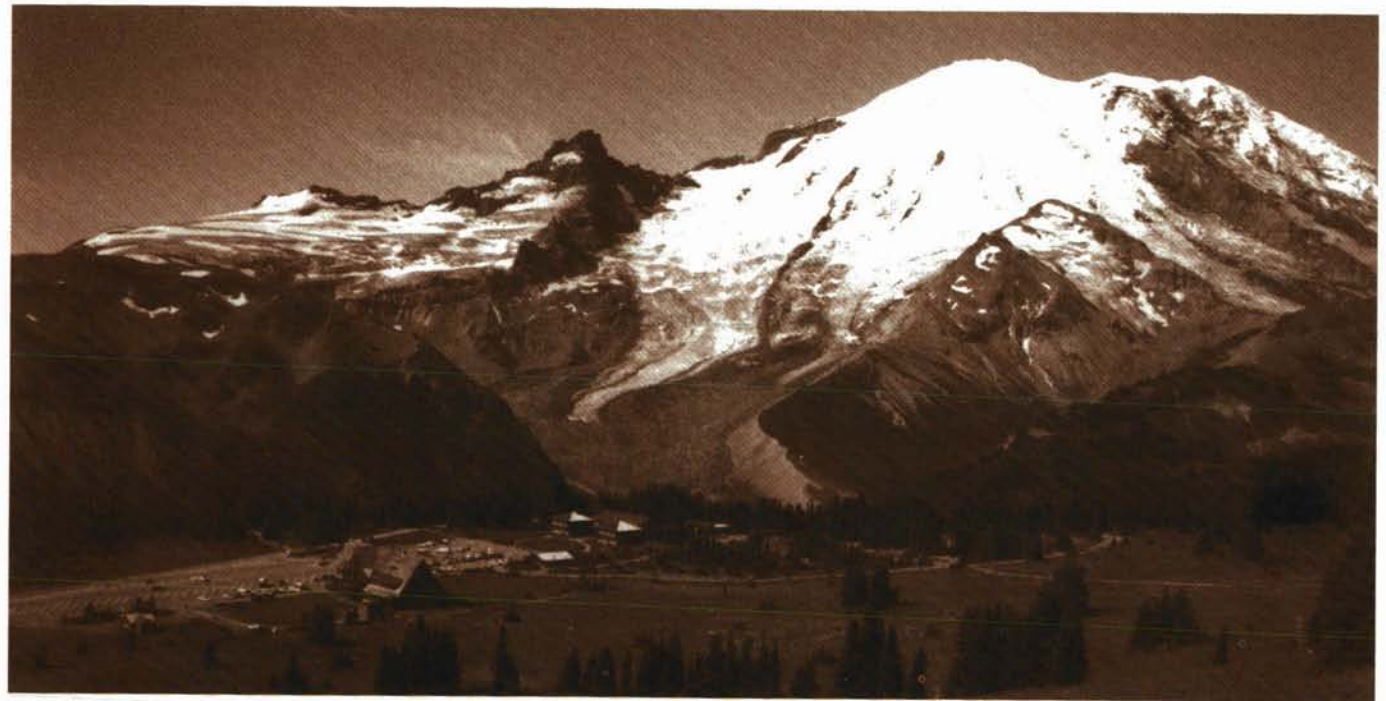
# Cultural Resources Strategic Planning Group



his plan was prepared by the NPS Cultural Resources Strategic Planning Group. Stephanie Toothman of the NPS Columbia Cascades Support Office, and Rowland Bowers, formerly of the NPS National Center for Cultural Resources Stewardship and Partnership Programs, served as Team Leaders of the effort. The group included the following: Kate Stevenson and Sue Waldron of

the National Park Service; Randy Biallas, Blaine Cliver, Miki Crespi, Ann Hitchcock, Frank McManamon, Dwight Pitcaithley, Carol Shull, and Pat Tiller of the NPS National Center for Cultural Resource Stewardship and Partnerships; Rolf Diamant of the Olmsted National Historic Site; Billy Garrett of the Denver Service Center; David Hollenberg of the NPS Northeast Regional Office; Heather Huyck of the NPS Office of Strategic Planning; Diane Nicholson and

Brian O'Neill of the Golden Gate National Recreation Area; Gary Somers of the NPS Alaska Support Office; Eric Hertfelder and Nancy Miller of the National Conference of State Historic Preservation Officers (NCSHPO); and Ron Anzelone of the Advisory Council on Historic Preservation. NPS staff members David Banks, Laura Feller, Toni Lee, and John Renaud and NCSHPO staff member Rosemary Infante also participated in the preparation of this plan.



*The Sunrise Area at Mount Ranier National Park in Washington State is part of the National Historic Landmark historic district, significant for its representation of the National Park Service Landscape Architecture between 1916 and 1942 theme. (NPS)*

