

# HISTORIC PRESERVATION FUND (HPF) 2010 GRANT PRODUCTS MANUAL



Prepared by the  
Historic Preservation Office  
Cultural Resources Division  
Kansas Historical Society  
6425 SW 6<sup>th</sup> Avenue  
Topeka, Kansas 66615-1099  
785-272-8681 ext. 240  
[cultural\\_resources@kshs.org](mailto:cultural_resources@kshs.org)



# **2010 Historic Preservation Fund Products Manual**

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## Introduction

The Historic Preservation Fund (HPF) is a grant program administered by the National Park Service (NPS). Funds for the HPF program are derived from Outer Continental Shelf mineral receipts. Each year the NPS provides the Kansas State Historic Preservation Office (SHPO) with funds that finance its operations, salaries and grants. The SHPO awards grants to cities, counties, universities, Certified Local Governments (CLGs) and other eligible organizations, to help support local historic preservation activities. Ten percent of the grant funds available to the SHPO must be dedicated to CLGs (<http://www.kshs.org/resource/clghome.htm>).

**HPF grants must result in a completed, tangible product and/or measurable result.** All activities must pertain to the preservation programs outlined in the National Historic Preservation Act of 1966, as amended. They must be carried out in accordance with the Secretary of the Interior's *Standards for Archeology and Historic Preservation* and National Register Program Guidelines.

Applications submitted by Certified Local Governments (CLGs) must be for activities within the physical boundaries of the CLG and funds must be reimbursed to the CLG (typically the local governing body such as the city or county).

### **Eligible Activities and Products**

Eligible products include, but are not limited to, historic property survey forms and reports, National Register nominations, preservation plans, design-review guidelines, and educational activities.

#### **Surveys**

A method used for identifying and gathering data on a community's historic resources. Additional guidance on surveys can be found in the chapter entitled "Historic Property Surveys."

#### **National Register Nominations**

The National Register of Historic Places distinguishes properties that have been documented and evaluated according to NPS standards. This provides the Nation's official list of cultural resources worthy of preservation. Additional guidance on National Register nominations can be found in the chapter entitled "National Register Nominations."

#### **Preservation Plans and Ordinances**

Plans and ordinances provide the framework for identifying and establishing protection for properties under local law. Additional guidance on preservation plans and ordinances can be found in the chapter entitled "Preservation Plans and Ordinances."

#### **Design-Review Guidelines**

These guidelines help property owners or local preservation commissions in protecting neighborhoods and districts. They may be advisory or regulatory in nature. Additional guidance on design-review guidelines can be found in the chapter entitled "Design-Review Guidelines."

### **Preservation Assistants**

Preservation assistants gain professional experience in the field of historic preservation. CLGs may apply for HPF funds to hire assistants, typically graduate students in a related field, to help local staff or to serve as staff to a local preservation commission. Additional information can be found in the chapter entitled “Preservation Assistants.”

### **Educational Activities**

Cities, counties, preservation organizations, and CLGs may apply for Historic Preservation Fund grants to support educational activities directed at educating the public about historic preservation. Additional information can be found in the chapter entitled “Educational Activities”.

## **Survey**

### **Introduction**

A survey is the process of identifying and gathering data on a community’s historic resources such as buildings, sites, structures, and objects. It consists of two basic components - a field survey and a project report.

By producing an inventory of historic resources, surveys provide a valuable service to a community. Information discovered during the survey process often provides additional insight into the history of the community. Results and recommendations from the survey can be incorporated into the city’s historic preservation plan, or, if no plan exists, information from the survey can provide the basis for implementation of a preservation plan. Incorporation of the information into the community’s overall planning process and/or disaster preparedness plan also has real value. Ultimately, the preservation of these historic resources can mean savings in energy, time, money, and raw materials.

National Register Bulletin 24, “Guidelines For Local Survey: A Basis for Preservation Planning” is available at no cost from the SHPO and contains additional information on the survey process. The bulletin can also be accessed online at <http://www.cr.nps.gov/nr/publications/bulletins/nrb24/> .

Surveys typically encompass multiple buildings and include photos of each building’s exterior. Information is gathered about each building during the field survey portion which can then be used to assess potential National Register historic districts as well as document and inventory a community’s numerous cultural resources.

Surveys may also include known or potential archaeological sites. The requirements for survey forms and reports is similar to those for built environment properties, but please contact the SHPO for more information if you are proposing a project to survey archaeological resources.

### **Completing a Survey**

In recent years the Kansas SHPO has moved away from a paper-based survey form to an interactive online database that allows easier access to survey information both for those entering new information and those looking for previously collected information. **As of July 2008 all new survey records are to be entered through this online database.**

The survey form is intended to be a permanent record kept in the inventory files of the SHPO at the Kansas Historical Society. With improving technology, that information can now be permanently archived in an electronic format. See the Historic Resources Inventory database online at <http://khri.kansasgis.org/>.

Users are required to create and use a login e-mail and password to fully utilize the database. Logging in is required to see a full list of records and to enter or edit information. A step-by-step tutorial outlining how to use the database can only be accessed by users that have logged in. Users that are not logged in may still search the database.

The staff of the SHPO understands that this new process may be challenging for those who have never used such a system before. **We encourage anyone, whether they are a paid consultant or a private property owner, to contact the Survey Coordinator for assistance using the online system and a copy of the latest Survey Manual.**

Survey Coordinator  
Cultural Resources Division  
Kansas Historical Society  
6425 SW 6<sup>th</sup> Avenue  
Topeka, KS 66615-1099  
785-272-8681 ext. 257  
[cultural\\_resources@kshs.org](mailto:cultural_resources@kshs.org)

### **Project Report**

All HPF grant-funded surveys must include not only the individual survey forms entered online, but also a project report consisting of the following components:

- 1) Methodology Discussion
- 2) Historical Summary and Architectural Analysis
- 3) Recommendations (optional)
- 4) List of Surveyed Properties
- 5) Maps

### **Methodology Discussion**

The methodology discussion is the “who, what, when, where, and why” of the survey project. Describe how and by whom the survey was initiated. Indicate the funding sources for the survey. List the name and organization, if applicable, of the person(s) who conducted the survey and note any additional participants or volunteers. Describe when the field survey and photography began and ended. List documentation sources and archival research for the historical summary and other site visits necessary to complete the survey.

### **Historical Summary and Architectural Analysis**

The Historical Summary and Architectural Analysis component of the Project Report should include a brief history of the community with particular emphasis on the development of the neighborhood or district being surveyed. The historical summary provides context for the analysis of architectural styles. This analysis should follow standard architectural stylistic terminology as found in *A Field Guide to American Houses* by Virginia and Lee McAlester, *The Buildings of Main Street: A Guide to*

*American Commercial Architecture* by Richard Longstreth, and/or National Register Bulletin 16A. The buildings should be organized by style with the date of construction listed. Include a bibliography that lists sources used for the historical summary statement.

### **Recommendations**

This section is optional, but greatly helps a community determine their next step. Consultants undertaking HPF grant-funded surveys can include recommendations for properties and/or districts that are believed to be potentially eligible for inclusion in the National Register of Historic Places and/or the Register of Historic Kansas Places; buildings in need of restoration, etc. **SHPO staff always conducts the official determination of eligibility for National Register properties or districts, but these recommendations are a great help.**

### **List of Surveyed Properties**

Include a list of all properties surveyed. Organize by survey number and include street addresses. Inventory numbers are automatically generated by the Historic Resources Inventory online database when new survey forms are entered, but the surveyor may assign separate survey numbers.

### **Maps**

At least one map is required showing the survey area boundaries and the individual properties listed by survey number and street address. Additional maps or overlays revealing architectural styles, dates of construction, or potential National Register-eligible properties are a welcome addition to the Project Report.

Note: GIS mapping may be available in your town or community.

# National Register Nominations

## **NOTE:**

**Applicants applying for HPF funding for individual nominations must submit a Preliminary Site Information Questionnaire (PSIQ) for each property they propose to list prior to applying for HPF funding. Districts nominated for listing as part of an HPF-funded project must have been previously determined eligible for listing as part of a historic property survey (see previous chapter) whether or not that survey was funded through HPF.**

**Proof that the property owner consents to a nomination must be submitted with any HPF grant application for a nomination project. In the case of a proposed historic district, proof that a majority of the property owners in the proposed district boundaries consent to the nomination must be included with the application.**

## **Introduction**

The National Register of Historic Places is the Nation's official list of cultural resources worthy of preservation. Authorized under the National Historic Preservation Act of 1966, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archeological resources. Properties listed in the Register include districts, sites, buildings, structures, and objects that possess local, state, or national significance in history, architecture, archeology, engineering, and culture. Generally properties eligible for listing in the National Register are at least 50 years old and have retained integrity. Listed properties in Kansas are protected under the state preservation statute (<http://www.kshs.org/resource/histpresstatutes.htm>) and may qualify for funding (<http://www.kshs.org/resource/grantsincentives.htm>).

National Register properties are distinguished by having been documented and evaluated according to uniform standards. These criteria recognize the accomplishments of all peoples who have contributed to the history and heritage of the United States and are designed to guide federal, state and local governments, and others in evaluating potential entries in the National Register. (<http://www.nps.gov/nr/>)

## **Criteria for Evaluation**

In addition to having historic integrity and being at least 50 years old, properties must meet one of the following criteria:

- A. Association with events that have made a significant contribution to the broad patterns of our history;
- B. Association with the lives of persons significant in our past;
- C. Embodies the distinctive characteristics of a type, period, or method of construction; or that represents the work of a master, or that possesses high artistic values, or that represents a significant and distinguishable entity whose components may lack individual distinction;
- D. Yield or likely to yield information important in prehistory or history (generally archeology).

See National Register Bulletin 15 for more information on applying the National Register Criteria for Evaluation - <http://www.nps.gov/history/nr/publications/bulletins/nrb15/>

## Process for Nomination

Historic places are nominated to the National Register by the SHPO. Before a nomination is developed, a property must be determined eligible for listing. The SHPO staff can do this either through reviewing a preliminary form called a Preliminary Site Information Questionnaire (PSIQ) or reviewing recommendations made in an HPF-funded survey report. Survey project reports generally provide recommendations for proposed historic districts.

HPF-funded nominations are generally prepared by a preservation consultant who meets the Secretary of the Interior's *Professional Qualification Standards* set forth in 36 CFR Part 61 ([http://www.nps.gov/history/local-law/arch\\_stnds\\_9.htm](http://www.nps.gov/history/local-law/arch_stnds_9.htm)). Consultants submit nominations to the grantee for their approval. When the grantee is satisfied with the nomination, they will then forward the nominations to SHPO staff for review. When nominations are complete and satisfy the SHPO staff, they are scheduled for presentation to the Kansas Historic Sites Board of Review (HSBR), which is composed of professionals in the fields of American history, architectural history, architecture, prehistoric and historic archeology, and other related disciplines. At quarterly meetings, the HSBR makes recommendations to the State Historic Preservation Officer to approve or disapprove nominations. If the HSBR recommends approval of a National Register nomination, staff will forward the nomination to the National Register Office at the National Park Service for listing. Additional information on the listing process can be found in "Steps for Listing a Property in the National or State Register," included in this document as well as National Register Bulletin 16a at <http://www.nps.gov/history/nr/publications/bulletins/nrb16a/>

## Owner consent

During the time a proposed nomination is reviewed by the SHPO, property owners and local officials are notified of the intent to nominate and public comment is solicited. Owners of private property are given an opportunity to concur with or object to the nomination. If the owner of a private property, or the majority of private property owners for a property or district with multiple owners, objects to the nomination, the historic property cannot be listed in the National Register.

Owner agreement may be demonstrated by letters of intent from individual owners or by sign-up sheets that have a paragraph of explanation at the top with a notation for "yes" in agreement or "no" not in agreement for listing the property in the National Register of Historic Places or Register of Historic Kansas Places. A consent form should provide name, date, address of historic property, property name if applicable, and signature.

## Individual Nominations

**Note: In order to receive HPF funds for preparation of individual nominations, the applicant must demonstrate the consent of the owners of the individual properties proposed for listing.**

Properties may be listed in the National Register individually or as part of a historic district. Properties proposed for individual listing must have relatively intact exteriors and interiors. Buildings may contribute to a historic district without being eligible for listing on their own. Keep in mind that a building must be determined eligible for listing through a PSIQ before HPF grant application is made for a nomination project.

## Historic District Nominations

**Note: In order to receive HPF funding for district nominations, the applicant must demonstrate the consent of more than half of the property owners within the proposed district at the time of application. We strongly encourage applicants to use the survey process to begin educating property owners about the benefits of listing and protection under the state preservation statute well before there is a proposal to list a district.**

**It is customary for surveys to be completed one year and based on the information gained from the survey, nominations completed the next.  
A separate application for funding would be necessary for this two-year process and funding is not guaranteed.**

National Register historic districts are contiguous groupings of properties that retain a high level of architectural integrity, are at least fifty years old, and meet at least one of the four National Register criteria. Buildings within historic districts are categorized as either “contributing” or “non-contributing.” Changes, such as non-original siding, that are less than fifty years old can result in non-contributory status for these properties. Districts must have a high number of contributing properties to be considered for the National Register.

To determine whether a neighborhood or area meets the basic requirements for district listing, a survey of the properties is undertaken first. The survey will provide a recommendation regarding district potential. In addition, community support for the district proposal is gauged during the survey process. The grassroots support of property owners is a key factor in moving forward with any district proposal. SHPO works with the community to engender support for historic preservation through the historic district nomination process.

There are many misconceptions about listing a property or district in the National Register of Historic Places. **Please contact the National Register Coordinator for more information on how to recognize and respond to these misconceptions. Please also contact the National Register Coordinator for the most accurate photographic documentation policy and most recent nomination forms since these can change considerably from year-to-year.**

National Register Coordinator  
Cultural Resources Division  
Kansas Historical Society  
6425 SW 6<sup>th</sup> Avenue  
Topeka, KS 66615-1099  
785-272-8681 ext. 216  
[cultural\\_resources@kshs.org](mailto:cultural_resources@kshs.org)

## Steps to Listing an Individual Property in the National or State Register

- File a Preliminary Site Information Questionnaire (PSIQ)**

This is a short form that SHPO staff uses to evaluate whether properties meet the requirements for register listing. A property sponsor should file this form, along with photographs of the property, with the Cultural Resources Division. The form is available online at [www.kshs.org/resource/psiq.htm](http://www.kshs.org/resource/psiq.htm) or by calling 785-272-8681 ext. 240.
- Receive Eligibility Letter**

Within four weeks of submitting the PSIQ, the property sponsor will receive a letter from SHPO staff indicating whether the property is eligible for either the state or national registers. If the property is eligible, the letter will include a descriptive process of how to proceed with the nomination and a blank form to complete.
- Submit a Draft National Register Nomination**

A National Register nomination consists of three main parts: a 4-page cover document, a narrative architectural description of the nominated property, and a statement of its historic significance. The statement of significance is based upon the National Register criteria the property meets. The property sponsor or consultant is responsible for writing the draft nomination.
- Receive Staff Review**

The staff will review and comment on the nomination draft within 60 days. Revisions may continue until the document is ready to be scheduled for consideration by the Kansas Historic Sites Board of Review (HSBR).
- Consideration by the Kansas Historic Sites Board of Review**

Once the nomination is ready, it will be considered by the HSBR. This board is appointed by the Governor to make recommendations on the nomination of properties to the state and national registers. Nominations are presented to the board by Cultural Resources Division staff or professional consultants. Nomination sponsors are encouraged to attend this public meeting.
- Board Lists Property in the State Register**

If approved by the HSBR and the State Historic Preservation Officer, the property will be listed in the state register following the meeting. If the property is approved for state register listing and is being nominated to the National Register, the Board will forward its recommendation for listing to the National Park Service in Washington, D.C..
- National Park Service Lists Property in the National Register**

If the property is being nominated for listing in the National Register, SHPO staff will forward the nomination to the National Park Service for their review and approval. The sponsor will receive a letter from the SHPO informing of the National Register listing date about three to five months after the state nomination action.

\*\* Usually the nomination process takes between eight to twelve months.

## Preservation Plans and Ordinances

**Notice: Preservation ordinances provide the framework for listing properties on a local register and establishing protection for those properties under local law. In Kansas, properties listed in the state and national registers are protected under the state preservation statute (K.S.A. 75-2724 - <http://www.kshs.org/resource/histpresstatutes.htm> ). No state or local preservation laws override or supercede the other.**

### **Preservation Plans and Ordinances**

Historic preservation is often a goal in community comprehensive planning. By promoting historic preservation planning at the local government level, a community can manage change in a way that preserves its identity and character.

A preservation ordinance is often used as a way to implement strategic parts of a community's preservation plan. The ordinance can help lay the groundwork for incorporating historic resources into new developments and help to enhance the community's vision of itself for the future. Sample Kansas ordinances may be found at <http://www.kshs.org/resource/clgkansas.htm>. Additional information on local ordinances can be found at <http://www.nps.gov/history/hps/workingonthepast/guardian.htm>

The ordinance provides a municipal policy for protection of historic properties. Through the ordinance, processes for designating and protecting historic properties at the local level are established. Utilizing the ordinance as a framework for decision-making, the local preservation commission makes recommendations regarding historic properties to the city commission. The city commission has final decision-making authority.

Communities with local preservation programs may be designated as Certified Local Governments (CLGs). For information on this program, see <http://www.kshs.org/resource/clghome.htm>

### **Disaster Plans for Historic Preservation**

HPF grants may also be used to produce other planning documents that may accentuate a preservation plan. Saving historic buildings may not be the top priority in a community that is dealing with rebuilding schools and maintaining basic services. However, even during disaster recovery and debris removal local governments are required to ensure the protection of cultural resources. While government-issued state of emergency declarations can "expedite" typical federal, state, and local environmental protection law reviews and permitting processes, which allows for quicker clean up and demolition, this does not eliminate the requirement that these entities must comply with protective laws and regulations.

Section 106 of the National Historic Preservation Act requires the Federal Emergency Management Agency (FEMA), in consultation with the State Historic Preservation Office (SHPO), to identify properties eligible for or listed in the National Register of Historic Places. This allows the government to adequately consider the effect of any FEMA-funded undertaking – including potential demolition of private and public property – on identified historic properties. Documenting downtowns and historic neighborhoods in anticipation of disasters through periodic field surveys is the best way to collect information. Simply having access to information after a disaster is helpful, but a field survey also can be used as the basis for local visitor-based promotional brochures or walking guides and to integrate historic resources into local planning and permitting procedures.

More often properties fall victim to small-scale disasters such as collapsing roofs and falling parapets. These require immediate action and do not always allow the time needed to conduct an assessment of the building's historic character.

Historic rehabilitation incentives available from the Kansas Historical Society and other organizations such as the National Trust for Historic Preservation typically require buildings to be listed in the Register of Historic Kansas Places or the National Register of Historic Places. There are currently no emergency provisions in place to list a property in either register. Nominations of properties to these registers are reviewed and approved quarterly, and historic rehabilitation grants and tax credits are not available until a building is listed in one of these registers. Many historic buildings are not included in the registers and, therefore, would not qualify for historic rehabilitation incentives.

In light of these requirements and with lessons learned from disasters like the tornado in Greensburg, KS and Hurricane Katrina in New Orleans, LA it is important to consider how your community's cultural resources will be handled if such a disaster were to happen in your area. Things to consider and incorporate into a disaster plan:

- Have the historic resources in your community been identified (surveyed)?
- Have the historic resources been designated (local, state, or national) in some fashion to give them some level of protection?
- Who is in charge of maintaining this information (SHPO, local preservation commission, local museum or historical society)?
- How can these individuals be reached in the case of a disaster?
- How will disaster response personnel be notified about identified historic resources in the community? Will the buildings be tagged by volunteers from the preservation commission or local historical society in a way that distinguishes historic buildings from "non-historic"?
- Are there engineers or other professionals familiar with historic building techniques and architecture available to assess the conditions of buildings immediately after a disaster?
- Are the local code and building inspectors aware of the identified historic properties, the requirements under local, state, and federal preservation laws and are they cooperative partners in the overall preservation planning process?
- Are there procedures in place to coordinate volunteers who may be coming from outside of your community to help them identify the historic resources locally and provide them with information about appropriate debris removal, stabilization, and mothballing procedures?
- Does your plan include government records, archival and other historic collections?

#### **Examples of Disaster Plans:**

<http://www.museum-security.org/disasterbib.html> - Bibliography from the National Trust for Historic Preservation

<http://www.fema.gov/plan/ehp/> - FEMA and Historic Preservation

<http://www.1000friendsofflorida.org/preservation/disaster/Dos-demPilotProject1.asp> - examples from Florida

<http://www.mnhs.org/shpo/disaster/index.htm> - example from Minnesota

## Design-Review Guidelines

City governments may apply for HPF grants to develop design-review guidelines for their historic neighborhoods and districts. Design-review guidelines provide guidance to property owners and local preservation commissions for protecting the character of a specific historic neighborhood or district.

Design-review guidelines may be advisory or regulatory. In communities with local preservation ordinances, design-review guidelines are used to provide consistent design-review for a local district whose character is protected under ordinance. Although design-review guidelines may be referenced in the ordinance, they are typically not a part of the legal document. The following are uses for design-review guidelines:

- Identify existing patterns, setbacks, massing and scale of historic neighborhoods – and provide guidance for maintaining such patterns in future projects within the neighborhood.
- Identify architectural styles and character-defining features of those styles in a historic neighborhood – and provide guidance for protecting these character-defining features in rehabilitation and new construction projects.
- Provide guidance to local preservation/landmarks commissions in reviewing projects within local historic districts. This helps ensure consistent review among projects in a particular district.
- Provide recommendations for zoning in historic neighborhoods.
- Provide a means for future planning for infill housing, streetscapes, parking, circulation, etc.
- Help maintain property values within a historic neighborhood.
- Educate the public about the character of their community's historic neighborhoods.

For guidance on developing and using design-review guidelines in your community, see the following web page: <http://www.nps.gov/history/hps/workingonthepast/roletheyplay.htm>

## Preservation Assistants

Certified Local Governments (CLGs) may apply for HPF grants to help carry out local historic preservation activities through the funding of a preservation assistant or intern. Preservation assistants are typically graduate students or young professionals pursuing a career in historic preservation. These assistantships give them needed professional experience in the field.

It is important to note that HPF-funded projects, including the hiring of a preservation assistant, must meet the National Park Service requirements for grant-assisted program activities. In accordance with these requirements, assistants must generate HPF-approved grant products such as National Register nominations, project reviews, survey forms, etc.

In order to meet National Park Service requirements, a preservation assistant must be supervised by a staff member who meets the Secretary of the Interior's Professional Qualification Standards, 36 CFR Part 61 ([http://www.nps.gov/history/local-law/arch\\_stnds\\_9.htm](http://www.nps.gov/history/local-law/arch_stnds_9.htm)). In the past, cities that have signed agreements with the Kansas SHPO to conduct reviews under the state preservation statute, KSA 75-2724, have used HPF funds to pay for assistants who help with reviews of projects under the preservation statute.

Please note that while this is a qualifying activity through the HPF grant program, the committee that evaluates and recommends approval of HPF grant awards typically does not recommend funding such activities for multiple grant years in a row. If you are planning to apply for funds to hire a preservation assistant, plan for HPF grant funds to only pay for that position for one grant cycle. Continuing to employ a preservation assistant is encouraged by the SHPO, but funds for continued assistantships should be budgeted by the applicant.

## **Educational Activities**

HPF grants may also be used for other educational activities including conferences, seminars, publications, brochures, and even curriculum for local schools.

### **Local Conferences and Workshops**

Grant funds may be used to attend or host local workshops and conferences providing technical advice or general information on historic preservation-related issues. Workshops may provide information related to a specific preservation program, such as rehabilitation tax credits, the National Register of Historic Places, local incentive programs, or may be geared toward specific audiences, such as historic property owners, preservation commissioners, or realtors.

Conferences, whether hosted or attended, must be held during the grant period. Such activities will require a signed contract between the applicant and the SHPO and adequate documentation of all expenses before reimbursement can be made. Reimbursements will be made to the grant applicant, not directly to the conference attendee. Particularly for applications from CLGs, all reimbursements from the HPF grant must be made to the certified local government (usually city or county government) itself.

### **National Conferences and Trainings**

Grant funds can be used to pay for travel to and registration for national-level conferences and training sessions focused on preservation. Conferences held by such organizations as the National Trust for Historic Preservation and the National Alliance for Preservation Commissions are highly recommended for CLG staff and local preservation commissioners.

Again, conferences, whether hosted or attended, must be held during the grant period. Such activities will require a signed contract between the applicant and the SHPO and adequate documentation of all expenses before reimbursement can be made. Reimbursements will be made to the grant applicant, not directly to the conference attendee. Particularly for applications from CLGs, all reimbursements from the HPF grant must be made to the certified local government (usually city or county government) itself.

### **Other Educational Activities**

Brochures, videos, and websites are also eligible products for HPF grant funding. Driving or walking brochures may serve as tools for citizens or tourists to learn about the community's past. Other brochures may provide design guidance for historic property owners within historic districts.

**Be creative with your proposed educational activities!**

**Remember that the activity must be focused on historic preservation, but think of new and inventive ways to pass along the preservation message to particular groups and audiences either in your local area, across the state, or even larger audiences through sources such as the internet. Be sure to contact the Grants Manager at the SHPO to make sure your idea will be eligible for HPF funding.**