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A Thesis in Historic Preservation Presented to the Faculties of the University of Pennsylvania in Partial Fulfillment of the Requirements for the Degree of Master of Science in Historic Preservation 2007.

Advisor: Gail Caskey Winkler

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Comments

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CHANGES IN VALUES AND THE IMPACT ON
PRESERVATION IN PHILADELPHIA:

AN ASSESSMENT OF PHILADELPHIA
NATIONAL HISTORIC LANDMARKS

Amanda B. Casper

A THESIS

in

Historic Preservation

Presented to the Faculties of the University of Pennsylvania in
Partial Fulfillment of the Requirements of the Degree of

MASTER OF SCIENCE IN HISTORIC PRESERVATION

2007

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Chapter 1:

Introduction

Philadelphia has a long tradition of saving historic sites in an effort to preserve the past for future generations. Many credit the purchase of the old city hall in 1813, now Independence Hall, as the first act of preservation by the city in the early nineteenth century.¹ In the 1850s, preserving sites for patriotic reasons gained new momentum with the preservation successes of Mt. Vernon and later the Hermitage by private citizens. These early efforts set a precedent for the rationale of later preservation efforts. The commonly held belief was that buildings and sites associated with military and political figures were the only sites worthy of preservation and should be treated as shrines.² During the twentieth century the value of architectural aesthetics broadened the scope of preservation efforts by bringing into the preservation arena examples of monumental architecture. Philadelphia preservation efforts paralleled national trends by preserving

¹ William J. Murtagh, *Keeping Time: The History and Theory of Preservation in America*. (New York: John Wiley and Sons Inc., 1997), 11.

² *Ibid.*, 30.

sites associated with prominent individuals and examples of great architecture.

Preservation groups such as the Society for the Preservation of Landmarks, founded in 1931, were instituted and began actively pursuing the protection of local sites such as the Powel House and Physick House. Philadelphians' historic efforts to preserve their past reflected the nationwide trends of the era.

The preservation movement continued to evolve and become more structured through federal legislation. The Antiquities Act, passed in 1906, gave authority to the President to designate nationally significant monuments on land owned or controlled by the United States government, and stipulated that the land around a landmark could also be acquired by the federal government.³ The power awarded by this legislation was mainly aimed at protecting pre-historic sites such as Chaco Canyon. In 1935 the Historic Sites Act was passed establishing the precedent for the federal government's involvement in preservation. It provided the national policy for the preservation of significant sites "for public use" and "for the inspiration and benefit of the people of the United States."⁴ This Act is the legal basis for the Historic American Building Survey, the National Historic Landmarks Program and the National Park Service Advisory Board. Finally, after thirty years, the preservation movement became formalized and standardized with the passing of the National Historic Preservation Act of 1966 which created the National Register of Historic Places and the Advisory Council on Historic Preservation. Today,

³ House. *Antiquities Act*. 1906. 16 U.S.C. 431-433.

⁴ House. *Historic Sites Act*. 1935. 16 U.S.C. 461-467.

Philadelphia has over four hundred and thirty sites on the National Register of Historic Places, sixty-five of which are National Historic Landmarks.⁵

In the latter half of the twentieth century historic preservation expanded to include sites associated with social and cultural history. The Civil Rights movement and the popularization of social and cultural history led to the recognition and designation of cultural heritage sites by the National Park Service. Theme studies, created to assist in designation of National Historic Landmarks began to include sites representing minority and women's history. In 1998 the Cultural Resources Diversity Program was established in an effort to formally include more minorities in the preservation discussion. This inclusive philosophy reflected larger changes in society and served as an engine for further change.

During this period of development Philadelphia preservation efforts stopped reflecting the national patterns of historical inquiry and cultural values. Of the four hundred and thirty sites on the National Register of Historic Places and sixty-five National Historic Landmarks in Philadelphia, most sites were preserved because of their association with prominent individuals, such as the Edward D. Cope House, or because they are monumental architecture such as the Academy of Music. Few sites demonstrate Philadelphia social or cultural history and themes such as working class life, immigration, or industry. Values-based preservation, the practice of addressing culturally held values

⁵ The inclusion of sites on the National Register began in 1966 after the National Historic Preservation Act. These include sites of local and regional significance. National Historic Landmarks are now included on the National Register list automatically, but are considered nationally significant. For a more in depth discussion of the National Historic Landmarks Program see Chapter 3.

when preserving sites, is now the dominant practice in historic preservation, yet sites that depict this trend are lacking from the Philadelphia historical landscape.

How these changes in national preservation practices are reflected in Philadelphia needs to be analyzed to determine whether there is a difference, and in what way. This analysis is difficult because of endless variables including political alliances, finances, community support and the many different motives behind preservation. However, there are certain ways that preservation successes can be measured and can provide an indicator of values; the designation of National Historic Landmarks provides a summary of what is considered significant in Philadelphia.

This vehicle is in some ways reflective of the Philadelphia preservation community, but is also a reflection of what others view as significant in Philadelphia including professionals and the National Park Service. This is because the designations are largely conducted by professionals from academia and the National Park Service. However, what is nominated can also reflect sites which have gained public interest. Despite this, the Landmarks are an identifiable element in the Philadelphia historic landscape that has been measured against the same criteria and designation process. Therefore, National Historic Landmarks will be used as the measure of current preservation practices in Philadelphia. Specifically, a survey of designation statements of significance will be used to assess change in themes over time, and whether they reflect the changing values published by the National Park Service through their theme studies.

In forming a hypothesis concerning the gap between current Philadelphia preservation practices and national trends, several assumptions have been made. One is

that there has indeed been a definitive change in historic sites and preservation practices in America during the past two decades. The increase in the academic study of social and cultural history was the catalyst for this change in values as the subject matter of academic historians broadened. To clarify this assumption a study on current values assessments will be conducted in Chapter Two. These studies involve the analysis of the current cultural values that drive historic preservation and how they came to fruition.

In order to properly assess National Historic Landmark designations, the program created and managed by the National Park Service will be evaluated. The history of the National Historic Landmarks Program, from its inception in 1935 up to the present day, will be surveyed in Chapter Three. The evolution of legislation shows how the National Park Service has formalized the National Historic Landmarks Program over the past century. More importantly, the designation process used today will be examined to determine how the forces that drive preservation converge and are standardized using the National historic Landmark legislation.

As part of the National Historic Landmark Program the National Park Service has devised thematic frameworks as a tool used to evaluate the significance of cultural resources. The first thematic framework was established in 1936 shortly after the National Historic Landmarks Program was created and consisted of several broad themes in American history focusing primarily on military and political history. Since its creation 1936 the framework has been updated and revised several times. Because these themes are a guiding factor in National Historic Landmark designation, an analysis of

these and other efforts of the National Park Service to embrace new cultural values will be evaluated in Chapter Four.

In order to substantiate or disprove whether the changes in values and historical inquiry have been experienced in Philadelphia, a quantitative assessment of preservation in Philadelphia is necessary. National Historic Landmarks will be used as the variable to represent the range of preservation efforts in Philadelphia. In Chapter Five a survey will be conducted using each designation statement of significance, designation date, and any applicable themes the Landmarks correlate with. From this, a diachronic history of preservation in Philadelphia can be described.

Finally, I intend to determine whether the National Historic Landmark designations in Philadelphia reflect the newer themes created by the National Park Service including the Underground Railroad, Civil Rights movement and Labor history. These topics of history have been explored by the academic community in Philadelphia, but historic sites have yet to embrace and reflect these stories. An assessment of Philadelphia's National Historic Landmarks is necessary to determine how far the city has come in its preservation efforts, and where it should be going to further expand upon its long and dramatic history.

Chapter 2:

Values-Based Preservation: An Overview

In order to assess the statements of significance for Philadelphia National Historic Landmarks, an understanding of the current trends in cultural values is necessary. Like popular styles and cultural norms, what society values as significant changes over time. Social values are affected by past and present external and internal factors. Values encourage society to preserve certain resources and thus determine what the future will experience and know of the past. However, because these values evolve and vary according to person and context, there are few guides for preservation professionals. The theme studies researched and published by the National Park Service are one of the few sources that explicitly reflect these changing trends.

Literature analyzing these trends has been compiled by government agencies, preservation organizations, and academics. The dominant theme in these inquiries is not whether the values exist or what they are, but instead, how they came to be and how the

preservation field may best incorporate them. Beginning in the late 1980s experts began to reflect on the history of preservation asking ‘Why do we preserve what we do?’ and, more importantly, ‘Who are *We*?’ in an effort to understand who is engaging in preservation and what values drive them.

Many have sought to understand what we now know as “values,” the changes that have occurred to them, and the driving forces behind the preservation field. This has been done by reviewing changes to enabling legislation, analyzing the field itself, and value trends such as the impact of the Burra Charter.⁶ An understanding of how the current values developed into the driving force behind present-day preservation decisions is necessary in order to understand the National Historic Landmarks designations. It is important to understand what has shaped these values and how they have impacted the field of preservation before analyzing what society designates as important. Here, the drive is more important than the resulting successes in preservation.

In 1987 Robert Stipe and Antoinette Lee authored a comprehensive summary of the preservation field in *The American Mosaic: Preserving a Nation's Heritage*, which was published one year before William Murtagh’s *Keeping Time: The History and Theory of Preservation in America*. *The American Mosaic* examined historic preservation from a methodological standpoint, while *Keeping Time* created a historical summary of the field. Stipe and Lee approached their topic by explaining what we

⁶ The Burra Charter, created by Australia ICOMOS in 1979, has been cited as one of the earliest and most effective government efforts to protect the heritage of indigenous people. It is meant as a guide to those who provide advice, make decisions or care for places of cultural significance.

preserve and why, while Murtagh explained to his readers the history of the historic preservation movement and its various manifestations.

The American Mosaic was completed shortly before the 1988 US/ICOMOS conference in Washington, D.C. to provide a comprehensive overview of historic preservation in the United States. It summarized the American preservation “system” including the roles of the federal, state and local government. This collection of essays was also one of the first to systematically examine the motives behind preservation and to recognize the expansion of what was considered significant. Stipe and Lee saw preservation as a medium to express the continually evolving values of social groups.⁷

The American Mosaic explored for the first time the role of ethnicity in preservation and the values of groups that had previously been excluded.

In Antoinette Lee’s article, “Discovering Old Cultures in the New World: The Role of Ethnicity,” she addresses how American diversity was being incorporated into the preservation movement. Diversity in the field was experienced in both the “we” and the “what.” As a standard, values-based preservation recognizes that decisions regarding a site’s significance are greatly affected by the individuals participating in the preservation process.⁸

Lee also asserts that the social and political conflicts of the 1960s and subsequent efforts by academic and public historians to make sense of those conflicts were the

⁷ Robert E Stipe and Antoinette J. Lee, eds., *The American Mosaic: Preserving a Nation’s Heritage*. (Washington, D.C.: US/ICOMOS, 1987), 7.

⁸ *Ibid.*, 180.

catalyst for changes in the preservation profession.⁹ A result of this effort was the development what is often referred to as the “new social history.” The changes in society during this period affected the academic history taught at colleges and universities as professors sought to make history relevant. This history research expanded the scope from an emphasis on national leaders and political and military history to include the history of regular people and everyday life as well as focusing on women’s and minority history.¹⁰ Lee asserts in the article “Historians Then, Historians Now,” that the social history of the academic world influenced preservation professionals and historians later employed in the preservation arena.¹¹

In 1992 an amendment was added to the National Historic Preservation Act that enabled the creation of Tribal Historic Preservation Offices (THPO). These offices work with State Historic Preservation Offices (SHPO) to enhance the protection of places specifically culturally significant to Native Americans. Six years later, the National Park Service established the Cultural Resources Diversity Program, with a goal to establish programs and approaches to diversify the fields of cultural resource management and historic preservation. The program’s goals were to reflect the changing demographics of the United States and involve groups previously left out of heritage stewardship.¹² These changes in legislation and the creation of programs signal that the government recognized

⁹ Ibid.

¹⁰ Antoinette J. Lee, “Historians as Managers of the Nation’s Cultural Heritage.” *American Studies International* 42, no. 2 and 3 (2004): 121.

¹¹ Antoinette J Lee, “Historians Then, Historian Now.” *CRM* 19, no. 6. (1996): 46.

¹² U.S. Department of the Interior, National Park Service. Cultural Resources Diversity Program. Available from <http://www.cr.nps.gov/crdi/description/prgm.htm>; Accessed 12 December 2006.

the broadening constituent groups and was making an effort to expand the concepts of national heritage.

The American Mosaic is also one of the first attempts to compare the values of current practices with the values of earlier generations. This topic has been addressed in more recent books, notably *Past Meets Future*, a collection of essays edited by Lee from the 1991 National Preservation Conference, and another compilation by Stipe published in 2003 entitled, *A Richer Heritage: Historic Preservation in the Twenty-first Century*. Included in these compilations is the discussion of how the values progressed, and more specifically, what helped form the current values. All sources agree that new legislation broadened what was considered significant during the late twentieth century resulting in an increased interest in vernacular architecture, locally significant sites and the story of the common man.

The 1935 Antiquities Act established that National Historic Landmarks should be representative of our collective national heritage. However, the 1966 National Historic Preservation Act expanded the criteria to include sites deemed important at the state and local levels by creating the National Register of Historic Places. The intentions of those who framed the 1966 Act were based upon traditionally held values and long historically accepted rationales for significance. These included longstanding beliefs that heritage included masterpieces, places of intrinsic value and those that possessed authenticity.¹³ These earlier values also predominately focused on sites considered historically or

¹³ Erica Avrami, Randall Mason, Marta de la Torre, eds., *Values and Heritage Conservation Research Report*. (The Getty Conservation Institute: The J. Paul Getty Trust, 2000), 6.

architecturally valuable and excluded cultural or social values.¹⁴ After the 1966 Preservation Act, vernacular architecture and social history were part of the general trend to include the culture heritage of minorities. When examining the NHL designations, the reflection of these values and their gradual expansion are evident. Designations began to broaden in scope as wider ranges of values were incorporated into the preservation arena.

A Getty study published in 2000 recognized the importance of social values in conservation and preservation. However, it warned that because values are subjective, future generations will receive only abridged versions of the past. The Getty study distinguished between the different kinds of values associated with a site and the various driving forces behind them. These values can include artistic, aesthetic, historic and economic.¹⁵ All of the values associated with a site ultimately determine the interventions to the building; whether it will be adaptively reused, designated, interpreted as a historic site, ignored or demolished. The Getty Report also suggests the ways conservation and preservation influence and are influenced by society and culture.¹⁶ The historic sites that survive influence future generations. In a similar way, interest generated at the community level may in turn create interest at the professional level.

The role of conservation also evolves with society. The values people draw from historic sites and how these sites shape and serve the community change as the needs of people change.¹⁷ The Getty study indicates that factors of cultural significance and social

¹⁴ Robert E. Stripe, ed., *A Richer Heritage: Historic Preservation in the Twenty-first Century*. (Chapel Hill: The University of North Carolina Press, 2003), 23.

¹⁵ Avrami, 1.

¹⁶ *Ibid.*, 3.

¹⁷ *Ibid.*, 4.

values include why an object or site is meaningful, to whom, for whom it is being preserved, how preservation impacts the site and how it is understood or perceived. The study also asserts that every act of preservation and conservation is shaped by those factors as well as its social context, available resources and local priorities. Therefore, as the range and diversity of participants continue to expand, preservation must accommodate stakeholders with different ideas regarding site significance into the decision making process.

Chapter 3:

National Historic Landmarks Program: An Overview

History

The National Historic Landmarks Program is managed by the federal government through the National Park Service to survey sites, oversee nominations and designate sites that are considered nationally significant according to established criteria. The program in operation today evolved from an initiative of the Historic Sites Act of 1935 to survey and record nationally significant historic sites across the United States. However, the designation status awarded today to National Historic Landmarks began in 1960 shortly after the above survey was refined and later publicly released. The federal government's involvement in preservation can be tracked back to the Antiquities Act of 1906, then the Historic Sites Act in 1935, and finally to the National Historic Preservation Act of 1966 with subsequent amendments.

The Antiquities Act of 1906 was the seed for the development of the National Park Service's preservation role and subsequent preservation acts. The 1906 Act gave the President authority "to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest," as national monuments as long as they were on government owned or controlled lands.¹⁸ These designated monuments could be under the jurisdiction of the Secretary of the Interior, Agriculture, or War.

In 1916 the National Park Service was created as a bureau of the Interior Department. According to this legislation, one of its roles was to help conserve the historic objects in the parks and any other monuments assigned to it.¹⁹ Shortly after its establishment, the director of the National Park Service began petitioning to have authority over the historic military and prehistoric sites that until then had been under the control of the Agriculture or War Departments. The National Park Service began to expand its historic site management capacities in other ways as well. In 1930 Horace Albright, director of the Service, obtained two historical parks in Virginia: George Washington's birthplace and the Colonial National Monument which encompassed Jamestown and Yorktown. The following year the first historians joined the staff at Washington, D.C. including a chief historian, Vern Chatelain.²⁰

In 1933 the National Park Service was granted the requested federally-owned parks and monuments along with the memorials and parklands in Washington, D.C. This

¹⁸ House. *Antiquities Act*. 1906. 16 U.S.C. 431-433.

¹⁹ Barry Mackintosh. *The Historic Sites Survey and National Historic Landmarks Program*. (History Division, National Park Service, Department of the Interior: Washington, D.C., 1985), 2.

²⁰ *Ibid.*, 3.

was the precedent for the National Park Service as the sole federal government authority for the stewardship, protection and preservation of historic and prehistoric resources.

That same year the Civilian Conservation Corps (CCC) and the Historic American Building Survey (HABS) were initiated.²¹ The HABS brought about a whole new role for the federal government; no longer just protection but also active surveying and recording. Thus the federal government, through the National Park Service, became a driving force in preservation.

Initially, the activities of HABS were improvised and had no legislative sanctions, despite its seemingly far reaching jurisdiction across the country which blurred the division of federal and state lines. The Historic Sites Act of 1935 substantiated the survey and provided legislative backing. The preamble for the Act made it national policy to "...preserve for public use historic sites, buildings, and objects of national significance...."²² The act gave authority to the National Park Service, thus formalizing the surveys it had been doing for years, by stipulating that the National Park Service should "secure, collate and preserve drawings, plans and photographs and other data of historical and archaeological sites, buildings and objects."²³ Along with legitimizing the HABS, the Act also formed the basis of what would later become the National Historic Landmark Program. Part of the new duties assigned to the National Park Service were to "make a survey of historic and archaeological sites, buildings and objects for the purpose of determining which possess exceptional value as commemorating or illustrating the

²¹ Ibid., 3.

²² House. *Historic Sites Act*. 1935. 16 U.S.C. 461-467.

²³ House. *Historic Sites Act*. 1935. 16 U.S.C. 461-467.

history of the United States.”²⁴ The National Park Service was to erect plaques commemorating places or events of national significance. Through the Historic Sites Act, the National Park Service was established as the Federal agency to uphold the national policy of preservation, and to do so it was to research, survey, and record.

The historic sites survey, titled the “National Survey of Historic Sites and Buildings,” was formally inaugurated in July 1936.²⁵ The survey work that preceded the Historic Site Act began before the program was officially inaugurated. The survey was conducted nationwide and was meant to encompass both historic and prehistoric sites representing a broad span of American history. The Historic Sites and Buildings branch of the National Park Service, established a month before the Historic Sites Act was passed, oversaw the survey. During this initial period a process was established to ensure the systematic compilation of significant sites. An inventory of significant properties was prepared by creating a record for each. From the record file the most important were selected and more detailed research was conducted. Once the research was completed each site’s national significance was established with assistance from the Advisory Board, a committee of historians and architects charged with overseeing the designations. A national preservation plan was also developed in cooperation with other agencies.²⁶ One stipulation to the survey results was confidentiality; the National Park Service wished to avoid any fear--or hope--that the government would seek to acquire nationally significant sites.

²⁴ Ibid.

²⁵ Mackintosh, 13.

²⁶ Ibid.

It did not take long for the legislatively-backed survey to begin accumulating sites to represent American history. In February, 1936, only six months after the implementation of the Historic Sites Act, the Advisory Board listed five sites as nationally significant based on previously conducted survey work. Three months later, in May, 1936, the Advisory Board approved twelve more sites for the list.²⁷ By 1943, 560 sites were inventoried; 229 of those were determined to be nationally significant.²⁸ Designation activity virtually ceased during World War II as federal funding became limited.

After the war there were numerous efforts to reinstate the survey, despite continuously denied funding requests. The survey was not reinitiated until funding for Mission 66 planning was approved in July, 1957. Mission 66 was the national celebration orchestrated by the National Park Service for its fiftieth anniversary. The plan for Mission 66 included a range of activities that could not be conducted within the agency's regular budget. The historic sites survey was included, along with other Mission 66 activities, as an aspect of the planning process for the broadening of the park system.²⁹ The survey of national landmarks was to be completed by 1961.

The results of the survey had been kept confidential up to this point. However, the absence of a product from the survey did not promote the preservation of historic sites. Shortly after reinstating the survey, a push to declassify the sites was begun by

²⁷ Ibid., 16; February 1936: Homestead National Monument, Fort Frederica, Richmond Battlefield, Harpers Ferry, Derby Wharf.

May 1936: Old Main Building, Mackinac Island, Fort Bridger, The Alamo, Site of the Treaty of Greenville, Bentonville Battlefield, Mulberry Grove, Los Adais, San Jose Mission, Hopewell Iron Furnace, Fort Raleigh, Grand Portage.

²⁸ Ibid., 20.

²⁹ Ibid., 33.

staff in the National Park Service. In 1958, a memorandum was sent to Director Conrad Wirth proposing that a list of nationally significant properties be published once the survey was completed arguing that such publicity would promote preservation, help focus organizations on important properties, and encourage owners to engage in proper stewardship. The memorandum also proposed giving priority to surveying nationally significant buildings through the Historic American Buildings Survey, making annual visits to the properties and installing plaques at significant sites if the owners consented.

³⁰ A year later the Advisory Board agreed that the list should be released as phases of the survey were completed and that certificates should be issued to property owners.

In June, 1959, the Director of the National Park Service sent a memorandum to the Secretary of the Interior regarding the classified lists. The problem was how to utilize the results of the National Survey of Historic Sites and Buildings more effectively. The given solution was a new category of historic sites and buildings under the Historic Sites Act known as the Registered National Historic Landmarks.³¹ This memorandum was approved by the Secretary that November, but was not formally announced until the new expenses were approved by the Budget Bureau. The approach of publishing the list and recognizing sites through certificates or plaques instead of acquiring the sites appealed to the Budget Bureau and so the National Historic Landmark Program was approved during the January, 1960, budget meeting.

Prior to the program's approval, the Advisory Board had begun reviewing the list for potential designations. During its fall of 1959 and spring of 1960 meetings the Board

³⁰ Ibid., 37.

³¹ Ibid., 38.

proposed 116 sites from the historical studies already completed by the National Park Service.³² However, a concern that the public would assume that federal recognition of a property would imply an eventual effort to acquire it still remained. To alleviate their concern, the National Park Service developed a strategy to minimize the effects of the designations by releasing and publishing large numbers of eligible landmarks at one time, thereby diminishing focus on a single property.

On October 9, 1960, the first sites eligible for designation were announced; ninety-two properties were presented.³³ Two months later, on December 12, 1960, seventy more sites were announced by the Secretary as being eligible for landmark status.³⁴ Approximately a month later, on January 20, 1961, fifty-one more sites were added.³⁵ In less than six months, 213 sites were listed as eligible for the new designation of National Historic Landmark. This massing allowed the survey to become fruitful, but also reduced fears of acquisition. The number of site nominations in such a short period did not continue after the initial public release of the list.

The federal government's role in historic preservation was again extended with the passage of the National Historic Preservation Act in 1966. After the creation of this legislation the concern of the National Park Service was no longer on the survey and designation of National Historic Landmarks but instead turned to broader efforts. The National Historic Preservation Act created the National Register of Historic Places enlarging the scope to include sites of state and local significance as well. This new

³² Ibid., 40.

³³ Ibid.

³⁴ Ibid., 46.

³⁵ Ibid., 47.

Register first comprised of the amassed landmarks and historical units of the National Park System, but was later expanded by designations received from State Historic Preservation Offices (SHPO), the organizations created by the 1966 act to oversee register nominations. Along with the SHPO, the Preservation Act also created the Advisory Council on Historic Preservation.

Initially, the published sites were only listed as being eligible for designation. The status was finalized once the owner consented to maintain the property's historic character and to permit annual or biennial inspections by staff from the National Park Service. In 1972 this practice was amended so that properties were designated automatically and the owner received a certificate; a plaque was issued only if the owner consented to the maintenance requirement. At the same time, the title was shortened to "National Historic Landmark" deleting "Registered" from the original title.³⁶

Criteria

Since the survey's establishment by the Historic Sites Act there have been standard criteria with which national significance could be determined. Initially, no properties built after 1870 were considered. The site was also required to have a high degree of integrity and possess exceptional value to commemorate and illustrate the history of the United States.³⁷ In 1936, the first historic themes were created to catalog the historic sites into facets of American history. The landmarks were expected to be

³⁶ Ibid., 48.

³⁷ Ibid. 75.

exceptional examples in their respective themes.³⁸ The pre-1870 requirement was replaced in 1952 by the criterion requiring that fifty years elapse since the site achieved its historical significance, commonly referred to as the “fifty year rule.”³⁹ The criteria were adjusted again in 1963 to emphasize the reluctance of the National Park Service to designate birth or death sites unless associated with outstanding individuals.⁴⁰ The early criteria required integrity and the ability to commemorate. As a result, many sites with no longer intact structures, or collections of sites which together were significant but separately lacked integrity, were overlooked, especially in urban areas. This problem was amended by the creation of specific criteria for districts and the ability for sites to commemorate, but not necessarily illustrate, significant aspects of American history.

In 1980, the legality of the designation process was questioned in *Historic Green Springs Inc. v. Bob Bergland et al.* representing the Virginia Vermiculite Company.⁴¹ The Green Springs community in Louisa, Virginia aimed to stop the construction of a vermiculate mining facility and prison. As part of its strategy the community formed Historic Green Springs, Inc., pushed for National Historic Landmark designation of a historic district, and attempted to give the National Park Service development-restricting easements, the only thing that would have overruled the construction of the prison. This quick Landmark designation prompted a lawsuit from the Virginia Vermiculite Company because of non-standardized designation processes.

³⁸ Ibid., 10.

³⁹ Ibid., 69.

⁴⁰ Ibid.

⁴¹ Ibid., 101.

As a result, weaknesses in landmark designations became apparent because of the lack in published rules and procedures to govern the process and unpublished standards for national historic significance. This case prompted action from the Secretary of the Interior to ensure that the validity of other nominations was not questioned and to create and publish detailed landmarks criteria. Both issues were addressed with the 1980 amendments to the National Historic Preservation Act. The regulations and criteria were published in 1983 as the *Code of Federal Regulations, Title 36 Part 65, National Historic Landmarks Program*.⁴² This addition to the *Code of Federal Regulations* detailed how the program was administered, the designation process and the criteria used to determine national significance.⁴³

The criteria currently used for designations are based on those published in 1983. According to these criteria, national significance may be applied to

...districts, sites, buildings structures and objects that possess exceptional value or quality in illustrating or interpreting the heritage of the United States in history, architecture, archaeology, engineering and culture and that possess a high degree of integrity of location, design, setting, materials, workmanship, feeling and association.⁴⁴

Along with this generalized provision, the site must also be representative of or associated with a specific aspect of American history. The association may be with an event or person, or representative of an idea or ideology, embody an architectural

⁴² For the *Code of Federal Regulations, Title 36 Part 65, National Historic Landmarks Program* see Appendix A.

⁴³ For a list of criteria and exceptions see Appendix B.

⁴⁴ United State Congress. House. *National Historic Landmarks Program*. Code of Federal Regulations, Title 36, Part 65. 1983.

characteristic, be an integral part of a significant collection, or yield or potentially yield information.

There are also specific categories of sites that are typically excluded from designation. As mentioned above, the National Park Service is reluctant to designate graves or birthplaces of individuals. The criteria also specify that cemeteries, religious institutions, or sites used for religious purposes are generally excluded. Sites that have been moved from their original locations, or reconstructed and those that have not achieved significance within the past fifty years are also precluded. However, in each one of these categories there are exceptions. If a religious property achieved significance because of its architectural distinction or historical importance, it can be included. For instance, both Christ Church and the Church of the Advocate in Philadelphia qualified under this exemption. Relocated or reconstructed structures, graves and birth places can also be included if they have “transcendent value” such as the birthplace of W.E.B. Dubois.⁴⁵

In less than a decade an initiative to catalog and survey America’s resources had evolved into a standardized methodology for professionals and the general public to utilize. Similar to early museum methods of collecting and labeling artifacts, early federal preservationists aimed to collect and label historic places. However, in order to retain public interest, the National Historic Landmarks survey was released and in nearly five years the National Park Service’s efforts and responsibilities were expanded with the creation of the National Register. The Register included sites of regional and local

⁴⁵ Ibid.

importance, something the National Historic Landmarks program had overlooked. Today, National Historic Landmarks include sites that represent regional or social strata variations in an effort to be successfully representative of the whole of America through its unique parts.

Chapter 4:

The National Park Service's Interpretive Role

In the 1930's when the National Park Service began to acquire historic sites from other federal agencies, hire professional staff of historians and engage in historic preservation and interpretation, it needed a system to organize its narrative of American history. What gradually emerged was historic interpretation in the form of themes. Historian John Bodnar argues that both the bureaucracy and the professionals associated with the preservation efforts developed a set of standards to mold the public's perception of the past through control of National Historic Landmarks.⁴⁶ As the National Historic Landmark program and its thematic framework became more sophisticated, they shaped and were shaped by public values.

⁴⁶ John E. Bodnar, *Remaking America: Public Memory, Commemoration, and Patriotism in the Twentieth Century*. (Princeton, N.J. : Princeton University Press, 1992), 170.

National Historic Landmarks are identified by theme studies, which are coordinated historical investigations of selected time periods in subject matters throughout American history and pre-history. These studies are the most effective way of identifying, evaluating and nominating properties for National Historic Landmark status because they provide a context for comparison. The framework is intended as an outline of the major themes that define and illuminate American history. The themes are not meant to isolate a single topic for a historic site. Ideally, they help identify the multiple layers of history associated with a site. The dominant characteristic of the theme studies is its focus on national significance and context.

History

Theme studies have evolved throughout the history of the survey program and are continually updated and evaluated. Initially, the National Park Service used broad surveys of historical topics. One of the earliest references to a thematic approach occurred in 1929 during a study of educational deficiencies in the National Park Service and its stewardship areas. The study asserted that National Parks and Monuments should be selected based on their ability to illustrate periods of the country's historical past.⁴⁷ Following the assessment of education initiatives within the National Parks, Vern Chatelain, the Service's first professional historian, repeated the need for a themed structure to the Park System in 1932 and again in 1933.⁴⁸ In its original inception the theme studies served two purposes; to assist the National Park Service with its growing

⁴⁷ Mackintosh, 8.

⁴⁸ Ibid.

interpretive responsibilities and to prevent the creation of an uneven and unorganized representation of American history.⁴⁹ The thematic framework similar to the one used today originated in 1936, one year after the passing of the Historic Sites Act. At the first Advisory Board meeting that year Chatelain proposed the thematic framework.⁵⁰ That theme structure was approved by the Board and adopted in March of 1937.⁵¹

The first approved thematic structure included twelve prehistoric culture groups and twenty-three historical themes.⁵² Chatelain believed the themes should demonstrate progressive stages illustrating “man’s life on the continent.”⁵³ The cultural themes were grouped according to geographical association while the historical themes were grouped chronologically as the Colonial Period, 1783-1830 and 1830-1936.⁵⁴ All themes dealt principally with the concept of nation building with strong patriotic undertones.

By 1941 reports and preliminary studies had been developed for many of the initial themes including seventeenth-and eighteenth-century English, French and Spanish sites, Dutch and Swedish colonial sites, Western Expansion, Native Americans, Political and Military affairs.⁵⁵ During the planning of Mission 66 in 1958 these themes were revised to a single list combining sixteen historical themes and five Native American themes illustrating the growth of America as a world power. During the early years, sites awarded the National Historic Landmarks status failed to represent the breadth of American history. By 1960 almost a third of the sites depicted political and military

⁴⁹ Bodnar, 180.

⁵⁰ *Ibid.*, 11.

⁵¹ For a list of early theme studies see Appendix C.

⁵² Mackintosh, 11.

⁵³ Bodnar, 180.

⁵⁴ Bodnar, 181.

⁵⁵ Mackintosh, 19.

affairs, and most of the others exemplified the Civil War or western expansion. In 1970 the themes were revised to focus around nine concepts

- the original inhabitants
- european exploration and settlement
- development of the English colonies, 1700-1775
- major American wars
- political and military affairs
- western expansion, 1783-1898
- America at work
- the contemplative society and
- society and social conscience.⁵⁶

These themes were revised again in 1987. While the approach of the National Park Service remained the same, academic inquiry into America's past had begun to include social and cultural history that had not been represented in the thematic framework.⁵⁷

With passage of the National Historic Preservation Act in 1966, the National Historic Landmarks Program struggled to remain relevant in a changing social and academic climate. However, development of social, cultural and ethnic themes did not occur until 1971, when, in an effort to incorporate African-American history into the National Historic Landmarks Program, the Afro-American Bicentennial Corporation, a group formed in preparation for the national Bicentennial, was commissioned to identify black historic sites.⁵⁸ Before this initiative there were a limited number of sites that included African-American history.

⁵⁶ Mackintosh, 141.

⁵⁷ United States Department of the Interior National Park Service. *History in the National Park Service*. Available from <http://www.cr.nps.gov/history/hisnps/NPSThinking/revthem.htm>; Accessed 23 October 2006.

⁵⁸ Mackintosh, 72.

Initially the Afro-American Bicentennial Corporation focused on only three of the themes entitled: Development of the English Colonies, 1700-1775; Major American Wars; and Society and Social Conscience. Thirty sites were nominated based on the study findings and by 1974 thirteen had been designated National Historic Landmarks. The Afro-American Bicentennial Corporation continued to conduct surveys that resulted in 48 more designations in 1976 and 1977. These efforts were discontinued due to funding cutbacks, but the Corporation's work resulted in sixty-one Landmarks focusing on African-American history.⁵⁹

The Corporation's study of African-American history was an early effort by the National Park Service to correct deficiencies in representation of minorities in the National Historic Landmarks Program. Regardless of the Corporation's efforts and the 1987 revision of themes, the existing framework did not correspond to current historic scholarship. As historian Eric Foner stated in 1990, "In the course of the past twenty years, American history has been remade."⁶⁰ History had changed due to social and cultural movements of the 1960's and 1970's as well as the influence of other disciplines such as anthropology. To close the gap, in 1990 Congress directed the NPS to revise the 1987 theme framework to incorporate new scholarship and methods of examining America's past.⁶¹ In this legislation, the Secretary of the Interior, in conjunction with scholarly and professional organizations from the disciplines of history, archaeology, and

⁵⁹ Ibid., 73.

⁶⁰ Eric Foner, ed., *The New American History*. (Temple University Press: Philadelphia, 1990) , vii.

⁶¹ United States Department of the Interior National Park Service,. *History in the National Park Service*. Available from <http://www.cr.nps.gov/history/hisnps/NPSThinking/revthem.htm>; Accessed 23 October 2006.

architecture, was authorized to revise the National Park Service thematic framework. The revision was meant to reflect contemporary scholarship and research in American history and culture, historic and prehistoric archaeology, and architecture.⁶² As a result, in June of 1993 a group of academic scholars and NPS professionals met in Washington, D.C.

The Revised Thematic Framework

The 1994 Revised Thematic Framework emerged from the Washington D.C. conference. The National Park Service and the professionals aimed to correct problems inherent with the older framework. They deleted the practice of categorizing history according to static topics or chronological periods, as well as the narrow focus on great men and events while ignoring ordinary people and everyday life. The new framework contains eight concepts with people, time and place being interrelated themes connecting the concepts together (see fig. 1). The new thematic framework permits the inclusion of social and cultural histories in the designation process by acknowledging the significance of everyday topics such as markets, vernacular architecture, and labor unions. Finally, the revisions enlarged the view of America's past by including race, ethnicity, class and gender within the topics instead of isolating them into separate categories.⁶³

⁶² House. *Arizona Desert Wilderness Act of 1990, Title XII*. Public Law 101-628, section 1209. House Bill 2570.

⁶³ Us Department of the Interior, National Park Service. *National Register Bulletin: How to Prepare National Historic Landmark Nominations*. Available from <http://www.cr.nps.gov/nr/publications/bulletins/nhl/index.htm>; Accessed 20 November 2006.

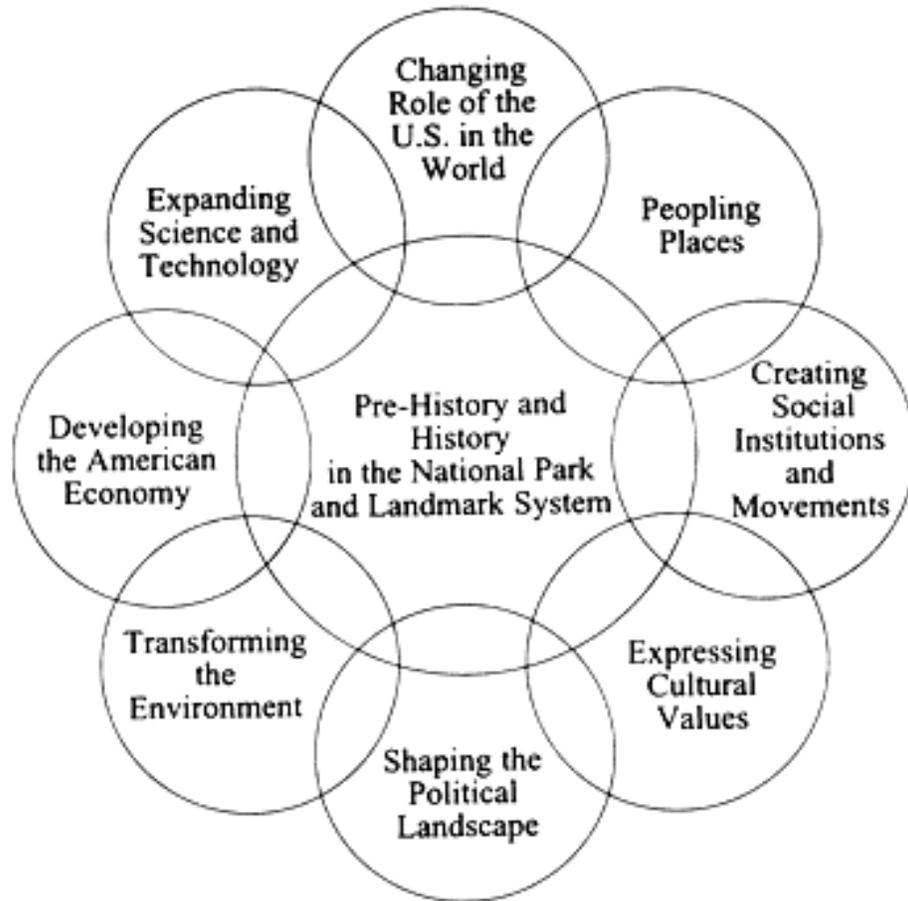


Figure 1. Revised Thematic Framework diagram. *History of the National Park Service*.

The three themes--people, time, and place--are meant to relate the concepts to one another. People are described as the primary agents of change. Facets such as gender, race, ethnicity and class are included under the theme of people to represent the human experience as a whole. However, inclusion is not meant to usurp past efforts to concentrate on the Nation. Instead, the revised thematic framework stipulates that it shows how the whole has been shaped by multiple individual histories.⁶⁴

⁶⁴ United States Department of the Interior National Park Service,. *History in the National Park Service*. Available from <http://www.cr.nps.gov/history/hisnps/NPSThinking/revthem.htm>; Accessed 23 October 2006.

The concept of time is no longer used to define boundaries, but to illustrate ideas of change and continuity through time. Sites are no longer evaluated to a particular period as they had in the past. When creating the framework scholars asserted it had proven ineffective to segment the themes into periods citing the method had obscured the changes and continuities that ran through history.⁶⁵ They believed that treating time as a continuous variable helps the public understand processes and change over time.

Finally, place is understood as “the concrete context in which our history unfolds.”⁶⁶ In the past, the focus was on sites and themes of national significance. The architects of the revised framework did not aim to annul this strategy. However, in recognizing national trends it was argued that regional and community impacts were also relevant. The new framework aimed to recognize local and regional experiences as important factors in understanding the national experience; recognizing that these stories affect national trends and events results in a richer understanding of the past.

Unlike the past themes, the eight concepts used in the revised thematic framework are meant to be interrelated. The themes were constructed with the understanding that history will continue to change and evolve. They are intended to allow a broad representation of American history. The new categories include topics from prehistory to the present era and aim to include the entirety of the human experience. The themes are:

- Peopling Places
- Creating Social Institutions and Movements
- Expressing Cultural Values
- Shaping the Political Landscape

⁶⁵ Ibid.

⁶⁶ Ibid.

- Developing the American Economy
- Expanding Science and Technology
- Transforming the Environment
- Changing Role of the United States in the World Community⁶⁷

Unlike the original themes which stratified prehistory and indigenous cultures from those of post-European settlement, the new themes make no such distinction. Instead, the theme of Peopling Places concentrates on human population and change throughout prehistory and history. The facets of family, gender concepts and the sexual division of labor are also incorporated. This also includes the ordinary events of marriage, childbirth, child-rearing, and death. Along with issues of the family, the formation and operation of communities and societies are examined under this category.

According to the thematic guidelines, topics under this category include

- Family and the Life Cycle
- Health, Nutrition and Disease
- Migration from Outside and Within
- Community and Neighborhood
- Ethnic Homelands
- Encounters, Conflicts and Colonization.⁶⁸

The category of Creating Social Institutions and movements correlates how people organize and express themselves in formal and informal organizations and institutions. These concepts were similarly expressed in the thematic system from 1970 under Society and Social Conscience. The institutions formed by communities and

⁶⁷ Ibid.

⁶⁸ These and all other theme topic summations are from: United States Department of the Interior National Park Service,. *History in the National Park Service*. Available from <http://www.cr.nps.gov/history/hisnps/NPSThinking/revthem.htm>; Accessed 23 October 2006.

society reflect the values of those groups. In addition, why, how, and when people formed organizations is pertinent. Topics defined by the theme include

- Clubs and Organizations
- Reform Movements
- Religious Institutions
- Recreational Activities.

The theme Expressing Cultural Values covers a more abstract concept than an event, institution or person; it attempts to organize culture defined in the theme as people's beliefs about themselves and the world around them. This includes values and beliefs held by communities and how they convey them. Sites that display the diversity of the American cultural landscape are included. This theme most similarly relates to The Contemplative Theme from the 1970 revision.

Topics include

- Education and Intellectual currents
- Visual and Performing Arts
- Literature
- Mass Media
- Architecture, Landscape Architecture and Urban Design
- Popular and Traditional Culture.

The theme Shaping the Political Landscape is meant to encompass political, government and military topics. Previously, these issues were restricted to post-European settlement in America and those events that included the United States government system. The new framework includes tribal along with local, state and federal governments as well as groups that shape policy. Sites demonstrating the national military history fall under this category. As the framework states, "The political landscape has been shaped by military events and decisions, by protests and political

parties.”⁶⁹ In that vein, the military and political actions of ordinary people are just as important as those of great leaders. Topics under this theme include

- Parties, Protests and Movements
- Governmental Institutions
- Military Institutions and Activities
- Political Ideas, Cultures and Theories.

Developing the American Economy investigates how Americans have worked to materially sustain themselves. It includes ordinary people and every day life. In the past, this subject was split into topics such as commerce, agriculture and industry. This theme includes the labor structures, class systems and technology used to change and evolve the economy. Topics in this theme include

- Extraction and Production
- Distribution and Consumption
- Transportation and Communication
- Workers and work Culture
- Labor Organizations and Protests
- Exchange and Trade
- Government Policies and Practices
- Economic Theory.

The Science and Technology theme explores advancement and discovery in both pre-settlement and modern cultures of America. Science is defined as the ways through which civilization understands the world around and organizes knowledge while technology is defined as human ingenuity and modification of the environment. In the 1970 framework these themes were incorporated into the broader notion of America at Work. Topics in this category include

⁶⁹ Ibid.

- Experimentation and Invention
- Technological Applications
- Scientific Thoughts and Theory
- Effect on Lifestyle and Health.

Similar to Science and Technology, the theme of Transforming the Environment was initially part of Society and Social Conscience. However, unlike the earlier version which focused solely on environmental conservation, this theme is expanded to include how humans interact with the environment. For this purpose, the environment has been defined as the place that supports and sustains life. Topics within this theme include

- Manipulating the Environment and its Resources
- Adverse Consequences and Stresses on the Environment
- Protecting and Preserving the Environment.

Finally, Changing Role of the United States in the World Community explores how the United States has engaged internationally. The theme includes aspects of diplomacy, trade, cultural exchange, defense, expansionism and imperialism. Also included in this topic is how other nations have influenced America, including immigration. The key principle of this theme is that America has not existed in isolation. Topics that define this theme include

- International Relations
- Commerce
- Expansionism and Imperialism
- Immigration and Emigration Policies.

Conclusion

Today the Revised Thematic Framework provides preservation professional, academics and the public a guide for assessing historical significance. By stressing the importance of people, time and place as linking themes across topics, framers aimed to provide a foundation for a more inclusive and complete representation of the American historic narrative. Furthermore, they sought to include social and cultural history topics into the main narrative, instead of segregating them into isolated areas. By weaving and incorporating the smaller fragments that have created the United States, a more conclusive historic landscape can be preserved.

Chapter 5:

Philadelphia's National Historic Landmarks

The motivation for the recognition and preservation of historically significant sites is complex. As discussed in Chapter Two, values are abstract and guided by many influences and factors. Nonetheless, behind every act of preservation there is a motive and a value attributed to the site. These values are especially clear in National Historic Landmark designations. These designations reflect trends and display how values have changed over the past four decades. The current concept of what is significant is broader and more inclusive than in the past. This is reflected in the National Park Service thematic framework, the system that was created to mold and shape the designation and assessment process of National Historic Landmarks. In following this trail of influence, Landmark designations provide evidence of the changes that occur in the field of historic preservation. The sites that have been designated in Philadelphia reflect what preservationists along with other stakeholders such as residents, the National Park

Service or advocacy groups see as significant. The types of sites designated and whether they reflect the evolving thematic framework indicates whether Philadelphia's preserved historic landscape represents current practices or is falling behind.

National Historic Landmarks make up only one part of the Philadelphia historical landscape; as of 2006 there are sixty-five in total. There are also approximately four hundred and thirty sites listed in the National Register along with National Historic Parks, National Historic Sites and countless private historic sites open to the public.⁷⁰ These sites were all preserved and function for different reasons. However, National Historic Landmarks have a defined purpose, designation process and criteria that enable their evaluation and comparison more effectively through time and across topics than other types of historic places in Philadelphia. Landmarks located across Philadelphia represent chronologically the development of the city, showcase its architecture and were the homes of many nationally significant individuals. Philadelphia also has designations spanning across the history of the National Historic Landmark Program itself, from the earliest efforts when the first list was released in 1960 up to the present day. The statements of significance, evaluation forms, and designation criteria assigned to each Landmark provide an insight into the evolution of historical inquiry and whether that scope has been broadened to accommodate new scholarship.

The nomination forms immediately reveal the focus of preservation efforts in Philadelphia. Despite the quantity, there has been an overwhelming concentration in

⁷⁰ In contrast to New York City with 105, Boston with 51, and Chicago with 36. United States Department of the Interior, National Park Service. *National Historic Landmark Database*. Available from <http://www.cr.nps.gov/nhl/>; Accessed 13 February 2007.

Center City, almost forty-five percent (see fig.2).⁷¹ The Landmarks are also skewed chronologically: almost a third of the sites were constructed before the eighteenth-century, two thirds date to the nineteenth-century, and only four were constructed after the twentieth-century.⁷² Philadelphia designation initiatives have thus far concentrated on Philadelphia's early settlement area and the first two centuries of Philadelphia history.

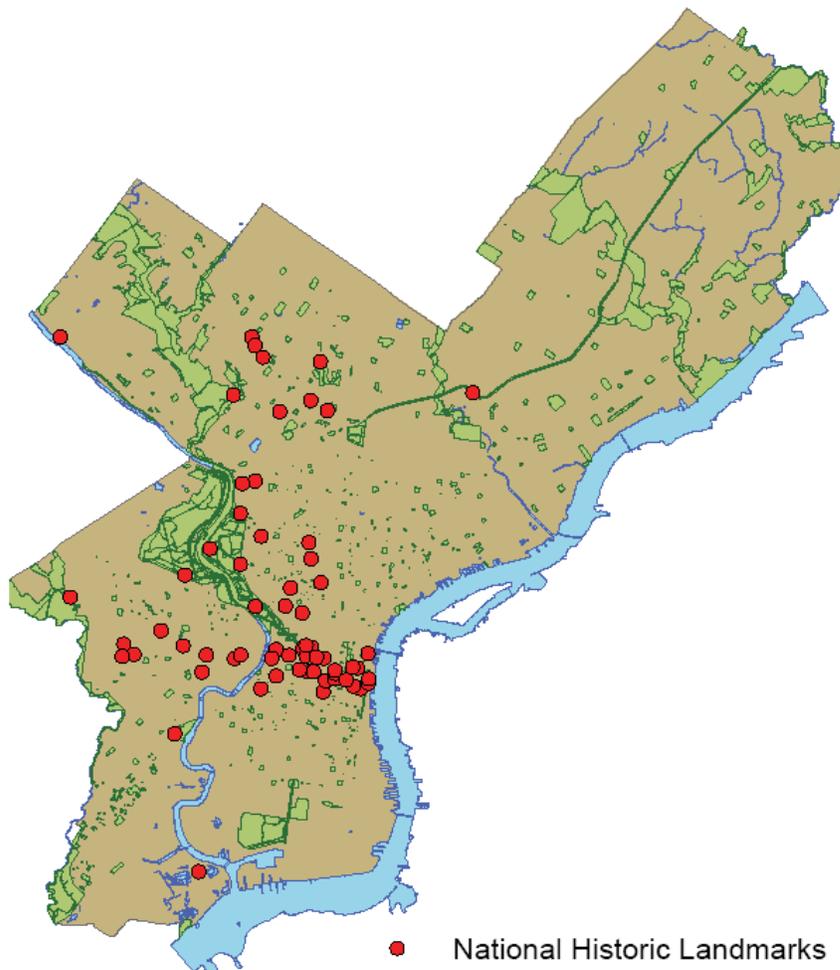


Figure 2: Map of Philadelphia National Historic Landmarks.

⁷¹ All data for National Historic landmark data is from United States Department of the Interior, National Park Service. *National Register Information System GEO*. Available from <http://www.nr.nps.gov/NRISGEO/>; Accessed 12 November 2006.

⁷² Wanamaker Store, Insurance Company of North America Building, Philadelphia Savings Fund Society Building, and USS Becuna.

Philadelphia's inclusion in the National Historic Landmark Program began in 1960 when the first designation lists were released to the public.⁷³ The first two landmarks to be designated in Philadelphia were the John Bartram House, for its scientific significance, and the Elfreth's Alley Historic District, for its architectural significance.⁷⁴ Philadelphia landmark designations continued steadily, adding one or two a year with two exceptions: 1965 and 1976. In 1965 the National Park Service was finalizing its preparation efforts for Mission 66. That year, nine different sites were designated consisting of various significances and dates.⁷⁵ In 1976 ten sites were designated, presumably in response to effects related to the Bicentennial celebrations.⁷⁶ This amassing of sites was a result of increased focus and efforts of the public and officials. Despite the lack of consistency in the types of Landmarks during those two initiatives, the increased awareness raised to spur the designations indicates a sustained interest in the Philadelphia historic landscape.

However, the reason provided for a site's significance is more important than its location or represented era in understanding Philadelphia preservation values. Similar to the previous two characteristics, there is a significance that dominates all others cited;

⁷³ For a list of National Historic Landmark designations by year see Appendix D.

⁷⁴ The designation of these two sites may have also been an effort to protect them during the interstate construction of the 1960s. In the late 1950's the Elfreth's Alley Association was concerned over the possible demolition of the street due to I-95 planning. It is possible that those involved with the Association aimed to get the street designated to decrease the likeliness of its demolition. However, this correlation at the Bartram House has not yet been investigated.

⁷⁵ American Philosophical Society Hall, Colonial Germantown Historic District, Thomas Eakins House, Eastern State Penitentiary, Institute of the Pennsylvania Hospital, Charles Wilson Peale House, Pennsylvania Hospital, Stenton and Thomas Sully Residence.

⁷⁶ Athenaeum, Fairmount Water Works, Francis Harper House, Hill-Physick House, Memorial Hall, Philadelphia City Hall, PSFS, Reading Terminal, Henry Tanner House and US Naval Home.

architectural significance is the rationale behind over a third of the designations (see fig. 3 and 4). No other area of significance comes close to that quantity; the next highest ones are military and science with only five each.⁷⁷ Sites designated because of their architectural merit are for the most part monumental examples such as Philadelphia City Hall and the Philadelphia Savings Fund Society Building, as well as a multitude of churches, former country manors, and urban mansions. Predominantly, these sites tell the story of great architects and great buildings. There are a few exceptions, including Elfreth's Alley, which showcases the common eighteenth-and nineteenth-century architecture of Philadelphia.

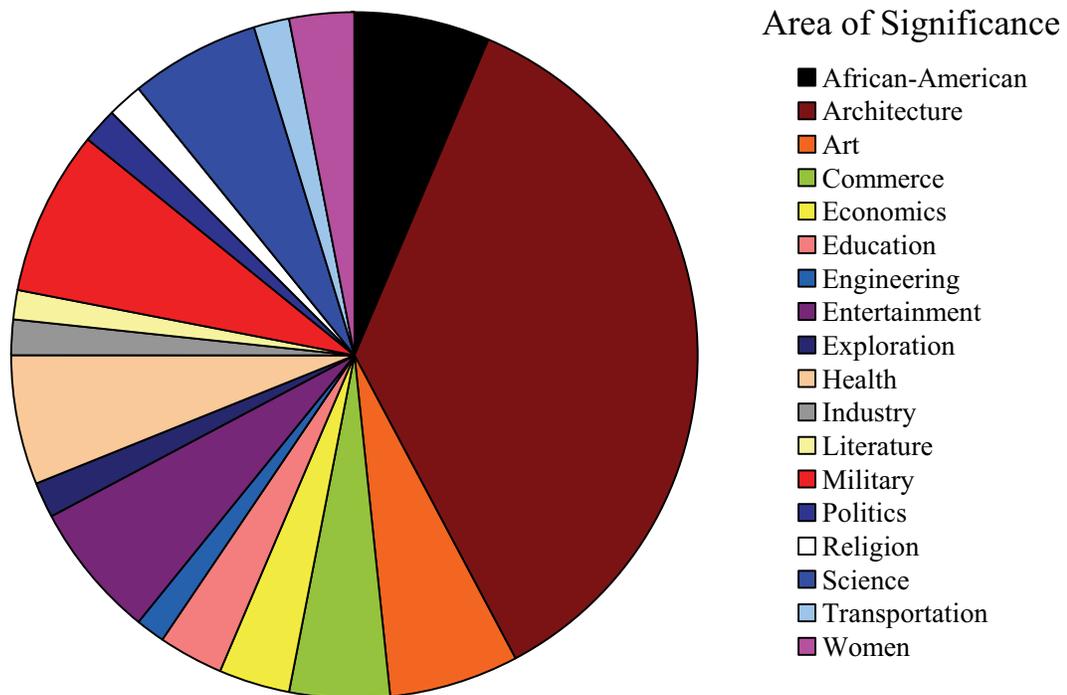


Figure 3. Areas of significance for Philadelphia National Historic Landmarks according to National Register Information Data.

⁷⁷ For a list of National Historic Landmark designations by significance see Appendix E.

Many sites in Philadelphia were also designated because of their association with significant individuals. Fourteen of the National Historic Landmark nominations specify that the site was at one point the residence of someone significant. This association may have been short term and even sometimes speculative, as in the case of the Edgar Allen Poe house. This includes the four sites nominated for their significance in art, three of the four nominated for their significance in black history, one of the two nominated for education, three of the five science sites, and the only literature site. Excluding these and the sites designated for architecture, there are only twenty-eight sites representing other areas of significance.

By assessing the designations of Philadelphia landmarks, the correlation between their statements of significance and the applied thematic frameworks is easily recognizable. For instance, in all but one nomination over the past decade social history has been listed as an area of significance. Despite this fact, the dominant theme used for designations remains consistent with the earliest practices in Philadelphia: designating sites because of their architectural merit.⁷⁸ There does not seem to be a change in the designations since the Revised Thematic Framework was instated in 1994. Instead, what occurred is the inclusion of social history on every significance list, but that inclusion did not dominate the designation. Social history is listed as the primary area of significance for only two sites over the past decade: the Johnson House and the New Century Guild. However, this dominant listing of social history was most likely because the interpretive focus of these sites concentrates on African-American and Women's history,

⁷⁸ For the nomination forms for designated National historic Landmarks from 1990-2001 see Appendix F.

respectively. The New Century Guild, designated in 1993, utilized the old framework from 1987 while the John Coltrane House, designated in 1997, used the newly revised framework from 1994.

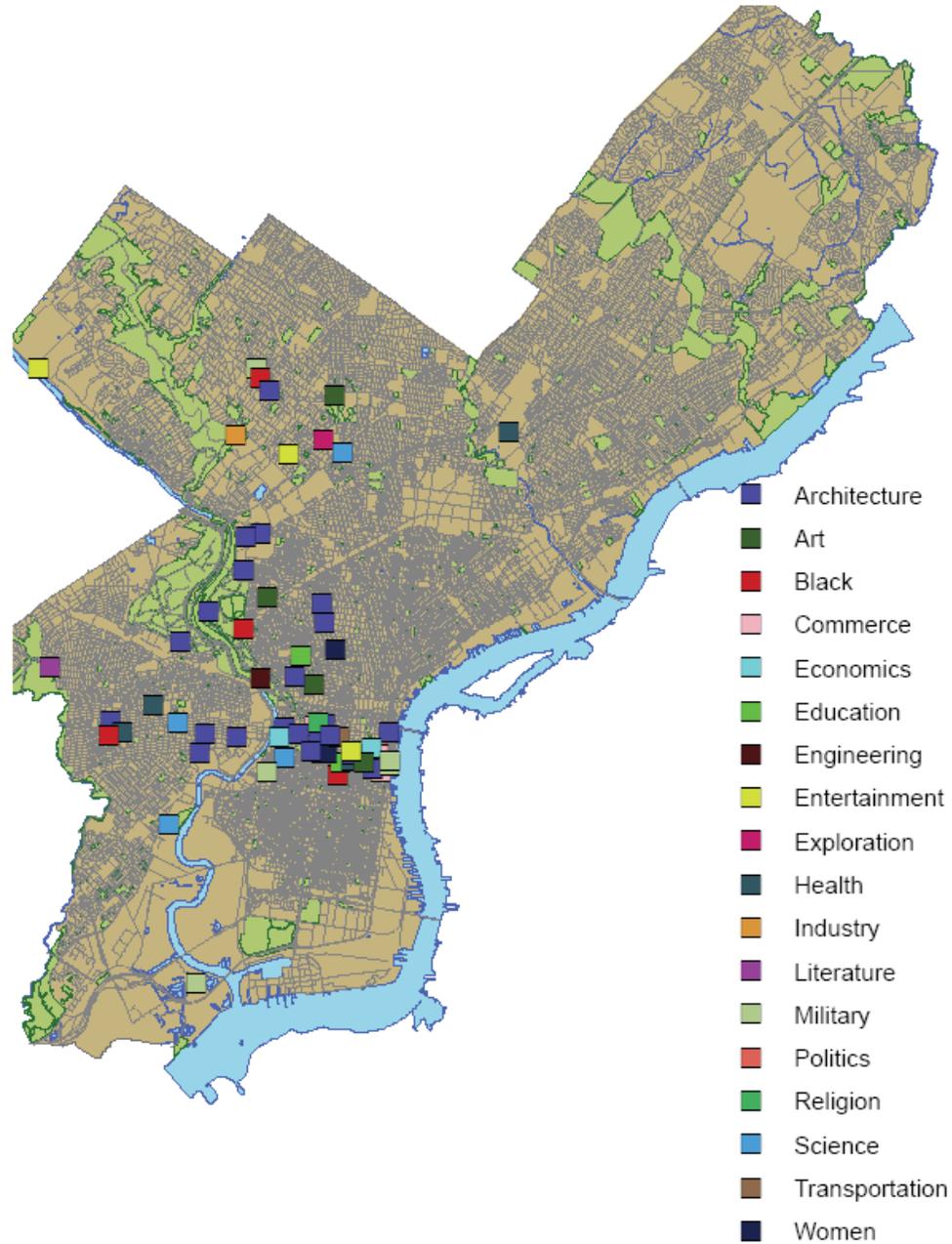


Figure 4. Designation significance of National Historic Landmarks across Philadelphia.

As discussed in Chapter Four, there was a national initiative to include sites of different foci, specifically those associated with African-Americans, in preparation for the Bicentennial. Mother Bethel A.M.E. Church was designated as a result of this effort in 1974. In 1976, when the second group of designated sites was released the Frances Ellen Watkins Harper House was included. The Johnson House and John Coltrane House, the only other sites focusing on African-American history, were not designated until 1997 and 1999 respectively.

Many sites in Philadelphia have also been designated because of exemptions in the criteria which, if not existing, would have prevented the site's listing. Of the sixty-five National Historic Landmarks in Philadelphia, there are six churches and a Quaker meeting house. Many of these sites, such as the Race Street Meeting House and Christ Church, were designated because their architectural merit allowed them to qualify under exception one of the criteria: that a religious property can be designated if it derives its significance from artistic or architectural merit. There is only one cemetery, Laurel Hill, which qualified because of exemption five in the criteria: that a cemetery can be designated if it possesses exceptional design. Finally, the John Coltrane House was designated despite the fact that its period of significance did not surpass fifty years. This designation qualified under exception eight of the criteria: a site which achieves significance within the past fifty years can be designated if it possessed exceptional national importance.

Finally, the person or organization who prepares the National Historic Landmark designations reveals how much the Landmarks truly reflect Philadelphia or whether they

merely reflect outside organization's views on what is significant in Philadelphia.

According to the National Register and National Historic Landmark forms, a majority of the nominations were done by the National Park Service. This is because for almost half of the Landmark Program's existence it was an internal collection of surveys. However, there are also a number of academic organizations and professionals who have prepared nominations representing a variety of purposes such as advocacy (in the case of the American Association of State and Local History) or site specific (such as those done by staff or consultants hired by sites).

For instance, the National Coordinating Commission for the Promotion of History is responsible for the two sites focusing on social history and the Race Street Meeting House also associated with the Women's movement. As discussed above, the Afro-American Bicentennial Corporation was responsible for two nominations focusing on African-American history. Finally, a large portion of the designation forms were prepared by National Park Service Historic Sites Survey staff in the Landmark Review Project. This was a coordinated effort to reassess all National Historic Landmarks designated before the National Historic Preservation Act because the earlier nominations lacked official boundaries. These reassessments provided the documentation for earlier sites to be incorporated into the National Register.

Despite the large quantity and seeming variety of National Historic Landmarks in Philadelphia, more than a third of them reflect the same facet of Philadelphia history. Almost one half are located within the same general area of the city, over one third represent only a century of Philadelphia's chronology and a third were designated to only

represent Philadelphia's architecture. This fails to represent the variety of people, industries and social groups that define the city and helped in its development. This narrow scope does not properly reflect the multitude of nationally significant stories that the Philadelphia historic landscape could be telling. More importantly, these sites are continuing to be part of an architectural collection rather than facets of a historical narrative.

Chapter 6:

Conclusion

The National Historic Landmark Program initially began as an effort to inventory the nationally significant sites of the United States and create a complete historical narrative. To accomplish this, the staff of the National Survey of Historic Sites and Buildings had to create a system to catalog sites; this allowed for comparison and ensured a full historical representation. Vern Chatelain, the National Park Service's first historian, established the thematic framework in 1936. However, the framers of the early versions of the National Historic Landmarks Program and the thematic frameworks had a more limited view of what qualified as nationally significant.

The National Historic Landmark Program used today is a product of the National Historic Preservation Act and the 1983 *Code of Federal Regulations, Title 36 Part 65, National Historic Landmarks Program*. It is this defining legislation which established the criteria, management system and designation process of the National Historic Landmarks Program. The standards against which we measure these Landmarks are the Revised Thematic Framework created in 1994. The Philadelphia Landmark designations

are a product of the evolving manifestations of the National Historic Landmark Program and the thematic frameworks used to organize it.

This inquiry into National Historic Landmarks in Philadelphia has focused on the Program, how the program has changed, and how the program has been experienced in Philadelphia. This examination has brought to the surface several realizations about historic preservation in Philadelphia and more specifically the National Historic Landmark presence. One, that assessing the National Historic Landmarks in Philadelphia, although an easily identifiable vehicle for preservation, does not appropriately represent Philadelphians and what they value or the entirety of the historic landscape. Two, that the Landmarks in Philadelphia are relatively isolated in scope. Finally, that despite the large proportion of Philadelphia National Historic Landmarks representing architecture and the nineteenth century, Philadelphia has been included in the latest theme studies focusing on social and cultural history topics.

When first forming the hypothesis of the status of historic preservation in Philadelphia, National Historic Landmarks were selected because they are an easily measurable and comparable tool used by preservationists. Despite this, the variety of National Historic Landmarks only partially represents Philadelphia preservation. Instead, the National Historic Landmarks are more so a reflection of how others view Philadelphia. This is because those who write the nominations are often not from Philadelphia-based preservation initiatives, and those approving the designations are at the federal level of government. Specifically, this applies to nominations created by professionals from national organizations such as the National Coordinating Commission

for the Promotion of History, the American Association for State and Local History, and the National Park Service. Instead, an assessment of the National Register listings would have provided a better glimpse of sites significant in Philadelphia at the local level and to Philadelphians rather than sites that have been designated because they are nationally significant.

The scope and type of National Historic Landmarks in Philadelphia are relatively limited and largely focused on nineteenth-century architecture. This may be due to the inability of Philadelphia's other historic resources to qualify effectively at the national level for other subjects. However, this trend might also suggest that those who are making the nominations and designations do not look to Philadelphia as a vehicle to represent particular aspects of the national narrative other than predominately architecture.

Despite the high proportion of National Historic Landmarks representing a discrete facet of Philadelphia, there have been efforts by the National Park Service to include existing Landmarks in the most recently developed theme studies. For instance, in 2003 a study was published by the National Park Service to help historic sites research and interpret Women's history. As part of this, a list of applicable National Historic Landmarks for the Women's History Theme Study were provided. Three Philadelphia sites were included on this list: the New Century Guild, the Philadelphia School of Design for Women, and the Race Street Meetinghouse.⁷⁹ That year a theme study on American Labor History was published that also listed the New Century Guild as a

⁷⁹ United States Department of the Interior, National Park Service. *Women's History Theme Study National Historic Landmarks*. Available from <http://www.cr.nps.gov/nhl/themes/>.

qualifying representative site.⁸⁰ In 2005, a theme study on the Underground Railroad listed the Johnson House as an applicable site.⁸¹ As evidenced by these inclusions, Philadelphia is capable of representing varied aspects of history.

The comparative analysis between designations that preceded the Revised Thematic Framework and those that came after yielded limited results. This is largely due to the low number of Landmark designations since 1994, only eight with the most recent being from 2001.⁸² Of those eight designations, four were for architecture echoing back to earlier concepts of significance. However, the John Coltrane House and John Johnson House were nominated for their associations with African-American history and the Friend's Hospital for its significance in health. This suggests that perhaps there was an effort to locate sites that represent a broader scope of historical narratives. However, these nominations were confined to a two year stretch almost a decade ago.

The National Register is more representative of Philadelphia's local history and some of those sites should be reexamined for NHL status. This has been done in the past successfully. For instance, before being designated as National Historic Landmarks the John Coltrane house was listed on the National Register in 1990 and the John Johnson house was listed in 1972. The precedent for reexamination exists and the Revised Thematic Framework is meant to help in accomplishing this. According to the National

⁸⁰ United States Department of the Interior, National Park Service. *American Labor History Theme Study*. Available from <http://www.cr.nps.gov/nhl/themes/>.

⁸¹ United States Department of the Interior, National Park Service. *Underground Railroad Resources in the United States Theme Studies*. Available from <http://www.cr.nps.gov/nr/travel/underground/thhome.htm>.

⁸² 1994 Lesley House; 1996, Church of the Advocate and St. Peter's Church; 1997, Johnson House; 1998, Laurel Hill Cemetery; 1999, Coltrane House and Friends Hospital; 2001, Merchant's Exchange Building.

Park Service, it provides new perspectives and topics to aid in reassessing the significance of sites.⁸³

Furthermore, based upon a preliminary assessment, the Institute for Colored Youths (now listed on the National Register) is nationally significant as one of the first institutes in the nation solely devoted to the education of “colored youths.”⁸⁴ This site would qualify under National Historic Landmark Criteria 3 and is applicable to the theme, “Expressing Cultural Values.” The National Register nomination for the site was written in 1986 and listed it as being significant for education and architecture. However, this site is also significant for African-American history. It demonstrates an early effort to provide education to minorities in America.

Philadelphia’s National Historic Landmarks express the earlier efforts of the theme studies to demonstrate ideas of unity and nation-building. Philadelphia’s history has been filled with social and political conflict, but National Historic Landmarks fail to effectively demonstrate this. This includes the more commonly referenced Revolutionary War, but also sites associated with the anti-Irish and anti-Catholic riots during the nineteenth century such as the “Philadelphia Nativist Riots.” St. Michael’s Catholic Church was burned down as a result and could qualify as a site that commemorates this nationally significant conflict, even though the original structure no longer exists. These examples demonstrate that, although Philadelphia has a large proportion of sites, it could also participate in the new stories emerging from America’s past.

⁸³ United States Department of the Interior, National Park Service. *National Register Bulletin: How to Prepare National Historic Landmark Nominations*. Available from <http://www.cr.nps.gov/nr/publications/bulletins/nhl/index.htm>.

⁸⁴ For the full National Register nomination form see Appendix G.

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**CODE OF FEDERAL REGULATIONS
TITLE 36 PARKS, FORESTS, AND PUBLIC PROPERTY
CHAPTER INATIONAL PARK SERVICE, DEPARTMENT OF THE
INTERIOR
PART 65--NATIONAL HISTORIC LANDMARKS PROGRAM**

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- 65.1 Purpose and authority.
 - 65.2 Effects of designation.
 - 65.3 Definitions.
 - 65.4 National Historic Landmark Criteria.
 - 65.5 Designation of National Historic Landmarks.
 - 65.6 Recognition of National Historic Landmarks.
 - 65.7 Monitoring National Historic Landmarks.
 - 65.8 Alteration of National Historic Landmark Boundaries.
 - 65.9 Withdrawal of National Historic Landmark Designation.
 - 65.10 Appeals for designation.

Authority: 16 U.S.C. 461 et seq., 16 U.S.C. 470 et seq.

s 65.1 Purpose and authority.

The purpose of the National Historic Landmarks Program is to identify and designate National Historic Landmarks, and encourage the long range preservation of nationally significant properties that illustrate or commemorate the history and prehistory of the United States. These regulations set forth the criteria for establishing national significance and the procedures used by the Department of the Interior for conducting the National Historic Landmarks Program.

(a) In the Historic Sites Act of 1935 (45 Stat. 666, 16 U.S.C. 461 et seq.) the Congress declared that it is a national policy to preserve for public use historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States and

(b) To implement the policy, the Act authorizes the Secretary of the Interior to perform the following duties and functions, among others:

(b)(1) To make a survey of historic and archeological sites, buildings and objects for the purpose of determining which possess exceptional value as commemorating or illustrating the history of the United States;

(b)(2) To make necessary investigations and researches in the United States relating to particular sites, buildings or objects to obtain true and accurate historical and archeological facts and information concerning the same; and

(b)(3) To erect and maintain tablets to mark or commemorate historic or prehistoric places and events of national historical or archeological significance.

(c) The National Park Service (NPS) administers the National Historic Landmarks Program on behalf of the Secretary.

⁸⁵ U.S. Government Printing Office. "National Historic Landmarks Program." *Code of Federal Regulations, Title 36, Part 65*. 1983. Available from http://www.access.gpo.gov/nara/cfr/waisidx_04/36cfr65_04.html; Accessed 18 December 2006.

s 65.2 Effects of designation.

(a) The purpose of the National Historic Landmarks Program is to focus attention on properties of exceptional value to the nation as a whole rather than to a particular State or locality. The program recognizes and promotes the preservation efforts of Federal, State and local agencies, as well as of private organizations and individuals and encourages the owners of landmark properties to observe preservation precepts.

(b) Properties designated as National Historic Landmarks are listed in the National Register of Historic Places upon designation as National Historic Landmarks. Listing of private property on the National Register does not prohibit under Federal law or regulations any actions which may otherwise be taken by the property owner with respect to the property.

(c) Specific effects of designation are:

(c)(1) The National Register was designed to be and is administered as a planning tool. Federal agencies undertaking a project having an effect on a listed or eligible property must provide the Advisory Council on Historic Preservation a reasonable opportunity to comment pursuant to Section 106 of the National Historic Preservation Act of 1966, as amended. The Advisory Council has adopted procedures concerning, inter alia, their commenting responsibility in 36 CFR Part 800.

(c)(2) Section 110(f) of the National Historic Preservation Act of 1966, as amended, requires that before approval of any Federal undertaking which may directly and adversely affect any National Historic Landmark, the head of the responsible Federal agency shall, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to such landmark, and shall afford the Advisory Council a reasonable opportunity to comment on the undertaking.

(c)(3) Listing in the National Register makes property owners eligible to be considered for Federal grants-in-aid and loan guarantees (when implemented) for historic preservation.

(c)(4) If a property is listed in the National Register, certain special Federal income tax provisions may apply to the owners of the property pursuant to Section 2124 of the Tax Reform Act of 1976, the Economic Recovery Tax Act of 1981 and the Tax Treatment Extension Act of 1980.

(c)(5) If a property contains surface coal resources and is listed in the National Register, certain provisions of the Surface Mining and Control Act of 1977 require consideration of a property's historic values in determining issuance of a surface coal mining permit.

(c)(6) Section 8 of the National Park System General Authorities Act of 1970, as amended (90 Stat. 1940, 16 U.S.C. 1-5), directs the Secretary to prepare an annual report to Congress which identifies all National Historic Landmarks that exhibit known or anticipated damage or threats to the integrity of their resources. In addition, National Historic Landmarks may be studied by NPS for possible recommendation to Congress for inclusion in the National Park System.

(c)(7) Section 9 of the Mining in the National Parks Act of 1976 (90 Stat. 1342, 16 U.S.C. 1980) directs the Secretary of the Interior to submit to the Advisory Council a report on any surface

mining activity which the Secretary has determined may destroy a National Historic Landmark in whole or in part, and to request the advisory Council's advice on alternative measures to mitigate or abate such activity.

s 65.3 Definitions.

As used in this rule:

(a) "Advisory Council" means the Advisory Council on Historic Preservation, established by the National Historic Preservation Act of 1966, as amended (16 U.S.C. 470 et seq.). Address: Executive Director, Advisory Council on Historic Preservation, 1522 K Street NW, Washington, DC 20005.

(b) "Chief elected local official" means the mayor, county judge or otherwise titled chief elected administrative official who is the elected head of the local political jurisdiction in which the property is located.

(c) "Advisory Board" means the National Park System Advisory Board which is a body of authorities in several fields of knowledge appointed by the Secretary under authority of the Historic Sites Act of 1935, as amended.

(d) "Director" means Director, National Park Service.

(e) "District" means a geographically definable area, urban or rural, that possesses a significant concentration, linkage or continuity of sites, buildings, structures or objects united by past events or aesthetically by plan or physical development. A district may also comprise individual elements separated geographically but linked by association or history.

(f) "Endangered property" means a historic property which is or is about to be subjected to a major impact that will destroy or seriously damage the resources which make it eligible for National Historic Landmark designation.

(g) "Federal Preservation Officer" means the official designated by the head of each Federal agency responsible for coordinating that agency's activities under the National Historic Preservation Act of 1966, as amended, including nominating properties under that agency's ownership or control to the National Register.

(h) "Keeper" means the Keeper of the National Register of Historic Places.

(i) "Landmark" means National Historic Landmark and is a district, site, building, structure or object, in public or private ownership, judged by the Secretary to possess national significance in American history, archeology, architecture, engineering and culture, and so designated by him.

(j) "National Register" means the National Register of Historic Places, which is a register of districts, sites, buildings, structures and objects significant in American history, architecture, archeology, engineering and culture, maintained by the Secretary. (Section 2(b) of the Historic Sites Act of 1935 (49 Stat. 666, 16 U.S.C. 461) and Section 101(a)(1) of the National Historic Preservation Act of 1966 (80 Stat. 915; 16 U.S.C. 470), as amended.) (Address: Chief, Interagency Resource Management Division, 440 G Street NW, Washington, DC 20243.)

(k) "National Historic Landmarks Program" means the program which identifies, designates, recognizes, lists, and monitors National Historic Landmarks conducted by the Secretary through the National Park Service. (Address: Chief, History Division, National Park Service, Washington, DC 20240; addresses of other participating divisions found throughout these regulations.)

(l) "Object" means a material thing of functional, aesthetic, cultural, historical or scientific value that may be, by nature or design, movable yet related to a specific setting or environment.

(m) "Owner" or "owners" means those individuals, partnerships, corporations or public agencies holding fee simple title to property. "Owner" or "owners" does not include individuals, partnerships, corporations or public agencies holding easements or less than fee interests (including leaseholds) of any nature.

(n) "Property" means a site, building, object, structure or a collection of the above which form a district.

(o) "Secretary" means the Secretary of the Interior.

(p) "Site" means the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined or vanished, where the location itself maintains historical or archeological value regardless of the value of any existing structure.

(q) "State official" means the person who has been designated in each State to administer the State Historic Preservation Program.

(r) "Structure" means a work made by human beings and composed of interdependent and interrelated parts in a definite pattern of organization.

s 65.4 National Historic Landmark Criteria.

The criteria applied to evaluate properties for possible designation as National Historic Landmarks or possible determination of eligibility for National Historic Landmark designation are listed below. These criteria shall be used by NPS in the preparation, review and evaluation of National Historic Landmark studies. They shall be used by the Advisory Board in reviewing National Historic Landmark studies and preparing recommendations to the Secretary. Properties shall be designated National Historic Landmarks only if they are nationally significant. Although assessments of national significance should reflect both public perceptions and professional judgments, the evaluations of properties being considered for landmark designation are undertaken by professionals, including historians, architectural historians, archeologists and anthropologists familiar with the broad range of the nation's resources and historical themes. The criteria applied by these specialists to potential landmarks do not define significance nor set a rigid standard for quality. Rather, the criteria establish the qualitative framework in which a comparative professional analysis of national significance can occur. The final decision on whether a property possesses national significance is made by the Secretary on the basis of documentation including the comments and recommendations of the public who participate in the designation process.

(a) Specific Criteria of National Significance: The quality of national significance is ascribed to districts, sites, buildings, structures and objects that possess exceptional value or quality in

illustrating or interpreting the heritage of the United States in history, architecture, archeology, engineering and culture and that possess a high degree of integrity of location, design, setting, materials, workmanship, feeling and association, and:

(a)(1) That are associated with events that have made a significant contribution to, and are identified with, or that outstandingly represent, the broad national patterns of United States history and from which an understanding and appreciation of those patterns may be gained; or

(a)(2) That are associated importantly with the lives of persons nationally significant in the history of the United States; or

(a)(3) That represent some great idea or ideal of the American people; or

(a)(4) That embody the distinguishing characteristics of an architectural type specimen exceptionally valuable for a study of a period, style or method of construction, or that represent a significant, distinctive and exceptional entity whose components may lack individual distinction; or

(a)(5) That are composed of integral parts of the environment not sufficiently significant by reason of historical association or artistic merit to warrant individual recognition but collectively compose an entity of exceptional historical or artistic significance, or outstandingly commemorate or illustrate a way of life or culture; or

(a)(6) That have yielded or may be likely to yield information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites are those which have yielded, or which may reasonably be expected to yield, data affecting theories, concepts and ideas to a major degree.

(b) Ordinarily, cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings and properties that have achieved significance within the past 50 years are not eligible for designation. Such properties, however, will qualify if they fall within the following categories:

(b)(1) A religious property deriving its primary national significance from architectural or artistic distinction or historical importance; or

(b)(2) A building or structure removed from its original location but which is nationally significant primarily for its architectural merit, or for association with persons or events of transcendent importance in the nation's history and the association consequential; or

(b)(3) A site of a building or structure no longer standing but the person or event associated with it is of transcendent importance in the nation's history and the association consequential; or

(b)(4) A birthplace, grave or burial if it is of a historical figure of transcendent national significance and no other appropriate site, building or structure directly associated with the productive life of that person exists; or

(b)(5) A cemetery that derives its primary national significance from graves of persons of transcendent importance, or from an exceptionally distinctive design or from an exceptionally

significant event; or

(b)(6) A reconstructed building or ensemble of buildings of extraordinary national significance when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other buildings or structures with the same association have survived; or

(b)(7) A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own national historical significance; or

(b)(8) A property achieving national significance within the past 50 years if it is of extraordinary national importance.

s 65.5 Designation of National Historic Landmarks.

Potential National Historic Landmarks are identified primarily by means of theme studies and in some instances by special studies. Nominations and recommendations made by the appropriate State officials, Federal Preservation Officers and other interested parties will be considered in scheduling and conducting studies.

(a) Theme studies. NPS defines and systematically conducts organized theme studies which encompass the major aspects of American history. The theme studies provide a contextual framework to evaluate the relative significance of historic properties and determine which properties meet National Historic Landmark criteria. Theme studies will be announced in advance through direct notice to appropriate State officials, Federal Preservation Officers and other interested parties and by notice in the Federal Register. Within the established thematic framework, NPS will schedule and conduct National Historic Landmark theme studies according to the following priorities. Themes which meet more of these priorities ordinarily will be studied before those which meet fewer of the priorities:

(a)(1) Theme studies not yet begun as identified in "History and Prehistory in the National Park System," 1982.

(a)(2) Theme studies in serious need of revision.

(a)(3) Theme studies which relate to a significant number of properties listed in the National Register bearing opinions of State Historic Preservation Officers and Federal Preservation Officers that such properties are of potential national significance. (Only those recommendations which NPS determines are likely to meet the landmarks criteria will be enumerated in determining whether a significant number exists in a theme study.)

(a)(4) Themes which reflect the broad planning needs of NPS and other Federal agencies and for which the funds to conduct the study are made available from sources other than the regularly programmed funds of the National Historic Landmarks Program.

(b) Special Studies. NPS will conduct special studies for historic properties outside of active theme studies according to the following priorities:

(b)(1) Studies authorized by Congress or mandated by Executive Order will receive the highest priority.

(b)(2) Properties which NPS determines are endangered and potentially meet the National Historic Landmarks criteria, whether or not the theme in which they are significant has been studied.

(b)(3) Properties listed in the National Register bearing State or Federal agency recommendations of potential national significance where NPS concurs in the evaluation and the property is significant in a theme already studied.

(c)(1) When a property is selected for study to determine its potential for designation as a National Historic Landmark, NPS will notify in writing, except as provided below, (i) the owner (s), (ii) the chief elected local official, (iii) the appropriate State official, (iv) the Members of Congress who represent the district and State in which the property is located, and, (v) if the property is on an Indian reservation, the chief executive officer of the Indian tribe, that it will be studied to determine its potential for designation as a National Historic Landmark. This notice will provide information on the National Historic Landmarks Program, the designation process and the effects of designation.

(c)(2) When the property has more than 50 owners, NPS will notify in writing (i) the chief elected local official, (ii) the appropriate State official, (iii) the Members of Congress who represent the district and State in which the property is located, and, (iv) if the property is on an Indian reservation, the chief executive officer of the Indian tribe, and (v) provide general notice to the property owners. This general notice will be published in one or more local newspapers of general circulation in the area in which the potential National Historic Landmark is located and will provide information on the National Historic Landmarks Program, the designation process and the effects of designation. The researcher will visit each property selected for study unless it is determined that an onsite investigation is not necessary. In the case of districts with more than 50 owners NPS may conduct a public information meeting if widespread public interest so warrants or on request by the chief elected local official.

(c)(3) Properties for which a study was conducted before the effective date of these regulations are not subject to the requirements of paragraph (c) (1) and (2) of this section.

(c)(4) The results of each study will be incorporated into a report which will contain at least (i) a precise description of the property studied; and (ii) an analysis of the significance of the property and its relationship to the National Historic Landmark criteria.

(d)(1) Properties appearing to qualify for designation as National Historic Landmarks will be presented to the Advisory Board for evaluation except as specified in subsection (h) of this section.

(d)(2) Before the Advisory Board's review of a property, NPS will provide written notice of this review, except as provided below, and a copy of the study report to (i) the owner(s) of record; (ii) the appropriate State official; (iii) the chief elected local official; (iv) the Members of Congress who represent the district and State in which the property is located; and, (v) if the property is located on an Indian reservation, the chief executive officer of the Indian tribe. The list of owners shall be obtained from official land or tax record, whichever is most appropriate, within 90 days prior to the notification of intent to submit to the Advisory Board. If in any State the land or tax record is not the appropriate list an alternative source of owners may be used. NPS is responsible for notifying only those owners whose names appear on the list. Where there is more than one owner on the list each separate owner shall be notified.

(d)(3) In the case of a property with more than 50 owners, NPS will notify, in writing, (i) the appropriate State official; (ii) the chief elected local official; (iii) the Members of Congress who represent the district and State in which the property is located; (iv) if the property is located on an Indian reservation, the chief executive officer of the Indian tribe; and, (v) will provide general notice to the property owners. The general notice will be published in one or more local newspapers of general circulation in the area in which the property is located. A copy of the study report will be made available on request. Notice of Advisory Board review will also be published in the Federal Register.

(d)(4) Notice of Advisory Board review will be given at least 60 days in advance of the Advisory Board meeting. The notice will state date, time and location of the meeting; solicit written comments and recommendations on the study report; provide information on the National Historic Landmarks Program, the designation process and the effects of designation and provide the owners of private property not more than 60 days in which to concur in or object in writing to the designation. Notice of Advisory Board meetings and the agenda will also be published in the Federal Register. Interested parties are encouraged to submit written comments and recommendations which will be presented to the Advisory Board. Interested parties may also attend the Advisory Board meeting and upon request will be given an opportunity to address the Board concerning a property's significance, integrity and proposed boundaries.

(d)(5) Upon notification, any owner of private property who wishes to object shall submit to the Chief, History Division, a notarized statement that the party is the sole or partial owner of record of the property, as appropriate, and objects to the designations. Such notice shall be submitted during the 60- day commenting period. Upon receipt of notarized objections respecting a district or an individual property with multiple ownership it is the responsibility of NPS to ascertain whether a majority of owners have so objected. If an owner whose name did not appear on the list certifies in a written notarized statement that the party is the sole or partial owner of a nominated private property such owner shall be counted by NPS in determining whether a majority of owners has objected. Each owner of private property in a district has one vote regardless of how many properties or what part of one property that party owns and regardless of whether the property contributes to the significance of the district.

(d)(6) The commenting period following notification can be waived only when all property owners and the chief elected local official have agreed in writing to the waiver.

(e)(1) The Advisory Board evaluates such factors as a property's significance, integrity, proposed boundaries and the professional adequacy of the study. If the Board finds that these conditions are met, it may recommend to the Secretary that a property be designated or declared eligible for designation as a National Historic Landmark. If one or more of the conditions are not met, the Board may recommend that the property not be designated a landmark or that consideration of it be deferred for further study, as appropriate. In making its recommendation, the Board shall state, if possible, whether or not it finds that the criteria of the landmarks program have been met. A simple majority is required to make a recommendation of designation. The Board's recommendations are advisory.

(e)(2) Studies submitted to the Advisory Board (or the Consulting Committee previously under the Heritage Conservation and Recreation Service) before the effective date of these regulations need not be resubmitted to the Advisory Board. In such instances, if a property appears to qualify for designation, NPS will provide notice and a copy of the study report to the parties as specified in subsections (d)(2) and (3) of this section and will provide at least 30

days in which to submit written comments and to provide an opportunity for owners to concur in or object to the designation.

(e)(3) The Director reviews the study report and the Advisory Board recommendations, certifies that the procedural requirements set forth in this section have been met and transmits the study reports, the recommendations of the Advisory Board, his recommendations and any other recommendations and comments received pertaining to the properties to the Secretary.

(f) The Secretary reviews the nominations, recommendations and any comments and, based on the criteria set forth herein, makes a decision on National Historic Landmark designation. Properties that are designated National Historic Landmarks are entered in the National Register of Historic Places, if not already so listed.

(f)(1) If the private owner or, with respect to districts or individual properties with multiple ownership, the majority of such owners have objected to the designation by notarized statements, the Secretary shall not make a National Historic Landmark designation but shall review the nomination and make a determination of its eligibility for National Historic Landmark designation.

(f)(2) The Secretary may thereafter designate such properties as National Historic Landmarks only upon receipt of notarized statements from the private owner (or majority of private owners in the event of a district or a single property with multiple ownership) that they do not object to the designation.

(f)(3) The Keeper may list in the National Register properties considered for National Historic Landmark designation which do not meet the National Historic Landmark criteria but which do meet the National Register criteria for evaluation in 36 CFR Part 60 or determine such properties eligible for the National Register if the private owners or majority of such owners in the case of districts object to designation. A property determined eligible for National Historic Landmark designation is determined eligible for the National Register.

(g) Notice of National Historic Landmark designation, National Register listing, or a determination of eligibility will be sent in the same manner as specified in subsections (d)(2) and (3) of this section. For properties which are determined eligible the Advisory Council will also be notified. Notice will be published in the Federal Register.

(h)(1) The Secretary may designate a National Historic Landmark without Advisory Board review through accelerated procedures described in this section when necessary to assist in the preservation of a nationally significant property endangered by a threat of imminent damage or destruction.

(h)(2) NPS will conduct the study and prepare a study report as described in subsection (c)(4) of this section.

(h)(3) If a property appears to qualify for designation, the National Park Service will provide notice and a copy of the study report to the parties specified in subsections (d)(2) and (3) and will allow at least 30 days for the submittal of written comments and to provide owners of private property an opportunity to concur in or object to designation as provided in subsection (d)(5) of this section except that the commenting period may be less than 60 days.

(h)(4) The Director will review the study report and any comments, will certify that procedural

requirements have been met, and will transmit the study report, his and any other recommendations and comments pertaining to the property to the Secretary.

(h)(5) The Secretary will review the nomination and recommendations and any comments and, based on the criteria set forth herein, make a decision on National Historic Landmark designation or a determination of eligibility for designation if the private owners or a majority of such owners of historic districts object.

(h)(6) Notice of National Historic Landmark designation or a determination of eligibility will be sent to the same parties specified in subsections (d)(2) and (3) of this section.

s 65.6 Recognition of National Historic Landmarks.

(a) Following designation of a property by the Secretary as a National Historic Landmark, the owner(s) will receive a certificate of designation. In the case of a district, the certificate will be delivered to the chief elected local official or other local official, or to the chief officer of a private organization involved with the preservation of the district, or the chief officer of an organization representing the owners of the district, as appropriate.

(b) NPS will invite the owner of each designated National Historic Landmark to accept, free of charge, a landmark plaque. In the case of a district, the chief elected local official or other local official, or the chief officer of an organization involved in the preservation of the district, or chief officer of an organization representing the owners of the district, as appropriate, may accept the plaque on behalf of the owners. A plaque will be presented to properties where the appropriate recipient(s) (from those listed above) agrees to display it publicly and appropriately.

(c) The appropriate recipient(s) may accept the plaque at any time after designation of the National Historic Landmark. In so doing owners give up none of the rights and privileges of ownership or use of the landmark property nor does the Department of the Interior acquire any interest in property so designated.

(d) NPS will provide one standard certificate and plaque for each designated National Historic Landmark. The certificate and plaque remain the property of NPS. Should the National Historic Landmark designation at any time be withdrawn, in accordance with the procedures specified in s 65.9 of these rules, or should the certificate and plaque not be publicly or appropriately displayed, the certificate and the plaque, if issued, will be reclaimed by NPS.

(e) Upon request, and if feasible, NPS will help arrange and participate in a presentation ceremony.

s 65.7 Monitoring National Historic Landmarks.

(a) NPS maintains a continuing relationship with the owners of National Historic Landmarks. Periodic visits, contacts with State Historic Preservation Officers, and other appropriate means will be used to determine whether landmarks retain their integrity, to advise owners concerning accepted preservation standards and techniques and to update administrative records on the properties.

(b) Reports of monitoring activities form the basis for the annual report submitted to Congress by the Secretary of the Interior, as mandated by Section 8, National Park System General

Authorities Act of 1970, as amended (90 Stat. 1940, 16 U.S.C. 1a-5). The Secretary's annual report will identify those National Historic Landmarks which exhibit known or anticipated damage or threats to their integrity. In evaluating National Historic Landmarks for listing in the report, the seriousness and imminence of the damage or threat are considered, as well as the integrity of the landmark at the time of designation taking into account the criteria in Section 65.4.

(c) As mandated in Section 9, Mining in the National Parks Act of 1976 (90 Stat. 1342, 16 U.S.C. 1980), whenever the Secretary of the Interior finds that a National Historic Landmark may be irreparably lost or destroyed in whole or in part by any surface mining activity, including exploration for, removal or production of minerals or materials, the Secretary shall (1) notify the person conducting such activity of that finding; (2) submit a report thereon, including the basis for his finding that such activity may cause irreparable loss or destruction of a National Historic Landmark, to the Advisory Council; and (3) request from the Council advice as to alternative measures that may be taken by the United States to mitigate or abate such activity.

(d) Monitoring activities described in this section, including the preparation of the mandated reports to Congress and the Advisory Council are carried out by NPS regional offices under the direction of the Preservation Assistance Division, NPS [Address: Chief, Resource Assistance Division, National Park Service, 440 G Street NW, Washington, DC 20243] in consultation with the History Division, NPS.

s 65.8 Alteration of National Historic Landmark boundaries.

(a) Two justifications exist for enlarging the boundary of a National Historic Landmark: Documentation of previously unrecognized significance or professional error in the original designation. Enlargement of a boundary will be approved only when the area proposed for addition to the National Historic Landmark possesses or contributes directly to the characteristics for which the landmark was designated.

(b) Two justifications exist for reducing the boundary of a National Historic Landmark: Loss of integrity or professional error in the original designation. Reduction of a boundary will be approved only when the area to be deleted from the National Historic Landmark does not possess or has lost the characteristics for which the landmark was designated.

(c) A proposal for enlargement or reduction of a National Historic Landmark boundary may be submitted to or can originate with the History Division, NPS. NPS may restudy the National Historic Landmark and subsequently make a proposal, if appropriate, in the same manner as specified in s 65.5 (c) through (h). In the case of boundary enlargements only those owners in the newly nominated but as yet undesignated area will be notified and will be counted in determining whether a majority of private owners object to listing.

(d)(1) When a boundary is proposed for a National Historic Landmark for which no specific boundary was identified at the time of designation, NPS shall provide notice, in writing, of the proposed boundary to (i) the owner(s); (ii) the appropriate State official; (iii) the chief elected local official; (iv) the Members of Congress who represent the district and State in which the landmark is located, and (v) if the property is located on an Indian reservation, the chief executive officer of the Indian tribe, and shall allow not less than 30 nor more than 60 days for submitting written comments on the proposal. In the case of a landmark with more than 50 owners, the general notice specified in s 65.5(d)(3) will be used. In the case of National Historic Landmark districts for which no boundaries have been established, proposed

boundaries shall be published in the Federal Register for comment and be submitted to the Committee on Energy and Natural Resources of the United States Senate and to the Committee on Interior and Insular Affairs of the United States House of Representatives and not less than 30 nor more than 60 days shall be provided for the submittal of written comments on the proposed boundaries.

(d)(2) The proposed boundary and any comments received thereon shall be submitted to the Associated Director for National Register Programs, NPS, who may approve the boundary without reference to the Advisory Board or the Secretary.

(d)(3) NPS will provide written notice of the approved boundary to the same parties specified in subsection (d)(1) of this section and by publication in the Federal Register.

(d)(4) Management of the activities described in (d)(1), (2), and (3) is handled by the National Register of Historic Places, NPS, [Address: National Register of Historic Places, National Park Service, Department of the Interior, Washington, DC 20240].

(e) A technical correction to a boundary may be approved by the Chief, History Division, without Advisory Board review or Secretarial approval. NPS will provide notice, in writing, of any technical correction in a boundary to the same parties specified in (d)(1).

s 65.9 Withdrawal of National Landmark designation.

(a) National Historic Landmarks will be considered for withdrawal of designation only at the request of the owner or upon the initiative of the Secretary.

(b) Four justifications exist for the withdrawal of National Historic Landmark designation:

(b)(1) The property has ceased to meet the criteria for designation because the qualities which caused it to be originally designated have been lost or destroyed, or such qualities were lost subsequent to nomination, but before designation;

(b)(2) Additional information shows conclusively that the property does not possess sufficient significance to meet the National Historic Landmark criteria;

(b)(3) Professional error in the designation; and

(b)(4) Prejudicial procedural error in the designation process.

(c) Properties designated as National Historic Landmarks before December 13, 1980, can be dedesignated only on the grounds established in subsection (a)(1) of this section.

(d) The owner may appeal to have a property dedesignated by submitting a request for dedesignation and stating the grounds for the appeal as established in subsection (a) to the Chief, History Division, National Park Service, Department of the Interior, Washington, DC 20240. An appellant will receive a response within 60 days as to whether NPS considers the documentation sufficient to initiate a restudy of the landmark.

(e) The Secretary may initiate a restudy of a National Historic Landmark and subsequently a proposal for withdrawal of the landmark designation as appropriate in the same manner as a new designation as specified in s 65.5 (c) through (h). Proposals will not be submitted to the

Advisory Board if the grounds for removal are procedural, although the Board will be informed of such proposals.

(f)(1) The property will remain listed in the National Register if the Keeper determines that it meets the National Register criteria for evaluation in 36 CFR 60.4, except if the property is redesignated on procedural grounds.

(f)(2) Any property from which designation is withdrawn because of a procedural error in the designation process shall automatically be considered eligible for inclusion in the National Register as a National Historic Landmark without further action and will be published as such in the Federal Register.

(g)(1) The National Park Service will provide written notice of the withdrawal of a National Historic Landmark designation and the status of the National Register listing, and a copy of the report on which those actions are based to (i) the owner(s); (ii) the appropriate State official; (iii) the chief elected local official; (iv) the Members of Congress who represent the district and State in which the landmark is located; and (v) if the landmark is located on an Indian reservation, the chief executive officer of the Indian tribe. In the case of a landmark with more than 50 owners, the general notice specified in s 65.5(d)(3) will be used.

(g)(2) Notice of withdrawal of designation and related National Register listing and determinations of eligibility will be published periodically in the Federal Register.

(h) Upon withdrawal of a National Historic Landmark designation, NPS will reclaim the certificate and plaque, if any, issued for that landmark.

(i) An owner shall not be considered as having exhausted administrative remedies with respect to dedesignation of a National Historic Landmark until after submitting an appeal and receiving a response from NPS in accord with these procedures.

s 65.10 Appeals for designation.

(a) Any applicant seeking to have a property designated a National Historic Landmark may appeal, stating the grounds for appeal, directly to the Director, National Park Service, Department of the Interior, Washington, DC 20240, under the following circumstances: Where the applicant--

(a)(1) Disagrees with the initial decision of NPS that the property is not likely to meet the criteria of the National Historic Landmarks Program and will not be submitted to the Advisory Board; or

(a)(2) Disagrees with the decision of the Secretary that the property does not meet the criteria of the National Historic Landmarks Program.

(b) The Director will respond to the appellant within 60 days. After reviewing the appeal the Director may: (1) deny the appeal; (2) direct that a National Historic Landmark nomination be prepared and processed according to the regulations if this has not yet occurred; or (3) resubmit the nomination to the Secretary for reconsideration and final decision.

(c) Any person or organization which supports or opposes the consideration of a property for National Historic Landmark designation may submit an appeal to the Director, NPS, during the

designation process either supporting or opposing the designation. Such appeals received by the Director before the study of the property or before its submission to the National Park System Advisory Board will be considered by the Director, the Advisory Board and the Secretary, as appropriate, in the designation process.

(d) No person shall be considered to have exhausted administrative remedies with respect to failure to designate a property a National Historic Landmark until he or she has complied with the procedures set forth in this section.

ADDITIONAL INFORMATION FROM WESTLAW

48 FR 4652-02
1983 WL 130898 (F.R.)
(Cite as: 48 FR 4652)
RULES and REGULATIONS

DEPARTMENT OF THE INTERIOR

National Park Service

36 CFR Part 65

National Historic Landmarks Program

Wednesday, February 2, 1983

AGENCY: National Park Service, Interior.

ACTION: Final rule.

SUMMARY: These regulations set forth the Secretary of the Interior's criteria for national significance and the process used to identify, designate, recognize and monitor the integrity of National Historic Landmarks. This final rule incorporates revisions required by the National Historic Preservation Act Amendments of 1980 Pub. L. 96-515 ("Amendments"), and updates and revises in other minor respects the National Historic Landmark procedures based in part on comments received in response to publication of prior regulations. The regulations make available to Federal agencies, State and local governments, private organizations, and individuals information necessary for understanding of and participation in the National Historic Landmarks Program.

DATES: Final rule effective February 2, 1983.

FOR FURTHER INFORMATION CONTACT: Edwin C. Bearss, Chief, History Division (202) 523-0089. Address: Chief, History Division, National Park Service, Washington, DC 20240.

SUPPLEMENTARY INFORMATION: The National Historic Landmarks Program, administered by the National Park Service, is the program of the Department of the Interior for identifying, designating, recognizing, listing, and monitoring National Historic Landmarks. Two offices in the national Park Service cooperate in managing the program: the Office of the Associate Director, Cultural Resources Management, through the History Division, manages the functions of identifying, designating and recognizing landmarks; the Office of the Associate Director for National Register Programs lists landmarks on the National Register of Historic

Places and monitors their condition. The program provides limited protection to historic properties and assists the planning needs of Federal, State and local agencies and private organizations and individuals because it is the primary Federal means of assessing the national level of significance of historic properties, including those proposed for inclusion in the National Park System and for addition to the World Heritage List. Authority for the National Historic Landmarks Program is derived from the historic Sites Act of 1935 (49 Stat. 666, 16 U.S.C. 461 et seq.), which established a national policy to preserve "historic sites, buildings, and objects of national significance," and the National Historic Preservation Act Amendments of 1980 (Amendments).

Interim rules for the National Historic Landmarks Program were published in the Federal Register on December 18, 1979, 44 FR 74826, with a request for comments. The December 18, 1979 interim rules are replaced by the final rules published today. Responses to the publication of the December 18, 1979 interim rules indicate the wide range of parties participating in the Landmarks Program, including State Historic Preservation Officers, other State and Federal agencies, university faculties, business firms, private organizations and individuals. On December 12, 1980, the Amendments became law necessitating revisions in the National Historic Landmark designation process. The Amendments require the Secretary of the Interior to promulgate or revise regulations for the following:

- (a) Establishing and revising criteria for National Historic Landmarks;
- (b) Designating properties as National Historic Landmarks and removing such designations;
- (c) Considering appeals from such nominations, removals, and designations (or any failure or refusal by a nominating authority to nominate or designate);
- (d) Notifying the owner of a property, appropriate local governments and the general public, when the property is being considered for designation as a National Historic Landmark;
- (e) Notifying the owners of private property and providing them an opportunity (including a reasonable period of time) to concur in or object to the nomination of the property or district for designation;
- (f) Reviewing the nomination of the property or district where any such objection has been made, determining whether or not the property or district is eligible for designation, and informing the Advisory Council on Historic Preservation, the appropriate State official, the appropriate chief elected local official and the owner or owners of such property of the Secretary's determination; and,
- (g) In the case of National Historic Landmark districts for which no boundaries have been established, publishing proposed boundaries in the Federal Register and submitting them to the Committee on Energy and Natural Resources of the United States Senate and to the Committee on Interior and Insular Affairs of the United States House of Representatives.

The Amendments require the Secretary to send any proposed regulations published thereunder to the Committee on Interior and Insular Affairs of the House of Representatives and the Committee on Energy and Natural Resources of the Senate before publication in the Federal Register for comment, and to send final regulations to Congress before publication.

In addition to the changes required by the Amendments, these final regulations reflect

comments made in response to the December 18, 1979 interim regulations. Since the issuance of the December 18, 1979 interim regulations, the Heritage Conservation and Recreation Service (HCRS) has been abolished and the National Historic Landmarks Program transferred to the National Park Service (NPS). Comments received often refer to the Consulting Committee which was a review board proposed to examine and make professional recommendations to the Director (HCRS) and the Secretary of the Interior regarding the qualifications of nominated National Historic Landmarks. With the transfer of the program to the National Park Service, these regulations substitute the National Park System Advisory Board for the Consulting Committee.

Summary of comments and response to comments on the December 18, 1979 interim regulations:

One State urged that a specific system be established for nominations by State Historic Preservation Officers. The National Park Service also emphasized that National Historic Landmarks should be selected primarily on the basis of theme studies because of the importance of comparative analysis. Both of these concerns are incorporated into the priorities for selecting studies established in these regulations.

Several comments were received concerning the composition of the Consulting Committee and the role of the Committee. One comment suggested that designation by the Secretary without Consulting Committee review should be provisional and should require Committee concurrence within a specified period of time. Another comment recommended that the Committee include expertise in both historic and prehistoric archeology. As a result, the regulations have been made more specific concerning when and how the Secretary may designate National Historic Landmarks without National Park System Advisory Board review.

Several private companies expressed concerns about the effects of designation. One company interpreted the Historic Sites Act to mean that the Department of the Interior must obtain an interest in a property before designation. The Department does not agree with this interpretation of the act. The same company expressed concern that the owners were giving up some right in their property. Under Federal law, National Historic Landmark designation of a private property does not prohibit any actions which may otherwise be taken by the owner with respect to the property.

Others suggested that the role of the Director in the designation process should be clarified. This has been done in the regulations. One comment also urged that NPS should assure that all National Historic Landmark studies, public meetings, etc., should be carried out by NPS or with an NPS representative present. While this concern is not addressed in the regulations, NPS will assure that there is adequate NPS oversight of all aspects of the program.

One comment expressed concern that some aspects of the National Historic Landmark criteria are too broad, for example, the references to movements, ideals, beliefs and phenomena. The regulations make clear that the criteria are the general standards for evaluation of national significance; however, NPS emphasizes that the significance of each property must be evaluated on the basis of a thorough and detailed scholarly study.

The notification procedures before designation were the subject of a number of comments. One State Historic Preservation Officer recommended that State Historic Preservation Officers always participate in public meetings. Although this is not addressed in the regulations, NPS always welcomes State Historic Preservation Officers' participation in public meetings as well as in other aspects of the program.

Other comments recommended that additional parties be notified, as well as those included in the interim regulations. Because notice is costly, NPS can routinely notify only a certain number of parties as part of the nomination process.

A number of comments recommended revising the registration section. Some comments recommended that certificates be presented to all National Historic Landmarks. This has been included. Others recommended that plaques not be presented unless the recipients are willing to publicly display them. This has been included. Another comment questioned getting owners to sign a preservation agreement which is not binding. Based on these comments the registration aspect of the program has been substantially revised.

To fulfill the requirements of the Amendments and on the basis of the comments received on the December 18, 1979 interim regulations, substantive revisions have been made in the sections of the regulations listed below:

Section 65.2. A new section on the effects of designation has been added.

Section 65.4. The National Historic Landmark Criteria, Section 1205.9 in the December 18, 1979 interim rules (reprinted as 36 CFR Part 65 in 1981 to reflect the reorganization of HCRS into NPS) have been moved to a new position to emphasize their importance as the basis for all decisions on landmark designation. These criteria were revised following consultation with historical and archeological associations, the History Areas Committee of the National Park System Advisory Board and the National Register. As a result, the revised criteria herein have been substituted for those of the 1979 rules. With some changes, these are the criteria used by the National Historic Landmarks Program before the 1979 rules. They are less cumbersome and more closely parallel with the criteria of the National Register (36 CFR Part 60).

Section 65.5. New language has been inserted to clarify the method and priorities used to identify prospective landmarks, to assure general understanding of how National Historic Landmark studies are scheduled, and to define the role of the appropriate State officials, Federal agencies and other parties in that process.

The Department receives numerous requests to designate properties as National Historic Landmarks from State officials, property owners and others. The requests to study and designate such properties far exceed the funds and staff available to the Department for the conduct of the program. National Historic Landmarks will, with rare exceptions, be identified on the basis of theme studies which provide the contextual framework to evaluate the relative significance of properties. The theme studies, which organize the study of American history, and special studies for properties not in active theme studies will be conducted according to priorities established herein.

State and Federal agencies evaluate, document, and nominate significant historic properties to the National Register of Historic Places, under the authorities of the National Historic Preservation Act of 1966, as amended, and Executive Order 11593. Their efforts are one basis for establishing National Historic Landmark Program priorities and assist in avoiding duplication of effort.

Section 65.5(c)(2). This paragraph has been modified to state that onsite visits will be required unless NPS determines such a visit is not necessary and to indicate that NPS may conduct a public information meeting for properties with more than 50 owners and will do so for such a property upon request by the chief elected official of the local, county or municipal political

jurisdiction in which the property is located. This section also provides that properties on which the onsite visit was conducted before the effective date of these regulations are not subject to the notice provisions announcing that a study is being conducted.

Section 65.5(c)(4). New language has been added to identify minimum requirements for the study report or nomination for each prospective landmark.

Section 65.5(d)(5). This paragraph has been modified to provide owners an opportunity to concur in or object to designation and to specify how a statement of objection shall be transmitted to NPS.

Section 65.5(e)(2). New language has been added to provide that studies submitted to the Consulting Committee or National Park System Advisory Board before the effective date of these regulations need not be resubmitted to the National Park System Advisory Board. In such instances, if a property appears to qualify for designation, NPS will provide at least 30 days notice, a copy of the study report, and an opportunity to comment, and, for owners, an opportunity to concur in or object to the designation as specified in s 65.5(d) (2) and (3), before submitting a property to the Secretary for designation.

Section 65.5(e)(3). New language has been added to clarify the role of the Director in the evaluation and designation of landmarks.

Section 65.5(f). New language has been added to provide that if the owners of private property or for a district the majority of such owners have objected to the designation, the Secretary shall make a determination of a property's eligibility for National Historic Landmark designation, as required by the Amendments. The paragraph also establishes that the Keeper may list in the National Register properties considered for National Historic Landmark designation which do not meet the National Historic Landmark criteria but do meet the National Register criteria for State or local significance or determine such properties eligible for listing if the private owners or a majority of such owners object to listing.

Section 65.5(g). This paragraph describes the notices which NPS will provide concerning designations, determinations of eligibility for designation or other actions taken by the Secretary.

Section 65.5(h). New language has been added to clarify when the Secretary may designate National Historic Landmarks without review by the National Park System Advisory Board and to identify notification procedures and other procedural steps to be followed in the designation of landmarks without Advisory Board review.

Section 65.6. Landmark Registration has been redefined as Landmark Recognition; this change will eliminate potential confusion between "Registered" Landmarks and National Register properties.

Section 65.8(d)(1). A new provision is added that in the case of National Historic Landmark districts for which no boundaries have been established, proposed boundaries shall be published in the Federal Register for comment and submitted to the Committee on Energy and Natural Resources of the United States Senate and the Committee on Interior and Insular Affairs of the United States House of Representatives to allow not less than 30 nor more than 60 days to comment on the proposed boundaries.

Section 65.9(a). New language expands the potential justification for withdrawals of landmark designation from three to four, including alternation of kind or degree of significance because

of previously undiscovered information and reevaluation of the theme under which the designation was originally granted.

Section 65.9(b). This section specifies that properties designated as National Historic Landmarks before enactment of the Amendments, December 13, 1980, can only be redesignated if they have ceased to meet the criteria for designation because the qualities which caused them to be originally designated have been lost or destroyed. This provision is consistent with the Amendments' "grandfathering" all historic properties listed as National Historic Landmarks in the Federal Register of February 8, 1979 or thereafter prior to the effective date of the Amendments, and with the Congressional committee reports on the Amendments which recognize that the Secretary may dedesignate properties which have lost the historic qualities for which they were designated.

Section 65.9(c). A process is established for appeals for dedesignation.

Section 65.9(e). New language provides for possible continued National Register listing when a landmark designation is withdrawn and automatic National Register eligibility when designation is withdrawn because of procedural error.

Section 65.10. A new section has been added which establishes a formal process for appealing decisions not to designate a property a National Historic Landmark.

These substantive revisions are accompanied by minor changes in language throughout the regulations for purposes of clarity and consistency. The Department of the Interior emphasizes that the National Historic Landmark criteria constitute the standards against which all prospective landmarks are measured. These criteria do not contain a specific definition of significance. Instead, they are purposely worded to create a qualitative framework that can be applied to the wide variety of properties of national significance. The basis for designation of properties as landmarks is a scholarly, professional analysis of the historical documentation for each property and of the property's relative significance within a major field or theme of American history or prehistory.

The Department of the Interior has given particular attention to the need for expanded public participation in the National Historic Landmark designation process. Notification requirements have been set which will insure that property owners, appropriate State officials, local governments, Members of Congress, and other interested parties will have ample opportunity to participate in the National Historic Landmarks Program.

Authority: This rulemaking is developed under the authority of the Historic Sites Act of 1935, 16 U.S.C. 461 et seq., and the National Historic Preservation Act of 1966, as amended, 16 U.S.C. 470 et seq.

The Department of the Interior has determined that this document is not a major rule under Executive Order 12291 and does not have a significant economic effect on a substantial number of small entities in accordance with the Regulatory Flexibility Act (5 U.S.C. 601 et seq.). These revisions are procedural, not substantive. They tell the public how properties are nominated for designation as National Historic Landmarks and because they are procedural only they have no significant economic effect on small entities.

Paperwork Reduction Act

This rule does not contain information collection requirements which require approval by the Office of Management and Budget under 44 U.S.C 3501 et seq.

Since this rule has to do only with the procedural aspects of the National Historic Landmarks Program and does not constitute a major Federal action significantly affecting the quality of the human environment under the National Environmental Policy Act of 1969 an environmental impact statement is not required.

List of Subjects in 36 CFR Part 65

Historic preservation.

The originator of these procedures is Benjamin Levy, History Division, National Park Service.
Dated: October 19, 1982.

Ric Davidge, Acting Assistant Secretary, Fish and Wildlife and Parks.

(16 U.S.C. 461 et seq.: 16 U.S.C. 470 et seq.)

The quality of national significance is ascribed to districts, sites, buildings, structures, and objects that possess exceptional value or quality in illustrating or interpreting the heritage of the United States in history, architecture, archeology, engineering, and culture and that possess a high degree of integrity of location, design, setting, materials, workmanship, feeling, and association, and:⁸⁶

Criterion 1

That are associated with events that have made a significant contribution to, and are identified with, or that outstandingly represent, the broad national patterns of United States history and from which an understanding and appreciation of those patterns may be gained; or

Criterion 2

That are associated importantly with the lives of persons nationally significant in the history of the United States; or

Criterion 3

That represent some great idea or ideal of the American people; or

Criterion 4

That embody the distinguishing characteristics or an architectural type specimen exceptionally valuable for the study of a period, style, or method of construction, or that represent a significant, distinctive, and exceptional entity whose components may lack individual distinction; or

Criterion 5

That are composed of integral parts of the environment not sufficiently significant by reason of historical association or artistic merit to warrant individual recognition but collectively compose an entity or exceptional historical or artistic significance, or outstandingly commemorate or illustrate a way of life or culture; or

Criterion 6

That have yielded or may be likely to yield information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation of large areas of the United States. Such sites are those which have yielded, or which may reasonably be expected to yield, data affecting theories, concepts, and ideas to a major degree.

⁸⁶ United States Department of the Interior, National Park Service. *National Register Bulletin: How to Prepare National Historic Landmark Nominations*. Available from <http://www.cr.nps.gov/nr/publications/bulletins/nhl/index.htm>.

Ordinarily, cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures have been moved from their original locations, reconstructed historic buildings and properties that have achieved significance within the past fifty years are not eligible for designation. If such properties fall within the following categories they may, nevertheless, be found to qualify:

Exception 1

A religious property deriving its primary national significance from architectural or artistic distinction or historical importance; or

Exception 2

a building removed from its original location but which is nationally significant primarily for its architectural merit, or for association with persons or events of transcendent importance in the nation's history and the association consequential; or

Exception 3

A site of a building or structure no longer standing but the person or event associated with it is of transcendent importance in the nation's history and the association consequential; or

Exception 4

A birthplace, grave or burial if it is of a historical figure of transcendent national significance and no other appropriate site, building, or structure directly associated with the productive life of that person exists; or

Exception 5

A cemetery that derives its primary national significance from graves of persons of transcendent importance, or from an exceptionally distinctive design or an exceptionally significant event; or

Exception 6

A reconstructed building or ensemble of buildings of extraordinary national significance when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other buildings or structures with the same association have survived; or

Exception 7

A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own national historical significance; or

Exception 8

A property achieving national significance within the past 50 years if it is of extraordinary national importance

1936 Theme Structure⁸⁷Colonial period of American History

- I. European Background and Discovery
- II. Spanish Exploration
- III. Russian Colonization
- IV. The Establishment of the French Colonies
- V. The Dutch and Swedish Settlement
- VI. English Exploration and Colonization
- VII. The Development of the English Colonies to 1763

Period from 1783-1830

- VIII. The Preliminaries of the Revolution
- IX. The War for American Independence
- X. Domestic Affairs from 1789-1830
- XI. Foreign Affairs from 1789-1830
- XII. The Advancement of the Frontier
- XIII. Commerce, Industry and Agriculture
- XIV. Architecture and Literature

Pattern of American History, 1830-1936

- XV. Relations of the White Man with the Indians
- XVI. Westward Expansion and the Extension of National Boundaries
- XVII. Means of Travel and Communications
- XVIII. Exploitation of Natural Resources
- XIX. Industrial Development
- XX. Political Events and Leaders
- XXI. Military Events and Leaders
- XXII. Human Relations
- XXIII. The Arts and Sciences

⁸⁷ Taken from Barry Mackintosh. *The Historic Sites Survey and National Historic Landmarks Program*. (History Division, National Park Service, Department of the Interior: Washington, D.C., 1985) 139-140

Archaeological Culture Groups

- I. Southwestern National Monuments
- II. Upper Mississippi Valley Cultures
- III. Middle Mississippi Valley Cultures
- IV. Lower Mississippi Valley Cultures
- V. Southeastern Cultures
- VI. Tennessee Valley Cultures
- VII. Ohio Valley Cultures
- VIII. Northeastern Cultures
- IX. Northern Plains Cultures
- X. The Arctic Cultures
- XI. Gulf Coast and Peninsula Cultures
- XII. Sites not included in preceding groups

1970 Theme Structure

- I. The Original Inhabitants
 - A. The Earliest Americans
 - B. Native Villages and Communities
 - C. Indian Meets European
 - D. Contemporary Native Cultures
 - E. Native Cultures of the Pacific
 - F. Aboriginal Technology
- II. European Exploration and Settlement
 - A. Spanish Exploration and Settlement
 - B. French Exploration and Settlement
 - C. English Exploration and Settlement
 - D. Other European Exploration and Settlement
- III. Development of the English Colonies, 1700-1775
- IV. Major American Wars
 - A. The American Revolution
 - B. The War of 1812
 - C. The Mexican War
 - D. The Civil War
 - E. The Spanish-American War
 - F. World War I
 - G. World War II

V. Political and Military Affairs

- A. Political and Military Affairs, 1783-1830
- B. Political and Military Affairs, 1830-1860
- C. Political and Military Affairs, 1865-1914
- D. Political and Military Affairs after 1914
- E. The American Presidency

VI. Westward Expansion, 1783-1898

- A. Great Explorers of the West
- B. The Fur Trade
- C. Military-Indian Conflicts
- D. Western Trails and Travelers
- E. The Mining Frontier
- F. The Farmer's Frontier
- G. The Cattlemen's Empire

VII. America At Work

- A. Agriculture
- B. Commerce and Industry
- C. Science and Invention
- D. Transportation and Communication
- E. Architecture
- F. Engineering

VIII. The Contemplative Society

- A. Literature Drama and Art
- B. Painting and Sculpture
- C. Education
- D. Intellectual Currents

IX. Society and Social Conscience

- A. American Ways of Life
- B. Social and Humanitarian Movements
- C. Environmental Conservation
- D. Recreation

Designation Year	National Historic Landmark⁸⁸
1960	Bartram, John, House Elfreth's Alley Historic District
1961	Cliveden
1962	Academy of Music Edgar Allan Poe House Walnut Street Theatre
1964	U.S.S. Olympia
1965	American Philosophical Society Hall Colonial Germantown Historic District Thomas Eakins House Eastern State Penitentiary Institute of the Pennsylvania Hospital Charles Willson Peale House Pennsylvania Hospital Stenton Thomas Sully Residence
1966	New Market
1967	Reynolds-Morris House Woodford The Woodlands
1969	Founder's Hall, Girard College

⁸⁸ Note: All data was taken from National Park Service. *National Register of Historic Places Data..* Available from <http://www.nr.nps.gov/nrisdata>; Accessed 18 January 2007.

Designation Year National Historic Landmark

1970	Carpenters' Hall Christ Church Fort Mifflin
1974	Mother Bethel A.M.E. Church Mount Pleasant
1975	Edward Drinker Cope House Pennsylvania Academy of the Fine Arts
1976	Athenaeum of Philadelphia Fairmount Water Works Frances Ellen Watkins Harper House Hill-Physick House Memorial Hall Philadelphia City Hall Philadelphia Savings Fund Society Building Reading Terminal and Trainshed Henry O. Tanner House U.S. Naval Home
1977	Philadelphia Contributionship
1978	Insurance Company of North America Building Wanamaker Store
1985	Church of St. James the Less Furness Library Masonic Temple St. Mark's Episcopal Church

<u>Designation Year</u>	<u>National Historic Landmark</u>
1986	U.S.S. Becuna
1987	Boat House Row First Bank of the United States Germantown Cricket Club Second Bank of the United States
1990	Wagner Free Institute of Science Wyck House
1992	RittenhouseTown Historic District
1993	New Century Guild Philadelphia School of Design for Women Race Street Friends Meetinghouse
1994	Lesley, J. Peter, House
1996	Church of the Advocate St. Peter's Church
1997	Johnson, John, House
1998	Laurel Hill Cemetery
1999	Coltrane, John, House Friends Hospital
2001	Merchant's Exchange Building

Area of Significance	National Historic Landmark⁸⁹
Architecture	<p>Athenaeum of Philadelphia</p> <p>Christ Church</p> <p>Church of St. James the Less</p> <p>Church of the Advocate</p> <p>Eastern State Penitentiary</p> <p>Elfreth's Alley Historic District</p> <p>Furness Library</p> <p>Laurel Hill Cemetery</p> <p>Masonic Temple</p> <p>Memorial Hall</p> <p>Merchant's Exchange Building</p> <p>Mount Pleasant</p> <p>Pennsylvania Academy of the Fine Arts</p> <p>Philadelphia City Hall</p> <p>Philadelphia Contributionship</p> <p>Philadelphia Savings Fund Society Building</p> <p>Reynolds-Morris House</p> <p>St. Mark's Episcopal Church</p> <p>St. Peter's Church</p> <p>Wanamaker Store</p> <p>Woodford</p> <p>Woodlands, The</p> <p>Wyck House</p>
Art	<p>Eakins, Thomas, House</p> <p>Peale, Charles Willson, House</p> <p>Sully, Thomas, Residence</p> <p>Tanner, Henry O., House</p>

⁸⁹ Note: All data was taken from National Park Service. *National Register of Historic Places Data*. Available from <http://www.nps.gov/nrisdata>; Accessed 18 January 2007.

<u>Area of Significance</u>	<u>National Historic Landmark</u>
Black History	Coltrane, John, House Harper, Frances Ellen Watkins, House Johnson House Mother Bethel A.M.E. Church
Commerce	Insurance Company of North America Build New Market
Economics	First Bank of the United States Second Bank of the United States
Education	Founder's Hall, Girard College Lesley, J. Peter, House
Engineering	Fairmount Water Works
Entertainment	Academy of Music Boat House Row Germantown Cricket Club Walnut Street Theatre
Exploration	Colonial Germantown Historic District
Health	Friends Hospital Hill-Physick House Institute of the Pennsylvania Hospital Pennsylvania Hospital
Industry	RittenhouseTown Historic District
Literature	Edgar Allan Poe House

<u>Area of Significance</u>	<u>National Historic Landmark</u>
Military	Cliveden Fort Mifflin U.S. Naval Home U.S.S. Olympia U.S.S. Becuna
Politics	Carpenters' Hall
Religion	Race Street Friends Meetinghouse
Science	American Philosophical Society Hall Bartram, John, House Cope, Edward Drinker, House Stenton Wagner Free Institute of Science
Transportation	Reading Terminal and Trainshed
Women	New Century Guild

NPS Form 10-900

USD/NPS NRHP Registration Form (Rev. 8-86)

OMB No. 1024-0018

CHURCH OF THE ADVOCATE**Page 10**

United States Department of the Interior, National Park Service

National Register of Historic Places Registration Form

8. STATEMENT OF SIGNIFICANCE

Certifying official has considered the significance of this property in relation to other properties:

Nationally: X Statewide: ___ Locally: ___Applicable National
Register Criteria:A ___ B ___ C X D ___Criteria Considerations
(Exceptions):A X B ___ C ___ D ___ E ___ F ___ G ___

NHL Criteria:

4

NHL Criteria Exeptions:

1

NHL Theme [1987]: XVI.

Architecture

E. Gothic Revival

3. Late Gothic Revival

NHL Theme [1994]: III.

Expressing Cultural Values

5. Architecture, Landscape Architecture, and Urban Design

Areas of Significance:

Architecture

Art

Religion

Social History

Period(s) of Significance:

1887-1897

Significant Dates:

1887, 1891, 1894, 1897

Significant Person(s):

Cultural Affiliation:

N/A

Architect/Builder:

Charles Marquedent Burns, architect
Arthur Williams & Sons, contractor
Clayton & Bell, stained glass
J. Franklin Whitman & Co., carving.

⁹⁰. All forms taken from Philadelphia Historical Museum Commission.
Available from <http://www.arch.state.pa.us/default.asp>; Accessed 05 March 2007.

8. STATEMENT OF SIGNIFICANCE

Certifying official has considered the significance of this property in relation to other properties:

Nationally: X Statewide: ___ Locally: ___

Applicable National Register Criteria: A ___ B X C ___ D ___

Criteria Considerations (Exceptions): A ___ B ___ C ___ D ___ E ___ F ___ G X

NHL Criteria: 1, 2

NHL Criteria Exception: 8

NHL Theme(s): III. Expressing cultural values
2. Visual and performing arts

Areas of Significance: Performing arts, social history

Period(s) of Significance: 1952-1967

Significant Dates:

Significant Person(s): Coltrane, John

Cultural Affiliation:

Architect/Builder: Wilson, E. A. (attributed to)

Historic Context: XXII: Music
C: Jazz

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FRIENDS HOSPITAL**Page 15**

United States Department of the Interior, National Park Service

National Register of Historic Places Registration Form

8. STATEMENT OF SIGNIFICANCE

Certifying official has considered the significance of this property in relation to other properties:

Nationally: X Statewide: Locally:

Applicable National

Register Criteria: A X B C D

Criteria Considerations

(Exceptions): A B C D E F G

NHL Criteria: 1

NHL Theme(s): Creating Social Institutions and Movements: Reform Movements
Expanding Science and Technology: Effects on Lifestyle and HealthAreas of Significance: HEALTH/MEDICINE
SOCIAL HISTORY

Period(s) of Significance: 1817 - 1911

Significant Dates: 1817
1871 (major expansion)
1894 (nursing school opened)
1905-1906 (major expansion)
1911 (acquired last 10 acres of land)

Significant Person(s): N/A

Cultural Affiliation: N/A

Architect/Builder: Tuke, William, 1732-1822
Scattergood, William, 1748-1814
Hutton, Addison, 1834-1916Historic Contexts: XIII. Science
F. Medicine
1. Clinical SpecialtiesXXXI. Social and Humanitarian Movements
F. Aiding the Handicapped and Mental Health Care

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OMB No. 1024-0018

JOHNSON HOUSE

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United States Department of the Interior, National Park Service

National Register of Historic Places Registration Form

8. STATEMENT OF SIGNIFICANCE

Certifying official has considered the significance of this property in relation to other properties:

Nationally: X Statewide: Locally:

Applicable National

Register Criteria: A X B C D

Criteria Considerations

(Exceptions): A B C D E F G

NHL Criteria: 1

NHL Theme(s):

II. Creating Social Institutions and Movements
1. reform movements

Areas of Significance:

Social history
Ethnic heritage/Black

Period(s) of Significance:

1830- 1870

Significant Dates:

Significant Person(s):

Cultural Affiliation:

N/A

Architect/Builder:

Jacob Knorr

NHL Comparative Categories:

XXXI. Social & Humanitarian Movements
D. Abolitionism

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OMB No. 1024-0018

LAUREL HILL CEMETERY**Page 16**

United States Department of the Interior, National Park Service

National Register of Historic Places Registration Form

8. STATEMENT OF SIGNIFICANCE

Certifying official has considered the significance of this property in relation to other properties:
 Nationally: X Statewide: Locally:

Applicable National
 Register Criteria:

A X B C X D

Criteria Considerations
 (Exceptions):

A B C D X E F G

NHL Criteria:

1, 4

NHL Exception:

5

NHL Theme(s) [1996]:

II. Creating Social and Institutional Movements
 2. Reform Movements

III. Expressing Cultural Values

3. Architecture, Landscape Architecture, and Urban Design

Areas of Significance:

Architecture
 Art
 Community Planning and Development
 Landscape Architecture
 Social History

Period(s) of Significance:

1836 - 1936

Significant Dates:

1836, 1849, 1855, 1861

Significant Person(s):

N/A

Cultural Affiliation:

N/A

Architect/Builder:

John J. Smith
 John Notman
 Philip M. Price
 James C. Sidney
 James P.W. Neff
 John McArthur, Jr.
 Griffith M. Hopkins

Historic Contexts:

XVI. Architecture
 D. Greek Revival
 W. Regional and Urban Planning

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OMB No. 1024-0018

J. PETER LESLEY HOUSE

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United States Department of the Interior, National Park Service

National Register of Historic Places Registration Form

8. STATEMENT OF SIGNIFICANCE

Certifying official has considered the significance of this property in relation to other properties:

Nationally:___ Statewide:___ Locally:___

Applicable National

Register Criteria: A___ B X C___ D___

Criteria Considerations

(Exceptions): A___ B___ C___ D___ E___ F___ G___

NHL Criteria: 2

NHL Theme(s): XIII. Science
B. Earth Science
2. Geology

Areas of Significance: Science

Period(s) of Significance: 1869-1896

Significant Dates: 1874

Significant Person(s): J. Peter Lesley

Cultural Affiliation: N/A

Architect/Builder: U/I

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OMB No. 1002-0018

NEW CENTURY GUILD

- Page 8

United States Department of the Interior, National Park Service

National Register of Historic Places Registration Form

8. STATEMENT OF SIGNIFICANCE

Certifying official has considered the significance of this property in relation to other properties: Nationally: X Statewide: Locally:

Applicable National Register Criteria: A X B C D

Criteria Considerations (Exceptions): A B C D E F G

NHL Criteria: 1

NHL Theme(s): XXXI. Social and Humanitarian Movements
 H. Labor Organizations
 L. General Philanthropy

Areas of Significance: Social History

Period(s) of Significance: 1906-1943

Significant Dates:

Significant Person(s):

Cultural Affiliation: N/A

Architect/Builder: Bunting and Shrigley
 (alterations for NCG)

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OMB No. 1024-0018

PHILADELPHIA SCHOOL OF DESIGN FOR WOMEN
United States Department of the Interior, National Park Service

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National Register of Historic Places Registration Form

8. STATEMENT OF SIGNIFICANCE

Certifying official has considered the significance of this property in relation to other properties: Nationally: X Statewide: Locally:

Applicable National Register Criteria: A X B C D

Criteria Considerations (Exceptions): A B C D E F G

NHL Criteria: 1

NHL Theme(s): XXVI. Decorative and Folk Art
 XXVII. Education
 F. Vocational Training
 1. Conceptual Development
 H. Special Populations
 3. Women's Education
 XXXI. Social and Humanitarian Movements
 L. General Philanthropy

Areas of Significance: Education
 Art
 Social History

Period(s) of Significance: 1880-1959

Significant Dates: 1880, 1881, 1886, 1920, 1932

Significant Person(s):

Cultural Affiliation: N/A

Architect/Builder: Stephen Decatur Button;
 James H. Windrim (1880s construction);
 B. Ketcham & Son (contractor,
 1880s construction)

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OMB No. 1024-0018

RACE STREET FRIENDS MEETINGHOUSE**Page 6**

United States Department of the Interior, National Park Service

National Register of Historic Places Registration Form

8. STATEMENT OF SIGNIFICANCE

Certifying official has considered the significance of this property in relation to other properties: Nationally: X Statewide: Locally:

Applicable National Register Criteria: A X B X C D

Criteria Considerations (Exceptions): A X B C D E F G

NHL Criteria: 1, 2

NHL Exception: 1

NHL Theme(s): XXX. American Ways of Life

XXXI. Social and Humanitarian Movements

C. Women's Rights

D. Abolition

E. Peace Movements

Areas of Significance: Religion; Social History

Period(s) of Significance: 1857-1924

Significant Dates: 1864, 1891, 1898, 1909, 1910, 1914, 1922, 1924

Significant Person(s): Lucretia Mott
Hannah Clothier Hull

Cultural Affiliation: N/A

Architect/Builder: George Chandlee
Nathan Smedley
William Eyre
Cope and Lippincott (1975 addition and restoration)

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OMB No. 1024-0018

ST. PETER'S CHURCH

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National Register of Historic Places Registration Form

8. STATEMENT OF SIGNIFICANCE

Certifying official has considered the significance of this property in relation to other properties:

Nationally: X Statewide: Locally:

Applicable National Register Criteria: A B X C X D

Criteria Considerations (Exceptions): A X B C D E F G

NHL Criteria: 2, 4
NHL Exception: 1

NHL Theme(s): XVI. Architecture
B. Georgian

Areas of Significance: Architecture, Religion, Social History

Period(s) of Significance: 1758-1875

Significant Dates: 1758, 1761, 1789, 1842, 1848, 1875

Significant Person(s): The Right Reverend Doctor William White (1748-1836)

Cultural Affiliation: N/A

Architect/Builder: Robert Smith (1722-1777)
William Strickland (1788-1854)

8. Statement of Significance

Certifying official has considered the significance of this property in relation to other properties:

nationally statewide locally

Applicable National Register Criteria A B C D NHL Criteria 1, 2 and 4

Criteria Considerations (Exceptions) A B C D E F G

<p>Areas of Significance (enter categories from instructions)</p> <p>Education, Science, Social History, Architecture</p> <p>NHL THEMES: XXVII-Education</p> <p>E-Adult Education</p> <p>1-Conceptual Development</p> <p>2-Institutional Patterns</p> <p>G-Adjunct Educational Institutions</p> <p>1-Museums, Archives, Botanical Gardens</p> <p>2-Libraries (see continuation sheet)</p> <p>Significant Person Leidy, Joseph</p>	<p>Period of Significance</p> <p>1860-1940</p> <hr/> <p>Cultural Affiliation</p> <hr/> <p>Architect/Builder</p> <p>(1860) McArthur, Jr., John</p> <p>(1885) Collins and Autenrieth</p>	<p>Significant Dates</p> <p>1865, 1885,</p> <p>1890, 1895,</p> <p>1901</p>
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State significance of property, and justify criteria, criteria considerations, and areas and periods of significance noted above.

The Wagner Free Institute of Science is an unparalleled survivor of a virtually extinct institution: the scientific society of the nineteenth century. During the last decades before 1900, as scientific education and research were gradually incorporated into the curriculum of the American university, the private academies and societies that had served as the incubators for scientific research and study during the first half of the century were gradually displaced -- either absorbed by university programs or else developing into specialized institutions. The Wagner Institute is a nationally significant monument documenting the development of science, education and museums in several ways. First, it is remarkable in preserving its original program, uniting the functions of a museum, research institution and a private school. It is even more noteworthy for the extraordinary preservation of the site -- the building, collections and the exhibits themselves are virtually unchanged from the turn of the century -- providing a unique example of an intact Victorian museum. Secondly, the Wagner Institute is distinguished by its association with Dr. Joseph Leidy, one of the most significant biologists of the nineteenth century, who served as president of its faculty for the last six years of his life. Finally, the Institute illustrates the role of philanthropy in the development of public education in the nineteenth century. At its origins the Institute was one of the earliest proponents of adult education in the country. Its later affiliation with both the University Extension movement and the public library movement in Philadelphia demonstrates its on-going commitment to the cause of public education. Together, the Institute provides a unique document of the history of science, science education and museology in America at the moment just before the professionalization of the field.

The Wagner Free Institute was the creation of Philadelphia merchant, philanthropist and amateur scientist William Wagner. Born in Philadelphia in 1796, Wagner developed a strong interest in science and natural history in his youth. Upon his graduation in 1808 from the Academy (later renamed the University of Pennsylvania), he applied to study medicine under Dr. Physick, the most prominent surgeon of the day. Wagner's father, a

See continuation sheet

PENNSYLVANIA HISTORIC RESOURCE SURVEY FORM BUREAU FOR HISTORIC PRESERVATION Box 1026 PA HISTORICAL & MUSEUM COMMISSION Harrisburg, PA 17120		7. Local survey organization		1. County PHILADELPHIA	
8. property owners name and address Lisbeth R. Sklar 628 S. Clifton Street Philadelphia, PA 19147		9. tax parcel number/other number		10. U.T.M. Zone easting 18 486340 less than one acre 4421120 usgs sheet: Philadelphia northing	
12. classification site () structure () object () building () district () thematic		13. date(s) (how determined) 1865		15. style, design or folk type Italianate	
16. architect or engineer Edward Fay (renovations)		17. contractor or builder		19. original use school 20. present use residence	
18. architect or engineer Edward Fay (renovations)		17. contractor or builder		21. condition good 22. integrity good	
23. site plan with north arrow		USE THIS COPY FOR DUPLICATING BLACK AND WHITE PRINT(S) 3 1/2" x 5" enlargement or medium format contact note location of negative in block 24.			
24. photo notation					
25. file/location					
26. brief description (note unusual features, integrity, environment, threats and associated buildings) NPS counting purposes: one contributing building (continue on back if necessary)					
27. history, significance and/or background (continue on back if necessary)					
28. sources of information see bibliography for nomination (continue on back if necessary)				29. prepared by: B. Mintz	
Computer Coding (BHP Survey Grantees Must Complete)				30. date 7/1986 revision(s)	
31. county _____ 32. style _____ 33. construction material _____ 34. roof _____ 35. design type _____ 36. historic function _____ 37. construction feature _____ 38. ext. walls _____ 39. plan _____ 40. facade width _____ 41. roof material _____ 42. stories _____ 43. depth _____ 44. ext. design _____ 45. int. design _____					
5. review/printing SAMUEL J. RANDALL SCHOOL		2. municipality PHILADELPHIA		3. street address or specific location 10th and BAINBRIDGE STREETS	
4. survey code					

⁹¹ National Register nomination form taken from Philadelphia Historical Museum Commission. Available from <http://www.arch.state.pa.us/default.asp>; Accessed 05 March 2007.

ADDITIONAL DATA/PHOTOS number all continuations from front		4. survey code
<p>Samuel J. Randall School - Physical Description</p> <p>The Randall School rising three stories in height and three bays in width, is a brick structure designed in an Italianate mode with a pedimented front gable and cross gabling. The main facade is divided into three main sections by projecting pilasters which rise the full height of the building. At flanking ends are small, recessed stair towers. The entrance features double leaf doors with arched transom and projecting stone surround. The fenestration pattern varies with single segmented sash in the end bays flanking paired, segmented sash in the center, on the first and second floors. The third floor has smaller, segmented sash in each of the end bays with a tripartite configuration of smaller, segmented sash, at the third floor. All of the windows have replacement sash in varying patterns of single light, fixed sash with operable transoms and over lower panels. Brick labels with stone console stops enhance the first and second floor windows. A string course band rests below the third floor windows. The two front pilasters rise to paired brackets which support a corbelled brick overhanging cornice. Rising from the cornice line is a central pedimented gable, a motif repeated at the cross gabling. A wooden cupola with bracketed cornice rest in the center of the building.</p> <p>Statement of Significance</p> <p>The Samuel J. Randall School was originally used by the Institute for Coloured Youth. The Institute was chartered by the State of Pennsylvania in 1842 for the education of black boys and girls. The Institute was one of the first schools in the nation devoted solely to educating black youths. At first the Institute was located on Lombard Street in Philadelphia. In 1866 the Institute moved to facilities on Bainbridge Street, including this nominated building. The Institute for Coloured Youth was located in this school and nearby buildings until 1903, when the Institute moved to Cheney, Delaware County.</p> <p>The Philadelphia School Board purchased the nominated building in 1903 and hired Edward Fay to renovate the building for public school use. However, it retained much of its previous appearance. Thus, at the time of its acquisition, the Randall School represented a throw-back to earlier school design. The school retained its Italianate styling, which was a style popular during the 1860s and 1870s. The school also had a double-loaded corridor plan based on the earlier Sloan Plan.</p> <p>Thus the Randall School is significant as part of the facilities of one of the oldest schools in the country devoted to educating black youth. It is also important because, at the time of its purchase by the Philadelphia School Board, it represented a throw-back to earlier school architecture.</p> <p>areas of significance: education, architecture</p> <p>verbal boundary description</p> <p>The nominated property consists of Philadelphia County lot 881003500 which contains the school and its contiguous grounds.</p>		
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