PRESERVING YOUR COMMUNITY'S HERITAGE

through the

Certified Local Government Program

The National Park Service
The National Conference of State Historic Preservation Officers
Many Certified Local Government coordinators and other State Historic Preservation Office staff members, community planners, and consultants across the country contributed to the text and provided illustrations for this publication. Pratt Cassity and Nore Winter of the National Alliance of Preservation Commissions reviewed drafts of the text. All of the contributors’ assistance, and that of Stephen Morris and NPS and NCSHPO staff, is greatly appreciated.

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The National Park Service
The National Conference of State Historic Preservation Officers

2004 Edition

CLG
Below and opposite, left to right: a variety of CLG-supported projects and events. The Rhode Island Historical Preservation Commission’s Preservation Library, a collection of resources about restoring older houses and revitalizing historic neighborhoods; Pennsylvania’s Hollidaysburg Historic District Homeowner’s Manual; the HARB Bulletin (Certified Local Government Newsletter) distributed to 1400 subscribers in Pennsylvania; results of the “Box City” curriculum program utilized in Salem, Ohio; the Old Burke County Courthouse centerpiece from the Morganton, North Carolina brochure A Town With Tradition; projectile points illustrated in the Grove Park Archaeology Report completed for Wichita, Kansas; and a participant at Rehab-A-Rama, an annual event in Newport, Kentucky.
The Certified Local Government Program

Across the nation, hundreds of diverse communities have taken action to preserve their unique historic character. The Certified Local Government (CLG) Program, a cost-effective local, state and federal partnership, has been a major source of support and guidance. This national initiative provides valuable technical assistance and small grants to local governments seeking to keep for future generations what is important and significant from their past. Funds are appropriated annually by the U.S. Congress and distributed from the Historic Preservation Fund, which is administered by the National Park Service (NPS) and State Historic Preservation Offices (SHPOs) in each state. NPS establishes broad regulations and standards for participation in the CLG Program; however, states have wide latitude to tailor these to the special characteristics of their local governments. The CLG Program responds to the needs of many different kinds of local communities throughout the nation and links them to the national historic preservation program established by the National Historic Preservation Act.

To become certified under the program, a local government applies to its State Historic Preservation Office. After certification, a local government is eligible to receive grants and technical assistance. Each SHPO is required to reserve at least ten percent of its federal allocation solely for distribution to CLGs. While many CLG grants are small, they often have been used as seed money to attract additional funds. SHPOs set eligibility requirements and select projects on an annual basis. Nationwide, over 1,230 local governments now participate in the program.

The CLG Program has achieved its primary goal of integrating local government and historic preservation. But the program is much more than just a funding source. It has helped to institutionalize historic preservation by making it a part of local government. And, because local planning office staff often play key roles in CLG projects, the thread of historic preservation becomes woven into the fabric of local land-use policy. Another benefit is a stronger partnership among the local, state, and national preservation networks. In the early years of the program, CLG grants typically were used for a variety of survey and planning studies. Today CLG grants support a wider range of projects, including building reuse and feasibility studies, design guidelines and conservation district ordinances, and many kinds of public education. This publication highlights more than thirty such innovative projects.
Creating a Framework for Preservation

One way the CLG Program creates and supports the historic preservation ethic in local government is by building on local initiative and helping preservation groups transform themselves from grass-roots advocates to policy makers. Collecting and analyzing information on the location and significance of archaeological and historic properties for the use of preservation commissions and local, county, and state agencies is an important first step. Some of the valuable results of these activities include historic theme or contexts studies, cultural resource inventories, and assessments of properties to determine their eligibility for local and National Register of Historic Places designation.

The ability to offer diverse communities a variety of support sensitive to current local planning needs is a strength of the CLG Program. Steph Jacon of the South Dakota State Historical Society notes that a major accomplishment of her state’s program, with 16 certified governments, is that it "introduces and sustains historic preservation efforts in a significant number of cities and towns which might not otherwise have preservation programs."

Winona, a Mississippi River community settled in the mid-1850s, was the subject of a three-year survey by consultants and the local historic preservation commission. Representative of many historic resource surveys funded each year by CLG grants, the survey documented over 1,000 properties including the farmhouse (1900) above. Computer-generated maps were developed to show the distribution of architectural styles and building integrity. The project results are currently being used to draw historic district boundaries and to develop nominations to the National Register.

Winona, Minnesota
Historic Resource Survey

Newton, Massachusetts
GIS Mapping of Historic Resources

Newton's CLG-funded Geographic Information System mapping project depicts over 5,000 inventoried and designated historic resources, including colonial homesteads and the Longwood Covered Tennis Courts (1913). The computer database will be useful in coordinating land-use planning with other local and state agencies. The GIS map also has been distributed to the public as an attractive poster inserted in a community newspaper; the poster highlighted numerous preservation projects undertaken by the Newton Housing Rehabilitation Fund.
Partnerships with Local Government

In many local historic districts, the preservation commission’s review of building permits helps to ensure that exterior alterations are compatible with the historic character of the area. Many commissions use the Secretary of the Interior’s Standards, and have created user-friendly design guidelines for property owners. This kind of activity promotes good communication with building permit officials and other regulatory agencies. Michigan, for example, has focused its CLG Program on assisting local governments to establish and administer local historic districts; in 1994, 53 local governments in the state had preservation ordinances with mandatory design review.

In many states, CLG grants support creation of historic preservation plans that analyze current community needs and propose future strategies. There is great range in focus among these studies. Some cover a single property, while others offer plans for historic battlefield sites or large urban neighborhoods.

The Manassas Handbook exemplifies the high quality of design review guidelines developed by CLGs in Virginia. Guidelines identify what is important in each historic district and explain how significant features and resources should be treated. "The use of printed design guidelines has brought professionalism to the (design review) boards’ work and results in decisions based on objective criteria rather than personal taste," notes Ann Miller Andrus of the Virginia Department of Historic Resources.

The Utah SHPO has encouraged broad involvement in the CLG program through flexible standards for local government participation. Historic Preservation Coordinator Roger Roper says "this allows beginner communities to participate, develop expertise, and advance to higher levels of effectiveness." Torrey, with a population of 122, used a series of small CLG grants to nominate its log meeting-house to the National Register and to rehabilitate it. Such incremental efforts are effective and sometimes are the only feasible approach when funds are limited.
The CLG Program supports projects that investigate and interpret many aspects of the American landscape. Projects focused on archaeological, cultural and historic landscapes provide information crucial to preservation and planning for sensitive areas and for a broad range of public education programs. For example, in Bluff, Utah, the Bluff Historical Preservation Association, working through the San Juan County CLG, has taken a sophisticated and comprehensive approach to preserving prehistoric and historic Native American sites. The association currently is developing a planning document that will help control tourism growth in their unincorporated town. Their intention is to "protect the entire cultural landscape, not just individual sites.” In Cleveland, Ohio—and on another scale—several CLG grants were utilized to create a predictive model for urban historic archaeology and cultural resource management. Planners use the model to quantify the effects of changing land-use patterns on the formation and preservation of archaeological sites. Subsequent use of the model in publicly funded construction projects has demonstrated

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Maui County, Hawaii

Cultural Landscape Inventory

Using a CLG grant, Maui County is working to establish regulations that will protect rural cultural landscapes. A comprehensive inventory of the taro farming area of Keanae-Wailuanui has recorded key properties as well as natural resources significant to the area's historical and cultural heritage. Many of the taro fields and terraces constructed by Native Hawaiians over the last centuries are still intact and are farmed by descendants. Future county land-use management policies will find guidance in this study.

Walsh County, North Dakota

Ox Cart Trail Study

The Walsh County CLG is involved in a multi-year project to identify, nominate and preserve ox cart trails in Walsh and Pembina Counties. These trails were used in the early 1800s by the Métis to move furs and trade goods from Winnipeg to St. Paul. (The Métis are descendants of Chippewa or Cree who intermarried with French, British, or Scottish immigrants.) The first two phases of the project, a literature search and an on-site survey, have been completed.
In 1993, in preparation for the 150th anniversary celebration of the Oregon Trail, the Clackamas County CLG undertook what has been described as an "enormous" project to identify and protect remnants and associated landscapes of the Barlow Road, one of the two principal routes that terminated the trail. Over 500 sites were identified. Following recommendations of the subsequent Management Plan, the county has been analyzing and landmarking eligible properties.

Designed historic landscapes—including the park and parkway work of noted landscape architects—also have been studied in a number of communities with CLG funds. In Syracuse, New York, a National Register of Historic Places Multiple Property Documentation Form was prepared for a study of city-owned landscapes and open spaces. The project's impact will reach beyond Syracuse, however. The documentation will serve as a model for analyzing park systems throughout the state.

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The CLG Program serves crossroad hamlets, small towns and large cities throughout the country. Small communities often face the same preservation challenges as larger ones, but usually with fewer staff and funding resources. In Vermont, the landscape is characterized by many historic village centers surrounded by farm and forest land. In virtually every town where there is a village center—a feature of approximately 80% of the state's 250 towns—the landscape is characterized by many historic village centers surrounded by farm and forest land. In virtually every town where there is a historic district already on or eligible for the National Register of Historic Places, Vermont's active CLG Program has sponsored projects with excellent outcomes. Jane Lendway of the state's Division for Historic Preservation observes that "we have seen CLG communities mainstream historic resources into everyday life, much more so than non-CLG towns. It is great to have these communities taking responsibility for their historic resources, and enjoying it at the same time."

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Mad River Valley, Vermont

*Rural Resource Protection Plan*

The scenic Mad River Valley CLG's 1988 study produced the *Mad River Valley Rural Resource Protection Plan*. The RRPP combined historic preservation, open-space protection, and recreation planning strategies to preserve the rural character of the towns and the surrounding valley. The inclusion of historic and archaeological resources as part of the rural resource base has been a critical component of its success.

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Bellefonte, Pennsylvania

*Long-Range Planning*

This small Pennsylvania crossroads community is situated at the principal water gap leading to the Nittany Valley. CLG funds have played a role in many aspects of its long-range preservation planning. Awareness of local issues was initially raised in newspaper advertisements paid for by CLG funds. The book, *The Historic Gem That is Bellefonte* (1992), summarizes the results of various surveys, the objectives of the local historic district and architectural review board, and also provides good practical historic building conservation advice.
Because Main Street is the civic and commercial heart of many American communities and because its vitality is critical to both the local economy and quality of life, many smaller communities focus their first preservation efforts on restoring the historic buildings in their commercial centers. As a result, many of these areas have been designated as National Register and/or local historic districts. Many kinds of buildings—including wood-sided general stores in Vermont and brownstone libraries in Wisconsin lumbertowns—have benefited from strong CLG support of the revitalization of Main Street.

In 1976, The National Trust for Historic Preservation began its sponsorship of the National Main Street Program. The program, which emphasizes good local organization, promotion, design and economic development, has been adapted to varying needs in many towns and cities and has produced excellent results for property owners and communities.

Covington, Louisiana
Main Street Program

Louisiana supports some projects related to its active Main Street Program with CLG funds. As this program helps communities develop comprehensive plans for their historic business districts, it also encourages cooperation between public and private interests. Since the town of Covington began its program in 1989, 22 buildings have been renovated, 24 businesses have been expanded or founded, and investment has totaled $2.3 million.

Dalton, Georgia
Main Street Program

For over ten years, Dalton—the carpet capital of the world—has successfully woven together its CLG participation and its Main Street Program. Initially, Dalton’s Main Street was designated as a local and National Register historic district and architectural guidelines were developed. A series of CLG grants has supported the expansion of the district, development of a sign ordinance, and creation of tools and guidelines for education and marketing.
In several states, CLG funds recently have been used to support re-use feasibility studies and capital improvement projects, often providing needed seed money. In Saco, Maine, CLG contributions leveraged municipal funds for rehabilitation of City Hall. This project was critical in anchoring downtown revitalization. In Brookline, Massachusetts, CLG funds supported a preservation and maintenance study of 23 municipal buildings. The project provided a thorough assessment of the current conditions and needs of the community's wealth of publicly-owned historic structures. With a plan for systematic capital investment and maintenance, the study established a good blueprint for long-term conservation.

Grafton, North Dakota

Elmwood

A CLG grant funded the restoration of the Queen Anne style porch of Elmwood, a National Register-listed property built in 1895 by C.A.M. Spencer, the state's second attorney general. The house, which is situated on 20 acres in an oxbow of the Park River, is used as a "hands-on" museum.

Above: the porch at Elmwood after restoration; right, a historic view.

Kalamazoo, Michigan

American Red Cross Restoration Project

The Kalamazoo Chapter of the American Red Cross entered into a three-party agreement with the Michigan SHPO and the CLG-certified city of Kalamazoo to restore the Wood-Upjohn (above) and Gilmore Houses. The two buildings are used to provide Red Cross services in the community. A special feature of Michigan's grant program is the availability of restoration grants to CLGs only. Some of these funds have been granted in three-party agreements, allowing not-for-profit organizations like the Red Cross to participate in the CLG partnership.
Reinvestment Strategies and Innovative Planning

The preservation of threatened historic properties requires careful and innovative planning. The village of East Hampton, New York, used CLG funds in the acquisition of the 1804 Lion Gardiner Windmill as part of a complex land-use negotiation regulating subdivision of the last original (1648) home lot in this highly developable community. In addition to the acquisition, the project included access, visual, and agricultural easements, as well as zoning variances.

Other innovative projects designed to modify traditional zoning or building codes to conserve individual buildings and districts are appearing across the country. In Boise, Idaho, for example, CLG funds were used to plan a building code workshop that explored the effect of variances in specific communities. As a result several Idaho municipalities have adopted the Uniform Code for Building Conservation.

Newport, Kentucky

_Economic Development Incentives_

Situated on the Ohio River, Newport’s historic district has experienced a comeback due to two innovative and successful programs that merge historic preservation with economic development. Supported in part by CLG grants, the first effort was a loan pool providing low-interest loans up to $10,000 for single-family residential rehabilitation. The second phase, known as Rehab-A-Rama, provided each investor with a $10,000, no-interest loan, a five-year property tax moratorium, and state sales tax redemptions on rehab materials.

Key West, Florida

_Historic Zoning Variance Study_

This study was initiated by the City of Key West to evaluate the effects of variances on development standards within the National Register Historic District during 1992-93. Protecting historic resources from unnecessary variances and providing a method for assessing the immediate and cumulative effect of these requests on the district were among study objectives. Over 312 cases were included in the sample, and numerous recommendations regarding density, setbacks, fences, parking lot coverage, and air conditioning were developed.
Reaching the People

In nearly every state, CLG grants are used to develop brochures and walking tours related to historic properties, sites, and areas. Communities also have published newsletters that reach hundreds of households, sponsored conferences and preservation fairs, and produced television and radio spots. At the state level, CLG programs attempt to balance the regulatory and educational roles of historic preservation commissions.

Some communities have pooled CLG grants for collaborative events, such as a one-day symposium on alternatives to demolition co-sponsored by Syracuse, Ithaca, and Watertown, New York. Proceedings of the conference were published and distributed to participants and all state CLGs.

Omaha, Nebraska: this widely-distributed 60-page booklet describes the development of the city’s historic park system.

**Charlottesville, Virginia**

*Historic District Procedures*

Some publications are targeted primarily for property owners in historic districts. In Charlottesville, Virginia, for example, brochures explain the local preservation program, outline the responsibilities of property owners in historic districts, and demystify the process of going before the review board. Virginia’s CLG grants have supported similar projects in Lynchburg and Petersburg.

**Janesville, Wisconsin**

*Historic District Guidebooks*

In 1986, the Janesville Historical Commission began a guidebook series describing its historic districts. Six guidebooks, a heritage map, a design guidelines handbook and a 25-minute video on the development of the city have since been funded by CLG grants. The publications are distributed at locations such as the Municipal Building, the Rock County Historical Society, and local hotels. They have dovetailed well with other elements of the city’s preservation program and serve a wide audience of both visitors and residents.
Elementary, middle, and high school students are often the focus of CLG grants that support a great variety of curriculum development projects. In Hutchinson, Kansas, the Landmarks Commission, City of Hutchinson and the School District collaborated with a consultant to prepare a fourth grade historic preservation curriculum. This curriculum addresses preservation issues in the larger context of Kansas history as it is affected by culturally diverse settlement, government policy, building materials and technological change. In Sioux Falls, South Dakota, several CLG-funded projects focused on archeological education. As a result, a video, "Archeology—What Is It?" and an activity book for use during classroom visits and field trips were made available to area schools.

In Salem, Ohio, CLG funds allowed participation in The Center for the Built Environment's "Box City" program. This program trained teachers, who in turn taught students about local history and the need to preserve local historic resources.

A CLG grant funded design review guidelines for Socorro, a small community outside El Paso that dates from 1680. The design review board uses the guidelines to review proposed changes in the Mission Trail Historic District. Guidelines address the conservation of the district's architectural heritage as well as the economic concerns of property owners. The illustrated handbooks are available in Spanish (Criterio de Diseño Distrito Histórico: Sendero La Mision de Socorro) which is the principal language of Socorro residents, and in English.

Recognizing the lack of documentation for historic properties associated with African-Americans, the City of Columbus and the Columbus Landmarks Foundation surveyed the East Long Street and Mt. Vernon Avenue areas. The survey was one component of the Foundation’s "Lost Treasures Found" project, an effort to foster interest and support for the preservation of places in African-American history in Columbus. One recorded property is shown above: the house of community leaders Harry B. and Lulu Hall Alexander.
For More Information

Requirements

While the National Historic Preservation Act establishes a framework of minimum federal requirements for participation in the CLG program, National Park Service regulations encourage each State Historic Preservation Office to shape the program to the particular needs of the state. Under the Act, CLGs are required to:

• Enforce appropriate legislation for the designation and protection of historic properties.
• Establish and maintain a qualified historic preservation commission.
• Maintain a system for identifying historic properties.
• Provide for public participation in the local historic preservation program.
• Perform other agreed upon functions delegated to it by its State Historic Preservation Officer.

Incorporating and expanding upon these minimum federal requirements, each SHPO develops its own procedures (approved by the NPS) for certifying local governments. State procedures detail requirements regarding the following: the kinds of legislation that local governments seeking certification must enact and enforce (for example, a local historic preservation ordinance); the expertise and background of members to serve on the local historic preservation commission; the frequency with which the commission meets; and, methods necessary to satisfy the requirement for public participation in the local preservation program. Upon approval of a CLG's application for certification, the chief elected local official (or his or her designee) and the SHPO sign a certification agreement that specifies the responsibilities of each party. The SHPO generally requires the CLG to submit an annual report summarizing its activities and accomplishments. At least once every four years, the SHPO conducts an evaluation of the CLG's performance of its duties as outlined in the certification agreement.

Benefits

A local government receives many benefits from becoming certified in addition to eligibility to apply for CLG grants. The most significant benefit is the close working relationship that certification establishes between the local government and the SHPO. CLGs get to know the SHPO staff and call upon them for assistance. Similarly, SHPO staff become familiar with the strengths and needs of a CLG's preservation program and can direct appropriate assistance to the local government. SHPOs are required to provide orientation and training to the CLGs; this often takes the form of an annual statewide CLG conference that allows local commission members and staff representatives to communicate. In addition, CLGs often are called upon to offer their views on the SHPO's programs. They have a special responsibility to help the SHPO shape the statewide historic preservation plan, which the National Historic Preservation Act requires of all SHPOs.
In addition to the strong ties certification fosters between local governments and the SHPO, CLG status gives local governments additional authority and responsibility regarding nominations of local properties to the National Register of Historic Places. CLGs review the nominations and give an official opinion on the property's eligibility for National Register listing.

Beyond this, joining the CLG program enables a local government and its historic preservation commission to become part of a statewide and national preservation network. CLGs receive statewide newsletters, National Park Service preservation publications and journals, as well as announcements and invitations to preservation conferences, workshops, and related events. Finally, in addition to these tangible benefits, many local governments view CLG status as an opportunity to enhance the image of their local preservation efforts. Certification by the SHPO with the concurrence of the National Park Service is seen by many, including state and federal agencies, as recognition of a certain level of professionalism and expertise in the local preservation program.

For further information about the CLG Program, contact your SHPO (see page 16 for addresses and phone numbers) or, the Certified Local Government Coordinator, National Park Service (org. 2255), 1849 C Street, N.W., Washington, D.C. 20240. Questions and Answers about CLG Grants from SHPOs: An Introductory Guide, which contains detailed information about the process of applying for and receiving a CLG grant, is available from the SHPO or from NPS. More information is available on the NPS website at http:\www2.cr.nps.gov.
For More Information

Contact the CLG Coordinator at your State Historic Preservation Office (SHPO) for more information about the Certified Local Government Program and preservation planning issues in your community.

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Montgomery, AL 36130-0900
334-230-2666

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Anchorage, AK 99501-3565
907-269-8908

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Office of Historic Preservation
Arizona State Parks
1300 West Washington
Phoenix, AZ 85007
602-542-4174

ARKANSAS
Historic Preservation Program
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Tower Building, Suite 1500
Little Rock, AR 72201
501-324-9150

CALIFORNIA
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Department of Parks & Recreation
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Sacramento, CA 94296-0001
916-653-6624

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Colorado Historical Society
1300 Broadway
Denver, CO 80203
303-866-3355

CONNECTICUT
Connecticut Historical Commission
59 South Prospect Street
Hartford, CT 06106
860-666-305

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Division of Historical & Cultural Affairs
Tudor Industrial Park
604 Otis Drive
Dover, DE 19901
302-739-5313

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Division of Historical Resources
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850-245-6300

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808-692-8015

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208-334-2682

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INDIANA
Department of Natural Resources
Historic Preservation & Archeology
402 West Washington, Room W274
Indianapolis, Indiana 46204
317-232-1646

IOWA
State Historical Society of Iowa
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Des Moines, IA 50319
515-281-8741

KANSAS
Kansas State Historical Society
Cultural Resources Division
6425 Southwest 6th Avenue
Topeka, Kansas 66615
913-272-8681

KENTUCKY
Kentucky Heritage Council
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Frankfort, KY 40601
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LOUISIANA
Department of Culture, Recreation & Tourism
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Baton Rouge, LA 70804
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MAINE
Maine Historic Preservation Commission
55 Capitol Street, Station 65
Augusta, ME 04333
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MARYLAND
Maryland Historical Trust
100 Community Place
3rd Floor
Crownsville, MD 21032-2023
410-514-7600

MASSACHUSETTS
Massachusetts Historical Commission
220 Morrissey Boulevard
Boston, Massachusetts 02125
617-727-8470

MICHIGAN
State Historic Preservation Office
Bureau of Michigan History
Department of State
717 W. Allegan
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517-373-163.0

MINNESOTA
State Historic Preservation Office
Minnesota Historical Society
345 Kellogg Blvd. W.
St. Paul, Minnesota 55102
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MISSISSIPPI
Mississippi Department of Archives & History
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Jackson, MS 39205-0571
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For More Information

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Historic Preservation Program  
Division of State Parks  
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Jefferson City, MO 65102  
573-751-7858

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State Historic Preservation Office  
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406-444-7717

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Nebraska State Historical Society  
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402-471-4745

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Austin, Texas 78711  
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**UTAH**  
Utah State Historical Society  
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**VERMONT**  
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**VIRGINIA**  
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**WEST VIRGINIA**  
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