



PRESERVING MONTANA

THE MONTANA HISTORIC PRESERVATION PLAN, 2013 – 2017



Prepared in consultation with Montana by the:

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PUBLIC SUMMARY

- Historic preservation is about saving our important heritage places. Preservation benefits Montana – culturally, educationally, functionally, and economically. State Preservation Plans, prepared for Montana by the State Historic Preservation Office, serve as a guide for all state and local preservation efforts.
- This Plan *PRESERVING MONTANA: The Montana Historic Preservation Plan 2013-2017*, is a revision and update of the previous 2008-2012 Plan. It was developed from feedback, study reviews, and input from interested parties and stakeholders, including the public, historic preservation professionals, government officials, tribal representatives, state and local preservation organizations, avocationalists, and educational specialists.
- Montana has a rich and varied set of heritage properties that represent different themes in Montana history. Over 54,000 historic and pre-contact sites, buildings, structures, and districts have been identified and recorded in the state, and about 1,100 of these have been listed in the National Register of Historic Places. Many more places are known or expected to exist as only about 5.5% of Montana has been inventoried for heritage properties to date. The landscape of historic preservation in Montana is also made of various federal, state, tribal and local preservation organizations. While there has been considerable success in preserving Montana's important heritage places, a significant number of Montana's heritage properties are at risk due to such factors as commercial and resource development, urban sprawl, neglect, mismanagement, changing population needs, lack of understanding, and limited financial resources for preservation.
- Significant issues and challenges face Montana preservation over the next five years. These reflect national, state and local trends and perspectives. Issues include finding ways to: address the availability of necessary financial resources; increase knowledge and understanding of cultural resources and preservation issues; cope with urban commercial growth and rural decline; and address historic and cultural landscapes.
- The vision for historic preservation in our state is that ***Montana is a place that knows, respects, and celebrates its heritage, openly encouraging and supporting the preservation of its significant historic, precontact, and traditional cultural properties.*** Seven goals or steps to guide preservation over the next five years in achieving this vision are to: I. *Educate: Build a foundation for historic preservation through knowledge and understanding;* II. *Celebrate: Promote preservation with recognition, praise and acknowledgement;* III. *Locate: Identify and document Montana's historic, precontact, and traditional cultural places;* IV. *Evaluate: Assess the significance and integrity of Montana's heritage places worthy of preservation;* V. *Advocate: Seek support of preservation through funding, incentives, and protection;* and VI. *Collaborate: Work together with preservation partners to preserve Montana's historic, precontact, and traditional cultural properties;* VII. *Integrate: Incorporate historic preservation into programs, projects, and policies that have the potential to affect significant heritage properties.*

I. INTRODUCTION



Doncaster Round Barn, Twin Bridges

WHAT IS HISTORIC PRESERVATION?

Historic preservation has many meanings. It has evolved over time. One of America's first forays into historic preservation was in 1813 when Philadelphia citizens spoke out against demolition and redevelopment plans for the Old Statehouse, better known today as Independence Hall. In 1858, the Mount Vernon Ladies Association formed to purchase, manage, and protect the first American president's house. This earliest phase of preservation – "house museums" – has a strong tradition and continues today - but the field has also matured, broadened and deepened considerably to include many more people and many more things.

Quite simply: Preservation is about saving our important heritage places. Each word has meaning:

<u>Preservation</u>	<u>Is About Saving</u>	<u>Our</u>	<u>Important</u>	<u>Heritage</u>	<u>Places</u>
Restoration	Identification	Tribal	Events	Historic	Buildings
Conservation	Documentation	Local	People	Precontact	Structures
Consolidation	Nomination	State	Masterworks	Traditional	Districts
Reconstitution	Protection	National	Informational	Archaeological	Sites
Adaptive Use	Treatment	Public	Representative	Cultural	Objects
Reconstruction	Easement	Private	Significance	Social	Landscapes
Replication	Regulation	Non-profit	Integrity	Political	
Rehabilitation	Incentivize			Ethnic	
Stabilization					
Maintenance					

Historic preservation has made strides in governmental and public policy, in technology, and in public and private organizations, particularly since the days of urban renewal. When the federal government passed the National Historic Preservation Act of 1966, it took a leadership role in recognizing and avoiding harm to the nation's significant historic and precontact properties. Federal agencies were required to take "cultural resources" into consideration during project planning, and the law established the State Historic Preservation Office system to help them. Each State Historic Preservation Office (SHPO) became the repository for documented cultural resources, the source of technical preservation assistance, and at times, also serves as a pass-through for preservation funding to better manage historic and precontact properties at the state and local level. The National Park Service and national Advisory Council on Historic Preservation provide standards, guidelines and regulations.

Local preservation continued from the days of saving the Old Statehouse in Philadelphia, and in 1980, the federal law was amended to formalize and provide some funding for local preservation through the Certified Local Government (CLG) program. Since then, preservation strides have included the National Main Street program (1980), National Heritage Areas (1984), the Intermodal Surface Transportation Efficiency Act (1991), National Scenic Highways and Byways Program (1992), Tribal Historic Preservation Officer program (1992), Save America's Treasures brick-and-mortar funding program (1999), and the Preserve America community designation and funding program (2003), among others.

Historic preservation continues to face old and new challenges. They include, but of course are not limited to, the lack of funding, rural decline, urban decay with suburban sprawl, and many public perceptions: that preservation is for the elite, that progress is new construction, that if it's not in your backyard it's not important - or conversely: "not that in my backyard!" Newer challenges to preservation include the increasing

scope of natural disasters, vanity housing, the accelerating decay of abandoned wooden structures, and recognizing and saving the less understood buildings of the more recent past.

As we look ahead, we can expect preservation to become more important and mainstream as a quality of life issue with economic benefits, in addition to a contribution to environmental conservation and sustainability. With landfills containing 40% construction waste, "the greenest building is one that is already built." In Montana we look forward to incentives for citizen historic homeowners, refining LEED certification and other energy efficiency standards with preservation in mind, celebrating national, regional, and local heritage tourism areas, and a time when historic preservation is never in the way, but the way we do things here.

WHY PRESERVE? THE BENEFITS OF HISTORIC PRESERVATION

*Communities should be shaped by choice, not chance...
The historic preservationist advocates the retention of
places that unify and give meaning to a community.*

Constance E. Beaumont, *Smart States, Better
Communities*, 1996

This place matters!

National Trust for Historic Preservation

Heritage places build an identity for us as Montanans and educate us to that identity. The past brings meaning to our lives and helps guide our future. Our historic, precontact, and traditional cultural places are tangible links to who we are and what we are becoming. Historic places enhance economies and contribute to ways of life. Numerous studies show that historic preservation adds value to communities and brings economic benefits and opportunities for local people.

Consider the case for rehabilitation of historic buildings:

- ✓ Rehabilitation creates new jobs during construction and later in new offices, shops, restaurants, and tourism activities. Studies show that a million dollar rehabilitation project creates five to nine more construction jobs than a million dollar new construction project.
- ✓ Revitalized buildings and historic districts attract new businesses, tourists, and visitors, stimulating retail sales and increasing sales tax revenue.
- ✓ Historic buildings often reflect the image of high-quality goods and services, small-town intimacy, reliability, stability, and
- ✓ Historic buildings create a sense of place and community, a recognized ingredient in a high quality of life.
- ✓ Rehabilitation is environmentally responsible; it conserves more than it consumes or tosses in the landfill and requires far less energy than demolition and new construction. Reusing old buildings saves demolition costs.
- ✓ Rehabilitation is labor intensive and is not as influenced by rising costs of materials as new construction.
- ✓ Rehabilitation often uses local labor, keeping salary dollars in the community. A million dollar rehabilitation project will keep \$120,000 more in a community than an equivalent new construction project.
- ✓ Rehabilitation can take place in stages.
- ✓ Rehabilitation returns buildings to the tax rolls and raises property tax revenues.
- ✓ Tax dollars are further saved through reuse of buildings served by in-place public utilities, transportation, and other public services.
- ✓ Historic district designation often increases property values and rehabilitated buildings

command higher rental and sales prices because of their prestige value.

- ✓ Retaining an existing building saves the need to purchase high-cost urban land.
- ✓ Historic building stock is the key to historic Main Street efforts and downtown revitalization. Studies show that heritage tourism is the fastest growing sector (80%) and that restored downtown shopping areas are preferred (49%) over malls and department stores.

Historic buildings, archaeological sites, landscapes and other places are the fabric of our state's existence. Their preservation makes sense – culturally, educationally, functionally, and economically. By caring for its heritage places, Montana is caring for its citizens.

THE MONTANA HISTORIC PRESERVATION PLAN

The National Historic Preservation Act of 1966, as amended, calls upon each State Historic Preservation Office (SHPO) to "prepare and implement a comprehensive statewide historic preservation plan." This plan is to serve as an important tool in setting priorities for the investment of human and financial resources in the preservation of significant historic and cultural resources. While providing a framework for SHPO priorities and activities, the State Plan is not to be simply the SHPO office's management plan. Rather it should be a plan for Montana, prepared by SHPO, which is written in a way that any number of organizations, individuals, agencies, and governments can adopt and implement the goals and objectives laid out in the Plan. Specifically, the State Plan is designed "to be used by the State Historic Preservation Office and others throughout the state for guiding effective decision-making on a general level, for coordinating statewide preservation activities, and for communicating statewide preservation policy, goals, and values to the preservation constituency, decision-makers,

and interested and affected parties across the state."

The planning cycle for Montana's previous State Plan, *PRESERVE MONTANA: The Montana Historic Preservation Plan*, was 2008-2012, which means that it is now due for revision. The present plan, *PRESERVING MONTANA: The Montana Historic Preservation Plan* will apply to the next five years, 2013-2017. Aside from its title, this plan also draws substantively upon its predecessor for guidance and content. Many of the assessments, issues, and strategies for historic preservation in Montana established five years ago remain equally valid today as do the goals and objectives for successfully addressing these.

As stipulated in guidelines provided by the Department of the Interior, National Park Service, this revised 2013-2017 Montana Historic Preservation Plan is a concise, summary document, containing the following sections:

- A summary of how the Plan was developed or revised, including sources of information and ideas;
- A summary assessment of the full range of historic and cultural resources in Montana and the current state of knowledge about these resources;
- An outline and discussion of important issues which must be addressed in preserving these resources;
- A vision, articulated as goals and objectives, for historic preservation in Montana as a whole and for use as direction in the Montana State Historic Preservation Office;
- A statement of the Plan's time frame or planning cycle; and
- A bibliography of special studies and other supporting documents which were used in preparing the Plan and will assist in its implementation.

II. DEVELOPMENT OF THE 2013-2017 MONTANA HISTORIC PRESERVATION PLAN



Seventh Street Bridge across the Yellowstone, Miles City

The current state planning process began when the previous effort concluded in 2008 with the adoption and release of *PRESERVE MONTANA: The Montana Historic Preservation Plan 2008-2012*. Current plan development occurred and was facilitated over the past five years through a continuous feedback process. Comments on the previous Plan, annual MTSHPD review of its implementation, public input towards a new Plan through a questionnaire and review of media press, discussions and stakeholder meetings, and a review of recent studies and planning documents, together resulted in a revised Plan for 2013-2017. The process continues into the next cycle with a return to comments and feedback on the current revised plan.

2008-2012 STATE PLAN FEEDBACK

The process of developing the current Montana State Plan began with the completion and approval of the previous State Plan in 2008. Feedback on the 2008-2012 Plan – both negative and positive - was welcomed by the State Historic Preservation Office (SHPO) staff and routinely discussed. Each copy of the distributed 2008-2012 Plan was accompanied by an invitation to provide SHPO with comment. The 2008-2012 Plan was also posted on the SHPO website where it was frequently referenced and referred to by others. These comments, provided sporadically over a

number of years, were important in formulating a strategy for replacing or revising the Plan in 2012.

ANNUAL IMPLEMENTATION

Annually between 2008 and 2012, SHPO staff also reviewed and evaluated the goals and objectives of the 2008-2012 State Plan as part of the office's application for and report of federal funding through the national Historic Preservation Fund. While not limited by any means to SHPO activities, as required by National Park Service guidelines, annual SHPO workplans developed for the various SHPO programs must establish their foundation in the goals and objectives identified in the State Plan. SHPO's success in accomplishing annual activities and meeting goals was made available to the public and interested parties for comment. These included the Governor-appointed nine-member Montana Historic Preservation Review Board, charged with providing SHPO advice and guidance in historic preservation planning. Among SHPO staff, the annual application of previous goals and objectives established in the 2008-2012 Plan proved to be an excellent opportunity for evaluation and contributed to revisions made in the present plan to make it more applicable and responsive to current issues, needs and opportunities.

QUESTIONNAIRES, DISCUSSIONS AND STAKEHOLDER INPUT

Throughout 2012, SHPO circulated a preservation planning questionnaire designed to gather public and stakeholder information on historic preservation issues, goals and priorities most important to Montanans. The questionnaire was advertised in newsletters, announced at preservation forums and posted on the SHPO website. It was distributed in hardcopy as well as linked to emails for electronic submission. In conversations, meetings and other forums throughout the current planning process, open two-way communication with the public, federal and state agencies, tribes, and other interested parties was also stressed. Special efforts in this regard were made to engage the 16 local historic preservation officers and commissions of the Montana Certified Local Government (CLG) program. Montana's community preservation officers are recognized as experts in local public opinion regarding historic preservation matters, and especially those issues existing outside the narrow confines of federal and state preservation law. Input from CLG representatives forms the basis of many significant insights into local public needs and concerns. The State Historic Preservation Office also met individually in discussions with other primary stakeholders including the State Historic Preservation Review Board, tribes, and federal agencies. SHPO participated in annual Montana Tribal Historic Preservation Officers (THPOs) summits from 2009-2012, attended a Department of the Interior sacred sites on federal lands tribal listening session in Billings in 2012, and communicated with all THPOs regarding the current planning effort. Federal agency input included reference to both state and national annual reports as well as responses to the planning questionnaire. All groups provided insights to prominent issues and support for common goals and objectives.

RECENT STUDIES AND PLANNING DOCUMENTS

Other recent efforts, on the state and national level, contribute to development of the 2013-2017 Montana Historic Preservation Plan. Included are 2012 state agency reports on the stewardship of state-owned heritage properties and a summary report and recommendations made by the State Historic Preservation Review Board and SHPO to the Montana State Legislature and Governor (*Montana's Shared Heritage: First Biennial Report on the Status, Condition, and Stewardship of Montana's State-owned Heritage Properties*, 2012). The Museums Association of Montana's (MAM) survey and study, *Economic Effects of Montana's Museums and Historic Sites*, 2012) provides useful statistics and data. At the national level, annual reports by federal agencies in response to the President's *Preserve America* initiative are applicable to Montana, as are documents assessing the federal preservation program produced by the national Park Service, National Trust for Historic Preservation, and other national organizations. No less stimulating, the work of other states in developing their own State Preservation Plans, are relevant and serve to inform Montana's 2012-2017 planning effort.

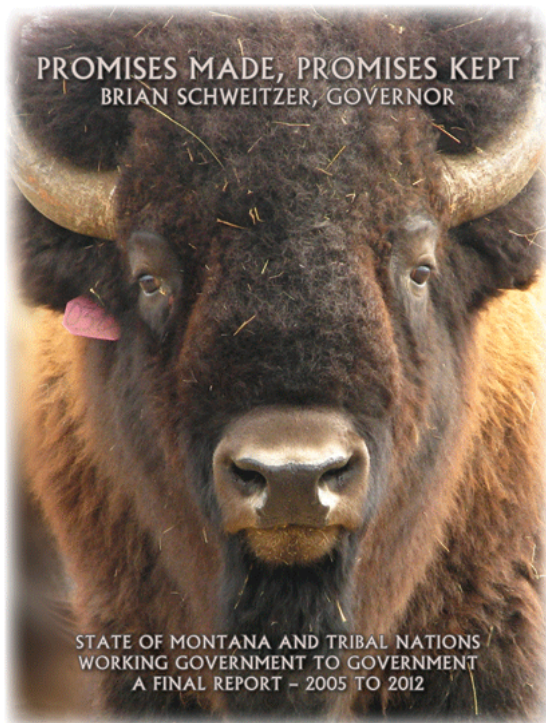
PLAN UPDATE AND REVISION

With consideration of feedback and experience gained through the implementation of the 2008-2012 Plan combined with input from the public, stakeholders, and recent studies, SHPO staff concluded that the Montana Historic Preservation Plan merited updating and revision, rather than a major reformulation and replacement. Specifically, in the course of the current planning process, SHPO staff recognized continuing concern with many of the same preservation issues identified five years ago yet overall satisfaction and optimism with the various local and state preservation programs and projects in place, suggesting the need to adjust, rather than reinvent, Montana's preservation goals and

objectives to make them more current and perhaps more effective. In fact, less than 5% of stakeholders responding to our 2012 preservation questionnaire said that current efforts to preserve Montana's significant heritage places were "not effective," while 49% felt that these efforts were "usually effective." Moreover, over 80% of these same stakeholders and others informed us that Montana's vision for historic preservation, that *Montana is a place that knows, respects, and celebrates its heritage, openly encouraging and supporting the preservation of its significant historic, precontact, and traditional cultural properties*, has "some truth, but not across the board." (14% agreed that the statement is "right on the money"). In other words, we are on the path, but not yet there. What we are doing is working, but there is more work to be done. The current document, *PRESERVING MONTANA: The Montana Historic Preservation Plan 2013-2017*, is a reflection of this reality.

REVISED 2013-2017 PLAN REVIEW AND IMPLEMENTATION

With the completion of *PRESERVING MONTANA: The Montana Historic Preservation Plan 2013-2017*, the planning process does not end, but returns to the beginning to repeat itself in the comments received on this product and its implementation. In keeping with previous years, SHPO will again post the State Plan on its website under www.montanahistoricalsociety.org/shpo, reference it in all appropriate venues, as well as provide hardcopies to interested parties. Pending funds, SHPO will also endeavor to produce a summary pamphlet to draw greater attention to the complete State Plan.



SHPO staff attends the annual Montana Tribal Relations Training program offered for state agencies through the Office of Indian Affairs.

III. MONTANA HISTORIC PRESERVATION AND HERITAGE PROPERTIES: AN OVERVIEW AND ASSESSMENT



Sweetgrass Hills, Toole County. Photo courtesy of Tim Urbaniak

MONTANA HERITAGE THEMES & ASSOCIATED RESOURCES

While it is difficult to catalog the breadth of Montana's past into distinct subject matters and the tangible resources that reflect them, the following thematic overviews provide a basis of information regarding the state's cultural heritage. These heritage themes and associated resource types are taken, with revision and some addition, from the 2008-2012 State Plan, PRESERVE MONTANA. MT SHPO recognizes that these themes are not all-inclusive, and that additional contexts are continually recognized, researched, and documented. To include all of these is, of course, time, cost, and space prohibitive. Instead, the themes referenced here serve to briefly illustrate the range of properties in Montana and their historical significance.

THE LAND ~ Montana, the fourth largest state in the Union, boasts a landscape that is both diverse and dramatic, shaped by eons of mountain building and erosion and sculpted by glaciers, wind and rivers. It hosts the headwaters for the Missouri and Columbia river drainages and is rich in hard rock minerals, timber, grass lands, wildlife, as well as fossil

fuels. However, the landscape has not only been shaped by geologic forces, but by the people who have lived in and visited Montana for thousands of years. Though never densely populated, the state is deep in cultural environments associated with the history of human habitation and interaction with the landscape.

Associated resources. Montana boasts a variety of rural and urban cultural landscapes. Some are large scale resources, such as those associated with Indian sacred sites, including the Sweet Grass Hills in north-central Montana; the mining landscape, manifested in Butte and Anaconda; and agricultural landscapes such as the Big Hole in Beaverhead County, the Tongue River Valley, and along the Hi-Line. Others are more narrowly contained by natural landforms or historical association, or both, such as the Finnish Homesteads of the Korpivaara settlement, or the Morgan-Case Homestead in Granite County. They also include specific geological formations such as Tower Rock on the Missouri River, a physical landmark associated with the Lewis and Clark Expedition.

EARLY PEOPLES ~ Human habitation in the region is thought to have begun about 12,000 years ago. Present scientific theories, constantly being revised with new evidence, place Montana directly in the path of one or more of the earliest migrations of humans into the New World from Eurasia. These earliest peoples and those that followed came to and lived in Montana, in search of and sustained by its rich wildlife, plant life and mineral resources. For the most part they followed the natural seasons and rhythms of life.

Based upon archaeology, social and behavioral changes were marked in centuries or even millennia with many cultural elements persisting over generations. These include hunting buffalo, gathering wild plants, manufacture of stone and bone implements, and a settlement pattern based upon regular movement within a defined and familiar territory. Unlike most regions of North America, domesticated agriculture did not replace hunting and gathering as a way of life for Montana's precontact inhabitants.

Various cultures existed across Montana in all environments over these millennia, some persisting and contributing more than others to the Indian tribes that existed here at the time of contact with Euro-Americans.

Associated resources. These include precontact archaeological sites (12,000 B.P. to 200 B.P.) of all types, including stone circle sites (tipi rings) located in many regions of the State, but especially in the northern glaciated prairie-plains of the Hi-Line; open campsites with assemblages of stone and bone tools; rock art (pictographs and petroglyphs) such as those at Pictograph Cave east of Billings; numerous buffalo jumps and other kill sites like the Madison Buffalo Jump south of Three Forks, Wahkpa Chu'gn in Havre and Ulm Pishkun (now First Peoples State Park) outside Great Falls; rock cairns and alignments; travel corridors such as the Cokahlarishkit Trail; and chert and other toolstone quarries where stone tools were made. The Anzick Site in southwestern Montana dates to 11,500 B.P., one of the earliest carbon-14 dated sites in North America.

WESTERN AMERICAN EXPANSION ~ While non-Indian settlement and trade on both coasts impacted the tribal nations throughout the continent for several centuries, purchase of the Louisiana Territory from France in 1803 accelerated the United States' expansionist policy in the American West. It was this policy, reflected in the Lewis and Clark Corps of Discovery expedition between 1804-1806, that resulted in the ultimate clash with Native cultures that



Rock art panel at Rosebud Battlefield State Park

irrevocably changed the way in which people lived and interacted with the landscape in Montana. A series of Euro-American expeditions surveyed the people, resources, and travel routes in the "new" land. This period in Montana was also characterized by steamboat travel, the fur trade, missionaries like Pierre-Jean DeSmet, and the earliest ranching and gold mining discoveries.

Associated resources. Resources, some known and some yet discovered and documented, include sites and portages along the routes of various expeditions beginning with the Corps of Discovery, and continuing with fur traders David Thompson and Manuel Lisa, through the mid-nineteenth century with Ferdinand Hayden's forays into the Territory and John Mullan's military road across the Rockies. From the south, the first land-based territorial inroads were connections made to and from the Oregon Trail, and often took advantage of existing Indian trails.

Western American Expansion resources also include those associated with historic archaeological sites of fur trapping and trading activity such as Salish House, Forts McKenzie, Connaught, Manuel Lisa, and early Fort Benton; Jesuit missions like St. Mary's and St. Ignatius; early cattle operations such as Grant-Kohrs Ranch in Deer Lodge; and the first reported gold discovery made at Gold Creek.

MONTANA TERRITORY ~ Following 60 years of Euro-American exploration and immigration, Congress declared Montana a territory of the United States on May 26, 1864. The majority of the non-Indian settlement in Montana at this time occurred in the southwestern part of the state.

This was largely due to the discoveries of great mineral wealth - first gold, then silver and copper - in the region. The First Territorial Legislature established nine counties, including four in the southwest.

Montanans built their first schools in 1863 in Bannack and Virginia City, towns that also served as the Territory's first and second capitals,



Old Fort Benton stands as the centerpiece of the recently updated and redefined National Historic Landmark District in that city.

respectively. In 1878, eleven years prior to Montana's statehood, the Montana Collegiate Institute opened in Deer Lodge.

Helena and Butte/Anaconda rose as major mining communities and rivals into the 1880s. Mining magnates William A. Clark and Marcus Daly dominated politics leading up to statehood in 1889. Steamboat travel on the Missouri and Yellowstone Rivers, overland wagon and stagecoach roads supplied the territory with goods and people. Hardy, open-range stockmen – with sheep or cattle - ruled in the non-urban landscape. But it was the coming of the railroads in the 1880s that truly fostered widespread settlement of the region. Nonetheless, southwest Montana continued to maintain the largest segment of the state's population and was the center of political influence well into the twentieth century.

Associated resources. The territorial capitals, Bannack and Virginia City, are National Historic Landmarks, designated for their nationally significant associations with western settlement. The early gold town of Helena preserves territorial period architecture, including Reeder's Alley and other structures on Last Chance Gulch. Abandoned mining camps and support facilities such as mills, logging camps, charcoal and lime kilns attest to the importance of mining in the territorial period, while the college buildings and

territorial prison in Deer Lodge speak to the establishment of social institutions in the nascent communities. Other resources include the Bozeman Trail; Fort Owen and Fort Benton and other steamboat landings; early roads and stagecoach stops; the Northern Pacific railroad, and historic archaeological sites from the period.

AMERICAN INDIAN CULTURE AFTER 1800 ~ After millennia of evolving cultural tradition, the life of American Indian Peoples in Montana changed quickly and dramatically with the arrival of Euro-Americans at the dawn of the nineteenth century. Change had already begun before Lewis and Clark appeared on the scene, with the acquisition of horses and guns through trade and warfare with neighboring tribes who had already encountered the new European culture.

At the time of contact, Montana exhibited a wealth of diverse Indian culture, where semi-migratory tribes occupied expansive home territories, meeting and sharing traditions and innovations, while all the while creating changing rivalries and alliances with other tribes. Through the actions of the newest arrivals to Montana, and the government that represented them, this thriving Indian population was rapidly reduced through war, disease, forced relocation, and the decimation of the bison on the Great Plains.

A series of treaties beginning in 1855 and continuing through the nineteenth century established reservations for Montana's tribes. The Great Sioux Wars of 1876-77 on the eastern plains and the Nez Perce retreat through western and central Montana in 1877 symbolize the fate of Indian resistance to the reservation policy.

The most of the reservations themselves, subject to allotments under the Dawes Act of 1887, are now checkerboards of land owned by the tribes, individual Indians, non-Indians, and state and federal agencies.

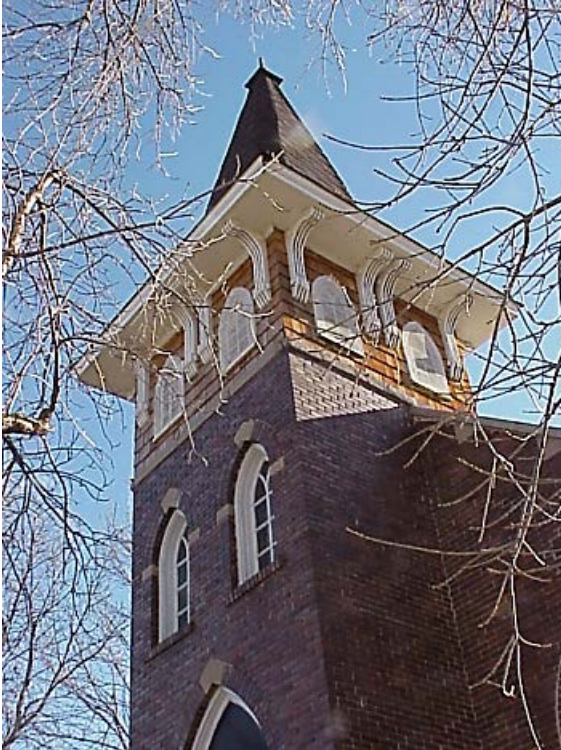
Allotment was one tool used by the federal government not only to open reservation lands, but also to "assimilate" the tribes to non-Indian society. Boarding schools were another method by which the U.S. encouraged the sublimation of tribal cultures. These efforts to eradicate traditional lifeways continued through the twentieth century.

The Wheeler-Howard Act of 1934 resulted in an "Indian New Deal" under which the U.S. returned some lands to the tribes and built infrastructure. To take part in the "Deal", tribes were required to establish governments whose organization often ran contrary to traditional forms of governance and created internal tensions.

After 1945, Public Law 280 allowed federal legal jurisdictions on reservations to be assigned to some states, including Montana, creating additional tension between authoritative entities. Nationally, by the early 1950s, termination and relocation policies, together with legislation, reversed many provisions under the Wheeler-Howard Act.

After 1961, federal direction regarding termination began to change, and after intense demands for Indian rights through the 1960s and early 1970s, the U.S. adopted "self-determination" as its official protocol.

Today, Montana's Indian communities (Assiniboine, Blackfeet, Crow, Chippewa-Cree, Northern Cheyenne, Kootenai, Salish, Sioux and others) live on seven reservations in the northwest, northern plains and southeastern regions of the state. About 40% live in off-reservation settings in a variety of Montana's cities and towns. Historically, the loss of traditional economic resources and institutions coupled with misguided federal policy has limited tribal reservation development; poverty continues to plague most Indian communities.



The Union Bethel African Methodist Episcopal Church continues to serve as the focal point of the African-American community in Great Falls.

Associated resources. These include: traditional cultural and spiritual sites, including vision quest sites; scarred (cambium-peeled) trees in western Montana; historic Indian trails; as well as wickiups and cribbed-log structures. St. Mary's and St. Ignatius missions are examples of the early missionary influence on the tribes.

Treaty localities such as Council Grove near Missoula and Council Island at the confluence of the Missouri and Judith Rivers date to the treaties of 1855. Battlefields at the Big Hole, the Bear's Paw and the Little Bighorn (formerly, "Custer Battlefield"), the Nez Perce National Historic Trail, and Fort Assiniboine tell the story of nineteenth-century Indian struggle to retain their lifeways.

Resources including current and former Indian Agency locations such as the Blackfoot "Old Agency" north of Choteau, Chief Plenty Coups State Park, Indian boarding schools, and allotment homesteads convey the history of the assimilation

period. Recent excavations at the First Crow Agency near Absarokee offer significant insights to Crow lifeways and the impact of federal presence and policy on that nation.

The log round halls at Lodgepole and Heart Butte were constructed during the "Indian New Deal" period, and the Moncure Tipi at Busby is another example of 1930s Indian architecture in the round. Other historic places, like Hill 57 in Great Falls, spotlight the effects of termination, relocation, and tribal recognition in the state.

AFRICAN AMERICAN HERITAGE ~ African Americans have played a significant role in the American West's historical legacy. In Montana, an enslaved African American man named York served as an important member of the Lewis and Clark Expedition. Later in the nineteenth century, a few black mountain men, including Jim Beckwourth, gained recognition and fame working in Montana's fur trade.

The mid 1800s witnessed a substantial increase in the black population in the American West, though numerically small compared to European Americans. In 1870 Montana, for example, the census lists only 183 people as being African American, out of 20,575 on the rolls. Then and in subsequent decades, they lived and worked in many of the same professions as their counterparts: as miners, cowboys, military men, and homesteaders. Throughout the West, they were community builders and public officials; they held service jobs and were successful entrepreneurs and professionals.

Despite their relatively small numbers, Montana's black population established important of influential institutions that served to inform, support, and provide leadership within the community. These included newspapers, such as *The Colored Citizen* established in 1894, and religious institutions, including the African Methodist Episcopal Church which had congregations in Great Falls, Missoula, Helena, Billings, and Bozeman. The Montana Federation

of Colored Women's Clubs promoted racial self-help and was dedicated to raising the standards of women in the black community.

The number of African American residents has historically remained relatively small – about 1% of Montana's overall population – and demographically concentrated in the more populated urban centers – Helena, Great Falls, Butte, and Billings. Through the twentieth century, they continued to contribute significantly to the social, political, and economic fabric of the state. In many ways the African-American residents experienced life just as other citizens of Montana; they established churches and social organizations, served in the military, and worked the land. At the same time, they struggled against racism and worked to gain civil rights.

Through the efforts of individual historians and collectors, specific stories of Montana's African-American families, military units, churches, and political clubs have been documented. However, scholars have barely scratched the surface in identifying resources that convey the rich heritage of the black community. Indeed, most of these resources lie buried amid family papers, unprocessed archival collections, photo albums, scrapbooks, and personal memories. Until these resources are identified and organized, researchers, writers, and artists will not have the tools to tell the full history of Montana.

Over the past decade, the Montana Historical Society has sought to convey the black community's experience in Montana more clearly. These efforts include a historical timeline of events, biographies of individuals, National Register nominations, and oral histories.

Associated resources. Despite the general scarcity of contexts and documentation of the African American experience in the state, there are numerous resources associated with this important theme. At the Morgan-Case Homestead (NR listed 2/9/2005), Annie Morgan worked with her common-law husband on their

subsistence farm. Sarah Bickford of Virginia City was the first black utility owner in the nation, and operated her Virginia City Water Company from the Hangman's Building (part of the Virginia City NHL listed 10/15/1966). The Belt Historic District (NR listed 12/23/2004) and the Union Bethel AME Church in Great Falls (NR listed 9/11/2003) represent the entrepreneurial and social influence of the black community in Cascade County, while the Samuel Lewis House (NR listed 3/18/1999) represents the influence of that local businessman in Bozeman.

"ORO Y PLATA" HARD ROCK MINING IN MONTANA ~

The first record of a gold strike in Montana was in 1852 on Gold Creek (formerly Benetsee Creek) in the northeast corner of Granite County. Subsequent larger strikes at Bannack and Virginia City were highly productive, but, like many "boom and bust" scenarios that followed, generally transitory. They were, however, extremely significant in that they opened up the territory, especially the western half, to further exploration and settlement by non-Indian people.

Discoveries of gold and later silver established the town of Helena, which won the fight to become the State Capitol in 1889. As the gold and silver mines played out through the end of the nineteenth century, the copper mines at Butte increased in size and influence, becoming the largest copper provider in the U.S. by 1887. Many ancillary facilities contributed to the mining industry, including smelting and refining facilities constructed in Anaconda, East Helena and Great Falls to process ore.

Hard rock mining activity, particularly in the larger urban industrial centers, also provided an important catalyst for calling attention to the plight of American workers. The role that labor organizations played in the mining industry in Montana is nationally significant, and recognized in the expansion of the Butte-Anaconda National Historic Landmark District in 2006.

Through the first half of the 20th century, the Anaconda Mining Company, its subsidiaries and partners, including the Montana Power Company, dominated the state's mining economy and in doing so, much of its politics.

At the same time, operations associated with other mining districts across much of the Western Montana historically played an important role in the extraction of a variety of metals for industrial, commercial and military (strategic) uses.

By the mid-twentieth century, several mining operations in Montana shifted from the adits and tunnels of conventional mines to strip mining. The Berkeley Pit in Butte is the most spectacular of these mines. Hard rock mining activities continue to be an important, if cyclical, part of the Montana economy to the present day.

Associated resources. There are literally thousands of sites in the west half of Montana associated with historic hard rock mining activity, ranging from smaller, family-run subsistence mining to highly industrialized urban properties. These not only include the mines and mills themselves, but the communities that housed the miners and a myriad of support services, including cultural and social institutions. Virginia City, arguably the best-preserved Gold Rush town in the West, and Bannack, a ghost town managed by Montana Fish, Wildlife, and Parks, are both designated as National Historic Landmarks. Butte-Anaconda also boasts being the largest National Historic Landmark in the nation, with themes of both mining and, more recently, labor history.

Other properties include a variety of abandoned (i.e. historic archaeological) mining sites and districts in the Beaverhead-Deerlodge, Helena and Gallatin National Forests, mining towns such as Phillipsburg and Anaconda, and numerous buildings associated with Montana's mining magnates, including the Montana Club in Helena, Butte's Copper King Mansion and Riverside, the Marcus Daly Mansion in Hamilton.



Bannack's Masonic Lodge constructed this combination lodge and school in 1872. The school closed during the 1950s. It remains in use as a lodge, as the Masons meet there annually and help maintain the building.

TIMBER ~ Of the state's 93 million land acres, more than 22 million are forested. In 1899 alone, Montanans harvested 255 million feet of lumber. In the late 19th century, the growing mining industry drove a majority of timber related activity. The first recorded commercial sawmill was erected at Bannack in July of 1862. "Woodhawks" cut the timber that fueled the steamboats along the Missouri River through the early trade era. Following the early mining rush and the waning of the fur trade, though, the timber industry waned for some time.

The discovery of copper and the coming of the railroads revived the industry. The smelting process required massive amounts of lumber for fuel. The demand for railroad ties was enormous as well, not only for railroad construction but for



Portable government cabins lined up near the narrow-gauge railroad at the Calahan Creek timber sale, Kootenai National Forest, 1926. Photo by K.D. Swan, USFS.

the late 19th Century and early 20th Century, the demand for construction timber also increased. With the exception of large timber resources in the far western and northwest regions of the state, however, the majority of timber harvested elsewhere in Montana was primarily for local use. After waning in the 1930s Depression, a second timber "boom" occurred during and especially after World War II, with the renewed nationwide demand for construction materials. The late 1960s witnessed a lull in the building industry, as did the late 1970s. Since the 1980s, the trends in the logging industry gravitated away from the rapidly disappearing old growth to processing smaller trees in automated mills. And while production remained high through the 1990s and 2000s, unemployment increased substantially. More recently, 2008's Great Recession depressed the building industry, and the demand for wood products tumbled even further.

Historically, the forest products industry has been a vital, if sometimes environmentally

controversial, part of the Montana economy. The role of the Forest Reserves and later the U.S.D.A. Forest Service in managing public forest land has been especially important.

Associated resources. These range from company mill towns such as Bonner and Libby to timber management and research sites such as that in the Forestry school at the University of Montana, to the tribal timber management infrastructure of the Confederated Salish and Kootenai Tribes. Specific site types reflecting the timber industry are historic sawmills, lumber yards, teepee burners, and retail wood supply outlets.

Many historic timber-extraction and management resources exist on public forest land including historic trails, logging camps, logging railroads, lookouts, cabins and other Forest Service facilities. The Alta Guard Station near Hamilton is the oldest building in Montana constructed by a federal land managing agency (Forest Reserves), dating to 1899.

AGRICULTURE & HOMESTEADING ~ By the end of the 1870s, thousands of head of cattle and sheep had been driven into Montana. This resulted in overstocking that was exacerbated by a drought in the 1880s and a particularly bad winter in 1886-87. These events led to the end of the "open range" in many western and southwestern regions as ranchers began to build fences and provide hay to the animals in the winter. Larger cattle companies shifted to central and eastern Montana where expansive open ranges remained. In addition, ranchers increasingly made use of rail transportation to ship cattle to markets. The state produced more than \$4 million worth of wool in 1900 and by 1910 there were more than 490 thousand beef cattle on Montana ranges worth more than \$27 million.



Grain elevators at Reedpoint.

The Homestead Acts of 1862 and 1909 and the Desert Land Act of 1877 provided land to settlers for a nominal fee and the promise to reside on the land and cultivate it for a period of five years. However, the arid and harsh climate, together with overspeculation, doomed many of these small homesteads to failure, especially east of the Rockies. Those that were able to weather the difficult times generally acquired larger tracts of land to make their farms more profitable. Many others left the state and their homesteads behind, especially during the droughts of the late 1910s and 1920s.

Those who remained turned to subsistence and diversified farming, even to dude ranching, through the Great Depression of the 1930s, and were rewarded when the rains and relative prosperity returned in the 1940s. Demand for foodstuffs during World War II resulted in higher prices for farm products, which together with a vital national economy and higher precipitation fed a general optimism in Montana. Though prices dropped again after the war, the general agricultural upswing lasted through the early 1960s.

Associated resources. In total, agriculture is Montana's number one industry today and sites depicting its history are critical to understanding this mainstay of Montana's economy. The agricultural landscape is perhaps the most dominant feature in Montana. Montana's ranches and farms often host structures from earlier eras, and they can be publicly visited at the Grant Kohrs Ranch NHS in Deer Lodge or by appointment at the Kleffner Ranch near Helena.

Today, cowboy and ranching lore are commemorated at such events as the bucking horse sale in Miles City and annual cattle drives near Roundup and Billings.

Coarse-laid stone sheepherder monuments stand on hilltops in open valleys. Grain elevators, barns, and homesteads (both abandoned and still in use) all across eastern and central Montana are dramatic reminders of the homesteader families who settled there. Homesteader towns like Shelby, Chester, Geraldine, and Joliet continue to serve as centers for service and commerce on the rural farming landscape. Beaver slides, developed by ranchers in the Big Hole Valley to stack hay, are still in use in large areas of Southwest Montana and are uniquely characteristic of the agricultural landscape in that region of the state.

COAL & OIL/GAS DEVELOPMENT ~ The widely scattered coal-bearing areas across central and eastern Montana occupy 35% of the state's total area. The Bull Mountain, Red Lodge, Great Falls, Eastern Lignite, and Eastern Sub-bituminous regions boast the most outstanding seams. Early coal mining began during the 1860s gold rushes, but significant development came with the railroads. Coal was needed to operate the steam powered locomotives, for heating, and later to generate electricity at large coal fire facilities.

Underground coal mining dominated the Red Lodge-Bear Creek area while at Colstrip, the Northern Pacific Railroad strip mined the 28 ft. wide Rosebud coal seam in the early 1920s. The coal industry slumped in the 1930s but revived during WWII. By the 1960s there was an estimated 222 billion tons of minable coal in Montana, leading all states in coal reserves.

The first significant oil field opened in 1915 at Elk Basin in Carbon County, and the search for more deposits began in earnest. The strike at Devil's Basin in Central Montana in 1919 was soon followed by development of Cat Creek near Winnett. By 1922, the industry's epicenter shifted to the Kevin-Sunburst fields along the Rocky Mountain Front. Until 1951 most of Montana's commercial oil and gas fields were there.

New technologies developed in the late 1940s enabled deeper drilling to reach oil in other locations across the state, especially the Williston Basin in the northeast. This second oil and gas boom established Billings as the center of Montana's petroleum industry and its emerging status as the state's major population center.

Though the oil industry witnessed a lull in production during the early 1960s, new fields opened in eastern Montana by the early 1970s leading to a period of boom and bust over the next decades, as prices rose and fell according to national trends. As interest in natural resource development rose, reaction from environmental concerns increased as well. The boom cycle began

again in earnest through the late 2000s with a new wave of drilling in the Williston Basin, and communities in the northeastern part of the state including Sidney continue to witness a major surge in population and production.

The natural gas industry in Montana largely paralleled the oil industry through the state's history, and increased interest in coalbed methane, especially in southeast Montana, continues to raise concerns regarding development's impacts to cultural resources.

Associated resources. Colstrip, Red Lodge, Roundup, Forsyth, Miles City, and other communities in Carbon, Rosebud, Big Horn, Powder River, Mussellshell, Treasure and Yellowstone Counties retain resources associated with coal mining, ranging from physical extraction to community development and settlement patterns. For example, the American Federation of Miners cemetery near Roundup demonstrates the ethnic diversity of the people who came to work in the coal mines of eastern Montana.

Among the resources that depict the oil industry in the first half of the 20th Century are the oil derricks scattered along Devil's Basin and Cat Creek, and sites east of the Rocky Mountain Front including areas around Sunburst, Oilmont, Shelby, Choteau and Cutbank. Eastern Montana communities such as Glendive, Sidney, Wibaux, and Billings host oil-related properties representative of the industry after 1950.



The Smith Mine at Bearcreek was the site of the state's worst coal mining disaster. On February 27, 1943, an explosion ripped through Mine #3, killing 73 men.



Authorized in 1933, the Fort Peck Dam's construction employed over 11,000 WPA workers. The dam was completed in 1940, and began generating electricity in July 1943.

FEDERAL AGENCIES IN MONTANA ~ The Federal Government's involvement in Montana history has been extremely significant, beginning in the most tangible way with the Lewis and Clark Expedition. The U.S. military continued to play a pivotal role in the American settlement of Montana with the control and removal of tribes to reservations in the nineteenth century, the erection of forts throughout the state, and with developments in the 20th century in conjunction with World Wars I and II as well as the Cold War.

Federal involvement in the management of Montana land is even more pervasive. Riding a wave of conservation, Yellowstone became the first National Park in 1872, and in 1890, President Benjamin Harrison organized a commission to investigate the need for the protection of public lands. This led to the passage of a series of acts over the next century which set aside large sections of land for public use and enjoyment and for the protection of watershed and animal habitat. Today, almost 30% of Montana's lands are in federal ownership. In many counties, public land holdings amount to 70% of their total land

mass. Together, the U.S. Forest Service and Bureau of Land Management manage 90% of the federal lands in the state.

In addition to public land management, the Federal government initiated a number of historic large scale projects that have had a lasting effect on Montana. Between 1904 and 1906, the Bureau of Reclamation began construction on several regional irrigation projects, including the Huntley Project east of Billings and the Milk River Project in northern Montana. In 1933, President Franklin Roosevelt established the Civilian Conservation Corps (CCC) as part of his New Deal. Directed by the Forest Service and the U.S. Army, the CCC employed 25,000 young men in Montana. The Public Works Administration and Army Engineers oversaw one of the largest of the Depression-era public works programs: backed the construction of the Fort Peck Dam on the Missouri River during the mid-1930s.

Under the 1914 Smith Lever Act, the U.S. Department of Agriculture established the cooperative extension program through Montana State College (Montana State University, Bozeman). The Agricultural Experiment Stations Act of 1955 authorized the appropriation of federal funds to support the development of those stations across the state - many of which remain active today though their historic buildings are at risk under a policy of replacement rather than rehabilitation.

Associated resources. Properties associated with the federal influence in Montana are wide-ranging. These include: numerous 19th century frontier military forts, posts and battlefields, also the state's 20th century bases, airfields, and other national defense facilities. U.S. Forest Service resources include places like the first forest ranger cabin in the U.S., located at Alta in the Bitterroot National Forest. Bureau of Reclamation irrigation projects at Huntley, Lower Yellowstone, Milk River and Sun River, together with dam sites, had a significant impact on the presence of the federal government in the state and the upswing of

agricultural production by the 1940s. CCC constructed roads, bridges and buildings are present, as are various agriculture extension stations, most now managed by Montana State University. U.S. Postal Service offices, federal courthouses, and other federal institutions were built during the second half of the 19th and first half of the 20th centuries, including the Old Territorial Prison at Deer Lodge and the Rocky Mountain Laboratory in Hamilton.

STATE AND LOCAL GOVERNMENT ~ On November 8, 1889, President Harrison formally proclaimed Montana the 41st state of the Union, ending twenty-five years as a Territory. In a still-disputed vote led by mining interests, Helena was established as the State Capitol, with construction



Funded in part by a Preserve America Grant through MT SHPO, the Deer Lodge County Courthouse has undergone major stabilization work. The ongoing project included restoring the magnificent lantern tower.

of the Capitol building beginning in the late 1890s. Other early primary state institutions were equally vied for and distributed along political lines, including the state's university (Missoula), agricultural college (Bozeman), and normal school (Dillon), as well as the school for the deaf (Boulder), the state children's home (Twin Bridges), and mental hospital (Warm Springs).

In the years that followed statehood, the state contributed greatly to the built environment across Montana in the form of state institutions, parks, fish hatcheries and other facilities. The New Deal Era of the 1930s saw not only the influx of federal projects but also the support of and ballooning of the state's bureaucracy and infrastructure investment.

In the early years of statehood, Montana was made up of a couple dozen counties, including several very large counties in the eastern part of the state. "County-splitting" fever during the boom years of homesteading between 1910-1925 resulted in a doubling of that number, leading ultimately to the present total of 56. Establishment of county seats in each of these local governments resulted in significant public constructions in these towns, notably courthouses, some of which date back to the Territorial Period. While Montana is not characterized by especially dense concentrations of populations, city governments and public works have greatly influenced the look of Montana's urban communities.

Associated resources. Various property types represent the theme of government in Montana's history, including the State Capitol in Helena; state universities and colleges including those in Missoula, Bozeman, Butte, Dillon, Billings and Havre; other state institutions; fish hatcheries; state park visitor facilities; and wildlife management areas. Local resources consist of county courthouses; city/county buildings, jails; fire-stations; schools, libraries; hospitals, and more.



The vertical lift Snowden Bridge spans the Missouri River between Roosevelt and Richland Counties.

TRANSPORTATION ~ The earliest non-Indian visitors to Montana - the fur trappers, missionaries, and explorers - made use of existing Indian trails. Freight transportation routes focused on waterways, dominated by steamboat travel up the Missouri River to Fort Benton. However, at the time of the gold rush, immigration to Montana increased, overland travel and later railroads dealt fatal blows to the river transportation industry.

The need for better wagon roads from the United States to Montana Territory also increased as more immigrants moved westward. At first the settlers traveled by pack trains, then switched to wagon trains, each wagon capable of carrying from five to sixteen thousand pounds. After Montana's first gold discovery, settlers from the south left the Oregon Trail and turned north to Montana, ultimately establishing the Bozeman and Bridger Trails leading to Virginia City and Bannack.

Lt. John Mullan established the first truly improved road over the Rocky Mountains in 1858-1860. From Minnesota, Captain James Fisk conducted expeditions to develop travel routes through Fort Benton to Bannack by way of Johnny Grant's ranch in the Deer Lodge Valley.

Beginning with the Utah and Northern, and soon followed by the Northern Pacific, railroads dominated the travel industry by the mid-1880s. The celebrated completion of the Northern Pacific railroad at Gold Creek in 1883 and the Great Northern Railway's entry into Great Falls in 1887, marked the end of extensive river transportation. Efforts to discover inland waterways to link America were abandoned and survey efforts were directed to the building of roads and rail beds to connect local communities to each other and to the rest of the nation. The Great Northern and the Milwaukee railroads later provided transcontinental service as well. Spurs and smaller railroad companies linked to specific communities and commodities.

Automobile travel in the first half of the 20th century revolutionized road and bridge building, establishing the historic network of routes and transportation structures that still exist today. The interstate highway system, and marked improvements to Montana's highways are associated with the continued popularity of the automobile, particularly after World War II. The increase in private transportation gave impetus to the trucking industry in the 1950s, and dependence on the railroads began to wane. By the 1970s, jobs and towns dwindled as the

railroads consolidated and lost capital. The Great Northern and Northern Pacific lines merged as part of the Burlington Northern in 1970. The Milwaukee shut down in 1986.

In 1987, Washington Companies purchased the Northern Pacific's former southern route in Montana, through Sand Point, Idaho, reviving the railroad freight industry. Amtrak continues to provide passenger service across the Hi-Line.

Associated resources. The Montana Department of Transportation has taken the lead in identifying hundreds of historic transportation-related sites including bridges, roads, railroads and associated facilities throughout the State. Resources include: train depots; substations; abandoned and active railroad corridors and grades. Livingston, Laurel, Harlowton, Havre, and Whitefish are examples of communities which were supported by large scale railroad repair and switching facilities.

The Bozeman Trail and various sites along the Mullan Road are evocative of the earliest overland travel and exploration. Ferry crossings, stage stations, and historic automobile highways such as Highway 2 and the Going to the Sun Road NHL all speak to the importance of roads and accommodations in this large and remote state.

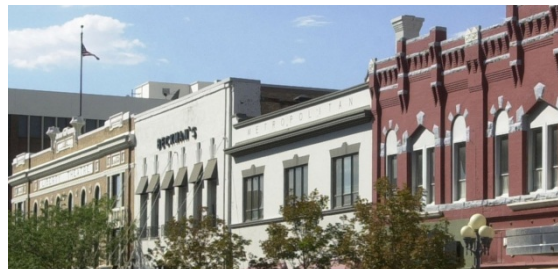
COMMUNITY BUILDING ~ The cultures and traditions of the immigrants who came to Montana in the nineteenth and early twentieth centuries were manifested in the communities they created. Montana attracted not only those from other states, but also ethnic groups from various European, Asian, and North and Central American nations. Danvers, for example, featured a strong Czech community; Butte had Irish, Cornish, and Chinese neighborhoods; Finns settled around Red Lodge, and the south side of Billings still boasts a strong Mexican heritage.

Major communities developed in association with resource extraction - timber, mining and agriculture - and at access points to transportation systems. Many of these communities, especially those associated with the mining, started and

failed, becoming ghost towns, while just as many others matured into stable service centers.

Typically, permanent settlement occurred along the rivers and valley bottoms. These same sites often coincided with transportation corridors -- trails, freight roads, and railroads -- to permit the easy transport of goods and people to and from each community. Small town Montana Main Streets were often located along or perpendicular to rail lines and boast large grain elevators adjacent to rail stations.

Buildings, first constructed hastily in wood and then later replaced by brick and stone, housed a variety of fraternal organizations, women's protective societies, churches, banks, stores and other services. Successful entrepreneurs soon built extravagant homes while workers lived in more modest dwellings, some of which were constructed by the companies that employed them. Successful retail establishments, located in commercial districts, served a variety of workers and their families who lived in town. They also supported area ranchers and farmers who came to town to purchase supplies and ship their goods. Evolved communities added cultural amenities including libraries, music halls and theatres.



Listed in the National Register in 2004, the Great Falls Central Business Historic District represents the development of that important city and the vision of its founder, Paris Gibson.

Associated resources. Many of Montana's community Main Streets, neighborhoods and industrial areas still appear as they have throughout the 20th Century. Lewistown, Columbus, and many other central Montana communities boast magnificent stone buildings

constructed by Croatian immigrants. Helena has many significant resources, including Temple Emanu-El and Home of Peace cemetery, associated with the Jewish influence on the city, and the Heikkila-Mattila Homestead near Belt features magnificently constructed log buildings indicative of Finnish craftsmanship. Livingston, Red Lodge, Glendive, Missoula, Hamilton, Bozeman and other Montana communities host intact, thriving urban historic districts. Butte features a mixture of industrial, residential and commercial buildings, including remnants of its notorious red light district, in close proximity to each other, reflecting the mining town's distinct pattern of development over a period of 100 years.

Masonic Temples, magnificent religious buildings including synagogue buildings in Butte and Helena, the Helena Cathedral and the Catholic Church at Laurin, and Hutterite colonies in north-central Montana commemorate the state's cultural diversity reflected in community architecture.

The Moss, Conrad, Daly, and Clark Mansions, together with the "Castle" at White Sulphur Springs exemplify wealth amassed and displayed in residential building.



The Great Northern Railway built Many Glacier Hotel in 1915, as one of a series of hotels and backcountry chalets in Glacier National Park.

TOURISM AND RECREATION ~ While short-term human visitors have come to Montana for thousands of years, the tourism industry as we know it today dates primarily from the creation of Yellowstone Park in 1872. Although the majority of Yellowstone Park is in Wyoming, visitors generally arrived there historically from the Montana entrances creating growth in the railroad hub communities of Livingston and West Yellowstone. Glacier Park's establishment in 1910 added interest in Montana as a destination for national and international travelers.

The railroads played a key role in the development of Montana's tourism industry with both the Northern Pacific and the Milwaukee Road promoting Yellowstone Park and other Montana sights as a destination. The railroads built elaborate hotels and lodging facilities in the national parks, along rail lines near the entrances to the Parks and in gateway communities.

Turn-of-the-century resorts and spas developed at hot springs in southwestern Montana, including those at Boulder, Hot Springs, and Emigrant.

From 1900 to 1910, tourists spent an average of \$500,000 a year in Montana. Beginning in 1910, tourism took another turn with the advent of the automobile. Roadside motels, campgrounds and restaurants were built to accommodate the new motorized public, and the old downtown hotels and railroad resorts began to suffer. By 1915 the authorities in Yellowstone were permitting automobiles to enter at West Yellowstone, Montana. Dude ranches also flourished in this period with over a hundred in operation by 1930.

The Depression and World War II notwithstanding, the tourism "industry" has gained steadily in Montana, catering to out-of-state (as well as in-state) hunters, fishermen, hikers, skiers and sightseers – including heritage tourists – alike. Presently, over 10 million visitors come to Montana every year, making tourism the state's second largest industry.

Associated resources. These include: grand stylized lodges built by the railroad in association with national parks and Glacier National Park's unique system of back country chalets.

Hot springs resorts such as Chico Hot Springs at Emigrant were especially appealing to travelers. Scenic roads and their associated landscapes; early motor courts, gas stations and drive-in businesses stand as testament to the popularity of auto travel through the mid-twentieth century. Facilities associated with sites and attractions such as Lewis and Clark Caverns; dude ranches like Bones Brothers Ranch near Birney and the OTO north of Yellowstone Park; hunting and fishing lodges; local arts and crafts businesses testify to the popularity of Western themes. Historic hotels such as the Grand Union in Fort Benton, the Graves Hotel in Harlowton, and the Finlen in Butte offered grand accommodations to travelers in the late nineteenth and twentieth centuries.



On 1 December 1961, the 10th Strategic Missile Squadron at Malmstrom Air Force Base, was activated. Many of Montana's Minuteman missile silos and command stations remain active.

THE MORE RECENT PAST ~ In the years following WWII, Montana prospered as did most of the nation. Montana wheat and beef were in high demand and at generally high prices in these post-war boom years, supporting the economies of large Montana farms and ranches. Beginning in the early 1950s, the Anaconda Mining Company's

switch to open-pit mining at the Berkeley Pit began to transform Butte – physically, politically, and psychologically. At the same time in western Montana, the lumber industry grew dramatically in response to nationwide construction. In 1957 Hoeriver Boxes and Waldorf Paper Products Companies opened a large pulp mill outside of Missoula creating hundreds of new jobs.

The discovery of and access to the deep oil field in the Williston Basin in northeast Montana launched the state's second oil & gas boom and the rise of Billings as a petroleum and population center. The Yellowstone Pipeline linking Billings with Spokane was completed in 1954. Montana Power Company rose to prominence in Montana affairs with its development of hydroelectric facilities, coal mines, and transmission lines.

Federal and state government also contributed to Montana's growth after WW II with significant developments involving public lands, institutions, and national defense. Not all Montanans benefited from this period of prosperity. Montana's Indian population, for example, continued to be subjected to poverty and questionable policy decisions. All told, however, it was a period of growth and building during which the state's population increased 10% and in 1950 its per capita income actually stood 8% above the national average.

Montana's economy, especially in regard to agricultural and resource extraction, witnessed cycles of growth and decline through the 1980s. Tourism and service industries are beginning to replace the traditional agricultural and extraction markets, though the state lags behind others in terms of general prosperity.

Over the past two decades, Montana's cities, particularly the university centers of Missoula and Bozeman, have grown considerably, in size, infrastructure, and population. Meanwhile, the smaller towns, especially in eastern Montana, continue to empty.

Associated resources. Resources include buildings, structures, sites, districts and objects associated with the industrial, business and residential growth following WWII. These diverse resources range from the “Mission 66” facilities in Yellowstone and Glacier National Park to Cold War military nuclear deterrents such as the still active defense system surrounding Great Falls that figured prominently in the Cuban Missile Crisis.

Historic and architectural resources fifty years old and younger are often referred to as the “recent past”. These resources frequently constitute a majority of the built environment, particularly in Montana’s larger communities. Although the merits of these resources have been a topic of discussion at the national level, much of Montana is still in the process of embracing the buildings and sites associated with the recent past as historic and worthy of preservation. This lack of evaluation and appreciation has resulted in the tear-off of now-historic materials, unsympathetic alterations, and even demolition.



Brick Breeden Fieldhouse, MSU-Bozeman. Designed by Oswald Berg, Jr. and Fred Willson, 1956. Jay Haynes Family Photographs & Papers, #1507-000691, Burlingame Special Collections at MSU Libraries

MONTANA MODERN ~ Modernist architecture took root in post-World War II America, fueled by a rapidly expanding national economy and a demand for new building stock following lean years of financial depression and war. Modernists reacted to America’s pre-war, classical architecture by looking to the future, doing away with formal symmetry and certain architectural traditions. Instead Modernism emphasizes the efficient and rational. Pre-fabricated components

made construction more economical. Open floor-plans made for more open communication and movement among occupants. In general, Modernist buildings are designed from the inside out; their outside form following their inside function.

Modernist architecture grew from the German Bauhaus design philosophy of the early twentieth century. It sought to humanize the mechanization of the early 1900’s and use it to create pleasingly streamlined objects and architecture. The Bauhaus school represented a merger of industry and art in which the honest aesthetic of the materials and efficient simplicity of the objects themselves took the place of applied or hand-worked ornament.

The ornamentation on Modernist buildings is often as subtle as their form is rational. Instead of elaborate and iconic decoration, the design relies on abstract ornament that comes from contrast of light and shadow, use of colors, and expression of materials, and textures. Close up, some elements of a Modernist building might appear less artistic and more factory produced: formed, enameled, and extruded. The aesthetics of the buildings are often better seen when viewed as a whole, read as tapestries of horizontal and vertical lines, or contrasting planes of light and shadow.

Montana State College’s (MSC) School of Architecture was a leader in establishing Montana’s modern architecture ethic after World War II. Under Dean of Architecture Hurlburt C. Cheever, the architecture curriculum moved away from Classicism toward Modernism, and by 1947 MSC committed to this new direction with the hiring of Keith Kolb. Kolb headed the program along with architects Hugo Eck and David Wessel. They insisted that students do their own thinking, explore new materials and construction methods, program greater open space, bigger spans, and put more glass into their designs.

Associated resources. Modern architectural styles and building types in Montana reflect those prevalent in the western states and, for that matter, the entire country at that time. Typically, the common buildings consisted of curtain wall structures that were relatively interchangeable with post-war curtain wall structures elsewhere, although brick veneer, in conjunction with expanses of window walls, is very common in Montana. Examples of structures where the curtain wall dominates include the handsome Union Bank and Trust by Orr Pickering and Associates and the Western Life Insurance Building by Berg and Jacobson Architects (since altered), both in Helena. Examples where brick cladding is the primary finish material include the classroom buildings and residence halls at MSU-Billings and MSU-Bozeman.

Several buildings and complexes represent Montana's version of innovative forms and expressions that architects also experimented with elsewhere. Two examples are the Hedges High Rise Complex and Miller Dining Hall at Montana State University at Bozeman. Another example is the Armory Gymnasium on the Montana State University – Northern campus, a hyperbolic paraboloid building designed by Oswald Berg Jr. The Walt Sullivan Department of Labor & Industry Building (originally the Unemployment Compensation Commission building), listed in the National Register in 2012, integrated energy efficiency measures with its design.

Montana's most talented architects left a legacy of extraordinary buildings that are singular in expression and uniquely reflect their times and circumstances. Examples include Johannes and

A.A. van Teylingen's Receiving Hospital at Warm Springs and the Kennedy School in Butte by John G. Link & Co. The University of Great Falls provided the opportunity for Montana architects Page & Werner to design and construct an entire campus, which remains one of the best examples of mid-century institutional development in Montana to this day.



The form of the Tolstedt House in Helena accommodates residential use, with a massive central fireplace that dominates the interior's open floorplan. Architect, Keith Kolb, 1976.



Buffalo Jump northwest of Shelby. Photo courtesy of Tim Urbaniak

STATE OF THE STATE INVENTORY

As of October 2012, there are 54,556 recorded cultural resource properties in Montana, according to the State Antiquities Database managed by the State Historic Preservation Office. This constitutes an increase of 7252 (13%) documented properties from five years ago. The majority (55%) are precontact (pre-1800) properties, reflecting in part the origins of the Montana state inventory in the Smithsonian Institution River Basin archaeological surveys of the 1950s. Each year over the past 10 years, approximately 1,000 to 1,500 new properties were added to the state inventory, with the number of newly recorded historic sites (including historic archaeological sites) now exceeding that of the precontact period.

Each recorded property represents a site, structure, building, object, or possibly a district comprised of many individual buildings, such as community historic residential districts with up to 500 or more houses. Consequently, the total number of recorded resources is actually greater by perhaps an order of 25% or more, i.e. approximately 68,000 documented cultural resources statewide. Nonetheless, many known historic, precontact, and traditional cultural properties are still not included in this total – including some very famous historic buildings or historic and precontact archaeological sites – simply by virtue of the fact that an inventory form has never been completed, submitted to SHPO and registered in the system.

Among recorded precontact site types in Montana, archaeological “lithic scatters” predominate (14,506), followed by stone circle/tipi ring sites (6,522) and rock cairns (3,778). Lithic scatters are a generic archaeological site type referring to a concentration of intentionally chipped stone pieces, mostly detritus produced from the process of manufacturing, using and maintaining prehistoric stone tools. Other artifacts may also occur, such as bone or fire-cracked rock, but chipped stone predominates. Ubiquitous to Montana, most lithic scatters require professional archaeological analysis and sometimes subsurface testing to determine their age (if possible) and whether they represent former habitations, places where raw materials were acquired, or some other form of special use locality. The age and function of many lithic scatters, nonetheless, remains indeterminable using current scientific techniques.

Tipi rings are most common east of the Continental Divide and are especially prevalent on the glaciated prairie-plains of northern Montana. They represent former habitation locations. While some may be as old as 3,000 or even 4,000 years, most are thought to be less than 2,000 years old. Much has been written about the research significance of these stone circle sites and, while they continue to be a lively source of professional

debate, they also represent the most widely recognized precontact site by the general public.

Cairns, some simple piles of rocks and others careful constructions, are also common across Montana. Their age and meaning are very difficult to determine in most cases. Possible functions of precontact cairns include event, location and trail markers, caches, and traps; a very few cairns have been associated with burials.

Among other well-known types of precontact or possibly early historic Indian sites in Montana, there are 239 buffalo jumps, 118 bedrock quarries, and 695 rock art sites currently recorded in the statewide inventory. Rare precontact site types in Montana include pithouses, sites that can be definitively associated with fishing, and medicine wheels. Also relatively rare, only a hundred or so recorded precontact sites have been associated with the earliest period of human occupation in the state, between 12,000 – 7,500 years ago.

Given their relative recentness and familiarity, historic period properties in the state inventory are more readily recognized as to age and purpose than precontact sites. Recorded historic properties range from CCC camps to ferry landings, historic mining remnants, schools and grain elevators. They include standing in-use buildings and structures as well as historic archaeological sites, and some properties that are both. The three most common recorded historic property types are: mining sites (3,258), many of which are abandoned, i.e. historical archaeological sites; railroad, roads and other transportation-related properties, including bridges (3,149); and rural homesteads/farmsteads (2,018), many of which are “reclaimed” and also exist now only as historic archaeological sites.

Records also exist for over 280 historic districts and approximately 2,620 individually documented historic residences. Most historic-age properties in the state inventory are associated with long continuous periods of use; only twenty-five have been identified as predominantly pre-1860 and a

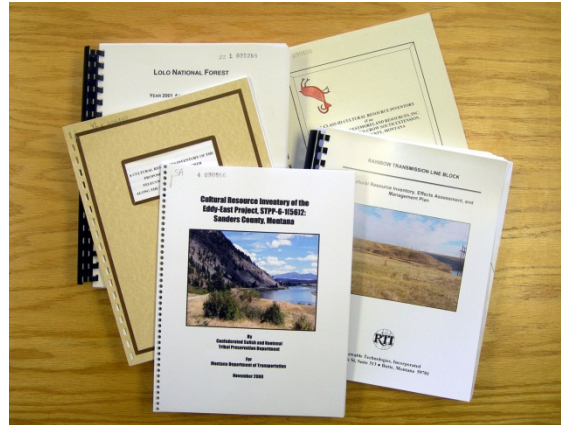
little over three hundred are associated directly with Montana's Territorial Period (1860-1889). The large majority of recorded historic sites were constructed after Montana achieved statehood in 1889.

A subset of the state inventory, 1,112 Montana properties have been listed in the National Register of Historic Places, including 26 recognized as National Historic Landmarks. About 150 of these listed properties are historic districts, each comprised of anywhere from ten to hundreds of contributing buildings and structures. The largest historic district in Montana, the Butte-Anaconda Historic District National Historic Landmark, is comprised of 6,033 contributing resources. Counting by contributing buildings and structures, there are over 18,000 individual Montana cultural resources listed in the National Register of Historic Places.

Only a handful of these National Register listed properties are precontact sites, including two National Historic Landmarks: the Hagan Site, a rare earth lodge village in Dawson County and Pictograph Cave outside Billings, arguably the first scientifically excavated precontact archaeological site in Montana. This is not a statement of the significance of precontact sites; rather it probably reflects the lack of tangible benefits afforded the listing of archaeological sites (especially precontact, but also historic period) and concerns for their safety in anonymity. Two Montana properties that have been listed as traditional cultural places important to Indian communities are Annashisee Isaxpuatahcheeaashisee (Bighorn River Medicine Wheel) in Big Horn County and Sleeping Buffalo Rock in Phillips County. The vast majority of Montana's National Register listed properties are historic period, primarily Euroamerican sites. Ranging from the Troy Jail in Lincoln County to the Baker Hotel in Fallon County, these listed historic properties span the state, its history, and the various heritage themes described above.

Beyond those officially nominated and accepted for listing in the National Register of Historic Places, an additional 592 properties in the Montana state inventory have been formally determined to be eligible for listing by the Keeper of the Register (National Park Service) and another 4,908 determined eligible through consensus between the State Historic Preservation Office and a federal or state agency as part of the Section 106 compliance review process. Although lacking for the most part the level of documentation required of nominated properties, these eligible sites are treated as if they were listed in the National Register for the purposes of compliance with federal and state preservation laws. Also, unlike those actually listed in the Register, these properties only found eligible include many precontact sites in addition to historic and traditional cultural places. Together, the approximately 6,612 properties found eligible or listed in the National Register constitute 12% of the state inventory and represent an excellent cross-section and characterization of what constitute Montana's significant precontact, historic, historic archaeological, and traditional cultural places.

It is difficult to say how many other historic and precontact properties – both known and unknown – remain to be added to the statewide inventory. However, to the extent that this is reflected by the amount of survey (i.e., intensive land reconnaissance) to identify properties that has occurred, the answer is probably a lot. Survey records housed at the State Historic Preservation Office document over 5 million (5,136,085) acres of intensive inventory – a lot to be sure, but just scratching the surface when measured against the 92,983,695 acres of land in Montana. Of course much of this un-inventoried land surface may have a low probability of containing cultural resources. Yet the fact remains that relatively little (5.5%) of the state can be said to have been looked at with an eye towards identifying and recording the state's heritage properties.



MT SHPO maintains a library of cultural resource reports, most submitted by state and federal agencies. The office continues to digitize these reports and make them available to consultants and researchers.

Moreover, the current rate of survey is such that it will be a long time before many properties are discovered and recorded. Again according to SHPO records, between 100,000 to 150,000 acres of new survey have occurred in each of the last five years since 2007. As previously recognized, most of this survey continues to be undertaken in response to regulatory requirements associated with actions that are permitted or required by federal and state agencies - like timber sales, land exchanges, and oil & gas development (e.g., Section 106 compliance).

The U.S. Forest Service and the Bureau of Land Management easily account for the most survey reconnaissance in the state, both in the number of inventories and total acreage. Each of these agencies has conducted over 1.5 million total acres of documented survey (roughly 60% of all recorded inventory statewide). Thus, reaction to projects rather than a conscious initiative to discover and record cultural resource properties continues to be the norm in Montana, resulting in many known properties or known areas of high probability for properties remaining undocumented, especially on private and undeveloped land.

Counteracting this trend in recent years have been a certain number of proactive inventories by federal land managing agencies made possible in part because of programmatic agreements that "streamline" review and compliance procedures to free up limited time and dollars. Included among these is the *Montana Historic Roads and Bridges Programmatic Agreement* among the Federal Highway Administration, the Montana Department of Transportation, the Advisory Council on Historic Preservation, and the State Historic Preservation Office that provides for the preparation by MDT of Multiple Property Documents and National Register nominations of different historic bridge types in Montana. Community surveys, including National Register district nominations, were also sponsored by the State Historic Preservation Office through a Preserve America grant in 2009 and 2010 in Billings, Butte, Great Falls, Kalispell, Laurel and Missoula. This initiative also funded a pilot survey and recording of fifty post-WWII buildings across the state



In conjunction with the survey of Modernist buildings statewide, MT SHPO developed a museum exhibit, Montana Modern, at the Montana Historical Society.

MONTANA HISTORIC PRESERVATION PROGRAMS

Montana preservation landscape consists of a diverse set of heritage-minded groups and programs. These entities work independently and in collaboration with each other at the state, tribal, federal, and local level. An understanding of historic preservation in Montana begins with an awareness of this infrastructure.

STATE PROGRAMS

Montana State Historic Preservation Office

(www.montanahistoricalsociety.org/shpo)

The State Historic Preservation Office (SHPO), a program of the Montana Historical Society, works together with all Montanans to promote and facilitate the preservation of our state's historic, precontact, and traditional cultural places. SHPO's staff of historians, architectural historians,

MT SHPO Programs:

- National Register
- NR Signs
- Review and Compliance
- Survey
- Certified Local Government
- Tax Incentives



Shelby, a Montana Main Street community. Photo courtesy of D&L Photography, www.dandlphotography.com.

historical architecture specialists and archaeologists help people across the state to identify, document, recognize, preserve and consider the private and public heritage properties of Montana. A clearinghouse of place-based information and heritage property expertise, SHPO maintains the *State Antiquities Database* and the *National Register of Historic Places* for Montana, assists owners in obtaining commercial historic building rehabilitation tax credits, reviews state and federal projects to help seek ways to lessen their potential impacts on heritage properties, conducts preservation planning including preparation of the state historic preservation plan, supports a network of local preservation offices in sixteen communities across the state (*Certified Local Government* program), and participates in a wide range of preservation education and outreach activities. State Historic Preservation Offices exist in every state and receive an annual federal funding allocation through the National Park Service under the National Historic Preservation Act.

Montana Main Street Program

(www.mtmainstreet.mt.gov)

The Community Development Division of the Montana Department of Commerce administers

the Montana Main Street Program. Established in 2005, the program currently serves nineteen communities across the state. Using the National Trust for Historic Preservation Main Street Center Four Point Approach™ to downtown revitalization, Main Street helps communities strengthen and preserve their historic downtown commercial districts by focusing on economic development, urban revitalization, and historic preservation through long-range planning, organization, design, and promotion. Formed in 1980, the National Trust Main Street Center has created a network of over 2,000 communities nationwide, rehabilitated hundreds of thousands of buildings, and has created more than 100,000 new jobs. Stevensville, Butte and Hardin are designated national and Montana Main Street communities; an additional 16 communities are affiliates.

Montana Heritage Commission

(www.montanaheritagecommission.mt.gov)

In 1997, the Legislature established the Montana Heritage Preservation and Development Commission (aka Montana Heritage Commission) to manage the state acquired heritage properties at Virginia City and Nevada City in Madison County, arguably the nation's best-preserved examples of gold rush era architecture and history,

and others that may be acquired in the future. Under this mandate, in 2006, MHC also acquired Reeder's Alley in Helena, which includes the city's oldest standing building (the "Pioneer's Cabin") as well as a complex of rare brick miner's residences completed in the 1870s during Montana's Territorial Period. Oversight for the Commission transferred from the Montana Historical Society to the Department of Commerce in 2003. Though no longer directly connected to MHS, the Commission continues to be its partner, and together with the local community and the Virginia City Preservation Alliance continues to make strides in the preservation of these unique properties for the benefit of all Montanans.



Discovered by the Lewis and Clark Expedition in 1805, Giant Springs is one of many historic properties administered by Montana State Parks.

Montana State Parks

(www.stateparks.mt.gov)

Montana State Parks, a division of Montana Fish, Wildlife and Parks, manages 54 state parks, including fifteen that may be considered historic or cultural parks. Among these are seven National Historic Landmarks (NHLs): Travelers Rest, Bannack, Missouri Headwaters, Giant Springs, Pictograph Cave, Chief Plenty Coups House, and Rosebud Battlefield. Heritage stewardship by Montana State Parks includes survey, research and interpretation, and stabilization projects. A strong partner, State Parks actively consults with SHPO and the tribes, as appropriate.

Other State Agencies

Collectively, eight state agencies and the University System are responsible for the management and stewardship of 437 known state-owned heritage properties and districts, as of data collected in 2012 (see below, SB3). Many more unknown or unevaluated historic and archaeological properties also exist on state lands. The Department of Natural Resources and Conservation (DNRC) manages state trust land, and is responsible for 244 known state heritage properties, more than half of the total. Each state agency is responsible under the Montana State Antiquities Act to avoid, whenever feasible, state actions that substantially alter heritage properties and to provide protection of heritage properties on lands owned by the state by giving appropriate consideration in state agency decision-making, in consultation with the SHPO (MCA 22-3-424). Some state agencies, for example the Montana Department of Transportation, also consult regularly with SHPO for federal undertakings on or off state-owned lands.

Montana Burial Preservation Board

(www.burial.mt.gov)

The Burial Preservation Board's purpose is to protect from disturbance skeletal remains found throughout the state and to seek the repatriation of remains and funerary objects improperly taken from unprotected burial sites. The Burial Board, established in 1991 by state statute and housed within the Montana Department of Administration, works cooperatively with the SHPO to maintain a registry of unmarked burial sites located in the state; conduct field reviews upon notification of the discovery of human skeletal remains, a burial site, or burial materials; and arranges for final treatment and disposition of human skeletal remains and burial material with dignity and respect. Since its origin, the Board has overseen an average of 3-5 discoveries and/or re-burials of human remains each year, bringing both process and sensitivity to the treatment of human remains.



State Historic Preservation Review Board members and SHPO staff convene in Columbus, May 2011.

Montana Preservation Review Board

(www.montanahistoricalsociety.org/shpo/national_reg.asp)

The Preservation Review Board is a Governor appointed nine-member board made up of recognized professional and interested public individuals who approve all state nominations to the National Register of Historic Places. The board is attached to the Montana Historical Society and staffed by the State Historic Preservation Office. In addition to review of National Register nominations, the Preservation Review Board also acts in an advisory capacity to SHPO and state agencies in preservation matters.

State preservation grant programs

(<http://mhs.mt.gov/shpo/HPFunding.pdf>)

Several state agencies administer regular grant programs that support historic preservation in Montana, including planning, education, interpretation and in some cases, brick-and-mortar projects. These include the Montana Arts Council (<http://art.mt.gov/default.asp>), as well as The Department of Commerce Tourism Infrastructure Investment Program (TIIP) (<http://travelmontana.mt.gov/ourprograms/TourismDevEd.asp>), and the Montana Department of Transportation Community Transportation Enhancement Program (CTEP) (<http://www.mdt.mt.gov/business/ctep/>).

The State Historic Preservation Office may also sub-grant funds, when funding is available.

TRIBAL PROGRAMS

Tribal Historic Preservation Offices (THPOs)

As of 2012, the tribes on all seven of Montana's Indian reservations have formed Tribal Historic Preservation Offices, certified by the National Park Service to assume all or some of the roles and responsibilities of the SHPO on lands within the reservation. In addition, THPO programs often perform other culturally meaningful activities. The Confederated Salish and Kootenai tribes established the first THPO in 1996, and have created programs, databases, and oral history projects that serve as a model for tribal heritage preservation nationwide. SHPO works collaboratively with THPOs to ensure that cultural resources on tribal lands are surveyed and evaluated under appropriate procedures, so that both tribal and non-Indian significant resources can be preserved. To this end, the THPOs and SHPO have data sharing agreements and other methods in place to continue the exchange of knowledge of significant places and ideas.

FEDERAL PROGRAMS

Federal Land-managing Agencies

Nearly thirty percent (29.1%) of Montana is federal land. By far, the two largest federal land-managing agencies are the U. S. Forest Service (USFS Region 1) and the Bureau of Land Management (BLM). Other federal land managers in Montana include the National Park Service (e.g. Glacier National Park; Yellowstone National Park; Bighorn Canyon National Recreation Area, Little Bighorn Battlefield, Grant-Kohrs Ranch National Historic Site, etc.), the U.S. Bureau of Reclamation, the U.S. Fish and Wildlife Service, and more. Under the National Historic Preservation Act and other federal preservation laws, each of these federal land-managing agencies incorporates historic preservation and stewardship into their missions, policies, and procedures. Each also includes professional heritage staff at the state or regional level to oversee the management of cultural resource properties.

Other Federal Agencies

All federal agencies, and not only land-managing agencies, are directed by Section 106 of the National Historic Preservation Act to take into account the potential impact of their undertakings on heritage properties and to afford the national Advisory Council on Historic Preservation (ACHP, see below), SHPO, tribes and other interested parties an opportunity to comment on such consideration. Undertakings are understood to mean “a project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a federal agency, including those carried out by or on behalf of a federal agency; those carried out with federal financial assistance; and those requiring a federal permit, license or approval.” (36CFR800.16(y)). Hundreds of such federal undertakings occur in Montana each year both on and off federal land, including road construction projects, mining, timber sales, land exchanges, and a host of smaller activities. Many new historic and archaeological sites are identified, evaluated, and treated as a result of the Section 106 consideration and consultation process.

Advisory Council on Historic Preservation

(www.achp.gov)

The Advisory Council on Historic Preservation (ACHP) is an independent federal agency that promotes the preservation, enhancement, and productive use of our nation's historic resources, and advises the President and Congress on national historic preservation policy. The ACHP is the federal entity with the legal responsibility under the National Historic Preservation Act to encourage federal agencies to factor historic preservation into federal project requirements, including promulgation of the implementing regulations (36CFR800) for Section 106 consultation. As directed by NHPA, the ACHP also serves as the primary federal policy advisor to the President and Congress; recommends administrative and legislative improvements for protecting our nation's heritage; advocates full



*SHPO and NPS staff tour Grant-Kohrs Ranch
National Historic Site in Deer Lodge June 2011.*

consideration of historic values in federal decision-making; and reviews federal programs and policies to promote effectiveness, coordination, and consistency with national preservation policies.

National Park Service

(<http://www.nps.gov/history/preservation.htm>)

In addition to managing national parks, historic sites, and monuments in Montana, the National Park Service (NPS) also plays an important role in implementing the national historic preservation program at the state level. The NPS oversees the allocation of federal funding (Historic Preservation Fund) to the states through the State Historic Preservation Office, and the use of these funds by SHPO in administering national programs in Montana such as the National Register of Historic Places, the federal historic rehabilitation tax credit, and the Certified Local Government (CLG) program. The National Park Service further defines in regulation and guidance the standards, policies, and procedures by which others, including SHPO, evaluate significant heritage properties and treat these in a manner that preserves their integrity. NPS certifies Tribal Historic Preservation Office programs and approves state preservation plans, as well as providing technical support to Montana's 26 National Historic Landmarks and financial support to the same through the national Save-America's-Treasures program, when funding is available.



Detail of the Diamond O Barn, Beaverhead County.

LOCAL AND NON-PROFIT PROGRAMS

Montana Certified Local Governments

(<http://mhs.mt.gov/shpo/communitypres.asp>)

Montana's sixteen Certified Local Government (CLG) local preservation programs are responsible for many achievements in historic preservation at the local level. Certified by the National Park Service and administered through the SHPO, Montana's CLG program establishes a historic preservation commission and officer in each community (city and/or county), as well as a local ordinance and plan to guide local historic preservation efforts. SHPO is required by statute to pass-through a minimum of 10% of its federal funding (Historic Preservation Fund) to the state certified CLG programs, which is matched (and often in Montana "over-matched") to help provide the state's share to the federal funding equation. SHPO provides technical expertise and support to CLGs and annually organizes a statewide gathering to discuss historic preservation topics and issues. Montana's sixteen current CLGs are: Anaconda-Deer Lodge County, Billings-Yellowstone County, Bozeman, Columbus-Stillwater County, Carbon County, Deer Lodge, Great Falls-Cascade County, Hardin-Big Horn County, Havre-Hill County, Lewis & Clark County, Lewistown, Livingston, Miles City, Missoula and Virginia City.

Montana Preserve America Communities

(<http://mhs.mt.gov/shpo/PreserveAmerica.asp>)

In 2003, Montana embraced the newly established Preserve America program. As of 2012, the state boasts 23 Preserve America communities, dedicated to protecting and celebrating their heritage; using their historic assets for economic development and community revitalization; and encouraging people to experience and appreciate local historic resources through education and heritage tourism programs. The Preserve America program also provided competitive grants to designated communities for preservation education, training, planning, research, and documentation. From 2006-2012, SHPO applied for and received four statewide Preserve America grants, and sub-granted over \$500,000 to Preserve America communities in support of preservation initiatives (due to federal budget cuts, no Preserve America grants were awarded in FY2012). The current Montana Preserve America communities are: Anaconda-Deer Lodge County, Bozeman, Big Horn County, Billings, Butte-Silver Bow County, Crow tribe, Fort Benton, Great Falls, Havre, Helena, Hill County, Jefferson County, Kalispell, Lewis & Clark County, Lewistown, Livingston, Miles City, Missoula, Missoula County, Red Lodge, Stevensville, Terry and Virginia City.

Montana Preservation Alliance

(www.preservemontana.org)

Celebrating its 25th anniversary in 2012, the Montana Preservation Alliance (MPA) is the only statewide, not-for-profit organization dedicated to saving and protecting Montana's historic places, traditional landscapes, and cultural heritage. Formerly an ad-hoc volunteer group assisting and assisted by SHPO, MPA hired an Executive Director and staff in 2002, increasing the breadth and scope of its activities around the state to help Montana citizens achieve a diverse array of preservation initiatives ranging from roof repair and building stabilization to school education programs and cultural landscape documentation. Through workshops, grants, lobbying efforts, its Preservation Excellence Awards, and its annual publication of Montana's Most Endangered Places, MPA provides individuals and communities with leadership and knowledge in historic preservation.



In partnership with the JM Kaplan Fund and UPenn, MPA undertook a project to document and stabilize the kilns at the Western Clay Manufacturing Company (Archie Bray Foundation) in Helena.

Montana History Foundation

(www.montanahistoryfoundation.org)

Established in 1985, the Montana History Foundation is an independent, non-profit corporation that seeks to preserve the legacy of Montana's past. The Foundation's central goal is to generate public support and donations to save the rich cultural heritage and historic resources of Montana. Initially focused on fund-raising for the Montana Historical Society and later the Montana Heritage Commission, the Montana History Foundation more recently has partnered with the Montana Preservation Alliance to support a broad range of Montana history projects, including a 2012 grant program (Preserve Montana Fund) that awarded \$50,000 in funds to 13 small projects around the state.

Humanities Montana

(www.humanitiesmontana.org)

Humanities Montana is Montana's independent, nonprofit affiliate of the National Endowment for the Humanities (NEH), founded in 1972 in response to Congress' National Arts and Humanities Act of 1965. Since that time, Humanities Montana has benefited hundreds of Montana organizations and thousands of its citizens, providing support for public programs in the humanities throughout the state. Humanities Montana's educational and cultural programs often incorporate Montana history, including support for community workshops and heritage development.

Museums Association of Montana

(www.montanamuseums.org)

The Museums Association of Montana (MAM) serves to organize and promote museums across the state in shared endeavors and common issues. Many of these museums incorporate historic sites, buildings and structures, creating a nexus with the historic preservation community.

Montana Archaeological Society

(www.mtarchaeologicalsociety.org)

Organized in 1958, the Montana Archaeological Society's (MAS) professional and avocational membership promotes responsible archaeological research and the conservation of Montana's pre-contact and historic archaeological properties. In addition to public education (Montana Archaeology Month), the MAS sponsors archaeological preservation projects and volunteer opportunities.

Local Preservation Advocacy Groups

Local non-profit preservation advocacy groups have formed in several communities in Montana, in response to individual historic preservation threats or as general vehicles to educate the public and support local historic preservation planning and initiatives. These include Preservation Cascade, Inc. (www.montanas-archbridge.org), Butte Citizens for Preservation and Revitalization (Butte CPR: www.buttecpr.org), the Billings Preservation Society (www.mossmansion.com), and Preserve Historic Missoula (www.preservehistoricmissoula.org), among others.

SUCCESS STORIES

Numerous successful projects and programs have occurred recently in Montana and continue to support the preservation of Montana's heritage properties statewide. Following are just a few of these highlights that serve as foundations for preservation planning and models for future successes.

MONTANA PRESERVATION ROAD SHOW

On May 31 – June 2, 2012, Dillon was host to The Path Less Traveled Montana Preservation Road Show. This combination historic preservation conference, workshop, and fieldtrip, was underwritten by the U.S. Forest Service Heritage Program and organized through the Montana Preservation Alliance, with sponsorship from over a dozen participating agencies and organizations. The unique "traveling conference" format over three days provided participants with hands-on, onsite experiences at real preservation projects and challenges across the Beaverhead Valley.

Over 100 people convened in Dillon at the University of Montana-Western campus to climb aboard buses to visit sites, listen to national speakers, take workshops, and meet with colleagues new and old in formal and informal settings. A revival with a twist on previous statewide preservation conferences and



The USFS, MPA, BLM, MT SHPO, and others partnered in June 2012 to present the Montana Preservation Road Show in Beaverhead County.

workshops held from 2003-2008, the biennial preservation road show is next scheduled to land in Central Montana (Lewistown) in 2014, providing continuing opportunities for preservation planning and collaboration.

MONTANA MODERNISM

The not-so-distant past was brought to light in 2010 with the SHPO-sponsored pilot survey and inventory of post-WWII architecture in Montana. Fifty selected “modernist” buildings across the state from the period 1945-1970 were recorded and evaluated for their historic architectural significance and integrity in representing this period of major construction following the war that witnessed radical new design and construction technologies. In addition to a published report (Montana Post-World War II Architectural Survey and Inventory, 2010, <http://mhs.mt.gov/shpo/modernism.asp>), the initiative also generated a 2011 Montana Modernism preservation poster, a 2012 temporary exhibit in the Montana Moments gallery at the Montana Historical Society, documented oral histories with living Montana modernist architects, and National Register nominations of several modernist properties – including the expansion of The University of Montana Missoula campus historic district to include post-WWII architecture and National Register listings for the two remaining Montana properties associated with architect Frank Lloyd Wright: University Heights Historic District near Darby and the Lockridge Medical Center in Whitefish. A travelling exhibit is in production for 2013. Increased awareness and understanding of modernist and other post-WWII architecture will help to direct its preservation in this critical period as these properties become 50 years or older.

CULTURAL RESOURCE DATA SHARING PARTNERSHIP (CRDSP)

The CRDSP is an information development partnership between the Bureau of Land Management and the State Historic Preservation Offices of 13 western states. Through this data sharing agreement, BLM and SHPO have worked together since 2001 to improve the ways in which cultural resource professionals – whether they are with BLM, SHPO, or the colleagues, consultants, and clients they work with – have access to

reliable and meaningful spatial and content data on historic and archaeological properties to assist in their protection. For Montana, CRDSP has provided the impetus and the means to transform the statewide inventory of all recorded precontact and historic sites and surveys (State Antiquities Database) from a tabular listing with paper documents to a full-fledged computer mapping program (GIS: Geographic Information System) with scanned digital records. As of 2012, this seminal transformation is nearly 50% done. Now and through completion, this improved management of cultural resource information allows SHPO to better track and inform others of important cultural resource properties and concerns. It also allows SHPO to better share this data among professionals, and ultimately with a broader audience in the form of filtered layers of sensitivity. In short, better information means better opportunities for preservation planning.



The Touchstone Project, funded by NEH and state grants, and organized by MPA in partnership with the Montana Historical Society, State Library, and the Montana History Foundation, works with communities to preserve their heritage.

THE MONTANA TOUCHSTONE PROJECT

It has been said that “all preservation is local.” With this in mind, in 2011, the Montana Preservation Alliance, with support from various foundations including the National Endowment for the Humanities and the Montana History Foundation, launched The Montana Touchstone Project, a new project to teach and empower Montana’s small towns and local communities to

document and preserve their threatened history and buildings. Taken from the ancient Greek practice of touching stone to precious metal ores to determine their purity, the word "touchstone" means "a fundamental or quintessential part or feature" expressing the value of community history to sustaining a region's unique identity and culture. Working on-site, MPA along with professionals from the Montana Historical Society (Research Center and SHPO) and Montana State Library and others, teach community volunteers how to preserve and digitize photographs, maps, artwork, and letters; conduct oral history interviews; and research and complete Montana Historic Property forms on important sites and buildings. Electronic versions of these materials are then uploaded by local libraries to the Montana State Library's Montana Memory Project while the real-life versions of these resources are housed in a stabilized local historic property. The MPA Montana Touchstone Project has successfully helped locals in Big Arm, Danvers, Lewistown, Roundup, and Sims. More communities will be reached in the years to come.



Charcoal kiln restoration at Canyon Creek, is one of many projects of the U. S. Forest Service's Heritage Stewardship Enhancement Program.

HERITAGE STEWARDSHIP ENHANCEMENT PROGRAM

Since 2004, the U.S. Forest Service Region 1 (Northern Region) Heritage Stewardship Enhancement (HSE) program has fostered the

protection, stewardship, and public use of cultural resources on Montana's forests. More than 120 projects totaling \$1.6 million have been funded under the program, unique to Region 1. They include historic building restoration work, cultural resource surveys, property condition assessments, collections management, the preparation of overviews, and archaeological site testing. Forty National Register of Historic Places listed or eligible structures have been involved, more than 25 archaeological sites have been fully evaluated, and new properties added to the inventory of known sites as a result of this investment. In addition to the rehabilitation, protection, and enhancement of significant historic properties, the HSE program has also created many effective partnerships and relationships that promote public involvement, recreation, tourism, and economic opportunities through historic preservation. For its innovation and success, the national Advisory Council on Historic Preservation awarded the U.S. Forest Service Region 1 Heritage Stewardship Enhancement program its Chairman's Award for Achievement in Historic Preservation in 2012.

MONTANA PRESERVATION PUBLICATIONS

Several recent publications highlight Montana's significant heritage properties and sites, and bring attention to their importance for preservation. In *Hand Raised: The Barns of Montana* (2011), authors Chere Jiusto and Christine Brown (Montana Preservation Alliance) and photographer Tom Ferris (Montana Historical Society) combine to capture the essence and history of these iconic structures, while honoring the ranch and farm families that built them and encouraging their preservation. Their contribution has earned both an Honor Book Award from the Montana Book Award committee and the 2012 High Plains Book Award for Best Nonfiction. Charlotte Caldwell's *Vision and Voices: Montana's One-Room Schoolhouses* (2012) tells the story of these important centers of early Montana rural education across the state in photos and creative

writing. One hundred percent of the net profits from the book is dedicated to the Montana History Foundation's Preserve Montana Fund to be used to stabilize roofs and foundations and protect the exteriors of historic one-room schoolhouses. *Conveniences Sorely Needed: Montana's Historic Highway Bridges, 1860-1956* (2005) by Montana Department of Transportation (MDT) historian Jon Axline chronicles the history of transportation and bridge-building in Montana and how these utilitarian structures reflect changing technology and the growth and stability of Montana's communities. MDT is currently also sponsoring a book on Montana's railroad depots to be published by the Montana Historical Society Press in 2014-15. And on the other end of the timeline, Dr. Douglas MacDonald's *Montana Before History: 11,000 Years of Hunter-Gatherers in the Rockies and Plains* (2012) represents the first comprehensive survey of Montana's archaeological sites and their importance to our knowledge and understanding of precontact lifeways.

MONTANA PRESERVATION STIMULUS

The 2009 Montana Legislature, in allocating federal economic stimulus funds through HB645 (Montana Reinvestment Act), provided \$4 million for historic restoration and preservation grants. Of this amount, \$50,000 was set aside for the Marcus Daly Mansion at Hamilton, \$40,000 for the St. Mary's Mission at Stevensville, and \$180,000 for the Traveler's Rest Historic Site at Lolo. The remainder, minus administrative costs, totaling \$3,624,460 was made available in a competitive grant program administered by the Montana Department of Commerce. DOC received 135 applications for grants with requests exceeding \$20 million and awarded funds to 56 projects, with the highest individual project receiving \$150,000 (average grant = \$64,722). Projects receiving funding across the state included the Missoula Building (Missoula), the Conrad Mansion (Kalispell), Anaconda historic street lighting (Anaconda), the Madison County fairgrounds



St. Mary's Mission near Stevensville was one of many historic places to benefit from the HB 645, a bill that dedicated a portion of Montana's ARRA funding for preservation projects.

(Twin Bridges), the Belt Theater (Belt), and the YWCA building in Helena. Montana is the only state that dedicated federal stimulus dollars to historic preservation. In recognition of its forethought and vision in embracing the economic benefits of historic preservation, the Montana Legislature, the Montana Governor's Office, and the Montana Preservation Alliance received a 2010 National Preservation Honors Award from the National Trust for Historic Preservation.

MONTANA PRESERVE AMERICA

From 2006 through 2011, the Montana State Historic Preservation Office (SHPO) successfully applied for and received four national Preserve America grants from the National Park Service, totaling over a half-million dollars (\$569,327). SHPO sub-granted the large majority (over 90%) of

these funds to Montana's 23 designated Preserve America communities in support of projects in preservation planning, training, marketing, interpretation, education, and research and documentation. Preserve America communities in 17 Montana counties were helped by these sub-grants, with grant and matching in-kind and cash

contributions exceeding \$1 million. Several individual Montana Preserve America communities have also been awarded direct grants from the National Park Service. However, funding for the Preserve America program has not been included in the federal FY2012 and FY2013 budgets.



On March 6, 2009, fire ravaged the small community of Whitehall, destroying four buildings in their historic downtown. Just the day before, a natural gas explosion in downtown Bozeman took out nearly an entire city block, and tragically resulted in one death. On March 23, Miles City lost an entire city block on their Main Street.

RESOURCE CONDITION/RESOURCES AT RISK

RESOURCE CONDITION

In previous Montana historic preservation plans, the overall condition of resources in the state was described as fair with some notable exceptions. The diagnosis for cultural resource properties in the state, today, has arguably not improved significantly. Exceptions are buildings and some other structures for which investments have been made for maintenance or restoration through private and public funding, concession income, community revitalization grants and loans, national grants, or as a result of federal, state or local government management. Recent historically sensitive rehabilitation projects at properties like the Deer Lodge County Courthouse in Anaconda (NPS Save-

America's-Treasures/Preserve America grants), the Flathead County Courthouse in Kalispell (county bonds), the Babcock Theater in Billings (Federal Rehabilitation Tax Credit project), and the West Fork Rock Creek Cabin in the Beaverhead-Deerlodge National Forest (USFS Heritage Stewardship Enhancement program) stand out as positive examples. In the case of many historic properties, however, conditions are viewed as generally stable, if not slowly declining, with a number of challenges and detrimental factors seen in particular: deterioration, vandalism, changing land use, lack of local monetary support, vacancy, and the sheer number of potential resources in need. Natural disaster and loss compounds these issues; in the

Spring of 2009 more than a dozen significant historic buildings were lost or severely damaged by a unprecedented string of downtown fires in Bozeman, Whitehall, Miles City, Great Falls, and Butte.

The condition of a subset of Montana properties – that of state-owned heritage properties – was assessed in a recent study undertaken by state agencies, the state preservation review board, and the State Historic Preservation Office in response to amendments to the Montana State Antiquities made in 2011 by the 62nd Montana Legislature (SB3, see below). Of 265 state-owned historically significant properties reported on in 2012, 34% were described as in excellent condition, while at the same time 12% were characterized as “poor” or “failed.” The condition of 14% of the properties was identified as “unknown,” reflecting a lack of awareness and information available about these public resources. Henceforth, this reporting to the Legislature is to occur every two years, and should provide something of a barometer on the condition of Montana’s historic resources.

The story for precontact sites is more difficult to ascertain but the threats are nonetheless the same or similar: residential development in rural areas, recreational use of open space, vandalism, and impacts from both natural resource extraction and land reclamation. In addition, the anonymity of archaeological sites (both precontact and historic) makes it difficult to rally support for their protection. While most archaeological sites, if known, can be avoided by project developments, avoidance in and of itself does not ensure long-term preservation.

RESOURCES AT RISK

The risks and challenges facing Montana’s cultural resources are as varied as the properties themselves. They include growth and sprawl, neglect and abandonment, energy development, inadequate local historic preservation laws and enforcement, and lack of information and understanding about how to maintain properties and preservation alternatives. Each of these issues was reinforced by

respondents to a stakeholder questionnaire distributed by SHPO in 2012 (See below; Appendix). Lack of financial incentives, neglect and abandonment, and lack of understanding were identified as the top three challenges. Historic downtowns, rural properties, and cultural/historic landscapes were identified most often as the top three threatened property types out of a list of a dozen categories.

Since 2001, the statewide non-profit Montana Preservation Alliance (MPA) has released an annual list of the most endangered historic places in Montana. The current list includes the Story Mill Complex in Bozeman, Chief Cliff on the Flathead Reservation, the Boston & Montana/Anaconda Company Barn in Great Falls, and historic schools statewide. The diversity of this list, and those of previous years, reflects the wide range of resources at risk in Montana.

Montana properties have also been regularly featured nationwide on the National Trust for Historic Preservation (NTHP) 11 Most Endangered Historic Places in the country (<http://www.preservationnation.org/issues/11-most-endangered/>), although not since 2008 when the Great Falls Lewis & Clark Portage National Historic Landmark was threatened by proposed development of a coal-fired energy plant (since re-scaled). Previous nationally identified endangered properties in Montana include: Custer (now Little Big Horn) National Monument and Reno-Benteen Battlefield Memorial (1988); Virginia City (1992, 1993, and 1994); Sweetgrass Hills (1993); Historic Structures of Glacier National Park (1996); the Flathead Indian Reservation (1997); Travelers Rest NHL (1999); Pompey’s Pillar NHL (2002), and the Kootenai Lodge near Bigfork (2006). While the threats to these resources may no longer be imminent, each likely continues to be in a “watch” status.

From the 2012 study of state-owned heritage properties described above, 24 out of 265 properties (9%) were identified as endangered and 22 (8%) as threatened. Endangered state-owned properties

include Engineering Hall at Montana Tech in Butte (University System), agricultural outbuildings at the former Galen State Hospital (DNRC), and the Powder River Depot historic archaeological site (DNRC). Notably, the status of 26 properties (10%) is unknown.

The progress in preserving Montana's significant historic, precontact, and traditional cultural places is real, but so is the ongoing need to do more. Once these heritage properties are lost, they are lost forever.

IV. ISSUES, CHALLENGES, AND OPPORTUNITIES IN MONTANA HISTORIC PRESRVATION



Abandoned house near Cat Creek, Petroleum County.

OVERVIEW OF STAKEHOLDER AND PUBLIC INPUT

Historic preservation in Montana does not occur within a vacuum. Preservation exists interwoven amidst a background of issues at the national, state, and local levels. Common themes emerge from recent studies and conversations at all these levels. Key to planning for the future success of historic preservation in Montana is recognizing the common ground in these issues and building collaboratively upon the opportunities that develop in response to them.

NATIONAL PERSPECTIVES

Through its network of national programs, policy, and funding, the federal government plays an important role in Montana preservation, not to mention that it also owns nearly 30% of Montana's land. As the 50th anniversary of the National Historic Preservation Act of 1966 (effectively the "Constitution" of the national preservation program) approaches (2016), many federal studies and reports have focused on issues surrounding historic preservation and how federal preservation programs may be improved. At the direction of the President, the Advisory Council on Historic Preservation (ACHP)

which advises the President convened a Preserve America Summit in New Orleans in 2006. This summit brought together over 450 individuals across the country representing federal agencies, national, state and local organizations, and other stakeholders to examine emerging preservation challenges and to offer recommendations for addressing priority issues across the country. Over three days, eleven expert issue area panels met to consider a variety of identified topics that included such things as the need for building a preservation ethic, coordinating public and private stewardship, determining what's important, and dealing with the unexpected, among others. Thirteen priority recommendations emerged, notably focusing on addressing issues and needs surrounding:

- 1) the identification and inventory of historic properties;
- 2) enhanced stewardship;
- 3) local sustainability;
- 4) preservation education; and
- 5) leadership and organizational structure.

Since the 2006 Preserve America Summit, the ACHP and federal agencies, including the National Park Service, have produced a number of reports that further address these issues in more depth, many of which are available online (see, for example: <http://preservationaction.org/downloads.htm>) or in this Bibliography.

In a 2010 report, *The State of Preservation: Preservation for a New Century*, the National Trust for Historic Preservation (NTHP), a preservation advocacy leader with a broad national public member base and known for its successful Main Street and Barn Again! programs, emphasizes that it is essential for preservationists to do a better job of “making their case – supporting research to provide credible data, creating new tools and partnerships to insure they are involved in policy-making decisions, and evolving the preservation message to reach a broader audience.” They go on to note that historic preservation must be relevant and prepared to address the “issues of our day and be seen as positive contributors to solutions that improve the livability of our communities and people’s lives.” Three principle issues are identified by the National Trust:

- 1) Preservation is about saving places that matter to all Americans (The audience and mission are expanding);
- 2) Preservation is undercapitalized (Unique public/private partnerships fueling preservation in America for many decades are now out of balance); and
- 3) Preservation is increasingly mainstream yet unrecognized (Despite being a leading actor in boom or bust economies, preservation remains an underutilized tool).

Similarly Preservation Action, a national lobbying arm for non-profit preservation organizations, culture resource management professionals, state and local preservation offices, architects and students, conducts an annual grassroots poll of its membership to identify priority issues, primarily federally funded preservation programs in need of legislative support. Topping their 2012 list of

THE 2012-2014 NTHP ACTION AREAS OF WORK:

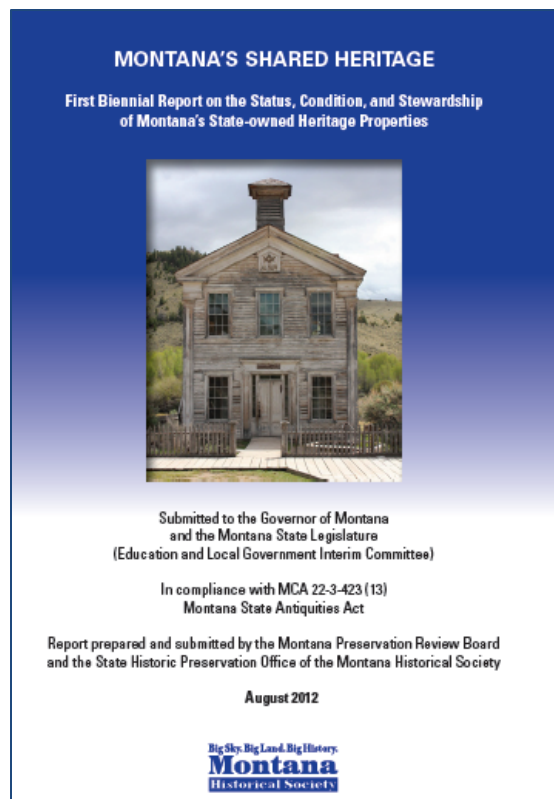
- 1) Identifying and protecting the nation’s top treasures;
- 2) Finding solutions for today’s preservation priorities (Building sustainable communities; promoting diversity and place; protecting historic places on public lands; re-imagining historic sites);
- 3) Advocating for supportive laws and policies;
- 4) Engaging and empowering preservation leaders;
- 5) Reaching out to a broad, more diverse community; and
- 6) Creating a more focused organization.

concerns is protecting the Federal Historic Tax Credit, which has been challenged. Closely following are: funding for State and Tribal Historic Preservation Offices; threats to/limiting of Section 106 federal compliance reviews; saving transportation enhancement funding for preservation projects; and restoring brick-and-mortar funding for historic preservation (e.g., Save-America’s Treasures grant program). Preservation Action also took the lead in forming a Federal Historic Preservation Task Force of national partners in a recent evaluation of the federal preservation program: *Aligned for Success: Recommendations to Increase the Effectiveness of the Federal Historic Preservation Program* (2011). In addition to specific suggestions for restructuring the administration of key federal programs, the study also highlights important issues including the fallacy of the belief of incompatibility of “preservation versus development,” the disconnect between funding support and the economic and social benefits of historic preservation, and the challenges (and opportunities) for addressing energy efficiency and older historic buildings.

STATE PERSPECTIVES

In the past seven years, the State of Montana has undertaken several studies of the state's role and responsibilities in historic preservation, focusing on state programs. Following the success of the Governor's Advisory Council on Historic and Cultural Properties study of issues and benefits of historic preservation in Montana reported upon in 2007, the 61st Montana Legislature passed a resolution (HJR32) in 2009 to conduct its own interim study of the current state of historic preservation in Montana and to evaluate the economic impact of historic preservation projects and strategies for historic preservation at the state level. This interim study led to passage by the 62nd Legislature in 2011 of amendments to the Montana State Antiquities Act that require state agencies to biennially report on their stewardship of state-owned heritage properties. The state preservation review board and the State Historic Preservation Office were further charged with summarizing and reporting this information back to the Legislature and the Governor.

In its First Biennial Report on the Status, Condition, and Stewardship of Montana's State-owned Heritage Properties (*Montana's Shared Heritage*, 2012; <http://mhs.mt.gov/shpo/State-owned%20Heritage%20Properties.asp>), the Review Board and SHPO identified a number of common issues and made six recommendations to address these. These issues and recommendations, while specific to state-owned properties, may be generally applicable to the management of other publically owned heritage properties. Specifically, the report notes the following issues that threaten state-owned heritage properties: 1) the state's inventory of heritage properties is incomplete and the historical significance of many properties is undetermined or unresolved; 2) insufficient funding is made available for repair and maintenance; 3) properties with divided ownership create confusion in management; and 4) not all agencies accept responsibility for the stewardship of heritage properties or believe that it is compatible with the agency's primary mission.



In August 2012, the State Historic Preservation Review Board and MT SHPO submitted the first biannual report on the status, condition, and stewardship of state-owned properties.

The following recommendations are made in the report:

- 1) Include historic preservation and stewardship in facilities and resource master planning to address priority preservation maintenance needs;
- 2) Designate and train a historic preservation officer (HPO) within each agency to oversee agency identification and consideration of state-owned heritage properties and to coordinate agency consultation with SHPO;
- 3) Provide agencies with professional expertise in preservation;
- 4) Promote a proactive relationship between the agencies and SHPO. Cultivate a positive, helpful working relationship to include early planning, training of agency personnel, assistance with agencies' legal

- responsibilities, and development of working teams and processes;
- 5) Hold agencies accountable for their consideration of the impact of their undertakings on heritage properties and for their reporting; and
- 6) Enable greater consistency of meaningful reporting in the next reporting cycle.

Issues of state historic preservation were also recently addressed by the Review Board in a public planning workshop held in Helena in September 2012, in conjunction with the Montana History Conference. The nine-member Governor appointed Review Board, in addition to overseeing the state's participation in the National Register of Historic Places, also serves to guide state planning efforts and the annual activities of the State Historic Preservation Office. In its discussion, the Review Board confirmed the findings of a stakeholder's questionnaire (see below and Appendix 1) in identifying the top challenges to historic preservation in Montana as a lack of financial incentives, neglect and abandonment of heritage properties, growth and sprawl, and a lack of understanding. Similarly, the Review Board concurred that downtowns, rural properties, and cultural/historic landscapes were among the top threatened heritage properties, while also recognizing that others (e.g. post-WWII architecture) may be equally threatened, although largely unrecognized and under-appreciated. To further address these issues and threats, the Board recommended adding "Integration" to the existing goals and objectives of the 2008-2012 state preservation plan to emphasize the need to incorporate historic preservation into the minds and activities of more people and organizations that currently have the potential to impact the preservation of Montana's significant historic, precontact and traditional cultural properties.

Other state planning efforts contribute to the identification of issues and opportunities important to Montana preservation over the next five years. The Montana Department of Commerce/Montana Promotion Division is currently updating the



Lt. Governor John Bohlinger presents the Preservation Award for Outstanding Rehabilitation to the Butte-Silver Bow Archives project.

Montana Tourism and Recreation Strategic Plan for 2013-2017 which, while not yet complete, promises to again recognize and include the importance of heritage tourism and the need to balance promotion with "product," seeing historic sites and cultural resources as assets that must be nurtured and protected. In 2011, the Museums Association of Montana, supported by a Preserve America sub-grant administered by SHPO, prepared an update to its 1999 survey of the role of Montana's museums and historic sites in the Montana economy. In its report, *Economic Effects of Montana's Museums and Historic Sites* (2012), MAM concludes that museums and public historic sites, although affected by the national economic recession, continue to be significant contributors to the Montana economy, with total revenue and expenditures exceeding \$25 million per year. Notably, nearly half of all respondents indicated that they were housed in or had responsibility for a structure listed or eligible for listing in the National Register of Historic Places. In a companion survey, *Montana Connecting to Collections Survey Report* (2011), the Montana State Library and Montana Historical Society assessed collection and institutional preservation needs among the state's cultural heritage repositories, including libraries, museums, historic sites and other archives. Among the needs identified were training in preservation/conservation topics, including historic building repair and renovation. While most respondents reported the condition of their historic buildings as generally good, most buildings (71%) have not undergone a historic structures analysis.

Public land-managing agencies, both state and federal, hold in public trust many of the state's most significant historic, precontact, and cultural places and have a vested interest in preservation. The U.S. Forest Service and Bureau of Land Management in Montana alone account for 60% of the inventoried acreage and 40% of the 54,500+ recorded cultural resource properties that are documented in the State Antiquities Database. The National Park Service manages the unique cultural resources of Glacier and Yellowstone National Parks, Little Bighorn and Big Hole Battlefields, and Grant-Kohrs Ranch National Historic Site as well as administering the networks associated with the Lewis & Clark and Nez Perce National Historic Trails through Montana. Montana State Parks operates 15 state-owned historic and archaeological parks, including seven of Montana's 26 National Historic Landmarks, while the Montana Heritage Commission was established fifteen years ago to ensure care and stewardship of the state acquired 250+ historic buildings at Virginia and Nevada Cities. Together, these land and resource managing agencies, and others, universally cite the lack of adequate budgets and backlog of maintenance as primary issues in state historic preservation. Educating the public and instilling a preservation ethic are also seen as important, in part as a response to concerns about vandalism. As resource managers, finding balance in historic preservation between reactive, compliance-driven work and proactive, stewardship activities is also an often mentioned challenge.

For Montana's seven Indian Reservations (Confederated Salish-Kootenai, Rocky Boys, Blackfeet, Northern Cheyenne, Crow, Fort Belknap, and Fort Peck), all with certified Tribal Historic Preservation Offices, there are special issues involving cultural patrimony and the extent to which federal regulations and programs, including the Section 106 process and the National Register of Historic Places, pose a loss of control over traditional knowledge while simultaneously failing to protect important aspects of traditional cultural value and significance.



Billings Preservation Officer Lora Mattox celebrates the new downtown Billings walking tour application, for use with smartphones and tablets.

LOCAL PERSPECTIVES

The State Historic Preservation Office hears from and listens to the public about issues facing heritage properties every day. SHPO also makes year-round efforts to engage with the public and stakeholders statewide through meetings, presentations, site visits, telephone discussions, and correspondence. These interactions allow the office to input about preservation policy and programs. In 2012, SHPO made a concerted effort to gather public input regarding the overarching issues, threats to, and opportunities for preservation across the state, particularly at the local level of implementation. To gather this information systematically, the office developed a survey designed to collect both general and detailed information on these topics. The questions offered multiple choice options as well as a comment section for each topic. These topics ranged from the effectiveness of current policies to identifying those resource types most in need of consideration. The questionnaire circulated via email, hard copy, and online (for results, see Appendix).

About half of the 145 respondents identified themselves as people working in the field of preservation, one-third as volunteers, and the remainder as others who were interested in preservation. The populous counties of Lewis and Clark (13.8%), Yellowstone (9.7%), Gallatin (7.6%), and Missoula (6.9%) yielded the most responses, but not the majority of respondents. In all 26 (about half) of Montana's counties were represented in the survey at least once. No matter their profession and location, most relayed that the support and effectiveness of preservation in Montana depends largely on the interests of, and resources available to, private citizens and local governments. They indicated that adequate local program and project funding should be a top priority. In addition, it is clear that the preservation field needs to increase its proactive visibility and education efforts. To accomplish this, respondents emphasized it is important to work through private and public parties to increase public awareness, direct resources and funding to localities, correct misinformation, collaborate with interested parties, and align the community's values and understanding with the resources they hold.

The survey revealed that many see Montana as a state whose population generally knows, respects, and celebrates its heritage and supports preservation efforts. But tough economic issues, different mindsets in local communities and agencies, the prevalence of misinformation, and the prioritization of other political and economic interests can hinder its success. A great majority of those surveyed acknowledged that Montana's efforts to preserve cultural places were "often" or "sometimes" successful. Interestingly, the respondents viewed state agencies and nonprofits as effective, whereas private, federal, and local entities' effectiveness varied depending on their special interests. Less than half of respondents believed that historic preservation was currently a *substantive* consideration in their community in the development of plans for growth, economic development, housing, etc. The respondents offered increased visibility and education about local, state,

and federal programs and policies as potential solutions. Indeed, outreach and education, together with increased funding for brick and mortar sub-grants were identified as crucial for continued success.

There are currently sixteen Certified Local Governments (CLGs) in Montana. Each answered the survey – both through the historic preservation officer and via individual commissioner's responses. CLGs in Montana are active local partners, not only with SHPO, but also local governments, business people, non-profit groups, and property owners. CLGs focus their attention largely on issues of public awareness, tourism and interpretation, awards, training workshops, design review, and general technical assistance. In Billings, Butte, Livingston, Virginia City, and Bozeman, much of the commissions' time is spent evaluating and commenting on applications under their local design review guidelines. In both Butte and Bozeman, the preservation officers and commissioners are considering substantial changes to their preservation ordinances and reassessment of their design review programs' effectiveness. Particularly in more rural CLGs, including Big Horn County and Carbon County, the recession and shifting political alignments have resulted in cutbacks to the local preservation programs that threaten their existence. Despite these setbacks, however, communities have rallied through volunteerism, donations, and active participation to keep the programs viable.

SHPO also pays close attention to and learns from historic preservation issues played out in the media. An analysis of newspaper articles, together with the comments left in response online, provide insight regarding local historic preservation projects, priorities and policies. The majority of 67 articles appearing in 2012, for example, cover feature stories that celebrate local restoration projects, including home renovations, National Register listings, walking tours, and events. These features are well-received and clearly further the cause of acknowledging and educating the public on the value of cultural resources.

Occasionally, particularly in the larger cities and towns, larger policy issues are examined. For example, in Butte, the proposed and eventual demolition of the Greek Café, a contributor within the National Historic Landmark District, received considerable media coverage, with vociferous commenters explaining arguments on both sides of the issue. In Bozeman, the city's acquisition of and proposals to now sell the historic Story Mansion was equally hotly contested in the press. Most recently, the excavation, in the face of coal mining, of a significant precontact archaeological bison kill site in Eastern Montana using a backhoe has focused attention on the review and compliance process

under federal preservation laws and the awareness that decisions about avoidance and preservation-in-place may be undertaken outside of full public disclosure. Media coverage provides an important outlet for this discussion, helps local and state preservation offices to understand the positions of the general public, and provides an opportunity for outreach and education. In keeping with the top priorities identified in the 2012 questionnaire, it is essential that preservation programs statewide continue to collaborate with the media to ensure that projects and issues maintain high visibility and to correct misinformation whenever possible.

PRESERVATION ISSUE HIGHLIGHTS

HIGHLIGHT: FINANCIAL RESOURCES FOR HISTORIC PRESERVATION

The State Historic Preservation Office easily receives five to ten inquiries per week, sometimes more, asking about the availability of funds or financial incentives to facilitate historic preservation. The majority come from private individuals who, in turn, are the most often disappointed to learn that neither historic preservation grants or incentives cater to homeowners. At the same time, potential eligible recipients – incoming-producing properties, non-profit organizations, and public agencies – face increasing restrictions and/or competition for limited financial resources and are often forced to choose between using funds for historic preservation or for some other worthy purpose.

The lack of financial resources affects preservation at all levels. Understaffed federal agency heritage programs, largely funded and driven by proponent undertakings, have limited opportunity to initiate historic preservation stewardship projects on federal lands proactively. Local governments, many of which rely directly or indirectly on federal or state support, struggle with public needs and services seemingly more basic than historic preservation. The federal budget for Tribal Historic Preservation Offices has not increased while the number of



Partnering with MT SHPO, MSU-Bozeman undertook a survey of historic resources on campus.

certified tribal programs has expanded greatly (Montana has seven THPOs), leaving each program with a smaller piece of the pie. At the state level, Montana SHPO remains one of the lowest state-funded preservation offices in the nation (less than 5% of its program budget comes from the state) and is unable to maintain a regular survey-and-inventory or brick-and-mortar sub-grant program.

At the same time, two popular national preservation grant programs administered by the National Park Service – Save-America’s Treasures and Preserve America – are not funded in the proposed FY2013 federal budget.

Considered both an issue as well as a solution to other issues, base funding for historic preservation continues to be a primary challenge in Montana. Reliance on special funded projects, one-time only appropriations, volunteerism, and philanthropy, while creating opportunities that would otherwise not exist, will not in and of itself address this issue.

Opportunity: Using cost- and time-savings provided by a Programmatic Agreement with the Advisory Council on Historic Preservation and SHPO to streamline compliance for project undertakings, the U. S. Forest Service Region 1 has successfully sustained a Heritage Stewardship Enhancement program for the active preservation of public cultural resources on forest lands in Montana.

Opportunity: Armed with information on the economic benefits of historic preservation, developers and local advocates have renewed interest in revising the Montana state preservation tax credit for commercial historic building rehabilitation to make it more desirable and consistent with other states.

Opportunity: In addition to advocating against cuts in funding of State Historic Preservation Offices and for increases for THPOs, Preservation Action is actively lobbying Congress to reinstate a \$10 million Competitive Historic Preservation Grant program.

HIGHLIGHT: UNDERSTANDING OF HISTORIC PRESERVATION

In the 2012 preservation stakeholder questionnaire, as in opinion polls taken in previous years, awareness and appreciation of cultural/historic preservation and its issues was cited as one of the most significant factors affecting Montana historic preservation. Interestingly, given a choice among “lack of interest,” “lack of information” and “lack of understanding,” those responding in 2012 chose “understanding” as the greater challenge on the order of 2 or 4:1. This suggests that while Montanans may be interested and have access to information, they still do not understand historic preservation. Why don’t they “get it”?

Coupled with understanding is outreach and education, and it is no surprise that these are also identified by Montana preservationists as the most effective and realistic tools for preserving Montana’s historic places. Public education correlates with public appreciation and understanding that correlates with the commitment of dollars to preservation activities. As public understanding increases regarding the importance of preservation, it is also likely that public policy decisions will increasingly favor the commitment of resources in support of heritage resources.

So how do preservationists “educate” others so that they “get it”? The incorporation of historic sites in state and local tourism promotion and economic development efforts across Montana is a good example of how public knowledge and perceptions have changed. Increasingly, Montana cities and counties consider impacts to historic properties in land use planning issues, including subdivision review. Some communities have created special historic zones that encourage revitalization, mixed uses, and architectural design standards for designated neighborhoods and commercial districts. The Montana Main Street program and its positive message for historic downtowns has been accepted. Historic walking tours have been developed for many communities. Generally, Montanans are

becoming more aware of the importance and value of documenting and preserving local history.

Yet, important public policy decisions regarding community and economic development, public infrastructure, housing and general land use are still often made at the expense of preserving heritage properties. Local historical societies, preservation professionals and city and state preservation officials are often not consulted in the important early planning stages of project development. Rather preservationists often find themselves in a last ditch effort to save a site. The risk is that the preservation community, by being involved so late, can be characterized as obstructionist and anti-progressive.

It is also necessary to directly address the perception that preserving historic properties is too expensive or restrictive when measured against benefits. Property owners seeking advice and assistance might feel overwhelmed by what they view as unnecessary paperwork, extravagant expense, complicated processes, or confusion. In some cases, they may be right. Speaking in simpler and more traditional terms of repair versus replacement and quality versus quantity may yield greater understanding among many Montanans. Practical information about energy savings and less intrusive “green” construction methods that achieve the same goal may result in property owners being more willing to undertake sensitive renovation projects. Landowners who can continue to use their land while still preserving precontact and historical sites will likely be more cooperative.

In the end, preservation education must confront all aspects of awareness - lack of interest, lack of information, and lack of understanding – if it is to succeed in making a difference.

Opportunity: The Montana Preservation Road Show, successfully debuted in Dillon in 2012, is scheduled to return biennially, next in Lewistown in 2014.

Opportunity: Montana’s 125th state anniversary occurs in 2014 – an ideal time to celebrate the state’s heritage... and heritage resources.

Opportunity: The Montana Historical Society’s new state history textbook, *Montana: Stories of the Land* (2008), along with its online companion website with lesson plans and activities, gives educators (and preservationists) a new and comprehensive means for teaching history and providing context for the preservation of Montana’s heritage places.

Opportunity: The biennial reporting by state agencies on the status, condition and stewardship of state- owned heritage properties, required under 2011 amendments to the Montana State Antiquities Act, will increase agency awareness of roles and responsibilities in the care of public historic sites and buildings.

HIGHLIGHT: CULTURAL AND HISTORIC LANDSCAPES

Cultural and historic landscapes have been recognized in Montana as a historic resource at least since the 1980s. An early version of the Montana state preservation plan written by Carroll Van West, *The Resource Protection Planning Process for Montana: Historic Contexts* (1985), made a concerted effort to look at Montana’s cultural geography, blurring the distinction between individual property types and precontact and historic time periods, by developing human themes for understanding the historic and cultural landscape of the state.

However due to limited funds for statewide inventory and the propensity for federal project impact reviews to focus upon direct effects upon discrete tangible properties, there has been little effort to identify landscapes outside of relatively narrow confines. The dearth of inventory and evaluation of cultural and historic landscapes seems to be more widely felt at the moment in Montana due to large-scale developments that have far greater indirect effects and impacts, including visual effects, to setting than actual ground disturbance, for example, wind tower farms, cell towers, transmission lines, oil and gas development, and subdivision expansion into rural areas.



Alternative energy sources, such as wind towers, have an effect on the visual characteristics of cultural landscapes.

Photo by Rolene R. Schliesman

Cultural landscapes (like natural ecosystems) by their very nature are potentially time-consuming to define, complex to evaluate, and difficult to avoid impacting with new construction. They may include historic mining districts, extensive rural historic districts, and traditional cultural landscapes. In the jargon of National Register properties, landscapes are considered to be a type of significance rather than a property type, per se. Recognized property types are districts, buildings, structures, sites and objects. Landscapes can and often do embrace one or more of these property types. A “landscape approach” to defining significance emphasizes the need to look at the whole in order to evaluate the parts and to consider setting in defining integrity.

Landscapes are not conducive to political and economic pressures for “streamlining” compliance with environmental and preservation laws. Even smaller scale landscape properties such as the Ewing-Snell Ranch in Bighorn Canyon National Recreation Area or Traveler’s Rest NHL at Lolo face increasing pressure, not only from surrounding land use changes, but also from the development of increased visitor services to meet perceived needs of increased heritage tourism. Visitor’s amenities have or will likely cause adverse effects at the Little Big Horn Battlefield, Pompey’s Pillar, Pictograph Cave and Lemhi Pass - all national monuments or landmarks.

Cultural and historic landscapes are important to many Montanans, even to those who have not previously recognized them as such. Landscapes often define what we think of in describing what is distinctive and special about Montana, as embodied in the terms “Big Sky Country” or “Last Best Place.” The recognition and preservation of Montana historic and cultural landscapes is intimately tied to Montana’s sense of place and quality of life.

Opportunity: The National Park Service, a leader in the study and documentation of cultural landscapes, provides workshop training and continues cultural landscape evaluations at various park units in the state, including Grant-Kohrs Ranch National Historic Site and Little Bighorn Battlefield National Monument.

Opportunity: The national Advisory Council on Historic Preservation (ACHP) is currently developing guidance to promote the recognition and protection of Native American traditional cultural landscapes and to address the challenges of the consideration of landscapes in the Section 106 review process.

Opportunity: Newer residents of Montana, exposed to cultural landscape studies and heritage areas in other states, will potentially bring knowledge and awareness of landscape preservation issues and ethics with them.

HIGHLIGHT: URBAN GROWTH AND RURAL DECLINE

Montana's population continues to grow around a few urban centers while small rural towns struggle to maintain residency sufficient to sustain basic services. Urban and suburban sprawl are relatively new to Montana from a national perspective, yet seemingly occur without benefit of lessons learned elsewhere. Impacts to historic downtowns and to surrounding rural lands from loosely regulated subdivisions and large scale fringe commercial developments are repeated over and over as Montana cities become more and more homogenized.

The rural counterpart to sprawl, perhaps, is the ongoing loss of working ranches and farms to new owners – often retirees and recreationalists - more interested in land than land use. While often sensitive to wildlife and the scenic environment, historic properties on these lands have not fared as well, nor have the small communities reliant on the business that surrounding “working” ranches once supported. Many of Montana's historic rural landscapes are becoming residual remnants, no longer sustained by active economic functions.

“Boom and bust” and shifting population dynamics have always been an important part of Montana's history, as reflected too in the historic places that have and have not survived to the present. Fifteen years ago it was rapid development of the Flathead Valley; today it is the Baaken oil field development of eastern Montana. From a historic preservation standpoint, it requires active community consideration and participation to ensure the preservation of many local historic resources in the face of spasmodic growth and decline.

Opportunity: The Montana Main Street program continues to grow and take root across the state, with three Designated and fifteen Affiliate communities participating.

Opportunity: Increasingly, Montana county planning offices have required consideration (including inventory and impact avoidance) of cultural resources in county subdivision reviews.

Opportunity: The Montana Certified Local Government (CLG) program, administered for the National Park Service by the State Historic Preservation Office, added its first new community in 2012: Columbus/Stillwater County.



This round barn south of Wibaux molders in an open field. As the population shifts increasingly toward urban centers, rural properties decline.

V. A VISION FOR MONTANA PRESERVATION 2013-2017: GOALS AND OBJECTIVES



A.S. Lohman Block, Chinook

*The Legislature shall provide for the identification, acquisition, restoration, enhancement, preservation and administration of scenic, historic, archeological, scientific, cultural, and recreational areas, sites, records and objects, and for their use and enjoyment by the people
(Montana State Constitution, Article IX, Section 4: Cultural Resources, 1972)*

VISION

The following vision for historic preservation in Montana continues the vision set forth in 2008. Over 80% of Montana preservation stakeholders responding to a 2012 questionnaire believe that this vision has truth in Montana, but not yet across the board. The vision continues:

Montana is a place that knows, respects and celebrates its heritage, openly encouraging and supporting the preservation of its significant historic, precontact, and traditional cultural properties.

MONTANA PRESERVATION GOALS AND OBJECTIVES 2013-2017

The following goals and objectives for historic preservation in Montana continue and expand upon goals and objectives identified in 2008. The efforts under these goals and objectives have proven to be effective - usually or some of the time – by over 90% of Montana preservation stakeholders responding to a 2012 questionnaire. The work continues:

GOAL I. EDUCATE: BUILD A FOUNDATION FOR HISTORIC PRESERVATION THROUGH KNOWLEDGE AND UNDERSTANDING.

Objectives:

1. Gather, develop, and disseminate historic preservation guidance and standards.

2013-2017 priorities/recommended activities: online guidance; information about local ordinances; information about fund-raising; update to Consulting with Montana SHPO; distribution to areas of rapid development.

2. Instill awareness and appreciation for Montana's heritage and heritage properties.

2013-2017 priorities/recommended activities: post- WWII properties, including Modernist; landscapes; travelling exhibits; public fairs and workshops; state and local agency stewardship; Montana lawmakers.

3. More fully incorporate the University system in the discussion of historic preservation issues and the training of preservation professionals.

2013-2017 priorities/recommended activities: encourage academic fieldwork and research in Montana; create University student internship opportunities; become resource for University historic preservation and history classes/seminars; campus building heritage awareness.

4. Pursue new ways and means to share information about Montana's historic, pre-contact and traditional cultural properties.

2013-2017 priorities/recommended activities: website platform and content upgrades; social media outlets; walking tour apps; National Register property map applications; K-12 lesson plan development; owner awareness.

GOAL II. CELEBRATE: PROMOTE PRESERVATION WITH RECOGNITION, PRAISE, AND ACKNOWLEDGEMENT.

Objectives:

1. Use multi-media (e.g., television, print, internet) to convey historic preservation successes and opportunities.

2013-2017 priorities/recommended activities: target general public; PSA development; expand regular press releases for local preservation stories and National Register listings; radio programming

2. Create forums to acknowledge and reward outstanding achievements and efforts in historic preservation.

2013-2017 priorities/recommended activities: support and expand existing award ceremonies; re-invigorate local awards; establish prizes; nominate Montana for national awards

3. Increase public recognition of heritage properties through signage, published materials, events, and programs.

2013-2017 priorities/recommended activities: property type and historical context publications; Main Street series; National Register sign program promotion; highway signage; heritage tourism materials; History Conference workshop; Montana Preservation Road Show; increase preservation poster visibility in public spaces



Stillwater County and the Town of Columbus comprise the newest CLG in Montana, and they continue to identify significant places, like the Yellowstone Bank.

GOAL III. LOCATE: IDENTIFY AND DOCUMENT MONTANA'S HISTORIC, PRECONTACT, AND TRADITIONAL CULTURAL PLACES.

Objectives:

1. Survey or support the systematic survey of un-inventoried properties throughout the state.

2013-2017 priorities/recommended activities: post- WWII architecture, including Modernist; state-owned heritage properties (SB3 2011); tribal cultural properties; properties associated with under-served/under-represented groups; prioritize un-inventoried communities; develop people-friendly state inventory form.

2. Encourage a landscape approach, where appropriate, to the identification and explanation of the relationships among individual properties.

2013-2017 priorities/recommended activities: pilot landscape study area; complete Tongue River Multiple Property Document (MPD); Northern Cheyenne geographical study; landscape identification workshop; rural agricultural landscapes.

3. Enhance the management of and access to cultural resource property information.

2013-2017 priorities/recommended activities: State Antiquities database digitization; public access to non-sensitive documents; tribal data-sharing agreements; historic districts and individual property listings.

GOAL IV. EVALUATE: ASSESS THE SIGNIFICANCE AND INTEGRITY OF MONTANA'S HERITAGE PLACES WORTHY OF PRESERVATION.

Objectives:

1. Guide the development and use of historical contexts for evaluating the significance and integrity of Montana's precontact, historic and traditional cultural sites.

2013-2017 priorities/recommended activities: MPD historical context development; contexts for historic irrigation, railroads, and rock cairns.

2. Develop meaningful registration criteria or procedures for evaluating common or complex property types.

2013-2017 priorities/recommended activities: National Register MPD registration criteria development; identify and share best practices and new approaches; post-WWII housing; women's history MPD.

3. Encourage and assist owners to document and list properties in the National Register of Historic Places.

2013-2017 priorities/recommended activities: prioritized list of 25 most significant Montana properties not listed in the National Register of Historic Places; step-by-step guidance for do-it-yourselfers; 2013-2014 women's history; 2014 Montana territorial sesquicentennial.

GOAL V. ADVOCATE: SEEK SUPPORT OF PRESERVATION THROUGH FUNDING, INCENTIVES, AND PROTECTION.

Objectives:

1. Research, learn and promote the cultural, social, and economic benefits of historic preservation.

2013-2017 priorities/recommended activities: Montana-specific economic benefits of historic preservation study; preservation case study digest; clearinghouse for success stories.

2. Provide leadership and vision in historic preservation.

2013-2017 priorities/recommended activities: create preservation speakers' bureau (volunteer/expense reimbursement); local preservation assistance and training.

3. Implement existing preservation legislation and encourage new laws and incentives to protect heritage properties.

2013-2017 priorities/recommended activities: increase state agency awareness of State Antiquities Act and stewardship responsibilities; find and assist legislative sponsorship for

expanding state rehabilitation tax credit; facilitate adaptive re-use of public buildings.

4. Seek and obtain additional financial resources to supplement funding for historic preservation.

2013-2017 priorities/recommended activities: lobby for increased state budget support of preservation; brick-and-mortar grant program; enhance grant-writing skills; support Montana History Foundation Preserve Montana Fund campaign; identify cost-share opportunities.

GOAL VI. COLLABORATE: WORK TOGETHER WITH PRESERVATION PARTNERS TO PRESERVE MONTANA'S HISTORIC, PRECONTACT, AND TRADITIONAL CULTURAL PROPERTIES.

Objectives:

1. Reach out to federal, state, tribal, local, public and private preservation stakeholders.

2013-2017 priorities/recommended activities: identify and recruit expertise at the local, state, tribal, and federal level.

2. Sponsor or participate in forums to share ideas, experience, and information.

2013-2017 priorities/recommended activities: participate in Montana History Conference; support biennial Montana Preservation Road Show; collaborate with local institutions.

3. Solidify existing partnerships and form new consensus for the benefit of historic preservation.

2013-2017 priorities/recommended activities: Montana Main Street – Certified Local Government interface; Montana Site Stewardship program; SHPO-federal agencies programmatic agreements; Montana Preservation Alliance Touchstone project.

4. Meet regularly with tribal cultural representatives to facilitate consideration of tribal perspectives in historic preservation.

2013-2017 priorities/recommended activities: Tribal Historic Preservation Officers summit; establish tribal consultation protocols.

GOAL VII. INTEGRATE: INCORPORATE HISTORIC PRESERVATION INTO PROGRAMS, PROJECTS AND POLICIES THAT HAVE THE POTENTIAL TO AFFECT SIGNIFICANT HERITAGE PROPERTIES.

Objectives:

1. Integrate historic preservation in public planning and policy-making at all levels.

2013-2017 priorities/recommended activities: meet with city-county planning departments; increase visibility and standing for local historic preservation commissions; ensure state legislature awareness; state agency compliance; incorporate consideration of impacts to historic properties into disaster planning.

2. Participate in reviews and comments on undertakings involving heritage properties, pursuant to federal, state and local preservation laws.

2013-2017 priorities/recommended activities: Citizens Guide to Section 106 outreach; non-profit/citizen public meeting advocacy; editorials; acknowledge public agency stewardship.

3. Connect with interest groups that engage heritage properties from other perspectives (e.g., realtors, developers, outfitters/guides, trade groups, recreationalists, other).

2013-2017 priorities/recommended activities: target realtor and insurance agent awareness and training regarding local ordinances and what it means to be listed in the National Register of Historic Places; information booths at interest group meetings.

4. Compile and make available answers to frequently asked questions about historic properties and historic preservation.

2013-2017 priorities/recommended activities: addressing myth and reality in the National Register of Historic Places, preservation law, and the cost of historic rehabilitation vs. replacement.

VI. PLANNING CYCLE: 2013-2017



Designed by Bell and Kent in the Neoclassical Revival style, the Montana State Capitol opened to the public in 1902. Restoration efforts completed in 2001 revealed interior details, including the stained glass barrel vault ceiling.

The current Plan, *PRESERVING MONTANA: The Montana Historic Preservation Plan 2013-2017*, will apply to and be implemented over the next five years. For each year in this cycle, its goals and objectives will form the basis for defining and prioritizing the activities of the Montana State Historic Preservation Office and other organizations choosing to participate in its vision.

Copies of the Plan will be distributed to primary stakeholders and it will be advertised and made available to others upon request during its five-year duration. The Plan will also be posted on the Montana Historic Preservation Office website under www.montanahistoricalsociety.org/shpo. Pending funding, a 4-6 page illustrated pamphlet will also be developed in 2013 (or as soon as possible thereafter) to draw attention to the Plan, its adopted goals and objectives, and how these are being implemented in statewide preservation programs, including those of the State Historic Preservation Office. This format is intended for wide distribution and to facilitate greater awareness of, use, and response to Montana's State Plan for historic preservation.

Feedback on *PRESERVING MONTANA* will be documented and discussed. In consultation with the National Park Service, adjustments may be made as needed over the cycle of the Plan. Comments on the Plan will also initiate the process for revising or replacing the Plan in 2018.

To comment on or receive a printed copy of *PRESERVING MONTANA: The Montana Historic Preservation Plan 2013-2017*, please write, email, fax or call:

State Historic Preservation Office
Montana Historical Society
P.O. Box 201202
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(406) 444-7715
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- 5 Tax Treatments for Moved Buildings (out-of-print)
- 7 Definition of Boundaries for Historic Units of the National Park System (n.a.)
- 8 Use of Nomination Documentation in the Part I Certification Process (out-of-print)
- 12 Definition of National Register Boundaries for Archeological Properties (see #21)
- 13 How to Apply National Register Criteria to Post Offices
- 14 Guidelines for Counting Contributing and Noncontributing Resources for National Register Documentation (out-of-print, see #16)
- 15 How to Apply the National Register Criteria for Evaluation
- 16 Guidelines for Completing National Register Historic Places Forms
- Part A: How to Complete the National Register Registration Form
- Part B: How to Complete the National Register Multiple Property Documentation Form
- 17 Certification of State and Local Statutes and Historic Districts (out-of-print)
- 18 How to Evaluate and Nominate Designed Historic Landscapes
- 19 Reviewing National Register Nominations
- 20 Nominating Historic Vessels and Shipwrecks to the National Register of Historic Places
- 21 Defining Boundaries for National Register Properties (appendix includes #12)
- 22 Guidelines for Evaluating and Nominating Properties That Have Achieved Significance Within the Last Fifty Years

- 23 How to Improve the Quality of Photos for National Register Nominations
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- 32 Guidelines for Evaluating and Documenting Properties Associated with Significant Persons
- 34 Guidelines for Evaluating and Nominating Historic Aids to Navigation
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- 38 Guidelines for Evaluating and Documenting Traditional Cultural Properties
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HISTORIC PRESERVATION WEBSITES

Advisory Council on Historic Preservation
www.achp.gov

Montana State Historic Preservation Office
www.montanahistoricalsociety.org/shpo

Montana Preservation Alliance
www.preservemontana.org

National Park Service: Cultural Resources
www.nps.gov/history/

NPS Archeology and Ethnography
www.nps.gov/archeology

NPS Heritage Documentation programs
(HABS/HAER/HALS) www.nps.gov/history/hdp/

NPS Preservation Planning and Strategies
www.nps.gov/history/hps/pad/planpubs.htm

NPS Heritage Preservation Services
www.nps.gov/history/hps/

NPS NAGPRA www.nps.gov/history/nagpra

NPS National Historic Landmark Program
www.nps.gov/history/nhl

NPS National Register of Historic Places
www.nps.gov/history/nr/index.htm

NPS National Center for Preservation Technology
www.ncptt.nps.gov

NPS Preservation Tax Act/Incentives
www.nps.gov/tps/tax-incentives.htm

National Trust for Historic Preservation
www.preservationnation.org

MONTANA HERITAGE PARTNERS

see: www.mhs.mt.gov/shpo/PreservationHelp.asp

Montana State Agencies

Montana Arts Council

PO Box 202201
Helena MT 59620-2201
406-444-6430
www.art.mt.gov

Montana Dept. of Administration

Architecture and Engineering Division
1520 East Sixth Ave., Rm. 33
PO Box 200103
Helena, MT 59620-0103
406-253-4091
www.architecture.mt.gov

Montana Dept. of Natural Resources

Trust Lands Division
1625 11th Ave.
PO Box 201601
Helena, MT 59620-1601
406-444-2074
www.dnrc.mt.gov

Montana Dept. of Transportation

2701 Prospect Ave.
PO Box 201001
Helena, MT 59620-1001
406-444-6201
www.mdt.mt.gov

Montana Heritage Commission

300 W. Wallace St./P.O. Box 338
Virginia City, MT
Helena MT 59755
406-843-5247
www.montanaheritagecommission.com

Montana Historical Society

225 North Roberts
PO Box 201201
Helena, MT 59620-1201
406-444-2694
www.montanahistoricalsociety.org

Montana Main Street

301 South Park Ave.

Helena, MT 59601

406.841.2756

www.mtmainstreet.mt.gov

Montana State Historic Preservation Office

Montana Historical Society

P.O. Box 201202

1410 8th Avenue

Helena, MT 59620-1202

406-444-7715

www.montanahistoricalsociety.org/shpo

Montana State Parks

1420 East Sixth Ave.

PO Box 200701

Helena, MT 59620

406-444-2535

www.stateparks.mt.gov/

Montana State University

Bozeman, MT 59717

406-994-0211

www.montana.edu

Museum of the Rockies

600 West Kagy Boulevard

Bozeman, MT 59717

406-994-3466

www.museumoftherockies.org

Travel Montana

Montana Department of Commerce

PO Box 200533

Helena, MT 59620-0501

406-841-2870

www.travelmontana.mt.gov

University of Montana

32 Campus Drive

Missoula, MT 59801

406-243-0211

www.umt.edu

Montana Non-Profit Organizations:**Billings Preservation Society**

914 Division St.

Billings, MT 59101

406-256-5100

www.mossmansion.com

Butte Citizens for Preservation and Revitalization

PO Box 164

Butte, MT 59703

www.buttecpr.org

Conrad Mansion

PO Box 1041

Kalispell, MT 59903

406-755-2166

www.conradmansion.com

Daly Mansion Preservation Trust

PO Box 223

Hamilton, MT 59840

406-363-6004

www.dalymansion.org

Humanities Montana

311 Brantly

Missoula, MT 59812

406-243-6022

www.humanitiesmontana.org

Montana Archaeological Society

P.O. Box 2123

Billings, MT 59103

406-994-6925

www.mtarchaeologicalsociety.org/

Montana History Foundation

1750 N. Washington St.

Helena, MT 59601

406-449-3770

www.montanahistoryfoundation.org

Montana Preservation Alliance

516 N. Park Ave.

Helena, MT 59601

406-457-2822

www.preservemontana.org

Museums Association of Montana

PO Box 1451
Helena, MT 59624
406-444-4713
www.montanamuseums.org

Preservation Cascade, Inc.

1409 Fourth Ave. South
Great Falls, MT 59405-2415
406-452-5492
www.montanas-archbridge.org

Preserve Historic Missoula

201 S. Fourth St. W. #2
Missoula, MT 59806
406-820-0302
www.preservehistoricmissoula.org

Western Heritage Center

2822 Montana Avenue
Billings MT 59101
406-256-6809
www.ywhc.org

Certified Local Governments (Local Preservation Offices):**Anaconda-Deer Lodge County**

Historic Preservation Office
800 S. Main Street
Anaconda MT 59711
406-563-7416

Billings/Yellowstone County

510 N. Broadway
4th Fl Parmly Library
Billings MT 59101
406-247-8622
www.ci.billings.mt.us

City of Bozeman Planning Office

PO Box 1230
Bozeman MT 59771
406-582-2272
[http://www.bozeman.net/Departments-\(1\)/Planning/Historic-Preservation](http://www.bozeman.net/Departments-(1)/Planning/Historic-Preservation)

Butte-Silver Bow County

25 W Front Street
Butte MT 59701
406-497-5021
www.bsb.mt.gov

Carbon County

PO Box 881
Red Lodge MT 59068
406-446-3667
www.carboncountyhistory.com

City of Deer Lodge

266 Warren Lane
Deer Lodge MT 59722
406-846-2070

Great Falls/Cascade County

PO Box 5021
Great Falls MT 59401
406-455-8435
<http://www.greatfallsmt.net/planning/historic-preservation>

Hardin/Big Horn County

10 E. Railway Street/PO Box 317
Hardin MT 59034
406-665-2137

Havre/Hill County

PO Box 500
306 Third Ave Ste 104
Havre MT 59501
406-376-3230
<http://www.havrehillpreservation.org/>

Lewis & Clark County

316 N Park
Helena MT 59623
406-447-8357
<http://www.lccountymt.gov/historic-preservation-commission.html>

Lewistown

305 Watson
Lewistown MT 59457
406-535-1775

Livingston

330 Bennett
Livingston MT 59047
(406) 222-4903
www.livingstonmontana.org/living/historic_preservation.html

Miles City

907 B Main Street
Miles City MT 59301
406-234-3090
www.milescity-mt.org/hisoric-preservation/

Missoula/Missoula County

435 Ryman
Missoula MT 59802
406-258-4706
mt-missoula.civicplus.com/index.aspx?NID=495

Virginia City

PO Box 35
Virginia City MT 59755
406-843-5321

Tribal Historic Preservation Offices (THPOs):**Assiniboine & Sioux Tribes Cultural Resource Committee**

THPO
PO Box 1027
Fort Peck Agency
Poplar, MT 59255
406-768-5155

Blackfeet Nation Tribe

THPO
PO Box 2809
Browning, MT 59417
406-338-7406

Fort Belknap Indian Community

THPO
656 Agency Main Street
Harlem, MT 59526
406-353-8433

Fort Belknap - White Clay Society

PO Box 340
Hays, MT 59527
406-673-3366

Fort Belknap - Buffalo Chasers Society

PO Box 834
Harlem MT 59526

The Crow Tribe of Indians

THPO
P.O. Box 159
Crow Agency, MT 59022
406-638-3874

Northern Cheyenne Tribe

THPO
PO Box 128- N. Cheyenne Agency
Lame Deer, MT 59043
406-477-6035

Chippewa Cree Tribe of the Rocky Boys

THPO
R R 1 #544
Box Elder, MT 59521
406-395-4225

Confederated Salish & Kootenai Tribes

THPO
PO Box 278
Pablo, MT 59855
406-675-2700

National/Federal Preservation**Advisory Council for Historic Preservation**

1100 Pennsylvania Ave. NW
Suite 809
Washington, D.C. 20004
www.achp.gov

Bureau of Indian Affairs

316 N. 26th St.
Billings, MT
406-247-7925

Bureau of Land Management

Montana State Office
5001 Southgate Drive
Billings, MT 59101
406-896-5000

www.blm.gov/wo/st/en/prog/more/CRM/historic_preservationx.html

Bureau of Reclamation

Great Plains Regional Office
P.O. Box 36900
Billings, MT 59107-6900
406-247-7600

www.usbr.gov

General Services Administration

Rocky Mountain Region
One Denver Federal Center
Bldg. 41, Room 240
PO Box 25546
Denver, CO 80225-0546

www.gsa.gov

National Conference of SHPOs

444 N. Capitol St. NW
Suite 342
Washington, D.C. 20001-1512
202-624-5465

www.ncshpo.org

National Park Service

12795 Alameda Pkwy
Denver, CO 80225
303-969-2500

www.nps.gov

National Trust for Historic Preservation

Mountain/Plains Region
535 16th St. Ste. 750
Denver, CO 80202
303-623-1504

www.preservationnation.org

Preservation Action

1350 Connecticut Ave. NW
Suite 401
Washington, D.C. 20036
202-659-0915

www.preservationaction.org

USDA Forest Service

Region One
PO Box 7669
Missoula, MT 59807
406-329-3654

www.fs.fed.us

VIII. APPENDIX: 2012 Montana Historic Preservation Plan Stakeholder Questionnaire



Running Eagle Falls, Glacier National Park

GENERAL:

1. 145 responses to the questionnaire were received
2. Support and effectiveness of preservation depends not only on the interests of, but also the resources available to, private citizens and local governments, i.e. funding is important.
3. Increased proactive visibility and education is needed with private parties and government agencies to:
 - a. Increase public awareness of preservation efforts.
 - b. Direct resources and funding to localities for preservation goals.
 - c. Correct misinformation about the program, especially regarding property rights and the review and compliance process.
 - d. Collaborate with interested parties to pool funds and support projects that promote economic development and strategic planning.
 - e. Align the community's values with the resources they hold to promote preservation.

1. Frequencies of respondent locations:

Many respondents did not provide their location (14.48%). However, 26 different counties were represented in the survey at least once. The counties of Lewis and Clark (13.79%), Yellowstone (9.66%), and Gallatin (7.59%) yielded the most respondents, but were not the majority of respondents.

County of residence	Number	%
0	21	14.48
Lewis&Clark	20	13.79
Yellowstone	14	9.66
Gallatin	11	7.59
Missoula	10	6.90
Hill	8	5.52
Carbon	7	4.83
Silver Bow	6	4.14
Cascade	6	4.14
Fergus	5	3.45
Ravalli	5	3.45
Madison	5	3.45
Flathead	4	2.76
Custer	4	2.76

County of residence	Number	%
Park	3	2.07
Lake	2	1.38
Big Horn	2	1.38
Stillwater	2	1.38
Beaverhead	1	0.69
Choteau	1	0.69
Blaine	1	0.69
Richland	1	0.69
Powell	1	0.69
Deer Lodge	1	0.69
Judith Basin	1	0.69
Broadwater	1	0.69
Meagher	1	0.69
Out of State	1	0.69

2. Respondent occupations:

The majority of respondents were employed in the field of preservation (51%). About 1/3 (34%) were preservation volunteers and about 1/6 (15%) were neither a professional nor a volunteer, but were interested in preservation.

Preservation job: 51%

Preservation volunteer: 34%

Other: 15%

3. To what extent do you find the following statement to be currently true?: “Montana is a place that knows, respects, and celebrates its heritage, openly encouraging and supporting the preservation of its significant historic, pre-contact, and traditional cultural properties.”

Right on the money: 13.7%

Some truth, but not across the board: 82.2%

More fiction than reality: 4.1%

Not true at all: 0%

1. This statement is the Vision statement for the 2008-2012 State Preservation Plan.
2. The overwhelming majority of respondents found this statement to have “some truth but not across the board” (82.2%). 13.7% found it to be “right on the money.”
3. In comments, respondents noted a number of factors that prevented this statement from being perceived as currently true. These factors included financial and economic issues, different mindsets in local communities and agencies, the prevalence of miscommunication and misinformation about preservation, and the prioritization of other political and economic interests, such as energy development.
4. Proactive solutions were offered to combat the factors listed above, including more education and outreach about blending preservation with alternative political and economic interests and promoting history and preservation in schools.
5. Only a small percentage (4.1%) indicated this statement was “more fiction than reality” and no respondents indicated this vision statement was “not true at all.”

4. In your experience, how effective are current efforts to preserve the significant historic, archaeological, and traditional cultural places of Montana?

Very effective: 4.1%

Usually effective: 49%

Sometimes effective: 43.4%

Not very effective: 3.4%

1. Respondents were not willing to take a strong stance either way, in stating that Montana has been “very effective” (4.1%) or “not very effective” (3.4%) in preserving the significant historic, archaeological, and traditional cultural places.
2. There was a middle ground perspective – respondents stated Montana was “sometimes effective” (43.4%) or “usually effective” (49%) in preserving these places.
3. From comments, the difference between these two preferences was a matter of scope. State and nonprofit agencies were viewed to be effective, but the effectiveness of private, federal, and local activities varied depending on special interests.
4. Respondents noted that improving program visibility and education were possible solutions to increase the effectiveness of preservation efforts. Specific topics noted as needing more clarification included the compliance and review and National Register nomination processes, and preservation laws as they relate to private and business interests.

5. Is historic preservation currently a substantive consideration in your community as it develops plans for growth, economic development, housing, etc.?

Yes: 46.8%

No: 53.2%

1. Slightly fewer respondents considered historic preservation as a substantive consideration in their communities as it develops plans for growth, economic development, housing, etc. (46.8%) than those who did not (53.2%).
2. Many respondents indicated they “weren’t sure” about their answer or that it depended on the scope of government or the specific resource under review.
3. Citizens of local communities were viewed as spearheading efforts to publicize preservation and integrate preservation goals in growth plans in most cases.
4. Comments indicated that local governments generally did not consider historic preservation over development and economic interests. However, if the funds and time were available, these economic interests may drive preservation efforts and compliance.

6. Which three of the following do you feel are the biggest challenges for historic preservation in Montana?

12%	Growth/sprawl
6.5%	Energy development
14%	Neglect/abandonment
3%	Vandalism/looting
0.5%	Natural disasters
17%	Lack of financial incentives
5.1%	Preservation perceived as private property taking
0.7%	Historic places perceived as not “green”
8.2%	Inappropriate upgrades and treatments to historic buildings
8.6%	Inadequate local historic preservation laws/law enforcement
2.6%	Lack of adequately trained trades/craft people
3.7%	Lack of information
12%	Lack of understanding
5.8%	Lack of interest

1. Respondents indicated that the main challenge for historic preservation in Montana was a lack of financial incentives (17%). Other challenges included neglect and abandonment (14%), growth and sprawl (12%), and a lack of understanding (12%).
2. Lack of understanding was perceived as a significantly greater challenge than lack of interest (5.8%) or lack of information (3.7%).
3. Natural disasters (0.5%) and the perception as historic places not being ‘green’ (0.7%) were not noted as significant challenges for historic preservation.
4. Many respondents viewed new development, especially energy development, as prioritized over preservation efforts due to the perception that it is more cost effective.

5. Respondents commented that a lack of technical assistance and misinformation and a lack of understanding of economic incentives of preservation contributed to their community's resistance to historic preservation.

7. Which three of the following historic and cultural resource types do you feel are most threatened in Montana:

7.8%	Residences/neighborhoods
17%	Downtowns
5.5%	Government/public buildings
6.9%	Schools
1.8%	Churches
3.2%	Industrial Sites
16%	Rural communities/properties
11%	Pre-contact Archaeological Sites
11%	Historic archaeological sites
17%	Cultural/Historic landscapes
3.4%	Post WWII buildings

1. Respondents indicated that the most threatened historic and cultural resource types were Downtown (17%) areas, Cultural and Historic landscapes (17%), and rural properties. (Arguably, these three general property types may also encompass the other property types on the list).
2. Respondents noted oil and gas development as a particular threat to cultural landscapes, especially in rural communities.
3. Churches (1.8%), Industrial Sites (3.2%), and post-WWII buildings were considered some of the least threatened resource types.
4. However, many also commented that all property types are threatened and all are in need of community and funding support.

8. Which three of the following preservation tools do you feel are the most effective and realistic approaches for preserving Montana historic places?

12%	Local historic preservation ordinances and commissions
7.7%	State-level historic preservation laws
6.3%	Federal historic preservation regulations
14%	Brick & Mortar Grants
3.3%	Planning Grants
12%	Tax credit incentives
4.4%	Low-interest loans
0.5%	Easements
7.7%	Training for government decision-makers
5.1%	Community/Property Surveys & National Register nominations
17%	Public outreach and education
6.5%	Heritage tourism programs
2.6%	Preservation workshops/conferences
1.9%	Public meeting advocacy

1. Respondents indicated Public Outreach and Education (17%) and Brick and Mortar Grants (14%) were the two most effective and realistic approaches for preserving historic places. Tax credit incentives (12%) and local preservation ordinances and commissions (12%) tied for third most effective.
2. Specifically, respondents commented that education and training of decision makers who are misinformed, and thereby hinder preservation efforts, is a valuable approach to preservation.
3. Easements (0.5%) and public meeting advocacy (1.9%) were considered the least effective and realistic approaches for preserving historic places. Respondents also noted that more government regulations and laws would be counterproductive in promoting preservation efforts.
4. Respondents also commented that all could be effective and realistic, and funding opportunities would give preservation more attention.

9. If resources allowed, which three of the following programs of the State Historic Preservation Office should be prioritized to receive greater funding and/or attention?

11%	Preservation planning
9.2%	CLG-Local Preservation Office program
6.1%	Archaeology
9%	Historic Surveys
8.3%	State Antiquities Database/Information Management
7.1%	National Register of Historic Places (nominations)
16%	Brick & Mortar sub-grants
13%	Preservation Rehabilitation Tax Incentives program
5%	Review and Compliance program (Section 106)
16%	Outreach & Education

1. In line with the above, SHPO Outreach and Education (16%) and SHPO Brick and Mortar (16%) sub-grants were noted as those programs that should be prioritized to receive greater funding and/or attention.
2. Specifically, respondents noted that education that promotes understanding of archeology and preservation needed more attention to make it relevant to non-preservationists. Outreach initiatives should also include accessible public databases and websites.
3. Respondents felt that the SHPO Review and Compliance (Section 106) (5%) and SHPO Archaeology (6%) programs were not priorities for to receive greater funding and/or attention. However, respondents commented that funding and attention should not be taken away from the SHPO Review and Compliance program and regulations should still be enforced.

10. What preservation topics do you want more information or guidance about?

Respondents indicated they wanted more information and guidance to help them strategically plan and raise funds for preservation efforts. Respondents requested access to publications to help support their arguments for preservation in local governments. Specific requests included more information on successful preservation activities around the state and country on the economic benefits to preservation. Respondents also requested more information on developing local preservation ordinances, the compliance and review process, and how to interpret preservation-related laws and technical reports.

To support the momentum of a strategic plan, respondents requested information on nearly every aspect of fund raising. Included in the requests were information on the identification of potential partners and new funding sources, and grant writing assistance.

Respondents also requested more public information to be posted online, such as technical assistance guides and research reports, and through specialized workshops in conducting local research and developing heritage tourism projects.

11. What do you believe should be the number one priority activity for historic preservationists in Montana for the next 5 years?

Many respondents stated that outreach and education should be the priority of historic preservationists.

Specific focus should be directed to public, political, and business developer entities. Outreach to public entities included more pro-active involvement in school programs, and more collaborative program developments and fund raising efforts with like-minded partners in the community, and accessible databases of cultural resources. The goal of public outreach should be to raise support and build momentum for local programs that connect the community's values to traditional and cultural resources.

Recommended outreach to political and business developers included efforts to educate to dispel misconceptions about historic preservation and economic benefits. Specifically, efforts should focus on educating decision makers about the National Register process and economic incentives, such as tax credit information, and the benefits of historic preservation investments, such as comparable "success stories" in heritage tourism initiatives. The goal of these outreach programs should root preservation activities into economically beneficial outcomes.

On the state level, respondents indicated that a system of triage should be in place for directing our attention to the most vulnerable and endangered resources in the state. Many respondents were concerned about recent economic booms in Eastern Montana fostering "irresponsible development" in areas of undocumented historic and cultural resources. Specific areas mentioned included archeological sites, downtowns, and public lands as those that should be prioritized state-wide.

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