ADVANCING THE NATIONAL PARK IDEA

NATIONAL PARKS SECOND CENTURY COMMISSION

Cultural Resource and Historic Preservation Committee Report

A Different Past in a Different Future

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Vision

It is a common and serious mistake to assume that cultural resources and historic preservation are secondary interests of the National Park Service.[1] The error derives in part from the agency's name, suggesting pastoral nature; from popular images of national parks as vacation destinations; and especially from a deeply-ingrained institutional culture that places the mountains, geysers, lakes, waterfalls, forests, animals, and back country of the "Mother Park," Yellowstone, at the center of its mythology. The National Park Service (the agency and its people) and the National Park System (about 400 places of various designations managed by the Service) represent all of those things and much more. For decades the vast majority—fully two thirds—of National Park System units have been set aside for historical, architectural, or archaeological values, and all units contain at least some cultural resources. Although inventories of park cultural resources remain incomplete, it is known that the system contains 27,000 historic buildings; 3,500 statues, monuments, and memorials; probably over two million archeological sites, more than 120 million museum objects and archival documents; and a large but uncounted number of rocks, rivers, mountains, trees, animals, and landscapes that have cultural significance.

The cultural resource and historic preservation parts of the Service long ago broke free of the crippling view that they could do little beyond the boundaries of parks. When the Service was nineteen years old the Historic Sites Act of 1935 acknowledged a greater mission than could be accomplished through public ownership and operation of every important place, establishing a national policy to identify nationally significant places, to promote their preservation either as National Historic Landmarks or as units of the System, and to collect and preserve records of other historic places. In 1949, partially instigated by visionary National Park Service historians, Congress chartered the non-profit National Trust for Historic Preservation to provide leadership in the private sector for preservation work important to the nation. The National Historic Preservation Act of 1966 expanded these beginnings to include a National Register of places of local or greater significance in history, architecture, archeology, and culture. By these laws and subsequent ones the National Park Service is now at the center of a network including all federal agencies, 59 states and similar jurisdictions, 1,668 certified local governments, 76 American Indian tribes and Native American organizations, 40 National Heritage Areas, and the private sector. In consequence of these partnerships, over 80,000 places are listed in the National Register of Historic Places including approximately 1.3 million historic buildings, 36,000 of which have been rehabilitated with almost $50 billion in private sector investment; 40,000 places have been documented by the Historic American Buildings Survey / Historic American Engineering Record and related programs; hundreds of tribal, state, and local preservation ordinances and incentives have been enacted; countless non-profits are preserving places, and myriad private owners proudly use this supporting framework to preserve their parts of the national heritage.

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The key to this vast scope of effectiveness is that National Park Service cultural resource and historic preservation programs are among the most highly decentralized, grass-roots, citizen-driven activities of any in the federal government. They reach across park boundaries in both directions, apply to all parts of the United States, and are geared more to enable people to do good things than to prevent people from doing undesirable things. Their concepts have matured to acknowledge the cultural values in many places heretofore considered "natural."

Their outcomes are so intrinsically bound up with scenic beauty, clean air and water, public health and safety, education, recreation, economic development, and other quality-of-life issues as to make them ubiquitous. As the Commission saw in its meeting at Lowell National Historical Park and Essex National Heritage Area, things work best when there is virtually no distinction between parks and programs. It is with this experience that the Cultural Resource and Historic Preservation Committee has approached its work from a comprehensive perspective, and that the committee's stated vision is one for the nation rather than for one part of one agency.

Following Committee Advisor Roger G. Kennedy's example, the Committee naturally applies a historian's perspective, viewing the National Parks Second Century Commission as one among several bodies convened over time to create vision for the future.[2] Such a body was the Special Committee on Historic Preservation[3] appointed in 1965 by the United States Conference of Mayors, made up of distinguished Americans from many backgrounds and chaired by former Congressman Albert Rains, Jr. That committee's report, *With Heritage So Rich,* not only resulted in the National Historic Preservation Act of 1966 and guided its implementation, but remains an important source of historical background and guiding philosophy. This Commission's work should be similarly important both in the immediate future and far into the second century. With this perspective the Committee offers this report.

The Cultural Resource and Historic Preservation Committee envisions a "Century of the Environment" beginning August 25, 2016 in which history, nature, culture, beauty, and recreation are parts of sustainable community life and development everywhere and in which the National Park Service preserves and interprets selected outstanding places and provides leadership to all others in similar work.

The "Century of the Environment" concept was inspired by Second Century Commissioner Edward O. Wilson's statement at the National Park Service's *Discovery 2000* conference in September, 2000.[4] The concept extends well beyond the National Park Service, but the Service is a vital element. This vision requires significant accomplishments in at least nine broad Cultural Resource and Historic Preservation categories set forth below. They are not presented in order of priority, except that the first three are essential to the other six.

Introduction

For more than a decade as the National Park Service approached its centennial date of August 25, 2016, people in and around the Service began to fix attention upon that anniversary. In this young nation, 100th birthdays of important institutions provide valuable opportunities. For the proud the centennial seemed an opportunity to celebrate great achievements. For the pragmatic it was a chance to highlight the need for money and to propose public / private partnerships intended to secure it. For the philosophical, the centennial was in invitation to reflect upon and learn from what has been done. For visionaries it was all of those at once, especially a time to consider what the world was like "at the creation" in 1916, how different it is now, how different it is likely to be a hundred years from now, and what might be done to prepare for that very different future.[5]

COMMITTEE RECOMMENDATION 1

Exemplary Management of the National Park System

LONG TERM: Manage park cultural resources (districts, sites, buildings, structures, landscapes, and objects significant in history, architecture, archaeology, engineering, and culture) according to standards required by law and in a manner that sets the best possible example and teaches others.

STEPS

- Establish sound professional cultural resource and historic preservation leadership in Washington and Regional Offices and engage it fully in working with the field.
- On an urgent and remedial basis, fill multiple vacancies in key cultural resource and historic preservation positions.
- Develop a Cultural Resource and Historic Preservation Challenge—a vision, action plan, and budget and staffing proposal that will enable the Service to do its complete

cultural resource and historic preservation job in the parks and through its programs.

- Incorporate cultural resource management concerns into all considerations of institutional capacity. The National Park Service Director, all associate directors, regional directors, superintendents and others take full responsibility for the cultural resources in the System.

- Bring consistent management of park cultural resources up to or above standards of the National Historic Preservation Act and other applicable laws in addition to the statute or proclamation authorizing the park.

- Provide, by Internal Revenue Code Amendment, incentives for concessioner and lessee rehabilitation of selected park historic structures, and eliminate disincentives.

- Lead by example in sustainable planning, development, resource management, operations, and concessions management practices.

  - All parks are operationally carbon-neutral by 2016.
  - All parks meet zero to landfill standard by 2026.
  - All parks are entirely carbon-neutral by 2036, including visitor and concession activities.
  - By 2010, plans to meet these goals and progress toward them are prominent parts of interpretive programs.

Exemplary management is a goal that must be forever pursued and is unlikely ever to be fully met. New parks and new laws over time, the struggle for money and staff, the constant erosive effect of time and environment upon resources that are almost universally non-renewable, and even the continually maturing concepts of what constitutes cultural resources keeps this goal ever ahead and never quite in hand. That this is true does not in the least diminish its validity.

As Committee Advisor Ernest Ortega and a National Parks Conservation Association study suggest, however, this must not be allowed to mask the need to remedy setbacks and failures of recent years.[6] A focus upon the presumed inevitability of continually declining budgets rather than statutory and professional standards has driven away many well-qualified cultural resource and historic preservation professionals, stifled the creativity of others, and produced an environment of low expectation and lower hope. Tedious studies into whether vital professional work might be outsourced for less money have predictably proven pointless while diverting time and money from the work itself. New and energetic executive-level leadership must immediately replace the dead hand of inhibition and limitation with a renewed sense of pride and possibility. No part of the great future the National Park Service must create for itself can be achieved without this change, which appears to be most acutely needed in cultural resource and historic preservation, and especially in Washington and some regions.

A 2008 study by the National Academy of Public Administration highlighted the above need and others, revealing a 26% decline in park cultural resource funding (when adjusted for inflation) and a 27% decline in cultural resource staffing since 1995.[7]

It is time for a park Cultural Resource Challenge counterpart to the successful Natural Resource Challenge of recent years. Fifteen million dollars per annum for seven years is recommended for Cultural Resource projects in parks and for professional staffing, from craftspeople to scholars and scientists, essential to the job. A final product of this Challenge, due August 25, 2016, should be a comprehensive report to the Congress and the public outlining a plan to the year 2036 with estimated costs, staffing, and both internal and outsourced activities for cyclic maintenance and other predictable actions to keep park cultural resources managed according to standards derived from law.

Major leadership and management improvements are also necessary. A decentralized approach is vital to a successful future, but the complex challenge of making park resources available to the present generation while preserving them unimpaired for all future generations also requires a cohesive organization that fully understands and respects cultural resources. Neither parks nor regions nor specialized program areas can continue as the nearly independent principalities they have long been. An overall interdependence must replace the situation in which cultural resource programs, natural resource programs, interpretation, law enforcement, and other parts of the Service have fought separately for individual interests with little regard for the whole.[8]

The time of the simple decision, when natural or cultural resource considerations could be excluded because a question was perceived to be purely a visitor services matter, or when an orientation toward one kind of resource precluded consideration of another, was never right. Its vestiges must be put to an end and prevented from reviving. All executives and managers in all parks and programs must take responsibility for cultural

and other resources in the parks and for the programs that preserve places beyond park boundaries. This does not imply diminution of specialized expertise, but rather a broadening of commitment by all to the whole mission of the Service. Nor does it require administrative combinations of specialties that appropriately might be separate, but it does require overcoming organizational and attitudinal barriers that prevent effective cooperation. Finally, it means placing the interests of the resources first among all considerations; otherwise preserving them unimpaired is impossible.

COMMITTEE RECOMMENDATION 2

Leadership & Benefits Beyond Park Boundaries

LONG TERM: The vast National Park Service experience in preserving public and privately owned historic places everywhere is used on behalf of all parts of the National Park Idea—including nature, recreation, scenic beauty, and education.

STEPS

- Demonstrate exemplary cultural resource & historic preservation leadership in Washington, regions, and parks, and engage it fully in interactions with federal, state, local, tribal, and private partners.
- Pair or group National Park System units with "sister" state monuments and parks, and other appropriate entities.[9]
- Propose legislation to authorize National Park Service leadership through technical and financial assistance and other means for preservation of National Natural Landmarks, ecosystems shared with parks, and other parklike resources throughout the United States.
- Employ systems thinking and servant leadership concepts in all National Park Service activities beyond park boundaries in order to develop a cadre of willing cooperators among other federal agencies, tribes, state and local governments, and the private sector.
- Develop additional federal incentives (such as grants, tax incentives, and payments in lieu of taxes) to preserve resources (such as archaeological sites, battlefields, natural areas, trails, recreational places) not easily preserved by market forces.
- Provide by Internal Revenue Code amendment incentives for certified rehabilitation of historic owner-occupied properties within high poverty census tracts, Department of Housing and Urban Development Empowerment Zones, and Renewal Communities.
- Provide by Internal Revenue Code amendment, incentives for the certified rehabilitation of historic structures meeting Leadership in Energy & Environmental Design (LEED) or similar standards.
- Fund state, local, tribal, and private partners to the $150 million per annum level being deposited in the Historic Preservation Fund from mineral leasing on public lands and the outer continental shelf.
- Develop a rapid historic preservation response program to help communities impacted by disasters; support through Historic Preservation Fund and waive matching requirements as needed.
- Conduct a comprehensive review of 50 years (in 2016) of the national historic preservation programs to ensure that current approaches are the most effective in delivering services and assistance and that they remain relevant and effective preserving the nation's prehistoric and historic material culture.
- Re-energize and provide adequate funding and staffing support to the National Historic Landscapes program in partnership with the American Society of Landscape Architects, similar organizations, and, as appropriate, colleges and universities.

One of the most important steps the National Park Service can take to prepare for its second century is to apply its vast experience in preservation of historic places everywhere in the United States to the full scope of the National Park Service mission. The National Historic and National Natural Landmark programs derive from long-standing recognition that not all nationally significant places should be preserved in public ownership or be managed after the patterns established with Yellowstone. Although some places need to be set aside under absolute protection, others are more appropriately preserved "as living parts of community life and development."[10] Under the National Historic Preservation Act, which will reach its semi-centennial in the year of the National Park Service centennial, an effective network of state, local, tribal, and federal agency preservation officers has evolved that reaches every part of the

United States and supports preservation of places of all levels of significance.[11] Because the Act was crafted to enable individuals, neighborhoods, cities, counties, and states to defend their historic places against degradation caused by federal projects, the National Park Service has cultivated this network through a form of servant leadership in which the Service enables rather than directs—creating environments in which state, local, tribal, and other Federal agency preservation programs, private organizations, and individuals, can succeed in preserving their parts of the National heritage.[12] A few select places are preserved as units of the National Park System, but tens of thousands more are preserved by their public and private owners. These partners support preservation work inside the National Parks while benefitting from association with it.

In some cases a simple declaration that a place is important or is at risk can be enough to generate public or private action on its behalf.

Systems parallel to this should be developed for other major components of the National Park Service mission, such as stewardship of natural, scenic, and recreational places, and carrying out the Service's education functions. Although National Natural Landmarks must have an important place, it is not necessary to develop "National Registers" of natural areas, scenic places, recreational lands, rivers, trails, or educational opportunities. What is needed instead is acknowledgement that many places that will never be in National Parks are important to the nation, that many public and private owners are willing to preserve them, and that servant leadership by the National Park Service—creating environments in which those owners can succeed—is necessary and appropriate for the whole to function well.[13]

In some cases a simple declaration that a place is important or is at risk can be enough to generate public or private action on its behalf. Sometimes the owner needs reinforcement against threats from major federal or other projects. In some cases financial assistance in the form of grants or tax incentives is important. Sometimes information and technical expertise is critical. Often, philanthropy is the key, and even more often environmentally responsible private profit-seeking investment is the foundation for success. What works best is a situation in which a private investor can package Federal tax incentives on income, capital gains, or estates together with state and local incentives on income, property, or sales taxes in a manner that makes feasible the preservation or improvement of affected resources. Committee Advisor Ted Harrison described how his company, Commonweal Conservancy, is working to develop portions of the historically, archeologically, and culturally important Galisteo Basin in New Mexico in a way intended to produce a profit and also to preserve scenic, natural, and cultural resources. This is a manifestation of the partnerships led by the National Park Service.[14]

There is great potential to apply National Park Service leadership more effectively on behalf of cultural resources and to begin to apply them for natural resources and other "parklike" values.[15] Although this should be initiated immediately, it is also a strategic issue that will require continued thought and innovation for decades to come.

A beginning draft of legislation to affirm and improve the National Park Service leadership role in activities beyond park boundaries has been jointly initiated by the Natural Resources and Science and the Cultural Resource and Historic Preservation Committees. That draft should be perfected by the National Park Service, its potential partners, and the Congress, and enacted into law. Its implementation should then be evaluated once or twice each decade to assure that it evolves in ways that work best for all.

COMMITTEE RECOMMENDATION 3

Preservation Research, Technology, & Training

LONG TERM: The National Park Service and its federal, tribal, state, local, and private sector partners have easy access to the necessary scholarly and scientific studies, technical information, and skills training.

STEPS

- Carry out, through the National Center for Preservation Technology and Training, a nationwide assessment of needs by parks, programs, and partners for preservation research, technology, and training.
- Ensure coordination of administration, strategic planning, and service delivery of all Service centers of expertise that engage in study, research, technical information, and training.
- Eliminate the long-standing backlog of needed park cultural resource research, inventories, and studies.

- With the Green Building Council, develop "Secretary of the Interior's Standards and Guidelines" that make LEED standards more practicably applicable to the rehabilitation of historic properties; establish related professional accreditation standards for historic preservation professional practitioners.

- Support directed research in historic preservation technology; strengthen Cooperative Ecosystems Study Units (CESU) nationwide to advance historic preservation technology research and training for all who need it.

- Establish a historic preservation conservation trades/crafts training and accreditation program available to Park Service employees and other federal agencies.

- Assure that research and planning related to climate change and other natural environmental considerations (e.g. acid rain, changing cultural landscapes, sea level changes, permafrost melting) are fully applied to cultural resources.

Preserving cultural resources requires knowledge. Many resources remain unrecognized, uninventoried, and unregistered. With few exceptions, they are non-renewable. Because losses of cultural resources, including those caused by well intended but inadequately informed preservation efforts, are beyond correction, errors are never acceptable. It is therefore essential to know and understand in detail the resources, the things that threaten them, and the things that can be done about it. This requires a great deal of sound scholarly and scientific research, capture of lessons from experience, wide dissemination of information, and systems to assure success.

The array of resource types that fall within the rubric of cultural resources and historic preservation is almost indescribably wide, and the preservation problems that must be handled and possible solutions to those problems are comparably diverse. The brick of which historic buildings were made in one city is not the same as that in historic buildings elsewhere, nor is the mortar binding the bricks the same, nor the wood, nor the plaster, nor the paint. Especially different from one place to another are environmental factors that disintegrate historic materials, whether rain and mildew, wind and sand, ultraviolet rays, or the freeze-thaw cycle. Just recognizing cultural resources sometimes requires understanding cultural values and world views unlike those of the dominant culture. Places important because they were the scenes of historic events, or because they contain important archaeological information require different understandings than those important because they contain significant architecture.[16] Because the factors that make up the broad field of cultural resources and historic preservation cannot be made simple, the work necessary to understand and to preserve the resources is inevitably complex. Knowing how will always be a major concern.

The National Center for Preservation Technology and Training was established in the National Park Service to lead and coordinate work to meet these complex needs.[17] Well before the second century begins and at intervals afterward the center should coordinate preservationists and centers of expertise everywhere in an ongoing assessment of needs for research, training, technology, and dissemination of information. That assessment should thereafter inform, and as appropriate guide, budgeting and staffing to meet the continually-evolving needs. Although the constant expansion of the body of knowledge may lead to new and higher standards as time passes, the National Park Service can succeed best by presiding over the participatory development of a national consensus about what practices are acceptable and what are not, rather than as an authority empowered to dictate.

Both the positive solutions and negative errors involve lessons of great potential benefit to others engaged in historic rehabilitation.

Dedicated research is necessary for some problems, but many answers are discovered and used in daily experience and ready to be captured and shared among the wider world of people who need the information. A particular model of this approach is the program under which private owners receive federal income tax credits when they rehabilitate historic buildings according to the Secretary of the Interior's Standards. In most years since 1981 several hundred projects have been initiated by private owners and submitted to the National Park Service for certification. A substantial percentage of those projects have encountered problems for which guiding information did not exist. Often such projects have then developed innovative and positive solutions to the problems, and sometimes they have committed serious negative errors that harmed the historic qualities intended to be preserved. In every case, both the positive solutions and negative errors involve lessons of great potential benefit to others engaged in historic rehabilitation. Those lessons should always be captured by the National Park Service and shared with the world, as has been done in the past.

From time to time new national priorities require specific attention by those who lead the evolving national consensus about standards and practices.[18] The Americans with Disabilities Act required specific attention to accessibility of historic buildings, few of which had been constructed in accessible ways. Positive action by the National Park Service with the historic preservation community led to new understandings of what kinds of modifications could meet accessibility needs with minimum or no negative effect on the historical qualities of buildings. A similar positive action is needed now to show how historic structures can be made to meet LEED, or similar standards with minimum or no negative effect upon historical integrity. Presumably this will result in a significant amount of new technical information as well as new approaches to meeting the Secretary's Standards.

The other obvious subject requiring immediate National Park Service leadership is global warming and environmental considerations which will affect cultural resources almost on the scale to which it will affect natural resources. Many living cultures and lifeways and hundreds of thousands of archaeological sites are subject to disturbance and destruction by melting permafrost and rising sea levels. Major changes in the natural environments of historic places will destroy historical contexts and make it difficult to comprehend the stories the places embody. Acid deposition and precipitation dissolves the materials of which many historic structures are made—particularly the majestic monuments and memorials of white marble.

COMMITTEE RECOMMENDATION 4

A Changing America

LONG TERM: Assure that all Americans are able to recognize themselves and their stories in the National Park System and in the programs of the National Park Service.

STEPS

- In consultation with a wide range of disciplines and professional organizations in cultural resource and historic preservation fields, conduct a five year study to:
  - Update National Historic Landmark themes and new area studies to focus on aspects of the American story that are absent or are inadequately or inaccurately covered at present.[19]
  - Examine present park units for opportunities to preserve and interpret forgotten, overlooked, or omitted stories.
- Make all visitors feel welcome in parks by increasing diversity among park employees and using multiple language interpretative programs and educational outreach such as those at Santa Monica Mountains and Lowell.
- Review for cultural bias and modify if appropriate the policies that affect uses of parks. Target interpretation toward groups whose cultural habits may not now comport with use policies that are appropriate.
- Apply similar reviews to the Historic Preservation Programs, Heritage Areas, Land and Water Conservation Fund, Rivers, Trails, and other related programs.
- Strengthen Ethnography programs to a point where every park has access to professional studies and advice.
- Thoughtfully consider needs for park sites or areas of larger parks that are focused on the needs and desires of different urban populations
- Take specific steps to engage the youth of a changing America with cultural and natural resources in order to create a sense of participation in, ownership of, and a personal identification with the stories embodied in the resources.

Few coming changes will be as important as the rapid and fundamental ways in which the American people ourselves are changing. When we are barely thirty years into the second century there will be 400 million Americans—about one-third more than now. Much of the increase will result from immigration, mostly from countries other than those that previously provided almost all immigrants. Groups now called minorities will increase as percentages of the population and together with new arrivals become the majority. The United States has experienced significant demographic changes before, but never the speed and scale of changes now underway and expected to continue.[20]

Basic assumptions about nature, beauty, recreation, and history may change, possibly in fundamental ways. The National Park Service must lead the change or else be changed by it. Viewed as opportunity, this situation offers the Service a chance to grow into the future it should pursue even if doing so were not imperative. If the National Park Service conceives itself as serving all of the peoples of the world, because that is what the word "American" is coming to mean, it can better fulfill its role in the United States and among nations.

The effects of these changes will come not only from new and different needs, values, and perspectives, but also from the time-honored practice of immigrants settling initially in places they find most amenable. People naturally choose to live near others who speak the same language, eat similar foods, and follow familiar practices. Where new immigrants choose to settle will have a significant effect on what the National Park Service must do in those localities as well as nationally.

The concept of "historic place" may change more rapidly than it has before. The network of State and local historic preservation programs, being grassroots-driven and responsive to local changes, are likely to be in the vanguard. Changes in the kinds of places nominated to the National Register should inform changes in the thematic structures and the significance judgments made in the National Historic Landmarks program. Changes in the National Historic Landmarks program should be manifest in the kinds of places added to the National Park System. Helping the National Park Service foresee and shape its own future may prove to be among the most important of the many ways in which these beyond-boundary programs are valuable.[21]

COMMITTEE RECOMMENDATION 5

American Indian Tribes & Other Native American Peoples

LONG TERM: Sovereign tribes and other entities recognized in law as representing indigenous peoples under United States jurisdiction are full and reciprocal partners with the United States in accomplishing the National Park Idea.

STEPS

- Assure American Indian Tribal, Alaska Native, and Native Hawaiian consultation on all appropriate activities of National Parks and National Park Service programs.
- Increase recruitment of Native Americans as National Park Service employees.
- Use native stories and languages in park interpretation.
- Cooperate with and provide assistance to tribes in developing and operating tribal park systems and tribal programs to preserve natural and cultural resources and in other endeavors that are part of the National Park Idea.
- Assure full implementation of laws such as the Native American Graves Protection and Repatriation Act and the American Indian Religious Freedom Act that have particular importance for tribes.
- Update policies to facilitate connections by Native peoples and their living cultures to parks and other areas, including private access for ecologically sustainable traditional cultural practices.
- Establish an Office of Tribal and Native Peoples Relations within the Department of the Interior Solicitor's Division of Conservation and Wildlife with the goal of removing unnecessary barriers to National Park Service and other agencies in tribal relations.
- Draw upon "Native Science," the knowledge, traditions, values, and attitudes toward the earth as guidance to the ways the National Park Service manages and interprets parks and resources.

The sound beginning made by the National Park Service in collegial work with American Indian tribes and other Native American organizations holds particular promise for the second century. The National Park Service can be of great importance to tribes, tribes can be of great importance to the Service, and together they can be of great importance to the United States and the world. Indigenous peoples the world over have suffered from rapid expansion of influence by a few cultures so powerful that they have risen to near absolute dominance. These powerful cultures offer changes purported to be benefits—modern medicines, education, jobs, communication, exposure to a wider world—that may also undermine fundamental beliefs, principles, and practices by which people have defined themselves and understood their places in the world. Rapid loss of cultural reference points sometimes leaves impacted people confused, disoriented, and uncertain of how to cope with the challenges and dilemmas of life. The ennui that may follow is often remedied by rediscovering and reviving respect for cultural traditions. National Park Service assistance to tribal cultural heritage programs, some of it deriving from joint management of certain parks over many decades, some from implementation of the Alaska National Interest Lands Conservation Act of 1980,[22] some from a provision in the National Historic Preservation Act, and some directly from the 1984 World Conference on Cultural Parks, have contributed valuably to a renaissance among indigenous cultures in the United States and elsewhere. This benefits not only the indigenous cultures but also the world. Yet it is only a beginning and it will become ever more important in the future.[23]

Barely in time, before some traditional knowledge is lost altogether, the National Park Service has begun to recognize that benefits of working with tribes flow to the Service from the tribes as well as the other way around. As the Service works to help visitors comprehend their own interdependence with other species, traditional tribal reverence for the earth and her systems is becoming a persuasive addition to the findings of science and scholarship. Today's coldly utilitarian views must be moderated if the dominant cultures are not to overtax the earth's ability to sustain a large human population.[24] This change will happen more readily if the lessons of science are presented in tandem with the older, deeper, and more spiritual lessons from generations of indigenous cultures. It is not unusual for National Park visitors to liken an opening among giant redwoods to a cathedral, or to describe their experiences in nature as sacred. Such metaphor is important to what National Parks stand for, and to the willingness of the public to use and support parks. That willingness can benefit greatly by learning from cultures for which the concept is more than metaphorical.[25]

Respect is the key to enabling one culture to benefit from knowing another. Specifically in the United States respect means more than mere attitude; it means acknowledging many tribes as political sovereigns and dealing with them on a government-to-government basis even as we may be dealing with tribal individuals on a person-to-person basis. This too will grow in importance as the second century progresses.

COMMITTEE RECOMMENDATION 6

A Nation Guided By Its History

LONG TERM: People of every age, background, and status have a sound understanding of what it means to be an American and are motivated to participate in the duties of citizenship.

STEPS

- Assure that cultural resources in parks and everywhere are held to high professional and ethical standards of truth and accuracy.
- Assure that cultural resources are understood and used as primary source documents that speak directly from the past to present and future generations.
- Assure that cultural resources are understood and used as universal educational tools supplementing classrooms, books, and other media.
- Strengthen cultural resource presence in and coordination with Cooperative Ecosystem Studies Units and other centers of expertise; employ visiting scholar programs in parks.
- Update and make easily available as appropriate[26] the full range of National Park Service historical, architectural, archaeological, ethnographic, and other studies and data bases to scholars and the public.
- Apply the *Teaching With Historic Places* and *Teaching With Museum Objects* programs to all parks and all parts of the United States.
- Employ the full range of cultural resource and historic preservation programs in all interpretive and educational activities.

Commissioner Sylvia Earle, emphasizing the importance of informing people about their roles in planetary health, said "if we did not have the National Park Service we should have to invent it." Committee Advisor Craig Barnes wrote that "if… we are trying to find the lever with which to move the world, the lever is story."[27] As custodian of many nationally and globally significant places; as helper, guide, and facilitator to others who also work to preserve significant places; as host to 270 million annual visitors and likely many more in the future, the National Park Service has its hand on the lever of story and can move the world. With the ability comes obligation—because it can, it must.

Politics is the way a democracy does its business, but scholarship and science must guide politics rather than be guided by it.

This brings a sobering responsibility. History and related disciplines practiced to the highest professional standards and informed by the best research are fundamental to democracy. Turned even slightly to political ends, pseudo-history can easily become mere propaganda and be used to undermine democracy. Politics is the way a democracy does its business, but scholarship and science must guide politics rather than be guided by it. The National Park Service must constantly improve its own staff of historians, archaeologists, ethnographers, architects, landscape architects, engineers, conservators, and others in order to participate responsibly in shaping the ever-evolving national story—so that story can move the world in the best directions.

Meeting this responsibility requires fostering a respect for the ability of historic places to speak directly from the past to the present.[28] Authenticity—the real building, site, structure, or object—is what most fundamentally distinguishes the National Park Service from theme parks and other entities that may also teach lessons of history. Even with the best scholarly and scientific studies, the original and authentic resources must be experienced by visitors in direct and personal ways. A synopsis of the Declaration of Independence, or a version with a few sentences obscured and later copied over, or even an exact facsimile would be less informative than the original. Preservation of that document is deemed vital to the nation. A similar attitude must guide treatment of the places that embody our stories. Preservation of the original and authentic must always be the guiding principle, so that the Service is no more willing to remove and replace components of historic buildings than it would be to erase and re-write words in historic documents. Recognizing that most cultural resources are subject to at least gradual degradation from exposure and use, the policy statement that has guided the National Park Service since the 1930s remains appropriate: *"It is better to preserve than to repair, better to repair than to restore, better to restore than to reconstruct."*[29]

COMMITTEE RECOMMENDATION 7

National Heritage Areas

LONG TERM: National Heritage Areas are designated and managed in a rationally-planned, creatively flexible, systematic, and statutorily-guided manner.

STEPS

- Propose draft legislation to authorize and define a nationwide system of National Heritage Areas.
  - Convene a committee representing the congress, states, tribes, local governments, resource experts, businesses, citizens, parks, and professional specialists to review and perfect the draft.
  - Incorporate into the draft approaches employed by European nations for preserving parks and other special places without removing them from the life and culture of the nation.
  - Determine whether such areas are units of the National Park System, a parallel system, or functions of National Park Service programs.
  - Provide by Internal Revenue Code amendment, incentives for preservation of significant natural and cultural places within National Heritage Areas.
  - Assure funding for each National Heritage Area by authorizing direct federal Historic Preservation Fund matching grants for survey, planning, restoration and rehabilitation of significant historic places in National Heritage Areas, and by appropriating commensurate amounts.
- Resolve the status of other "special designations" such as National Trails, National Corridors, and Wild and Scenic Rivers with regard to the National Park Service and System.
- Engage the National Park Service institutional culture in support of all such designated areas.
- Develop a philosophy of support that beyond preservation and interpretation of resources and their stories, to include quality of human life and planetary health.

Parts of the institutional culture that focus on large traditional parks may view National Heritage Areas and other special designations as departures from the norm. It is important to establish that they are not.

This general topic is addressed by the Future Shape of the National Park System Committee, but is also appropriate for the Cultural Resource and Historic Preservation Committee. Many of the special designations comport well with long-standing historic preservation practice and represent the work of grass-roots partners in the historic preservation programs.

...there are few remaining large tracts from which parks of the old model might be created.

The current reality is that there are few remaining large tracts from which parks of the old model might be created. Making them into parks often involves overcoming bitter resistance from the agencies that now manage them. There are few philanthropists today who can purchase sufficient lands from private owners and assemble them into workable large parks for donation to the United States as some have done in the past. Government action to purchase such tracts, and even private philanthropic purchase, often meets powerful resistance from individual owners and from property rights organizations.

In the meantime, the country's need for additional parks and preserved areas continues to grow. If the National Park Service is to create the future the nation requires of it, the institutional culture must embrace this current reality.[30]

The Commission has seen the current reality function at a near-optimum level in its meeting at Lowell National Historical Park, the Essex National Heritage Area, and Salem Maritime National Historic Site, where two units of the National Park System; a National Heritage Area; National Historic Landmarks; National Register of Historic Places; Rivers, Trails, & Conservation Assistance; and state, local, and private sector entities interested in cultural resources, natural resources, scenic beauty, recreation, education, and economic development function in nearly seamless harmony.[31]

There is a tendency among the National Park Service and allied organizations to view situations such as this as applicable to cultural resources in the urban Eastern United States, but as not particularly relevant elsewhere. This is an example of the institutional culture preventing recognition of realities, however, as Committee Advisor Reed Jarvis has outlined in his paper on *Non-Traditional NPS Areas in the West.*[32] In fact, the greatest potential for progressive use of many of these tools is in the West, often near the great parks of the traditional model.

The United States may have given the National Park Idea to the world, but in the second century the United States has much to learn from the world. Nations that had to develop their own versions of National Parks without the luxury of vast empty lands on which to do so have developed philosophies, methods, and skills that enable them to preserve places without displacing local residents or taking lands out of traditional productive economic uses. Organizations like English Heritage, the National Trust for Scotland, and the *Parc Naturels Régionaux de France* hold lessons sure to become more important to the National Park Service as the second century ensues.

Embracing the current reality and eagerly pursuing the likely future will help the National Park Service deal with certain problems that cannot be solved everywhere by following practices traditional to great Western parks. Inholdings, for example, parcels of property that remain in private ownership within park boundaries, are generally considered as locations for potentially adverse future development. Often this is correct, but when the inholdings include significant cultural resources not central to the major themes of the park, it equally often is mistaken. Such inholdings that have been generally well maintained by private owners, upon acquisition by the parks instantly become relatively low priority cultural resource maintenance problems. Well-known examples include historic dude ranches, fishing villages, and tourist inns and cabins that may have been well-enough preserved in private ownership but that suffer neglect or worse in consequence of being acquired by parks.[33] In these cases, new approaches such as Heritage Areas, use of preservation easements, or leasing of historic structures may offer better management opportunities than more traditional models.

It is essential to fund National Heritage Areas to a level that will allow them to carry out their work. Otherwise the hopes raised by each new authorization eventually will result in disappointment, failure, and cynicism.

COMMITTEE RECOMMENDATION 8

Cultural Resource & Historic Preservation Institutional Capacity

LONG TERM: The National Park Service, from the highest levels to the Volunteers in Parks, in every region and park, fully understands and successfully accomplishes the cultural resource and historic preservation elements of the mission.

STEPS

- Assure sound, strong, and articulate policy guidance from the Directorate level to all regions, parks, centers, and partners who participate in the park and beyond-boundary partnerships and programs.
- In order to make possible an effective career development program, correct, on an urgent and remedial basis, the gaps in mid-level and mid-career expertise that have accumulated during fifteen years of failure to fill professional staff vacancies.
- Establish career-long professional development for cultural resource professionals and workers—internships, mentoring, career paths, succession plans, educational sabbaticals, frequent training, rotating developmental assignments, intergovernmental and international developmental assignments, evaluations, and use of organizational learning approaches.
- Assure that all parts of the National Park Service fully comprehend and value the cultural resource and historic preservation part of the mission.

- Unleash the potential of over 20,000 National Park Service employees and countless partners by replacing vestiges of command-and-control with a culture that challenges and inspires individuals in pursuit of a common vision.

- Manage cultural resource activities in parks and historic preservation activities everywhere in an overall coordinated manner.

- Develop in parks and centers the degree and array of expertise necessary to assure that every cultural resource in every park is known and is managed to appropriate scholarly and scientific standards.

- Establish ongoing discussions among craftspeople, experts, supervisors, managers, and executives involved in specific program areas to continually improve the consensus about the application of standards.

- Delegate as far as practicable authority to determine significance and appropriateness of treatment of cultural resources, and employ management systems to assure application of proper standards.

- Implement the "Recommendations to Improve the Structure of the Federal Historic Preservation Program" approved by the Advisory Council on Historic Preservation on March 19, 2009.

- Implement a leadership development program focused on systems thinking and servant leadership.

The single most important characteristic of National Park Service institutional capacity in the second century must be the ability to conceive and consciously move toward a desired future that is very different from past or present. The second most important will be to bring forward into the future the best parts of a deeply ingrained institutional culture while leaving behind those aspects that are outdated. This is not a contradiction, but rather a matter that will require sustained attention, perhaps forever. What must be brought forward are traditions of commitment to a cause, dedication to excellence, and pride in service to the resources and to the public to whom the resources belong.[34]

What must be left behind is nostalgia for some mythical time when all seemed simple and well. Such times are likely to be selective memories of limited experiences rather than broad views encompassing the full National Park Service mission. For far too long this has caused some to try to apply management approaches from an idealized situation to places and circumstances in which they were inappropriate. Not terribly long ago well-intentioned individuals tried to impose remote western park models upon recreation areas that needed to accommodate local history and tradition and to serve large urban and immigrant populations. Not terribly long ago a National Park Service regional director declared that no one should care what color paint was used on the inside of Independence Hall. Not terribly long ago a director of a region that now has a sophisticated and successful cultural resource management program declared that "we don't have cultural resources in our region." Within memory one of the most important historic places in the United States, now designated Golden Spike National Historic Site, was opposed for inclusion in the National Park System because another regional director found its scrubby, although historically accurate, desert setting "not what a park is supposed to look like."[36] Remnants of these attitudes even today impede contemporary approaches to resource management. They have to be let go.

The broader and more inclusive approaches already mentioned under other headings will be vital to developing the institutional capacity needed in the second century—elimination of barriers that separate cultural and natural resources, interpretation, visitor services—recognition that the National Park Service mission is not confined within the parks themselves—understanding that partnerships involve give and take in both directions. It is above all the high values of the institutional culture that must be brought forward from tradition and put to work shaping innovation.

Strong and principled leadership is vital. The director of the National Park Service must be the model, but it is essential not to vest all hope in this one officer. A discernable pattern exists in which a new director arrives amid great hope and optimism. Then, as budgets fail to satisfy and broader administration policies or political forces contrary to the great hope come into play a sense of disappointment takes root, enthusiasm dims, energy diminishes, and more than 20,000 employees begin to look forward to a next director who may provide the longed-for leadership.[37] This pattern may be broken by a director and a senior executive cadre who will focus on a challenging vision for the future and engage all employees, all partners, and as much of the public as possible in working toward it. Engaging employees, partners, and the public means freeing them from restraint, reducing the need for permission, and turning "authorities" at all levels into motivators, enablers, mentors, and colleagues.

COMMITTEE RECOMMENDATION 9

International

LONG TERM: The United States, using the National Park Service and other appropriate sources of expertise, holds a prominent place among the community of nations in cultural resource management and historic preservation.

STEPS

- Authorize in law and administratively invigorate the National Park Service International Affairs program.
- Hold a Second World Conference on Cultural Parks to further the work begun at the first conference in 1984.
- Update and maintain the 2008 tentative list of natural and cultural places that should be considered for nomination to the World Heritage List.
- Develop programs specifically aimed at mutual improvement and harmonizing of laws, policies, and approaches with Canada, Mexico, and other nations whose boundaries adjoin or are near the United States.[38]
- Pair United States National Heritage Area Directors with counterparts in France, Italy, the United Kingdom, and elsewhere for training assignments and collaborations.
- Participate fully in the International Council on Monuments and Sites (ICOMOS); in the United States chapter, US/ICOMOS; and in the International Centre for the Study of the Conservation of Cultural Property in Rome (ICCROM).
- Develop a World Heritage Youth Corps.
- Work with the Department of State to employ international cultural resource and historic preservation programs as diplomatic tools.
- Employ international programs as learning and development activities for National Park Service professionals.
- Encourage international tourism to national parks and other important places.
- Help other nations to succeed in sustainable development while saving significant cultural and natural heritage resources.
- Work with the World Bank to promote appreciation of the economic and other benefits of cultural resource preservation

The United States seems set on a course of a globalized economy with minimum barriers among nations. It is often explained that commercial interdependence promotes peace. It would be glaringly inconsistent not to pursue a globalized approach to saving the cultural resources that emphasize our common humanity[39] and also the elements of nature essential for humans to survive and thrive anywhere on earth.

It would be glaringly inconsistent not to pursue a globalized approach to saving the cultural resources that emphasize our common humanity[39]...

Almost everything this report has said about the National Park Service within the United States also applies to its roles on a global scale. The United States introduced to the world the concept of National Parks and was among the first nations to provide for highly professional care of the places it chose to preserve. Committee Advisor Christina Cameron reminds us that the idea of a World Heritage Trust originated at a White House Conference in 1965, that at a 1972 international summit the United States proposed that the World Heritage List include places of cultural heritage as well as natural, and that the United States was the first country to ratify the World Heritage Convention. Other countries have rightfully come to expect strong professional interaction with the United States. The United States should resume its appropriate international role in cultural and natural heritage, and the professionals who staff that participation should come in large measure from the National Park Service and its partners.

Christina Cameron writes that the primary international organization charged with supporting places of cultural heritage, the International Council on Monuments and Sites (ICOMOS), is relatively impoverished in comparison with the World Conservation Union (IUCN). "The permanent ICOMOS secretariat is composed of eight people… By contrast, IUCN has over 1,000 professional staff in 60 offices and hundreds of partners." The fact that an American, Gustavo Araoz, is now President of ICOMOS international presents an excellent opportunity in the United States for a fund raising campaign and other steps to strengthen ICOMOS, and for the National Park Service and its partners to provide leadership and support.

This clearly is among the steps that need to be taken now in preparation for the second century.

Many committees of this Commission have emphasized the importance of youth. ICOMOS and many other international organizations provide internships and international experiences for young people. A World Heritage Youth Corps, led in the United States by the National Park Service and focused on World Heritage Sites and other outstanding places, could contribute vitally to employment and advancement of young Americans, support the conservation of natural and cultural places, and promote a safer and more peaceful future.

... part of the responsibility of our generation is to help prepare the decision makers of tomorrow to take over stewardship responsibilities for the heritage of our planet.[40]

Indigenous peoples worldwide have much in common both in the problems they face and in the strengths they have to offer others. Indigenous peoples almost universally believe that we do not inherit the planet from our ancestors but rather that we hold it in trust on behalf of our children and grandchildren and that part of the responsibility of our generation is to help prepare the decision-makers of tomorrow to take over stewardship responsibilities for the heritage of our planet.[40] As part of its many-faceted Tribal Cultural Heritage program, the National Park Service should encourage, cooperate in, and benefit from similar programs internationally.

The diplomatic value of parks and places of cultural and natural heritage should not be overlooked. Sometimes the course of relations among nations leads to a vicious cycle of alienation. Nations that differ profoundly on only a few major issues may become so negatively-focused that they create greater and greater differences, demonizing one another and risking enmity and warfare. When nations reach a point where they cannot or will not talk with one another about profound differences, they sometimes can talk about more nearly universal values such as cultural heritage, parks, or nature. A table-tennis game broke a decades-long alienation of the United States and China. Exchanges of cultural heritage professionals from the United States and the Soviet Union helped to reduce tensions in the 1970s and eventually to end the Cold War. In times past the State Department has viewed the National Park Service and its partners as significant resources in its diplomatic work. That arrangement should be re-established immediately and nurtured throughout the second century.

Conclusion

The world of 1916 was not simple but rather one of unprecedented change. Visionary leaders of that time recognized the urgency of having a federal agency devoted to preservation and management of extraordinary places for the benefit of their time and for all times to come. To do this they created a National Park Service and charged it in law with a magnificent mission—to manage the parks for the inspiration and benefit of the people but to do so in ways that would leave the parks unimpaired for inspiration and benefit of future generations. Great ideas are difficult to accomplish in part because they will not hold still while people work to carry them out; instead they produce greater and greater ideas. Struggle as we may to reach a goal, by the time we have gotten there the actual goal has moved to a newer and farther place. So it has been with the "National Park Idea," a concept that, although fundamental, never was and never will be simple and easy to define. From the beginning this idea generated other ideas, attracting new responsibilities and creating a growing mission. For a hundred years the National Park Service has been a leader, sometimes energetic and inspiring and sometimes reluctant, but always and inevitably a leader.

So it will be after 2016. Preserving the extraordinary places designated as national parks will be even more bound up with the vastly broader natural ecosystems and cultural environments of which they are only parts. Preserving other significant places such as those eligible for the National Register will be even more vital to the well-being of the parks themselves. The meaning of *American* history, architecture, archaeology, engineering, and culture will continue to expand until it represents the world itself. The National Park Service must embrace its leadership responsibilities among nations, federal agencies, states, local governments, tribes, and the private sector. It must recognize that leadership does not mean command or control of what others do, but rather it means inspiring and enabling others to accomplish their parts of the National Park Idea, which itself will not be the same from one decade to the next. The single most important characteristic of a successful National Park Service in its second century will the ability to shape its own future. The single most important difference must be that its leadership is never reluctant but always energetic and inspiring.

Committee Advisors

The Cultural Resource and Historic Preservation Committee cast a wide net for ideas and information, making the opportunity to contribute generally known among experts and practitioners in its various professional fields and the public. Many recognized experts were specifically invited to contribute statements of informed opinion about what sort of National Park Service the United States would need in the second century of such a Service. People responded thoughtfully and generously, some with carefully crafted and polished statements and some with simple lists and electronic messages. These have been gratefully accepted without modification.

Forty-two papers, rich with information and ranging from the specific and local to the general and the global, have been received from 37 Committee Advisors. In addition, the Coalition of National Park Service Retirees has developed 11 "Professional Opinion Papers" that this organization of experienced individuals developed over a period of two years specifically in order to inform this Commission; Two other papers by Commissioner Rogers and Committee Consultant Tiller have been included with those from Advisors. These papers will be available on www.npca.org.

These papers have provided vital source material for this report and the other work of the Committee, but their greater value may yet lie in the future. After the report of the National Parks Second Century Commission has been completed and released, years of follow-up action will be necessary in order for its recommendations to be fully developed, understood, and put into practice. Papers by Committee Advisors should become important parts of that follow-up, perhaps polished and published in various media, perhaps as the basis for symposia convened for deeper exploration of the ideas, perhaps for television and other media programs,[41] and perhaps for uses not yet apparent. The Cultural Resource and Historic Preservation Committee is grateful for the outstanding thought and concentrated effort of its Advisors.

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APPENDICES ASSOCIATED WITH THIS COMMITTEE REPORT, AS WELL AS THE NATIONAL PARKS SECOND CENTURY COMMISSION REPORT AND INDIVIDUAL COMMITTEE REPORTS, ARE AVAILABLE AT WWW.NPCA.ORG

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IT IS CRITICAL TO ACTIVELY RECRUIT THE NEXT GENERATION OF NPS LEADERS SO THAT THE WORKFORCE REFLECT

Create a National Parks Endowment Fund, a permanen

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must strengthen scientific and scholarly capacity to address climate change

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THE PLAN MUST REMEDY OUR LONG-STANDING FAILURE TO PROTECT THE PURITY AND VITALITY OF OUR NAT

advise the President

Up-to-date and substantial scientific knowledge and cultural scholar

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WE RECOMMEND A PRESIDENTIAL INITIATIVE TO DEVELOP AND ENHANCE A NATIONAL CONSERVATION FRAMEWORK T