

general management plan
environmental assessment

HARRY S TRUMAN



NATIONAL HISTORIC SITE / MISSOURI

GENERAL MANAGEMENT PLAN
AND
ENVIRONMENTAL ASSESSMENT

SEP 16 1986

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HARRY S TRUMAN
NATIONAL HISTORIC SITE
Missouri

DRAFT
SEPTEMBER 1986

Comments and requests for additional information should be addressed to

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Harry S Truman National Historic Site
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SUMMARY

Harry S Truman National Historic Site is a new unit of the national park system established to preserve and interpret the Independence, Missouri, home of President Truman. The draft general management plan for the site, included in this document, outlines the actions necessary over the next 10 years to protect the historic integrity of the Truman home, its contents, and its setting, and to interpret those resources to help visitors understand the Trumans' home life. The draft plan was selected following an analysis of a number of alternatives, which are also described in this document.

The site currently contains the main house, the carriage house, and the 0.77-acre grounds. Two of the critical issues addressed by the plan are the preservation of additional structures that were an integral part of the Truman family compound and the protection of the historic neighborhood setting of the Truman home. The plan proposes that Congress expand the boundary of the national historic site to more completely represent and protect the environment that shaped President Truman. It is intended that most properties inside the expanded site remain in private ownership, with preservation interests acquired and managed by a private trust.

Other issues involve the provision of facilities to adequately treat and store the thousands of items in the Truman collection, to provide needed on-site visitor support services, and to operate and maintain the structures and grounds included in the national historic site. No new construction is proposed. The plan proposes to provide the needed facilities by leasing curatorial storage and work space and by acquiring and adaptively using three historic structures with direct ties to the Truman family, namely the George and Frank Wallace homes and the Noland/Haukenberry home.

The plan recognizes the mutual benefits now enjoyed by staging visitor use near Independence Square and having visitors ride the city's shuttle bus to the national historic site. It is proposed that this service be continued. However, this document also outlines the options available to the National Park Service should city support facilities no longer be available. In this context, an evaluation of a possible NPS shuttle bus operation is included.

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INTRODUCTION

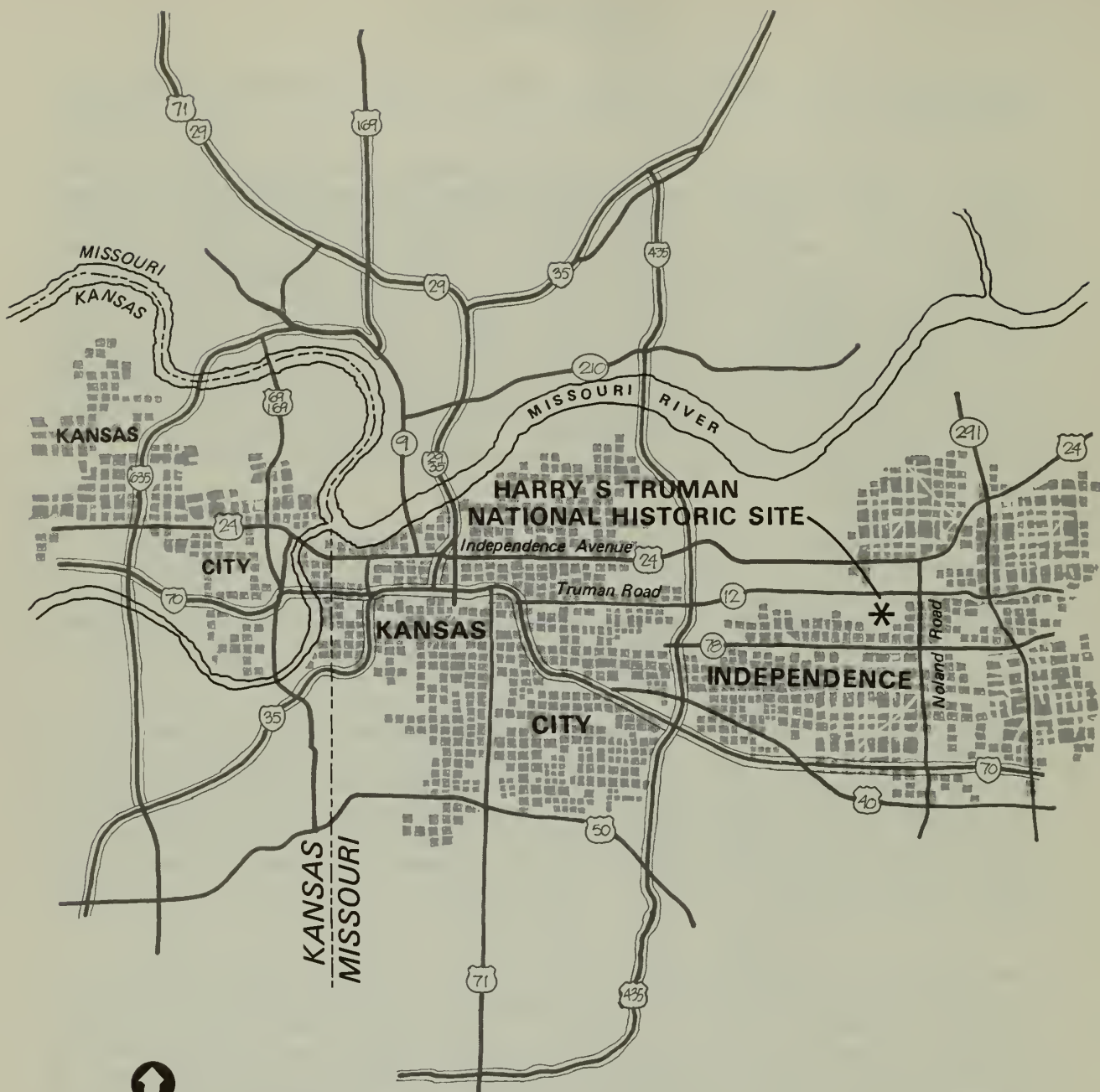
OVERVIEW OF THE HISTORIC SITE AND THE SURROUNDING LANDMARK DISTRICT

Harry S Truman National Historic Site is a new unit of the national park system. The 0.77-acre site consists of the Truman home and lot at 219 North Delaware Street in the city of Independence, Jackson County, Missouri. The national historic site was authorized by Congress on May 23, 1983, to "preserve and interpret for the inspiration and benefit of present and future generations the former home of Harry S Truman, thirty-third President of the United States" (PL 98-32, 97 Stat. 193, reprinted in appendix A). Mrs. Bess Truman willed the home and most of its contents to the United States on her death in 1982. Under the terms of the will, the area above the first floor is not to be available for public use during the life of Margaret Truman Daniel, and the manner in which the home is used during the lifetime of Mrs. Daniel must be approved by her.

With the Truman site, the national park system now contains 27 presidential sites. As a nation, we value the homes of our presidents not only as commemorative sites but also as a means of understanding the men who gained our country's highest office. And people's homes do, indeed, tell us much about themselves, especially when they are viewed in their full social context.

President Harry S Truman's home is notable for being a gracious old Victorian house that had been in his wife's family for three generations, for being part of a family compound shared with the residences of two of his brothers-in-law and their wives, and for being an integral part of a midwestern, small-town, middle class neighborhood. This environment both reflected and influenced Harry S Truman's values concerning his family, his neighbors, and his community--all of which were inseparable from his concept of 'home.'

The essential link between Harry S Truman and the neighborhood where he lived has been recognized through the creation of the Harry S. Truman National Historic Landmark District. The district, which encompasses an approximately one-block-wide buffer zone surrounding the Truman home and a 0.7-mile-long corridor linking it with the Harry S. Truman Library, was established by the secretary of the interior in 1972 under the authority of the Historic Sites Act of 1935 (see the Location map). The designation was based on the historic character of the neighborhood and the fact that the neighborhood environment is important to the Truman domestic history. The official district nomination form described the neighborhood as "the setting which has been the physical nucleus of both Harry S Truman's personal and his long and influential political life." Harry S Truman, himself, said it more simply: "I always came back to Independence every chance I got because the people in Independence . . . had been responsible for sending me to Washington. And that's why when I ended up at the White House, after I had finished the job, I came back here. This is where I belong."



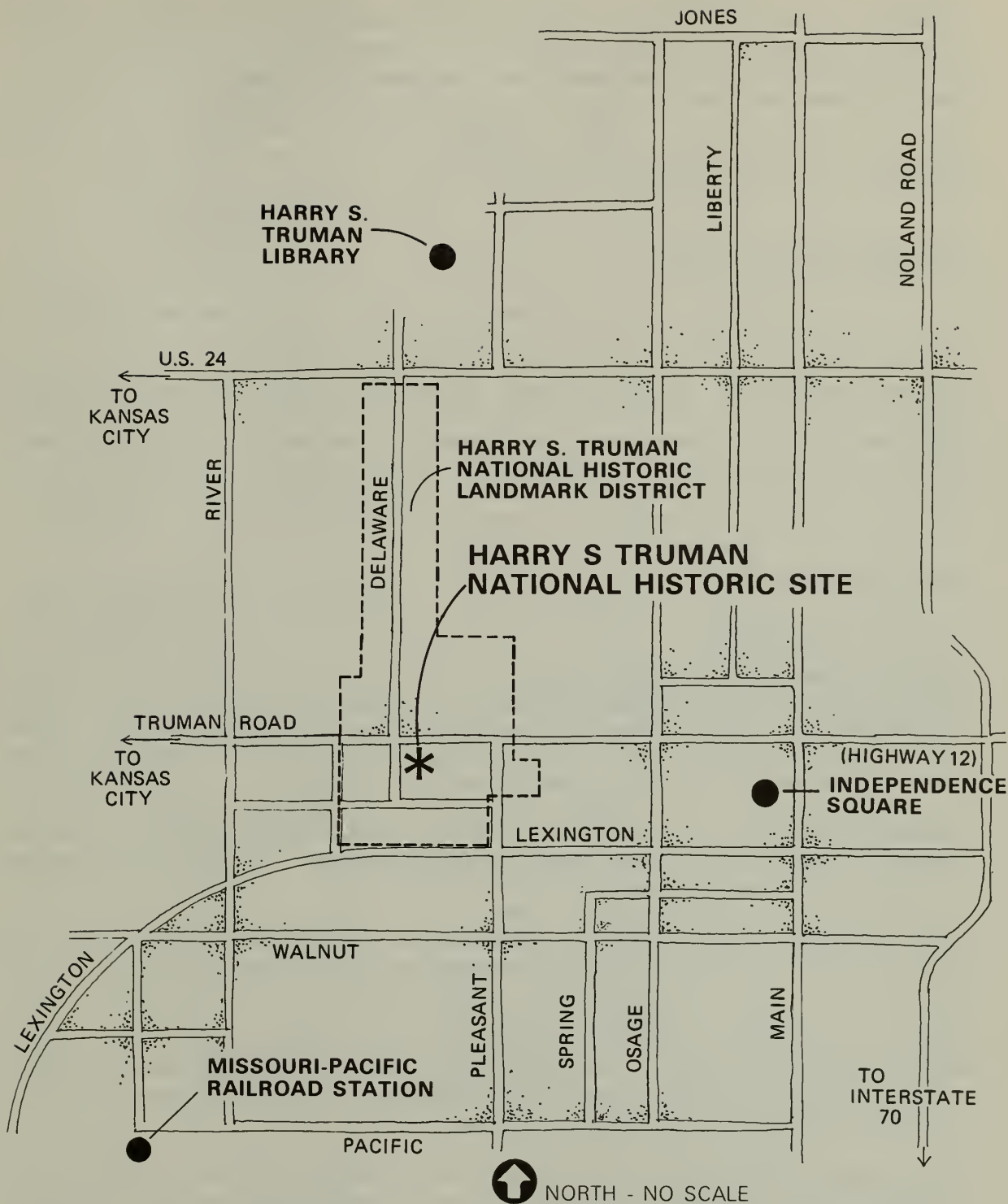
NORTH - NO SCALE

VICINITY

HARRY S TRUMAN NATIONAL HISTORIC SITE

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

492 | 20007B
DSC | MAY 85



LOCATION

HARRY S TRUMAN NATIONAL HISTORIC SITE

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

492 | 20008C
DSC | JULY 86

Together the national historic site and the surrounding national historic landmark district offer the opportunity to interpret the story of Harry S Truman's home life in Independence. By understanding his home life and his relationships with his family and neighbors, visitors will also gain a greater understanding of the Truman presidency, since the resounding theme of the Harry S Truman domestic story is the unity that existed between his personal values, his family life, his citizenship in the community, and his political career.

PURPOSE OF THE PLAN

A general management plan is needed to guide the preservation and use of the national historic site for approximately the next 10 years. The purpose of the plan will be to protect the historical integrity of the Truman home, its contents, and its setting and to interpret those resources to help visitors understand the Trumans' home life in Independence. To accomplish this purpose the plan must resolve several issues involving resource management, visitor use, and administration of the site.

PLANNING ISSUES

Resource Management

Collection Management and Storage. A major issue to be resolved is management of the Truman collection acquired with the home. The completeness of this collection is unparalleled among presidential sites, and it may assume as much significance as the house itself. However, many of the objects in the collection are not receiving adequate treatment or protection. This results both from the lack of sufficient climate-controlled storage space and from the lack to date of either staffing to register, catalog, and treat the objects expeditiously or funds to contract for these needs.

The legislation that established the national historic site and authorized the acquisition of the Truman residence also authorized the acquisition of the fixtures and personal property connected with the residence. In her will, Mrs. Truman bequeathed not only her house but also the great majority of its contents to the United States, leaving a unique record of the Trumans' daily life. As time passes, future generations of visitors will increasingly appreciate the historical and inspirational value of all the personal effects contained in the Truman home.

The approximately 35,000 objects in the Truman home are slowly being cataloged and receiving treatments on a priority basis to halt their deterioration or loss. It has been estimated that, unless new or reallocated funds are made available to contract or perform the curatorial work, it will take 25 years for the present staff to complete this work. The requirements to record each individual item and to preserve the entire contents of the home are the same as for other historic fabric and

are outlined in the NPS "Cultural Resource Management Guidelines" (NPS-28) and the NPS "Museum Handbook." However, it is currently beyond the workload capacity of the present staff to catalog and preserve the complete contents of the home in a timely manner, and the potential for loss or damage of uncataloged and untreated objects will increase with time.

Furthermore, only a part of the collection of objects can be exhibited in the authentic setting of the home. Even if space allowed, it would not be appropriate to leave the majority of the collection in the home. The objects are an important part of Truman domestic history that should be preserved independently to avoid a single catastrophic loss of the complete record.

The requirements for climate-controlled, intrusion-resistant, and fire-resistant storage are currently being met for some objects on an emergency basis through the cooperation of the Harry S. Truman Library. This arrangement is temporary, however. What limited space has been made available at the library cannot continue to be used indefinitely by the National Park Service because of existing plans for utilizing that space for library functions. The National Park Service must look elsewhere for a permanent repository for the Truman home collection.

Preservation of Key Structures. Three structures that are critical to preserving and interpreting the Truman home have not been included in the national historic site. These are the Noland/Haukenberry home (216 North Delaware), the George P. Wallace home (605 Truman Road), and the Frank G. Wallace home (601 Truman Road). The issue involving these structures is whether the National Park Service should become involved in their management to protect their historic and interpretive values.

The Noland/Haukenberry home was the residence of Harry S Truman's favorite aunt and uncle and two cousins, and as a young man Harry frequently visited on weekends. The home was directly across the street from the Gates/Wallace home (later the Truman home), and on one of his visits, Harry Truman happened to renew his friendship with Bess Wallace. Over the next seven years, he stayed frequently with the Nolands while he courted Bess. He continued to visit with his cousins whenever he could, even during his presidency.

The two Wallace homes are on land that was part of the original Gates/Wallace lot, which was subdivided to provide homes for Bess Wallace's brothers George and Frank and their wives. Later when Harry and Bess were married, Harry moved into "the big house" with Bess and her mother. Unlike many Americans in recent generations who have shaped their family life to fit their mobile lifestyles and urban housing conditions, Harry and Bess Truman and their daughter Margaret lived as part of an extended family that encompassed three generations and occupied a residential compound of three houses, all overseen by the family matriarch, Madge Wallace. Harry S Truman, even during his terms as president, remained an integral part of his extended family and retained an unusual sense of responsibility to all its members. Additional

details about the significance of these homes is provided in the "Description of the Environment."

The significance of all three homes has been previously recognized by the federal government. On the nomination form for the national historic landmark district, these three homes--along with the Truman home--were cited first among the buildings associated with the Trumans. In the subsequent hearings for the establishment of the national historic site, the Wallace compound was singled out for special consideration. Early versions of HR 1213 allowed for acquisition of the Truman home "and such property adjacent thereto as passed on to Bess Wallace Truman upon the death of her husband." This reference to the Wallace houses was dropped from the subsequent act; however, the omission was not intended to prevent further consideration of these properties. Testimony on S 287 (Congressional Record, May 10, 1983) quotes Representative Seiberling as follows:

- The only difference in S 287 from the House-passed version is the elimination of reference to a tract of adjacent property which had been owned by President Truman and left to his wife, who subsequently transferred it to one of their relatives. The Senate bill would not include this property in the historic site. . . . We do expect, however, that the Park Service will consider future use of this property in developing its management plans for the site to insure it remains compatible with the history and integrity of the area.

Neither the Wallace homes nor the Noland/Haukenberry home has changed much from the Truman years, and they contribute significantly to visitors' understanding of the Trumans' home life. The adjacency of the Noland/Haukenberry and Wallace homes to the Truman home makes their condition and use particularly important to the visitor experience at the Truman home. Their proximity, which made family interactions so frequent and convenient, also provides for ease of interpretation, but conversely it would result in intrusions on the visitor experience if any of the buildings was altered or if incompatible uses occurred. The George Wallace home is most sensitive regarding compatible uses. It is immediately behind and highly visible from the Truman home, with little physical separation between the two. In fact, the property line falls on the driveway to the Truman garage. Any owner of the George Wallace house could deny the National Park Service essential vehicular access to the back of the Truman home or even erect a fence on the line, which would significantly impair the interpretive value of the backyard area historically shared by the two homes. The Frank Wallace and Noland/Haukenberry homes do not share such an intimate spatial relationship with the big house, but both are within 150 feet of the Truman home and are prominent interpretive aspects of the home tour.

Preservation of the Neighborhood. Another issue is whether the National Park Service should actively participate in the management of all or part of the national historic landmark district. The issue has been raised because the existing protection of areas prominently visible from the

Truman house and grounds is not adequate to prevent the deterioration of the historic scene around the national historic site. Furthermore, the landmark district itself is threatened with losing the qualities that make it a nationally significant resource.

The national historic landmark status bestowed on the neighborhood in 1972 conferred formal recognition by the federal government that the Truman neighborhood is a nationally significant historic resource worthy of preservation. Harry S Truman's relationship with the Delaware Street neighborhood has been consistently stressed by his biographers. One of them, Jonathan Daniels, wrote that Truman's personality matched the sturdy Midwestern character of North Delaware Street. A decade before the establishment of the national historic site, the landmark district recognized that the evidence of this relationship--the tree-lined streets where Harry S Truman took his morning walks, the front porches where he visited with his neighbors, and the homes of his relatives and friends--was important to the commemoration of President Truman and to our understanding of the man.

A portion of the neighborhood takes on added importance as the setting for the Truman home. The concept of 'setting' is commonly part of the philosophy of historic preservation. If a historic structure is moved from its historic setting, or if its setting is altered, the historic value of the structure is usually decreased. The critical setting for the Truman home is the portion of the surrounding neighborhood that is prominently visible from the home. Many presidential homes sit on estates, surrounded by extensive and professionally maintained grounds. The Truman home sits on Delaware Street in Independence, Missouri, surrounded by other large old Victorian homes interspersed with smaller, newer bungalows. This midwestern, middle-class residential setting, which dominates the visual impressions of visitors as they stand on the porches and sidewalks of the home, reveals much about the Trumans' social and economic standing and their way of life.

President Truman once said, "I wouldn't think much of a man that tried to deny the people and the town where he grew up. . . . You must always keep in mind who you are and where you come from. A man who can't do that at all times is in trouble where I'm concerned" (Miller 1973, p. 32). President Truman frequently expressed such thoughts about his home in Independence. But these thoughts would not be convincingly represented by the house at 219 North Delaware unless its setting also remained recognizable as Harry S Truman's neighborhood.

The relationships between the occupants of the house at 219 North Delaware and the other houses in the neighborhood were strong. In fact, these associations have been convincingly linked to the character and success of Harry S Truman. Some of his political acumen, for example, which grew from his personal attitudes about how to treat people fairly, developed here while relating with his extended family and neighborhood friends.

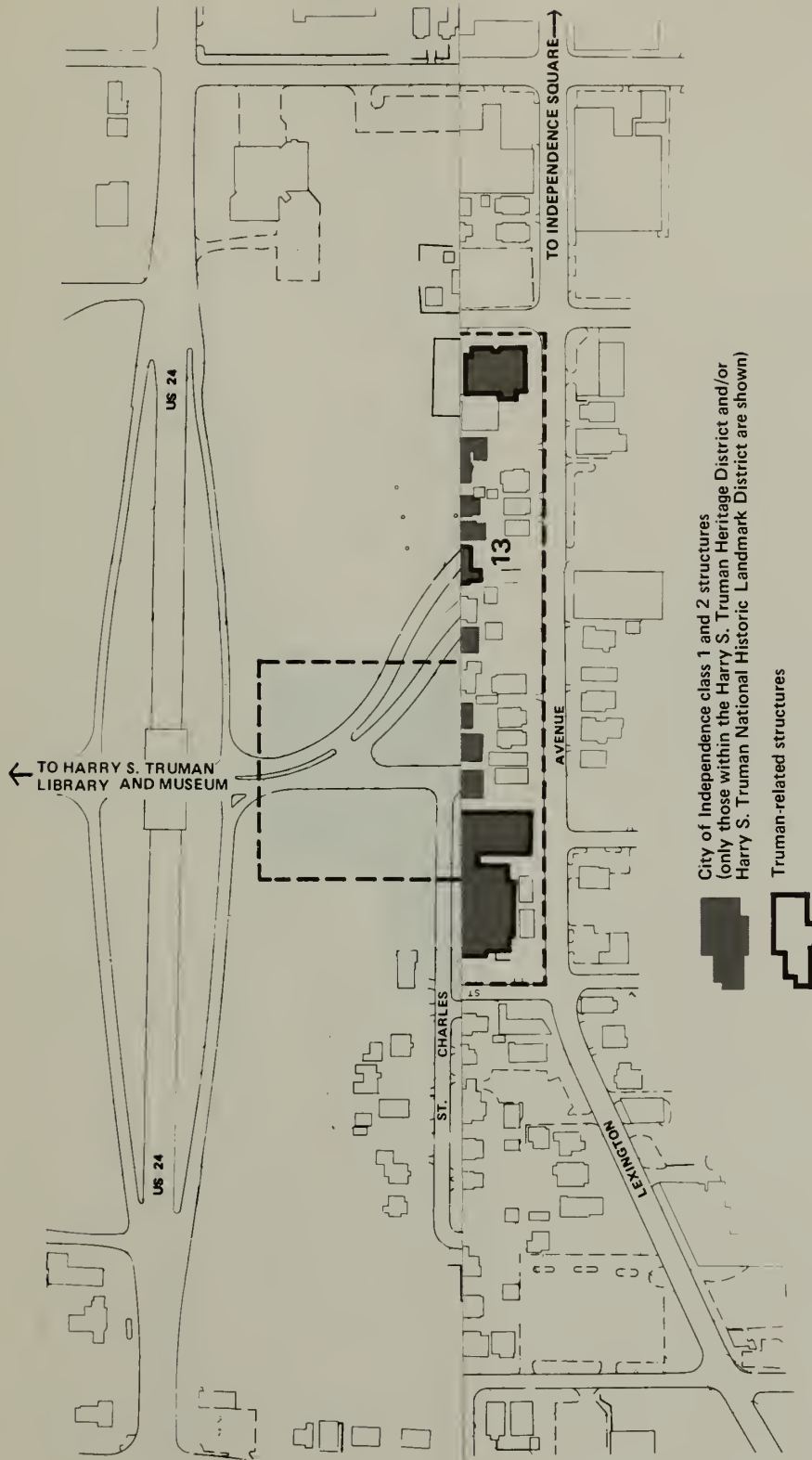
With the passage of time, the residents who remember the Trumans will be fewer and fewer. Eventually, the only primary evidence of the neighborhood's significance to the Truman story will be the streetscapes and the buildings. Like all other neighborhoods, this neighborhood will evolve. Its properties will be remodeled with modern construction techniques employed, and the structures will eventually be replaced. Without some concern and effort to control the rate and character of change, however, the Truman's house will more quickly than otherwise become an insular curiosity, an anachronistic remnant in a sea of unrelated architecture. As such, it can only be interpreted less authentically for the future generations who come here to see a unique homeplace of a president who was renowned for his unassuming domestic life and, as Congress intends, to be inspired by it. The tangible evidence of the retired president returning to his place of origin could erode beyond recognition in a few decades.

Since the creation of the national historic landmark district in 1972 (the same year that Harry S Truman died), eight structures have been removed from the district (see the Demolition map). All of the demolished structures dated from the period of Harry S Truman's residency and were significant to the overall value of the district. All of the structures were removed from the southern part of the district, near the Truman home, and they were replaced with parking lots, which are not in character with the neighborhood setting (see the New Elements map).

To date, federal and local preservation efforts have not adequately protected the district from incompatible changes. The federal government has taken no direct action other than to qualify the district for federal tax abatements or credits for historic preservation work. Local preservation efforts were initiated by the city with the establishment of the Independence Heritage Commission in 1973 and the establishment of the Harry S. Truman Heritage District in 1974. The intent of the city has been to preserve the key architectural and historic aspects of the heritage district (class 1 and 2 structures on the Historic Base map) by ensuring that all proposed changes to the neighborhood conform with a strict set of architectural and landscape standards originally set forth in City Ordinance 3407 and now embodied in Ordinance 7917 (see appendix C). This objective only partially protects the setting of the Truman home, however, because the city's standards do not apply equally to all structures in regard to their retention as permanent components of the historic landscape. To fully protect the Truman home's setting, all of the structures that are prominently visible from the home would have to be protected and their general architectural character retained--regardless of their individual historic or architectural merit.

When established in 1974, the heritage district's boundaries paralleled those of the national landmark district, but the city ordinance excluded churches from the standards. In 1979 City Ordinance 5445 expanded the boundaries of the city heritage district far beyond those of the national landmark district (see the Boundary Changes map). As under the first ordinance, church-owned property remained exempt from review by the Heritage Commission. Furthermore, as churches purchased additional

HISTORIC BASE



City of Independence class 1 and 2 structures
Only those within the Harry S. Truman Heritage District and/or
Harry S. Truman National Historic Landmark District are shown

Truman-related structures

1. Truman home and carriage house
2. Noland/Haukenberry house
3. John Luff house (used by Secret Service)
4. George P. Wallace house
5. Frank G. Wallace house
6. Ogden house
7. Crow/Allen house
8. Prewitt/Wright house
9. C.C. Chiles house
10. Palmer Jr. High School
(site of Central High School)
11. Memorial Building
12. First Presbyterian Church of Independence
13. Judge Henry Bundschu house
14. William Chrisman High School
15. Henry J. Ott house
16. James C. Shelton house
17. Ray Will's gas station
18. Rees Alexander house
19. Roger T. Sermon house
20. Luke Choplin house
21. James F. Buchanan house
22. Louis Compton house
23. Twyman house
24. Kelly/Etzenhouser house
25. Sawyer/Jennings house
26. William Bostian house
- * 27. Site of Bess Truman's
childhood home (tree only)
28. Sue Gentry house
29. Thrice/Twachman house
30. Harry S. Truman's childhood home
31. Byron Steward house
32. Sea/Hare house
33. Mize Peters house
34. William Borland Fullerton house
35. Homer P. Allen house
36. Bush house
37. William Duke house
38. Rufus Burrus house
39. Joseph P. Bridges house
40. Baptist parsonage
(Rev. Harold M. Hunt house)
41. Nat Jackson house
42. W.L.C. Palmer house
43. Ruby B. Mitchell house
44. James C. Noel house
45. James V. Compton house
46. First Baptist Church of Independence
47. J. Roger DeWitt house
48. Edward P. Gates house
49. Grace and Eleanor Minor house

HARRY S TRUMAN
NATIONAL HISTORIC SITE

UNITED STATES DEPARTMENT OF THE INTERIOR /
NATIONAL PARK SERVICE

4921 20005B
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HISTORIC BASE

HARRY S TRUMAN NATIONAL HISTORIC SITE

UNITED STATES DEPARTMENT OF THE INTERIOR /
NATIONAL PARK SERVICE

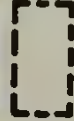
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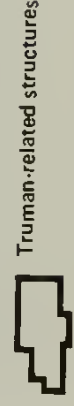


NATIONAL HISTORIC
SITE BOUNDARY



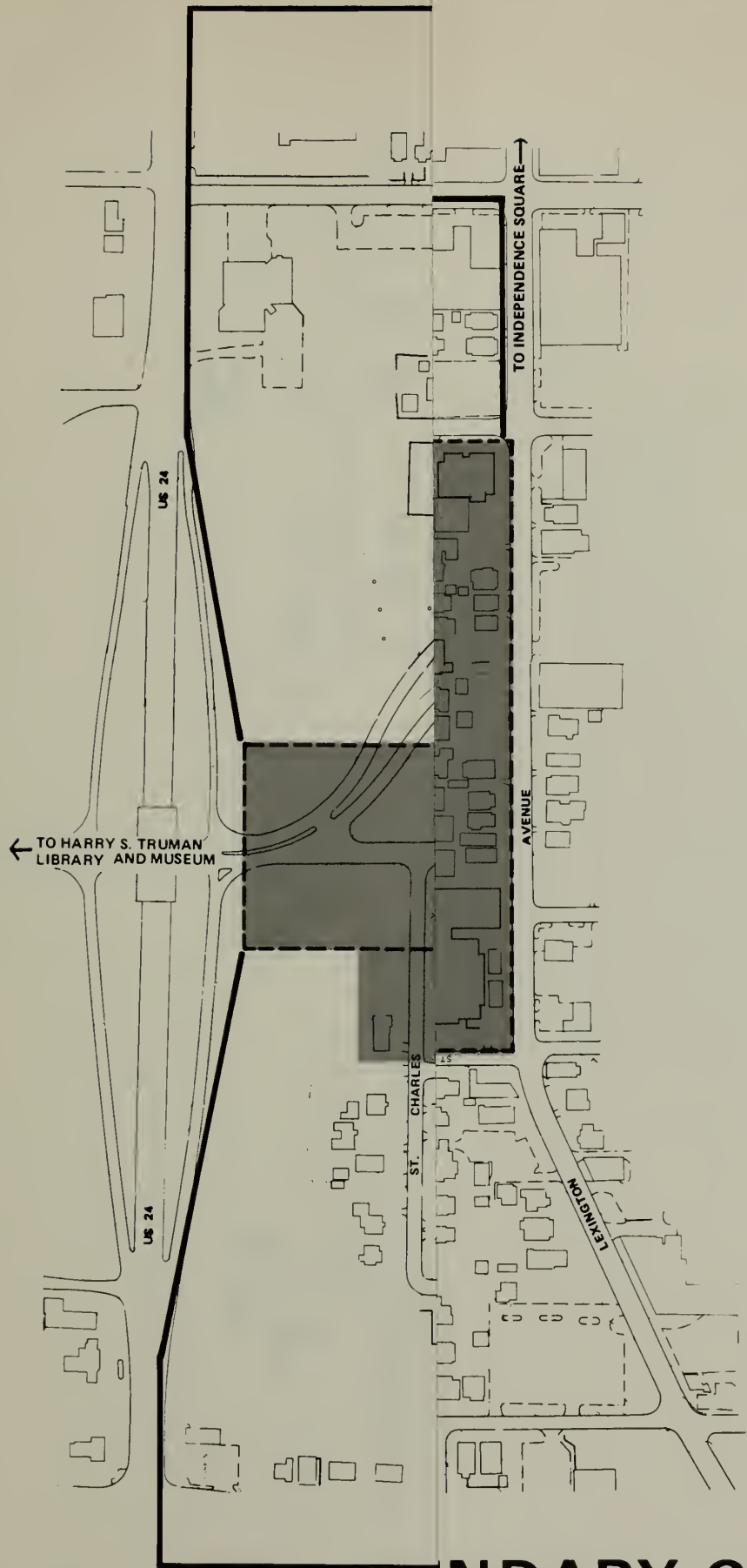
NATIONAL HISTORIC
LANDMARK DISTRICT BOUNDARY

City of Independence class 1 and 2 structures
(only those within the Harry S. Truman Heritage District and/or
Harry S. Truman National Historic Landmark District are shown)



Truman-related structures

- | | | |
|---|---|--|
| 1. Truman home and carriage house | 18. Rees Alexander house | 35. Homer P. Allen house |
| 2. Noland/Haukenberry house | 19. Roger T. Sermon house | 36. Bush house |
| 3. John Luff house (used by Secret Service) | 20. Luke Choplin house | 37. William Duke house |
| 4. George P. Wallace house | 21. James F. Buchanan house | 38. Rufus Burrus house |
| 5. Frank G. Wallace house | 22. Louis Compton house | 39. Joseph P. Bridges house |
| 6. Ogden house | 23. Twyman house | 40. Baptist parsonage
(Rev. Harold M. Hunt house) |
| 7. Crow/Allen house | 24. Kelly/Etzenhouser house | 41. Nat Jackson house |
| 8. Crewitt/Wright house | 25. Sawyer/Jennings house | 42. W.L.C. Palmer house |
| 9. C.C. Chiles house | 26. William Bostian house | 43. Ruby B. Mitchell house |
| 10. Palmer Jr. High School
(site of Central High School) | 27. Site of Bess Truman's
childhood home (tree only) | 44. James C. Noel house |
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| 17. Ray Will's gas station | 34. William Borland Fullerton house | |

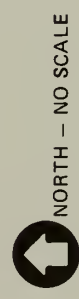


HARRY S. TRUMAN
HERITAGE DISTRICT
(City of Independence)

January 21, 1974
(City Ordinance 3407)
(coincided with national
landmark district boundary)

January 2, 1979
(City Ordinance 5445)

February 6, 1984
(City Ordinance 7917)



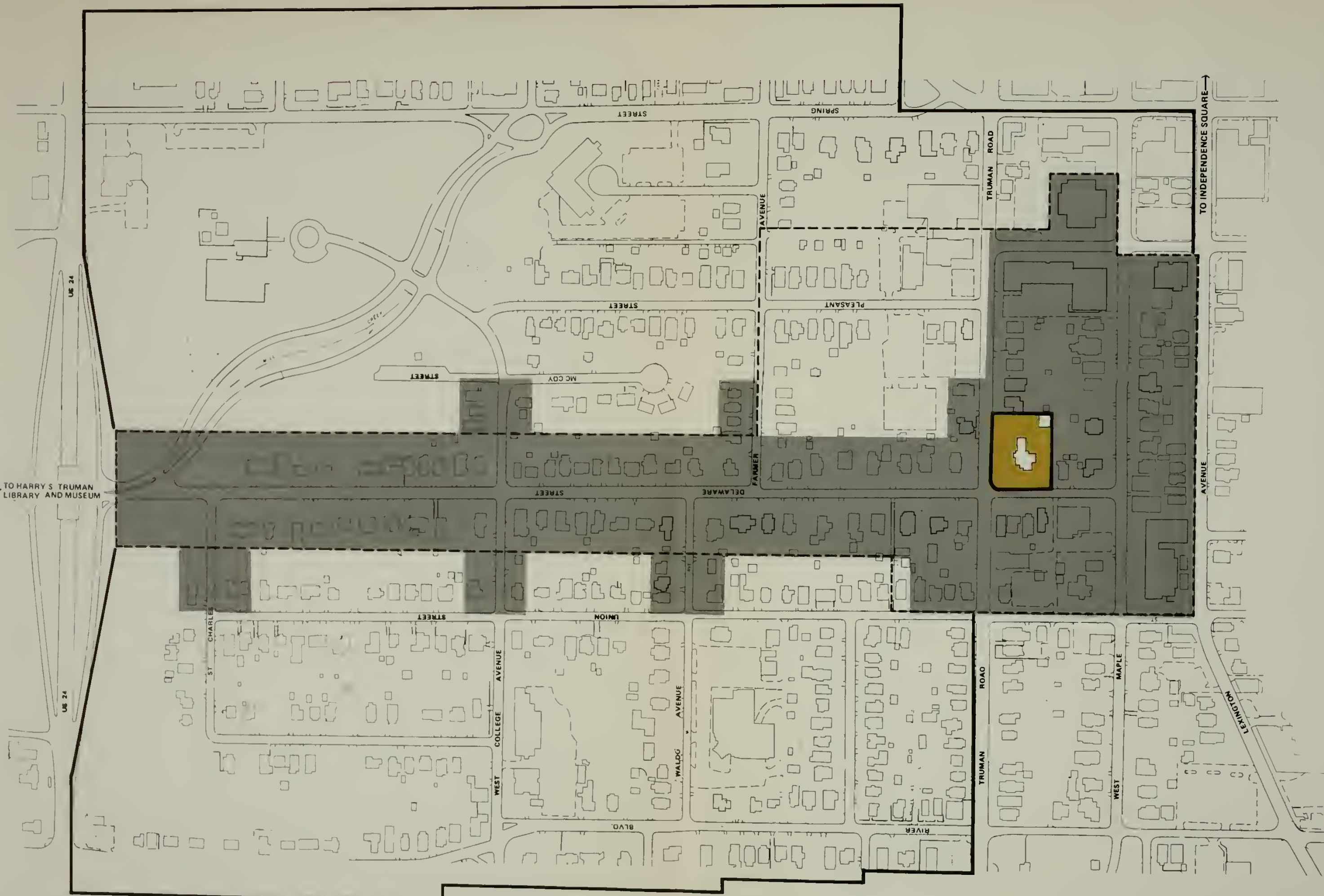
HARRY S TRUMAN
NATIONAL HISTORIC SITE

UNITED STATES DEPARTMENT OF THE INTERIOR /
NATIONAL PARK SERVICE

NATIONAL HISTORIC
SITE BOUNDARY

NATIONAL HISTORIC
LANDMARK DISTRICT BOUNDARY

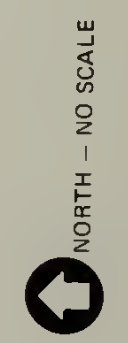
BOUNDARY CHANGES HARRY S. TRUMAN HERITAGE DISTRICT



- HARRY S. TRUMAN
HERITAGE DISTRICT
(City of Independence)
- January 21, 1974
(City Ordinance 3407)
(coincided with national
landmark district boundary)
 - January 2, 1979
(City Ordinance 5445)
 - February 6, 1984
(City Ordinance 7917)

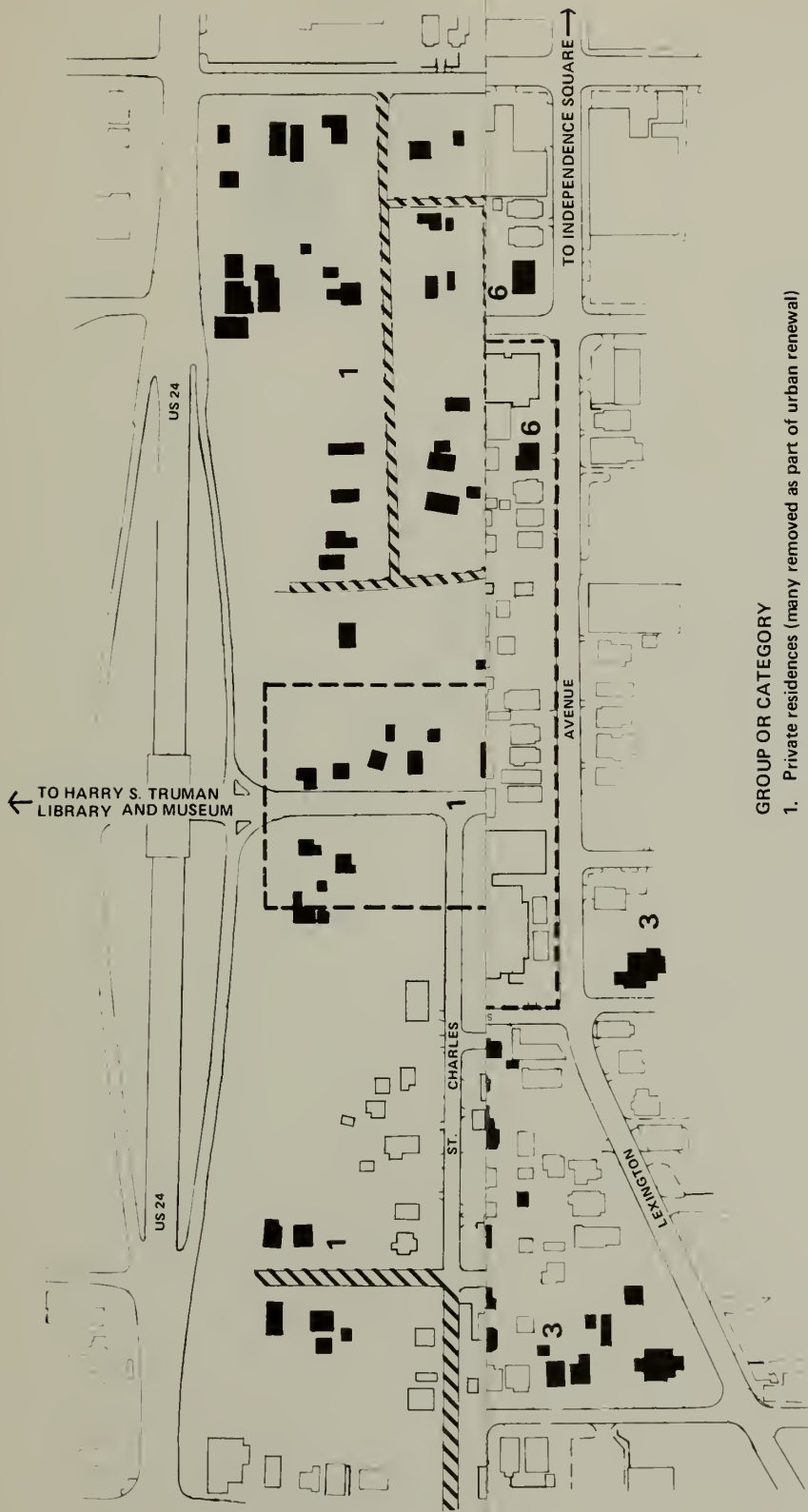
- NATIONAL HISTORIC
SITE BOUNDARY
- NATIONAL HISTORIC
LANDMARK DISTRICT BOUNDARY

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BOUNDARY CHANGES FOR HARRY S. TRUMAN HERITAGE DISTRICT

HARRY S TRUMAN
NATIONAL HISTORIC SITE
UNITED STATES DEPARTMENT OF THE INTERIOR /
NATIONAL PARK SERVICE



GROUP OR CATEGORY

1. Private residences (many removed as part of urban renewal)
2. Waldo Avenue Baptist Church
3. The Church of Jesus Christ of Latter-day Saints/
The Reorganized Church of Jesus Christ of Latter-day Saints
4. First Baptist Church of Independence
5. First Methodist Church of Independence
6. First Presbyterian Church of Independence



Demolition of landmark structures since district was established in 1972



Demolition of structures since 1963

Removal of streets and alleys since 1963



NORTH — NO SCALE

HARRY S TRUMAN NATIONAL HISTORIC SITE

UNITED STATES DEPARTMENT OF THE INTERIOR /
NATIONAL PARK SERVICE

NATIONAL HISTORIC
SITE BOUNDARY



NATIONAL HISTORIC
LANDMARK DISTRICT BOUNDARY



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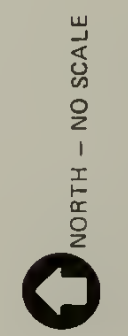
DEMOLITION POST 1963 AND POST 1972



GROUP OR CATEGORY

- 1. Private residences (many removed as part of urban renewal)
- 2. Waldo Avenue Baptist Church
- 3. The Church of Jesus Christ of Latter-day Saints/
The Reorganized Church of Jesus Christ of Latter-day Saints
- 4. First Baptist Church of Independence
- 5. First Methodist Church of Independence
- 6. First Presbyterian Church of Independence

- Demolition of landmark structures since district was established in 1972
- Demolition of structures since 1963
- Removal of streets and alleys since 1963



HARRY S TRUMAN
NATIONAL HISTORIC SITE
UNITED STATES DEPARTMENT OF THE INTERIOR /
NATIONAL PARK SERVICE

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DSC/MAY 85

DEMOLITION
POST 1963 AND POST 1972

- NATIONAL HISTORIC SITE BOUNDARY
- NATIONAL HISTORIC LANDMARK DISTRICT BOUNDARY

NEW ELEMENTS POST 1963 AND POST 1972

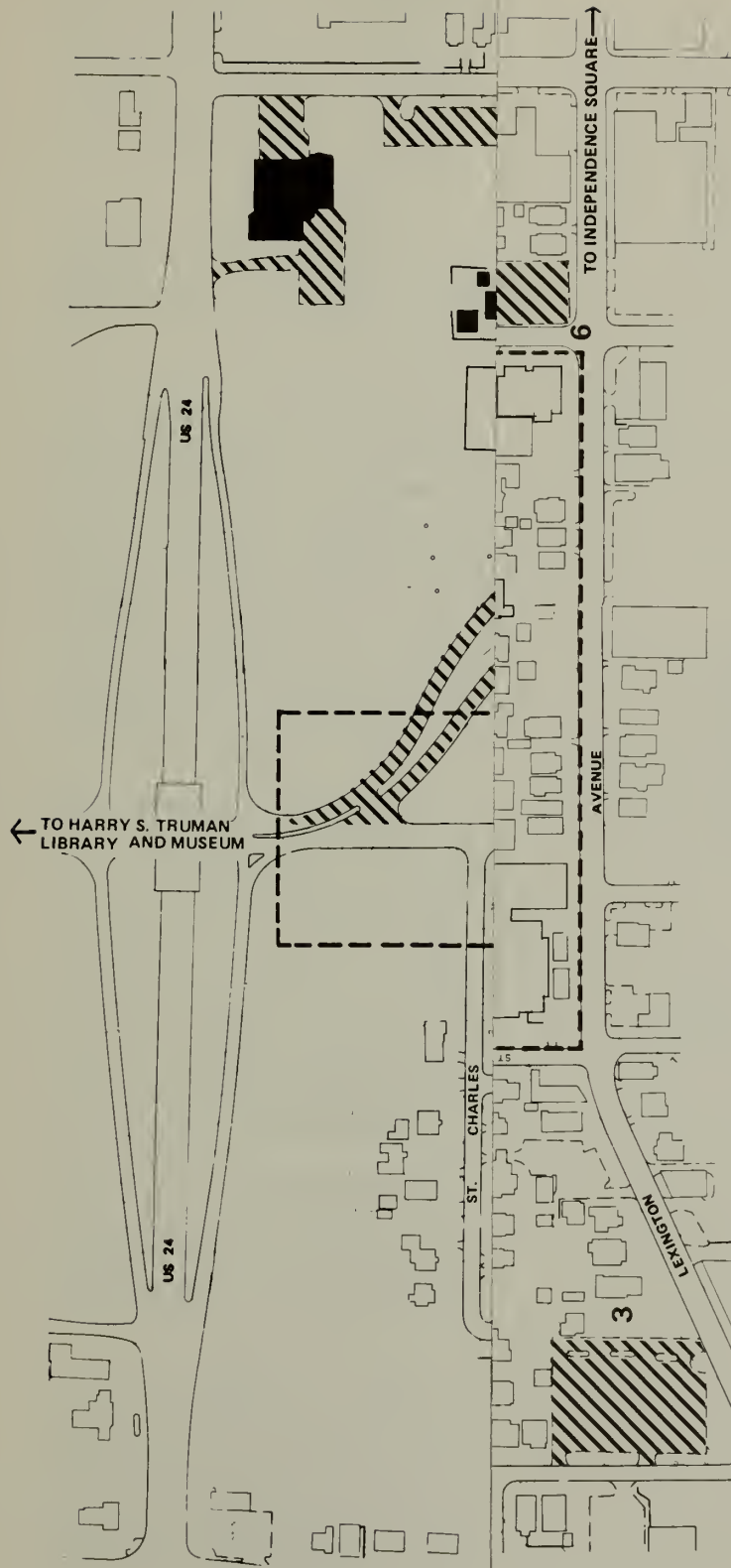
HARRY S TRUMAN NATIONAL HISTORIC SITE

UNITED STATES DEPARTMENT OF THE INTERIOR /
NATIONAL PARK SERVICE

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DSC | MAY 85



NORTH — NO SCALE



GROUP OR CATEGORY

1. Private residences
2. Waldo Avenue Baptist Church
3. The Church of Jesus Christ of Latter-day Saints/
The Reorganized Church of Jesus Christ of Latter-day Saints
4. First Baptist Church of Independence
5. First Methodist Church of Independence
6. First Presbyterian Church of Independence
7. Heritage House
(apartments for the elderly)
8. Palmer Junior High School



New parking lots in landmark district
since its establishment in 1972



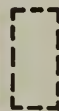
New buildings or
additions built since 1963



New parking lots and
streets built since 1963



NATIONAL HISTORIC
SITE BOUNDARY



NATIONAL HISTORIC
LANDMARK DISTRICT BOUNDARY



NEW ELEMENTS

POST 1963 AND POST 1972

HARRY S TRUMAN
NATIONAL HISTORIC SITE
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property, it automatically became exempt, also. In 1984 City Ordinance 7917 reduced the boundaries of the heritage district, and within this smaller area it rescinded the exemption of church actions from review by the commission. This action left a significant portion of the national historic landmark district that is just across Truman Road from the national historic site with no protection from alteration or demolition (see the Proposal map).

In light of the demolition and new construction that had already occurred and the strong threat of additional similar development in the unprotected portion of the district, the Harry S. Truman district was identified as a threatened national historic landmark in the secretary of the interior's 1984 and 1985 annual "section 8" reports to Congress (see appendix D).

In addition to threats to its historic architectural integrity, the quality of the neighborhood, as exhibited by its maintenance and socioeconomic characteristics, is declining. Several houses are visibly in need of maintenance work or structural rehabilitation. This is a reflection of the lower incomes, higher number of elderly residents, and the generally lower housing values in the district compared to many other sections of the city. Another reflection of these factors is the amount of rental property found in the district. The neighborhood has been in a long-term cycle of conversion of single-family homes to multifamily homes and conversion of owner-occupied homes to renter-occupied units. Currently, 44 percent of the residential structures in the national landmark district are rentals, and the trend of conversion is continuing.

The district is currently in a position to benefit from federal and local programs designed to assist in the preservation of historic resources. Tax advantages are available to improve income properties; local nonprofit organizations or government agencies can organize funding sources for neighborhood improvement; seminars by preservation experts can be developed. However, these and other tools are not currently being used in the district. Furthermore, the federal direct-aid programs for assisting local community historic preservation efforts have recently been vastly reduced and they may be eliminated. Affected programs include community development block grants, urban development action grants, and national preservation grants-in-aid.

The Truman Neighborhood Homes Association was formed in 1984 with the purpose of preserving the neighborhood. The association's primary focus thus far has been the initiation of a program of voluntary deed restrictions. At present, a relatively small number of owners have chosen to attach the restrictions to their properties.

In the absence of any local action to protect a sizable portion of the national historic landmark district northeast of the Truman home, the National Park Service will recommend that the district again be listed as a threatened national historic landmark in 1986. Given that the continued national significance of the landmark district is in jeopardy and that the federal commitment to support historic preservation in this area is firmly rooted in legislation, it is reasonable that the National Park Service

should consider certain measures to protect the federal district's resources. Furthermore, the portion of the landmark district that currently is unprotected is prominently visible from the Truman home and constitutes the historic setting for that federally owned and managed property. If the setting is allowed to deteriorate beyond recognition as Truman's neighborhood, then the historic integrity and interpretive value of the Truman home will be greatly diminished.

A key question is whether the National Park Service through existing powers, independent of specific congressional action, can protect national landmark properties that are outside the national historic site boundary but relevant to the purpose of the national historic site. The legislative histories of the national historic site and the national historic landmark district, along with many other laws and historical mandates, have been reviewed with a determination that the National Park Service has no current practicable authority to acquire interests or to assert authority in the landmark district (see the "Options Considered but Determined Infeasible" and the "Legislative History" sections). Currently, the National Park Service can only administer limited amounts of financial and technical assistance to organizations and individuals involved in historic preservation.

Any greater involvement by the National Park Service would require a specific act of Congress to expand the boundary of the national historic site. This action is considered in the planning alternatives presented in this document. Consideration of modifying the external boundaries of a park is one of the standard components of NPS general management plans, as specified in section 604 of the National Parks and Recreation Act of 1978. The NPS "Planning Guidelines" (NPS-2) confirm that general management plans may be the basis for NPS-sponsored legislation for boundary changes.

Visitor Use

Access and Public Reception. Visitor access would become an issue only if the shuttle bus service currently provided by the city of Independence was no longer available. The city shuttle bus takes visitors to a number of historic sites, including the Truman home. There are several parking areas along the shuttle bus route. Approximately 60 to 70 percent of the visitors to the national historic site leave their cars at Independence Square and ride the shuttle bus to the Truman home. This is the best solution for access to the home as long as the service continues to be provided in a manner similar to present.

If the city should discontinue its shuttle service, the Park Service would have to find another means of providing access to the site without adversely affecting the historic residential character of the neighborhood and the quality of life enjoyed by local residents. Traffic in the neighborhood is already congested because of a lack of adequate off-street parking for residents, the high volumes of traffic carried by several of the streets, and the slowdowns caused by sightseers driving

by the Truman home, and the Park Service would not want to aggravate this situation. Parking lots exist within convenient walking distance, but their use would involve crossing busy streets or they would be unavailable during some periods of visitation (see "Options Considered but Determined Infeasible"). Consequently, to keep existing traffic problems from worsening, it appears that a shuttlebus provided by the city, the Park Service, or some other entity is the only practicable means to support public access to the national historic site.

The public reception facilities for visitors to the national historic site are not an issue at this time. Reception services are currently provided at the Truman Home Ticket/Information Center near Independence Square, six blocks east of the national historic site. The shuttle bus staging area is at the information center. The National Park Service leases space for the information center on the ground floor of Old Fire Station No. 1, which is owned by the city of Independence. The center is operated by the National Park Service through the Eastern National Park and Monument Association and city volunteers. The staff at the center provides information, handles all the tour reservations for the Truman home, sells interpretive publications, and operates the NPS audiovisual program about the Truman home. The operation works well; however, if the fire station became unavailable in the future, the National Park Service would have to find a new site. The lease as now written is renewable every five years. The park offices are currently housed on the second floor of the same building as the information center. The offices are proposed for eventual relocation, but the information center will preferably remain where it is on the first floor of the fire station. The primary criterion for the information center is that it remain easily accessible to public parking and the main staging area for the shuttle bus system. Additional criteria are also presented in this document, but no alternative sites are being actively considered at this time.

Interpretive Media and Programs. The available visitor use statistics show that almost as many people come to visit the national historic site without taking the home tour as those who take the tour (see table 12 in the "Description of the Environment"). The NPS employee on duty at the front gate of the Truman home keeps track of the persons without tour reservations who walk up and ask questions or listen to conversations. These people made up 49 percent of the total visitors at the front gate during the first full year of operations. So far during the second year the percentage of visitors without home tour reservations has been 50 percent. Other people who ride by on tour buses or in their private vehicles, including many who get out to look at the home or to take pictures, are not counted.

The issue is whether the existing capacity of the home tours, as currently operated, will prove to be significantly lower than the long-term demand for tours, and if so, how the National Park Service will respond to this unmet demand. On the one hand, the fact that the tour schedules fill up early in the day in the summer indicates that many more people would like to tour the home during the main visitor season than can be accommodated. During the summer months, the tours are frequently filled

by early afternoon and many disappointed visitors are turned away in the afternoons. In addition, the long wait for the next available tour can result in some people leaving. On the other hand, in the winter, when the tours often are not filled, the ratio of visitors who do and do not take the home tour remains about the same as it is during the summer, indicating that many visitors are satisfied with simply viewing the home from the outside and do not choose to take the home tour even though it is available to them.

The issue is further complicated by the fact that it is not known how the first few years of public use at this national historic site will compare to subsequent years. The 1985 data are comparable to the 1984 data, but no trend can be derived from this short period of use. A proposal to expand the capacity of the home tour would be premature at this time. However, several options have been considered, and they are described in this document for future reference, if needed. The option of providing more extensive audiovisual programs and exhibits about the Truman family story has also been considered. Such programs would provide alternative activities for visitors who might be disappointed about not being able to make a reservation for the home tour.

On-Site Visitor Support Facilities. No shelter and only limited seating is currently provided for visitors waiting for their tour or for the shuttle bus following a home tour. This poses a hardship for many visitors who must stand outside or sit on the curb in the hot sun, in rainstorms, or in chilling winter winds. Also, there are no restrooms available, although they are requested by visitors.

At times it is necessary to assist visitors who are not feeling well. However, there is currently no suitable place where visitors can have any privacy if they need first aid or if they must lie down for a few minutes. Visitors who do not feel well currently must lie down in the bus or on the porch or lawn.

These critical visitor support facilities--shelter, restroom, and first-aid space--should all be located as near the home as possible. However, no suitable space for these facilities has been identified within the boundary of the 0.77-acre national historic site (refer to the discussion of "Options Considered but Determined Infeasible"). Consequently, the National Park Service must consider use of a structure outside the present boundary to provide essential visitor services. The structure should be no more than a block from the Truman home and should be readily accessible to the shuttle bus stop. It would be preferable if the shuttle bus did not stop immediately in front of the Truman home gate, since that area is usually congested, but it should stop nearby.

Park Operations

Consideration needs to be given to permanent office and work space. As noted above, offices are currently located on the second floor of the Truman Home Ticket/Information Center, a city-owned structure six

blocks from the home. A five-year lease has been negotiated with the city of Independence for the use of this structure.

This space generally functions well for the administrative activities; however, it presents operational difficulties. The building is too small to accommodate all the needed storage space. Also, because there are few employees on the park staff and most employees work at both places, movement is constant between the home and the downtown headquarters. The distance between these facilities is six blocks, and whether employees walk, ride the shuttle bus, or drive, it takes up to half an hour to make the round-trip, which is an inefficient use of manpower.

Currently the interpretive staff uses the basement to take lunch breaks and to prepare their interpretive talks. However, the use of this area was identified in the April 1985 report from the regional chief of safety as "a serious hazard to the employees and the structure." This report cited the lack of a safe heat source, the inadequate exits, and the low ceiling height as serious problems that make the basement unsuitable for staff use. Other problems with use of the basement include wear and tear on historic fabric such as stairs, cramped space, and the potential for noise to carry from the basement and disturb the tours being conducted upstairs.

The maintenance and curatorial staffs need a small on-site workshop to accomplish the work that is essential to the day-to-day maintenance of the structure and artifacts, to provide storage for small tools and equipment, and to ensure safe conditions at the site. There is no space suitable for on-site operational facilities within the 0.77-acre national historic site, for the same general reasons that the spaces are not suitable for visitor use (see "Options Considered but Determined Infeasible"). Consequently, the National Park Service must consider use of a structure or structures outside the current boundary to provide essential operational facilities.

PROPOSAL

INTRODUCTION

The National Park Service proposes to preserve and interpret the Truman home in the historically significant context of its neighborhood setting. The value of the Truman home as a representation of the Trumans' domestic life in Independence is greatly enhanced by the adjacent Wallace homes, the Noland/Haukenberry home across the street, and the "middle America" quality of the surrounding neighborhood. To protect this setting, the National Park Service will seek legislation to expand the boundary of the Harry S Truman National Historic Site to include the 36 structures prominently visible from the Truman home and grounds. The goal is that all properties except the Noland/Haukenberry and two Wallace homes remain in private ownership. Congress will be asked to establish a private nonprofit organization, described here as a Truman neighborhood trust, to work with private property owners to ensure that significant historic values are protected.

The National Park Service will preserve and maintain the Truman home, the Wallace homes, and the Noland/Haukenberry home. The needed on-site visitor and staff support facilities will eventually be accommodated in these structures. Additional curatorial and maintenance facilities will be leased.

Visitor services will continue to be provided much as they are now, with visitors parking near Independence Square and riding the city shuttle bus to the Truman home. The interpretive program offered by the National Park Service will be expanded to include a guided walking tour of the enlarged national historic site.

These proposals, which are described in detail below, constitute the draft general management plan for the national historic site.

RESOURCE MANAGEMENT

Treatment of the Truman Home and Grounds

The preservation of the Truman home and its contents will remain the highest priority for the national historic site under this proposal (and also under all of the alternatives considered). This is the primary emphasis of the NPS management objectives, as well as the central tenet of the 1983 legislation that established the site.

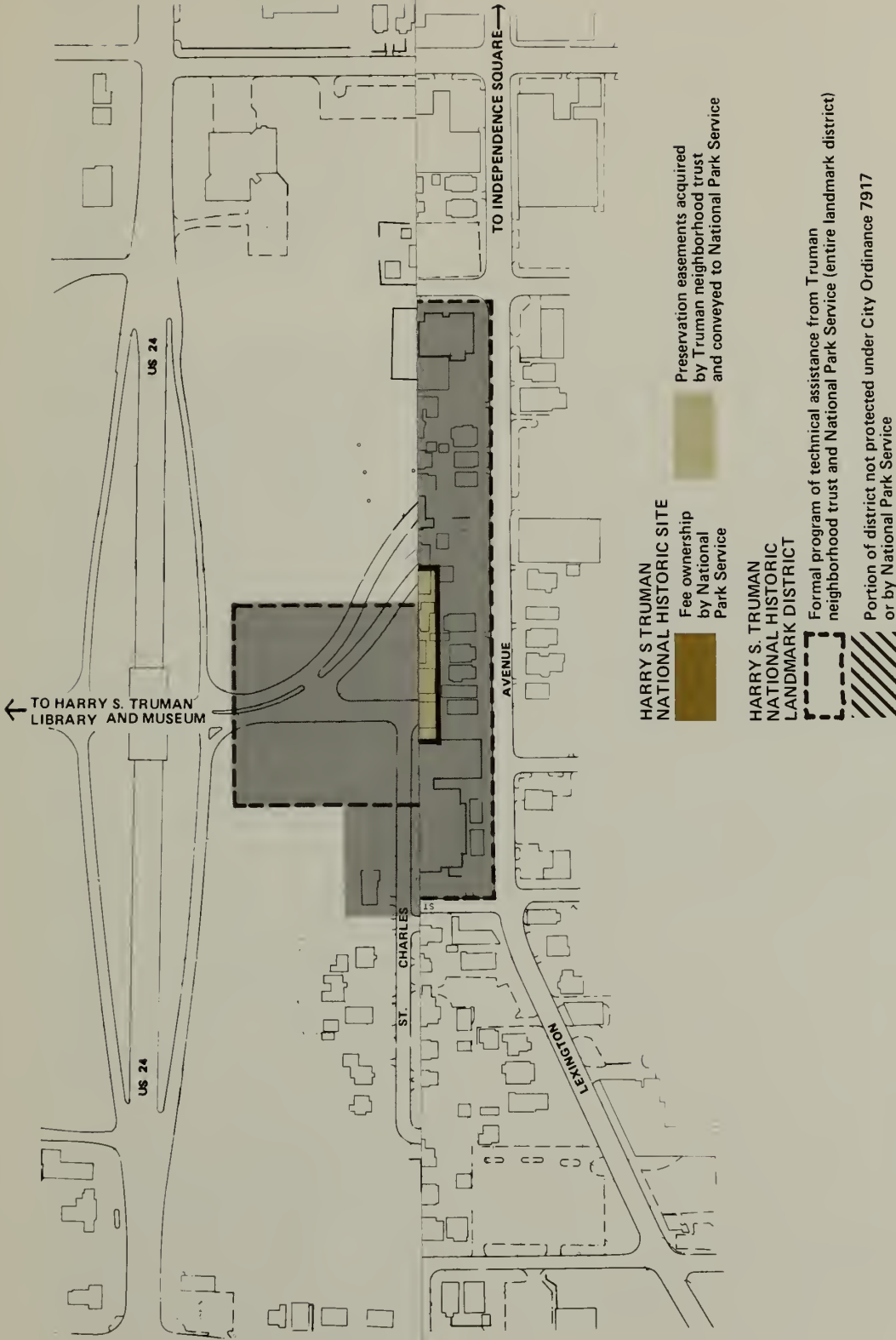
When the National Park Service assumed responsibility for the Truman site, the home, some of the objects inside, and the grounds were deteriorating. Several preservation actions were necessary immediately, and others had to be set in motion, to prevent irreversible loss. These early problems precipitated immediate resource planning for the site, which is now nearing completion. A "Resource Management Plan,"

PROPOSAL

HARRY S TRUMAN NATIONAL HISTORIC SITE

UNITED STATES DEPARTMENT OF THE INTERIOR /
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NORTH — NO SCALE

HARRY S TRUMAN
NATIONAL HISTORIC SITE

Fee ownership
by National
Park Service

Preservation easements acquired
by Truman neighborhood trust
and conveyed to National Park Service

HARRY S. TRUMAN
NATIONAL HISTORIC
LANDMARK DISTRICT

Formal program of technical assistance from Truman
neighborhood trust and National Park Service (entire landmark district)

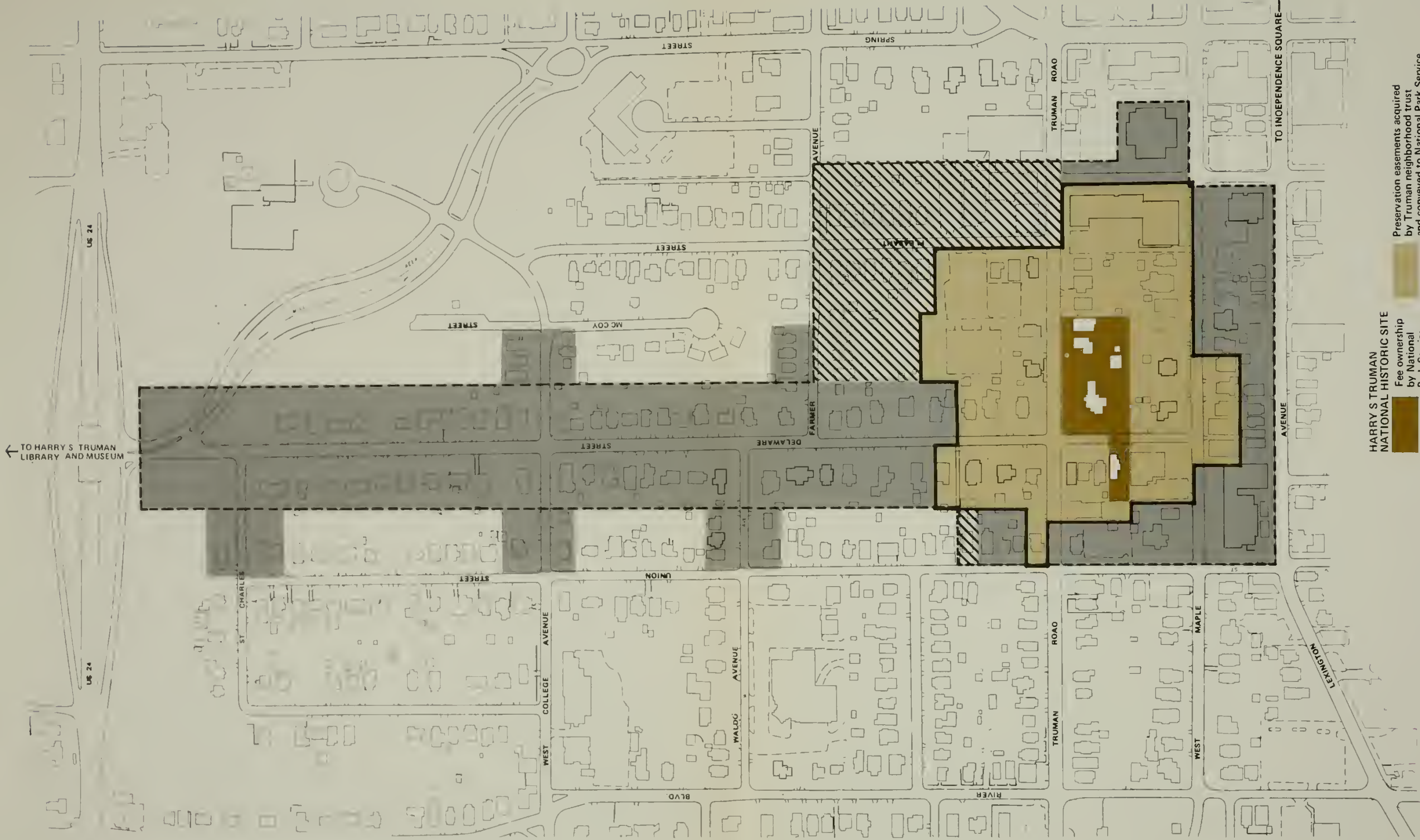
Portion of district not protected under City Ordinance 7917
or by National Park Service

HARRY S. TRUMAN
HERITAGE DISTRICT

Protected under
City Ordinance 7917

NATIONAL HISTORIC
SITE BOUNDARY

NATIONAL HISTORIC
LANDMARK DISTRICT BOUNDARY



PROPOSAL



NORTH — NO SCALE

- HARRY S. TRUMAN NATIONAL HISTORIC SITE**
 - Fee ownership by National Park Service
 - Preservation easements acquired by Truman neighborhood trust and conveyed to National Park Service
- HARRY S. TRUMAN NATIONAL HISTORIC LANDMARK DISTRICT**
 - Formal program of technical assistance from Truman neighborhood trust and National Park Service (entire landmark district)
 - Portion of district not protected under City Ordinance 7917 or by National Park Service
- HARRY S. TRUMAN HERITAGE DISTRICT**
 - Protected under City Ordinance 7917

HARRY S. TRUMAN NATIONAL HISTORIC SITE

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

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NATIONAL HISTORIC SITE BOUNDARY

NATIONAL HISTORIC LANDMARK DISTRICT BOUNDARY

prepared in conformance with the NPS "Cultural Resource Management Guidelines" (NPS-28), identifies a number of specific preservation projects, which are summarized below. Some of these projects have already been completed, and others are underway.

Since acquiring the home, the National Park Service has taken immediate action to stabilize the building and to provide safe conditions so that tours can be conducted. The first story and porch floors have been reinforced to bear a load of 100 pounds per square foot, all the electrical wiring has been replaced, the metal components of the roof have been repaired, and some of the walkways have been replaced. The home's exterior structural components and surfaces have been completely rehabilitated. The asphalt shingles are scheduled for replacement in 1986.

A historic structure report to identify additional long-term preservation needs is nearing completion. The sections describing the home's history and significance and the drawings of existing conditions are approved, and the recommendations for treatment are in preparation. The goal will be to maintain as much of the home's historic fabric as possible, including floor and wall coverings. The historic structure report will also provide more complete information for interpreting the home. Ultimately, a historic structure preservation guide will be prepared to guide the routine maintenance practices necessary to care for the home.

The Truman home was fully furnished in 1982 at the time of Mrs. Truman's death. It contains an estimated 35,000 objects from the many generations of the Gates/Wallace/Truman families who occupied the home. The National Park Service has a responsibility to interpret the home with its furnishings in an objective, well-documented manner, as close as possible to the way the Trumans left it. A historic furnishings report is being prepared to guide the restoration and maintenance of historically accurate furnishings. Due for completion in 1986, the report will enable managers to maintain an interior scene truly reflecting the Trumans' occupancy and use. It will provide a permanent record of object locations within the home, which will aid interpretation, facilitate security checks of objects, and give the curatorial staff a fixed arrangement of objects to maintain and preserve. The intent of the furnishings plan will be to retain the appearance of the home as if the Trumans had just walked out for a moment. Objects not displayed in the home--a large portion of the collection--will be stored in a separate building (see "Collection Management and Storage," below).

A new air-conditioning system has been installed to provide suitable temperature control to protect the artifacts from deterioration and to make the tours comfortable. Ultraviolet filters have been installed on all the home's windows to prevent deterioration of surfaces and objects inside the structure. A comprehensive security and fire alarm system has been installed, and the home and carriage house have been protected from lightning strikes. It is recommended that the "Resource Management Plan" be amended to additionally outline a study for monitoring the effects of the noticeable vibrations caused by large-truck traffic on Truman

Road. Additional action may be needed to protect the home from this potential source of damage.

The "Resource Management Plan" addresses the carriage house and grounds as well as the home and its contents. It proposes to stabilize the carriage house and to maintain its appearance consistent with the time period of the Trumans' later retirement years. Consistent with this determination, no use will be made of the historic carriage house that would conflict with its historic use and appearance. This precludes public use because any public activity around the carriage house would conflict with the historic backyard scene visible from the back porch of the Truman home.

A cultural landscape report is being prepared to guide the reestablishment of the lawn and other vegetation as they were when the Trumans were actively maintaining them. No new structures that would be out of context with this period will be allowed on the grounds. This precludes construction of a bus-stop-type inclement-weather shelter in front of the home or on the exterior walks.

Collection Management and Storage

Consistent with the mandate to acquire the fixtures and personal property associated with the Truman home, the National Park Service will retain all of the estimated 35,000 objects in the Truman home collection, and the park staff will continue to supervise the work of cataloging and treating the objects. Unless new or reallocated funds or staffing are made available to contract or perform the curatorial work, it will take approximately 25 years to complete this work on a time-available basis. Therefore, the bulk of registration and cataloging will be accomplished under contract, to speed completion of these critical tasks. This is projected to take five years at an annual cost of \$20,000. Trained park staff members will perform routine preservation, and professional conservators will be contracted to perform more advanced and complex techniques. A collection management plan will be prepared to establish priorities for curatorial work and to guide the routine housekeeping and cyclic maintenance of the collection. The goal will be to initially treat and catalog all of the objects in the Truman home collection in five years.

To protect the incalculable monetary and historical research value of the artifacts, the bulk of the collection will be stored in a climate-controlled, intrusion-proof, and fireproof structure separate from the Truman home. A permanent storage facility large enough to hold the objects not displayed in the home will be leased for this purpose. All objects in the collection will be professionally documented before removal for treatment and storage.

Archeological Surveys

Archeological surveys of the national historic site will be conducted for each future ground-disturbing project to avoid the loss of historic subsurface resources. In the future, funds will be requested for a comprehensive archeological survey to comply with Executive Order 11593.

Site Protection

Preservation of Adjacent, Historically Significant Structures. The National Park Service will seek legislation to expand the boundary of the national historic site to include 36 additional buildings that are highly visible from the Truman home. The three historically significant structures adjacent to the Truman home--the Noland/Haukenberry home and the two Wallace homes--will be acquired in fee by the National Park Service, and their exteriors will be preserved and interpreted as part of the Truman family story. The significance of these structures to the Truman domestic history warrants the historically accurate preservation and constant maintenance of their facades and grounds. This work can most effectively be accomplished by the National Park Service, since the strict standards involved in this treatment would exceed the interest and capability of most homeowners. To protect all three buildings from loss or deterioration, they will be acquired in fee, with life estates offered to the present owners. Each home's exterior will be preserved and maintained by the National Park Service as it appeared in the period of the Trumans' later retirement years.

The Noland/Haukenberry and the George and Frank Wallace homes will be adaptively used for visitor support and park operations. Adaptive use will contribute to their preservation by ensuring their long-term usefulness and economic value. This will be consistent with the national policy to "encourage the public and private preservation and utilization of all usable elements of the Nation's historic built environment" (section 2(5) of the National Historic Preservation Act as amended in 1980, 16 USC 470 et seq.) and with the policy to accommodate federal agencies in buildings of architectural or cultural significance wherever feasible (Public Buildings Cooperative Use Act of 1976, PL 94-591).

The interpretive potential of the Noland/Haukenberry and Wallace homes will be evaluated once they are under NPS management, and interior modifications for visitor use and management purposes will be limited as much as possible to protect the significant features of the buildings' interiors. If the contents of the homes become available, they, too, will be professionally evaluated for use in interpretive programs at the national historic site or at other Truman sites. The National Park Service will purchase or accept donation of items meeting the guidelines of an approved scope of collections statement.

Preservation of the Neighborhood Setting for the Truman Home. As mentioned above, Congress will be requested to expand the national historic site boundary to include the Noland/Haukenberry and the two

Wallace homes and 33 additional structures to protect the historic setting of the Truman home. The new legislation will authorize the acquisition of historic preservation interests in the nonfederal properties within the new boundary and establish a private nonprofit trust to carry out the acquisition and management of these interests. The objective of this action will be to allow for continued private residential and commercial use while avoiding any further loss of historic structures or introduction of incompatible features in the area prominently visible to visitors from the Truman home and its grounds.

In most instances the trust will acquire only the minimum interest necessary to achieve this objective. In other instances it will purchase the property in fee, then sell or lease it back, retaining the necessary interest. Most properties will be expected to remain under individual ownership, and owners will continue to pay local property taxes. If some properties are leased back, rather than sold back, or if the preservation easements retained by the federal government decrease the assessed valuation of a property for tax purposes, the federal government will make payments-in-lieu-of-taxes to compensate the local taxing authority for any difference in income. The authority to make these payments will be included in the legislation.

The Truman neighborhood trust will be tailored to be consistent with the laws of the state of Missouri and will be partially funded through the federal treasury. The trust will receive a set amount of initial funding from the federal government, but thereafter, it will support itself through the sale and lease of property, fund raising, donations, and grants. The one-time federal expenditure is estimated at \$460,000. That amount will cover three years of operating expenses and provide a start-up property-acquisition and investment fund. (The covered costs are itemized in appendix E, and the methodology used to estimate residential property values is described in appendix F).

The trust will be empowered to conduct the following activities within the boundary of the national historic site:

- Acquire lands and interests in lands.

- Monitor easements and neighborhood change.

- Enter into maintenance and other cooperative preservation agreements.

- Provide technical assistance to residents (primarily advice on preservation tax advantages and referrals for professional consultation related to preservation projects).

- Raise funds and administer revolving funds to finance neighborhood preservation projects.

- Seek injunctive relief from demolition of structures within the boundary.

The National Park Service, working cooperatively with the Truman neighborhood trust, will prepare a land protection plan to guide the acquisition of properties or interests in properties within the national historic site. The plan, which will be developed with public participation, will consider each property on its individual merits to determine the exact interest to be acquired. It is anticipated that scenic easements will be sought from some property owners, while other properties might be protected through purchase/sellback or purchase/lease or through purchase of the first rights of refusal on the sale of the property. The transfer of property or interests in property will be done in the manner most advantageous to the grantor (i.e., donation, bargain sale, full value purchase, etc.).

The details of easements will also be determined by the land protection plan. Generally, the easements will meet the following objectives:

- Ensure the perpetuation of the character of the property and restrict incompatible change.

- Ensure the perpetuation of the easement upon transfer of title by the grantor.

- Ensure control of the property's use and redevelopment following involuntary loss as a result of fire, storm, or a similar disaster.

The basic intent of each easement will be to retain the general architectural character of the building and the integrity of its grounds. Easements will be sought on all properties to ensure that no new incompatible construction occurs within the historic site boundary. Easement restrictions will not prohibit modifications; rather, they will ensure compatibility with the historic character, mass, and materials of the neighborhood. Paint choice will not be restricted except in extreme cases. Acceptable colors will be those generally found on residences throughout the district. Easement restrictions will not limit normal structural modifications such as room additions or storage sheds; however, the maximum scale and mass of buildings and maximum lot coverage will be limited to the same standard currently applied by the city heritage district ordinance. Conversion of single-family residences to multifamily use will be acceptable; however, paving to provide adequate parking for multifamily use might not be possible within the limits of the local development restrictions of Ordinance 7917 (see appendix C). Commercial businesses will be allowed if they conform to the neighborhood standards set forth in the present city ordinance, to the land protection plan, and to any easements held on the property. Maintenance of structures will remain the responsibility of the individual property owners. Maintenance assistance could be provided by the Truman neighborhood trust through a revolving fund or through cooperative agreements when necessary.

The National Park Service will not attempt to reverse the changes that have already occurred in the neighborhood since 1972, but it may seek to lessen their effects. Some visual intrusions, for example, might be

partially mitigated through actions such as vegetative screening. In working with the city, churches, and organizations, and in assisting homeowners through the programs and services previously described, the trust and Park Service will seek to retain a historic residential character in view of the home while keeping the neighborhood a viable place to live. The Park Service can help support community pride, but it cannot be a substitute for it. The most significant contributors to neighborhood protection will always be the residents.

In the future, a residential structure in the expanded national historic site that is lost involuntarily to fire or a similar disaster may be replaced only with another residential structure. The replacement will not have to be a duplicate of the original structure, but it will have to blend with the existing architectural fabric of other structures and reinforce the continuity of the neighborhood, rather than stand out individually. The easements as determined by the land protection plan will specify the qualities of the neighborhood's physical fabric that should be incorporated into new structures.

In the case of property threatened with demolition, the Truman neighborhood trust will be authorized to seek restraint through the courts. However, when the powers of the trust are inadequate to protect a property within the boundary, the National Park Service will have the authority to condemn and provide legal support to the trust.

The composition of the board of directors of the Truman neighborhood trust will be designated by Congress and will include representatives of local, state, and national interests. It is intended that strong local participation be maintained in preserving the Truman home and the properties included within the boundary. Board members might include individuals from local preservation, business, and civic groups, the Truman Library, the state historic preservation office, and the Department of the Interior.

The trust must be operated assertively by an executive staff who can be entrepreneurial in their management of property interests within the boundary of the national historic site. The executive staff must be capable of leadership that will stimulate and maintain active community involvement.

Preservation of the National Historic Landmark District. The Truman neighborhood trust and the National Park Service will work closely with the city and its heritage commission to protect the national historic landmark district. As noted in the "Planning Issues" section of this document, the district was formally identified as a threatened district in the secretary of the interior's 1984 and 1985 reports to Congress.

To help protect the district's nationally significant resources the Truman neighborhood trust will direct a formal outreach program of preservation assistance to private property owners throughout the district, outside as well as inside the boundary of the national historic site. The outreach program will promote the use of available preservation tools by individual

residents, neighborhood coalitions, and partnerships between the private and public sectors. The major preservation tools are listed below. As shown, some of the tools will be most useful for averting incompatible land use changes or building demolition, while other tools will be most useful for encouraging neighborhood maintenance and revitalization. The roles that the trust will play in promoting the use of these tools is indicated for each item.*

Tools for averting land use change or building demolition

Protective city ordinance: Provide information about how individuals or organizations could improve the effectiveness of the city's protective ordinance through the critical issues program operated by the National Trust for Historic Preservation in the United States or through other expertise. (The National Trust program evaluates the effectiveness of city ordinances and assists local groups in ensuring that the ordinances are enforced.)

Preservation easements: Receive easements that qualify the donors for tax advantages.

Acquisition: Provide information about the program of emergency property acquisition operated by the National Trust for Historic Preservation.

Tools for encouraging neighborhood maintenance and revitalization

Technical assistance: Refer individuals to architects and engineers who specialize in historic preservation and who can provide technical assistance to private property owners anticipating or engaged in maintenance, rehabilitation, and reconstruction projects.

Historic preservation seminars and training: In cooperation with the National Park Service, sponsor and provide information about the seminars and training available from the National Trust for Historic Preservation and other expert sources.

Fund raising for maintenance assistance: Organize and promote fund-raising activities to support maintenance by low-income property owners.

Revolving funds: Administer a revolving fund for neighborhood revitalization projects.

Tax incentives: Help existing or potential income property owners to identify the types of tax advantages available for building rehabilitation and to assess the economic feasibility of undertaking such projects.

*A more exhaustive survey of preservation tools and their applicability to the Truman neighborhood is provided in appendix C.

Federal grants and loans: Identify opportunities for the city and the neighborhood to obtain federal grants (such as HUD community development block grants) and loans (such as HUD title 1 historic preservation loans) for revitalization projects.

Cooperative agreements: Enter into cooperative agreements with property owners desiring to help preserve the national historic landmark district. (If cooperative planning is undertaken for the Truman neighborhood, as proposed in the secretary of the interior's section 8 report to Congress, the results could be specific cooperative agreements between the trust and the city of Independence and private property owners.)

Strong reliance will continue to be placed on direct local control. Guidelines for neighborhood change will continue to be prescribed by City Ordinance 7917. Proposed neighborhood changes will continue to be reviewed by the Heritage Commission and approved by the city council.

MANAGEMENT ZONING

Two management zones will be designated within the expanded boundary of the national historic site. The Truman, Noland/Haukenberry, George Wallace, and Frank Wallace homes will be included in a historic zone. The remainder of the national historic site will be included in a special use zone to allow for private residential and commercial use.

VISITOR USE

The main elements in the visitor experience will continue to be public parking and reception at the Truman Home Ticket/Information Center near Independence Square, transportation between the square and the home on the city's shuttle bus, and a guided tour of the Truman home. This system of access and use was planned carefully by city and NPS personnel, with support from the Independence Chamber of Commerce, the Coalition for Tourism and Historic Preservation, and others, and it functions effectively. If either the existing information center or the shuttle bus service was no longer available, other feasible options would be reconsidered, as described in a later section of this report. The key activities the National Park Service will continue to rely on are described below.

Access and Public Reception

Initial information about the national historic site and other Independence attractions is provided through recorded telephone messages and through brochures that are available at motels and other traveler facilities. Visitors learn they can park across from the ticket and information center and make reservations there for the home tour.

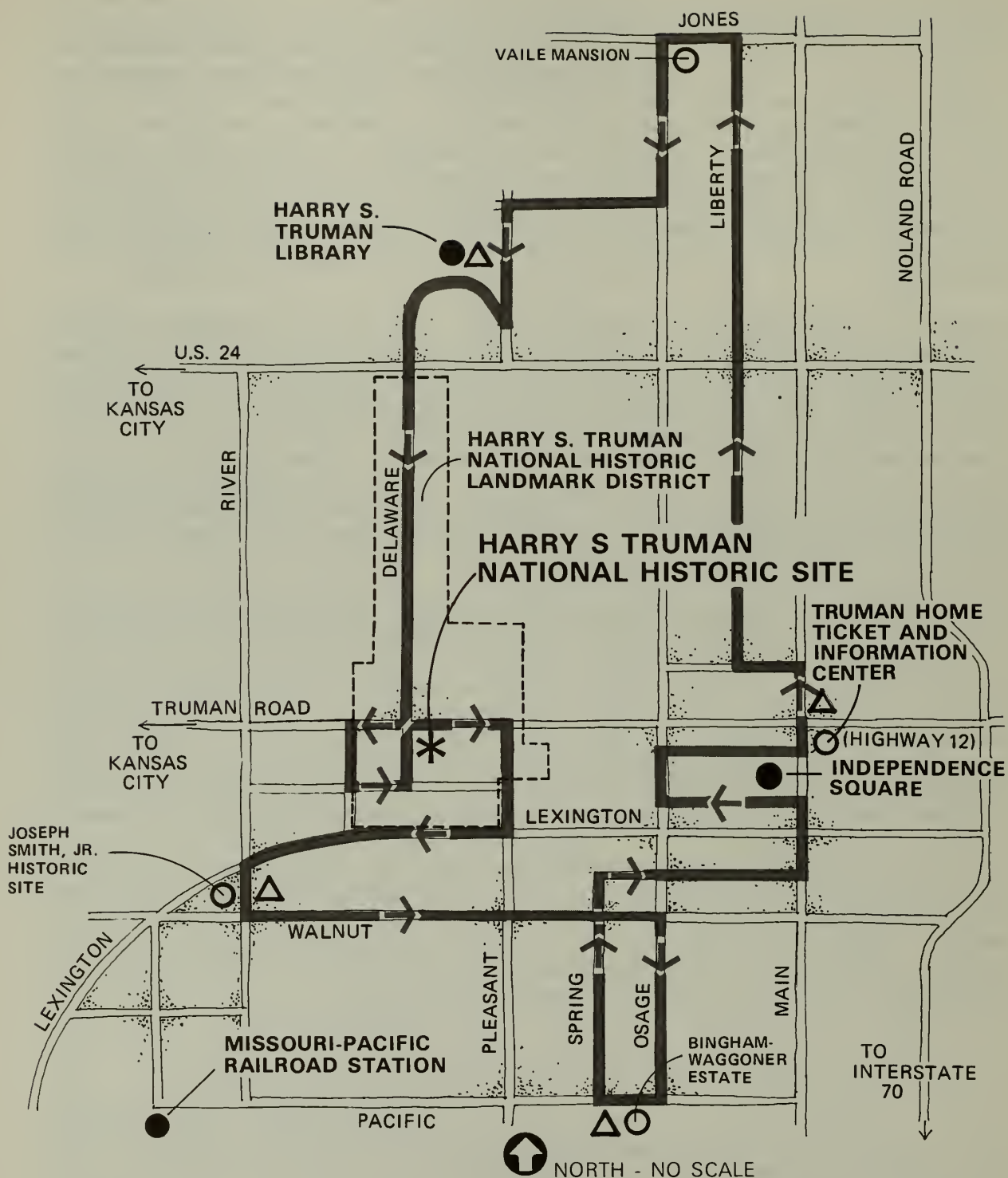
At the ticket and information center, visitors learn of their sight-seeing options in Independence, including the shuttle bus tour and schedules of stops along the way. At this center they make same-day reservations for a tour of the Truman home and they see an NPS-sponsored audiovisual program about the home and its significance. Brochures available at the center include an NPS publication about the national historic site, the city's leaflets about the shuttle bus attractions and self-guided walking tour of the heritage district, and a single-sheet handout that is updated as necessary to advise visitors of current activities. The center is staffed by the Eastern National Park and Monument Association and city volunteers. The center is accessible to handicapped persons using wheelchairs.

Visitors are encouraged to leave their cars at the staging area at Independence Square and ride the city's shuttle bus to the national historic site. Utilization of this service helps to keep traffic congestion and on-street parking needs to a minimum in the Truman neighborhood. The city shuttle bus transports visitors to seven historical attractions in Independence, four of which relate to different aspects of the Truman story (see the Shuttle Bus Route map). There are five shuttle bus parking areas along the route. Independence Square is the main staging area, where visitors are oriented to the tour route and receive information about all the attractions.

Starting at Independence Square and the 1859 jail and marshal's home, the 6-mile shuttle bus loop takes visitors next to the Vaile mansion, then to the Harry S. Truman Library, Harry S Truman National Historic Site, Joseph Smith Jr. Historic Area, Bingham-Waggoner estate, and Jackson County Courthouse. The shuttle operates from 8:30 a.m. to 5:00 p.m. every day and stops at each site every 15 minutes. During the off-season (November through the end of March), the shuttle buses operate daily on a reduced route and at less frequent intervals. The Truman home is included on the reduced route during the off-season.

A round-trip on the shuttle takes approximately 30 minutes for visitors who do not get off the bus. The time required to ride the shuttle and take the guided tour of the Truman home is approximately 1 hour. The shuttle vehicles in operation now are 20-passenger, gasoline-engine buses. An overview of historic Independence and other information is provided by an audio cassette program on each bus.

To provide access to the shuttle bus system for handicapped visitors, one of the city's buses is currently equipped with a lift for wheelchairs. All visitors are discouraged from parking near the Truman home to avoid traffic congestion and intrusions on the historic scene. The National Park Service staff coordinate with shuttle bus operators in meeting the day-to-day needs of handicapped visitors.



Interpretive Media and Programs

The current Truman home tour format will be retained. Upon reaching the front of the home at 219 North Delaware, visitors are greeted by a uniformed NPS ranger at the front gate. Visitors with tickets for the next 15-minute home tour proceed with their guide on the walkway around the south side of the home to the back porch. The tour route covers the first floor of the home, which is furnished as it was in the post-presidential period, strongly imparting a mood of the Trumans' presence. Voluntary services such as the fresh flowers kept on the dining room table by the Junior Service League of Independence serve to retain the homelike atmosphere. Visitors see and hear discussions of the back porch, kitchen, pantry, library, dining room, foyer, music room, living room, and coatrack, then exit from the front door. Tour size is limited to eight persons. The tour route and the methods of conducting the tour are designed to ensure maximum interpretive benefit while ensuring that the home and its contents are not damaged.

Visitors also see and are told briefly about the carriage house, the Noland/Haukenberry home, the two Wallace homes, and the Secret Service house as part of the Truman home tour. These buildings are pointed out to visitors from the porches and walkways of the Truman home. The Trumans' relationships with the Nolands and the Wallaces will be interpreted in greater detail under the proposal. Limited interpretive media might be installed in the Noland/Haukenberry home, which is proposed for ultimate use as a visitor support facility (see below). No other interior interpretive use is proposed for these structures.

In 1985 an NPS study identified existing and potential barriers to mobility-impaired visitors at the national historic site. Based on that study a relatively new portable device with the commercial name Stair-Trac is being used on an experimental basis to provide access for wheelchair-bound visitors into the Truman home. If two years of using the Stair-Trac shows that it effectively transfers wheelchairs between the walks and the ground floor of the home and that it is favorably accepted by wheelchair-bound visitors, it will be retained; otherwise, another system will be tried. Within the home itself, most wheelchairs in common use are able to pass through all the doorways along the tour route except the 28-inch doorway leading from the kitchen to the back porch. The door to the outside on the south side of the kitchen can accommodate larger chairs. Visitors with unusually large chairs or who wish to enter the back porch may choose to be transferred into an available on-site NPS wheelchair that will pass through all the doorways.

After the tour, visitors exit from the front door and go directly to the front gate, where they may either begin a walking tour of the neighborhood or wait for the next shuttle bus. At present, visitors to the national historic site can take advantage of the city's self-guided walking tour of the Truman neighborhood. The city's leaflet outlines a 12-block tour of the heritage district starting at the Truman home and describes the homes, schools, and churches related to the Truman story (see the Walking Tour Route map).

With the expansion of the national historic site, guided walks of the Truman neighborhood will be offered. The walks will be scheduled several times daily, May through September. The objective will be to interpret the effects of the residential environment--the influences of friends, associates, and neighborhood institutions--on President and Mrs. Truman and their daughter, Margaret. The Truman presence in this close-knit midwestern neighborhood will be interpreted through stories of family life, friendships, social events, and the influences of school and church. In contrast to self-guided tours, personally conducted tours will allow for give-and-take interactions and attention to the safety and particular interests of individual visitors.

The first tour of the Truman home currently begins at 9:00 a.m., and the last tour begins at 4:45 p.m. The home is open seven days a week from Memorial Day through Labor Day. Then, because of funding restrictions, it is closed on Mondays for the remainder of the year. Mondays were selected for closure because they had the lowest off-season visitation. Maintenance and curatorial work that cannot be accomplished while the home is open for tours is deferred until these closure days.

The tours are conducted every 15 minutes when demand warrants, and most tours are filled to capacity from late March through November. If visitor use data demonstrate that a significant demand for tours is not being met, the National Park Service will reconsider the option of extending the hours of operation during the peak visitor season (see "Other Options Considered"). The park will experiment with scheduling modifications to allow for the accommodation of school groups.

The present interpretive themes for the home tour are listed below, in order of importance:

- the Trumans at home during the post-presidential years (beginning in 1953), with emphasis on their use of the house and their roles as the "first citizens of Independence"

- the Truman/Wallace story from 1919, when the Trumans were married and moved into the home, until Mrs. Truman's death in 1982

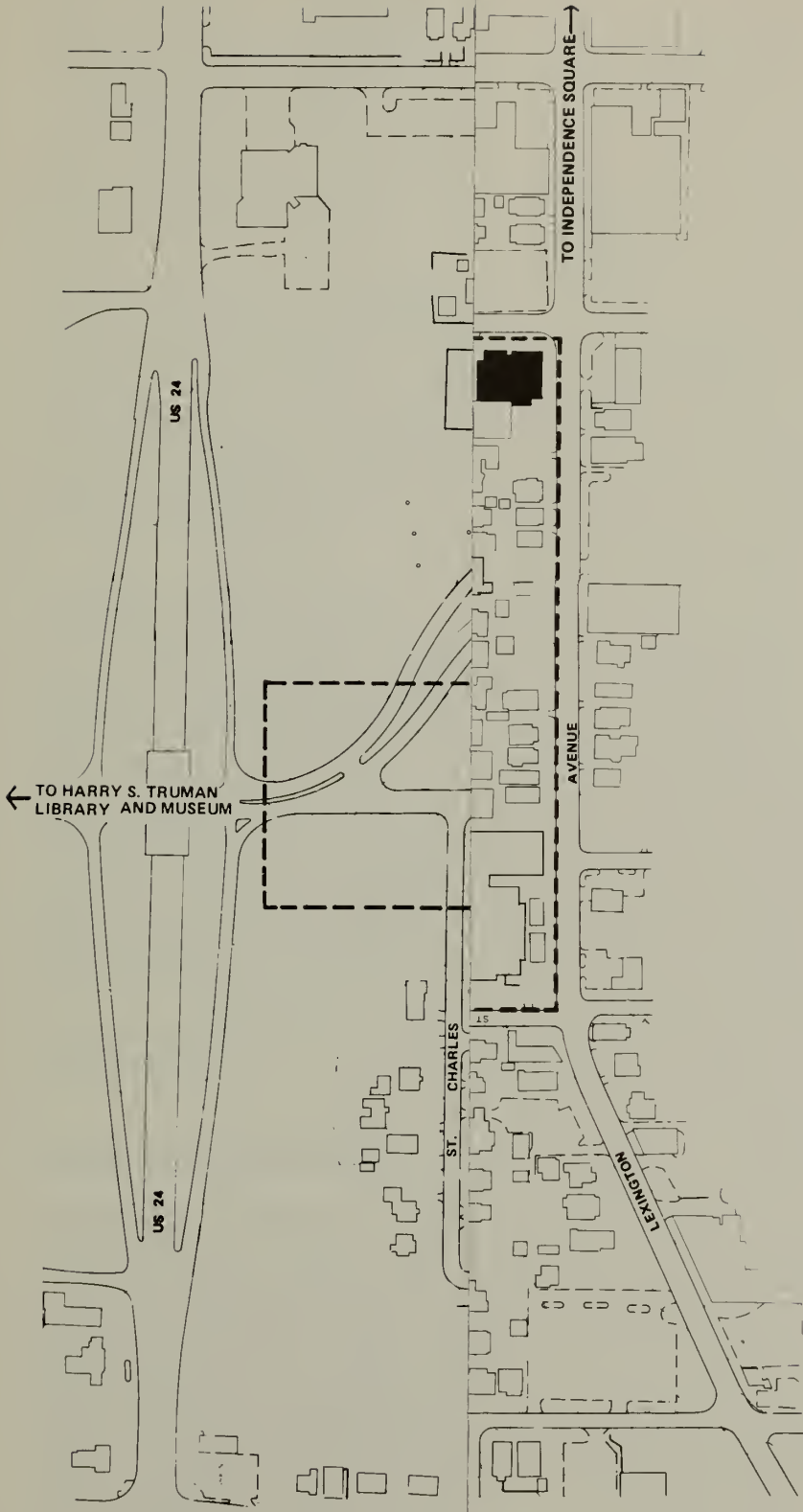
- the home as the summer White House, principally in 1945

- the pre-Truman history of the home, 1867-1919 (Gates and Wallace families)

It is proposed that two additional interpretive themes be added to the list:

- the close ties between the Trumans and their relatives who lived nearby

- the relationships the Trumans shared with the residents and institutions in the surrounding neighborhood



KING TOUR ROUTE OF INDEPENDENCE ROUTE



NORTH — NO SCALE



CITY OF INDEPENDENCE
TOUR ROUTE
(Free self-guiding leaflet available)



POINTS OF INTEREST
(Mentioned specifically in leaflet —
see historic base map to identify)



NATIONAL HISTORIC
SITE BOUNDARY

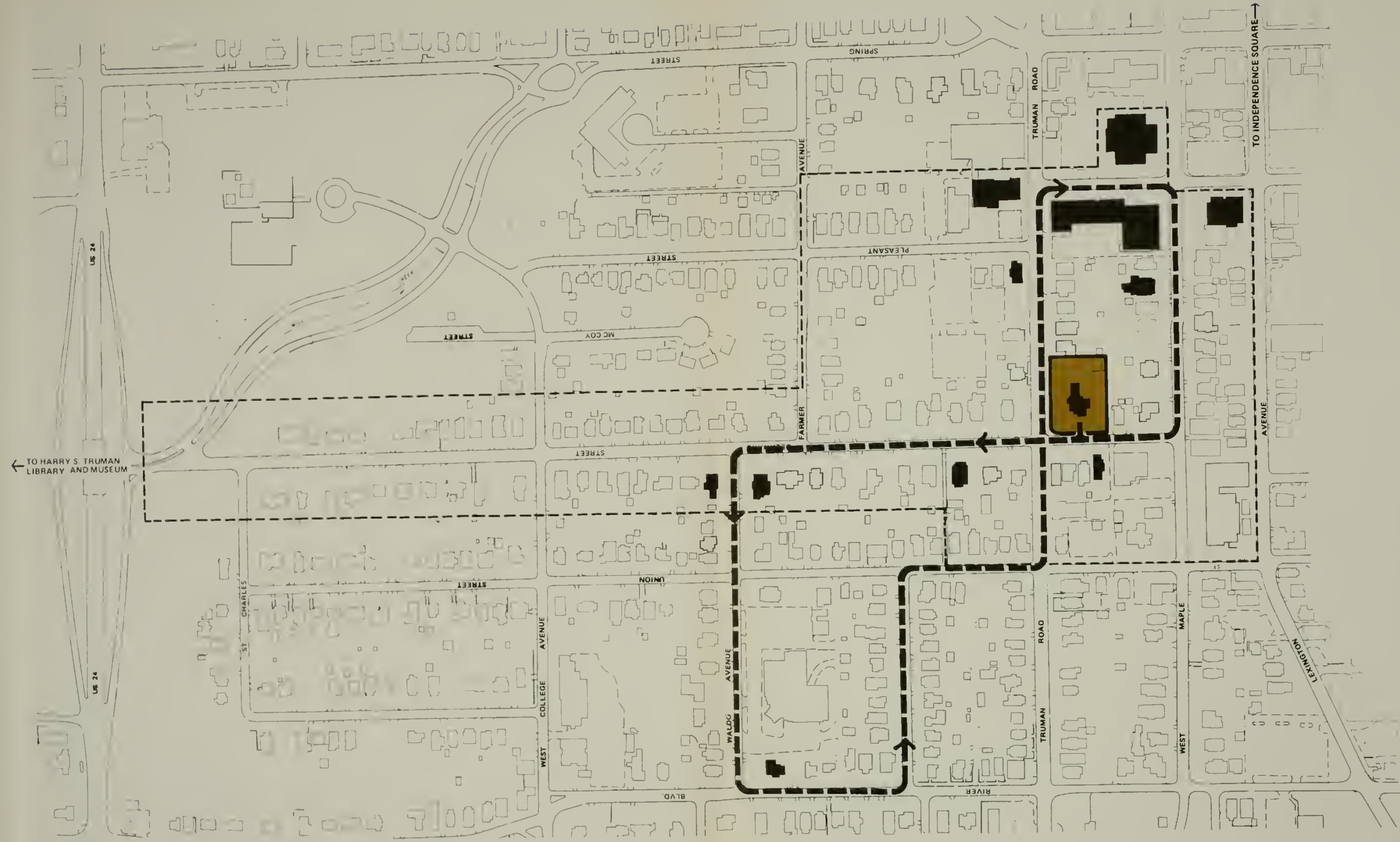


NATIONAL HISTORIC
LANDMARK DISTRICT BOUNDARY

HARRY S TRUMAN NATIONAL HISTORIC SITE

UNITED STATES DEPARTMENT OF THE INTERIOR /
NATIONAL PARK SERVICE

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**CITY OF INDEPENDENCE
TOUR ROUTE**
(Free self-guiding leaflet available)

POINTS OF INTEREST
(Mentioned specifically in leaflet –
see historic base map to identify)

NORTH – NO SCALE

**HARRY S TRUMAN
NATIONAL HISTORIC SITE**
UNITED STATES DEPARTMENT OF THE INTERIOR /
NATIONAL PARK SERVICE

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**NATIONAL HISTORIC
SITE BOUNDARY**

**NATIONAL HISTORIC
LANDMARK DISTRICT BOUNDARY**

WALKING TOUR ROUTE

CITY OF INDEPENDENCE ROUTE

Additional research is essential to more complete knowledge for accurate interpretation of the home and its neighborhood setting. Study of the home and its extensive collection of objects has great potential for increasing the knowledge that will contribute directly to the interpretive themes for the national historic site. In addition, there are other sources of potentially useful information, notably some of the area's long-time residents. The National Park Service will continue to work cooperatively with the Harry S. Truman Library, Jackson County Historical Society, and interested citizens in conducting interviews and otherwise researching the domestic life of the Trumans in Independence.

Once the general management plan is approved, the National Park Service will prepare a final interpretive prospectus that will analyze the current interpretive operations and describe in more detail the actions required to interpret the themes listed above. The prospectus will concentrate on development of an effective system of total visitor services that will convey the interpretive themes described in the final general management plan and result in the least possible adverse impact on the resources of the national historic site.

On-Site Visitor Services

An inclement-weather shelter and related visitor facilities will be provided at the Noland/Haukenberry home. Interpretation might be provided for visitors waiting for the bus, through exhibits or through adaptive restoration of the public use area in the home.

The National Park Service considered the adaptive use of the carriage house behind the Truman home for on-site visitor support (inclement weather shelter, restrooms, first-aid room), but it was determined that this structure was unsuitable for this use; installation of a new bus-stop type shelter on the grounds of the Truman home was also rejected (see "Other Options Considered but Determined Infeasible").

Visitor facilities near the home will be made accessible to visitors in wheelchairs.

Relationship With Other Truman Sites

Excellent cooperation exists between the numerous agencies and groups interpreting various aspects of the Truman story in and around Independence. While the National Park Service tells the story of the Trumans' domestic life in Independence, other institutions cover different aspects of the Truman story. The Harry S Truman Birthplace State Historical Site at Lamar, Missouri, is open to the public. The Truman family farm at Grandview, Missouri, is also interpreted; the story at the farm relates to Harry S Truman's pre-war years, when he worked for his family through his twenties. Truman's ties with Jackson County and his early political career are interpreted at the Jackson County Courthouse in Independence Square, while the senatorial and presidential years are

studied and interpreted at the Harry S. Truman Library. Exhibits about the famous "whistle-stop campaign" are displayed at the Missouri-Pacific Railroad Station, also in Independence. A room where young Harry Truman attended Sunday school is preserved for public viewing at the First Presbyterian Church of Independence, and the chapel where the Trumans were married is maintained by the First Episcopal Church of Independence. Together, the various Truman sites offer a comprehensive view of the president through his private life and political career.

The Truman sites in Independence, along with other important historic resources, are strongly supported by city merchants and the local government as a way of honoring the former president and promoting tourism. The city shuttle bus tour links most of the historical attractions in the city, including the national historic site and the other Truman sites. A general introduction to the history of Independence is provided on the shuttle buses. Interpretive programs at the other Truman sites along the shuttle bus tour generally explore aspects of Truman history that are not elaborated on at the home, so there is little duplication of information presented to visitors. The following list describes the activities available along the shuttle bus route. It indicates the strong cooperation that exists between the National Park Service, the city of Independence, the Harry S. Truman Library, and others.

Independence Square*

- public reception at the Truman Home Ticket/Information Center (information/orientation, home tour tickets, publication sales, and audiovisual overview of national historic site)
- "Man from Independence" audiovisual presentation and Truman office in Jackson County Courthouse
- self-guided walking tour of Independence Square and city heritage district (brochure available)
- jail museum

Shuttle bus ride

- taped audio tour including information about the history of Independence, city heritage district, and Truman neighborhood

Vaile mansion

- in season, daily tours of historic 30-room mansion.

Harry S. Truman Library*

- information and publication sales
- exhibits on the senatorial and presidential years
- Oval Office replica
- Truman gravesites

Harry S Truman National Historic Site*

- home tour and informal interpretation along sidewalk
- guided tours of Truman neighborhood (proposed)

*Sites related most closely to President Truman.

Joseph Smith Jr. Historic Area

- information by representatives of Mormon church denominations

Bingham-Waggoner estate

- in season, daily tours of large historic home recalling the upper class lifestyle in Victorian Independence, and interpreting the adjacent Santa Fe Trail, the Civil War, and milling history

PARK OPERATIONS

It is the objective of the National Park Service that all functions, with the exception of ticketing/visitor reception and collection storage, ultimately be housed within the Noland/Haukenberry, George Wallace, and Frank Wallace homes. As these structures individually become available, the functions of the national historic site will be phased into appropriate spaces. The lease of the second floor of the Truman Home Ticket/Information Center from the city is currently providing adequate headquarters space. This use will continue until appropriate space becomes available in the historic structures. The first priority for the utilization of these houses will be visitor and staff support, followed by on-site maintenance and curatorial workspace, with administrative offices last. Until the Noland/Haukenberry home is in NPS management, another structure near the Truman home could be leased temporarily to provide essential on-site visitor services. The lease would be terminated when the Noland/Haukenberry home was acquired and adapted for visitor use.

The exact interior space of the Wallace and Noland/Haukenberry homes is unknown, and a comparison of available and required space may be misleading. However, initial estimates indicate that available space is adequate for park operations needs (see table 1).

A separate facility will be leased to provide curatorial work space and storage for the Truman home collection. It is estimated that 3,700 square feet will be needed for these functions (see appendix G).

Space for vehicles belonging to employees and the Park Service will be provided in existing parking lots within walking distance of the home by means of agreements with the lot owners. Employees will be encouraged to carpool or commute by means not requiring parking.

COSTS AND PHASING

The facility costs for implementing the proposal are approximately \$1,047,400 (see table 2). Implementation will also require additional staffing amounting to the equivalent of 2.3 full-time positions (2.3 FTEs) (see table 3 and appendix H).

The priorities for implementing this alternative are as follows:

1. Lease a curatorial storage facility (off site).

Rationale: Provides necessary protection for contents of home.

Cost: \$26,000 annual lease
 \$20,000 annual contract services (for five-year period)

2. Lease a structure near the home on an interim basis to provide critical visitor support.

Rationale: Provides facilities essential to meeting on-site visitor needs.

Cost: \$10,000 annual lease

3. Acquire Noland/Haukenberry, George Wallace, and Frank Wallace homes, granting life estates to the current owners.

Rationale: Ensures long-range protection of highly significant historic structures and meets park operations needs.

Cost: \$351,000 capital
 \$ 8,000 annual operations and maintenance
 \$ 16,000 annual contract services

4. Acquire preservation interests in remaining 33 properties within the national historic site boundary (to be accomplished by the Truman neighborhood trust).

Rationale: Ensures long-range protection of residential neighborhood critical to integrity of the Truman home.

Cost: \$460,000 initial capital from federal government

Table 1: Comparison of Required and Available Floor Space, Proposal

<u>Required Space (sq ft)</u>		<u>Available Space (sq ft)</u>		<u>Difference (sq ft)</u>
Administration office	2,700	Noland/Haukenberry home	2,000	
storage	500	George Wallace home	900	
Curatorial storage and work space (off site)	3,700	Frank Wallace home	1,100	
		Curatorial structure	3,700	
Curatorial and maintenance shop (on site)	500			
Visitor support shelter	400			
unisex restroom	150			
first-aid	75			
Total	8,025		7,700	-325*

*The available space figures do not include the basement in the Noland/Haukenberry and Wallace homes, and it is assumed that the space deficiency can be eliminated by using basement space for storage and possibly a workshop.

Table 2: General Development and Resource Protection Costs, Proposal
(gross costs, 1985 dollars)

	<u>One-time Acquisition Cost</u>	<u>Annual Lease Cost</u>	<u>One-time Rehab/Constr Cost</u>	<u>Annual Operations and Maintenance</u>	<u>10-Year* Total</u>
On-site visitor services and operations	\$222,000		\$129,000	\$8,000	\$373,400**
Curatorial (off site)		\$26,000***			174,000
Interim on-site visitor services	<u> </u>	<u>10,000</u>	<u> </u>	<u> </u>	<u>40,000**</u>
Facilities subtotal	\$222,000	\$36,000	\$129,000	\$8,000	\$587,400
Start-up of trust	<u>\$460,000</u>	<u> </u>	<u> </u>	<u> </u>	<u>\$460,000</u>
Total	\$682,000	\$36,000	\$129,000	\$8,000	\$1,047,400

*Totals are life-cycle costs discounted at 8 percent annually to compare future year costs in present dollars.

**Assumes a maximum lease period of five years before acquisition of fee structures.

***This facility is costed for lease, rather than purchase, because it would most likely be outside the national historic site boundary.

Table 3: Staffing and Contract Services, Proposal

<u>Additional Positions</u>	<u>FTE</u>	<u>Annual Salary (1985 dollars)</u>
Interpretation/Protection* park rangers (5 part-time GS-05 positions)	1.3	\$ 21,027
Maintenance** maintenance worker (WG-08)	1.0	22,188
<u>Current Staff</u>		
See table 16	<u>13.0</u>	<u>247,816</u>
Subtotal	15.3	\$291,031
<u>Contract Services</u>		
Cultural Resource Management (for five years)		\$ 20,000
Maintenance		<u>16,000</u>
Total		\$327,031

Note: Salaries include 12.4 percent for personal benefits.

*The required staffing assumes that all the neighborhood walking tours are conducted by NPS personnel. If volunteers conducted some tours, the staffing requirements would be less. This staffing chart does not include the additional positions that would be required to expand the capacity of the home tour if warranted in the future.

**The need for additional maintenance staffing may be less. Depending on the ultimate workload of the existing maintenance staff and the scope of the contracted services, this position may be eliminated or filled on a seasonal basis.

DESCRIPTION OF THE ENVIRONMENT

LEGISLATIVE HISTORY OF THE NATIONAL HISTORIC SITE AND THE NATIONAL HISTORIC LANDMARK DISTRICT

National Historic Site

The Truman home was designated a national historic site and added to the national park system by Secretary of the Interior James Watt on December 8, 1982, about six months before Congress established the site. The authority of the secretary to do this is provided by the Historic Sites Act of 1935 (16 USC § 461, 462). Secretary Watt acted at the request of congressional representatives who had not been able to effect passage of the site's enabling legislation in advance of the Truman centennial and were concerned that the National Park Service was needed on site to protect the home from vandalism, theft, and fire. Because of the special and rare circumstances of a need for interim protection, the Historic Sites Act, rather than new legislation, enabled the executive branch of government to establish a unit of the national park system.

On May 23, 1983, Congress acted to establish Harry S Truman National Historic Site. The legislation authorizes the secretary of the interior to acquire the home and associated real and personal property and fixtures by donation, purchase with donated or appropriated funds, transfer from another federal agency, or otherwise. It also authorizes the appropriation of such sums as may be necessary to carry out the provisions of the act.

The establishing act also states that the site is to be administered in accordance with the act of August 25, 1916 (39 Stat. 535, commonly known as the National Park Service organic act), the Historic Sites Act of 1935, and other laws generally applicable to units of the national park system. All units of the national park system are to be managed for the fundamental purpose of conserving "the scenery and the natural and historic objects and the wildlife therein" and of providing for their enjoyment "in such manner and by such means as will leave them unimpaired for the enjoyment of future generations" (1916 organic act). The value of the parks as a system is strengthened by the General Authorities Act of 1970, as amended (16 USC 1a-1 et seq.):

Congress declares that the national park system, which began with establishment of Yellowstone National Park in 1872, has since grown to include superlative natural, historic, and recreation areas in every major region of the United States, its territories and island possessions; that these areas, though distinct in character, are united through their inter-related purposes and resources into one national park system as cumulative expressions of a single national heritage; that, individually and collectively, these areas derive increased national dignity and recognition of their superb environmental quality through their inclusion jointly with each other in one

national park system preserved and managed for the benefit and inspiration of all the people of the United States; and that it is the purpose of this Act to include all such areas in the System and to clarify the authorities applicable to the system.

The 1978 amendment to the General Authorities Act reasserts the statutory standards for managing the national park system by adding:

Congress further reaffirms, declares and directs that the promotion and regulation of the various areas of the national park system . . . shall be consistent with and founded in the purpose established by . . . the Act of August 25, 1916, to the common benefit of all the people of the United States. The authorization of activities shall be construed and the protection, management, and administration of these areas shall be conducted in light of the high public value and integrity of the National Park System and shall not be exercised in derogation of the values and purposes for which these various areas have been established, except as may have been or shall be directly and specifically provided by Congress.

In summary, the 1970 General Authorities Act as amended asserts the collective value of all the parks, preserved and managed as one system under all applicable laws. Superb environmental quality is characteristic of these units and should be perpetuated through administration by the National Park Service for public inspiration and benefit.

National Historic Landmark District

The Harry S. Truman National Historic Landmark District was established in 1972. Harry Truman had at first been reluctant to "contribute to any effort designed to commemorate my Presidency" (quoted in NPS 1982). In 1971, however, he personally endorsed the creation of the landmark district in his beloved Delaware Street neighborhood.

In July 1971 the associate director of the National Park Service came to Independence to study the Truman home and neighborhood and to lay the groundwork for establishing the Harry S. Truman National Historic Landmark District. The mayor of Independence met with him and expressed city support for preservation of the Truman home and neighborhood.

A month after the associate director's visit, two members of his staff arrived in Independence to prepare the landmark nomination forms. They determined that the area between the Harry S. Truman Library and the Truman home should be included in the district to protect the visual appearance of the neighborhood in which President Truman lived. The landmark district recognized and included the homes of friends, relatives, and political associates, and other buildings that were important to President Truman, such as the Presbyterian Church he attended and the Memorial Building. Descriptions of the Truman home and neighborhood,

and of the Trumans' relationships with relatives, friends, and associates, comprised the bulk of information included in the 1972 forms used to nominate the landmark district for federal designation.

The national historic landmark program is a survey of historic sites of national significance administered by the secretary of the interior through the National Park Service. As of 1984, 1,625 national historic landmarks had been approved. The original authority for the program is the Historic Sites Act of 1935. The act establishes "that it is national policy to preserve for public use historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States," and it gives the secretary of the interior broad powers to this end. The act names the National Park Service as the implementing agency for this policy.

The act requires the identification of nationally significant sites that "possess exceptional value as commemorating or illustrating the history of the United States"; it authorizes the acquisition of these sites (through condemnation, if necessary, but subject to congressional appropriations and certain other limitations); and it directs that these sites be operated and managed for the benefit of the public.

The Historic Sites Act goes on to say that the secretary of the interior, through the National Park Service, has the power and responsibility, among other things, to "operate and manage historic and archeological sites, buildings, and properties acquired under the provisions of this Act together with lands and subordinate buildings for the benefit of the public." This indicates that in 1935 Congress intended to have the National Park Service provide the support facilities necessary for the administration and visitor use of the national landmarks. In practice, however, the Park Service has not assumed this management role. The Park Service studies properties and registers them as national historic landmarks, but it has not exercised the authority provided under the Historic Sites Act to acquire properties of national historic significance. As stated before, the generally accepted method of empowering the National Park Service to administer such properties has been to legislatively establish them as units of the national park system and to appropriate funds for land acquisition and development inside the boundaries of these formally authorized parks.

Protection of national historic landmarks outside the national park system has come to depend on the will and effectiveness of state and local governments and private parties. Most interpretive programs and public facilities have likewise been nonfederal. To further the administration of the Historic Sites Act of 1935, including protection of national historic landmarks, section 4 of the act authorizes the secretary "to cooperate with and . . . seek and accept the assistance of any Federal, State, or municipal department or agency, or any educational or scientific institution, or any patriotic association, or any individual." Professional assistance, with the establishment of technical advisory committees, is also authorized.

A more current authority for the national landmark program is the National Historic Preservation Act of 1966, as amended, which supplements the Historic Sites Act and is the principal current authority for the federal government's historic preservation activities. Its main components include the listing of historic resources of local, regional, and state, as well as national, significance on a National Register of Historic Places. These resources are protected through review of proposed federal undertakings by an Advisory Council on Historic Preservation, a program of federal matching grants to states for historic preservation projects, and the requirement that federal agencies preserve historic properties under their administration and protect and nominate to the national register all properties that appear to qualify for inclusion.

The preamble to the 1980 amendment to the National Historic Preservation Act declares that "it is necessary and appropriate for the Federal Government to accelerate its historic preservation programs and activities, to give maximum encouragement to agencies and individuals undertaking preservation by private means, and to assist State and local governments and the National Trust for Historic Preservation in the United States to expand and accelerate their historic preservation programs."

The historic preservation policy of the federal government, which comprises section 2 of the amendment, is cited here in its entirety:

It shall be the policy of the Federal Government, in cooperation with other nations and in partnership with the States, local governments, Indian tribes, and private organizations and individuals to--

(1) use measures, including financial and technical assistance, to foster conditions under which our modern society and our prehistoric and historic resources can exist in productive harmony and fulfill the social, economic, and other requirements of present and future generations;

(2) provide leadership in the preservation of the prehistoric and historic resources of the United States and of the international community of nations;

(3) administer federally owned, administered, or controlled prehistoric and historic resources in a spirit of stewardship for the inspiration and benefit of present and future generations;

(4) contribute to the preservation of nonfederally owned prehistoric and historic resources and give maximum encouragement to organizations and individuals undertaking preservation by private means;

(5) encourage the public and private preservation and utilization of all usable elements of the Nation's historic built environment; and

(6) assist State and local governments and the National Trust for Historic Preservation in the United States to expand and accelerate their historic preservation programs and activities.

Under the act, all national historic landmarks designated as of December 12, 1980, are considered to be congressionally designated national historic landmarks (16 USC 470a(a)(1)(B)) and, accordingly, may be administratively delisted only if their nationally significant historic qualities are lost or destroyed. Thus, one of the intents of the National Historic Preservation Act is to establish a higher standard of care for national historic landmarks.

The 1980 amendment also calls for a program of direct grants for purposes that include "the preservation of National Historic Landmarks which are threatened with demolition or impairment" and assistance to "persons or small businesses within any historic district included in the National Register to [help them] remain in the district." This program has been conducted with varied success. The funds appropriated for federal historic grants-in-aid have greatly diminished in recent years. As of 1985, however, there has been a new initiative in preservation of national historic landmarks in which the National Park Service, through line items in its appropriations, has started making some small grants to nonfederal owners of historic properties. Tax deductions are another form of economic aid available to property owners in national historic landmark districts (see appendix C for a detailed discussion of this topic).

Congress pursued its concern about the condition of national historic landmarks in section 8 of the General Authorities Act of 1970, as amended (16 USC 1a-1 et seq.):

The Secretary is also directed to transmit annually to the Speaker of the House of Representatives and to the President of the Senate, at the beginning of each fiscal year, a complete and current list of . . . all those areas of national significance listed on the National Register of Historic Places which . . . exhibit known or anticipated damage or threats to the integrity of their resources, along with notations as to the nature and severity of such damage or threats. Each report and annual listing shall be printed as a House document.

In accordance with this congressional requirement, the National Park Service maintains a staff to monitor the condition of national historic landmarks and to prepare the annual section 8 reports. To ensure consistency in monitoring the condition of the 1,625 national historic landmarks, a two-step process is used. First, the physical intactness or integrity of the landmark is evaluated. Second, the degree of threat to the site's integrity is determined. The criteria of a landmark's integrity include "feeling and association," or how well the site imparts a sense of time, place, and historical development, as well as the authenticity of materials, workmanship, design, and setting. The degree of threat is based on the imminency of loss of these qualities.

Two general conditions must exist before a landmark is listed in the annual report: (1) the landmark's integrity is threatened or endangered, or serious damage is expected to occur if no action is taken, and (2) inadequate protection strategies are being utilized to ensure that the landmark's integrity will be preserved. In summary, for a landmark to be included in the section 8 report, serious damage is either generally present or anticipated, and there is the real possibility that the landmark could be lost unless action is taken. The categories of threat or damage used in the report are potential demolition, severe physical deterioration, severe site erosion, vandalism, damaging uses, and inappropriate new construction/alteration. Although evaluation of a landmark may exhibit more than one type of threat or damage, in the annual report it is placed in the category in which the most imminent or damaging condition exists.

The threatened status of the Harry S. Truman National Historic Landmark District, as first reported in 1984, is described in the issues section and in appendix D.

SIGNIFICANCE OF THE RESOURCES: THE STORY OF THE TRUMANS' HOME LIFE IN INDEPENDENCE

Harry S Truman

Harry S Truman took up residency at 219 North Delaware when he married Bess Wallace in 1919, and it remained his home for more than half a century until his death in 1972. The home served as the summer White House from 1945 to 1953. After retiring from the presidency Truman returned to Independence, and many noted American leaders, including Presidents Johnson, Nixon, Ford, and Carter, traveled to Independence to visit him at his home or at his office in the Harry S. Truman Library.

Truman entered politics in 1922, when he was elected judge from the eastern district of Jackson County, and he successively became a U.S. senator, the vice president, and finally the president of the United States. Truman's presidential years were noted for his straightforward manner and fiscal accountability, traits he developed in the political arena of Independence and Jackson County. President Truman's hometown paper called him "a man of independence," remarking that it was his way of life as well as his hometown (Independence Examiner, undated Truman memorial section, 1972).

Truman was known for his honesty, courage, and good common sense. As a neighbor said in 1945, "He knows his strength and his shortcomings just the way we do. And he's going to be a success or a failure as President on the basis of what he is himself, not what Roosevelt or some other President was." Truman's values were instilled in him by his no-nonsense parents and by the inhabitants of a town "where the well-springs of character and personality are the traditions of the pioneer [and] the prairie farmer. . . ." (The New York Times Magazine, July 1945, p. 13) President Truman never forgot where he came from, and the temptations of power and "Potomac fever," as he called it, never gained a foothold in his character.

Noland Family

Harry Truman's favorite aunt, Margaret Ellen Truman Noland, played an important supportive role in the Truman domestic history. She and her husband Joseph and daughters Nellie and Ethel lived at 216 North Delaware, and young Harry Truman was a frequent visitor in their home during the period when his family lived at the Grandview farm. Fate, or perhaps good fortune, was on Harry's side, for Bess Wallace lived directly across the street from the Nolands. After his high school graduation in 1901 Harry had lost track of his childhood friend Bess, but in 1910 he reestablished the relationship. He returned a cake plate borrowed by his aunt to its owner, Madge Wallace, and he was able to talk to her daughter, Bess. During the subsequent long courtship Harry worked on his parents' Grandview farm during the week and traveled to Independence on weekends to see Bess. From 1910 to 1914 Harry lived with his aunt, uncle, and cousins on weekends. After he acquired a car in 1914, he was a less frequent guest at the Nolands' house.

If the Nolands had not lived near the Wallaces, Harry would have experienced many more difficulties in trying to see Bess and, in fact, might never have renewed his friendship with her. After Harry and Bess were married in 1919, upon Harry's return from World War I, frequent contact with the Nolands was maintained when Harry moved into the Gates/Wallace house at 219 North Delaware. Throughout the subsequent years of Truman's public life he always managed to spend some time, however short during the presidential years, at the Nolands'.

Unfortunately for President Truman, he was unable to attend his Aunt Ella's funeral in October 1948 because of his duties, and he worried about hurting his cousins by his absence. Another concern of Truman's was the effect of the presidential spotlight on his relatives. Police and Secret Service, in addition to sightseers, surrounded the family home during President Truman's visits from the White House. Truman carefully guarded his private life and tried to protect the privacy of his extended family as well.

Wallace Family

Harry Truman's family consisted not only of his immediate and extended family but his wife Bess's relatives as well. Her Grandfather Gates built the house at 219 North Delaware in which she and Harry Truman lived from 1919 until the end of their lives. This home sheltered several generations of Wallaces, often more than one at a time. It was not until 1953 that Harry and Bess Truman became the sole occupants of the house.

The Wallace family expanded with each generation and it spilled over into dwellings built next door. Two of Bess's brothers, Frank and George, were given 50 feet each of the garden area to the east of the main house in 1915 and 1916, upon which to build their own residences, and their respective brides, Natalie and May, joined the Wallace family. The move

of the two brothers from the Gates/Wallace household at 219 North Delaware meant very little in terms of the family relationship. The two Wallace houses were separate physical structures, but they remained an integral component of the Gates/Wallace/Truman compound. There was constant interaction between all three homes throughout Harry Truman's lifetime.

Madge Wallace was clearly the matriarch of the clan. She was especially pleased to have her children and their spouses living so closely together under her supervision. May Wallace attributed this closeness of the family to the tragic death of Bess's father, David W. Wallace, in 1903. Everyone benefitted from the close ties, especially Margaret Truman. The childless Wallace couples treated Margaret as their own and extended much heartfelt love to her.

Throughout the senatorial and presidential years Harry S Truman relied on his relatives by marriage for rest, relaxation, and help when needed. He kept his politics separate from his family life, and when he came home to Independence for visits he spent as much time as he could with the Wallaces. On numerous occasions he retreated to the Wallace houses to talk and relax. Family picnics were held in the large back yards. The Wallace families provided meals and a place to sleep for the Trumans when the big house was not opened during quick visits to Independence. They also looked after the big house during the Trumans' long absences.

The family managed to maintain its simple lifestyle throughout the years of public scrutiny. The Trumans spent several Christmases in Independence during the presidential years. Margaret remembers these holidays as being observed in a very traditional way: "On Christmas night, since time immemorial, the family has always gone down to Uncle George and Aunt Beuf's [May's] house to eat" (Truman and Cousins 1956, p. 132). Harry Truman thrived in this family environment. In 1948 he said: "There are no ties like family ties. That is why I have made the journey back to Independence to celebrate this Christmas day among the familiar scenes and associations of my old home" (Kansas City Star, Dec. 25, 1948).

The entire complex at 219 North Delaware and 601 and 605 Truman Road can be considered a physical manifestation of a very close extended family. Harry Truman returned to his home as often as he could. He wanted to spend time with people who accepted him as Harry, and not as a president. Family members in the Wallace houses provided an environment where Harry could relax and regain strength for upcoming political battles. He stayed in touch over the years with Wallace family members who were so important to him. The Wallace houses and their relationship to the big house at 219 North Delaware represent one of the crucial elements in Harry Truman's character: They symbolize his value system--one based on home, family, and community.

Friends and Neighbors

Harry Truman's life was deeply rooted in his neighborhood. Independence was never far from his thoughts even when he was half way around the world. He appreciated the wonders of great cities, but he loved Independence more than anyplace else in the world. He said: "I have been everywhere and seen nearly everything . . . and this is one of the finest places in the world" (Independence Examiner, Jan. 13, 1956). It was as if the worries and cares of the presidency fell from his shoulders when he came home to Independence. He told one audience: "You know, when I come to Jackson County, I can't realize that I am the President of the United States. I feel like I am just one of your fellow citizens" (Kansas City Times, June 29, 1945). Truman also liked to compare himself to another Missourian from a small town--Mark Twain. He quoted Twain's remark about Hannibal: "All the me in me is in a little Missouri village halfway around the world" (Miller 1973).

The people of Independence, and in a more concise context, of Delaware Street, provided Harry Truman with a sense of place and meaning. He knew that these people trusted him, voted for him, and expected him to speak for them in state and national affairs. The New York Times Magazine characterized Independence, and thus its people, as prosperous, middle-class, stable, sedate, conscious of traditions, and "imbued with a practical, earth-bound philosophy of life" (July 1, 1945, p. 38). Harry Truman's interactions with these people, some of whom he knew all his life, provided him with confidence, security, and happiness.

A continuity of life existed on Delaware Street. The neighborhood was exemplary of the general characterization that families in Independence lived in the same houses or on the same plots of ground for generations. This was certainly true for the Wallace family. The New York Times Magazine noted that "friendships and love affairs date back to childhood. Friendliness and hospitality, once they are bestowed, flow with the warm and unpretentious abundance of summer sunshine" (July 1, 1945, p. 13). Truman's friendships were no exception.

Harry Truman made friends in grade school and high school that he kept for life. His World War I Battery D companions, mostly from Kansas City, supported Harry throughout his life. He made them call him Captain Harry rather than President Truman. One of Truman's great joys was playing poker with his hometown friends, and he managed to do so even when he was president. One of his high school friends, Charles Ross, served as Truman's press secretary during the presidential years. Truman had the reputation of standing by his friends even if it was politically inexpedient. One person remarked that Harry had more friends and well-wishers than he had political supporters.

The same was true for Bess Truman. Her bridge club women remained her friends for life. They were always there--at receptions, at the train station, visiting Washington, at formal functions in Independence--to lend helping hands or assurances to Bess.

One of the Trumans' neighbors, when asked if he thought Harry had the qualities needed to be president, said yes, but he added, "We hate to see him built up into something he is not and doesn't want to be" (The New York Times Magazine, July 1, 1945, p. 13). Harry agreed with him. "I tried never to forget who I was and where I'd come from and where I was going back to. And if you can do that, things usually work out all right in the end" (Miller 1973, p. 16). Harry could keep his sense of self, one which evolved out of his farming years and his political service to his neighbors, even during the pressured years of his presidency. He recognized the high quality of his life among friends and neighbors along Delaware Street. After the 1948 election Truman told his fellow citizens: "I am a citizen and taxpayer of Independence like the rest of you. I want to be treated like any of the rest of you. I thank you for your display of confidence" (Independence Examiner, undated Truman memorial section, 1972, p. 3).

Truman's political years were ones of hard work and personal sacrifice. One of the rewards was the respect of the hometown people. Receptions were held with each hard-won electoral victory. Truman never failed to express his appreciation for the displays of love and affection. In 1948, when he returned home after his whistle-stop election campaign, Truman told his neighbors, "I've been through a terrific campaign, trying to convince the people here that I'm doing what's right. When I see this big crowd here to greet me, I'm sure of it" (Kansas City Times, Nov. 1, 1948). During trips home during the presidency Truman rarely missed the opportunity to greet people waiting outside his home to see him. One of his chief regrets was letting the government install a fence around the house for protection.

The strongest show of support and affection Harry Truman received from his friends and neighbors was at his homecoming in 1953 after his presidency came to an end. In his own words: "There were more than 10,000 people at the station--such a crowd and such a jam no one could get through. Never was such a crowd or such a welcome in Independence. There were 5,000 more at the house at 219 No. Delaware St. Mrs. T & I were overcome. It was the pay-off for thirty years of hell and hard work" (Ferrell 1980, p. 288). One simple unexpected display of affection on the part of the citizens of Independence was enough of a thank you for Harry S Truman.

Once he was home Truman tried to assume a normal life. He wanted to blend in, to take his daily walks and chat with his friends or to eat lunch in a diner without being disturbed. This, of course, was more difficult than he imagined. He wanted the people of Independence to get used to the idea of having him around, and he told local citizens, "I'm just a hometown fellow who wants to get along with his neighbors" (Kansas City Times, Oct. 22, 1959). He achieved his goal of blending in to a certain extent, but he also realized his past role of president made him the "first citizen of Independence." He therefore dedicated the rest of his life to building the Harry S. Truman Library, writing his memoirs, and sharing his knowledge of the presidency and world affairs by lecturing and serving as a consultant to the Democratic party. He

retained his popularity in Independence, as evidenced by the number of people who maintained vigils outside 219 North Delaware to catch a glimpse of him during his last years.

Truman's concern over development along Delaware Street manifested itself in several ways. He was displeased with the changing of the name of the road which ran alongside his home. Van Horn Road was changed to Truman Road despite Harry's wishes that no roads, bridges, or buildings be named for him. During reconstruction of the road in early 1953 Bess Truman said she felt sorry for the neighbors when many stately trees were torn down. Truman stayed interested in the project by regularly inspecting the work. He also helped dedicate the road. In 1967 Harry Truman opposed a proposal to rezone a tract of land north of Truman Road and east of Delaware to allow the construction of townhouse apartments. He even signed a petition against the project, demonstrating his interest in his neighborhood.

Legacy of the Truman Neighborhood

Harry S Truman's midwestern small town values came under intense public scrutiny because of his succession and subsequent election to the presidency of the United States. His simple traits and speech were the products of both family and community influences. Truman had roots. He returned confidently to his home after governing the strongest nation in the free world because his spirit was in a neighborhood in mid-America. Truman's neighborhood walks and friendliness are legendary. The evidence of Harry S Truman's lifestyle exists in the memories of the community's citizens and in the physical features of the Delaware Street neighborhood. The Truman home, the Wallace homes, the Noland/Haukenberry home, and the other structures dating from the Truman period continue to tell the story of the president who never forgot where he was from or where he was going back to.

EVOLUTION OF THE TRUMAN HOME AND NEIGHBORHOOD

The Truman home is one of the earliest built and most architecturally interesting houses in the national historic landmark district. The 2½-story frame structure occupies a rectangular corner lot approximately 175 feet by 225 feet. Stylistically the house is an eclectic mixture of late Gothic Revival and bracketed and modified Eastlavian decorative elements. A combination gabled and mansard roof with tall, narrow dormers crowns the structure. The asymmetrical west facade has an ornamented, gabled projecting bay. Sidelights on the central bay window are narrow sashes filled with colored glass. An elaborate bracketed and jigsawed wooden trim porch wraps around to the north side of the house. A similar smaller porch is on the south side. Behind the house, at the southeast corner of the property and adjacent to the alley, is a frame carriage house converted to a two-car garage. President Truman's last car is kept there.

The date of construction of the original portion of the house is unknown, but it is thought to have been built prior to the Civil War, about 1850. George P. Gates, Mrs. Truman's maternal grandfather, purchased the lot with a small house on it in June 1867. He enlarged the house right after purchasing it. Gates, a founder of the Waggoner-Gates Milling Company, had accumulated enough capital by 1885 to greatly enlarge the house to its present size and configuration. Since then, relatively few changes have been made to either the exterior or the interior of the house. Some remodeling of the kitchen took place in 1955 for the sake of convenience. The polychromatic slate roof was replaced by asbestos shingles. The tall iron fence surrounding the property was erected in 1949, at the suggestion of former President Herbert Hoover, to protect the house and grounds from souvenir hunters.

During the latter years of the 19th century the house at 219 North Delaware was surrounded by imposing Victorian homes of the wealthy and upper-middle classes. Delaware and Maple streets were the principal residential streets, and many fine homes fronted on them, including the C.C. Chiles and the Watson/Eberly homes on Maple and the A.T. Slack home (demolished in 1924) on Delaware. The earliest houses were characterized by intricate wood detailing, prominent front porches, high ceilings, and comfortable rooms. They sat on large city lots with expansive lawns, numerous trees, shrubs, and flower gardens. In back of the houses the owners maintained their vegetable gardens, small orchards of fruit trees, washhouses, woodsheds, carriage houses, and barns. This was still the age of the horse and buggy, and it was not unusual for the residents to keep a horse and cow or two. Most of the blocks had alleys that provided access to the rear of the properties. The neighborhood was a transitional area between the town to the east and the open farmland to the west.

During the early years of the 20th century the biggest change was the introduction of more institutional buildings. The Methodist Church, on the corner of Delaware and Maple streets, a neighborhood landmark since 1868, was joined by the First Presbyterian Church at Pleasant and Maple and by the First Baptist Church at 500 W. Truman Road. Other new additions were Central High School (1901), which would be attended by both Harry S Truman and Bess Wallace, and the public library, a place where young Harry Truman would spend much of his time. Both of these structures are gone now. Central High was on the site of the present Palmer Junior High, and the library was just north of the high school.

Toward the end of the 1920s some of the older large homes of the area were demolished, making way for new homes. Many of these newer homes were not the large comfortable homes of the well-to-do, but more practical, smaller bungalow-style homes on subdivided lots. During this period apartments were built at 515-517 West Maple. North of the high school and library three homes were demolished, possibly in anticipation of future building expansion, which later occurred. The most notable of the subdivided lots in the district was the Gates/Wallace property at 219 North Delaware. Two lots were formed on the east side of the property. They were given by Madge Wallace to two of her sons, Frank and George,

who built small frame bungalow homes for their new wives in 1915 and 1916, respectively.

Other changes occurring during this period reflected changes in technology. Most houses, by this time, were heated by coal and had indoor plumbing, eliminating the need for woodsheds and washhouses. Fewer horses were kept as the automobile became the common method of transportation. The carriage houses and barns of the older residences were converted for autos, while the newer houses were built with detached garages.

The latter part of the 1920s saw most of the house-building sites of the neighborhood fill up, creating a streetscape with a mixture of Victorian homes from the 1880s, turn-of-the-century homes, and smaller bungalow homes from the 1920s. All the houses were set back a uniform distance from the street, and large deciduous shade trees were scattered about the lawns. Although they dated from several different time periods, most houses in the area had such common elements as front porches, where the residents often spent their summer evenings with their families and friends.

There were some additional changes in the neighborhood as some of the institutions grew. The First Presbyterian Church at Maple and Pleasant received a large addition, as did the high school. The Memorial Building, built in honor of the soldiers and sailors who served in World War I, was erected in 1926 across from the high school on Pleasant Street. Two former residences, including the old J. C. Pendleton home, were removed to make way for this building.

By mid-century, although the area as a whole remained basically residential, some of the older homes close to the Truman home had been removed. Central High School had burned in 1939 and been replaced by Palmer Junior High. Three buildings adjacent to the school had been demolished and not replaced. This area, it appears, became playfields for the schoolchildren. A few other older residences on Maple, including 604 and 614, were gone. A new building had been built at 604 Maple as a doctor's office. Apartment buildings replaced residences at the end of Delaware Street at 621 and 625 Maple. The apartment building just east of the First Presbyterian Church had been converted to a hotel, as had the former C.C. Chiles house across the street. Although the commercial district had crept to the edge of the neighborhood on the east and south, the area comprising the rest of the district had changed little from the late 1920s.

After mid-century several of the churches that once ministered only to the needs of the surrounding neighborhood began expanding their roles to serve regional congregations and even national audiences through the public media. In the 1960s the First Baptist Church at Truman and Pleasant demolished 11 houses (seven within the national historic landmark district) to construct an educational wing and parking lots. In 1984-85 a new sanctuary and more parking were constructed. In 1966 the Reorganized Church of Latter-day Saints established facilities a half block

southwest of the Truman home. The church purchased the Watson Memorial Methodist Church and demolished the main structure, which had been a fixture of the neighborhood since 1868, keeping only the two-story addition on the north, which it incorporated into the new Center Stake building. Other area homes near the Center Stake were later demolished for more parking.

THE NEIGHBORHOOD TODAY

Physical Characteristics

The Truman neighborhood homes include representatives of nearly every decade since the 1850s. Although the northern part of the national historic landmark district has been considerably changed by urban redevelopment, the portion below College Avenue retains the physical character of earlier times. The southern part of the district consists mostly of pre-1930 homes, which although of different time periods and styles, complement and relate to one another because of similarity of scale, materials, proportion, and spacing between buildings.

The neighborhood is laid out on a gridiron scheme. The streets are at right angles to one another and the houses line up and down the blocks, uniformly set back on similarly sized lots. Major elements forming a theme through the area are wooden siding, stonework, and brickwork on the houses, and limestone retaining walls. Where hexagonal paving stones have been used, as they have been for the sidewalk around 219 North Delaware, they become a strong architectural feature. Even the earliest photographs of the house show the hexagonal limestone pavers. The present sidewalk is a reconstruction of the original. The earliest sidewalks in use through this area dating back to the 1880s were wood, but they were changed to stone, concrete, or brick around the turn of the century. Concrete walks are now the most common, but remnants of stone and brick are still found in some places.

Large deciduous shade trees still distinguish most of the historic district. However, openings in the tree canopy are more common now. The tree losses are due to a variety of causes including disease, old age, street widenings, utility improvements, and development of parking lots and new buildings. The tree replacement programs that supplemented losses in the past have been discontinued. Some streets that were once tree lined now have few trees along the curb, and in some places the parkway (the area between the curb and the sidewalk) has become uncared for and neglected.

Utility company poles and wires are generally placed at the street line. These elements, while not attractive, have been part of the community since the turn of the century. In fact there may have been more poles then than now. When telephone service was first initiated, the city was served by a dual system, the Bell Telephone Company and the Independence Home Telephone Company, each company independent of the other and incapable of connecting with the other's system. There is evidence that the Gates home was served by both systems.

The city of Independence has grown considerably over the last 35 years, with a profound effect on the earlier neighborhoods, including the Truman neighborhood. What was in 1950 a small autonomous city of 37,000, distinctly apart from Kansas City, has expanded to a city of more than 120,000 with more than eight times the land area. The movement of population to eastern Jackson County and the change in lifestyle away from closely knit neighborhoods clustered around a central downtown to suburban housing and shopping strips has resulted in "surburban sprawl" being superimposed on the small-town fabric. The impact of these changes has not always been sympathetic to the previous neighborhood character.

Traffic patterns in the area have changed. What were once local-traffic-only streets in the district are now through-traffic connectors linking major highways with the western edge of Independence. Three different types of streets (major arterial, minor arterial, and local collector) provide direct access to the Truman neighborhood. Major east-west arterials are US 24, Truman Road (Missouri route 12), and Lexington Avenue. These three streets carry high volumes of traffic: US 24 carries more than 24,000 vehicles per day, and the other two carry 12,000 and 7,000 vehicles per day, respectively. Truman Road intersects I-70 in Kansas City and carries significant commuter traffic between the two cities. Maple Street is a minor east-west arterial.

The closest major north-south arterial is Noland Road, which also provides direct access to downtown Independence from I-70. Minor north-south arterials include North River Boulevard and Chrysler, Pleasant, and Spring streets. River Boulevard carries approximately 6,700 vehicles per day. There is no information available for the other streets. It is estimated that Spring Street probably carries nearly 4,000 vehicles per day, and Pleasant Street probably carries considerably fewer than 2,000 vehicles per day. North Delaware Street, which connects the Truman home to US 24, is a local collector and probably carries fewer than 1,500 vehicles per day.

These traffic counts and estimates show that even though the Truman home is situated within a residential neighborhood, there is a considerable amount of through-traffic, particularly on Truman Road, which runs along the north side of the home. The neighborhood is effectively dissected into two parts by the high traffic volumes on the reconstructed Truman Road.

There is considerable traffic near the Truman home. The high traffic volumes are the major--but not the only--cause of traffic problems. Since many of the residences have no garages or driveways, the local residents must park on the street, and visitors compete for the few spaces that are available. The conversion of single-family homes to multifamily rental properties has resulted in an increased demand for on-street parking, and vehicular congestion in the neighborhood is greater than at any time in the past. Also, visitors driving slowly by the Truman home--and many even double parking in the street--seriously impede traffic flow and contribute to the general congestion. The heavy through-traffic on

Truman Road past Delaware Street poses a safety hazard to tourists who are preoccupied with viewing the Truman home. The large-truck traffic on Truman Road causes noticeable vibrations in the Truman home.

The city shuttle bus service does much to alleviate traffic congestion in the neighborhood by providing free transportation to the home from Independence Square. The service is contracted by the city to a private operator. Kansas City Metro (Kansas City Area Transportation Authority) also provides regular bus service to the neighborhood, but the Metro service is designed for local residents rather than out-of-town visitors. In spite of the public transportation opportunities, some visitors still drive their cars to the home.

The condition of private dwellings varies throughout the national historic landmark district. While many are in adequate or excellent repair, some have deteriorated to a poor condition. Some are badly in need of reroofing, painting, and gutter repair. Inadequate foundation plantings and uncared for lawns are problems. Some of these problems are attributable to the maintenance of older homes by elderly residents on fixed incomes. Also, rental properties are often not maintained at the same standard as owner-occupied homes. Various elements have been added to area homes that have somewhat changed their original character, such as aluminum awnings and siding and wrought-iron exterior stair railings and ornamental grillwork.

Socioeconomic Factors

As one of the older neighborhoods in Independence, the Truman neighborhood showed a 5.6 percent decline in population during the decade of the 70s, while the city's total population remained stable. The population of the neighborhood is decidedly older than that of the city. Correspondingly, the average family size and number of persons per household is lower in the Truman neighborhood than elsewhere in the city (table 4). The statistical information presented in this section was derived for a larger area than the national historic landmark district. It applies to city neighborhood 15, which generally corresponds to the boundaries of the city's heritage district prior to 1984 (see the Boundary Changes map for the city district).

The residents of the neighborhood are as educated as those in the remainder of the city, and those who are employed are more likely to be in professional or managerial occupations in professional or related service industries. However, perhaps because of age, the neighborhood's median, mean, and per capita incomes are lower than those for the city at large (table 5).

As would be expected, the Truman neighborhood is more completely developed than other lands in the city limits. Open lands account for a smaller percentage of neighborhood land than city land (table 6). Much of the open land in the larger Truman neighborhood is accounted for by McCoy Park. Residential use represents nearly half of the land base.

Table 4: Age and Household Characteristics, 1980

	<u>Independence</u>	<u>Larger Truman Neighborhood*</u>
Median age	30.8	36.9
% of population over 65 years	12.8	26.8
Persons per household	2.62	2.08
Persons per family	3.07	2.89

*Neighborhood 15, which generally corresponds to the boundaries of the city's heritage district prior to 1984.

Table 5: Education, Occupation, and Income, 1980

<u>Education</u>	<u>Independence</u>	<u>Larger Truman Neighborhood</u>
Average years of school	10.8	11.0
Percent completed high school	71.0	71.3
<u>Occupation</u> (% of population)		
Managerial and professional	18.2	48.3
Technical sales and administration	34.9	25.5
Service	11.1	15.0
Farming and forestry	.5	1.5
Precision production	14.2	5.9
Operators	21.2	16.4
<u>Industry</u> (% of population)		
Agriculture, forestry, mining	.6	.0
Construction	5.6	4.5
Manufacturing	25.5	15.3
Transportation	6.6	6.4
Communications	3.7	4.0
Wholesale trade	5.2	4.3
Retail trade	18.5	14.0
Finance, insurance, and real estate	6.6	7.3
Business and repair	4.0	7.0
Personal, entertainment	3.2	3.3
Professional and related services	15.4	29.5
Public administration	5.2	4.6
<u>Income</u>		
Median	\$19,248	\$10,938
Mean	20,602	13,830
Per capita	7,839	6,765

Table 6: Land Use Characteristics, 1980

<u>Use (as % of all land)</u>	<u>Independence</u>	<u>Larger Truman Neighborhood</u>
Commercial	2.1	12.0
Residential		
Single-family	27.8	41.9
Two-family	0.8	3.3
Multifamily	1.0	3.4
Industrial	2.0	2.5
Community facilities	4.0	4.0
Open land	62.3	40.8

Three city zoning classifications exist within the national historic landmark district. The Truman home sits within a high-density residential (R-4) zone (see the Zoning map). Adjacent zones are two-family residential (R-2), which begins a half block north of the home, and general commercial (C-2), which begins a half block south.

Housing characteristics of the neighborhood vary markedly from those of the city. The neighborhood comprises a higher proportion of residential structures than the city as a whole, and many more are two-family and multifamily dwellings (table 7). Residential structures tend to be older in the Truman neighborhood. A lower proportion than citywide are occupied by the owners, and more are rentals. The median value and rental prices of Truman neighborhood residences also tend to be lower than what prevails throughout the city. The mobility of renters is higher than in the city as a whole (fewer people resided at their current address prior to 1975). However, the older population is reflected by the longer average length of occupancy in owner-occupied housing. Because of the added costs of operating and maintaining the older and larger structures, it can be expected that the number of rentals and the movement of residents into and out of the neighborhood will increase in the future. The National Park Service is concerned that the exterior building modifications associated with conversion from single-family to multifamily housing and the increased demand for on-street parking could adversely affect the historical character of the neighborhood.

VISITOR USE

Local Recreation and Tourism

Recreation and tourism is a major component of the Missouri economy, ranking second among industries in statewide revenue generation. Jackson County (including Kansas City and Independence) is a major beneficiary of the travel industry. Estimates compiled in 1980 show that the county far exceeded the average Missouri county in tourist expenditures received and tourism-related employment generated (table 8).

Table 7: Housing Characteristics, 1980

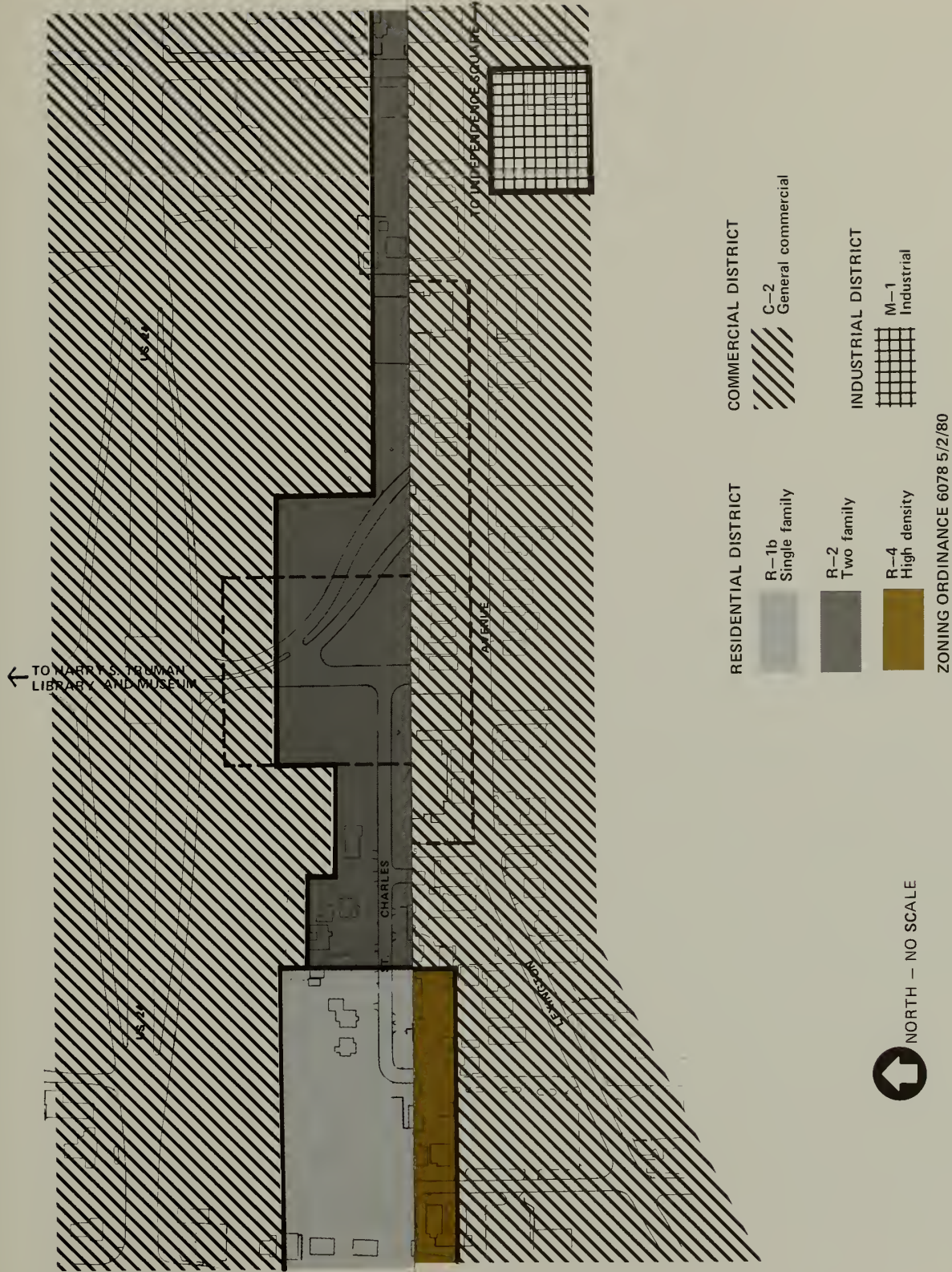
	<u>Independence</u>	<u>Larger Truman Neighborhood</u>
Residential structures as % of all structures	29.6	48.6
Residential characteristics (% of total)		
Single-family	93.8	85.7
Two-family	2.9	6.8
Multifamily	3.3	7.0
Average age of residential structures (years)	24.1	31.2
Owner-occupied structures (% of all residential structures)	70.2	44.9
Median residential value	\$37,700	\$31,500
Median contract rent	\$168	\$145
Mobility		
% of residents in same house since 1975	55.0	46.0
% owner-occupants in same house since 1975	66.0	69.8
% of renters in same house since 1975	16.2	16.1

Table 8: County Tourist Expenditures and
Travel Related Employment, 1980

Tourist expenditures	
Average Missouri county	\$ 33.5 million
Jackson County	\$648.0 million
Travel-related employment	
Average Missouri county	900 persons
Jackson County	20,344 persons
Travel employment per \$1,000 expenditure	
Average Missouri county	0.0269 persons
Jackson County	0.0314 persons

ZONING

CITY OF INDEPENDENCE

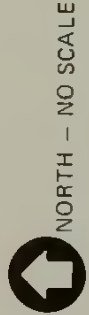
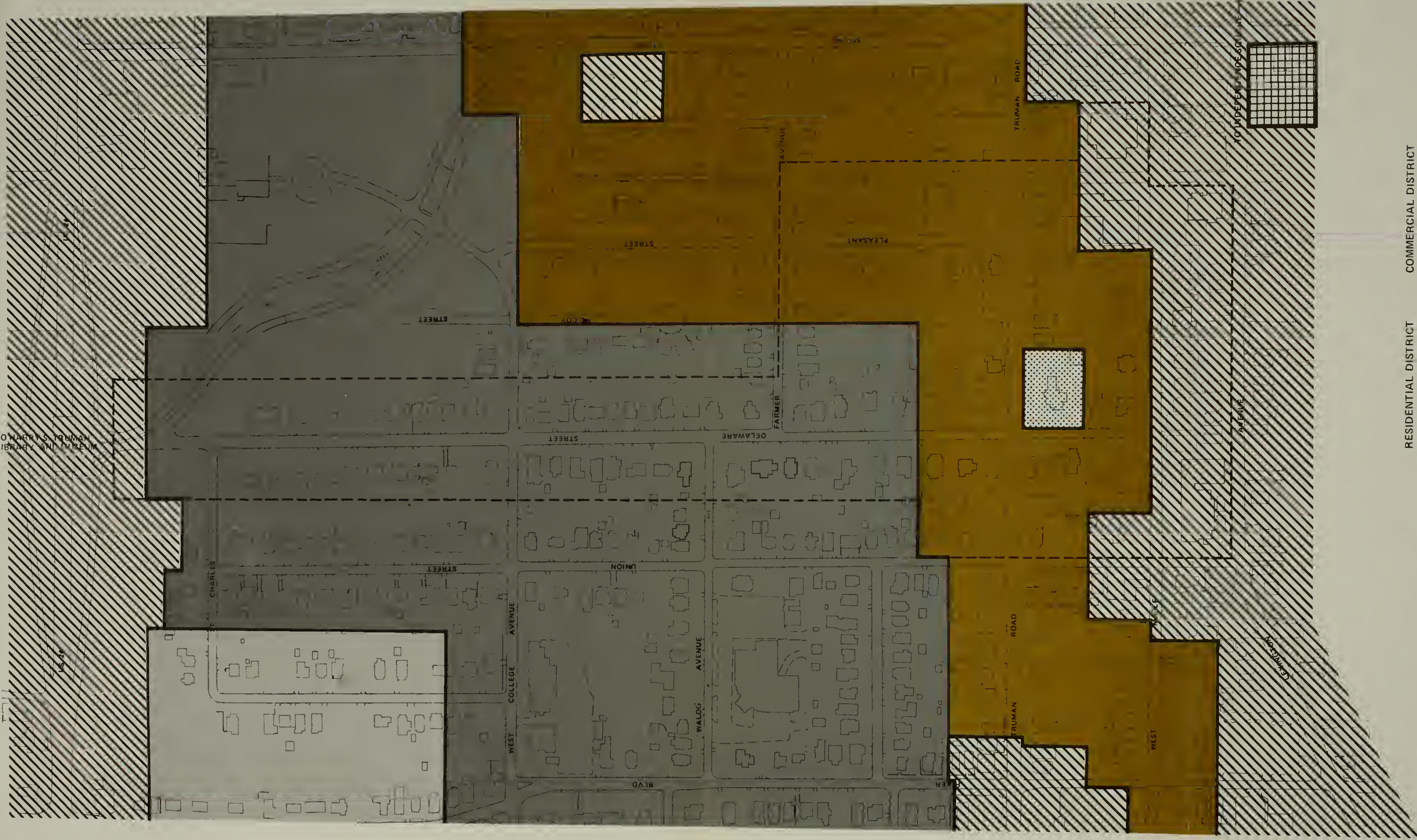


HARRY S TRUMAN
NATIONAL HISTORIC SITE

UNITED STATES DEPARTMENT OF THE INTERIOR /
 NATIONAL PARK SERVICE

492 | 20010B
 DSC | MAY 85

← TO HARRY S TRUMAN
LIBRARY AND MUSEUM



RESIDENTIAL DISTRICT	COMMERCIAL DISTRICT
R-1b Single family	C-2 General commercial
R-2 Two family	
R-4 High density	
	INDUSTRIAL DISTRICT
	M-1 Industrial

ZONING ORDINANCE 6078 5/2/80

**HARRY S TRUMAN
NATIONAL HISTORIC SITE**
UNITED STATES DEPARTMENT OF THE INTERIOR /
NATIONAL PARK SERVICE

NATIONAL HISTORIC
SITE BOUNDARY

NATIONAL HISTORIC
LANDMARK DISTRICT BOUNDARY

492 | 20010B
DSC | MAY 85

ZONING CITY OF INDEPENDENCE

Travelers within the state more frequently visit theme parks and historic sites than any other activity (Missouri Division of Tourism 1984). Jackson County is the location of many such attractions which, along with major league sports, attracted an estimated 7.4 million visits in 1983 (table 9).

The city of Independence contains numerous historic sites, many of which are open to the public. These include the Harry S Truman National Historic Site; Harry S. Truman Library; two city-owned house museums (the Bingham-Waggoner estate and the Vaile mansion); the Jackson County Courthouse (at Independence Square); Jackson County Historical Society properties; and a visitor center, auditorium, churches, and other property belonging to Mormon denominations (Joseph Smith Jr. Historic Area). A national trails center, currently in the planning stage, is expected to be another major visitor attraction. Total annual tourist travel to Independence is estimated at between 200,000 and 300,000.

Table 9: Attendance at Kansas City Area Attractions, 1985

<u>Attraction</u>	<u>1985</u>
American Royal (annual stock show/rodeo)	151,720
Ballet	26,400
Chiefs (football)	360,160
Comets (soccer)	310,008
Crown Center (shopping)	415,000
Folly Theater	148,393
Fort Osage (historic site)	53,200
Harry S. Truman Library	185,000
Jackson County Courthouse (Truman Courtroom and Office)	14,038
Kansas City Museum	100,007
Kansas City Parks Concerts	84,600
Kansas City Symphony	326,033
Kansas City Zoo (Swope Park)	519,913
Lyric Opera	22,000
Midland Theater	149,750
Missouri Repertory Theater	89,500
Missouri Town (historic site)	57,700
Nelson-Atkins Museum and Art Gallery	305,347
Oceans of Fun (amusement park)	286,648
Riverboat	99,634
Royals (baseball)	2,100,000
Starlight Theater	218,110
Welcome Center	104,000
Worlds of Fun (amusement park)	1,362,265
Wornall House (historic site)	<u>7,167</u>
Total	7,495,587

Source: Convention and Visitors Bureau of Greater Kansas City

In 1979 a survey on Independence tourism was conducted by Utah State University. The findings of interest to this evaluation are summarized below:

While visitors to Independence come from all 50 states and a number of foreign countries, the majority of visitors come from the Midwest. Missouri, Iowa, California, Kansas, Nebraska, Ohio, and Illinois are the most common states of residence.

The length of stay in Independence is relatively short for more than 60 percent of the visitors; only one-quarter of all visitors stay overnight. Most people are traveling to another destination but want to stop in Independence because of its historical importance.

More than 90 percent of visitors come to Independence by private automobile.

More than 75 percent of all visitors come to Independence to visit the Harry S. Truman Library. President Truman is associated with Independence by 95 percent of the visitors.

Much of the visitor data gathered since May 15, 1984, reinforces the survey's findings. However, with the opening of the Harry S Truman National Historic Site and the implementation of the city shuttle bus tour, visitors are staying longer and getting more interpretation about the Truman story and other aspects of local history. The average visitor length of stay in Independence is now estimated to be 4.1 hours, as shown in table 10.

Table 10: Estimated Length of Stay for Independence Visitors

<u>Activity</u>	<u>Average Time Spent (hrs.)*</u>
General orientation	0.5
Truman Home Ticket/Information Center (at Independence Square)	0.5
City shuttle	0.6
Harry S. Truman Library	0.5
Other Independence historical attractions	0.5
Harry S Truman National Historic Site (Truman home)	0.5
Miscellaneous (food, shopping, etc.)	1.0
	4.1 (0.2 days)

*The average length of stay at individual sites is longer than indicated. The figures shown above reflect the fact that not all visitors stop at all sites.

The statewide average visitor expenditure is estimated to be \$48 per day (see table 11). Based on an average stay in Independence of 0.2 days, it is estimated that the average visitor spends approximately \$10 in Independence. Assuming that the total annual visitation is 200,000-300,000, total visitor spending in Independence is between \$2 million and \$3 million per year and supports between 60 and 100 jobs in the city.

Table 11: Average Daily per Person Expenditures, 1982-83

Missouri average per person trip expenditures	\$390.33	
Missouri average per person trip length	8.06 days	
Average daily per person expenditures	\$48.42	
Average daily expenditures by category	<u>Percent</u>	<u>Dollars</u>
Lodging	19.7	\$ 9.54
Food	32.6	15.78
Transportation	28.1	13.61
Entertainment	9.0	4.36
Incidental	10.6	5.31
	100.0	\$48.42

Sources: Average expenditures are from Missouri Division of Tourism 1983; categorical percentages are from the Wisconsin Division of Tourism 1982.

Present and Projected Use of the National Historic Site

The national historic site opened to the public on May 15, 1984. During the first full 12 months of operation (June 1, 1984, to May 31, 1985), a total of 125,850 people visited the site (see table 12). Of that total 64,242 people (51 percent) toured the Truman home and an additional 61,608 people (49 percent) visited the site but did not take the guided tour. During the first nine months of the second year of operation (June 1, 1984, to February 28, 1986), visitation declined to 83,812 people compared to 92,476 for the same period during the previous year. The proportion of people who toured the Truman home was 50 percent.

As would be expected based on visitor profiles at other Independence sites, almost half (45%) of the visitors to the national historic site are from Missouri, mostly from the Independence/Kansas City area. Most other visitors come from the surrounding midwestern states, but relatively large percentages also come from California, Texas, and Minnesota. The site has also attracted international visitors from 60 countries, mostly from Canada, Great Britain, West Germany, Japan, Australia, and France. More specific data about visitor origins is included in appendix I.

Table 12: Monthly Visitor Use, 1984-86

<u>First Full Year of Operation</u>				
		<u>Guided Home Tour</u>	<u>Visited Site Without Tour</u>	<u>Total</u>
1984	June	7,680	8,854	16,534
	July	7,936	9,655	17,591
	August	7,936	7,013	14,949
	September	7,502	4,345	11,847
	October	6,909	4,779	11,688
	November	4,708	4,630	9,338
	December	3,029	2,538	5,567
1985	January	1,339	1,025	2,364
	February	1,601	988	2,589
	March	3,825	3,351	7,176
	April	5,378	5,921	11,299
	May	<u>6,399</u>	<u>8,509</u>	<u>14,908</u>
First year total		64,242	61,608	125,850
<u>First Nine Months of Second Year</u>				
1985	June	7,177	7,653	14,830
	July	7,603	8,333	15,936
	August	7,602	6,870	14,472
	September	5,939	5,410	11,349
	October	5,463	4,861	10,324
	November	2,544	2,131	4,675
	December	1,824	3,746	5,620
1986	January	1,891	1,417	3,308
	February	<u>2,015</u>	<u>1,283</u>	<u>3,298</u>
Nine-month total		42,108	41,704	83,812

No long-range projections of annual visitation are provided because of the inadequate amount of data specific to the park. A projection of future use based solely on general trends would be highly speculative. Nationwide, people's use of the national parks is increasing slightly. Use traditionally increases during periods of growth in the overall economy, and the economy is currently growing at a slow rate. Use of urban parks is increasing at a faster rate than use of rural parks. However, there is a counter trend that indicates either a decrease or a stabilization of visits to presidential sites since the Bicentennial, as shown in table 13.

Table 13: Annual Visitation to Associated Sites (000's), 1975-84

<u>Presidential Libraries and Museums</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>
Harry S Truman Library	337.0	353.0	314.4	261.6	212.8	205.6	209.7	196.0	198.9	211.5
Herbert Hoover Library & Museum	93.0	99.0	90.9	95.2	67.3	64.5	71.0	59.3	59.7	57.8
Franklin D. Roosevelt Library	188.1	223.7	371.5	276.9	215.5	241.5	226.2	202.0	203.3	186.8
<u>NPS Presidential Sites*</u>										
Abraham Lincoln Birthplace NHS, KY	406.5	351.8	396.6	255.7	271.2	239.1	252.2	318.7	256.1	258.0
Andrew Johnson NHS, TN	48.9	47.2	45.6	42.6	47.7	65.6	74.1	77.6	119.4	84.9
George Washington Birthplace NM, VA	202.3	181.0	129.2	133.6	122.6	114.1	133.3	131.0	136.7	155.4
Herbert Hoover NHS, IA	378.5	325.5	309.2	314.2	223.0	230.7	274.9	272.3	260.6	244.4
Home of Franklin D. Roosevelt NHS, NY	289.1	322.3	311.3	360.6	266.8	316.5	272.1	268.3	215.5	205.4
Lyndon B. Johnson NHS, TX	403.4	386.9	390.1	353.5	295.5	318.0	311.6	301.5	310.9	278.4
Lincoln Boyhood NM, IN	131.3	244.0	246.7	240.5	237.8	218.8	225.6	207.9	216.3	235.0
Lincoln Home NHS, IL	494.0	492.0	480.4	450.2	403.2	408.4	402.7	432.7	448.1	431.2
Theodore Roosevelt Birthplace NHS, NY	9.0	13.9	11.7	12.7	13.2	14.9	13.0	12.6	13.2	17.4

*Martin VanBuren (NY) and Eisenhower (PA) National Historic Sites were not included because they have not been open for the above 10-year period. However, since they have been open, their annual visitation has declined each year.

At other new presidential sites, specifically Martin Van Buren National Historic Site in New York (opened in 1980) and Eisenhower National Historic Site in Pennsylvania (opened in 1982), visitation was higher during the first year of operation than during the next several years. However, visits to the Truman home have not declined in the second year, principally because of the tourism promotion by the city of Independence, the site's location in a metropolitan area adjacent to major interstate travel routes, the fact that the home is a visitor attraction in itself, and its proximity to the Harry S. Truman Library.

Visitation to the Harry S. Truman Library appears to have stabilized at approximately 200,000 visitors per year. In other examples, presidential homes have outdrawn the libraries (see table 13). It appears that visitation to a presidential home tends to increase independently of the trend in library visitation until it reaches the home's capacity, at which point it stabilizes.

The Truman home currently has a capacity to accommodate 92,672 people per year for tours, assuming eight people per tour, four tours per hour, over an eight-hour daily operation for 362 days a year (New Years, Thanksgiving, and Christmas excluded). (The home is currently not open on 36 Mondays between Labor Day and Memorial Day, and under this schedule, the theoretical capacity is 83,456.) Assuming that 49 percent of all visitors to the national historic site do not take the home tour (the current percentage), the total theoretical visitation level for the national historic site (home and grounds) is approximately 181,655 visitors per year. In order for use to reach this theoretical visitation level, it would have to be constant throughout the year, which is unlikely. The home is currently operating near capacity from May through October but only at about 41 percent of capacity during the remainder of the year.

If necessary in the future, the capacity of the home tour might be increased by changing the tour format or lengthening the hours of operation. In addition, the visitor capacity could be increased by offering additional programs and facilities away from the home, as described in the "Alternatives" section.

The city-operated shuttle bus system has a theoretical capacity of 248,200 riders per year, based on daily service every 15 minutes, 8½ hours per day, and 20 persons per bus. This is greater than the capacity of the national historic site.

ALTERNATIVES

Three preliminary alternatives were considered during the course of developing a draft plan for the national historic site. The proposal combines elements from alternatives 2 and 3: It resembles alternative 2 in terms of park operations and alternative 3 in terms of visitor use and resource management. Unlike alternative 3, however, the proposal includes the concept of a Truman neighborhood trust to help accomplish the resource preservation goals. This concept was introduced during the review of the preliminary alternatives.

ALTERNATIVE 1: NO ACTION

Introduction

The no-action alternative would continue the existing management and would not resolve the current planning issues. The Truman home and grounds would be preserved and maintained, but no action would be taken to provide adequate treatment and storage facilities for the park collections or to ensure the long-term preservation of the Noland/Haukenberry and the Wallace homes. No action would be taken to increase protection for the threatened national historic landmark district or the neighborhood visible from the home. Visitor reception, shuttle bus service, and home tours would remain unchanged. The National Park Service would take no additional action to provide on-site support facilities for visitors. The park administrative offices would remain with the ticket and information center near Independence Square. No action would be taken to provide adequate storage or maintenance facilities. This is the only alternative considered that would not require additional legislation.

Resource Management

Treatment of the Truman Home and Grounds. The home and grounds would be managed in accordance with an approved resource management plan, historic structure report, historic grounds report, and other appropriate guides, as described in the proposal.

Collection Management and Storage. The National Park Service would retain all of the estimated 35,000 objects in the Truman home collection. The park staff would continue the work of cataloging and treating the objects, augmented by contract or additional staff only if reallocations of the existing budget or staffing levels could be made. It would take approximately 25 years for the present staff to complete this work on a time-available basis. A collection management plan would be prepared to establish priorities for curatorial work and to guide the routine housekeeping and cyclic maintenance of the collection.

Under the no-action alternative, no permanent storage would be provided for the park collection. Most objects would be placed in storage containers in the rooms of the Truman home that are not along the tour route, where they would be difficult to study and to inventory for security. What objects might be stored away from the home would likely be scattered in various locations. In the absence of a permanent storage facility none of the collection would receive full protection from theft, fire, humidity, or temperature extremes.

Archeological Surveys. Archeological surveys would be conducted as described in the proposal.

Site Protection. NPS preservation efforts would continue to focus almost exclusively on the home and its contents and grounds. The neighborhood would receive no direct preservation support from the National Park Service. Other agency programs, funding sources, and preservation options would continue to be available to the neighborhood to maintain and rehabilitate structures, help in the arbitration of conflict, and assist in preventing the demolition of significant district structures (see appendix C for a discussion of the most applicable programs). However, their implementation would depend entirely upon the initiative of the community. The superintendent of Harry S Truman National Historic Site would remain an active member of the community and involved with civic issues that affected the site.

Guidelines for neighborhood change would continue to be prescribed by City Ordinance 7917. Proposed neighborhood changes would be reviewed by the Heritage Commission, and final decisions would be made by the city council.

Management Zoning

The entire national historic site would be designated a historic zone.

Visitor Use

Access and Public Reception. Access and public reception would be the same as described in the proposal. Visitors would be encouraged to ride the city's shuttle bus to the national historic site to minimize traffic congestion and on-street parking near the Truman home. Information, orientation, and tickets for the Truman home tour would be provided at the Truman Home Ticket/Information Center in Independence Square. If either the existing information center or the shuttle bus service was no longer available, other options would be reconsidered (see "Other Options Considered," below).

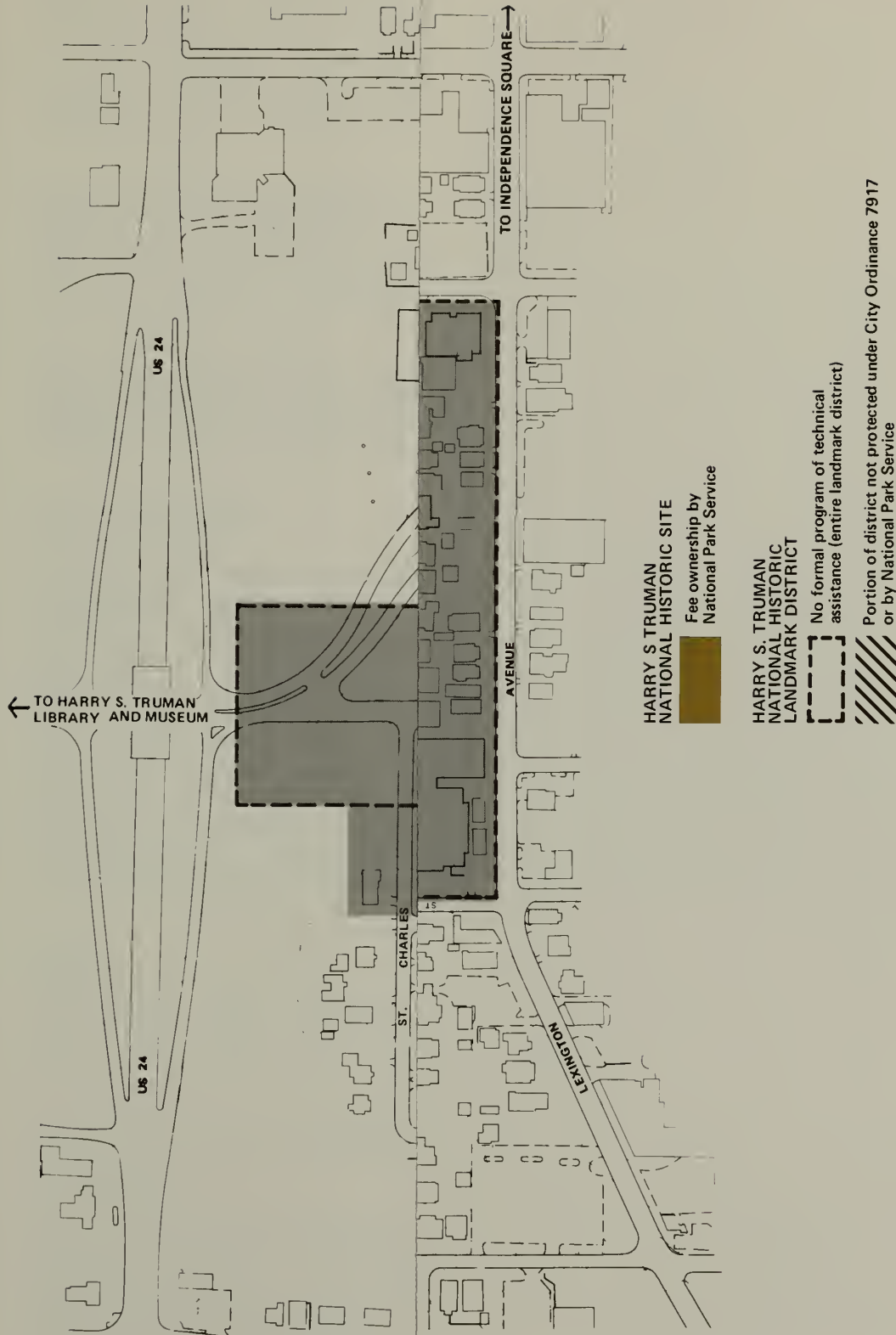
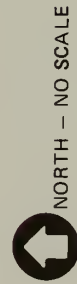
Interpretive Media and Programs. The tour of the Truman home would continue to be the principal visitor activity sponsored by the National Park Service. The current tour format would be retained, as described in the proposal.

ALTERNATIVE 1 NO ACTION

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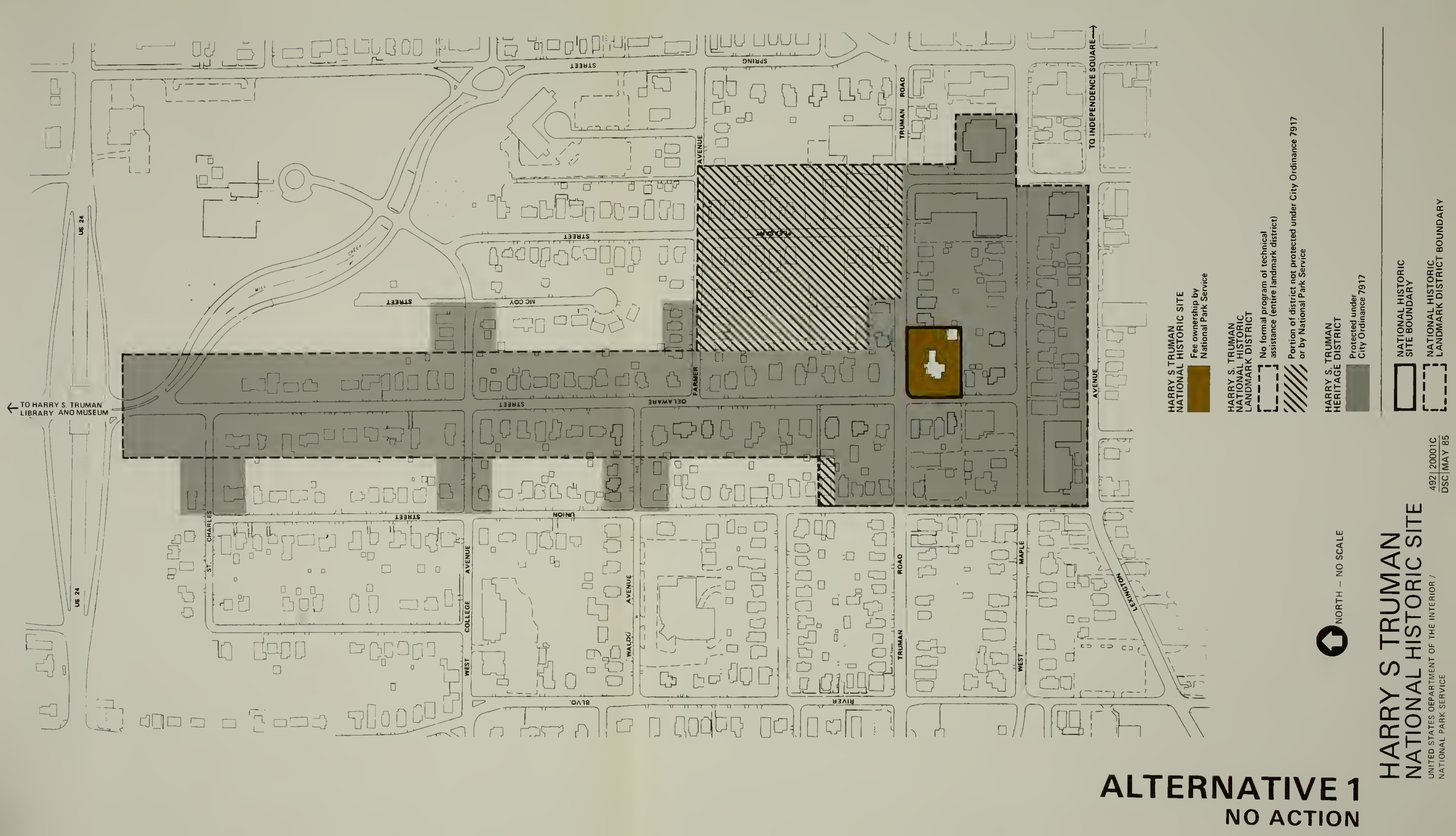


HARRY S TRUMAN
NATIONAL HISTORIC SITE
Fee ownership by
National Park Service

HARRY S. TRUMAN
NATIONAL HISTORIC
LANDMARK DISTRICT
No formal program of technical
assistance (entire landmark district)
Portion of district not protected under City Ordinance 7917
or by National Park Service

HARRY S. TRUMAN
HERITAGE DISTRICT
Protected under
City Ordinance 7917

NATIONAL HISTORIC
SITE BOUNDARY
NATIONAL HISTORIC
LANDMARK DISTRICT BOUNDARY



After the home tour, visitors could begin the city's self-guided walking tour of the neighborhood. No guided neighborhood tours would be offered by the National Park Service under this alternative. Interpretation would be structured around the four current themes listed in the proposal. Those themes, consistent with the existing national historic site boundary, focus almost entirely on the home itself and the residency by President and Mrs. Truman and their daughter, Margaret Truman Daniel.

On-Site Visitor Services. The National Park Service does not currently operate any on-site visitor support facilities, and none would be provided under this alternative. No shelter or seating area would be available for visitors waiting for the shuttle bus in inclement weather, and there would be no restroom or private area for persons who required minor first aid or needed to lie down.

Relationship With Other Truman Sites. Use of the Truman home would continue to be closely coordinated with use of other Truman sites in Independence, as described in the proposal.

Park Operations

Headquarters would continue to be on the second floor of the ticket and information center unless the lease was terminated at some time in the future, in which case the National Park Service would lease office space elsewhere in Independence. The basement of the Truman home would continue to be used for staff breaks and study at the site. Employees would continue to travel to headquarters to use office facilities. No maintenance shop would be available. Minor maintenance and curatorial work that would not involve flammable materials could be done in the basement, but most would have to be done on Mondays, when noise from maintenance projects would not disturb public tours. Larger work would continue to be contracted out. Limited storage space would be available in the garage and basement (see table 14).

Costs

The facility costs for this alternative would be \$174,200 over a 10-year period (see table 15). No additional staff positions would be required.

ALTERNATIVE 2: MINIMUM REQUIREMENTS

Introduction

The minimum requirements alternative would address all of the current planning issues. In addition to the Truman home, the Noland/Haukenberry home and both Wallace homes would be preserved and maintained by the National Park Service. This alternative would require new legislation to expand the boundary of the national historic site (see the discussion of "Site Protection," below). The three additional historic

Table 14: Comparison of Required and Available Floor Space,
No-Action Alternative

<u>Required Space (sq ft)</u>		<u>Available Space (sq ft)</u>		<u>Difference (sq ft)</u>
Administration office	2,700	Old Fire Station No. 1 (second floor)	2,400	
storage	500			
Curatorial storage and work space (off site)	3,700	home basement	200	
		carriage house	250	
Curatorial and maintenance shop (on site)	500			
Staff break and study area	200			
Visitor support shelter	400			
unisex restroom	150			
first-aid	<u>75</u>			
Total	8,225		<u>2,850</u>	-5,375

Table 15: General Development and Resource Protection Costs,
No-Action Alternative (gross costs, 1985 dollars)

	<u>One-time Acquisition Cost</u>	<u>Annual Lease Cost</u>	<u>One-Time Rehab/Constr Cost</u>	<u>Annual Operations and Maintenance</u>	<u>10-Year* Total</u>
Administration	0	\$26,000**	0	0	\$174,200

*Totals are life-cycle costs discounted at 8 percent annually to compare future year costs in present dollars.

**Figure represents annual cost of leasing comparable square footage if the fire station would become unavailable in the future.

Table 16: Staffing, No-Action Alternative

<u>Current Staff</u>	<u>FTE</u>	<u>Salary (1985 dollars)</u>
Administration		
superintendent (GS-12)	1.0	\$35,540
administrative officer (GS-07)	1.0	20,034
secretary (GS-04)	1.0	14,457
Interpretation/protection		
chief ranger (GS-09)	1.0	24,508
lead park ranger (GS-06)	1.0	18,029
park ranger (GS-05)	3.0	48,523
seasonal park ranger (GS-04)	1.7	24,577
Curatorial		
curator (GS-09)	1.0	24,508
museum aid (GS-04)	1.0	14,457
seasonal aid (GS-01)	0.3	3,149
Maintenance		
facility manager (GS-07)	<u>1.0</u>	<u>20,034</u>
Total	13.0	\$247,816

Note: Salaries include 12.4 percent for personal benefits.

structures would be adaptively used to provide administrative office space and on-site visitor support facilities. Necessary curatorial facilities would be leased. In addition, the National Park Service would become an active participant in the national historic landmark district by providing federally supported technical assistance to organizations and individuals involved in historic preservation. Visitor reception, shuttle bus service, and home tours would remain unchanged; however, the National Park Service would consider options to expand the capacity of the home tour if demand remained high. An inclement weather shelter and restroom would be provided near the Truman home.

Resource Management

Treatment of the Truman Home and Grounds. The home and grounds would be managed in accordance with an approved resource management plan, historic structure report, historic grounds report, and other appropriate guides, as described in the proposal.

Collection Management and Storage. A contract would be let to help accomplish the treatment and cataloging of the Truman home collection within five years, as described in the proposal. Also as in the proposal, a suitable curatorial storage facility would be leased.

Archeological Surveys. Archeological surveys would be conducted as described in the proposal.

Site Protection. Congress would be requested to expand the boundary of the national historic site to include the Noland/Haukenberry, George Wallace, and Frank Wallace homes, but not the additional 33 structures visible from the Truman home. The three historically significant homes adjacent to the Truman home would be acquired in fee, with life estates offered to the present owners, and they would ultimately be adaptively used for visitor support and park operations as described in the proposal.

The National Park Service would participate in the preservation of the national historic landmark district by conducting a formal outreach program of preservation assistance to the private sector. The NPS objective would be to save the threatened district's nationally significant resources and to protect the historic integrity of the Truman home's setting. The NPS outreach program would promote the use of available preservation tools by individual residents, neighborhood coalitions, and partnerships between the private and public sectors. The major preservation tools envisioned for use under this alternative would be the same as those listed in the proposal.

Strong reliance would continue to be placed on direct local control throughout the national historic landmark district. Guidelines for neighborhood change would continue to be prescribed by City Ordinance 7917. Proposed neighborhood changes would be reviewed by the Heritage Commission and approved by the city council.

None of the changes that have already occurred within the neighborhood could be reversed, but they might be partially mitigated through actions such as vegetative screening.

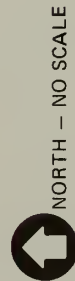
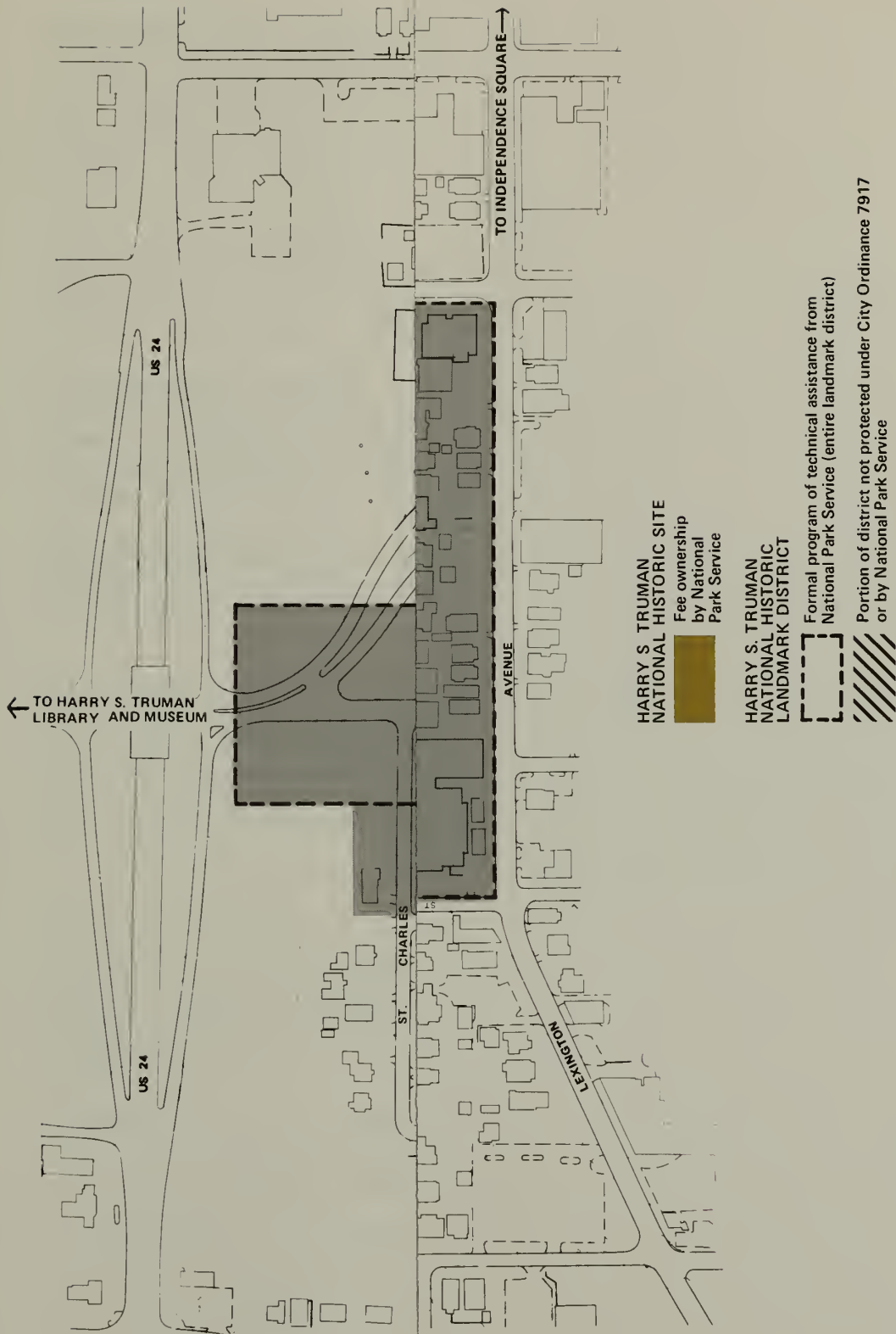
Management Zoning

The entire national historic site would be designated a historic zone.

Visitor Use

Access and Public Reception. Access and public reception would be the same as described in the proposal. Visitors would be encouraged to ride the city's shuttle bus to the national historic site to minimize traffic congestion and on-street parking near the Truman home. Information, orientation, and tickets for the Truman home tour would be provided at the Truman Home Ticket/Information Center in Independence Square. If either the existing information center or the shuttle bus service was no

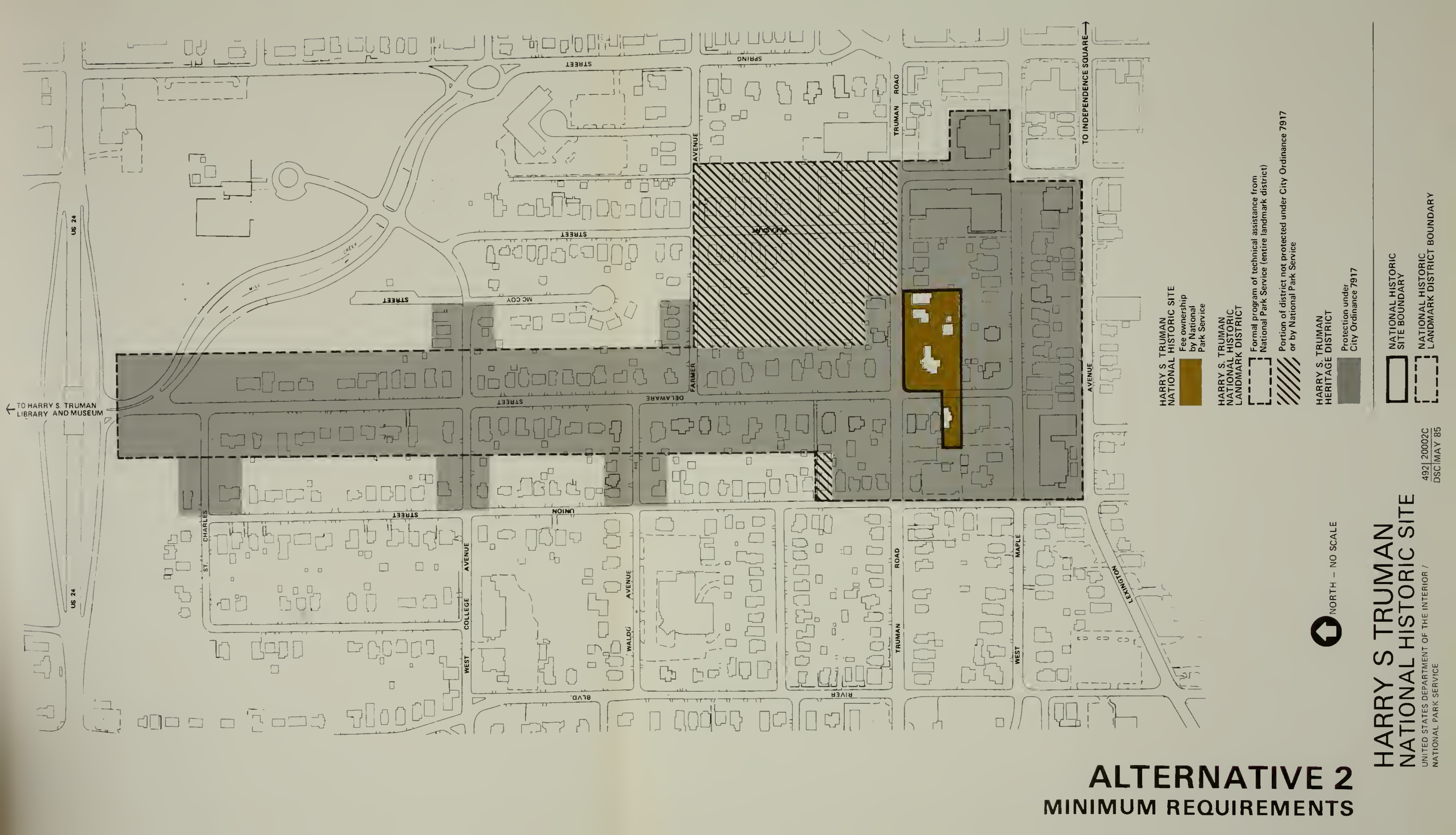
ALTERNATIVE 2 MINIMUM REQUIREMENTS



HARRY S. TRUMAN NATIONAL HISTORIC SITE

UNITED STATES DEPARTMENT OF THE INTERIOR /
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longer available, other options would be reconsidered (see "Other Options Considered").

Interpretive Media and Programs. The tour of the Truman home utilizing the current tour format would be retained. If visitor use data continued to demonstrate that a significant demand for home tours was not being met, feasible options for expanding the capacity of the home tour would be reconsidered (see "Other Options Considered"). After the home tour, visitors could begin the city's self-guided walking tour of the neighborhood, but there would be no guided neighborhood tours.

The interpretive themes would be expanded to cover the adjacent family residences in greater detail. An exhibit might be installed in the Noland/Haukenberry home once it was available as a visitor support facility. The Wallace homes would be interpreted from the outside only.

On-Site Visitor Services. An inclement weather shelter and related visitor facilities would eventually be provided at the Noland/Haukenberry home as described in the proposal. An interim facility would be leased for these purposes until the Noland/Haukenberry home was in NPS management.

Relationship with Other Truman Sites. Use of the Truman home would continue to be closely coordinated with use of other Truman sites in Independence as described in the proposal.

Park Operations

Staff offices and work spaces would ultimately be housed in the Noland/Haukenberry and Wallace homes, as described in the proposal (see table 17). A separate facility would be leased to provide needed curatorial work space and storage for the Truman home collection.

Costs and Phasing

The facility costs for implementing this alternative would be approximately \$587,600 over a 10-year period (see table 18). Implementation would also require additional staffing equivalent to two full-time positions and contract services for curatorial and maintenance work (see table 19 and appendix H).

Implementation of this alternative would be phased as follows:

1. Lease a curatorial storage facility (off site).

Rationale: Provides necessary protection for contents of home.

Cost: \$26,000 annual lease
 \$20,000 annual contract services (for five-year period)

Table 17: Comparison of Required and Available Floor Space,
Minimum Requirements Alternative

<u>Required Space (sq ft)</u>		<u>Available Space (sq ft)</u>		<u>Difference (sq ft)</u>
Administration		Noland/Haukenberry	2,000	
office	2,700	home		
storage	500	George Wallace home	900	
Curatorial storage and		Frank Wallace home	1,100	
work space (off site)	3,700	Curatorial structure	3,700	
Curatorial and maintenance				
shop (on site)	500			
Visitor support				
shelter	400			
unisex restroom	150			
first-aid	75			
Total	<u>8,025</u>		<u>7,700</u>	-325*

*The available space figures do not include the basement in the Noland/Haukenberry and Wallace homes, and it is assumed that the space deficiency could be eliminated by using basement space for storage and possibly a workshop.

Table 18: General Development and Resource Protection Costs,
Minimum Requirements Alternative (gross costs, 1985 dollars)

	<u>One-time Acquisition Cost</u>	<u>Annual Lease Cost</u>	<u>One-time Rehab/ Constr Cost</u>	<u>Annual Operations and Maintenance</u>	<u>10-Year* Total</u>
Administration, on-site visitor service and staff support	\$222,000		\$129,000	\$ 8,000	\$373,400**
Curatorial and maintenance		\$26,000			174,200
Interim visitor services		<u>10,000</u>			<u>40,000**</u>
Total	<u>\$222,000</u>	<u>\$36,000</u>	<u>\$129,000</u>	<u>\$ 8,000</u>	<u>\$587,600</u>

*Totals are life-cycle costs discounted at 8 percent annually to compare future year costs in present dollars.

**Assumes a maximum lease period of five years before acquisition of fee structures.

Table 19: Staffing and Contract Services,
Minimum Requirements Alternative

<u>Additional Positions</u>	<u>FTE</u>	<u>Annual Salary (1985 dollars)</u>
Administration historical architect (GS-09)	1.0	\$ 24,508
Interpretation/Protection*		
Maintenance** maintenance worker (WG-08)	1.0	22,188
<u>Current Staff</u>		
See table 16	<u>13.0</u>	<u>247,816</u>
Subtotal	15.0	\$294,512
<u>Contract Services</u>		
Cultural Resource Management		20,000
Maintenance		<u>16,000</u>
Total		\$330,512

Note: Salaries include 12.4 percent for personal benefits.

*This staffing chart does not include the additional positions that would be required to expand the capacity of the home tour if warranted in the future.

**The need for additional maintenance staffing might be less. Depending on the ultimate workload of the existing maintenance staff and the scope of the contracted services, this position might be eliminated or filled on a seasonal basis.

2. Lease a structure near the home on an interim basis to provide visitor support.

Rationale: Provides facilities essential to meeting on-site visitor needs.

Cost: \$10,000 annual lease

3. Acquire Noland/Haukenberry, George Wallace, and Frank Wallace homes, granting life estates to the current owners.

Rationale: Ensures long-range protection of highly significant historic structures and meets park operations needs.

Cost: \$351,000 capital
\$ 8,000 annual operations and maintenance
\$ 16,000 annual contract services

4. Hire technical assistance staff.

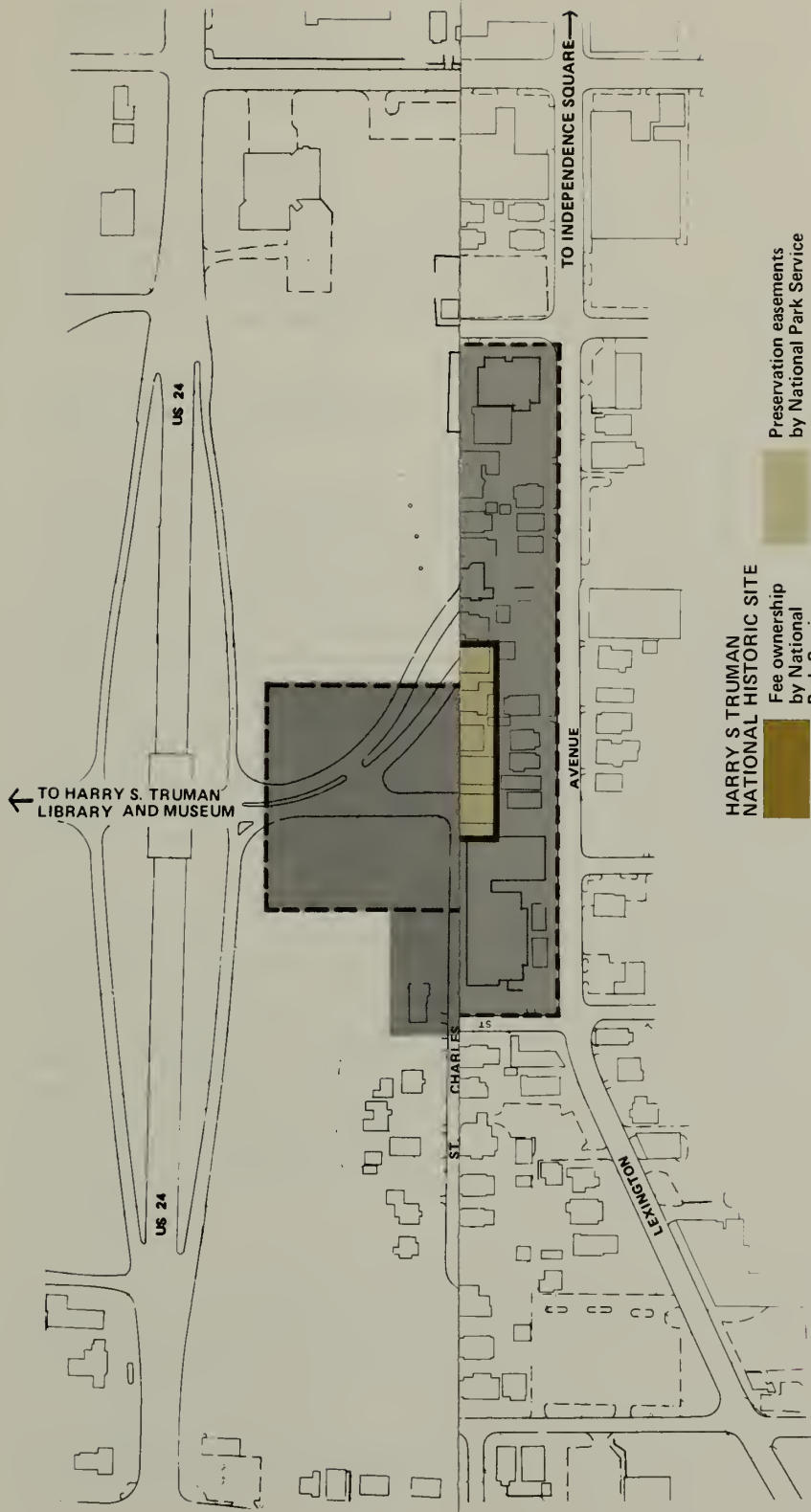
Rationale: Provides minimum required neighborhood protection capabilities.

Cost: \$24,508 annual salary plus benefits (historical architect)

ALTERNATIVE 3: NEIGHBORHOOD EMPHASIS

Introduction

The neighborhood emphasis alternative would address most of the planning issues in much the same way as the minimum requirements alternative. However, the protection afforded to the Truman home's setting would be considerably increased by expanding the national historic site boundary to include all 36 of the structures that are prominently visible from the home. This alternative would require new legislation (see the discussion of "Site Protection," below). The National Park Service would acquire preservation easements on most of the structures inside the new boundary, allowing them to remain in private use while protecting the architectural character of the neighborhood. Structures acquired in fee would be the Noland/Haukenberry and Wallace homes and one additional structure large enough to allow for the consolidation of all the park offices in a single building. The Noland/Haukenberry and the George Wallace homes would be adaptively used for staff and visitor support functions. The Frank Wallace home would be leased back for residential use; or alternatively, the Frank Wallace home could be allowed to remain in private ownership with provision made for its preservation. Curatorial work and storage space would be leased. Visitor reception, shuttle bus service, and home tours would remain unchanged; however the National Park Service would consider altering the home tour format if demand remained high. Guided walking tours of the Truman neighborhood would be conducted.



ALTERNATIVE 3 NEIGHBORHOOD EMPHASIS



NORTH — NO SCALE

HARRY S. TRUMAN
NATIONAL HISTORIC SITE

Fee ownership
by National
Park Service

Preservation easements
by National Park Service

HARRY S. TRUMAN
NATIONAL HISTORIC
LANDMARK DISTRICT

Formal program of technical assistance from
National Park Service (entire landmark district)

Portion of district not protected under City Ordinance 7917
or by National Park Service

HARRY S. TRUMAN
HERITAGE DISTRICT

Protection under
City Ordinance 7917

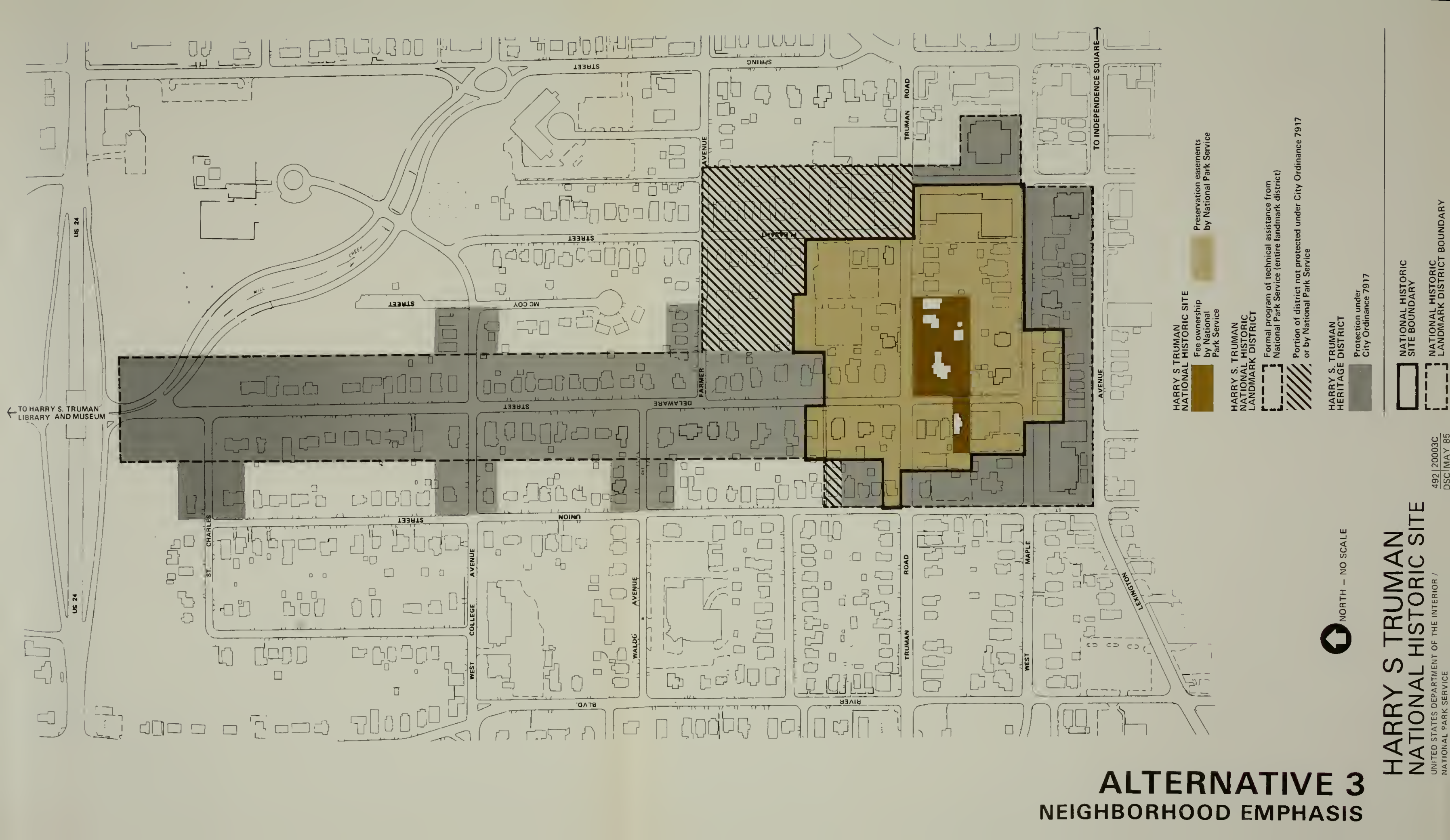
NATIONAL HISTORIC
SITE BOUNDARY

NATIONAL HISTORIC
LANDMARK DISTRICT BOUNDARY

HARRY S. TRUMAN NATIONAL HISTORIC SITE

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Resource Management

Treatment of the Truman Home and Grounds. The home and grounds would be managed in accordance with an approved resource management plan, historic structure report, historic grounds report, and other appropriate guides, as described in the proposal.

Collection Management and Storage. A registrar (museum technician) would be hired to oversee and provide for the timely cataloging and treatment of the park collection. It is estimated that adding one employee whose primary job responsibility was cataloging and treatment could result in the work being accomplished in 7 years. Curatorial work and storage space would be leased as described in the proposal.

Archeological Surveys. Archeological surveys would be conducted as described in the proposal.

Site Protection. As in the proposal, the National Park Service would request that Congress expand the national historic site boundary to include the Noland/Haukenberry and two Wallace homes and 33 additional structures. Rather than establishing a private trust to promote the preservation of historic values, however, under this alternative the new legislation would authorize the National Park Service to act directly to acquire interests in the nonfederal properties within the new boundary. The National Park Service would acquire four structures in fee and acquire a less-than-fee interest in the remaining 32 properties. The four structures acquired in fee would be the Noland/Haukenberry home, the two Wallace homes, and a fourth structure for administrative use. Life estates would be offered to the present owners of the Noland/Haukenberry and Wallace homes.

The exteriors of the Noland/Haukenberry and two Wallace homes would be preserved and interpreted as part of the Truman family story as described in the proposal. The Noland/Haukenberry home, the George Wallace home, and the fourth structure would be adaptively used for visitor support and administrative use. The Frank Wallace home would be leased back for residential use. Alternatively, the Frank Wallace home could be protected through a special preservation easement that would provide for preservation and maintenance by the National Park Service but allow the home to remain in private ownership. The land protection plan would determine the most cost-effective method of protecting the structure.

The details of the easements to be acquired by the National Park Service would be developed as part of the land protection plan. Generally, the easements would meet the same objectives and include the same provisions as the easements described in the proposal.

The National Park Service would play an active role in the preservation of the entire national landmark district by conducting a formal outreach program similar to the one described in the proposal.

Management Zoning

The portion of the national historic site owned in fee title by the National Park Service would be designated a historic zone. The remainder of the site would be designated a special use zone to allow for private use.

Visitor Use

Access and Public Reception. Access and public reception would be the same as described in the proposal. Visitors would be encouraged to ride the city's shuttle bus to the national historic site to minimize traffic congestion and on-street parking near the Truman home. Information, orientation, and tickets for the Truman home tour would be provided at the Truman Home Ticket/Information Center in Independence Square. If either the existing information center or the shuttle bus service was no longer available, other options would be reconsidered (see "Other Options Considered").

Interpretive Media and Programs. Home tours and guided neighborhood walking tours would be the same as described in the proposal. Interpretive themes would be expanded as in the proposal to cover the Truman home, the adjacent family residences, and the surrounding neighborhood. If visitor use data continued to demonstrate that a significant demand for home tours was not being met, feasible options for expanding the capacity of the home tour would be reconsidered (see "Other Options Considered"). Guided neighborhood walking tours would provide an alternate experience for visitors. Also, if excess space was available in the structures acquired by the National Park Service, it might be adapted for additional interpretive services.

On-Site Visitor Services. An inclement weather shelter and related visitor facilities would eventually be provided in the Noland/Haukenberry home as described in the proposal. An interim facility would be acquired or leased for these purposes until the Noland/Haukenberry home was in NPS management. This interim facility might be, but need not necessarily be, the fourth structure acquired in fee for permanent administrative office space. Use of that structure for visitor support would depend on its proximity to the Truman home.

Relationship with Other Truman Sites. Use of the Truman home would continue to be closely coordinated with use of other Truman sites in Independence as described in the proposal.

Park Operations

Administrative functions would be consolidated in a single structure (approximately 2,700 square feet) close to the Truman home that would be acquired on the basis of its suitability for administrative use (see table 20). Based on current lease costs and property values in Independence, outright purchase of space for administrative purposes would be less

costly than leasing it, particularly to meet long-term needs where the National Park Service would occupy space for 20 years or more. In selecting a structure for administrative use, the National Park Service would try to find a property with adequate parking space for the staff and government vehicles. If not available, the National Park Service would lease parking space.

The Noland/Haukenberry and George Wallace homes would be used for visitor support, storage, and a small maintenance and curatorial workshop. The Noland/Haukenberry home is well situated along the shuttle tour route, making it desirable for visitor use, while the George Wallace home, which shares the backyard with the Truman home, is suitable only for limited staff activities. The Frank Wallace home would not be needed for park use and would remain in residential use, with the National Park Service performing preservation and maintenance work, as described under "Site Protection," above.

A separate facility would be leased to provide needed curatorial work space and storage for the Truman home collection.

Costs and Phasing

The facility costs for implementing this alternative would be approximately \$1,377,040 over a 10-year period (see table 21). Implementation would also require additional staffing equivalent to 5.6 full-time positions (see table 22 and appendix H).

Implementation of this alternative would be phased as follows:

1. Lease a curatorial storage facility (off site).

Rationale: Provides necessary protection for contents of home.

Cost: \$26,000 annual lease
 \$18,029 annual salary plus benefits (museum technician)

2. Lease a structure near the home on an interim basis to provide critical visitor support.

Rationale: Provides facilities essential to meeting on-site visitor needs.

Cost: \$10,000 annual lease

3. Acquire life estates on Noland/Haukenberry, George Wallace, and Frank Wallace homes, granting life estates to the current owners.

Rationale: Ensures long-range protection of highly significant historic structures.

Cost: \$315,000 capital
 \$ 7,200 annual operations and maintenance
 \$ 36,498 annual salary plus benefits (one custodial and two maintenance workers)

4. Hire technical assistance staff.

Rationale: Provides minimum required neighborhood protection capabilities.

Cost: \$24,508 annual salary plus benefits (management assistant)

5. Acquire preservation easements on remaining 32 properties within the national historic site boundary.

Rationale: Ensures long-range protection of residential neighborhood critical to integrity of the Truman home.

Cost: \$660,000 capital

6. Acquire a fourth structure near the home in fee to permanently house administrative functions.

Rationale: Provides for long-range management efficiency.

Cost: \$148,000 capital
 \$ 6,000 annual operations and maintenance

7. Hire additional interpretive and research staff.

Rationale: Provides for neighborhood walking tours and research into Truman domestic history.

Cost: \$28,121 annual salary plus benefits (park rangers and historian)

OTHER OPTIONS CONSIDERED

This section describes several options not being actively considered at the present time, but which might be reconsidered and adopted in the future, if site conditions change. For example, if the city shuttle bus service should be discontinued, the National Park Service would reconsider the option of operating such a system itself. Or if it was demonstrated that the demand for home tours was going to remain significantly higher than the capacity of the current tour operation, the park managers would reconsider feasible options of extending the hours of operations or providing an alternate interpretive experience. The options in this section could be incorporated into any of the alternatives included in this document.

Table 20: Comparison of Required and Available Floor Space,
Neighborhood Emphasis Alternative

<u>Required Space (sq ft)</u>		<u>Available Space (sq ft)</u>		<u>Difference (sq ft)</u>
Administration		Noland/Haukenberry home	2,000	
office	2,700	George Wallace home	900	
storage	500			
Curatorial storage and		Additional structure for	2,700	
work space (off site)	3,700	administration		
Curatorial and		Curatorial structure	3,700	
maintenance shop				
(on site)	500			
Visitor support				
shelter	400			
unisex restroom	150			
first-aid	<u>75</u>			
Total	8,025		9,300	+1,275

Table 21: General Development and Resource Protection Costs,
Neighborhood Emphasis Alternative (gross costs, 1985 dollars)

	<u>One-time Acquisition Cost</u>	<u>Annual Lease Cost</u>	<u>One-time Rehab/ Constr Cost</u>	<u>Annual Operations and Maintenance</u>	<u>10-Year* Total</u>
Administration	\$100,000		\$ 48,000	\$ 6,000	\$188,200
On-site visitor services	148,000		93,000	5,800	257,240**
Curatorial		\$26,000***			174,200
Interim on-site visitor services		10,000			40,000**
Historic structure purchase/leaseback	<u>48,000****</u>			<u>1,400</u>	<u>57,400</u>
Facilities subtotal	\$296,000	\$36,000	\$141,000	\$13,200	\$717,040
Preservation easements	<u>\$660,000</u>				<u>\$660,000</u>
Total	\$956,000	\$36,000	\$141,000	\$13,200	\$1,377,040

*Totals are life-cycle costs discounted at 8 percent annually to compare future year costs in present dollars.

**Assumes a maximum lease period of five years before acquisition of fee structures.

***This facility is costed for lease, rather than purchase, because it would most likely be outside the national historic site boundary.

****Figure represents the life-cycle cost of fee acquisition minus anticipated lease revenues over the 10-year life of the plan.

Table 22: Staffing, Neighborhood Emphasis Alternative

<u>Additional Positions</u>	<u>FTE</u>	<u>Annual Salary (1985 dollars)</u>
Administration		
historical architect (GS-09)	1.0	\$ 24,508
Interpretation/Protection*		
park ranger (GS-05)	0.5	8,087
Maintenance**		
maintenance worker (WG-04)	0.5	7,228
maintenance worker (WG-08)	1.0	22,188
custodial worker (WG-02/03)	0.6	7,082
Cultural Resource Management		
museum technician (GS-06)	1.0	18,029
historian (GS-07)	<u>1.0</u>	<u>20,034</u>
Subtotal	5.6	\$107,156
<u>Current Staff</u>		
See table 16	<u>13.0</u>	<u>\$247,816</u>
Total	18.6	\$354,972

Note: Salaries include 12.4 percent for personal benefits.

*The required staffing assumes that all the neighborhood walking tours would be conducted by NPS personnel. If volunteers conducted some tours, the staffing requirements would be less. This staffing chart does not include the additional positions that would be required to expand the capacity of the home tour if warranted in the future.

**The need for additional maintenance staffing might be less. Depending on the ultimate workload of the existing maintenance staff, this position might be eliminated or filled on a seasonal basis.

Visitor Use Options

NPS Shuttle Bus Service. If the city's shuttle service was discontinued, the National Park Service would reconsider operating a shuttle bus service as the only feasible option for providing visitor access to the national historic site. This conclusion is based on the absence of adequate parking space near the home (see "Other Options Considered But Determined Infeasible"). The NPS shuttle service would normally be self-supporting through ridership fees; however, the fees might be reduced or eliminated by corporate donations, private gifts, or similar subsidies. The system could be owned and operated by either the National Park Service or a concessioner, or it could be owned by the National Park Service and operated by a concessioner. A detailed evaluation of costs is presented in appendix J.

A shuttle bus service operated at visitors' expense would not work unless visitors were required to take the shuttle bus as part of a package tour of the national historic site. Otherwise most visitors would opt to drive their cars to the Truman home, saving the price of the shuttle bus trip and making the traffic congestion problem much worse than it is today.

The shuttle service would coincide with the Truman home tour schedule. Currently the shuttle runs from 8:30 a.m. to 5:00 p.m. every day during the peak season (June through August) and six days a week (closed Mondays) during the off-season (September through May). If demand warranted it, the shuttle service could be extended to 8:00 p.m. during the peak season to correspond with an extended home tour schedule (discussed below). The frequency of shuttle service would range from every 15 minutes during the peak season (May through October) to every half hour during the off-season (November through April). During the off-season both the shuttle and the home tour schedules would be adjusted according to demand; however, the shuttle would continue to operate at least every half hour.

The ticket and information center and the staging area might or might not remain in the Independence Square area. The present center near the square offers the advantages of a central location with excellent access from main arterials, proximity to the home (0.7 mile), adequate parking for more than 50 cars, and space for shuttle vehicle maneuvering. In addition, Independence Square is a major activity hub for the city and contains the Jackson County Courthouse, where part of the Truman story is told. However, if there was no feasible staging area available on Independence Square, another site would be found that was reasonably close to the Truman home but outside the historic landmark district and that had parking for 50 cars. One location might be the Harry S. Truman Library (see "Alternative Locations for Off-site Parking and Reception," below).

Three different tour routes would be possible under this option:

Tour route 1 would transport visitors directly from the reception/staging area to the Truman home by the shortest route

possible. There would be no stops at other Truman-related sites, but there would be an opportunity for interpretation of the neighborhood along the shuttle route. Shuttle service would accommodate only those visitors who would be touring the Truman home (currently 8 persons per tour).

Assuming the reception center stayed at Independence Square, the round-trip route would be approximately 1.5 miles and take approximately 12 minutes. Two 12-passenger light transit vehicles plus a backup would be required during the peak season and one plus a backup during the off-season. Twelve-passenger, rather than eight-passenger, vehicles would be used to allow visitors some flexibility in timing their return to the ticket and information center (some visitors would want to stay and take the neighborhood walking tour). Each vehicle would be equipped with a cassette/public-address system for interpretation and would be accessible to wheelchairs.

It is estimated that this level of shuttle bus service would cost approximately \$119,000 to \$143,000 per year to operate. If the users were to pay for the operation of the system, it would cost visitors approximately \$1.54 to \$1.86 for the round-trip bus ride (see appendix J).

Tour route 2 would take visitors through the neighborhood and by the Harry S. Truman Library as well as to the Truman home. The people who were unable to make a reservation for a Truman home tour would still be able to see the neighborhood and other Truman-related sites as part of the shuttle bus tour. With a more in-depth interpretive program available to visitors, the capacity of the shuttle system would not have to be so closely tied to the capacity of home tours, and 20-passenger vehicles would be used.

The shuttle tour route would be increased to approximately 3.0 miles, and a round-trip would take approximately 21 minutes. Two 20-passenger buses plus a backup would be required during the peak season, and one plus a backup during the off-season. Each vehicle would be equipped with a cassette/public-address system for interpretation and would be accessible to wheelchairs.

It is estimated that a shuttle service operation using tour route 2 would cost approximately \$140,000 to \$167,000 per year. It is assumed that an average of 16 people per trip would pay to ride the shuttle if a pay system was initiated. This would approximate the current capacity of the national historic site. Only about half of the visitors to the site would take the home tour (the current percentage--see table 12). If the users were to pay for the system, the charge would be approximately \$0.92 to \$1.11 per round-trip.

Tour route 3 would add the Missouri-Pacific Railroad Station to tour route 2. This shuttle tour route would be approximately 5 miles long, and a round-trip would take 32 minutes. Three 20-passenger

buses plus a backup would be required during the peak season, and two plus a backup during the off-season.

Shuttle bus service using tour route 3 would cost approximately \$216,000 to \$252,000 per year and cost the users an estimated \$1.39 to \$1.71 per round-trip.

Alternative Locations for Off-Site Parking and Reception. If Old Fire Station No. 1 was no longer available for a ticket and information center, the National Park Service would consider the use of space at an alternative location such as the Jackson County Courthouse or the Harry S. Truman Library to receive visitors and issue tickets for the Truman home tour. Any other suitable locations would also be considered. To be suitable, the site would have to meet the following minimum requirements essential for its intended use.

Site accessibility and parking: The reception center should be easy to reach by visitors approaching in private vehicles. Directional signs on the approach routes should clearly indicate how to get there. Streets at the site should be uncongested, the circulation pattern should be simple, and parking should be easy to find and in ample supply. There should be 50 parking spaces for reception center use in addition to the other parking needed in the vicinity, also parking and turnaround space for tour buses.

Building accessibility: The building containing the reception center should be clearly marked for visitors. There should be barrier-free access for handicapped visitors, as required by the Uniform Federal Accessibility standards (49 Federal Register 31528, August 7, 1984).

Internal functions: Once inside, visitors, including the handicapped, must be able to find their way immediately and without personal assistance to the NPS reception area. The ticket and information center components should all be adjacent and should include an information/ticket counter, a publication sales and storage area, and an auditorium with seating for 50 to 80 people and equipped with a projection room. All of the public spaces must be accessible to the handicapped. Public restrooms, which also must be barrier-free for the handicapped, should either be on the same floor or accessible by elevator.

Shuttle bus access: The center should be situated along the public shuttle bus route (or a feasible modification of the route). A shuttle bus stop should be easily accessible to all visitors, including the handicapped. The information center building should provide inclement weather shelter with a clear view of the shuttle bus stop, or a separate covered shelter should be installed at the stop. Streets or special lanes at the stop should provide for shuttle maneuvering, and traffic controls should be adequate for driver and pedestrian safety.

Historic significance: Although not mandatory, relevance to the Truman story would be a positive factor in selecting an information center. Either the Jackson County Courthouse, with its restoration of the Truman courtroom and office, or the Harry S. Truman Library would meet this criterion.

Use of either the Jackson County Courthouse or the Harry S. Truman Library would require extensive coordination with the managing officials.

Extension of the Home Tour Schedule. More visitors than now see the home could be accommodated by extending the hours of operation. This change would require reassignment of existing staff or an increase in the Park Service or volunteer staff, plus the full cooperation of all the agencies and organizations involved in the shuttle bus tour. The change would be justifiable only if there was a demonstrated unmet demand for tours of the Truman home and if no significant resource damage would result.

The main concern would be the accommodation of the heavy summer demand, which in the first two years of operation exceeded the tour capacity. As currently operated, the home tour accommodated approximately 22,000 persons between the first of June and the first of September in 1985. Extending the hours to 7 or 8 p.m. would allow 25 percent to 37 percent more people to see the home, assuming that the evening tours were filled.

This option would require an increase in the park staff. The shuttle bus operations would also have to be extended, since during evening hours the neighborhood residents have most need for on-street parking next to their homes. Presumably, all the stops along the shuttle bus route would remain open as long as the shuttle bus was running, particularly the city sites, so extensive interagency coordination would be necessary. Finding an adequate number of volunteers to staff the sites has been difficult, even with the current shorter schedule.

Other means of expanding the capacity of the home tours were considered and determined to be infeasible (see "Other Options Considered but Determined Infeasible").

Interpretive Facility. If it was determined that demand could not be met through suitable changes in the home tour format, an interpretive facility would be considered as an alternative activity. Visitors who toured the home might also take advantage of the programs offered at the facility. The programs would include displays of objects from the home that were not included on the home tour, and also audiovisual presentations that would interpret the story of the Truman family's relationships with relatives and neighbors. The interpretive facility would preferably be in the vicinity of the home, inside a structure in the national historic landmark district adapted for that use.

Park Operations Options

Consolidation of Functions. This option considers the consolidation of all park operational functions--including offices, supply, maintenance, curatorial workspace, collections storage, and on-site staff and visitor support facilities--in a single structure near the Truman home. The intent would be to reduce the confusion and travel time between several scattered buildings near the home plus another building outside the national historic district. This would increase the efficiency of park operations. Approximately 8,200 square feet within a half block of the Truman home would be required to implement this option. There is one large institutional structure across and slightly down the street from the Truman home that would meet these space requirements: the Center Stake building, owned by the Reorganized Church of Jesus Christ of Latter-day Saints. To be feasible, this option would have to be compatible with the future plans of the church. If the building was purchased, the excess space might be leased back as office space.

The Noland/Haukenberry and the two Wallace homes would still be purchased in fee for preservation and maintenance by the National Park Service. The Noland/Haukenberry home and the Frank Wallace home would be leased back for residential use, but the George Wallace home is not suitable for residential use because it shares a backyard with the Truman home, and the property is interpreted as part of the Truman home tour. Consequently, the National Park Service would adaptively use the George Wallace home for a function that would not conflict with the interpretive objectives for the Truman home. It is possible that the preservation and maintenance of the Noland/Haukenberry and the Frank Wallace homes could be achieved through preservation easements, in which case, those homes would remain in private ownership. In any case, the National Park Service would preserve and maintain all three structures.

Table 23: Comparison of Required and Available Floor Space,
Option for Consolidation of Functions

<u>Required Space (sq ft)</u>	<u>Available Space (sq ft)</u>	<u>Difference (sq ft)</u>
Administration	Center Stake building	11,000
office		
storage	George Wallace home	900
Maintenance shop		
Curatorial storage and workspace		
Visitor support		
shelter		
unisex restroom		
first-aid		
Total		

Table 24: General Development and Resource Protection Costs, Option for Consolidation of Functions (gross costs, 1985 dollars)

	<u>One-time Acquisition Cost</u>	<u>One-time Rehab/ Constr Cost</u>	<u>Annual Operations and Maintenance</u>	<u>10-Year* Total</u>
Administration, on-site visitor service, maintenance, curatorial, staff support	\$324,000- 524,000	\$288,000	\$14,000	\$683,180- \$883,180**
Historic structure purchase/leaseback	<u>96,000***</u>	<u> </u>	<u>3,600</u>	<u>120,120</u>
Total	\$420,000- \$620,000	\$288,000	\$17,600	\$825,920- \$1,025,920

*Totals are life-cycle costs discounted at 8 percent annually to compare future year costs in present dollars.

**Assumes that acquisition of historic structures occurs in year 5.

***Figure represents the life-cycle cost of fee acquisition minus anticipated lease revenues over the 10-year life of the plan.

OTHER OPTIONS CONSIDERED BUT DETERMINED INFEASIBLE

Use of Existing Authorities to Acquire Properties within the National Historic Landmark District without a Boundary Change. The authorities for acquiring threatened properties in the national historic landmark district were explored in depth, and it was determined to be politically incorrect, although not necessarily illegal, to pursue this action without the expressed consent of Congress. The authorities that were considered are described below.

Section 2(d) of the Historic Sites Act gives the secretary of the interior the power to "acquire in the name of the United States by gift, purchase, or otherwise any property, personal or real, or any interest of estate therein" within areas surveyed and determined to possess exceptional value commemorating and illustrating the nation's history, even if the area is not inside the existing limits of the national park system. The United States has power under the Constitution to acquire by eminent domain (condemnation) or otherwise sites of national historic significance, such as within the Harry S. Truman National Historic Landmark District, for

pursuing the purposes of the 1935 act (16 USC 462(d)). This delegation of authority to the secretary of the interior was tested and held to be constitutional (Barnidge v. U.S., 101F 2d 295, 8th Cir., 1934). However, this acquisition authority is rarely used. Historic units of the national park system are usually acquired through a different process: Normally, the areas are added to the system by specific acts of Congress that define their boundary and authorize expenditures for development and land acquisition consistent with their defined purpose. The example of the secretary establishing the Harry S Truman National Historic Site in 1982 is one of the rare exceptions to the normal process.

The power of the United States to acquire properties of national historic significance is not unlimited. Section 2(d) of the Historic Sites Act specifies that "no such property which is owned by any religious or educational institution, or which is owned or administered for the benefit of the public shall be so acquired without the consent of the owner . . . and that no such property shall be acquired or contract or agreement in the acquisition thereof made which will obligate the general fund of the Treasury for the payment of such property, unless or until Congress has appropriated money which is available for that purpose." The secretary's 1982 establishment of the Harry S Truman National Historic Site involved no church or school properties, and the Congress appropriated \$160,000 for the National Park Service to operate, maintain, and protect the site in fiscal year 1983.

The authority of the secretary of the interior to expand the size of the area administered by the National Park Service even further, to include more properties within the Harry S. Truman National Historic Landmark District, still exists. But the substantial limitations on these powers as described above are still in effect.

Another authority of the secretary granted by Congress is sometimes used to make changes in boundaries of existing units of the national park system (16 USC § 460 I-9). However, it is intended only to effect minor boundary revisions and applies only to intra- and interdepartmental transfers, not to cases where ownership outside the boundary of the national historic site is nonfederal.

Yet another authority that might permit the acquisition of property in the landmark district is the annual appropriations act. The annual appropriations act for the National Park Service authorizes funds "for expenses necessary for the management, operation, and maintenance of areas and facilities administered by the National Park Service . . . , and for the general administration of the National Park Service." Provided the enabling legislation for a park does not specifically restrict the expenditure of federal funds outside the boundary (and this appears to be the case for Harry S Truman), then general operating moneys could theoretically be used to purchase properties outside the existing boundary, if "necessary for the management, operation and maintenance of . . . facilities" of the unit. However, an officer of the National Park Service or the Department of the Interior with the proper authority to make the decision would need to justify the action with very strong cause, and the results could be very controversial.

Maximum Boundary Expansion. The National Park Service considered an expansion of the boundary of the national historic site to encompass the entire national historic landmark district. The objective of this option would be to eliminate the potential for nonconforming uses throughout the district. The National Park Service would actively acquire preservation easements in the portion of the district immediately surrounding the home, as described for the neighborhood emphasis alternative. In addition, the National Park Service would have condemnation authority to acquire easements on any other properties in the district that were threatened with demolition or conversion to other than residential use. The effect would be the long-term preservation of the entire national historic landmark district. Compared to alternative 3 (neighborhood emphasis), an additional 91 properties, 32 of which have been identified by the city of Independence as having historical or architectural significance, would receive federal protection. All of the Delaware Street corridor leading from the Truman home to the Harry S. Truman Library, and nearby Maple Street, with its variety of architectural styles, would be protected.

This option was dropped from further consideration by the National Park Service because the additional protection provided would not justify the high cost. Without the additional and overriding purpose of protecting resources that are directly related to the national historic site (that is, the historic setting of the Truman home), a more appropriate course of action for protecting the remainder of the district would be an outreach program of technical assistance, as described in the neighborhood emphasis alternative.

Changes to Home Tour Format. The park staff has experimented with increasing the tour size from 8 to 10 persons to allow more visitors to tour the home, but it has found this option to be unworkable. Ten people plus a tour guide literally will not fit in all of the rooms that are interpreted as part of the tour. Also, it is more difficult to monitor the movements of more people and to keep the frequency of touching historic objects low enough to avoid damage. (At present, 7 percent of visitors step off the carpets or attempt to handle objects in violation of the tour rules.)

The National Park Service also considered the option of changing the tour format to a "fixed-station" system. Under such a system, visitors would be allowed to file through the home in a continuous line, and the park interpreters would stand along the tour route in different rooms to answer questions. This option would require at least twice as many interpreters. Also, visitors would have to be separated from the resource by visually obtrusive rails. Twice or even three times the number of visitors that now see the home could be admitted under this system, and probably all peak demands could be satisfied. However, as would occur with larger tours, the security of the home and its contents would be decreased, and the quality of tours would be diminished.

The fixed-station method, especially during periods of heavy visitation, would increase the potential for damage caused by structural overloading. The "open-door" approach would make it impossible to maintain climate

controls for the protection of surfaces and objects. The interpretive message at best would consist of disjunct questions and answers, and visitors might feel pushed along by the pressure of crowds behind them. Those people who paused to hear extended explanations would become bottlenecks in the flow of traffic.

The major reason why the fixed station option was determined to be infeasible was because it would not be compatible with the shuttle bus access system. At most times visitors could walk into the Truman home without waiting. No tickets would be required, and since visitors would not have to pick up tickets at Independence Square, they would be more inclined to drive directly to the Truman home. The lack of available parking would act as a constraint on visitor use, and traffic congestion would be expected to be severe.

On-Site Parking and Reception. The National Park Service explored the possibility of establishing a ticket and information center with visitor parking within easy walking distance of the Truman home. However, no suitable facilities were found, so the option was dropped from further consideration. Although usable building space might be available, parking is not. The only parking areas that would be large enough to meet NPS needs (35 to 50 spaces) are owned and used by the neighborhood churches. These lots would not be available to visitors on Sundays or when special services were held, and therefore, they would be unsuitable for NPS use. The existing lots across Truman Road would be further unsuitable because all visitors would have to cross a heavily traveled highway to get from the parking area to the Truman home. Traffic lights could be installed, but they would detract from the historic scene.

Provision of Visitor Support Facilities within the Current Historic Site Boundary. The option of using space in the Truman home or the carriage house for the inclement weather shelter and restrooms was determined to be infeasible from both resource management and visitor use perspectives.

The first floor of the home is used for interpretive tours, and the second floor is off-limits to public use according to the terms of Mrs. Bess Truman's will. The basement has low ceilings, dirt floors, narrow steep stairs, inadequate fire exits for public use, and no sound proofing to the upstairs. While there are bathrooms in the home, none are suited for general public use. They are either situated in parts of the home that are not accessible to the public, or they do not provide a degree of privacy necessary for use. Also, if visitors used restrooms inside the home, they would remain in the building longer and disrupt the tour schedule.

The carriage house is structurally weak and has no water or sewer, and its conversion to a public restroom facility would be expensive. The conversion of the interior of the structure to maintainable facilities of almost any type would require construction of a separate weatherproof building within the frame shell of the historic building. From a resource

management viewpoint, the carriage house is needed to shelter the Truman car, which is still parked there. Also, public use of the carriage house would conflict with the historic backyard scene interpreted as part of the Truman home tour. Use could also conflict with the historic appearance of the building. For example, if the interior was adapted for modern use, the doors would have to remain closed, whereas they might have been left open when the Trumans were using the building.

Use of the carriage house for an inclement weather shelter would not be practical because the shuttle bus stop would not be visible from this location and visitors would not know when their bus had arrived. The construction of an inclement weather shelter on the grounds in front of the Truman home was considered but rejected because it would introduce an incompatible intrusion on the historic scene.

SUMMARY COMPARISON OF ACTIONS AND IMPACTS

ALTERNATIVES

	Proposal	Alternative 1	Alternative 2	Alternative 3	Other Options
		No Action	Minimum Requirements	Neighborhood Emphasis	
Resource Management	Acquire Noland/Haukenberry and two Wallace homes; establish a nonprofit trust to acquire preservation interests in 33 additional properties visible from the Truman home.	No change from existing management of home and 0.77-acre grounds.	Acquire Noland/Haukenberry and Wallace homes.	Acquire Noland/Haukenberry home, two Wallace homes, and fourth structure for offices, plus 32 preservation easements on properties visible from the Truman home.	
	Cooperate with the Truman neighborhood trust to implement a formal assistance program for the landmark district.		Implement formal assistance program for landmark district.	Implement formal assistance program for the landmark district.	
	Provide adequate curatorial facilities, contract for curatorial services.		Provide adequate curatorial facilities. Contract for curatorial services.	Provide adequate curatorial facilities and staff.	
	Rely on city shuttle bus for access.	Rely on the city shuttle bus for access.	Rely on the city shuttle bus for access.	Rely on the city shuttle bus for access.	Provide NPS shuttle bus service.
Visitor Use	Retain existing home tour schedule and format; provide neighborhood walking tours.	Retain existing home tour schedule and format.	Retain existing home tour schedule and format.	Retain existing home tour schedule and format; provide neighborhood walking tours.	Change home tour schedule to accommodate more visitors.
	Provide visitor support services within a half block of the home.	No on-site visitor support services.	Provide visitor support services within a half block of the home.	Provide visitor support services within a half block of the home.	Operate an on-site interpretive facility with exhibits and audiovisual programs near the home.
Park Operations	Adaptively use Noland/Haukenberry and two Wallace homes for administrative and visitor support facilities.	Lease administrative facilities off site.	Adaptively use Noland/Haukenberry and two Wallace homes for administrative and visitor support facilities.	Acquire a structure near the Truman home for administrative facilities; adaptively use Noland/Haukenberry and George Wallace homes for staff and visitor support facilities.	Acquire a large institutional building near the Truman home for consolidation of all administrative, curatorial, and visitor support functions.
MPACTS					
Cultural Resources					
Truman home	protected by NPS ownership	protected by NPS ownership	protected by NPS ownership	protected by NPS ownership	
Noland/Haukenberry home	protected by NPS ownership	protected by city regulations (facade only)	protected by NPS ownership	protected by NPS ownership	
wallace homes	protected by NPS ownership	not protected	protected by NPS ownership	protected by NPS ownership	

IMPACTS

	Proposal	Alternative 1 No Action	Alternative 2		Alternative 3		Other Options
			Minimum Requirements	Neighborhood Emphasis			
properties noticeable from the Truman home	protected by preservation interests acquired by a nonprofit trust	some protected by city regulations (facades only), some unprotected	some protected by city regulations (facades only) or other means; potential for some properties to remain unprotected	protected by NPS easements (facades only)			
other national landmark district properties	some protected by city regulations (facades only) or other means; potential for some properties to remain unprotected	some protected by city regulations (facades only), some unprotected	some protected by city regulations (facades only) or other means; potential for some properties to remain unprotected	some protected by city regulations (facades only) or other means; potential for some properties to remain unprotected			
acres protected	11.6	0.77	1.4	11.6			
Visitors							
annual home tour visits	64,000+	64,000	64,000+	64,000+		78,000	
total annual visits to national historic site	126,000+	126,000	126,000+	126,000+		154,000	
charge for shuttle	none at present	none at present	none at present	none at present		\$0.95-\$1.90	
Residents							
local or federal restrictions on private property within the national landmark district	local - 67 properties federal - 37 properties*	local - 107 properties	local - 104 properties*	local - 67 properties federal - 36 properties**			
COSTS							
structures in fee and easements (10-year total)	\$1,106,000	\$174,200	\$645,000	\$1,426,700		\$ 826,000-\$1,026,000	
shuttle (annual)	\$150,000-\$200,000 (cost to city)	\$150,000-\$200,000 (cost to city)	\$150,000-\$200,000 (cost to city)	\$150,000-\$200,000 (cost to city)		\$0.95-\$1.90 per trip (cost to visitors)	
staffing and contract services (annual)	\$281,000	\$208,000	\$284,000	\$304,000			

*Total does not include the Truman, Noland/Haukenberry, or Wallace homes.

**Total does not include the Truman, Noland Haukenberry, or Wallace homes or the federally owned administrative structure.

ENVIRONMENTAL CONSEQUENCES

IMPACTS ON CULTURAL RESOURCES

General Compliance Considerations

As a property listed on the National Register of Historic Places, the Truman home and its environs within the Harry S. Truman National Historic Landmark District are entitled to the protection afforded by section 106 of the National Historic Preservation Act of 1966, as amended, and by its implementing regulations, promulgated by the Advisory Council on Historic Preservation (36 CFR 800). The act directs that the Advisory Council and the state historic preservation officer be given the opportunity to comment on any proposed or alternative actions that could affect the qualities for which the property was included on the National Register of Historic Places.

To date, the representatives of the council and the Missouri historic preservation officer have attended meetings on the scope and issues of the project and/or have commented on the April 1984 Alternatives Document for Public Involvement. This draft General Management Plan and Environmental Assessment will be submitted to both offices for their comments, with the intent of satisfying the requirements of the programmatic memorandum of agreement between the National Park Service, the Advisory Council on Historic Preservation, and the National Council of State Historic Preservation Officers (1979, amended 1981). After approval of this document, implementation of the plan will not require additional review of its individual components by those offices. However, any ground-disturbing activities will still require archeological clearance.

Impacts of the Proposal

The Truman Home and Grounds. If the proposal was implemented, the Truman home would be preserved and maintained by the National Park Service. Compliance with NPS standards would ensure that the home remained a historically authentic cultural resource for the enjoyment of present and future generations.

Implementation of the historic grounds proposals in the draft "Resource Management Plan" would result in the temporary displacement of soil in small areas that have already been disturbed by residential development and use. In compliance with section 106 of the National Historic Preservation Act, archeological surveys would be conducted before any ground-disturbing activities such as landscaping, repair of sidewalks or driveways, or repair of the foundations of the home or carriage house. The surveys would recommend how to safeguard archeological resources from damage. If significant archeological resources were discovered during the projects, excavation would probably be prescribed to add to knowledge of the site and its occupants.

The Truman Collection. Accomplishing the initial treatment and cataloging of the 35,000-object collection within a five-year period would greatly reduce the potential for loss related to inadequate accountability. The potential for theft, damage, and catastrophic loss also would be reduced once the collection was housed in a fire-resistant, humidity-controlled, and intrusion-resistant storage facility.

Noland/Haukenberry and Wallace Homes. The inclusion of the Noland/Haukenberry and the two Wallace homes in the national historic site would allow for the long-term protection of these significant historic structures by the National Park Service. Each home's exterior would be preserved and maintained as it appeared when it was most closely associated with the story of President Truman's family life in Independence. The NPS preservation of the Truman, Noland/Haukenberry, and Wallace homes would protect the entire Truman family compound for the effective interpretation of the lifestyle shared by its residents. There would probably be some damage to interior historic fabric in the Noland/Haukenberry and Wallace homes as part of their rehabilitation for adaptive use. The extent of damage would not be definable until the interior arrangement of the structures and the exact space requirements were known. All rehabilitation work would conform with the secretary of the interior's "Standards for Rehabilitation" (36 CFR 67) and the NPS "Cultural Resource Management Guidelines" (NPS-28).

Neighborhood Setting for the Truman Home. Expansion of the national historic site to include all of the properties prominently visible from the Truman home would reduce the potential for neighborhood change and help to protect the historic integrity of the home's setting. The expanded national historic site would more believably represent President Truman's home as part of a stable and closely knit midwestern community where people lived close to their neighbors for years and maintained life-long relationships with family and friends. Under this alternative, the Truman neighborhood trust would acquire preservation interests in the 33 remaining structures that are prominently visible from the Truman home. The trust would protect all of the structures that were present in that area during President Truman's lifetime, not just the 13 class 1 and 2 structures identified by the city. The trust would also seek to preclude incompatible new construction on existing parking lots. The goal would be the preservation of a portion of the neighborhood as President Truman knew it.

The terms of easements acquired by the Truman neighborhood trust would not require strict preservation of historic architectural details, textures, or colors, so some of the historical integrity of the individual buildings would inevitably be lost. However, they would require the owners of properties in the national historic landmark district to maintain their properties in a condition compatible with the overall historic character of the district. The impacts of changes caused by the removal or replacement of structures in recent years would be partially mitigated through actions such as vegetative screening.

Vehicular traffic is a source of impact on the historic character of the neighborhood that would not be affected by this alternative. The sights and sounds of vehicles near the Truman home would continue to intrude on the home's historic setting. The National Park Service would continue to encourage visitors to use the city shuttle bus service as a means of mitigating the impacts caused by visitor traffic, but the problem would not be totally eliminated. The potential impact of NPS employees traveling to the site in private vehicles would be mitigated by encouraging employees to carpool or by leasing existing parking space some distance from the home.

Remainder of the National Historic Landmark District. The likelihood of significant changes in the remainder of the national historic landmark district would be reduced by a program designed to encourage cooperative preservation-oriented management by others. This program, which would be conducted jointly by the Truman neighborhood trust and the National Park Service, would provide referrals for architectural and engineering assistance, distribute information about tax incentives and other advantages of historic preservation, inform homeowners about the use of restrictive covenants and easements, publicize the programs of the National Trust and other agencies, stimulate local requests for National Trust involvement, and promote the application and enforcement of city regulations within the entire national historic landmark district.

Some of these activities would potentially be more effective than others. The identification of potential funding sources for historic preservation work should result in more money becoming available for homeowners to accomplish needed maintenance projects in a manner consistent with the historic preservation of the structures. The deterioration common to older neighborhoods might be reversed by this stimulus, making the long-term preservation of individual structures more likely. Property owners could cooperatively ensure that residences would not be demolished by mutually agreeing to attach restrictive covenants to their deeds. Structures threatened with demolition could also be protected by the National Trust or another organization willing to acquire protective interests in the properties. Neighborhood coalitions could raise funds and initiate neighborhood maintenance projects. Partnerships or qualified organizations could administer revolving funds for low-interest loans and rehabilitation projects.

Regardless of what other protective measures were imposed, city regulations would be expected to remain the primary means of protecting the historic character of the portion of the district outside the national historic site. The zoning and regulations could be changed, allowing adverse impacts on the historic character of the neighborhood and increasing the threat to the national significance of the landmark district.

Impacts of the No-Action Alternative

The impacts on the Truman home and grounds would be the same as described for the proposal.

In the absence of a full-time registrar, the potential would be great for some objects in the Truman collection to be lost or damaged before they were adequately cataloged and treated. The storage of the park collections in the Truman home would make them more vulnerable to theft or damage than they would be in a structure without public use. Also, in case of fire the whole collection as well as the home could be destroyed, in which case virtually all physical evidence of the Trumans' domestic life would be gone forever.

Any significant changes in the exteriors of the Noland/Haukenberry, George Wallace, or Frank Wallace homes would cause the irreplaceable loss of historic resources that are integral to the story of President Truman's family life in Independence.

Changes to surrounding properties in the national landmark district would be likely to diminish the historic and architectural value of the district and decrease the integrity of the historic scene surrounding the Truman home. Adverse effects would include demolition of historic properties, changes in land use (changing residential sites to parking lots or commercial properties), introduction of structures that were incompatible in design with the neighborhood character, and allowing property to deteriorate through lack of maintenance. Any significant changes in the structures that are visible from the Truman home would diminish the historic integrity of the Truman home's setting.

Under this alternative the protection of the historic character of the properties in the national landmark district would continue to depend on city zoning and local regulations. So long as they were enforced, the current city regulations would protect some of the national landmark structures. However, the regulations would not apply to the portion of the national landmark district northeast of the Truman home that was deleted from the city-designated heritage district in 1984. This unprotected area contains 20 national landmark buildings. Also, the regulations might not fully protect the buildings in the national landmark district that have not been classified by the city as class 1 or 2 structures possessing individual historic or architectural significance (see the Historic Base map). Among these are the George and Frank Wallace homes, both of which are designated as class 3 structures. The city ordinance states that class 3 structures should be retained if possible, but these structures could be replaced with new residences with no violation of the city regulations. Under a strict interpretation of the city regulations, the Noland/Haukenberry home and other class 1 and 2 structures could not be demolished unless they were destroyed by fire or a similar disaster; thus, their preservation would be more assured.

City standards require that all properties in the local heritage district be maintained in a clean and sightly manner. Some of the homes, however, have deteriorated and are in need of reroofing, painting, and gutter repairs. An assessment of the district performed by a professional appraiser indicated that between 15 and 20 percent of the structures would be in poor condition for resale purposes. Without some stimulus for historic preservation, the deterioration of buildings would be expected to continue, and some historic structures would eventually be lost.

In the area of the national historic landmark district that was deleted from the city heritage district in 1984, the potential uses include demolition of more buildings and expansion of parking lots. This area is highly visible from the Truman home, and changes would significantly alter the historic character of the neighborhood and diminish the integrity of the Truman home's setting. The danger of this loss caused the secretary of the interior to identify the Harry S. Truman district as a threatened national historic landmark in the 1984 annual section 8 report to Congress. Since that report was made, additional parking has been constructed, and the threat of demolition of structures for further parking lot expansion has not diminished. The National Park Service will recommend that a similar report be submitted to Congress in 1986.

Any future lessening of the local commitment to preserve historic values or specific buildings could result in additional alteration to the historic neighborhood. The boundary of the city heritage district could be changed again, or exclusions and variances could be allowed to permit nonconforming uses as they have in the past, with the chance that the national significance of the neighborhood might erode and eventually be lost.

The impacts of visitor traffic on the home's historic setting would be mitigated by continued use of the city shuttle bus service.

Impacts of the Minimum Requirements Alternative

The impacts on the Truman home and grounds, the Truman collection, and the Noland/Haukenberry and two Wallace homes would be the same as described for the proposal.

Within the remainder of the national historic landmark district, including the portion prominently visible from the Truman home, the likelihood of significant changes would be reduced by an NPS program designed to encourage cooperative preservation-oriented management by others. This active program would apply to all the properties in the national historic landmark district.

As described for the proposal some of the outreach activities would potentially be more effective than others. Regardless of what other protective measures were imposed, city regulations would remain the primary means of protecting the historic character of the national landmark district. The zoning and regulations could be changed, allowing adverse impacts on the historic character of the neighborhood and increasing the threat to the national significance of the landmark district. Any changes in the district that were prominently visible from the Truman home would reduce the integrity of the home's setting.

None of the changes that have already occurred in the neighborhood would be reversed, but they might be partially mitigated through action such as vegetative screening.

As described for the proposal, the impact of visitor and employee traffic would be mitigated by continued use of the city shuttle bus service and employee carpooling.

Impacts of the Neighborhood Emphasis Alternative

The impacts on the Truman home and grounds would be the same as described for the proposal.

This alternative calls for adding a full-time registrar to the NPS staff to expedite the initial treatment and cataloging of the Truman home collection. It is estimated that one person working a standard 40-hour week could complete this work in seven years. In comparison, the proposal calls for this work to be contracted, with a goal of having it accomplished in five years. The alternative of providing this service in-house would take two years longer to achieve total accountability for the collection, and the potential for loss or damage of objects would be proportionately greater.

As described for the proposal, the Noland/Haukenberry and George Wallace homes would be acquired, preserved, and maintained by the National Park Service, ensuring the long-term preservation of these key historic structures as they appeared during President Truman's lifetime. The Frank Wallace home would be similarly protected and managed, either directly through fee ownership by the National Park Service or indirectly through the terms of a restrictive preservation easement. During remodeling, there would probably be some damage to the interior fabric of the Noland/Haukenberry and George Wallace homes; however, the potential for damage would be much less than under the proposal because of the availability of a fourth structure to accommodate much of the adaptive use for offices. Like the other three structures, the fourth structure acquired for administrative use would be preserved on the exterior and maintained in accordance with the secretary of the interior's "Standards for Rehabilitation."

The inclusion of 33 additional properties in the national historic site, with acquisition of interests by the National Park Service, would preserve the entire Truman family compound and protect the historical integrity of the setting visible from the Truman home. The general results would be the same as described for the proposal, but they would be accomplished without establishment of a Truman neighborhood trust.

A program of technical assistance would be extended to the portion of the landmark district outside the expanded NPS boundary. As described for the proposal, the preservation of historic character in that part of the district would continue to depend primarily on the effectiveness of local zoning and regulations. The possibility would remain that additional historic properties might be lost or nonconforming uses might be introduced.

The impacts of visitor and employee traffic would be mitigated by continued use of the city shuttle bus service and employee carpooling, as described for the proposal.

Impacts of Other Options

NPS Shuttle Bus Service. NPS shuttle bus service, like city-sponsored shuttle bus service, would decrease on-street visitor parking and reduce traffic congestion, thereby helping to protect the historic neighborhood streetscape surrounding the Truman home. All visitors taking the home tours would be required to ride the NPS shuttle, and this would more effectively reduce traffic impacts than the present nonmandatory operation.

Interpretive Facility. The development of an interpretive facility for exhibits and audiovisual presentations in the national landmark district would require the interior modification and adaptive use of a historic building. The National Park Service would maintain the exterior of any structure acquired for this purpose, thereby ensuring the long-term preservation of an additional historic property within the district.

Consolidation of Functions. Even though they would not be needed for adaptive use, the Noland/Haukenberry and two Wallace homes would be preserved and maintained by the National Park Service. The Noland/Haukenberry and Frank Wallace homes would remain in residential use, but the National Park Service would acquire sufficient interest in the structures to ensure the long-term preservation of their historic facades. Use of the George Wallace home would be limited to avoid intrusions on the historic scene interpreted from the back porch of the Truman home. The National Park Service also would maintain the exterior of the structure acquired for administrative use, thereby ensuring the long-term preservation of an additional property within the historic district.

IMPACTS ON NATURAL RESOURCES

The natural environment that once existed in the area of the national historic site has been replaced by a densely occupied human residential community consisting mainly of streets, buildings, and landscaped areas. There are no wetlands, floodplains, threatened or endangered species, or prime or unique agricultural lands in the national historic site or national historic landmark district. There are no unusual constraining soil or groundwater conditions that would limit the implementation of any of the alternatives.

None of the alternatives would affect air quality. Harry S Truman National Historic Site is a class II area for purposes of limiting air pollution under the 1977 amendments to the Clean Air Act (42 USC 7401 et seq.). This classification provides for some protection against air quality degradation resulting from major new or modified sources of sulfur dioxide and particulate matter in the vicinity of the national historic site. The

site is located in Jackson County, which is part of the metropolitan Kansas City interstate air quality control region. As of 1984, the region had attained and was maintaining air quality equal to or better than the established national ambient air quality standards for sulfur dioxide, nitrogen oxides, carbon monoxides, and lead. The region has failed to attain the national standards for ozone and particulate matter.

IMPACTS ON VISITORS

Impacts of the Proposal

Under the proposal home tours would continue to be filled during the six summer months (May through October) but would only be booked at about 41 percent of capacity during the off-season. With no change in the tour schedule, visitation would be expected to remain at about 120,000 visitors per year. Approximately half of these visitors would be expected to take the home tour. An unknown number of the remaining visitors would continue to be disappointed about not being able to tour the home during the peak season. If it was determined in the future that there was a large peak-season demand for home tours that was not being satisfied, the tour schedule might be extended to accommodate more people (see "Impacts of Other Options," below).

The eight-person home tours would continue to provide visitors with an intimate view of the home's interior. Furnishings and numerous objects would continue to be exhibited in place as the Trumans knew them. The small group size would maintain a homelike atmosphere. The interpretive presentations would remain personable and informative, and ample time would be available to answer questions. The home tour would be accessible to handicapped persons.

NPS preservation and maintenance of the exteriors of the Noland/Haukenberry and Wallace homes would ensure the historical integrity of the Truman family compound and help visitors envision the lifestyle of its residents.

Adaptive use of the Noland/Haukenberry home would provide visitors with restrooms and with shelter from the sun, rain, and cold while waiting for the shuttle. This would be particularly beneficial to elderly visitors and families with children.

Expanding the boundary of the national historic site to include the visible neighborhood and acquiring preservation interests in the structures would ensure retention of the historic neighborhood character that supports the Truman home story. The existing neighborhood setting would remain intact for visitor viewing and quality historical interpretation. In addition to the regularly scheduled home tours, the National Park Service would conduct hourly guided walking tours of the Truman neighborhood from May through September. Visitors who added this half-mile walk to their itinerary in Independence would gain a personal insight into the social ties that the Truman family shared with associates, friends, and

relatives in this close-knit neighborhood, and the influences of school and church on their lives. These walks would extend visitor interest beyond the home and increase the benefits of personal services to about 8,800 people each year.

Impacts of the No-Action Alternative

The impacts of the no-action alternative would be the same as the impacts of the proposal with two exceptions. First, there would be no restrooms or visitor waiting area at the Truman home. Visitors would continue to be inconvenienced and subjected at times to severe weather conditions while waiting for the home tour or the shuttle bus.

Second, there would be no ranger-guided tours of the neighborhood. Visitors would still have the opportunity to take a self-guided neighborhood walk utilizing the city's existing brochure, but those preferring a guide would not have the benefit of personalized in-depth interpretation of the Truman neighborhood.

The city shuttle system would continue to familiarize visitors with other historic sites and themes, not just those that were Truman related. Some visitors would enjoy these additional interpretive experiences, but others would feel inconvenienced by the lack of direct access to the national historic site.

For as long as the neighborhood retained its existing appearance under city protection and individual initiative, visitors would be able to see the neighborhood basically as the Trumans knew it. However, some changes to the neighborhood would still be possible, including additional parking lot expansion. To the extent that the residential scene was altered, visitors would have less opportunity to perceive what President Truman's neighborhood and home were like.

Impacts of the Minimum Requirements Alternative

The effects of this alternative on visitors would be the same as described for the proposal except that no guided neighborhood tours would be offered. The preservation of the neighborhood scene surrounding the Truman home would depend on the effective use of existing preservation tools. To the extent the historic setting could be preserved, visitors would continue to perceive the Truman home as an inseparable part of the surrounding neighborhood. However, some incompatible changes would likely occur, leaving visitors with less opportunity to perceive what President Truman's neighborhood and home were like.

If it was determined in the future that there was a large peak-season demand for home tours that was not being satisfied, the tour schedule might be extended to accommodate more people (see "Impacts of Other Options," below).

Impacts of the Neighborhood Emphasis Alternative

The effects of this alternative on visitors would be the same as the impacts of the proposal.

Impacts of Other Options

NPS Shuttle Bus Service. The NPS shuttle bus system would be operated for either 12 or 20 persons per trip. If it was operated for 12, it would accommodate only those visitors with reservations for home tours, and there would be no room for others who would enjoy a narrated bus tour through the historic neighborhood. If the bus had a capacity of 20 persons, the advantages of a vehicular tour would extend to more people. Whatever its capacity, the route of the NPS shuttle would include only Truman-related attractions. Compared to the city shuttle, which stops at other sites as well, the NPS shuttle would reduce the time required to reach the home; however, it would also decrease the diversity of the tour.

The interpretation available to visitors on the NPS shuttle would depend on the tour route. On route 1, which would go directly to the Truman home and return, visitors would receive limited interpretation, perhaps only an overview of the neighborhood along the tour route. More audio programming about President Truman's neighborhood would be offered on route 2, which would go by the library, and there would be even more on route 3, which would go by the library and the railroad station. The longer programs would facilitate understanding of the events and places that affected President Truman and his family in Independence.

Visitors would be charged between \$0.95 and \$1.90 for the shuttle bus service unless corporate donations, gifts, or subsidies reduced or eliminated the need for user fees.

Extension of Home Tour Schedule. Longer hours of operation (after 5 p.m.) would allow visitors who could not make daytime reservations to see the Truman home in the evening. A later tour might cause some visitors to change their travel plans or even stay overnight in the Independence area. Evening tours might be more convenient than day tours for some visitors, particularly business people or conventioners who were not free during the day.

Extended home tour hours from 5 p.m. to 8 p.m. during the six months when demand exceeded capacity would increase the daily capacity by about 37 percent during that period and increase annual visits by about 14,000 people per year.

Interpretive Facility. This facility, located near the home, would interpret the Truman family's relationships with relatives and neighbors and would offer insight into family life and events through the display of objects not included on the home tour. Many of the visitors to the national historic site who do not take the home tour could, as an

alternative, visit the interpretive facility. The facility would benefit all visitors who wanted to spend more time in the area.

Consolidation of Functions. Use of a single large structure for all visitor and administrative needs would consolidate all activities, other than home and walking tours, in a single location. Restrooms, exhibits, audiovisual programs, and an inclement weather shelter for people waiting for shuttle bus service would be in one place, reducing confusion over activities and services that would otherwise be scattered in several buildings near the home. Response by the NPS staff to emergencies and other visitor needs would be more efficient than under the main alternatives, which would place personnel in several buildings.

IMPACTS ON NEIGHBORHOOD RESIDENTS

Impacts of the Proposal

Encouraging visitors to park outside the landmark district and ride the city shuttle bus to the national historic site would continue to reduce traffic congestion and parking difficulties inside the district and help maintain the quality of life of residents in the historic neighborhood. However, because not all visitors use the shuttle buses, some congestion would continue in the neighborhood, particularly during the peak season of May through October.

Acquisition and adaptive use of the Noland/Haukenberry and two Wallace homes would remove three neighborhood properties from residential use.

The acquisition of easements on 33 other properties would restrict the owners from altering those properties in all ways they saw fit. In cases where the city restrictions were enforced to the letter of the ordinance, the added restrictions on the use of property imposed by easements would be minimal. In areas of the national historic landmark district not now covered by the city ordinance, the easements would constitute a significant new restriction on the use of private property.

Residents with easements on their property would receive payment in return for the rights given up. This would generally equal 15 to 20 percent of the property's market value. The resale value of these properties would be less because of the easement restrictions, but this loss could be offset by other factors (see the discussion under "Economic Impacts").

A resident who conveyed an easement to the Truman neighborhood trust and then chose not to comply with its terms would be subject to actions by the trust or federal government that might include the attachment of a lien to the property or legal action through the courts.

As neighborhood properties were protected and improved, neighborhood residents would become involved, and the sense of community pride and cohesion would likely increase. The experiences at other historic

districts indicate that neighborhood improvements would promote stability, attract new families, and increase property values. As the activities of the trust helped to enhance the neighborhood within the national historic site, strong promotion and enforcement of City Ordinance 7917 supplemented by technical assistance could have a similar effect throughout the landmark district. The direction of the trust would come in part from community leaders, thus providing local initiative in neighborhood improvement.

Impacts of the No-Action Alternative

As in the proposal, traffic congestion would continue to be a problem despite efforts to encourage visitors to leave their cars outside the district.

There would be no federal limits on the use of private properties; however, city restrictions would remain in effect. In the absence of federal action, the character of the neighborhood would continue to be influenced by larger social and economic forces in the community. This might or might not result in the overall improvement of the neighborhood and the accompanying benefits of increased neighborhood stability, cohesion, and pride.

Impacts of the Minimum Requirements Alternative

The impacts associated with visitor traffic would be the same as described for the proposal.

NPS acquisition of the Noland/Haukenberry and two Wallace homes would remove three neighborhood properties from residential use.

To the extent technical assistance could foster historic preservation and neighborhood improvement, the benefits of community stability and pride would increase. This outcome would be uncertain because of the lack of financial and legal incentives.

Impacts of the Neighborhood Emphasis Alternative

The impacts of visitor traffic would be the same as described for the proposal.

NPS acquisition of the Noland/Haukenberry home, George Wallace home, and a third structure would remove three neighborhood properties from residential use. (The Frank Wallace home would remain in residential use under this alternative.)

As described for the proposal, easements would restrict property owners from making some types of alterations to their properties. If an owner failed to comply with the terms of the easement, legal restraints or liens could result.

The impacts of this alternative would be generally the same as described for the proposal. However, the sense of community involvement would not be as strong because the National Park Service would administer all preservation efforts, rather than sharing this responsibility with a neighborhood trust.

Impacts of Other Options

NPS Shuttle Bus Service. If the National Park Service provided mandatory shuttle bus service as part of a Truman home tour package, traffic congestion would be reduced in the neighborhood because fewer visitors would drive their cars to the national historic site.

IMPACTS ON PARK OPERATIONS

Impacts of the Proposal

The relocation of the park offices to historic structures within walking distance of the home would minimize travel for employees who work part-time at the home and part-time at headquarters. All divisions would be within short walking distance of one another, thus improving communications and efficiency. Adaptive use of nearby structures would provide better on-site working conditions for employees who are currently using the basement of the Truman home.

The consolidation of curatorial work space and storage in a single new facility would make this work more efficient; however, the curatorial staff would still have to travel back and forth to the headquarters office.

The creation of a private trust to manage preservation interests in the national historic site would free the National Park Service from duties that would otherwise have to be performed by someone on the park staff. The trust would document the condition of privately owned structures within the new boundary and monitor deterioration and other changes to ensure compliance with easement specifications. Situations of noncompliance would be handled by the trust if possible. However, the National Park Service might become involved in legal actions if the powers of the trust proved inadequate to protect a property within the boundary of the national historic site.

The city's shuttle bus operation would be more efficient because the buses could be rerouted directly to the Noland/Haukenberry home rather than circling the block to stop in front of the Truman home.

Impacts of the No-Action Alternative

Seasonal employees at the home would continue to use space in the basement for breaks and tour preparation, perpetuating safety hazards such as inadequate fire exits and low ceilings. Study and work space

would still be provided for permanent employees at headquarters. Travel between the offices and home would continue to be time-consuming and inefficient. Supervision of personnel by division chiefs, which normally might take 5 to 10 minutes, would still require 30 to 45 minutes including travel time and parking.

Simple maintenance tasks could be accomplished in the basement or carriage house only when the noise would not disturb tour groups. This would be inefficient because home tours would be scheduled seven days a week during June, July, and August, and all days except Mondays the other nine months of the year.

In the absence of a separate facility for the treatment and storage of the park collection, all objects would have to be stored in the home, where there is inadequate space for curators to work. Curators would have to make frequent and inconvenient trips between the home and their work space in the old fire station.

All administrative structures would continue to be leased, requiring periodic renegotiations of lease agreements. The long-term economic advantages of owning facilities in contrast to leasing would be lost.

Impacts of the Minimum Requirements Alternative

The impacts would be the same as described for the proposal.

Impacts of the Neighborhood Emphasis Alternative

The acquisition and remodeling of a structure specifically selected for office space would result in better working conditions and higher efficiency of operations than the proposal. The floor space in the Noland/Haukenberry and Wallace homes might not be as suitable for offices.

The National Park Service would document the condition of all structures within the new boundary and monitor deterioration and other changes to enforce the easements. This would require additional staff time. Should situations of noncompliance arise, the National Park Service would spend an unknown amount of money to bring the offending party into compliance with the easement requirements (this could possibly involve legal action).

Impacts of Other Options

Extension of the Home Tour Schedule. Hours of operation would increase for the shuttle bus service and the stops along the route, requiring additional expenditures by the city of Independence and other managers. It has been difficult to find enough volunteers to staff some of the other sites on the shuttle bus route. Extension of the schedule would compound this problem.

Consolidation of Functions. The consolidation of all functions into the Center Stake building, if it became available, would offer the advantages of adequate staff and government vehicle parking, a fireproof structure (allowing for inclusion of curatorial storage and work space), and proximity to the Truman home (allowing for inclusion of visitor support functions). The consolidation of all functions in a single structure would reduce travel requirements between offices and other work areas, thereby improving staff communications and efficiency of operations.

ECONOMIC IMPACTS

Impacts of the Proposal

In general, the protection of historic neighborhoods has variable effects on local economies. Factors such as prestige and stability tend to increase property values, while added maintenance expenses and limitations on property uses tend to lower values. The net economic effect depends largely on the type of designation and protection and on the relationship between the area's present use and its "highest and best use" (that is, its most profitable use, as defined by the marketplace). These influences are described in more detail below. Listokin (1982) observes that while all these factors can affect property values, their combined effect usually causes little or no net change.

The positive effects of protection on property values are usually more pronounced when a large area is involved rather than a single structure. The official recognition afforded to a protected area is usually promoted by real estate professionals and recognized by buyers. The protection provided by ordinances and clusters of easements prevents disruptive changes, such as demolition or incompatible development, and increases the likelihood of retaining the attractive features of an area. Other benefits that enhance property values include the fostering of institutional financing, the catalyzing of community organizations, and the strengthening of an area's retail and tourist trade.

Restrictive covenants and easements generally increase facade maintenance costs where elements of the facade are unique, are difficult to maintain, and would more economically be replaced. Maintenance costs are generally not affected where architectural styles are more commonplace and contemporary additions are not incompatible, as is generally the case in the Truman neighborhood. Added costs are incurred if property changes require professional assistance or if delays result from administrative review of proposed changes.

The most important variable in determining how protection affects property values is the relationship of the area's present use to its highest and best use. Where controls restrict land use changes to a higher and better use (for example, the change from single-family residences to an office complex), the ability to realize a higher economic potential is limited and the economic effect may be great.

Several factors in the Truman neighborhood indicate that any economic impact of the proposal would be very small if not neutral. The land is now used at or near its highest and best use. City zoning would not allow other than residential use within the expanded boundary of the national historic site or within most of the landmark district, and no trends are present to indicate pressure for high-density office or industrial development. Increased protection would likely foster facade improvements, neighborhood prestige, and a sense of community purpose and unity, which in turn would result in higher property values.

Additional expenses to owners inside the expanded national historic site would include the costs of property maintenance and consulting fees for architects and engineers. These costs would be offset by several factors. First, most of the expenses would effectively be investments, that is, improvements resulting in increased value. Second, owners would be compensated either in cash or through tax benefits for giving up certain property rights in exchange for easements. Third, the trust would help unduly burdened neighbors by raising funds, providing volunteer assistance, and promoting the use of available low-interest loans.

Approximately \$1,106,000 in federal money would be spent in the neighborhood and surrounding area over the 10-year life of the plan for fee interest in structures, building rehabilitation, operations and maintenance, and a start-up fund for the Truman neighborhood trust. Increased staffing levels and contract services would cause an additional \$73,200 to be spent annually in the local economy. This money would be subject to a multiplier effect of unknown dimension in the local economy.

Impacts of the No-Action Alternative

Without strict enforcement of the city ordinance it is likely that property values would remain lower than the city average in the neighborhood, and they might decline further if demolition and conversions to other uses continued.

An estimated \$174,200 would be spent for leasing office space over the life of the plan. This is a worst-case cost analysis that assumes the National Park Service would have to vacate the fire station and lease comparable administrative space.

Impacts of the Minimum Requirements Alternative

The effects on property values would be uncertain. If the outreach program was effective, property values might increase slightly or remain stable, as described for the proposal.

Approximately \$645,000 would be expended in the neighborhood and surrounding area over the life of the plan for fee interest in structures, building rehabilitation, and operations and maintenance. Increased

staffing levels and contract services would cause an additional \$76,000 to be expended annually in the local economy.

Impacts of the Neighborhood Emphasis Alternative

The impacts on property values and neighborhood economics would be the same as described for the proposal.

Approximately \$1,426,700 would be expended in the neighborhood and surrounding area over the life of the plan for fee and less-than-fee interest in structures, building rehabilitation, and operations and maintenance. The total cost of acquiring easements would be reduced if some could be acquired through donation or bargain sale. Increased staffing levels would cause an additional \$96,400 to be expended annually in the local economy.

Impacts of Other Options

Consolidation of Functions. Between approximately \$826,000 and \$1,026,000 would be expended in the neighborhood and surrounding area during the life of the plan for fee interest in structures, building rehabilitation, and operations and maintenance. This figure assumes NPS acquisition of a large institutional structure for adaptive use and also the acquisition of the Noland/Haukenberry and two Wallace homes for adaptive use and preservation. The Noland/Haukenberry and Frank Wallace homes would be leased back for residential use.

CONSULTATION AND COORDINATION

SUMMARY OF PUBLIC INVOLVEMENT

NPS staff from the national historic site, the Midwest Regional Office, and the Denver Service Center met with several city officials September 26-28, 1983, in Independence to begin identifying issues relevant to general management planning. Individuals contacted were Mayor Barbara Potts; Bill Bullard, Independence Director of Planning; Pat O'Brien, Independence Historic Preservation Officer; Carolyn Pratt, Chair of the City's Heritage Commission; and Dr. Benedict K. Zobrist, Director of the Harry S. Truman Library.

Subsequently, a planning team was selected, and during the week of January 16, 1984, these specialists from the National Park Service met with individuals in Independence and Kansas City to collect data necessary to develop and analyze alternatives for the plan. Meetings with the staff members of the city of Independence and the Truman Library were held during this week.

In February 1984 the planning team identified four major categories of issues to form a framework for planning (site protection, access and circulation, interpretation, and facilities), and these elements were combined so that each appeared in four comprehensive alternatives. From this, an Alternatives Document for Public Response was prepared. On April 4 and 5, 1984, public meetings were held in Kansas City and Independence to familiarize the public with the alternatives, answer questions about the planning process, and encourage distribution and mailback of the Alternatives Document.

Responses to the alternatives were received from 345 groups or individuals and seven public agencies. The principal comments in each of the issue categories are summarized below.

Site Protection: Nearly equal numbers of respondents favored no boundary increase and increasing the boundary to contain all of the national historic landmark district. A relatively small number favored the intermediate alternatives.

Access and Circulation: A majority favored the continued use of the city shuttle to transport visitors to the Truman home and the issuance of home-tour tickets at Independence Square.

Interpretation: There was no apparent consensus among the respondents.

Facilities: Several respondents commented on either the historic significance or the potential use of specific structures in the neighborhood.

After analysis of the public and agency responses to the Alternatives Document, the planning team met with the staff and regional director of the Midwest Regional Office, Omaha, to formulate the proposal for the draft general management plan.

LIST OF AGENCIES AND ORGANIZATIONS CONSULTED

AGENCIES

Federal

Advisory Council on Historic Preservation
Department of Transportation
 Urban Mass Transit Administration
General Services Administration
National Trust for Historic Preservation in the United States

State

Missouri Attorney General's Office
Missouri State Highway Department
 Division of Highway Safety
 Division of Planning
Missouri State Historic Preservation Officer

Local

City of Independence
 Director of Planning
 City Traffic Engineer
 Historic Preservation Officer
 Mayor
Kansas City
 Department of Transportation
 Kansas City Area Transit Authority

ORGANIZATIONS

Convention and Visitors Bureau of Greater Kansas City
Harry S. Truman Library
Jackson County Historical Society
Missouri Heritage Trust

PUBLIC LAW 98-32—MAY 23, 1983

97 STAT. 193

Public Law 98-32
98th Congress

An Act

To establish the Harry S Truman National Historic Site in the State of Missouri, and for other purposes.

May 23, 1983

[S. 287]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in order to preserve and interpret for the inspiration and benefit of present and future generations the former home of Harry S Truman, thirty-third President of the United States, the Secretary of the Interior (hereinafter referred to as the "Secretary") is authorized to acquire by donation, purchase with donated or appropriated funds, transfer from another Federal agency, or otherwise, the residence and real property known as 219 North Delaware Street in the city of Independence, Missouri, as passed to Bess Wallace Truman upon the death of her husband. The Secretary may also acquire, by any of the above means, fixtures, and personal property for use in connection with the residence.

Harry S Truman
National
Historic Site.
establishment.

SEC. 2. The property acquired pursuant to subsection (a) is designated as the Harry S Truman National Historic Site and shall be administered by the Secretary in accordance with the provisions of law generally applicable to units of the national park system, including the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916 (39 Stat. 535; 16 U.S.C. 1-4), and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461-467). The Secretary is further authorized, in the administration of the site, to make available certain portions thereof for the use of Margaret Truman Daniel subject to reasonable terms and conditions which he may impose.

16 USC 461 note.

SEC. 3. There is authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act.

Appropriation
authorization.

Approved May 23, 1983.

LEGISLATIVE HISTORY—S. 287:

CONGRESSIONAL RECORD, Vol. 129 (1983):
May 6, considered and passed Senate.
May 10, considered and passed House.

APPENDIX B: MANAGEMENT OBJECTIVES

RESOURCE MANAGEMENT

*Preserve and protect the cultural resources of the Truman home, its contents, and its setting.

Maintain historic structures to preserve their integrity and physical fabric.

Maintain a level of structural stability sufficient to withstand planned visitor and administrative uses.

Maintain the structure, grounds, and furnishings to accurately represent the relatively static period following the presidency when President and Mrs. Truman (and later Mrs. Truman) occupied the home year-round.

*Participate in protecting the historic and architectural integrity of the Harry S. Truman National Historic Landmark District and coincident parts of the Harry S. Truman Heritage District.

VISITOR USE AND INTERPRETATION

Open the national historic site and interpret it to the public.

*Make the site and home available for visitor use in a manner that protects the historic structures and the furnishings and objects within and protects the values of the national historic landmark and city heritage districts.

Provide site access and interpretation to handicapped and other special populations without substantially impacting historic resources.

COOPERATION

Cooperate with all interested and affected agencies, groups, individuals, and jurisdictions to further the purposes of the historic site.

Develop and maintain a sound cooperative working relationship with Margaret Truman Daniel regarding the operation of the historic site.

Work closely with the Director of the Harry S. Truman Library on matters of mutual interest. Develop a means of enhancing and complementing the visitor's experience at the Harry S. Truman Library.

*Denotes a proposed addition or change in wording from the management objectives in the currently approved "Statement for Management."

Actively participate in community affairs on planning to ensure that the operation of the site is supportive of the needs of the community of which it is a part.

ADMINISTRATION

Ensure that the site is administered according to current policies and legislative mandate.

Provide adequate resources in the form of staff, equipment, facilities, and contracted services to protect site resources and make them available to the public.

Protect visitors and employees in accordance with applicable health and safety codes and standard law enforcement practices.

Administer the site in a cost-effective manner by making use where appropriate of volunteerism, revenue enhancement, private sector support, contracted services, concessions, and productivity enrichment techniques.

APPENDIX C: PRESERVATION TOOLS

The following is a list of available funding and assistance sources that could be applicable to historic preservation within the Truman neighborhood. The list is not comprehensive. It is intended to describe the most prevalent tools in use today and to show the wide range of preservation problems they address.

FUNDING SOURCES

The historic preservation grants-in-aid program, established by the 1966 Historic Preservation Act, provides 50 percent matching grant money each year to states to acquire, protect, stabilize, preserve, rehabilitate, restore, or reconstruct properties individually listed in the National Register of Historic Places or included within districts listed in the register. The program is administered in each state by the state historic preservation officer. Federal money distributed through this program reached a high in 1979, when \$55 million was appropriated, approximately \$30 million of which went directly to acquisition and development. In contrast, only \$25 million was appropriated in 1985, and none of that amount was for acquisition and development. Grants are also made available to the National Trust for Historic Preservation for its national preservation loan fund.

The Missouri revolving fund, established by a 1979 state statute (253.404 RSM) is administered by the Missouri Department of Natural Resources to acquire, preserve, restore, maintain, and operate historic properties. Properties can be acquired in fee simple title or any lesser interest through gift, grant, lease, or purchase, but not through condemnation. The fund was initially established with \$1 million from the state's general fund. In 1985, the fund totaled \$100,000.

Community development block grants, administered by the Department of Housing and Urban Development, provide federal funds to cities and communities for projects that will improve urban living conditions through housing and environmental change. Projects that are funded by this grant must benefit low- or moderate-income persons, aid in the prevention or elimination of slums and blight, or meet urgent community needs. Total funding for CDBG's is decreasing, and as local revenue sharing decreases, more community projects are competing for this source of funding nationwide.

Urban development action grants, also administered by the Department of Housing and Urban Development, provide funds to cities that demonstrate financial need and a firm financial commitment to specific private commercial and mixed use real estate development projects. Many historic redevelopment projects across the nation have taken advantage of UDAG monies. The availability of these funds is decreasing, however, and preference is given to cities with depressed economic conditions and little private capital available.

Title I home improvement loans and historic preservation loans, administered by the Department of Housing and Urban Development, are FHA insured loans to finance major and minor improvements to residential properties, including weatherization, alterations, and repairs. For single-family structures, loans may be up to \$15,000 and for apartment buildings the maximum is \$37,500. Historic preservation loans may be used to preserve, rehabilitate, or restore residential structures listed in or eligible for listing in the National Register of Historic Places. These programs provide an incentive for lenders to make loans they might not otherwise consider.

The endangered properties program, administered by the National Trust for Historic Preservation in the United States, is used for the emergency purchase of National Register buildings that are imminently threatened with demolition. Purchased properties are generally resold with easements or restrictive covenants attached to ensure their future preservation. Nonregister properties are also purchased in certain instances, for example to foreclose pending land use changes that could destroy the integrity of historic properties or districts.

The national preservation loan fund, also administered by the National Trust, provides low interest loans averaging between \$25,000 and \$50,000 with a minimum dollar-for-dollar required match. The fund may be used to establish or expand a revolving fund for the preservation of historic properties through acquisition and resale or through relending of funds for restoration and rehabilitation projects. The fund may also be used directly for the acquisition and restoration of buildings for reuse by the applicant or for the purchase of options to acquire historic properties. Eligible applicants include incorporated nonprofit tax exempt organizations and public agencies. The trust encourages flexible and creative use of the fund and it requires that recipients arrange for easements or restrictive covenants on properties to ensure their future preservation.

The preservation services fund, administered by the National Trust, provides matching grants up to \$5,000 for increasing the flow of information and ideas in the field of preservation. The grants help stimulate public discussion, enable local groups to gain technical expertise, and assist inexperienced groups in gaining confidence and credibility in fund raising. Other eligible uses of these grants include hiring consultants to undertake preservation planning and design, sponsoring preservation conferences, and obtaining professional advice to strengthen management capabilities.

The critical issues fund, administered by the National Trust, provides matching grants between \$5,000 and \$50,000 to help local, state, and national preservation and similar organizations to

help preservation advocates become effective partners in local decisions that effect historic properties

open channels of communication between groups, agencies, institutions, and individuals who can assist in efforts to preserve historic resources

improve the quality of development projects that result from cooperative planning

educate local leaders about the value of preservation as their communities face economic, social, and demographic change

Funding for the Critical Issues Fund is provided by a \$500,000 matching grant appropriated by Congress from the Historic Preservation Fund administered by the Department of the Interior. The primary uses of the fund will continue to be conflict mediation, partnership building, and identification and resolution of issues before they become more controversial.

The inner city ventures fund, administered by the National Trust, provides combinations of grants and low interest loans in equal amounts to community organizations. The purpose of the fund is to assist low- and moderate-income residents, especially minorities, in rehabilitation projects. In general, eligible projects improve housing conditions or alleviate the displacement of tenants from upgraded rental housing. Awards of between \$40,000 and \$100,000 are granted to community-based organizations working within distinct geographic neighborhoods that demonstrate significant involvement by neighborhood residents, demonstrate an ability to manage rehabilitation projects, and are incorporated, nonprofit organizations.

A revolving fund is a pool of money made available to finance renovation or preservation projects that conventional financing sources will not (or cannot) assist. The source of the pool for a revolving fund may be entirely public funds, entirely private funds (such as the National Trust's National Preservation Loan Fund) or a combination thereof. Cities may use community development block grant funds to establish a loan pool or may issue municipal bonds to establish one. A revolving fund is likely to be the major tool used by a community economic development corporation. Some revolving funds acquire historic properties for rehabilitation and resale with protective restrictions. Revolving funds may also be used to lend money for renovation and rehabilitation. Revolving funds may be set up for both commercial and residential properties.

Indirect sources of financial support include the technical assistance program administered by the National Park Service. Section 2 of the Historic Sites Act authorizes the National Park Service to establish technical advisory committees to aid in the restoration or reconstruction of historic structures. The National Park Service offers the services of its qualified professional historians, architects, and engineers. While a technical assistance program cannot meet all historic preservation needs, it can help property owners defray the costs of rehabilitation and can strengthen the use of other preservation tools.

Another indirect source of financial support is tax incentives. The Economic Recovery Tax Act of 1981 provides income tax credits as incentives for the reuse of certified historic structures. For persons

rehabilitating properties for commercial enterprises or rental housing, an investment tax credit, accelerated depreciation schedule, and accelerated amortization schedule are available. Projects must be certified by the National Park Service as being historically significant, and all rehabilitation work must meet the secretary of the interior's "Standards for Rehabilitation." Owners of properties listed on the National Register of Historic Places, either individually or within districts, are eligible.

METHODS OF PROTECTION

Preservation Easements

Preservation (or facade) easements, while relatively new, are increasingly used for the preservation of historic properties. Fee acquisition, used at times for preservation efforts, requires substantial sums for the purchase and maintenance of properties and removes the structure from local housing stock and property tax roles. Easements are generally far less costly: They require only a fraction of the market value to acquire, and they leave the cost of maintenance with the owner. Also, the properties retain their productivity as residences and taxable properties, which benefits the community.

Easements vary in nature, depending on the requirements to be fulfilled. Some of the easements that serve a conservation or protection function provide benefits to an adjacent landowner and are termed easements appurtenant. This term applies to easements that restrict building heights to protect solar access, retain rights of access to adjacent property, or protect visual integrity. Many historic preservation easements, however, do not provide benefits to adjacent property holders. Rather, they protect broad values that benefit the general public. Such preservation easements, which are granted to government agencies or nonprofit organizations that do not own adjoining land, are termed easements in gross.

The right or privilege granted by an easement may be made perpetual and may be drafted so as not to expire with the termination of the original landowner's interest in the burdened property. Such easements are said to "run with the land," that is, each successive landowner takes the property subject to the continued privilege of use by others who are benefited by the easement.

Preservation easements are commonly restrictive in that they limit or prevent specific actions from being taken in the future. Controlled actions might include changes to a building exterior or grounds or a structural addition. In other cases an easement may be affirmative in that it stipulates a future action to be taken, such as specific maintenance treatments and schedules. Restrictive provisions and affirmative obligations may be written into the same easement. Restrictions are generally more easily enforced than affirmative obligations, from the point of view that it is easier to prevent someone from doing something and easier to monitor a change in a property than it

is to require a change, particularly if the change would necessitate an expenditure on the part of the property owner.

Monitoring and enforcement of an easement are the obligations of the grantee and are essential to the continued validity of the easement. Initial documentation of the property's condition is necessary at the origination of the easement, and periodic inspections are required to document future conditions relative to the specifications of the easement. This obligates the grantee to certain periodic costs. The easement should specify the rights of the grantee to ascertain that the terms of the easement are being met and, if not, to seek injunctive relief or restraint through the courts.

Tax benefits are available for the donation of all or part of the value of an easement that is granted for conservation purposes. The grantor is eligible to receive tax incentives under section 170(f)(3)(c) of the Internal Revenue Code, which defines the term "conservation purposes" to include

- the preservation of land areas for public outdoor recreation or education or scenic enjoyment

- the preservation of historically important land areas or structures

- the protection of natural environmental systems

The government and nonprofit charitable organizations are eligible recipients of donated interest in land under section 501(c)(3) of the Internal Revenue Code. Donors of easements qualify for federal income tax benefits only if the recipient organization meets the criteria of section 501(c)(3) and if the easement is granted in perpetuity.

In the state of Missouri, no comprehensive legislation has been established to guide the creation, transfer, and enforcement of less-than-fee interests for preservation purposes.

Cooperative Agreements

The federal government is authorized under the 1935 Historic Sites Act to "contract or make cooperative agreements with States, municipal subdivisions, corporations, associations, or individuals with proper bond where deemed advisable, to protect, preserve, maintain or operate an historic or archeological building, site, object, or property used in connection therewith for public use, regardless as to whether the title thereto is in the United States." Cooperative agreements are resolutions between two or more parties for giving and receiving assistance. Assistance can take the form of financial, technical, product, or access agreements. However, obligations of the general fund of the Treasury cannot be made unless Congress has appropriated money. Agreements between landowners and interested parties may range from informal agreements to detailed contracts (U.S. Department of the Interior 1982).

Cooperative agreements provide the government no perpetual ownership interest in the property. Their primary drawback is that they generally lack the stringency of contracts and may be broken with a specific notice period (typically 60 to 90 days). They usually lack the assurance of permanent protection provided by acquisition of an interest in land. Cooperative agreements, however, can be written as legally binding contracts (U.S. Department of the Interior 1982).

Local Development Restrictions: City of Independence Ordinance 7917

City Ordinance 7917 recognizes the importance of preserving the historical and architectural character of the Harry S. Truman Heritage District and establishes standards by which the Heritage Commission will evaluate all proposed changes to properties within the district.

The ordinance defines the character and the extent of change that is allowable in the district. All proposed changes are evaluated for their compatibility with the most significant structures in the district and restricted within specific guidelines set forth in the ordinance. These guidelines and standards prescribe minimum setbacks of buildings from their lot lines, define the maximum percentage of a lot that can be paved, and prevent the use of front yards as paved parking lots. Landscape elements are restricted, and suitable plant materials are recommended. Structures are limited in height and lot coverage to perpetuate the scale and mass of two-story residential buildings.

Under the terms of the ordinance, the commission can be extremely restrictive of changes in color, building fabric (for example, the use of various types of siding), or other elements of the structures or grounds.

The purpose of the heritage district is

to maintain the area in the same manner as it is presently constituted as a turn-of-the-century midwestern residential community of spacious, free-standing homes and residentially related institutions situated in open yards and landscaped as presently constituted with future landscaping to be in accordance with other provisions of this ordinance.

Because architecture of the District is differing and represents an extended time span, it is not the intent of this Ordinance to insure conformity with a particular architectural style, but instead shall be to insure a harmony and appropriateness of maintenance and construction with the general character of significant structures within the District.

Following are the major restrictive elements of the standards.

Preservation of Existing Structures. Prior to demolition or reconstruction of any existing structures the Heritage Commission classifies the structure as belonging to one of four groups and approves demolition or reconstruction according to the following guidelines:

Group 1 structures are outstanding examples of particular styles or periods, works of major architects, or structures or groups of structures of exceptional visual quality. Group 1 structures must be retained in their historic characters in perpetuity.

Group 2 structures are of lesser historical, cultural, and aesthetic importance than those in group 1, but they are still of importance to the visual character of the area and should be retained in their historic characters and should be altered or replaced only if there is no alternative.

Group 3 structures are of little individual significance, but they contribute to the overall character of the area and reinforce the visual quality of the more important structures. Class 3 structures should be retained if possible, but they could be changed or altered.

Group 4 structures have no particular architectural value and are considered expendable.

New, Expanded, or Remodeled Structures. The following standards regulate new construction in the district:

Primary residential structures shall front upon publicly dedicated streets.

Front yards shall not be less than 25 feet or more than 40 feet in depth.

Interior side yards shall not be less than 7 feet in width.

Street side yards shall not be less than 25 feet in width.

Rear yards shall not be less than 30 feet in depth.

Any proposed construction is approved by the Heritage Commission only after it finds that the exterior visual appearance will be harmonious with the character of group 1 and group 2 structures along the block. Review by the Heritage Commission includes, but is not limited to, style, materials of construction, architectural detailing, proportion, bulk and dimensions, and placement on the property.

Outdoor Space. The following standards regulate changes in outdoor space:

Front yards shall not be paved or used for vehicular use or parking, except that drives to garages or other parking areas not located in front yards shall be permitted.

Trees having trunk diameters of 5 inches at 4½ feet or more shall not be removed except upon replacement by a tree of the minimum size and of a species listed in the Landscaping Attachment.

At the time of construction of any new primary structures, yard trees shall be planted, and they shall be planted as specified in the Landscaping Attachment according to species.

Street tree species shall be selected from and shall be at least the minimum size specified in the Landscaping Attachment. Street trees shall be spaced at minimum intervals according to species as listed in the Landscaping Attachment.

Total hard-surfaced area of any lot shall not exceed one-third of the total lot area.

Opaque fencing shall not be placed in any front yard.

Fencing in any front yard shall not exceed a height of 4½ feet and shall not be closer than 5 feet to any right-of-way line.

No advertising signs shall be placed in front yards.

Exterior private lighting shall not be mounted at an elevation of more than 7 feet above grade and shall not be closer than 10 feet to any side or rear property line.

Municipal, public, and private utility installations, including streetlight wiring, shall be placed underground in accord with standards established by the City Council.

Major landscape features, including trees and other vegetation deemed by the Heritage Commission to be important to the character of the district, shall not be removed or altered except with prior approval of the commission.

Proportion of Structure to Ground Area. The following standards regulate the scale and mass of the neighborhood:

Primary structures shall not be more than 40 feet and not less than 25 feet in height.

Lot coverage by primary structures shall not differ by more than 1 percent from a ratio of structure to lot of 1:5.

Restrictive Covenants: Truman Neighborhood Homes Association

The Truman Neighborhood Homes Association has drafted a covenant that can be voluntarily attached to a property deed by the owner to legally and enforceably limit the change to that property in perpetuity. The primary objective of the covenant is to preserve structures as residences. The covenant prescribes a maximum percent of paved area allowable on a lot, restricts the use of lots for parking, and requires the exterior appearance of a property to be maintained in a good and sound state of repair. Furthermore, no exterior surface of any improvement on the property can be altered without the expressed written consent of 75 percent of the homeowners bound by the covenant.

APPENDIX D: DOCUMENTATION OF THREATS TO
HARRY S TRUMAN NATIONAL HISTORIC LANDMARK DISTRICT
[copy] (SECTION 8 REPORT TO CONGRESS)

Name: HARRY S TRUMAN HISTORIC DISTRICT

Location: Independence, Jackson County

Ownership: Multiple (Private and Federal)

Designation: November 1971

Significance: American History (Presidents). The historic district centers around the former President's residence, now under National Park Service administration, and forms a corridor along North Delaware Street, linking the house with the Truman Library. The district recalls the life and career of President Truman. The neighborhood remains much as it was when he was alive.

Description: The district, composed of approximately 12 blocks, is chiefly residential, containing only a few public and commercial buildings. Most of the buildings in the southern portion of the district, where Truman lived, are largely unaltered and range in date from the mid-19th century to the early-20th century. Large deciduous shade trees lining the streets and scattered about the ample lawns of the residences still distinguish most of the district.

Threat or Damage: As part of its expansion program, a local church plans the construction of a parking lot that will require the removal of several historic buildings adjacent to the Truman House. The proposed demolition of these buildings poses a threat to the physical integrity of the landmark because of their proximity to and visibility from the Truman House. Additionally, the city council has recently passed an ordinance removing this portion of the landmark from protection by the local preservation commission.

Current Situation: Representatives of the National Park Service have consulted with the church and city officials, urging them to preserve the historic structures.

Recommended Treatment/Action: Protection. An alternative site, outside the historic district yet contiguous to the church's existing site should be used for the proposed expansion. Further work should be done in consultation with the city, church, private homeowners and the National Park Service to develop a comprehensive historical resource management plan for the landmark.

APPENDIX E: PUBLIC FUNDING ESTIMATE FOR TRUMAN NEIGHBORHOOD TRUST

The estimate of public funding required for the Truman neighborhood trust is itemized in table E-1.

Table E-1: Public Funding Estimate for the Truman Neighborhood Trust

<u>Operating Expenses</u>		
Salaries		
Executive director	\$ 30,000	
Secretary	14,000	
Overhead (60%)	<u>26,000</u>	
Subtotal	\$ 70,000 × 3 years =	\$210,000
<u>Acquisition and Investment Fund</u>		
Three easements	\$ 50,000*	
Two fee title	<u>200,000*</u>	
Subtotal		<u>\$250,000</u>
Total		\$460,000

*Gross costs in 1985 dollars based on average neighborhood property values (see appendix F).

APPENDIX F: ESTIMATION OF RESIDENTIAL PROPERTY VALUES

All of the site protection alternatives considered in this document, with the exception of alternative 1, propose the expansion of the historic site boundary and acquisition of interest in additional historic district structures. A method was required for estimating the total cost of each alternative, including proposals for fee acquisition and preservation easement (less-than-fee) acquisition.

In May 1984 a National Park Service planner and a qualified National Park Service land appraiser devised a method of data collection and conducted an analysis of all properties in the national historic landmark district. The information that resulted is not intended to represent fair market value for any individual property. The prices, percentages, and factors were utilized to arrive at a gross cost estimate for the various project alternatives.

The basis for the cost estimates was an evaluation of district properties listed for sale and discussions with real estate brokers, appraisers, and individuals selling their own properties. Properties were not inspected but merely observed by driving by on public streets to determine their general physical characteristics.

Structures were classified by size and condition only. The size was based on the number of square feet of living area, as follows: small, up to 2,000; medium, 2,000 to 4,000; and large, in excess of 4,000. The inventory of sales data and discussions with real estate professionals suggested the following price ranges: small, \$30,000 to \$50,000; medium, \$50,000 to \$70,000; large \$70,000 to \$90,000.

The condition of each property was classified as good, fair, or poor, and properties in good condition were estimated at the high end of the price range while properties in poor condition were estimated at the low end. Other cost adjustments were also made, as follows: Properties on Maple Street, because of their nearness to downtown, are being utilized commercially or as multifamily structures. Informed sources indicated that these properties merit an additional price increment in the real estate market, so an additional \$10,000 to \$20,000 was added to the estimated costs of acquiring these structures. Conversely, the listing data and informed sources indicated that the properties in the immediate vicinity of Pleasant Street do not merit the full price, and it was recommended that these structures be estimated at a rate reduced by \$5,000 to \$10,000 per structure.

In other parts of the United States there is evidence that specific historical structures command prices in excess of the average in the neighborhood. It was therefore recommended that the Truman-related structures be increased in price somewhere between 5 percent and 15 percent over the previously recommended price range.

No specific information was obtained on which to base an estimated damage figure for the imposition of a facade easement on a structure. It was therefore necessary to rely on experience in appraising other types of real estate easements throughout the national park system. It was assumed that the easement would prohibit changing the external design, appearance, vegetation, and topography, so as not to destroy the historical integrity of the neighborhood. Based on this criteria the recommended purchase price for facade easements was in the range of 10 to 20 percent of the total property price.

To estimate land acquisition costs for legislative purposes, it was necessary to adjust the total price for all structures to account for a time lag for legislative action and the acquisition process. Also, administrative costs, the costs of payments in lieu of taxes, relocation costs, and contract costs were added. As a general rule, it was recommended that a factor range of 1.4 to 1.6 be utilized to account for additional costs on the Harry S Truman National Historic Site. If the proposed legislation called for opportunity purchase only, and the acquisition period was indefinite, the project adjustment factor would fall nearer the top of the factor range. In the event that condemnation was proposed, the project factor would also be near the top of the range.

APPENDIX G: CURATORIAL FACILITY REQUIREMENTS

COLLECTION MANAGEMENT SPACE

One room approximately 36 feet by 25 feet (900 sq ft)

Features: security, temperature and humidity control, fire control, floor drains and other flood prevention or control. Should adjoin storage space.

Contents:

- work table (catalog, accession)
- work table (photography)
- work table (preservation treatment)
- sink with drain boards
- ventilation hood
- supply and equipment storage (cabinets and shelving)
- desk
- file cabinets
- aisle space

STORAGE SPACE

One room approximately 36 feet by 78 feet (2,808 sq ft)

Features: security, temperature and humidity control, fire control system, floor drains and other flood prevention or control. Should adjoin collection management space.

Contents:

- standard specimen cabinets
- double-wide specimen cabinets
- wardrobe cabinets
- map cabinets
- art storage racks
- steel shelving
- pallets for large objects (appliances)
- work tables
- desk
- file cabinets
- sink
- aisle space

APPENDIX H: WORK PROPOSED FOR POTENTIAL ADDITIONAL STAFF

<u>Division/Position</u>	<u>FTE</u>	<u>Tasks/Rationale</u>
<u>CULTURAL RESOURCES</u>		
Historian, GS-7	1.0	A historian is needed to conduct historical research into primary and secondary sources. Research will assist in and support park planning and management decisions and interpretation. No existing institution or position focuses on the site-specific story of the Truman family's home life. Gathering and recording historic information, including written and oral, will preserve critical documentation for future use by the park staff and other researchers.
Alternatives: Neighborhood Emphasis		
Museum Technician, GS-6	1.0	A registrar is needed to catalog and treat the approximately 35,000 objects in the Truman home collections. It is estimated that the entire collection could be registered in four to five years and that all the necessary details could be cataloged in seven years. This would compare to 25 years if the museum technician position was not added to the staff. The work needs to be accomplished in a timely manner because the potential for loss or damage of uncataloged items would increase with time. The Truman home collections are unique among presidential homes and may assume as much significance as the house itself.
Alternatives: Neighborhood Emphasis		
Historical Architect, GS-9 (Superintendent's Staff)	1.0	A management assistant is needed to monitor easements and/or to provide technical information about historic preservation grants and assistance to property owners in the Harry S. Truman National Historic Landmark District. The assistant will also work with property owners in the district to maintain their structures according to established historic preservation guidelines.
Alternatives: Minimum Requirements Neighborhood Emphasis		

<u>Division/Position</u>	<u>FTE</u>	<u>Tasks/Rationale</u>
<u>INTERPRETATION</u>		
Park Technician, GS-5	0.5	An interpreter is needed to lead walking tours of the neighborhood surrounding the site. Such tours will provide a substitute experience for those visitors unable to tour the Truman home and enhance a visit to the site by expanding the visitor's awareness of the unique relationship that developed between the president and his neighborhood. Walking tours will also provide a substitute experience for large organized groups and school groups that cannot receive guided tours of the site.
Alternatives:		
Proposal		
Neighborhood Emphasis		
<u>MAINTENANCE</u>		
Maintenance Worker, WG-04	0.5	A maintenance worker is needed to maintain the sidewalks, driveways, and lawns of the Truman home and proposed new structures. The sidewalks, drives, and lawns should receive annual cyclic maintenance. The care of the lawns requires a highly skilled and trained person able to interpret the grounds and landscaping plans. Lawn care includes mowing, pruning, trimming, seeding, fertilizing, snow removal, leaf raking, and irrigation.
Alternatives:		
Neighborhood Emphasis		
Function provided under contract:		
Proposal		
Minimum Requirements		
Maintenance Worker, WG-08	1.0	A maintenance worker is needed to perform scheduled maintenance on structures. Without this position, buildings would deteriorate. Structures used for necessary site support and visitor use will need basic carpentry, masonry, plumbing, painting, and electrical repairs. The person in this position will also protect these resources and maintain safe site conditions for visitors.
Alternatives:		
Proposal		
Minimum Requirements		
Neighborhood Emphasis		

<u>Division/Position</u>	<u>FTE</u>	<u>Tasks/Rationale</u>
Custodial Worker, WG-2/3	.6	A custodial worker is needed to maintain a safe and healthy interior environment for the staff and public. Duties would include maintenance of office and visitor restroom facilities, cleaning, dusting, vacuuming, removing trash, washing windows, and floor care.
Alternative:		
Neighborhood Emphasis		
Function provided under contract:		
Proposal		
Minimum Requirements		

APPENDIX I: VISITOR ORIGINS, 1985

Visitor origins are listed by state in table I-1.

Table I-1: Visitor Origins

<u>State</u>	<u>% of 1985 Home Tour Visitors</u>	<u>State</u>	<u>% of 1985 Home Tour Visitors</u>
Missouri	45	Maryland	*
Kansas	10	Oregon	*
California	5	Utah	*
Illinois	4	South Carolina	*
Iowa	3	Massachusetts	*
Nebraska	3	Louisiana	*
Minnesota	3	North Dakota	*
Texas	2	South Dakota	*
Oklahoma	2	New Mexico	*
Ohio	2	Connecticut	*
Indiana	2	Mississippi	*
Florida	1	West Virginia	*
Wisconsin	1	Montana	*
Colorado	1	Idaho	*
Michigan	1	District of Columbia	*
Pennsylvania	1	Nevada	*
New York	1	Wyoming	*
Tennessee	1	Delaware	*
Washington	1	Hawaii	*
Arizona	1	Rhode Island	*
Virginia	1	New Hampshire	*
New Jersey	1	Maine	*
Georgia	1	Alaska	*
Arkansas	1	Vermont	*
Alabama	1		
Kentucky	1	<u>Foreign Countries</u>	1
North Carolina	1		

*Less than 1%.

APPENDIX J: SHUTTLE BUS SERVICE EVALUATION

This evaluation identifies the annual costs and the costs per user of several possible NPS shuttle bus operations. The variables include three alternative routes and capacities ranging from 8 to 20 people per vehicle. The factors involved in defining the system were the operational characteristics, engineering factors, environmental aspects, and visitor experience factors.

OPERATIONAL CHARACTERISTICS

Tour Route

Three alternative tour routes were described for the shuttle bus service: Route 1 would serve only the Truman home; route 2 would serve the home and drive through the neighborhood and by the library; and route 3 would add the railroad station to the route. The service and operating characteristics for the three route systems are summarized in table J-1. Additional details are provided in the text under the heading "Other Options Considered."

Table J-1: Service and Operating Characteristics

	<u>Tour Route 1</u>	<u>Tour Route 2</u>	<u>Tour Route 3</u>
Round trip (miles)	1.5	3.0	5.0
Average operating speed (without stops, mph)	25	25	25
Running time (minutes)	7	12	20
Terminal & stop times (minutes)	5	9	12
Total trip time (minutes)	12	21	32
Headway (minutes)	60*/15**	60*/15**	60*/15**
Passenger capacity	12	20	20
Trips per hour	1*/4**	1*/4**	1*/4**
Total vehicles required	1*/2**	1*/2**	2*/3**
	+1 backup	+1 backup	+1 backup

* Shuttle service operating below capacity.

**Shuttle service operating at full capacity.

Capacity

The capacities of the systems would differ, depending on the extent of the interpretive programs available to passengers. On tour route 1, which would serve only visitors with tickets for the home tour, an average of eight passengers per trip would be accommodated. Twelve-passenger, rather than eight-passenger buses would be used to allow visitors some flexibility in scheduling their arrival at and departure from the home (some visitors might want to take the neighborhood walking tour before or after their home tour). On tour routes 2 and 3, all of the visitors to the national historic site could be served (including those who did not take the home tour). An average of 16 persons per trip would be accommodated in 20-passenger buses on those routes.

Frequency of Service

The shuttle bus systems were designed so that visitors would not have to wait for unnecessarily long periods (that is, longer than they could be involved in some form of interpretive activity while waiting for the bus). Frequency of service would be at least every half hour, even during low use periods, and every 15 minutes for most of the year to synchronize with the home tour schedule.

Safety

The prevention of accidents was a high priority. Safety concerns extended not only to passengers, but also to the high volume of pedestrians in and around the staging area and the Truman home. Streets with unusually high congestion were avoided, where possible, when determining the most desirable shuttle bus approach and departure routes.

ENGINEERING FACTORS

Few facilities would be required to support the system, assuming the buses could be staged at Independence Square or at the Harry S. Truman Library. Adequate visitor parking and turnaround space would be available at both locations.

ENVIRONMENTAL ASPECTS

The emission characteristics of the vehicles and the number of trips necessary were considered in assessing the relative magnitude of air pollution impacts. Vehicle noise was also a factor because the buses would travel through a residential neighborhood.

VISITOR EXPERIENCE FACTORS

Interpretive Capabilities

All vehicles would have audio cassette and public address systems for interpretive programs.

Convenience and Comfort

The proximity of the staging area to the national historic site and the regularity of service would minimize inconvenience, which often prompts people to choose private autos over public transportation systems. Also, to make them attractive to the public, the vehicles would have comfortable seats, air conditioning, and ample windows for viewing.

COST

A total annual cost and a cost-per-user analysis were used to determine the economic feasibility of shuttle service and to show if the system could be supported through user fees (recognizing that user fees could be offset or eliminated through corporate donations, private gifts, or other types of subsidies). Tables J-2 through J-4 compare costs for the three tour routes. The factors used in the analysis are defined below.

Annual Use: Two use figures are provided for each route: actual use and theoretical capacity. Actual use for route 1 was assumed to be the number of persons who toured the Truman home during the first year of operations. Actual use for routes 2 and 3 was assumed to be the total number of persons who visited the national historic site (either with or without a home tour). It was assumed that all visitors to the national historic site have sufficient interest to opt for a bus tour of the surrounding neighborhood and other Truman-related sites. The theoretical capacities for the routes are larger than the actual use figures because they are based on constant full use, four trips per hour, eight hours per day, 362 days per year.

Annualized Capital Costs: The capital costs of construction and equipment were annualized to allow direct comparison between options with differing life spans.

Annual Operating and Maintenance Costs: Maintenance costs are the routine expenses during the normal life of the system. Operating costs include labor (for operation and management), plus fuel, oil, insurance, and depreciation.

Table J-2: Annualized Costs, Tour Route 1

	<u>Actual Use</u>	<u>Theoretical Capacity</u>
Annual passengers	64,242	92,672
Annualized capital costs (\$5,995 per 12-passenger bus)	\$ 17,985	\$ 17,985
Annual operating and maintenance costs		
Equipment*	\$ 10,566	\$ 13,032
Personnel**	<u>73,802</u>	<u>91,028</u>
Subtotal	\$ 84,368	\$104,060
Annual general and administrative costs (20% of O&M costs)	<u>\$ 16,874</u>	<u>\$ 20,812</u>
Total	\$119,227	\$142,857
Cost per user***	\$1.86	\$1.54

*\$0.75 per mile for 12-passenger vehicle (includes all operating costs except bus driver wages).

**Payroll costs: \$10.50 per hour × 1.33 (total payroll costs) = \$13.97 per hour.

***Assumes that 8 people per trip are paying to ride shuttle bus.

Table J-3: Annualized Costs, Tour Route 2

	<u>Actual Use</u>	<u>Theoretical Capacity</u>
Annual passengers	125,850	181,655
Annualized capital costs (\$8,175 per 20-passenger bus)	\$ 24,525	\$ 24,525
Annual operating and maintenance costs		
Equipment*	\$ 22,541	\$ 27,802
Personnel**	<u>73,802</u>	<u>91,028</u>
Subtotal	\$ 96,343	\$118,830
Annual general and administrative costs (20% of O&M costs)	<u>\$ 19,269</u>	<u>\$ 23,766</u>
Total	\$140,137	\$167,121
Cost per user***	\$1.11	\$0.92

*\$0.75 per mile for 12-passenger vehicle (includes all operating costs except bus driver wages).

**Payroll costs: \$10.50 per hour × 1.33 (total payroll costs) = \$13.97 per hour.

***Assumes that 16 people per trip are paying to ride shuttle bus.

Table J-4: Annualized Costs, Tour Route 3

	<u>Actual Use</u>	<u>Theoretical Capacity</u>
Annual passengers	125,850	181,655
Annualized capital costs (\$8,175 per 20-passenger bus)	\$ 32,700	\$ 32,700
Annual operating and maintenance costs		
Equipment*	\$ 37,568	\$ 46,336
Personnel**	<u>114,792</u>	<u>136,543</u>
Subtotal	\$152,360	\$182,879
Annual general and administrative costs (20% of O&M costs)	<u>\$ 30,472</u>	<u>\$ 36,576</u>
Total	\$215,532	\$252,155
Cost per user***	\$1.71	\$1.39

*\$0.75 per mile for 12-passenger vehicle (includes all operating costs except bus driver wages).

**Payroll costs: \$10.50 per hour x 1.33 (total payroll costs) = \$13.97 per hour.

***Assumes that 16 people per trip are paying to ride shuttle bus.

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