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Cultural Landscapes: Rural Historic Districts in the National Park System

By

ROBERT Z. MELNICK, A.S.L.A.

with

**Daniel Sponn
Emma Jane Saxe**

**Park Historic Architecture Division
Cultural Resources Management
National Park Service
U.S. Department of the Interior
Washington, D.C. 20240**

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Landscaping Thinking: An Introductory Essay

First Thoughts

There are places in this country that we look at every day, but that we never really see. They are landscapes of heritage; places that seem so natural that they often go unrecognized, misunderstood, unprotected, and mismanaged. The purpose of this technical manual is to provide a distinct framework within which decisions can be made about these places. The ultimate goal of this manual is the protection, wise stewardship, and appropriate management of significant rural landscapes within the National Park System.

Rural landscapes exist within the National Park Service framework for interpreting and managing all cultural landscape resources within the parks. These resources may be historic sites, historic scenes, or historic landscapes. These landscape types, defined and managed within other National Park Service policies and guidelines, are not the concern of this manual; neither are socio-cultural landscapes.

The rural landscapes considered here are places that have been settled, controlled, manipulated, or altered for many generations. Rural landscapes, to be managed as cultural resources by the National Park Service, must be eligible for listing in the National Register of Historic Places, which recognizes

various properties of historic significance and physical integrity. Properties listed on the National Register include individually significant historic properties and historic districts. These tend to focus on buildings. Rural landscapes as "rural historic districts" also qualify for listing on the National Register when the same criteria are applied to the landscape's components, use patterns, and structures.

Identification, evaluation, registration, and management of rural landscapes is an idea built upon established principles, policies, and practices. Rural historic district protection is based upon accepted professional practice in landscape architecture, cultural geography, social history, anthropology, and cultural resources management. One intention of this publication is to unite the common concerns expressed by various disciplines and apply them in new ways to evaluate rural landscapes within the National Park System. The National Park Service responsibility for these resources is set forth in the National Park Service Organic Act of 1916, the Historic Sites Act of 1935 and in Executive Order 11593 as codified in the National Historic Preservation Act of 1966, as amended.

To begin, it is necessary to discuss what cultural landscapes are, and what they are not; as well as how this concept is to be applied to various units of the National Park System. The concept of a "cultural landscape" is not new. In this country the notion of a landscape which was not strictly "natural" can be traced to the early writings of many geographers, especially Carl Sauer in the 1920s. As stated in his early writings, Sauer believed that any landscape is a product of various factors as they evolve through time to produce various forms. According to this thinking, the factors of a natural landscape may be climatic or vegetational, resulting in forms such as topography, vegetation, sea, and coast.

In a cultural landscape, the factor is culture, as it interacts, over time, with the medium of the natural landscape to finally result in the landscape we see and experience. Another way to say this is that the cultural landscape is a tangible manifestation of human actions and beliefs set against and within the natural landscape.

Landscape Change

The rural landscape which we see today not only represents the integration of natural and human forces, but is also a complex collage of landscape elements from a number of historic periods. It should not be surprising therefore that the most recent layer of that collage includes contemporary features. In a dynamic system such as a landscape there is a continuing element of growth, modification, and development. While any rural landscape derives its primary significance from a particular historic period, alterations or additions since that time may have achieved a significance of their own. The fact that a landscape component has changed over time may increase the significance of that landscape rather than diminish its value.

Recognizing that places may represent more than one historical period is vital

to understanding rural landscapes and to any discussion of the significance and integrity of a rural historic district. The continuum of land-use and landscape modification evident in a rural landscape will, by definition, reflect changes in human beliefs, available technologies, and forces external to the cultural group(s) primarily responsible for the landscape.

Components/Features/Patterns

The challenge when evaluating or managing these landscapes is to understand the combination of various landscape forces which defines any particular rural landscape. These are landscape components, features, and patterns. Components (as discussed in the chapter "How to Identify Rural Historic Districts"), are similar to but not the same as landscape features. When speaking of "landscape features" we generally limit the scope to natural physical elements. Landscape components include natural physical elements, but encompass material cultural elements as well. Patterns encompass the location and distribution of both the components and features within the landscape.

Three Examples of Rural Landscapes

Three examples may further explain the concept of landscape components. In an agricultural valley there exists a number of small farms and farmsteads. These sites consist primarily of small houses, associated outbuildings, and fences, located in a fairly regular geographic distribution throughout the valley. While many of the structures are from the valley's historic period, 1870-1930, some are more recent. In some cases, structures have been removed, burned, or abandoned, or even replaced by newer dwellings. Other associated landscape components, such as fences, tree lines, and roads have also undergone some change and alteration.

From a strictly historical perspective, there are some elements of this valley that may no longer retain

individual significance or integrity as defined by the National Register criteria. They are altered beyond recognition, removed, or intruded upon by other, non-historic features. However, from an analysis which relies upon the concept of the rural landscape as a dynamic entity, this valley, as a whole, is clearly significant and retains its integrity. Why?

First, we must consider the remaining original features. In this example, while some buildings have changed, we may argue that the buildings are not the only defining features of the landscape. Instead, we need to look at a group of factors in order to understand the rural landscape in the valley. These include, for example, the placement of features in the landscape (landscape spatial organization), the processes of landscape modification (land-use: categories and activities), the way that people move through this valley (circulation networks), the organization of each farm (cluster arrangement), and the way that trees and shrubs were planted, either for functional or ornamental purposes (vegetation related to land-use).

After documenting and analyzing these features it is then possible to determine whether or not this rural landscape has changed substantially from the period from which it derives its significance, or in other words whether or not the landscape retains its historic integrity. Generally speaking, degree of integrity will occur between two extreme possibilities: complete preservation of the rural landscape in its historic form and content (where no change is apparent), to substantial change (where historic patterns no longer exist).

The houses, while important as cultural resources, may be equally important for their placement in the landscape and their scale, rather than their individual integrity as historic structures. In this valley, the placement and location of the houses in the landscape, as well as the structures

themselves, represents an important cultural pattern. This pattern, and the associated landscape components mentioned above, help us understand the way that people used this landscape during its historic period. As an example of a rural landscape, this valley reveals to us, today, not only what it is, but what it was historically. While some details have changed since that period, the organization and structure of the landscape has remained substantially unaltered.

Although landscape organization is a primary concern in a rural landscape, it is not enough, singularly, to establish integrity. As with other cultural resources, a substantial number of historic features must be present. However, it is important to point out that for a rural landscape to retain integrity (in the context of this discussion and the National Register), its organization must be understandable from both on historic perspective and a contemporary one. Ultimately, this can only be accomplished through a present-day analysis of historic information.

The second example is a multi-resource island landscape which includes agriculture, small towns, and fishing villages. In this case, a historic district is on the National Register of Historic Places based primarily upon the significance and integrity of the architecture within its boundaries. This is currently being revised to include landscape resources, since the historic architecture represents only a small percentage of the total resources in the district. The landscape, with its long sloping fields, is the unifying element that gives the structures definition. The remaining area consists of rural landscape resources. Viewed from a strictly historical perspective, the landscape components in this district have changed over time. New houses have been added. Some features including houses, fence lines, and field patterns have been removed. The field patterns are still related to the natural forms, however, and the buildings are in the

landscape. While the District was placed on the National Register based on the values inherent in the architecture it was the patterns and uses of the land that originally formed the basis for the settlement, growth, and development of this place.

The present-day landscape in this example is threatened with rapid alteration. Agricultural land, significant in the development of this historic district, may be sub-divided and removed from production. The inability to meet the economic forces for the change of land-use may be traced to two factors: the inability to adequately understand the significant cultural values expressed and exhibited in that landscape; and inadequate management tools with which to ensure the continued presence and viability of that rural landscape. New management options, such as the transfer of development rights and a local trust land-use board, could be used to safeguard the rural landscape from dramatic change due to development pressures.

To consider this example as a rural historic district landscape, however, we need to understand that the significant and defining characteristics of this place are embodied in the land and landscape, which includes the architecture. What is required, therefore, is a broader and more inclusive view of the cultural resources under study, while at the same time adhering to the fundamental principles of the National Register of Historic Places to look at all aspects of cultural property.

The third example is an agricultural and horse-framing landscape, with property lines and field patterns which have existed substantially unchanged for one hundred and fifty years. The significance of this landscape as a Rural Historic District resides primarily in the architecture, including many structures which are individually eligible for the National Register. The District, however, is dependent upon the integrity of the landscape form, spaces,

and organization. While the land-uses within the District have changed within the recent years, the integrity of the District as defined by the architecture set within the landscape remains intact.

In this example the landscape components provide the setting and matrix for the architecture. While the architecture cannot exist in its present form without the surrounding landscape or land use, neither can the landscape provide the significant components for a Rural Historic District.

Each of these examples illustrates another important aspect of the procedures explained in this manual: They should be applied to each situation in a manner appropriate to the landscape and the architecture of the Rural Historic District. While some districts will contain all of the landscape components, others will only have some of them. It is necessary to use this manual in a manner responsive to the resources of the National Park System unit, enabling legislation, rigorous application of the National Register criteria, and of course a full understanding of the rural landscape under study.

This country is rich in both natural and cultural splendor. We, as a people, are familiar with the arguments concerning natural resource conservation, as well as the need to preserve significant historic architecture. However, we are less inclined to recognize the value from a cultural perspective of the landscapes which we see around us. Rural cultural landscapes can appropriately serve as both a model and a study area for understanding that blend of natural and cultural splendor.

Specific rural cultural landscapes may best be understood as complex human ecological systems existing within equally complex natural ecological contexts. People modify those ecological contexts, and in turn the cultural patterns of the people are altered to fit the natural environment.

Related Work

Much recent work, both within and outside of the National Park Service (NPS), has addressed a multitude of issues concerning rural landscapes. Within the National Park Service there has been an attempt to identify landscape features and components to develop specific management plans and to develop land protection plan options which recognize the values inherent in the landscape.

Each of these studies has added to our knowledge of the problems and the potentials associated with rural landscapes in the parks. They have also pointed out the need for a usable, straight-forward system and methodology for addressing identification, evaluation, registration and management of these cultural resources.

Work outside of the National Park Service falls within two broad categories: work concerned with landscape understanding, and work concerned with landscape protection and management. Landscape understanding has focused on the need to comprehend a landscape, sometimes in great detail and sometimes in useful generalities. This work, largely by geographers, has been directed towards building landscape theory and practice. The implications of the work, however, have not always addressed management concerns. Its usefulness lies in helping us now recognize the value of cultural landscapes, and adapt other methods to management needs.

In the second category, much of the work outside NPS that addresses rural landscape management has been less concerned with preservation than with the practicality and feasibility of any plan proposed. This is obviously a necessity in the private sector. Significant work in this area is being done by the National Trust for Historic Preservation through its Rural Project. The goal of the rural project is to unite the efforts of people working with

natural and cultural resources and people concerned with agricultural land retention. The work of the Rural Project may prove valuable in identifying significant options for private-public cooperation in agricultural resource management.

In a related area, visual resource management techniques have been used by resource managers to describe the scenic values of a landscape. Although a useful tool, visual resource management does not address the complexity of cultural and historic meaning in a landscape. For example, an expansive, flat agricultural landscape may receive a low scenic value rating in terms of diversity, or because farmsteads may be considered visual intrusions. This same landscape, however, may have significant cultural value within its region or geographical content.

During the past ten years there has been an increased general awareness of the value of landscape preservation. Since 1978, the Alliance for Historic Landscape Preservation has brought together a variety of people working in historic and cultural landscape preservation. This interdisciplinary group, as well as other professional organizations like the Olmsted Parks Association, the Society of Architectural Historians, the Associations for Preservation Technology, and the George Wright Society, are all addressing similar concerns to understand and manage historic and cultural landscapes.

A Final Thought

In the development and evolution of the process delineated in this manual, there has been the implicit understanding that we have been focusing our attention on issues peculiar to our times. Our view of these issues is comprehended not through objective perceptions, but rather through a passion and commitment to the widest possible application of democratic principles. While it may hardly be fashionable, today, to speak of biases, their presence and place can hardly be denied. It would be foolish to suggest that the concern for rural landscapes is in no way related to the joy of wheat fields, the excitement of zinc mines, or

the sheer pleasure of fence lines arrayed across the prairie. The attempt in this manual has been to delineate and codify rural landscape resources, so that our underlying passion may somehow be excused. It is the passion, however, of individuals, of groups, of our society, which legitimately lays claim to the true origin of this work. In our attempt and desire to approach these resources logically and equitably, it would be a shame to deny that passion; that passion, it might be added, which is a rightful descendant of the desire to create the rural landscapes which we now seek to protect.

I. Purpose and Scope

PROJECT HISTORY

This project began in 1980, through the recognition that there were significant portions of our national heritage being lost, either through neglect or intent. Initially, what will now be referred to as "rural historic districts" in the National Park System were called "historic landscapes." It soon became clear to us, however, that we were dealing with more than historic landscapes associated with an important individual, designer, or discrete historic period.

During the development of this process and manual, many other concepts and titles were examined. "Historic scene" was considered, and rejected because of the implications of looking at a view. The term "vernacular landscapes" was used as a working title for a short time. That too, was finally rejected, perhaps because it was too vague, and too esoteric. "Socio-cultural landscapes" was also examined but seemed to have implications of the intangible.

The term "cultural landscapes" has been a part of the concept of the project from very early on. It seemed though, that this concept and term lacked the specific definition that was needed for this project. In the strictest sense, everything that surrounds us

which is influenced or modified by people can be called the cultural landscape. To use the term "cultural landscape" meant that the National Park Service had to apply a new meaning to an accepted phrase. Eventually it became clear that we were addressing ourselves to a selection of landscapes which exist within many units of the National Park System that have special cultural values. This selection of cultural landscapes are now identified as "rural historic districts" to reflect their rural nature and the direct connections to the National Register process.

Throughout the course of the development of this process and this manual, many people have been sought out for advice, criticism, suggestions, and consultation. The product, as it appears now, was not anticipated in 1980. Perhaps that speaks for the unknown territory which was being explored.

PURPOSE

The purpose of this manual is to provide tools for the park manager to identify, evaluate, register and manage those significant rural landscapes in the National Park System that are designated "rural historic districts." These tools include: identification and evalu-

ation techniques, registration information, management standards, guidelines for applying standards, and options for management. More importantly, this manual provides a new way of perceiving landscape resources from a preservation bias somewhat different than the traditional one.

As with other historic districts, rural historic districts exhibit certain characteristics, and must meet specific criteria in order to be eligible for the National Register of Historic Places. (See Chapter III: "How to Evaluate and Register Rural Historic Districts.") These districts represent, and are modified by, human activities or practices that are the sum of individual and collective decisions and actions taken over a period of years. In turn these cultural practices have changed to fit the needs and demands of the natural environment.

A historic rural landscape district is a geographically definable area, possessing a significant concentration, linkage, or continuity of landscape components which are united by human use and past events or aesthetically by plan or physical development. Usually, a rural historic district will be distinguishable from its immediate surroundings by visual changes, such as landscape spatial organization, density, scale, or age; and by historical documentation of different associations or patterns of development. A rural historic district may often contain many landscape components that are not from the primary historic period and which therefore do not directly contribute to the significance of the district. (See Chapter III. for a detailed discussion of significance and integrity based upon National Register criteria.) The number and quality of non-contributing landscape components that a rural historic district can contain while still retaining its sense of time and place and historical development depends on how these landscape components impact the district's integrity.

Rural historic districts, as a class, exhibit certain physical characteristics. They are extensive land areas where the composition of physical elements by a culture group or groups was influenced by the natural characteristics of the location itself. It was achieved, however, in a way which reflects the distinctiveness of the culture group(s) and their particular activities over the period of historical development. Additionally, the culture group(s) activities will have altered and modified the natural characteristics of the location.

A rural historic district includes cultural material landscape components that clearly show the results of human occupancy and modification of the landscape, and may range in scale from a long rectangular field pattern to a cattle gate across a stream which rises and falls with the annual spring floods. Landscape components are tangible evidence of certain activities and habits characteristic of the culture group(s) responsible for their construction and development, and inevitably reflect non-material aspects of these groups.

The rural historic district is more than just a set of landscape components. It is also the particular way in which the components relate to each other and are combined to form the distinct rural landscape which we see and experience.

Since the issues facing the manager of rural historic districts are complex, the intent of this publication is to discuss those issues and provide specific tools to assist the manager in this process. The first questions one needs to ask are: What was the landscape like during its historic period, and what is the landscape like now? The answer to these questions will rely on substantial documentation, which may take two basic forms: information gathered through documentary sources and information derived from the resource itself. Without clear and accurate documentation, it is impossible to understand the historic

period from which the rural historic district derives its primary significance.

While typical sources for documentation may include historic maps, historic photos, business and family records, and oral histories (to name but a few) we need to understand the original settlers and the people now using the land. The landscape itself is a source of information as a document of human history. The procedure for understanding the information embodied in the landscape is described and outlined in Chapter II. ("How to Identify Rural Historic Districts.") A fundamental requirement is to record and compare the present-day landscape with information about the historic landscape, thereby determining the nature and quality of change that has occurred since the primary historic period. In many instances, it will be the quality of change as well as the quantity of change which is important. A natural growth of vegetation, for example, may represent an instance of landscape neglect or careful landscape management on the part of the culture group. This growth may, in fact, enhance the rural historic district in its contemporary context. The process of identification of the landscape components demands the recognition of incremental changes in the landscape which have taken place over time.

It is generally impossible to retain or totally preserve the landscape in its strictly historic framework. It is desirable, however, to maintain the character of that landscape, for the enjoyment, use, and education of present and future generations. This character is defined by the particular combination and aggregate of the landscape components discussed above and further described in Chapter II.

After a rural historic district and its landscape components have been identified, it is necessary to evaluate that district, both for significance and integrity, as required by the National Register criteria. Rural historic

districts, in some instances however, differ from other potential National Register properties. This difference is based on an interpretation of the National Register guidelines (as further explained in Chapter III.), as well as a basic understanding of the nature and quality of rural landscapes. National Register designation can serve as a contextual basis for understanding values as they are embodied in the rural landscape which includes the historic structures as well as the other landscape components.

A rural historic district's significance may be based on any of the National Register's Criteria for determining the type of significance. It is useful, however, to understand that in many cases the district's significance will be based on an association with a historical movement or series of developments, rather than with an individual person of significance in his/her own right. Additionally, while characteristics of type, period, or method of construction may be important, districts will rarely represent the work of a master or possess high artistic values. However, a district may represent a significant and distinguishable entity, even though many landscape components may lack individual distinction.

The second aspect of evaluation concerns the question of integrity. While integrity applies to rural historic districts in the same ways that it applies to all National Register properties the interpretation and application of integrity for rural historic districts is directly linked to the composite impact of the landscape components which define the character of the district. Integrity is based on the fundamental question of whether or not the rural historic district retains the essential character from its historic period. Determination lies not only in the historic structures and sites of the district, but rather in all of the landscape components.

This determination is based on the process of identification, which requires an understanding of the rural historic district in its present form, as well as in its historic condition. During the evaluation phase a determination is made of the integrity of the district as compared to our knowledge of the landscape during its historic period. It is not enough for a landscape to be "scenic" today; it must also clearly indicate and be in accord with the historic character.

The question of "historic character," however, is based upon the recognition that the landscape components may have changed since the primary historic period, and that character is not always directly reflected in historic material objects. Boxley Valley, at Buffalo National River, for example, is a good example of a rural historic district which has maintained its character, even though some individual features have been changed, altered, or replaced. In this case, the defining character of the district is the landscape spatial organization, the transportation networks, and the response to natural features. The many historic structures still intact and in use are not enough to maintain the character of this district. It may be said, nevertheless, that these historic material features are important and supporting qualities of the district.

The result of the evaluation phase of this process will be a determination of eligibility for the National Register. This should lead directly to a National Register nomination and registration. In addition to an act of recognition, the purpose of placing a rural historic district on the National Register is to encourage and facilitate the protection of places which are fragments of our collective societal memory by defining the significant landscape features.

The third phase of this process is the development of appropriate management options for the rural historic district. The goal of these options is

neither to strictly preserve nor recreate the historic "scene" of the district, but rather to maintain, through management and, perhaps, preservation of individual landscape components, the essential historic character of the district.

The development of management options may be accomplished through the planning processes of the National Park Service. Also, the Land Protection Plan Interpretive Rule [48 FR 21121], issued in May 1982, calls upon the National Park Service to prepare a Land Protection Plan for each unit of the National Park System which contains non-Federal land. Additionally, rural historic districts should be considered within the National Park Service history and prehistory thematic framework when analyzing cultural resources in the National Park System.

The purpose of the development of management options is to avoid a problem that has occurred in the past: the non-decision. Because many rural historic districts are often outside of what is traditionally thought of as "historic," it has been easy in the past to misunderstand their place in our cultural heritage. This has led to a situation where these landscapes, either through neglect or action, have been allowed to deteriorate to a point where they lack integrity. In some cases, these rural landscapes have been altered with the intent of "restoring" wilderness, or making an area "natural" again. This practice contradicts National Park Service cultural resource management policy.

While management needs must reflect the purpose of the park, it is also the responsibility of every unit to address the breadth of cultural resources. Rural historic districts are a logical aspect of the historic district concept, now extended to include rural landscapes within the parks, which are not legislated for other purposes.

The rural historic districts addressed here are either under NPS jurisdiction, or are in a situation where NPS may play a significant role in their management. The process discussed in this manual (and especially the development of management options) is geared to address places which are either not inhabited by the culture group primarily responsible for the landscape's character, or places where the culture group is no longer a significant or viable force in forming the landscape. The diminished presence of the primary culture group(s) may have been caused by factors such as economic changes, technological developments, or (in some instances) the presence of the National Park Service. The identification and evaluation sections, on the other hand, could apply to landscapes which are still culturally dynamic. However, these socio-cultural aspects of these landscapes are beyond the scope or direction of this manual.

ORGANIZATION

This manual is organized in the following chapters:

- Planning for Rural Historic Districts
- How to Identify Rural Historic Districts
- How to Evaluate and Register Rural Historic Districts
- Options for Managing Rural Historic Districts
- Cultural Landscape Report
- Appendices
- Bibliography
- Index

II. Planning for Rural Historic Districts

Since the National Park Service is the primary Federal agency charged with protecting resources of cultural and historic significance, planning policies and guidelines require a careful and logical consideration of cultural resources in all planning efforts. While protection of those resources may be accomplished through a variety of means, it is necessary to integrate those concerns into larger planning practices.

Rural historic districts, as a category of cultural resources, should be considered in the planning process, along with other resources, for many reasons. Often, there will be a legislative mandate calling for the preservation of the historic and scenic values of an area. In this context, scenic may refer to those areas of cultural significance which are not usually referred to as historic. These may be any variety of areas whose significance is embodied in the landscape components described in the next chapter.

In some instances, rural historic districts are listed and inventoried in existing National Park Service documents. Many areas which have the potential to be identified as rural historic districts are represented in History and Prehistory in the National Park System and the National Historic Landmarks Program, which lists all potential his-

tory themes to be represented in the National Park System, including Westward Expansion, America at Work, and Society and Social Conscience. The farming, mining, ranching, resort, and recreational areas which fall under these categories may also be described as rural historic districts.

A rural historic district may be eligible for the National Register, and therefore may require appropriate management under provisions of the National Historic Preservation Act of 1966 and its amendments. This management is most effectively addressed, initially, through adequate planning for the district.

A rural historic district may be protected for its own sake, and for the improvement and enhancement of the visitor experience. The recognition that an area has been explored, settled, and modified enhances our collective and individual appreciation of the rich history displayed in the American landscape.

Planning for rural historic districts needs to be undertaken in concert with other planning concerns, both for cultural and natural resources as well as interpretation and visitor experience. Rural historic districts consist of a complex collage of both natural and cultural features. Planning for only

cultural resources in a landscape can deny the potential understanding of the relationship which exists between people and the places which they inhabit. Interpretation and visitor experience concerns, as well, represent important ingredients in the entire planning process. While the direct concern of this document is the protection of rural landscapes in the National Park System that protection must be undertaken with due regard for other needs, as well as available staff, funding, and other resources.

Steps in the Rural Historic District Planning Process (Figure 1)

1. Identify potential rural historic district in either an existing or new area. This will normally be done by either a park manager or a member of a planning team.
2. Incorporate rural landscape concerns into the established National Park Service planning process, including Statement for Management (SFM), Outline of Planning Requirements (OPR), and Resources Management Plan (RMP). This will be done by the park manager.
3. Undertake a preliminary identification phase of the rural landscape, including historic and cultural data, and field survey for material components. This will be done by appropriate cultural resources specialists. The field survey should focus on major material components, such as overall landscape spatial structure, land use, and boundaries.
4. Preliminary determination of significance, based upon previous preliminary identification. This step should, in the broadest sense, address level of significance, type of significance, and degree of integrity.
5. For rural historic districts that are significant, the complete identification and evaluation phases should then be applied, resulting in a final determination of significance and nomination to the National Register of Historic Places.
6. For landscapes that have been determined, at the preliminary stage, to be less than significant, it is still an acceptable management option to undertake the complete identification and evaluation phases. This leads to a determination of those components which contribute to that landscape's character.
7. For either category of rural landscape, management options should then be developed.
8. A Cultural Landscape Report should be prepared for significant rural historic districts that summarizes identification and evaluation information and management options. This is an optional step for less than significant landscapes.
9. A General Management Plan (GMP) should be developed which incorporates recommendations from the Cultural Landscape Report.
10. The selected appropriate management options should then be implemented.

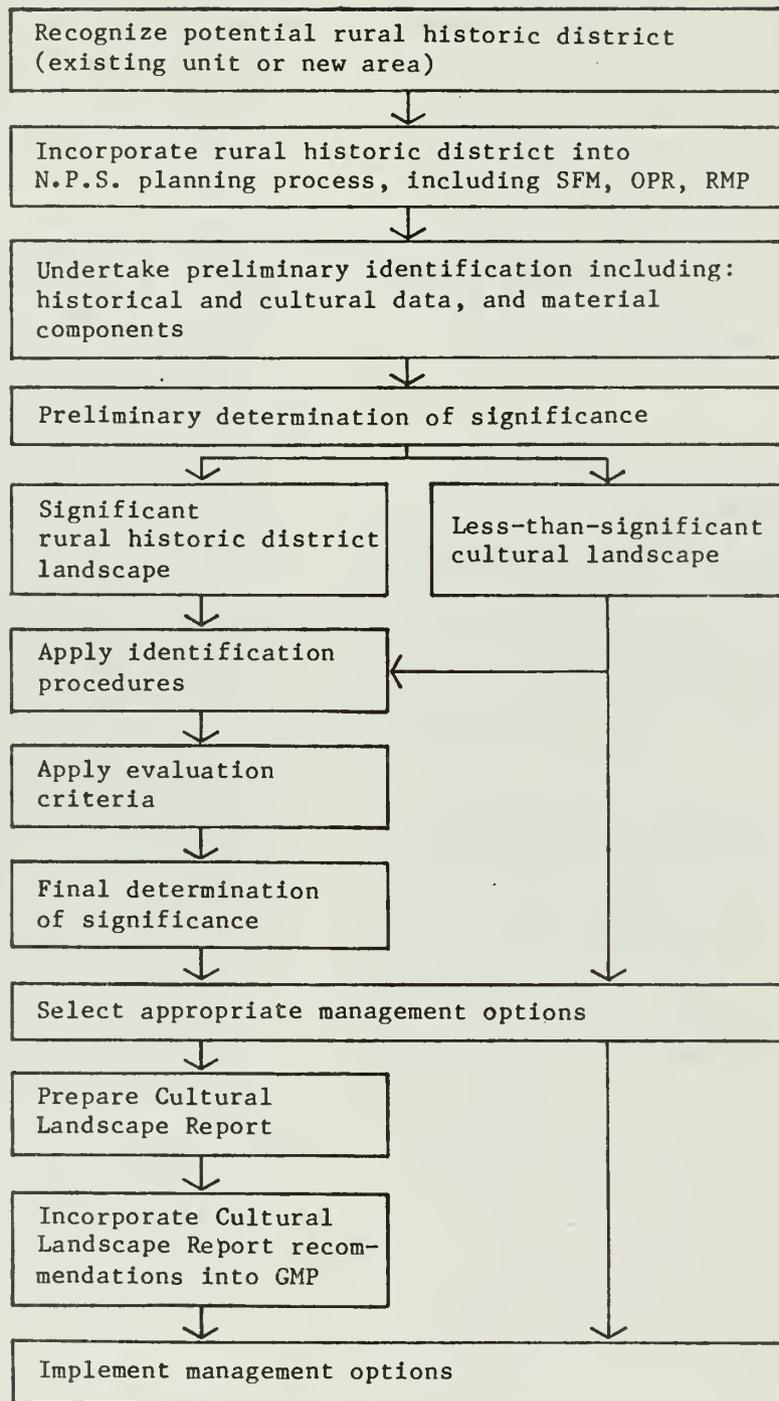


Figure 1: Rural historic district planning process.

III. How to Identify Rural Historic Districts

This chapter describes a two-step process for identifying rural historic districts and their landscape components in units of the National Park System. The first task is to locate the district to be studied, and the second task is to identify the landscape components which form and define that district.

PHYSIOGRAPHIC CONTEXT

Every rural historic district exists within a surrounding physiographic region. This larger landscape context helps to explain that district, and contributes to our understanding of it. The physiographic context is defined by such factors as topography, predominant vegetation, and water resources. It is the backdrop against which the district is set and eventually evaluated. Buffalo National River, (Arkansas), exists, for example, within the larger physiographic context of the Boston Mountains in the Ozark range. This physiographic context should be described through narrative, drawings, and photographs. It should be recognized that while some rural landscapes develop in contrast to their physiographic context, rather than in accord with it, they still exist within that context. (Figure 2).



Figure 2: An example of physiographic context of a rural historic district, defined partly by mountainous terrain and deciduous trees.

ECOLOGICAL CONTEXT

Within that physiographic context there are more specifically a number and variety of natural features, which comprise the ecological context for the landscape. These features include hydrology, soils, vegetation patterns, and biotic communities. The cultural forces which have shaped the rural historic district have interacted with and often altered those natural features. (Not all cultural groups, of course, have understood or had a sensitivity towards natural features.) These features may be considered to be the raw materials

available to the culture group(s) responsible for the development and modification of the rural landscape. An understanding of the ecological context, in the broadest sense, allows for a general recognition of the landscape type and conditions faced by both the current inhabitants and their forebears. For example, a knowledge of soil types may lead to an understanding of drainage conditions and growing potentials. Furthermore, it may enhance the recognition that natural features had and will continue to have a direct impact upon the attributes and qualities of the rural historic district. (Figure 3).



Figure 3: The ecological context of this rural historic district is defined primarily by the river, with its associated plant communities, soil types, and wildlife.

HISTORICAL AND CULTURAL CONTEXT

Prior to more detailed identification of a rural historic district it is necessary to understand its historical development and its cultural origins. Both this step, and the two previous ones, should be undertaken prior to any field work. The historical survey should include: knowledge about broad settlement patterns of the region, including significant people; demography, both historical and contemporary; significant social forces, political events, economic trends, and anthropological studies. Archeological surveys are desirable parts of the base information. Historic Resource Studies will also provide base data but may not exist at the time of the landscape evaluation. Significant historical themes, and periods of settlement, change and stabilization as developed in an historic resource study should be identified. This data forms the historical background information to complement the physiographic and ecological data. Taken together, this material provides the necessary understanding of a region prior to a detailed study of the rural historic district. Additionally, the State Historic Preservation Office (SHPO) should be consulted on contexts included in the State Preservation Plan. (Figure 4).

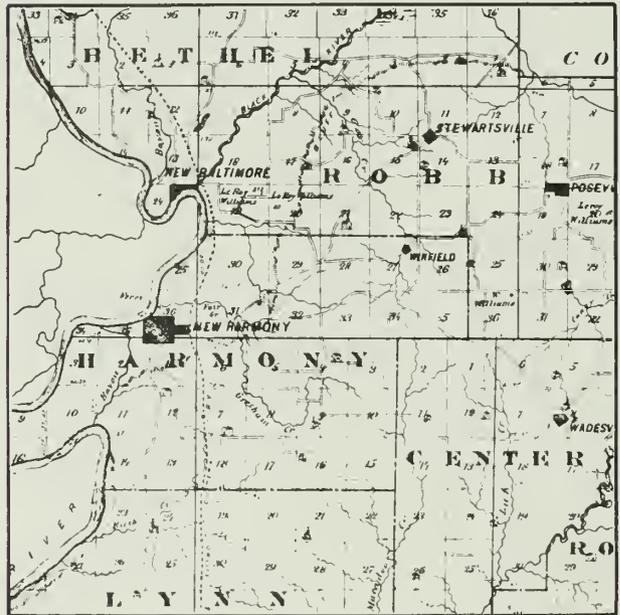


Figure 4: Historic context may be understood in a variety of ways. This 19th century map, for example, shows towns, land division patterns, landowners, churches, schools, roads, railroads, place names, streams, and rivers.

BOUNDARIES

Rural historic districts are defined by cultural, political, and natural boundaries, although these are not necessarily coincidental. Cultural boundaries define areas which exhibit similar cultural identity. Political boundaries, such as county lines or park boundaries, are divisions imposed upon the landscape often in response to cultural boundaries or natural features. Natural boundaries are those features, such as rivers, valleys, or ridges, which define such areas as watersheds and vegetative ecosystems.

A simplified process for determining boundaries of a rural historic district is to first define each boundary -- cultural, political, natural --

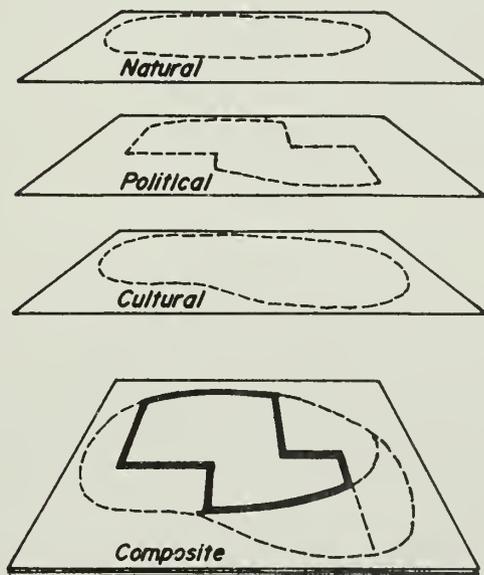


Figure 5: Model for identifying boundaries for rural historic districts.

separately, and then to superimpose them upon each other using an overlay process. It is useful to indicate the relative importance of the boundary (impact it has had on the rural landscape) by a variety of graphic techniques. This composite image will indicate the rough boundary for the rural historic district, which should then be finalized in detail, with appropriate response to other park management plans. (Figure 5). The designation of the final boundary for the rural historic district should rely upon the discussion of boundaries in Chapter 4, (Evaluation and Registration).

As discussed in the introductory chapter, a rural historic district is clearly distinguishable from its immediate surroundings through any combination of cultural, political, or natural distinctions. While this differentiation will generally be visible, it may require a careful analysis to "read" that distinction. As discussed in Chapter 4 the rural historic district should be coherent and discernible within the larger landscape setting.

It is valuable to begin the process of boundary determination with the core or "heart" of the district, and then proceed to use the idea of the boundary as a protective device around the essence of the resource. The purpose of districting is to allow a broad perspective on protection and management requirements. The boundary should clearly draw a line between what is and what is not historic to carefully define the areas which should have particular management objectives of resource protection. Often, although not always, the visual boundaries of the district will also reflect the information gathered through historic and documentary evidence.

IDENTIFYING RURAL LANDSCAPE COMPONENTS

To understand rural landscapes, we must learn to "read" them, as well as consider the forces which caused them to develop. Since they may be associated with any group of people who lived and worked within a given locale, rural landscapes and potential rural historic districts exist within a variety of National Park Service units.

Reading and understanding the rural landscape is not an easy task. We are accustomed to looking at historic structures and understanding their importance and potential significance. With historic structures we seek to halt change or look for minimal change. With rural landscapes we may still look for minimal change, but must accept change, per se, as a basic characteristic of that landscape. The management issues associated with this may best be defined as the "management of change" rather than the halting of change.

To manage a rural historic district within a National Park Service unit, it is necessary to identify the landscape, to understand its natural and cultural features, and to evaluate it. The various components and their attributes and qualities should be identified to understand the complexity of interrelationships which exists among them.

There are at least ten interrelated material components of the rural landscape which form the "landscape collage" mentioned in the Introduction. While the landscape components are presented in an order in this manual, it is their composite result which differentiates one rural historic district from another. All material components are not always present in any given landscape but should be considered in the initial identification phase. While many of these may be observed under the first three components, it will also be useful to investigate each of them in depth.

The components are:

1. Overall patterns of landscape spatial organization
2. Land-use: categories and activities
3. Response to natural features
4. Circulation networks
5. Boundary demarcations
6. Vegetation related to land use, such as hedge-rows, orchards, or ornamental plantings.
7. Cluster arrangement
8. Structure: type, function, materials, construction
9. Small-scale elements, such as cattle chutes, water troughs, or isolated grave markers.
10. Historical views and other perceptual qualities.

Following the description of each component there is a discussion of appropriate techniques for identifying and recording that component. In addition to the historical documentation, landscape components may be recorded through the use of: color, black-and-white, and infrared aerial photography; field notes and photography; maps made from field notes and topographic maps; field sketches and drawings; section drawings; and diagrams explaining critical relationships. In all cases, it is necessary to use a variety of techniques to understand the component, its relationship to other components in the landscape.

1. OVERALL PATTERNS OF LANDSCAPE SPATIAL ORGANIZATION

Overall landscape spatial organization refers to the large-scale relationships among major material components, predominant landforms, and natural features. This is the first and most important relationship to identify when studying a rural historic district. Landscape organization is reflected in road systems, field patterns, distance between farmsteads, proximity to water sources, and orientation of structures to sun and wind. The distribution of towns every seven miles along a railroad is an example of overall spatial ordering of the landscape.

Understanding landscape spatial organization requires a recognition that rural landscapes, at a large-scale, exhibit patterns of settlement which may yield information important in evaluating a district's significance and integrity. While the details of the large-scale patterns may change over time, the patterns themselves may remain consistent. Changes in technology, for example, may allow for changes in plowing practices and techniques, although the location of the plowed field may be the same as before. This custom of field location, then, may be an identifiable pattern in the overall organization of a specific landscape.

Before it is possible to identify the details and specifics of a rural historic district it is necessary to comprehend the totality of that landscape. Understanding landscape spatial organization is a first step towards that comprehension.

(Figures 6, 7)

Techniques: Landscape spatial organization is best discerned by using USGS topographic maps and remotely sensed data, especially black-and-white and color infrared aerial photography. Using these resources, the following information will be available: major natural features which organize the landscape; major circulation networks; field division patterns, if applicable; site locations; and other spatial patterns and elements. As part of a field survey, panoramic views of the landscape should be photographed, including: predominant natural features; major boundary elements; field patterns; site clusters; and circulation routes. If possible, details of cluster location, waterway location, and other specifics should also be photographed. All notes, drawings and photographs should be referenced on a composite base map of the entire landscape.



Figure 6: Landscape spatial organization is exhibited by: field division, dispersed farmstead location, state highway - all within the fertile river valley.

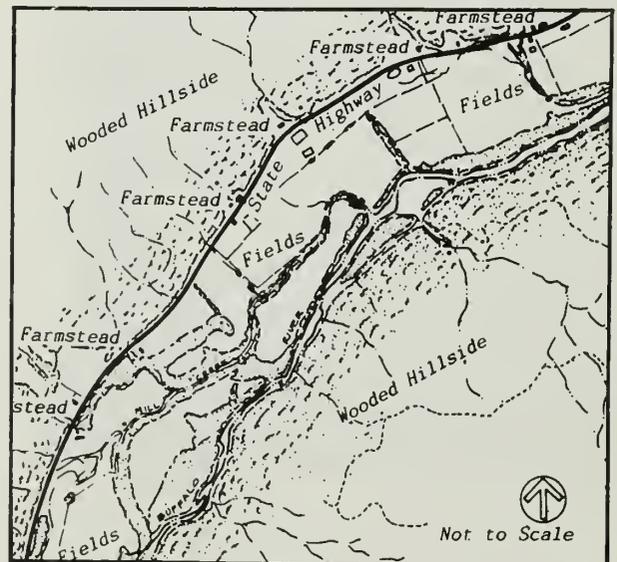


Figure 7: Composite base map high-lighting major features which define the patterns of landscape spatial organization.

2. LAND-USE: CATEGORIES AND ACTIVITIES

Land-uses are the major human forces and processes that form, shape, and organize rural historic districts. Human activities such as farming, mining, ranching, fishing, recreation, commerce, or industry leave their imprint upon the landscape, and may vary within any rural historic district. The determination of these categories for the district leads to a broader understanding of human interaction with the landscape, provide clues regarding detailed material components, and has a bearing on the evaluation process. Change in land-uses may also reflect changes in technology, climate, economic conditions, as well as previous successes or failures. Land-uses vary from traditional practices to innovative adaptations, and are influenced by such factors as topographic variation, availability and scarcity of materials and resources (especially water), cultural traditions, and economic factors.

It is necessary to identify and record specific land-use activities to understand the complex manner in which different peoples have used and continue

to use the land they occupy. Of particular interest are details of traditional practices and modern adaptations. (Figures 8, 9, 10)

Techniques: Broad patterns of land-use may be revealed primarily through aerial photography, as well as through field survey techniques, including notes, drawings, schematic maps, and photographs. Observations while walking and driving the site aid in this identification, and help to verify information gained from aerial photographs and maps.

Detailed land-use activities may also be discernable through aerial photography, allowing for a distinction between crop types, grazing intensity, mining status, and other details. Through field survey, greater differences in cropping, grazing, ranching, and mining activities may be apparent. Vegetable gardens, parking areas, storage yards, and other specific land-uses should be identified and referenced on the base map, and should be recorded through color slides, black-and-white photographs, field drawings, maps, and notes.



Figure 8: Land-uses may sometimes be identified through aerial photography. This landscape includes: pastures, cropland, and woodlots.

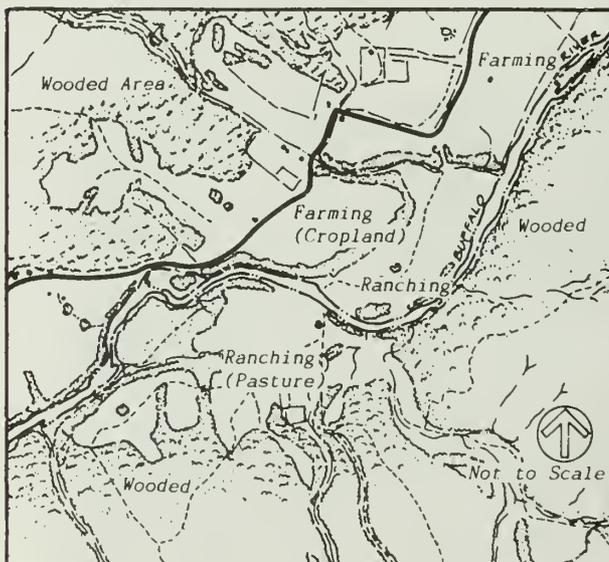


Figure 9: This base map highlights major land-uses identified on aerial photographs.

3. RESPONSE TO NATURAL FEATURES

Major natural features in a region, such as mountains, prairies, rivers, lakes, forests, and grasslands, influence both location and organization of components of the rural landscape. The direct physiographic and ecological relationships among natural and cultural features may reveal traditions of land-use and lifestyle. Major natural features may frequently influence the orientation of structures and building complexes. (Figures 11, 12).

Technique: Natural features, such as mountains and rivers, and associated material components such as farmsteads and roads, should be identified on aerial photographs and maps, and transferred to the composite base map. Topographic cross-sections can be constructed to further explain relationships between natural features and landscape material components. While viewing a site or component in the field, major natural features should be further identified and checked against the aerial photographs. The direct relationship between the material components and natural features should be photographed, encompassing large segments of the landscape, as well as the direct relationship of material components to natural features. This relationship should then be recorded through narrative and diagrammatic descriptions.



Figure 10: A variety of land-use activities all occur within this example of a ranching complex, including: cattle feeding, equipment storage, and residential development.



Figure 11: Response to natural features may sometimes result in careful building location, as in this south facing farmstead sheltered by a wooded hillside.

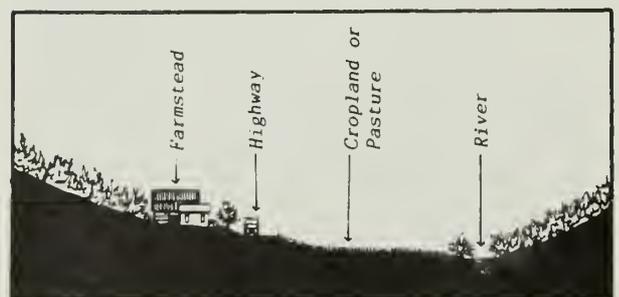


Figure 12: This section drawing illustrates an example of a characteristic relationship among farmsteads, landforms, and the river.

4. CIRCULATION NETWORKS

Circulation networks facilitate movement from one point to another or within a general area, although they may differ in complexity and purpose. They range in scale from livestock trails and footpaths to roads, major highways, and even airstrips. Networks may be internal to a rural historic district, or they may connect that landscape to the surrounding region, as in the case of railways and waterways. (Figures 13, 14).

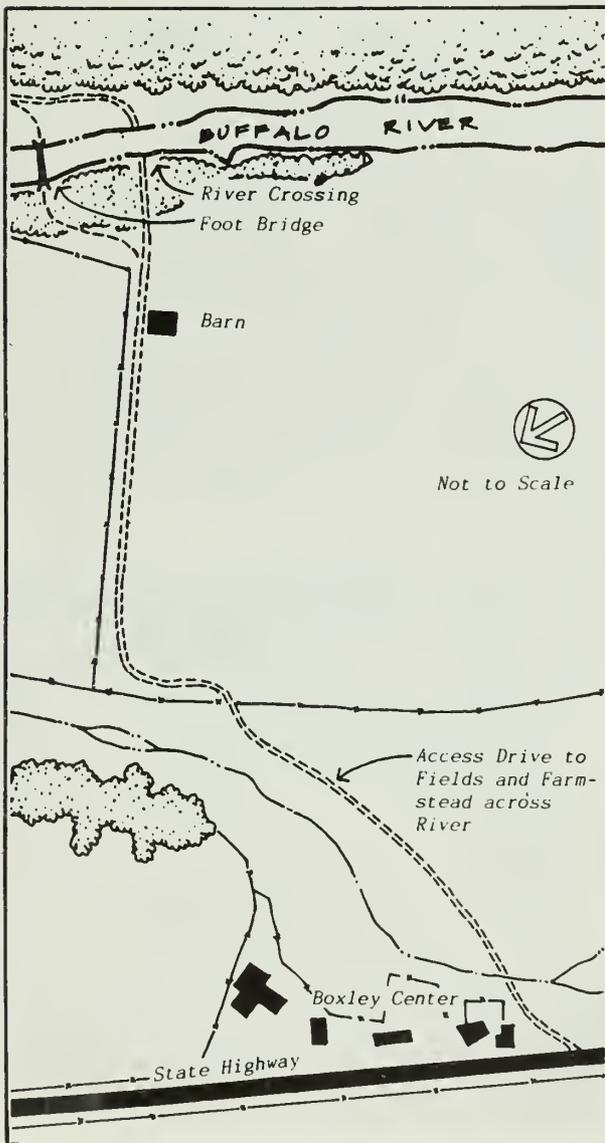


Figure 13: The secondary road in this field drawing, part of a larger circulation network, links several fields and serves as the major access to an isolated farmstead.

Technique: Considerable initial information can be derived from aerial photographs and maps. Circulation patterns across the landscape, as well as between dwelling sites, and between public and private property should be identified and mapped. Internal circulation among structures and other material components will require field surveys to be located. Particular attention should be paid to various modes of transit and the degree to which these routes - highways, roads, trails or paths - serve to bring together and integrate other aspects of the landscape. Details of materials and construction should be identified and recorded.



Figure 14: This wooden swing bridge, linked to the secondary road in Figure 13, is the primary pedestrian entrance to a farmstead.

5. BOUNDARY DEMARCATIONS

Boundary demarcations distinguish and define areas of control and use within a rural historic district, as well as internal divisions in smaller segments of the landscape. They may be fences, walls, planted tree lines and hedge rows, or even natural features such as the use of a river to form a property boundary. Boundaries may be traced through historical records to gain an understanding of land ownership patterns, land use changes, and the impact of developing technologies, such as fencing materials, dry-land farming, or irrigation techniques. (Figures 15,16).

Technique: Boundaries may be discernable through the use of aerial photographs and available maps, however a field survey often yields more useful data. Boundaries between sites, land-owners, and land-uses as well as within discrete sites should be observed and recorded. Details of materials, vegetation, and construction should also be recorded, including all elements which serve to define specific areas, such as fences, hedgerows, waterways, walls, and even roads. Remnant vegetation boundary lines should also be recorded and noted.

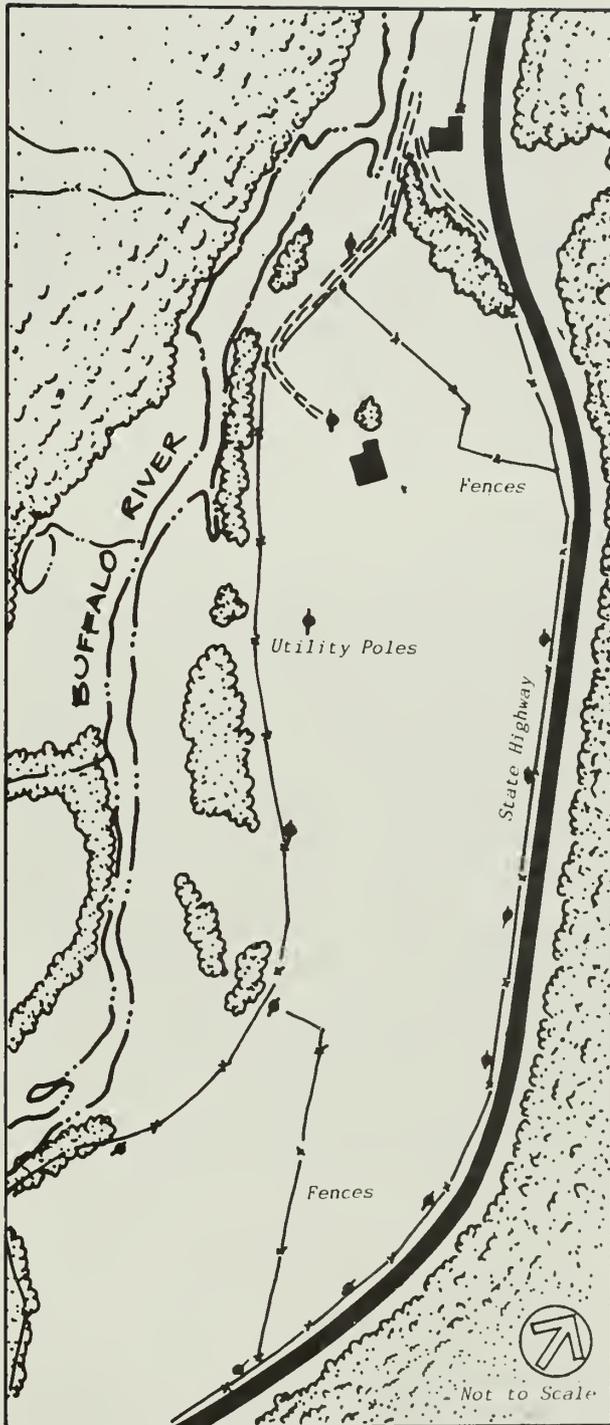


Figure 15: This base map of the same location in Figure 16 includes identification of various boundary demarcations, such as a river, a highway, fences, and trees.



Figure 16: Boundary demarcations define activity areas or property ownership. In this example, barbed wire fences delineate cropland and grazing pastures.



Figure 17: Vegetation related to land-use may sometimes take the form of tree lines, as in this example in an agricultural valley.



Figure 18: Ornamental plantings and flower gardens may be indicators of human activities, preferences and tastes. These daffodils mark an abandoned housing site.

6. VEGETATION RELATED TO LAND-USE

In any rural landscape, various types of vegetation will bear a direct relationship to long-established patterns of land-use. These may include trees or shrubs planted for ornamental purposes, but may also comprise trees which have grown along fence lines, and includes indigenous, naturalized, and introduced species. It is important to identify vegetation that has been planted, controlled, influenced or modified by human activities, whether intentional or unintentional. While many material components of the rural landscape change over time, vegetation is perhaps the most dynamic. Certain ornamental and functional plantings clearly will be evidenced only during selected seasons. (Figures 17, 18).

Technique: There are many ways to identify, record, and map vegetation related to land-use. It is necessary to collect both remotely sensed and field survey information seasonally. Broad patterns of vegetation, observable on color infrared aerial photographs, should be selectively checked in a field survey, during which it will be possible to identify vegetation uses which were not visible through aerial photographs, especially details and ornamental plantings. This information should be photographed and mapped, indicating botanical, common, and local name of plant material. Where this information is unknown or unavailable, a general description of the specimen should be indicated. Where applicable, historic vegetation maps showing historic and current vegetation patterns should be drawn.

7. CLUSTER ARRANGEMENT

Cluster arrangement is the location of elements within a discrete landscape setting, such as a farmstead, ranch, or mining complex. The arrangement of elements, including buildings, fences, or paths, may reveal much about the



Figure 19: This church complex, an example of cluster arrangement, includes a church, meeting hall, residence, cemetery, ornamental plantings, fences, and entrance drive.

historical and continuing use of the cluster, as well as the impact of varying technologies and generational preferences. The identification of a specific cluster is based upon the concentration of associated elements related to land-use. For example, there may be a cluster of farm buildings, a cluster of hog pens, or a cluster of boat ramps. (Figures 19, 20, 21).

Technique: Aerial photographs are effective resources for over-viewing distribution of clusters within a landscape. Spatial relationships between structures often are legible, although functions of individual structures are difficult or impossible to determine using this technique. Field surveys will yield more information about cluster layout, orientation, and relationship of the cluster to immediately adjacent land-uses. These characteristics should be photographed, mapped, and described at an appropriate scale and detail, and sections should be drawn to further illuminate this information. Details of cluster arrangement, and views within the cluster and to the surrounding landscape should be noted, mapped, described, and photographed.

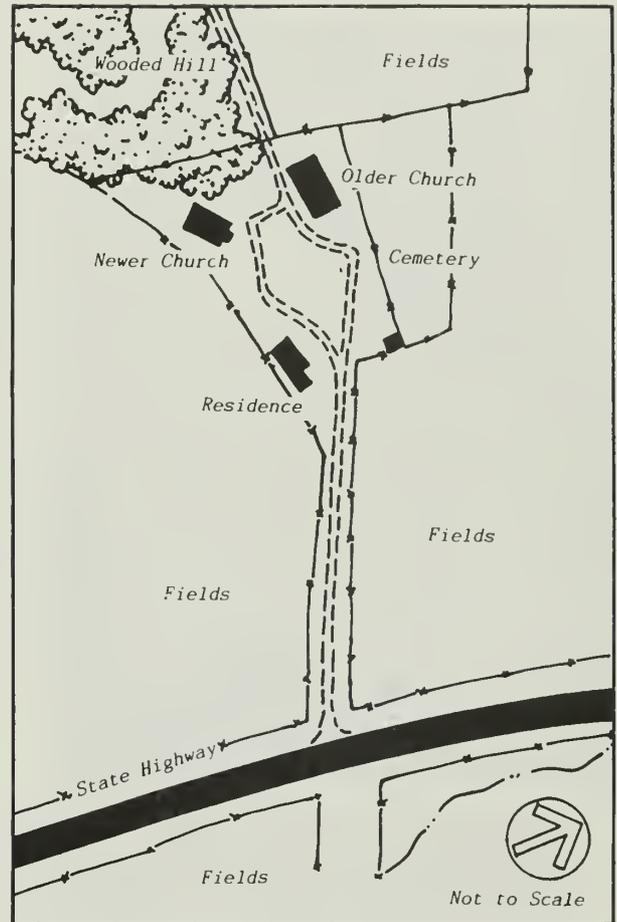


Figure 20: This base map, identifying features from Figure 19, shows characteristics of this cluster arrangement: orientation of structures to highway and entrance drive; proximity of cemetery to church; and cluster compactness within surrounding agricultural landscape.



Figure 21: Aerial photograph of cluster in Figures 19 and 20.



Figure 22: This historic structure is representative of early church types in a remote, mountainous rural landscape.



Figure 24: Construction material influence a structure's form and appearance, as in this use of local cobblestone in a general store.



Figure 23: This barn's use has changed over time from temporary dwelling to livestock protection to equipment storage.



Figure 25: Construction techniques may indicate a builder's skill and ingenuity, as well as cultural traditions, as in this example of early log construction.

8. STRUCTURES: TYPE, FUNCTION, MATERIALS, AND CONSTRUCTION

Various types of structures should be identified and recorded according to their function, materials and construction techniques. Structures often are buildings, but other landscape structures should also be identified under this component category including: cemeteries, dams, canals, bridges, earthworks and monuments. It is necessary to understand patterns of vernacular architecture associated with the people or culture group(s) identified with the rural historic district being investigated. Close examination of buildings, especially residences, may suggest family size and relationships, population densities, and economic fluctuations. The methods by which structures have been built, both past and present, as well as the materials used, are often repeated with minor variations throughout a rural landscape. (Figures 22, 23, 24, 25).

Technique: While some information regarding various rural landscape structures may be available from remote sensing data, most information should be gathered through field surveys. Structure type and function should be checked against other records, such as oral histories, county records, religious or fraternal organization files, local histories, the List of Classified Structures and Historic Structure Reports. It is also beneficial to compare a structure to similar structures in the study area. Contributing structures should be recorded using measured drawings, photography, and other appropriate means, including Historic American Buildings Survey (HABS) or Historic American Engineering Record (HAER) documentation.

9. SMALL-SCALE ELEMENTS

Small-scale elements, such as a foot bridge or a road sign, are important aspects of the rural landscape. They may be unique to an area or region, such as a fence type, but also commonly repeated throughout a rural historic district. While these elements are often long-lasting, they may be temporal or seasonal, such as bales of hay, present only during certain seasons, and often occur in isolated settings. (Figures 26, 27). When identifying rural historic districts, it is important to note that isolated remnants of a larger component may now be small-scale elements, such as: canal stones, fence posts, individual fruit trees, abandoned farm machinery, or relic foundations.



Figure 26: Small-scale elements are often unique to an area, or in a remote location, as in this metal grave marker.



Figure 27: This floating cattle gate over a seasonally dry creek is another example of a small-scale element.

Technique: The identification and recording of small-scale elements requires field survey. While it may in rare instances be possible to locate a small-scale element on aerial photographs, it is necessary to locate it in the field to appropriately record it. This allows for a detailed analysis of each element's type, function, material, and construction, and its relationships to other material components. A water-gate for cattle, for example, indicates a direct relationship to grazing fields upstream. The quantity of small-scale elements identified will depend, in part, on the amount of time allocated for field survey.

10. HISTORICAL VIEWS AND OTHER PERCEPTUAL QUALITIES

Historical views may be important reminders of the way in which past inhabitants experienced the landscape. These views should be identified in documentary evidence, and in the landscape, when appropriate. Other significant perceptual qualities, such as smells and sounds should also be identified. This information may prove valuable in future management decisions regarding resources within the rural historic district, as in pleasant and unpleasant odors and noises associated with farm life. (Figures 28, 29).

Technique: Historical views should be recorded through their identification in historic photographs, their reconstruction using historic and contemporary topographic maps, and through the taking of photographs from known viewpoints in the landscape. A modern view from a front door or porch, for example, may be photographed to understand whether or not it conforms to its historical antecedents. Smells and sounds familiar in the past can be determined through the previously identified land-uses, cluster arrangements, and vegetation patterns. All of this information, while temporal and non-material in nature, adds to our understanding of the qualities of the rural landscape which may have left a lasting impression on both past and present users and inhabitants.



Figure 28: This historical photograph was taken from a cemetery on a bluff overlooking this agricultural landscape.



Figure 29: A contemporary view of the same image in Figure 28 shows retained and altered landscape components.

SUMMARY

After material components have been identified and recorded, a composite map and set of drawings, photographs, and narrative description should be developed which clearly identify those components which collectively define the character and integrity of the rural historic district. This summary includes not only the components but a

discussion of their interrelationships. This composite summary of rural landscape components, to be incorporated in a Cultural Landscape Report (CLR), allows for a detailed and useful evaluation of the rural historic district, as explained in the next chapter.

IV. How to Evaluate and Register Rural Historic Districts

Evaluation of a rural landscape is undertaken after the landscape components have been identified, using the National Register Criteria to ascertain historically significant values of the area. In all cases, the State Historic Preservation office and appropriate professionals should be consulted. If the rural landscape is judged to meet the National Register criteria, then it is identified as a rural historic district. This evaluation process precedes subsequent preservation management decisions, providing a basis for the protection of the district's historic values that have been evaluated to be significant. Evaluation is followed by registration of the district.

This chapter explains the methodology for ascertaining the historic significance of potential rural historic districts by using the National Register evaluation process. This process should result in the preparation of a National Register nomination form by which a district can be nominated to the National Register and subsequently listed therein.

THE NATIONAL REGISTER CRITERIA FOR EVALUATION ARE AS FOLLOWS:

The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- A. that are associated with events that have made a significant contribution to the broad patterns of our history; or
- B. that are associated with the lives of persons significant in our past; or
- C. that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. that have yielded, or may be likely to yield, information important in prehistory or history.

CRITERIA CONSIDERATIONS

Ordinarily cemeteries, birthplaces, or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years shall not be considered eligible for the National Register. However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

- A. a religious property deriving primary significance from architectural or artistic distinction or historical importance; or
- B. a building or structure removed from its original location but which is significant primarily for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or
- C. a birthplace or grave of a historical figure of outstanding importance if there is no other appropriate site or building directly associated with his productive life; or
- D. a cemetery which derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or
- E. a reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or
- F. a property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own historical significance; or
- G. a property achieving significance within the past 50 years if it is of exceptional importance.

Application of these criteria to a specific rural historic district requires the following steps:

1. Determine whether the area is most appropriately classified as a district, using the National Register definitions of district, site, building, structure, or object.
2. Determine what prehistoric or historic context or themes the district represents by obtaining information on the historic development of the area. This step is based on physical examination and documentary research.
3. Identify what type(s) of significance the property has, within the historic context developed in Step 2.
4. Evaluate the physical integrity of the district to determine whether it is sufficiently intact to convey the significance identified in Step 3. If a district has sufficient integrity, then particular characteristics of the district can be identified for purposes of comparing it with other districts that illustrate or represent the same themes. This comparison clarifies further which districts merit nomination to the National Register.
5. Review the special criteria considerations to see if the district falls within the types of resources that require further evaluation.

1. HOW TO DEFINE CATEGORIES OF HISTORIC PROPERTIES

A property must be a district, site, building, structure, or object to be considered for inclusion in the National Register. The National Register definitions are as follows:

District: A district is a geographically definable area - urban or rural, large or small - which possesses a significant concentration, linkage, or continuity of sites, buildings, structures, and/or objects united by past events, or aesthetically by plan or physical development. A district may also comprise individual elements separated geographically but linked by association or history, as in a district of discontinuous archeological sites or a canal system where manmade segments are interconnected by natural bodies of water.

Properties commonly classified as "districts:" college campuses; central business districts; residential areas; commercial areas; industrial complexes, civic centers; rural villages; canal systems; collections of habitation and limited activity sites; irrigation systems; large estates, ranches, historic farms or plantations; transportation networks.

A district's physical components may include: materials combined through human activity into buildings, sites, structures, or objects; the design or spatial patterning created by buildings, sites, structures, or objects, individually or grouped, distributed in the natural environment; and a discrete environmental zone or topographic feature if historically used by a culture group.

A district may contain a number of buildings, structures, sites, objects, or open spaces that do not contribute to the significance of the district. The number of nonsignificant components a

district can contain yet still convey its sense of time and place and historical development depends on how these components impact the district's integrity. In architectural or historic districts, factors to consider include the relative size, scale, design, and location of nonsignificant components. In archeological districts, the primary factor to consider is the effect of any disturbances on the information potential of the district as a whole.

A district can be distinguished from surrounding properties (1) by visual changes such as density, scale, type, age, or style of buildings, structures or objects; and (2) by historical documentation that indicates different associations or patterns of development.

A district is usually a single geographical area of contiguous historic resources, however in certain cases a district may also be composed of two or more definable significant areas separated by nonsignificant areas. A discontinuous district may be appropriate where: the elements are spatially discrete; the space between the elements is not related to the significance of the district; and visual continuity is not a significant factor. In addition, canals or similar properties may be treated as discontinuous districts where man-made sections of the canal have historically been interspersed with navigable waterways.

Site: A site is a definable location of a significant event or pattern of events. It may be the location of prehistoric or historic occupations or activities which may be marked by physical remains; or the symbolic focus of a significant event or pattern of events which may not have been actively occupied over time; or the location of a ruined building, structure, or object if the location itself possesses historic,

cultural, or archeological significance. A site may possess associative significance, information potential, or both. A site can be significant under any or all of the four criteria.

Resources commonly classified as "sites:" habitation sites, burial mounds, funerary sites, rock shelters, village sites, hunting and fishing grounds, ceremonial sites, petroglyphs, ruins of pueblos, battlefields, campsites, ruins of industrial works, sites of treaty signings.

Building(s): A building is a structure created to shelter any form of human activity. For inclusion in the National Register of Historic Places, a building must possess all of its basic structural elements. Only entire buildings will be considered for nomination; parts of buildings, such as interiors, facades, or wings, cannot be considered independently from the rest of the building. **Buildings** may refer to a historically related complex. Buildings may also refer to a small group of functionally or stylistically inter-related buildings where all contribute to the significance of the whole. If a group of buildings also includes any objects, sites, or structures, or if any of the buildings do not contribute to the significance of the whole, the group should be classified as a district.

Resources commonly classified as "buildings" include single buildings such as a courthouse, city hall, social hall, commercial building, library, factory, mill, train depot, fort, residence, hotel, theater, store, school and church, or groups of buildings such as a courthouse and jail, house and barn, college quadrangle, farmstead, mansion and carriage house, apartment complex, and church and school.

Structure: A structure is a work made up of interdependent and inter-related parts in a definite pattern of organization. Constructed by people, it is often an engineering project large in scale. The category "structure" is used to classify all kinds of archeological, historical, and architectural structures except buildings and objects.

Resources commonly classified as "structures:" gold dredges, firetowers, canals, turbines, dams, power plants, corncribs, silos, roadways, shot towers, windmills, grain elevators, kilns, mounds, cairns, palisade fortifications, earthworks, and railroad grades.

Object: An object is a thing of functional, aesthetic, cultural, historical, or scientific value that may be, by nature or design, movable yet related to a specific setting or environment. Objects should be located in a setting appropriate to their significant historic use, roles or character. Objects that have been relocated in a museum setting are generally considered inappropriate for listing in the National Register of Historic Places.

Resources commonly classified as "objects:" ships, locomotives, trees or rocks, aircraft, carousels, boats, trolley cars, monuments, boundary markers, statues, rock carvings and murals.

2. HOW TO DETERMINE THE CONTEXT FOR EVALUATING A RURAL HISTORIC DISTRICT

The evaluation of significance relates the district to the broad historical, architectural, archeological, or cultural context at the local, regional, state, or national level. Decisions about whether a district is significant can reliably be made only within the context of an area's history and comparable resources. Knowledge of an area's history and the thematic and geographical context is crucial to the evaluation of the significance of historic properties. This context identifies the effect that broad patterns of our history such as prehistoric settlement, industrialization, transportation or a particular style of architecture have had on a community or region. The context also identifies the contributions of the locality to the history of larger geographical units. Context is essential because it relates the data on a specific district to the general significant historic development patterns and representative property types of a geographical unit at a specific period of time, thereby providing a basis for evaluating significance.

Based on a theme, geographic limits, and chronological period, historic context is an organizational format that groups information about related historic properties. A single historic context describes one or more aspects of the historic development of an area; considers the area's history, architecture, archeology, engineering, and cultures; and identifies the significant patterns that individual historic properties represent. For example: coal mining in northeastern Pennsylvania between 1860 and 1930. A set of historic contexts is a comprehensive summary of all aspects of the history of the area.

The following steps should be followed in determining a historic context for an area which may be a potential rural historic district.

1. Identify the concept, time period and geographical limits for the historic context.

The identification and description of historic context should incorporate contributions from all disciplines involved in historic preservation. The chronological period and geographical area of each historic context should be defined after the concept underlying theme is established.

2. Assemble the existing information about the historic context.

Several kinds of information may be needed on the historic development of the area. It may be found in: information about the history of the area; information about historic properties that have already been identified; literature on prehistory, history, architecture and the environment; social and environmental impact assessments; county and state land use plans; architectural and folklife studies and oral histories; ethnographic research; State historic inventories and registers, including information from the State Historic Preservation Office; technical reports prepared for Section 106 or other assessments of historic properties; and direct consultation with individuals and organized groups.

3. Synthesize the information collected.

Analysis of the information collected results in a written narrative of the historic context. This narrative provides a history of the area from the chosen perspective and identified important patterns, events, persons or cultural values. Consideration should be given to trends in area settlement and development; aesthetic and artistic values embodied in architecture, construction technology or craftsmanship; and research problems relevant to the historic context.

4. Define property types.

A property type is a grouping of individual properties or districts based on shared physical or associative characteristics. These characteristics link the ideas incorporated in the theoretical historic context with actual historic properties that illustrate those ideas. Property types defined for each historic context should be directly related to the conceptual basis of the historic context. Property types defined for the historic context "Coal Mining in Northeastern Pennsylvania, 1860-1930" might include coal extraction and processing complexes; railroad and canal transportation systems; commercial districts; mine workers' housing; churches, social clubs and other community facilities reflecting the ethnic origins of workers; and residences and other properties associated with mine owners and other industrialists.

3. HOW TO IDENTIFY THE TYPE OF SIGNIFICANCE OF A RURAL HISTORIC DISTRICT

A rural historic district is evaluated within its historical context, that is, within a framework that sets forth the broad patterns of an area's history in terms of important themes in history, architecture, archeology, engineering, and culture. A district, however, also represents events that occurred in the actual course of history in a specific location. Identifying the type of significance that a district has means specifying which criteria apply to the district, given the theme(s) already identified. The criteria are classifications for the events that have occurred in history and therefore serve to identify what type of significance the district represents. But the relative judgment that the events are significant is first made by having ascertained the historical context within which those events occurred. For example, using the theme "Coal Mining in Northeastern Pennsylvania between 1860 and 1930," an area associated with coal extraction methods could be significant according to Criterion A of the National Register Criteria for Evaluation. A district formed by the houses of workers and mine managers and founded as a company town by a specified individual when he was company president could be significant because Criterion B would apply.

The district with its components illustrates, reveals, recalls, and/or characterizes specific events, patterns of development, persons, lifeways, or architectural types recognized as important in our understanding of local, regional, state, or national history. The Criteria are the means by which these representations are recognized and verbalized. The types of significance are as follows:

Criterion A: Rural historic districts may be eligible for the National Register if they are associated with events that have made a significant contribution to the broad patterns of our history.

To qualify for listing under Criterion A, a rural historic district must be associated with one or more events evaluated as important within the area's historic context. Criterion A recognizes properties associated with single events such as the founding of a town where that event is important within an identified theme, for example, settlement of a specified region between 1820 and 1870. Criterion A also recognizes properties associated with a series of successive activities such as the development of historically important land use practices by a cultural group over several decades. These practices might be reflected in a distinct ornamental planting style or in material elements such as ditches, fences, or pathways. Such a development must clearly be important within the associated theme of farming or ranching or other general activity in a specified area over a specified period of time. In addition, the property must have a strong association with the series of events and must have the physical integrity to convey this association.

Historical research must document that the property existed at the time of the event and was associated with the event. Speculative associations are not acceptable.

A rural historic district will generally be associated with a series of events. These events might include, for example, westward migration; settlement over a major route for several decades; development of significant agricultural or animal husbandry practices by a community which gained recognition for their innovation; growth of a town where important mining and milling practices evolved; the development of a fishing

economy and industry in a particular river basin over a period of time.

To determine whether a district is significant for its associative values, use the following steps:

1. Determine the nature and origin of the district.
2. Determine the historical context with which the district is associated.
3. Evaluate the history and integrity of the district to determine if it is associated with the historical context in any important way.
4. Identify those associations according to Criteria A, B, C, or D.

Criterion B: Rural historic districts may be eligible for the National Register if they are associated with the lives of persons significant in our past.

To qualify for listing under Criterion B, a district must be associated with persons whose activities were important within the context of a significant theme. Criterion B recognizes properties associated with individuals whose specific contributions to our society can be identified and documented. The criterion is restricted to properties that illustrate rather than commemorate the individual's important achievements. For a property to be eligible under Criterion B historical research must document that the individual was important within the historical context and that the property has strong associations with the individual's significant activities or contributions.

This criterion may include families where several generations have played an active and important role in the continuous settlement and historical development of an area. In such a case, however, the significant individual

members of the family must be identified and their specific achievements documented. In other words, an agricultural valley will not qualify for the National Register, merely because the descendants of one or any number of founding or historically "prominent families" still reside there.

A rural historical district is not eligible under Criterion B if associated with an individual about whom no scholarly judgment can be made either because research has not revealed specific information about the person's activities and their impact, or because there is insufficient perspective to determine whether those activities or contributions were historically important.

A rural historic district is not eligible under Criterion B if ownership or activities by members who are part of an identifiable profession, class, family or social or ethnic group is the only basis for significance. Significance must be based on the contributions or activities of one or more individuals of the group. The fact that we value the contributions of certain groups does not mean that every property associated with or used by members of that group is significant. In such a case, however, consider whether Criterion A may apply to the district.

Criterion C: Rural historic districts may be eligible for the National Register if they embody the distinctive characteristics of a type, period, or method of construction, or if they represent the work of a master, possess high artistic values, or represent a significant and distinguishable entity whose components may lack individual distinction.

Embodying the distinctive characteristics of a type, period, or method of

construction means illustrating the way in which an area was conceived, designed, or developed by a people or culture in the past. The work of a master refers to the technical aesthetic achievements of a craftsman, architect, artist, engineer or landscape architect. High artistic values refer to the aesthetic achievement and expression of aesthetic ideals or preferences in a work of art, architecture, landscape architecture or engineering. Resources that represent a significant and distinguishable entity whose components lack individual distinction are generally districts, a sense of past time and place has survived in the form of many different historic features and the relationships among those features.

Rural historic districts generally involve the activities of a group of people upon a an expanse of land. The resulting features or landscape components collectively reflect settlement and development or other cultural patterns, although individually they may lack significance. Thus a rural historic district will be significant under Criterion C because of its collective physical and aesthetic qualities. Criteria A and B generally may also apply, if the district has significant associative values. Many rural historic districts may be primarily significant under Criterion A will also meet Criterion C on the merits of the historic architecture illustrated by their buildings or structures. For example, a rural historic district comprised of a mountain resorts associated with the historical development of the resort "movement" and the recreational industry of a state would be significant under both Criteria A and C.

The features of design or construction that historically recurred in particular types, periods, or methods of construction characterize the properties or construction practices of the past. To "embody distinctive characteristics" a property must clearly reflect the features that distinguish its class, that is its type, period, or method of

construction. A significant property must clearly illustrate: (1) the physical characteristics common to its class; (2) the individuality or variation that occurred within the class; (3) the evolution of that class over a period of time; or (4) the transition between that class and others.

Characteristics may be expressed in form, structure, plan, style, or materials. They may reflect general ideas of design and construction, or they may reflect precise ways of combining particular kinds of materials. The characteristics that link properties by type, period, or method of construction may stem from shared or related cultural background, technology, needs, purpose and use, traditions of construction, workmanship, availability of materials, etc.

Criterion C would apply to a rural historic district identified under the theme of French land-division patterns in North America if it possessed the distinctive characteristics that define these practices: long, narrow lots, each with water access, and typical positioning of the main house and outbuildings.

Because a district may be significant as a whole even though its components lack individual distinction, a district's identity results from the grouping of sites, buildings, structures, and objects and from their relationships to each other and to the environment. A district may also be an arrangement of socially or functionally related properties.

A rural historic district consisting of a historic village with outlying associated sites or remnants such as irrigation ditches, trails or fields, and granaries, would be eligible if the entire assemblage is associated with a significant area-wide settlement pattern even if most of the components, assessed as individual sites, lack sufficient

important information to be considered eligible.

A district must be a distinguishable entity. The district as a whole must have a character or a coherence that identifies it as a historic environment and differentiates it from adjacent areas. A rural historic district is distinguishable if it can be defined or bounded by natural or manmade features and can be distinguished from surrounding areas by changes in topography, land use, historical patterns of development, or sight lines.

Criterion D: Properties may be eligible for the National Register if they have yielded, or may be likely to yield, information important in pre-history or history.

To be considered for listing under Criterion D, a property must have yielded or must have the potential to yield important information about some aspect of prehistory or history, including events, processes, institutions, design, construction, settlement, migration, ideals, beliefs, lifeways, and other facets of the development or maintenance of cultural systems. Criterion D recognizes both properties that have yielded important information and have the capacity to yield additional information, and properties that have not yet yielded important information but are likely to do so. To evaluate a property's eligibility under Criterion D consider: (1) whether the property has the potential to yield information that will contribute to our understanding of history or prehistory and (2) whether that information is important. A careful evaluation of the property within an appropriate context should provide this information.

In evaluating a rural historic district, Criteria A, B or C will generally express the extent of the

4. HOW TO EVALUATE THE INTEGRITY OF A RURAL HISTORIC DISTRICT

district's significance. The following questions will help determine if the area qualifies as an historic district under Criterion D.

1. What is the cultural context in which the district has been evaluated, including its relationship to what is currently known about the area's history and prehistory and the characteristics giving the district cohesion for study?
2. How do the sites as a group contribute to the significance of the district?
3. How do the resources making up the district contribute to the significance of the district?
4. What is the district's potential for research? What research questions may be addressed at the district? How do these questions relate to the current understanding of the region's archeology? How does the property contribute or have the potential for contributing important information regarding human ecology, culture history, or culture process? What evidence, including scholarly investigations, supports the evaluation of significance? Given the existence of material remains with research potential, what is the context that establishes the importance of the recoverable data, taking into account the current state of knowledge in specified areas?

To be listed on the National Register of Historic Places, a rural historic district must meet Criterion A, B, C, or D and must possess integrity. Integrity is the capability of a district to represent its significance. That is, does it retain the physical characteristics that gave it its historic identity and that which existed during the district's historic or prehistoric period of significance. If the district retains the physical characteristics it possessed in the past, then it has capacity to convey its association with historical patterns or persons, its historic architectural or engineering design, or information about a culture or people.

Integrity is manifested in historic and prehistoric resources in seven ways: location, design, setting, materials, workmanship, feeling, and association. These seven aspects of integrity depend on the retention of the various physical characteristics analyzed in the chapter "How To Identify Rural Historic Districts." Evaluation of integrity must be based on knowledge of the property's history and physical inspection of the property.

Rural historic districts, as a class of resources, exhibit certain physical characteristics. They are comprehensive land areas where the composition of physical elements by a culture group or groups has been influenced by the natural characteristics of the location itself, in a way which also reflects the distinctiveness of the culture group and its particular activities over the period of historical development. In addition, the culture group's or groups' activities will have altered and manipulated the natural characteristics of the location. By carefully analyzing the physical characteristics of the district in terms of the seven aspects of integrity discussed below, one can determine whether a rural historic district has sufficient integrity to represent and convey the type(s) of significance established by district's historical context.

Location is the place where the series of historic events -- settlement or development -- took place. Location involves relationships between the district and place -- relationships that may be important to understanding how the district evolved or why something happened. It can be assumed that a rural historic district retains integrity of location as long as it remains in its place of origin. The relationships between the district and the natural and manmade surroundings can be evaluated using the following concepts and components from the identification section: geographic context, natural features and response to natural features related to land-use. These components are also helpful in assessing integrity of setting.

Design is the composition of elements that comprise the form, plan, space, structure, and style of a district. It results from conscious decisions in the conception and planning of a property and may apply to areas of endeavor or creativity as diverse as community planning, engineering, architectural, and landscape architecture.

Design applies to all rural historic districts, whether important primarily for historic association, architectural or engineering value, or information potential. For districts significant primarily for historic association, design concerns more than simply the individual buildings or structures located within the boundaries. It also concerns spatial relationships among all features, visual rhythms of features in a landscape, the layout and materials of circulation networks such as walks or roads, and other related features such as objects or archeological sites. The design of landscapes, buildings, structures, and objects reflects historical functions and technologies as well as aesthetics, and includes features such as structural system; massing; arrangement of spaces; fenestration pattern; textures and colors of surface materials; type, amount, and style of

ornamental detailing; planting design details; seasonal variations of planting materials; and the relationships of building to landscape.

The concepts and components from the identification section that can be used in assessing integrity of design include: overall patterns of landscape spatial organization, circulations networks, cluster arrangement, and structures.

Setting is the physical environment of a historic district. Whereas location refers to a particular place where a district, setting illustrates the character of the place in which the district played its historical role. In some cases, setting serves to illustrate basic physical conditions and function. In other cases, the surroundings and the way in which the elements of the district are positioned or sited may be an integral part of the district itself, illustrating not only conditions or casual relationships but also concepts of nature, aesthetic preferences, or traditional methods of a group's activities (such as farming, ranching, and mining).

The physical features that constitute the setting of a rural historic district may be natural or manmade, and may include topographic features (for example, a gorge or the crest of a hill); vegetation; simple manmade features (such as paths or fences); and relationships of buildings and structures to other features or to open space. Setting refers to what surrounds the district, as well as the natural features within the district's boundaries.

The concepts and components from the identification section that can be used in assessing integrity of setting are: geographic context, response to natural features, boundary demarcations, vegetation related to land-use, cluster arrangement, and historical views and other perceptual qualities.

Materials are the physical elements that were combined or deposited in a particular pattern or configuration to form a district, site, building, structure, or object in a particular period in the past. The choice and combination of materials can provide information about the preferences of those who created the resource and about the availability of particular types of materials and technologies. The presence of certain materials indigenous to a particular region or place often leads to traditions of use of those materials and thereby adds to the sense of place that a property conveys. The retention of the pattern of deposited materials is important in evaluating the integrity of materials in archeological sites because often much of the important information that a site contains is based on the distribution of features and artifacts within the site.

Buildings, structures, objects, and plant materials that comprise historic elements of a rural historic district should be assessed for the integrity of materials that each element has retained.

Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory. It is the evidence of craftsmen's labor and skill in constructing a building, structure, or object, or altering, adapting, or embellishing a site. It can apply to an entire property or to the manufacture of components within a property such as the machinery in a mill structure. Workmanship may be expressed in vernacular methods of construction and plain finishes or in highly sophisticated configurations and ornamental detailing. It may be based on common traditions or innovative period techniques. Workmanship is important because it can furnish evidence of the technology of the craft, illustrate the aesthetic principles of a historic or prehistoric period, and reveal individual, local, regional, or national applications of widespread

technological practices and aesthetic principles. Examples of workmanship in historic buildings include tooling, carving, painting, graining, turning, or joinery. Examples of workmanship in cultural landscapes include planting details, fence construction, pruning, and propagation.

See components in the identification section: structure: type, function, materials, and construction and vegetation related to land-use in the identification section.

Feeling is the quality a historic district has in evoking the aesthetic or historic sense of a past period of time. Although intangible, feeling depends upon the presence of physical characteristics to convey the historic qualities that evoke feeling. It may also require that an appropriate setting be intact.

Integrity of setting and feeling are particularly important when evaluating rural historic districts where continuing activities have tended to alter many landscape components. Although the objective of preservation is not to freeze an area at a point in time, it is essential to decide if the alterations to the resources that have occurred since the end of the period of historic significance have adversely impacted the district so that it is in fact not eligible for listing in the National Register. Continuing uses are certainly allowable, so long as the district can still convey both the sense of time past and sense of place.

Association is the direct link between a district and events or persons for which the district is significant. If a district has integrity of association then the district is the place where the events or activities occurred and is sufficiently intact to convey that relationship. Two components from the identification section can be used to evaluate integrity of association: Land-use categories and activities, and historical views and other perceptual qualities.

The principal test to establish whether a rural historic district retains integrity is to ask whether or not it still retains the identity or character for which it is important. A rural historic district that is significant for its historic association is eligible if it retains the essential landscape components (including buildings and other physical features) that made up its character of appearance during the period of its association with the important event, historical pattern, or persons. A basic test of the integrity of a property significant under Criterion B is whether the important person would recognize the property as it exists today. A rural historic district is not eligible if it is so altered in its entirety that it would not be recognized by persons associated with it during the period of its historical significance. For example, an area of former farms where developments in agricultural planting practices occurred is not eligible if it is today a suburban sub-division.

All rural historic districts change over time. The retention of integrity depends upon the nature and degree of alteration or change. It is not necessary for a district to retain all the landscape components or physical characteristics that it had during its period of significance. However, the district must retain the essential characteristics that enable it to convey its past identity and therefore its significance. A rural historic district important for its illustration of the development of a particular mining technology is not eligible if it has lost integrity of design through the loss of landscape components essential to that kind of technology. Although the district retains components conveying land-use practices, it has lost the majority of components that characterized the technology for which the district was significant.

A mid-19th century ranching district important as an illustration of ranching technology and land-use in a particular

region would be eligible if it met the following conditions: the essential landscape components of its design are intact; most of the historic material comprising those components are present; and evidence of the ranching technology is retained. In this case, essential landscape components may mean landscape spatial organization, vegetation related to land-use, and specific materials (including plant materials) used in the settlement of the landscape.

An area cannot qualify as a rural historic district if it contains too many components that do not contribute to the significance of the grouping. Properties may not contribute if they were substantially altered since the period of the district's significance, if they are of very recent construction, or if they do not share the historic associations of the district. Factors to consider in evaluating the impact of intrusions upon a district's integrity include the relative size, scale, design, and location of the questionable properties or, in the case of an archeological district, the seriousness of any ground-disturbing activities.

For some rural historic districts, comparative information about similar surviving rural historic districts should be considered during the evaluation of integrity. Such comparative information may be important in deciding what physical features should be present. Comparative information is appropriate to consider when evaluating the integrity of a rural historic district that is a rare surviving example of its type or theme. The district must have the essential landscape components that enable it to convey its historic character of identity. However, the rarity and condition of the other extant examples of the type may justify accepting a greater degree of alteration or fewer landscape components, provided that enough of the district survives for it to be a significant resource. A historic agricultural valley with information on how site patterns reflects historic functional requirements, which

has lost landscape components, may not be eligible for its information potential if comparative information on other agricultural valleys indicates that more intact districts with complete information are available.

Rural historic districts which are National Register eligible generally will be significant according to Criteria A, C, and D. They will be representative of a significant historic theme (or themes) and thus reflect a sense of time that can be established as the period of significance. Since they are usually in continuing use and habitation, many of the landscape components and design elements may have changed as the major activities of the inhabitants have changed. Although these changes may have resulted in some physical alterations, they must not have adversely affected the overall integrity of a district.

5. HOW TO APPLY THE CRITERIA CONSIDERATIONS FOR PROPERTIES THAT HAVE ACHIEVED SIGNIFICANCE WITHIN THE LAST FIFTY YEARS

Generally properties achieving significance within the last fifty years are not eligible for the National Register because the National Register is intended to recognize properties which are of enough age that their historic value can be objectively evaluated. The exceptions to this statement are as follows: (1) properties less than fifty years old will qualify if they are integral parts of districts whose historical values are less than fifty years old; (2) properties less than fifty years old will qualify where a strong justification is made concerning the individual architectural or historical importance of the property, even if this importance is outside the period or areas of significance for which the district as a whole is significant.

Both exceptions involve applying the concept of "exceptional importance" under Consideration G of the Criteria.

For a district to have achieved significance within the last fifty years it usually must represent a closed chapter in history, with significant and sufficient time elapsed to evaluate its significance within the appropriate context. The less than fifty years old qualities of a district must be clearly evaluated as significant within the nomination. Properties in a district must be of "exceptional" significance at least within the local context, and the documentation must demonstrate that exceptional importance has been objectively evaluated and can be ascribed to the particular properties in the district.

Very few rural historic districts will have achieved significance within the last fifty years, but if the district's qualities and essential characteristics date within the last fifty years, the district must meet the special requirement of being of exceptional importance. What may occur more frequently is that a rural historic district achieving significance more than fifty years ago may reflect a more recent character due to the continuity of use. Barns, fences, or out buildings may have been replaced and added to in recent years or plantings or land-use patterns have changed. In this situation the integrity of the district would need careful evaluation to ascertain whether the district has sufficient remaining historic features to convey the significance and historic character of the district.

In general districts which have continued to play a significant role within the last fifty years, perhaps even up to the present, are generally not considered eligible National Register for significance occurring within the last fifty years because sufficient time and perspective are not available to evaluate their historic context. The nomination however, can state which properties in a district will be considered to contribute when they reach fifty years of age.

REQUIREMENTS FOR NATIONAL REGISTER
DOCUMENTATION NOMINATION FORMS

The evaluation of a district's historic significance is a major part of the process of nominating properties to the National Register. Also important is the documentation of the property in the form of a completed National Register nomination form. National Register of Historic Places Bulletin series, the "How To" series, and "How To Complete National Register Nomination Forms", as well as the "How to Complete National Register Forms," offer specific guidance in several areas of nomination preparation. Nominations require the following:

Summary Paragraphs. The description and statement of significance sections nominations should begin with summary paragraphs. In the description the summary paragraphs should briefly describe the resource, noting its major physical and environmental attributes, as well as assessing its integrity. Manmade features and relationships making up the historic and contemporary landscape, including the arrangement and character of fields, roads, irrigation systems, fences, bridges, pathways, and vegetation, should be described. In the significance section, the summary paragraph should cite the applicable criteria and briefly explain why the resource is significant, justifying each area of significance; this explanation should demonstrate why a resource is a good and significant representative of a theme which is significant in the prehistoric or historic development of a locality, a state, or the Nation.

Integrity. The description section should thoroughly discuss the integrity of the resource, including the description and dates of any alterations, deterioration, relocation, or other changes. The way in which a resource is able to convey its historic qualities or associations despite such changes should also be discussed. The depth of explanation depends upon the extent or impact such changes; the more extensive the

alteration or deterioration, the greater the need for a detailed explanation.

Context for Evaluation. The statement of significance must establish the historical context for each area of significance and at the level of significance indicated on the nomination form. It should be evident from the nomination that the property has been evaluated against other similar properties with similar associations and qualities and located within the appropriate geographical range. In instances where the importance of the historic theme or field of similar resources is unlikely to be widely known, it is necessary to provide a more detailed explanation of the resource's context.

Criteria Considerations. Properties ordinarily not considered eligible for the National Register must qualify under the special requirements listed in the criteria considerations. Those preparing nominations should explicitly state that a resource is able to meet these requirements and present evidence that the resource qualifies as an exception to the criteria. For example, the way in which a commemorative property has acquired its own significance, apart from its association with the person or event it commemorates, must be specified. If the significant attributes of a property date from less than 50 years, whether or not the resource is more than 50 years old, the nomination must explicitly justify the resource's exceptional significance.

Historic District Nominations:
Contributing and Noncontributing
Features. For management purposes it is extremely important that historic district nominations specify which properties contribute to the significance of the district and which do not. The nomination should include a clear explanation of the qualities defining

contributing and noncontributing properties. A contributing structure, object, or building must add, if only modestly, to the significance of the district. Photographic coverage of a district should include views of all types of resource, both contributing and noncontributing, and should represent all areas of the district. These photographs should be keyed to the sketchmap.

Boundaries. One of the most important and difficult problems in defining the significance of rural historic districts is the problem of drawing boundaries. Boundaries must be carefully selected to encompass, but not exceed, the extent of the significant property. In the case of rural landscapes the significant resource may be very extensive (thousands of acres). In addition, the nomination must adequately justify the chosen boundaries. Therefore, it is important to clearly establish those land areas historically associated with the components of a rural historic district.

Several factors should be considered in determining how much acreage should be included. First, if the historic boundaries of the district are substantially intact and the land generally retains its historic appearance, then all of it should be included. Sometimes, however, later, nonsignificant agricultural practices or other changes have altered the overall appearance of the land from that of its period of significance. If the land has been physically changed, or does not resemble its historic appearance it can no longer contribute to the significance of the district and should not be included in the nomination.

The verbal boundary description must precisely delineate the acreage and boundaries of the district nominated rather than merely indicate the general location of the district. The district's boundaries should be marked on a U.S. Geological Survey map. Sketch maps are often helpful and occasionally necessary to provide a clear understanding of the resources.

V. Options for Managing Rural Historic Districts

This chapter discusses various concerns and options for managing rural historic districts. Following identification and evaluation for significance and integrity, a management strategy for the rural historic district should be developed. As part of this responsibility, the National Historic Preservation Act requires Federal agencies to identify and nominate properties eligible for the National Register of Historic Places. Acceptance in the National Register facilitates the use of various management tools. The purpose of management is to perpetuate the integrity of the resource; to afford contemporary groups or individuals the opportunity, where appropriate, to continue their traditional practices and land uses; and to provide for the park visitor. These, as well as other management objectives for the park, should be considered in the development of the analysis and recommendation section of the Cultural Landscape Report, which should meet the following requirements:

1. It should be consistent with the authorizing legislation for the park which contains the district, as well as with any other pertinent law.
2. It should be consistent with existing National Park Service policies, standards, and guidelines as reflected in the Management Policies and NPS-2, NPS-28, NPS-38, and Land Protection Plans Interpretive Rule.
3. It should comply with the following "Standards for Managing Rural Landscapes." These standards should be applied and interpreted for each district.
4. It should consider various "Management Alternatives" as discussed below, as well as any other management tools and techniques to be developed in the future.
5. It should recognize that each rural historic district will require individual consideration, and that the appropriate application of tools and techniques will vary from landscape to landscape.

RELATIONSHIPS TO EXISTING NATIONAL PARK SERVICE PLANNING POLICIES

Management of rural historic districts in the National Park System should be undertaken in direct coordination with all other pertinent planning policies, standards, and guidelines. The following documents are to be reviewed for their relationship to rural historic districts: Management Policies; "Planning Guideline, NPS-2"; "Cultural Resources Management Guidelines, NPS-28"; "Historic Property Leasing Guidelines, NPS-38"; and "Land Protection Plan Interpretive Rule." The direct relationship between each of these documents and the management of districts is discussed below.

Management Policies

Chapter V of the "Management Policies" of the National Park Service charges the park manager with specific responsibility to "locate, identify, evaluate, preserve, manage and interpret qualified cultural resources in every park in such a way that they may be handed on to future generations unimpaired." it further requires those managers to "take positive action to perpetuate unimpaired the cultural resources of the national park system; to prevent adverse effects of those resources by development, visitor use, or resource management activities..."

The rural historic district, as a cultural resource, should be managed in compliance with this section of management policies. unimpaired use means that, where feasible, the on-going cultural land-use continuum shall and can be maintained.

Chapter V of "Management Policies" further delineates various policies regarding research involving cultural resources, archives and collections; treatment of cultural resources; and specific policies regarding historic structures. all management strategies for rural historic districts should comply with these policies.

Planning Process Guideline/ (NPS-2)

The National Park Service "Planning Guideline, NPS-2," specifies that each unit of the system shall develop and prepare a number of planning documents, each of which is to aid the park to "achieve the purpose of the park by providing specific guidance for preservation, use, and development."

The first document to be prepared is a Statement for Management (SFM). The SFM contains an inventory and analysis of current park management practices and describes major issues to be addressed by the park manager. It does not contain decisions or prescribe solutions. The SFM is an appropriate place to begin to identify issues regarding rural historic districts in a National Park Service unit, because the SFM also contains a principle statement of management objectives for the park.

The SFM leads directly to an Outline of Planning Requirements (OPR), and the associated Development/Study Package Proposals, or 10-238s. "The OPR is a priority listing of the studies and surveys needed to provide the information base for planning and compliance and the plans and designs needed for the park." The associated 10-238s request the funding for specific tasks during a five-year period, and provide details and justifications for those actions. According to NPS-2, the OPR should be updated yearly. This provides for the inclusion of rural landscape issues at the point at which they become evident to the park manager or planning team. As part of the OPR, the manager should request a Cultural Landscape Report.

Once a task is programmed, a Task Directive is prepared which specifies the details and requirements of the activities necessary to fulfill the statement of work in the 10-238s. "...it sets forth the focus and scope of work, methodology and products produced,

opportunities for public participation, responsibilities and talents required, and a schedule of completion and costs." At this point, a task directive should be prepared specifying the scope, details, personnel, schedule and costs for the completion of a Cultural Landscape Report.

As discussed in NPS-2, "the major planning document for all parks is the combination General Management Plan/ Environmental Document (GMP). It sets forth the basic policy for a park and provides the strategies for resolving issues and achieving identified management objectives... The strategies presented in the GMP are those required for resource management and visitor use." As part of the GMP, the park policy regarding its rural historic districts should be delineated. NPS-2 further requires that three classes of alternatives for each issue be addressed and considered. These are: no action, minimal requirements, and other reasonable alternatives. Rural historic districts should be included in those issues addressed in this segment of the GMP.

As part of the GMP process, there may be a variety of associated documents. These will include a Development Concept Plan (DCP) for complex planning efforts. The DCP gives more detail than the GMP regarding development decisions, and is the step between the GMP and comprehensive design. In given circumstances, it may be appropriate to prepare a DCP for a rural historic district, depending upon management objectives for that resource.

While there are a variety of implementation plans which may be required for a National Park Service unit, there are a number of these plans which directly support the Cultural Landscape Report. These include: History Resource Study, Historic Structure Report, and Special History Study. The Cultural Landscape Report should be included, where appropriate, in the collection of cultural resources implementation plans for a park.

Cultural Resources Management Guideline (NPS-28)

NPS-28 is intended as an expansion and clarification of Chapter V. of "Management Policies." NPS-28 specifies standards for internal service activities with regard to all cultural resources. The General Standards for cultural resources also apply to rural historic districts, and should be used, in conjunction with the more specific standards in the next section of this chapter, as the basic rules for management.

As discussed in NPS-28, there are a number of tasks specified to be accomplished for all cultural resources, including: basic inventories of cultural resources; determination of significance which qualifies for preservation; preservation to the extent possible and practicable; and interpretation of those resources. These tasks should be undertaken for rural historic districts in accordance with the procedures outlined in this technical manual. "In sum, to preserve what we have and to present it with integrity and candor is considered the best and highest application of available funds and professional expertise."

As part of the planning process, the cultural component of the Resources Management Plan should be developed for each park. This Plan should include consideration of rural historic districts within the park, and their relationship to other cultural resources. The Resources Management Plan "outlines the measureable management problems." Consideration should be given to annual needs, opportunities, and problems associated with rural historic districts.

At this point in the cultural resources planning and management process, a Cultural Landscape Report (CLR) should be prepared. The specifics of this report are presented in the next chapter of this manual. Briefly, however, it consists of the collection, presentation, and evaluation of documentary and

field survey findings on a cultural landscape, along with recommendations for treatment of that landscape. It can, when necessary, present various alternatives for management and use. It is usually written by an historical landscape architect in conjunction with an historian, cultural geographer, or anthropologist. It is to be reviewed by the park manager, the regional staff, and the staff of the Associate Director of Cultural Resources, Washington. Approval rests with the regional director subject to review and consideration of comments received.

Historic Property Leasing Guideline /
(NPS-38)

NPS-38 discusses leasing situations regarding agricultural use. "Certain areas of the National Park System contain cultural landscapes and vistas which are of historical and interpretive significance. These fields, row crops, orchards, pastures and similar features may be assigned to others to plant, maintain and manage." While leasing as a management option is reviewed later in this chapter, the discussion of leasing in NPS-38 is directly related to the management of rural historic districts. NPS-38 specifies the need to present to the public the "historical scene as nearly as possible." It may be appropriate, however, for both the resource and the visitor, to allow leasing of rural historic districts which promotes controlled change within that landscape. NPS-38, further delineates a leasing guide for agricultural lands. This guide, also appropriate for rural historic districts, specifies acceptable farming methods, crop rotation, fertilizing programs, tillage and drainage methods, as well as other issues. The leasing guide should be developed for rural historic districts in such a way that it provides for protection of the significant characteristics and material components of the landscape while recognizing forces of change.

Land Protection Plan Interpretive Rule
[48FR21121]

As part of the instructions to develop land protection plans, rural historic districts should be integrated into this process. A Land Protection Plan is required to be prepared for each unit in the National Park System which contains private or other non-Federal land or interest in land within its authorized boundary. In many instances, these non-Federal lands, or interest in lands, will be rural landscapes. The major sections of the Land Protection Plan, directly applicable to cultural landscapes, are: purpose of the unit and resources to be protected; protection alternatives; and recommendations.

STANDARDS FOR MANAGING HISTORIC RURAL
LANDSCAPE DISTRICTS

The following standards, in addition to General Standards in NPS-28, should be used when managing historic rural landscape districts:

1. Every reasonable effort will be made to use a rural landscape for its historically intended purpose or to provide a compatible use that requires minimal alteration to its distinguishing natural and cultural components.
2. The distinguishing qualities or character of a rural landscape must not be destroyed. Historic material and distinctive natural components are not to be altered or removed.
3. All rural landscapes will be recognized as products of their own time. Alterations that have no historical basis are prohibited.
4. Changes that may have taken place in the course of time are evidence of the history and development of the rural landscape and its natural and cultural

components. If these changes have significance in their own right, that significance should be recognized and respected.

5. Distinctive natural and cultural components which characterize the rural landscape shall be treated with sensitivity.

6. Distinctive natural and man-made components will be repaired rather than replaced whenever possible. If replacement is necessary, the new component should match the old in composition, design, color, texture, and other visual qualities such as weathering characteristics. Repair or replacement of missing components will be based on accurate duplications rather than on conjectural designs.

7. All treatment work that may affect surface or subsurface archeological resources must be evaluated by an archeologist.

8. Alterations and additions to the rural landscape required to accommodate a new use is acceptable when such alterations and additions do not destroy significant natural or cultural components and such design is compatible with the size, scale, color, material, and character of the landscape.

9. Additions or alterations may not impair a rural landscape's essential form and integrity.

MANAGEMENT CONCERNS

While the management of a rural landscape will be primarily concerned with finding an appropriate middle ground between strict preservation and uncontrolled use, there are a number of problems related to land-use activities which need to be considered. These activities, either through their character or intensity, may so alter the landscape as to deprive it of its distinguishing characteristics. These activities form the backdrop against which detailed management decisions should be exercised. Each of the examples listed below may result in either a positive or negative impact upon the rural landscape, depending upon the details of the activity. Management options should ensure that any impact is positive, and that it contributes to the continued development of the rural landscape within its cultural and historical context.

Selected Examples of Actions Resulting in Impacts to be Considered in the Management of Rural Landscapes

1. Intensified grazing management and an increase in stock per acre.
2. Changes in the type of farm or ranch enterprise.
3. Plowing of grassland or prairie.
4. Reclamation of wetlands, through new or improved drainage systems.
5. Installation or improvement of access roads.
6. Erection of new farm, ranch, or mining structures.
7. Erection of new fences or other material components.
8. Revegetation or introduction of new plant species.
9. Clear-cutting of forests or woodlots.

10. Neglect or mismanagement of small woodlots.
11. Afforestation of clear land.
12. Removal of material components through intention or neglect.
13. Additions to existing structures.
14. Riverbank stabilization projects.
15. Commercial enterprises, such as stores or motels.
16. Installation of signs and/or billboards.
17. Intensified visitor use activities.
18. Installation of interpretive signs, overlooks, and displays.
19. Neglect of open fields.
20. Changes in vegetative cover or crop.

Specific Treatments

Following the selection of management alternatives, acceptable treatments for the rural landscape should be chosen. There are three categories of treatments, which should be applied to the rural landscape.

Determination of compatible and incompatible uses: The determination of compatible and incompatible uses for the rural landscape should be based upon the identification and evaluation of contributing material components within that landscape. Based upon that evaluation it may be determined, for example, that certain material components, and their associated landscape processes, are critical to the integrity and significance of that landscape. This would lead to a determination of compatible uses for the landscape. This applies to farming, ranching, mining, and fishing practices. Determination of compatible and incompatible uses does not address

details or specific components in the landscape. These are addressed by design guidelines.

Design guidelines: After the determination of compatible and incompatible uses, a set of design guidelines for the rural landscape and/or for each land unit should be developed. These design guidelines should address, specifically, those components which have been determined during the evaluation phase to be critical to the character of that landscape. This will include, but not be limited to: location of individual components; removal or replacement of any components; and any other action which may so alter the landscape or its components so as to negate its integrity. The potential impact of change should be derived from the determination of integrity undertaken during the evaluation phase. Change, per se, should not be discouraged, only change which drastically alters the character of the landscape and is a threat to the integrity of the rural historic district.

Maintenance: Guidelines and maintenance activities and procedures should be developed for each rural landscape, land unit, and/or landscape component. Both routine and cyclical maintenance procedures should be addressed in this segment. Special care should be given to appropriate and inappropriate pruning, clipping, and fertilizing of vegetation. Where necessary, periodic painting and repair of structures and other components may also be required.

Recommended treatments should include those treatments which must be applied and those which may be applied, given available resources. In all cases, regardless of the desirable management agreements, the recommended treatments will apply to the rural landscape, land units within the landscape, and material components.

MANAGEMENT ALTERNATIVES

Management of a rural historic district requires compliance with the General Standards of NPS-28, as well as the more specific rural landscape management standards derived from and based upon the Secretary of Interior's Standards for Historic Preservation Projects.

There are a wide variety of options available to the manager to protect and preserve a rural historic district. While some of these have been in use for many years, others are newer, and have only recently begun to be employed within the National Park System.

Existing Management and Land Protection Programs

Existing land protection opportunities fall under three main jurisdictions: local, state, and Federal programs. These programs, while generally addressed to land which is not under the jurisdiction of the Federal government, may often be used to protect rural historic districts within the parks.

Local Activities:

Local land protection programs are available in three categories: zoning, planning, and easements.

Zoning, of course, regulates the use of the land. This regulation is usually addressed towards the direction of development control although recently zoning for historic preservation purposes has also become an accepted planning tool for local agencies. Planning usually addresses broader land use issues, such as economic development, resource protection, utility construction, tourism and transportation. Planning for a rural historic district may sometimes be done independently of local agency. In either case, the purpose is to develop a broad-base, long-term plan, rather than a tract-specific resource protection strategy. Finally, many localities hold easements

on land within rural historic districts. These easements may serve the purpose of protection, or they may in fact allow for any variety of uses. (See discussion of easements in next section.)

Statewide Activities:

At the state level, there are also a variety of opportunities for protecting rural historic districts. These range from numerous state registers of historic properties, to direct legal controls over archeological resources and sensitive natural areas. Additionally, some states expressly place higher value on forest and agricultural land through tax incentives. At least two states (Oregon and Hawaii) exercise some form of land-use planning at the state level, often with direct concern for cultural resources.

While individual state's laws vary greatly, the placing of a property on a state registry of historic landmarks, archeological landmarks, or nature preserves generally will encourage protection from destruction or substantial alteration. Listing alone, of course does not provide protection. It does however, encourage recognition of resource value, and provide the necessary framework for developing protective legislation. It will (as in the case of the National Register) afford various other agencies the opportunity to comment upon any proposed action and suggest various forms of mitigation.

Some states (such as Ohio) have the legal provision for a Conservation Easement, the purpose of which is to impose limitations on the use of land where it is necessary to achieve the "retention of land, water, or wetland areas predominately in the natural, scenic, open, or wooded condition, in agricultural, horticultural, silvicultural, or other farming or forest use, or as suitable habitat for fish, plants, or wildlife." This provision, clearly, protects only a limited type of

rural historic district, and does not directly address historic significance. The easement must be conveyed by the owner to any of several governmental or charitable organizations. As is normally the case, the conservation easement is enforced (retroactively) by injunction or other civil action. The burden of proof, so to speak, lies with the person seeking to enforce the easement.

Federal Programs:

While the main purpose of this section of the manual is to discuss possible means, through management, for protecting rural historic districts, there currently exist some means already in place. The most obvious and frequently used of these is the National Historic Preservation Act of 1966, and amendments. This Act, and especially Section 106, is a useful tool as part of the review process for any Federal Project which may have an impact upon cultural resources. As with other tools, however, it essentially relies upon appropriate reactions to the possible damage or destruction of historic properties. The other major provision of this legislation, of course, is the establishment of the National Register of Historic Places, and its association with the provisions of Section 106 of the Act.

Other Federal programs, such as the Agricultural Conservation Program of the U.S. Department of Agriculture, often will apply to specific types of rural historic districts. It is the responsibility of the individual park manager to investigate and pursue these resource-specific programs in direct responses to the rural historic district to be managed.

Alternatives for Managing and Protecting Rural Historic Districts

The management and protection of rural historic districts should encompass opportunities and techniques which go beyond those already in place. As was discussed in the introduction to this manual, some management tools are less successful than others, sometimes because existing programs have failed to recognize the importance of significant landscape components within a district. In other cases, the definition of "historic" has not allowed for the proper management of a rural landscape. As part of the increased recognition of the significance of these landscapes, there needs to be new ways of managing and protecting them.

This section discusses possible alternatives to currently used protection tools. The section is organized in the following order: ways of protecting rural historic districts by means other than acquisition; alternatives which require the acquisition of land by the Federal government; and various methods of acquisition.

Within any given rural historic district it will be necessary to employ more than one technique. This will depend upon the type and extent of federal jurisdiction, the General Management Plan for the park, the suitability and feasibility of any proposal for a given parcel or area within the rural historic district, and the available resources to carry out any proposal.

Protection by Means Other Than by Acquisition

This group of alternatives is directed towards education, cooperation with other Federal agencies, and cooperation with segments of the private sector. While these tools will be extremely helpful in many instances, in other cases there will be the need to

use them in conjunction with other alternatives which require the acquisition of land.

Education: This is the basic method used to inform the public, landholders, visitors, and other governmental agencies and bodies of the role of the National Park Service in protecting rural historic districts. While education generally consists of interpretive programs and brochures, other opportunities exist as well. Obviously, education alone will not preserve these districts. On the other hand adherence to strict controls without education will only encourage those who wish to circumvent or disregard "official" limitations. Education, then, should be viewed as an opportunity to explore, with all concerned parties, the meaning and values embodied in the landscape.

Technical Assistance: Technical assistance involves providing information, advice, and ideas to those who request it. The assistance may be given to landowners within the parks, or to people leasing property for long-term use. Normally, this assistance takes the form of information regarding land management practices to encourage protection of natural, cultural, or recreational uses. This may involve direct interaction with other governmental agencies, either local, state, or Federal.

Technical assistance relies most heavily on cooperation between landowners and government officials, and is best suited to instances where resource protection and private economic interests are compatible.

As used in some parks (Cuyahoga Valley NRA and Ebey's Landing NHR) technical assistance is effective in providing non-Federal land owners with management advice which, when practiced, complements and conforms to Federal land management objectives. It is a way of achieving both the goals of the local inhabitants and the Federal requirements. Unfortunately, technical

assistance may be less than effective when faced with extreme pressures for development because it has no legal binding assurance of permanent protection: it is advice. As with education, technical assistance is a technique which aids and complements other ways of protecting rural historic districts.

Private Conservancies: Private Conservancies include land trusts and other non-profit organizations established to own land and interests in land for specific conservation purposes. They may desire to maintain rural open space, on the one extreme, or provide parks in the inner-city, on the other extreme. These groups may serve as intermediaries between the landowner and the Federal government. As tax-exempt organizations, they are able to receive donations of land, interests in land, monies, and securities. Acquired land may either be managed by the organization, or transferred to another party with certain restrictions applied to the use and development of the property. The Nature Conservancy and the Trust for Public Land are two well-known examples of private groups involved in resource protection.

The major advantages that a private conservancy has are flexibility and speed of action as well as protection of the resource while maintaining traditional land uses and private ownership. Furthermore, if the land controls are entered into the deed, these actions reduce the need of the Federal government to acquire land to protect cultural values within the landscape.

Zoning: Most cities, villages, and townships have some sort of zoning ordinance which restricts or controls the density, type, location, and character of private land development within their respective jurisdictions. In areas where reasonable private use of the land may be consistent with the purposes of the park, and with the continued traditional uses of the landscapes, development may not necessarily be incompatible. Often zoning is used

to direct development rather than to restrict it. It may be most effective, therefore, in controlling land use and development adjacent to a park or a rural historic district, rather than within it. This may be especially useful for rural landscapes which extend beyond the park's boundaries. (See discussion of Greenline concept below).

There are many types of zoning, some of which may or may not be effective in helping to protect specific rural historic districts. These include: performance zoning; subdivision regulations; and transferable development rights (TDR). Within the context of a rural historic district, the TDR may present the most promising extension of the zoning concept.

Simply stated, the concept of the TDR separates the development potential of the land from the land itself, and treats it as an item that can be bought, sold, or traded. The TDR concept allows for the transfer of allowable densities from one area of land to another area of land which may be of different ownership and located a distance away.

Within a large area, certain smaller areas are designated as conservation or "sending" areas where development is limited. Other areas suitable for intense development are designated as transfer zones, or "receiving" areas. A rural historic district, for example, may be a "sending" zone, while a town or city, miles away may be a "receiving" zone. The landowner in the city would buy the rights to increase the development potential of his/her land according to the normal development rights for the rural historic district. In this way, the rural landscape is protected, the landowners receive an economic benefit, and the economic potential of the developed land is increased. This change is recorded as a right within the deed, and is thus severed from the property. Once transferred, the development rights remain with the new property in perpetuity.

The advantage of the TDR is that it both protects land and directs growth. Private landowners are directly compensated for restrictions placed on their property. While TDR's are complicated to enact, their potential is great for protecting rural historic districts without acquisition by the Federal Government.

Tax Incentives: Various tax incentives, at the local, state or Federal levels are available to landowners who wish to preserve land resources for future generations. These range from preferential taxation for certain land-uses, to deferred taxation, and even restrictive agreements. Often, land which is used for preferential activities (such as agriculture) may be eligible for deferred taxation, until such time as the land is either sold or taken out of agricultural production. Deferred taxation offers short-range benefits with little long-term promise of continued preferred use of the land.

Another important potential tax advantage may be realized through the donation of interests in land to non-profit organizations. A landowner may donate a conservation easement to a non-profit organization. This may qualify as a charitable contribution. Additionally, land may be sold to a public body at less than its market value; the difference between the market value and the sale value would be considered a donation. The charitable deduction is equal to the fair market value of the donation. Such a deduction will decrease Federal income and future estate taxes since the land or interests in the land will be removed from the estate. Specific tax advantages within each State should be investigated fully to ensure the presentation of all possible alternatives to potential land acquisition.

The Greenline Concept: The Greenline concept seeks to protect land outside of, yet immediately adjacent to, National Park System lands. It has its roots, as a concept, in the English efforts to

preserve areas of the countryside which contain scenic, recreational, or cultural resources and are almost totally privately owned. Under a Greenline plan, local boards regulate private land use, negotiate public access agreements, and acquire small parcels of land for public facilities.

The Greenline concept is used to protect the context of a rural historic district, thereby helping to preserve the district as well. Greenline areas may be used to essentially complete certain authorized parks; to buffer existing parks; to buffer rural historic districts on the edges of parks; to manage recreational facilities in conjunction with rural historic districts; or even to revitalize some districts through selected economic incentives associated with Greenlining.

Protection Alternatives Through the Acquisition of Federal Interest

While cooperation between Federal, state, local, and private interests may often be sufficient to protect a rural historic district, at times it may be necessary for the Federal government to acquire total or partial interest in land to achieve this goal. Conflicts which arise between landscape protection, other park needs, and visitor use may sometimes best be resolved through Federal control. The following techniques suggest a range of federal interest. As with the previous techniques, it may be necessary to employ a variety of these techniques within an individual rural historic district.

Letter Agreement: A letter agreement is a written document in which the non-Federal landowner agrees to inform the National Park Service of any anticipated changes in either the use or ownership of a tract of land. This tool is based upon an understanding that the landowner and the National Park Service have the same concerns about the future of the land. It enables the National Park

Service to comment on the proposed changes, and suggest alternatives if appropriate. The letter agreement is limited by the willingness of the landowner to cooperate with the National Park Service, as well as by the ability of the National Park Service to respond to certain immediate situations.

Cooperative Agreements: A cooperative agreement may be used to protect cultural or natural resources. Simply stated, a cooperative agreement specifies an exchange of services or guarantees the maintenance of certain conditions. A cooperative agreement may exist between a private land owner and the Federal government, or between two Federal agencies.

Typically, the need for a cooperative agreement arises when one party (the landowner) requires a certain action (repair of fences, for example). This action would be undertaken by the other party (the National Park Service) in exchange for formal guarantees that the landowner will thereafter respect the interests of the Federal government for the depreciable life of the improvement. The cooperative agreement, therefore, is a useful vehicle for achieving the goals and needs of both the private landowner and the National Park Service. The same is true when the National Park Service is involved with a cooperative agreement with another agency, whether Federal, state, or local. In many cases (especially with private landowners), the Cooperative Agreement will be augmented by educational or technical assistance. As with other tools for partial acquisition of Federal interests in a rural historic district, the strength of the cooperative agreement lies in the specific personalities involved, and in the ability of the National Park Service to monitor compliance on the part of the landowner.

Cooperative agreements may be especially useful when there is a desire to fulfill specific goals of the National Park Service (such as material conservation) while at the same time desiring to

respect the rights and privileges of the individual non-Federal landowner.

Lease: In some instances, the National Park Service may desire to lease non-Federal lands to protect specific cultural resources. This may be accomplished either under a long- or short-term lease which allows the National Park Service to undertake specific improvements in the resource. In the case of rural historic districts, the National Park Service may desire to maintain woodlot management techniques, for example, which the landowner is unwilling or unable to sustain. The woodlot management may be necessary to protect agricultural land which is completely under Federal jurisdiction.

Leases are useful when Federal interest cannot otherwise be acquired, or where that interest is expected in the future. As with cooperative agreements, leases may provide long-term, but not permanent, solutions. As with any temporary condition, the control of the property will eventually revert back to the landowner.

Easements: Property ownership includes a variety of rights which may be envisioned as a "bundle of rights." This "bundle" usually includes the right to develop land, farm, extract minerals, cut and harvest timber, and exclude others from the property. These rights, either individually or as a group, can be separated and leased, sold or donated to other parties. Easements are used to convey only certain property rights from one party to another.

Easements fall into two broad categories: Positive easements (those which allow something to happen), and negative easements (those which restrict something from happening.) A positive easement, for example, may give a right of access, while a negative easement may restrict construction or change to a building or landscape component. A common form of a positive easement, one which permits the public to pass through private land, is often used to accommo-

date the needs of neighboring landowners and may be an effective tool for allowing visitor access to certain areas of a rural historic district. Negative easements, on the other hand, are often used to control development on sensitive areas within a park. Easements are extremely flexible: they may be for a definite period, or may be recorded in perpetuity in the deed; they may be intricately detailed, or sufficiently general. They can be written to fit the goals of the National Park Service, the concerns of the landowner, and the demands of the resource.

Easements are effective when some but not all rights of ownership are necessary or desirable to achieve the protection of the rural historic district. This effectiveness is further enhanced when the private landowner desires to retain ownership and to continue uses that are compatible with the general management goals of the park.

The primary concern about the use of easements is enforcement of the easement provisions. This may require staff time, funds, and training to appropriately monitor the terms of the agreement. As has been shown in various cases, the terms of the agreement may not be fully understood by the landowner, as well as by the representative of the National Park Service. In large areas where there are a variety of easements, this may be further complicated by the use of different easements for each tract of land. One landowner may allow or require certain provisions, while an adjacent landowner may require different provisions. Although the property line is clear on a map, the distinction in the landscape may be poorly delineated. In practice, then, it may require extensive monitoring to recognize when one landowner is complying with the easement provisions and when another landowner is not.

A major concern when considering the use of easements is their cost relative to fee acquisition which may approach 85 to 95% (or more) of the fee value. The

easement appraisal is usually based upon the concept of the "highest and best use." In many cases this is considered to be a residential subdivision. In essence, the easement value is a reimbursement to the property owner for not using the land for its highest and best use. The assumption is that, were it not for the National Park Service interest, the landowner would use the land for the highest and best use. This concept may be challenged, especially in cases where the tracts to be considered are small or otherwise not suitable to a generalized "highest and best use."

There are at least five types of easements, not mutually exclusive, which may be employed to protect rural historic districts or specific rural landscape components within these districts. A combination of these easements may be the most effective way of protecting large districts where there are many landowners.

Zoning easement: A zoning easement allows construction of additional structures, or other alterations, in accordance with local zoning in effect at the time of the negotiation of the easement. In effect, it freezes the zoning of the property at that point in time. While this type of easement permits limited development, it will guard against zoning variances which may alter the character of the district. Additionally, it guards against future changes in zoning designations for segments of a rural historic district. While a zoning easement is often a useful tool, it may prove to be of limited value in areas of the country where zoning in rural locations itself is limited. On the other hand, any violations of this easement would also be a violation of local zoning regulations, thereby increasing the probability of enforcement.

Scenic easement: A scenic easement prohibits certain development or construction activities to preserve a specified scene or vista. A scenic easement may specify, for example, that

an agricultural "scene" must be preserved, rather than specifying the activities which cannot take place. Scenic easement provisions can range from large-scale concerns ("the agricultural scene"), to intermediate scale concerns (cropland or pastureland) to detailed concerns ("no dogs allowed").

Often, scenic easements will specify the appropriate level of maintenance for various landscape components within a rural historic district. It may require periodic painting of structures, for example, proper pruning of an apple orchard, or repairing a fence. In cases such as these, a scenic easement is more effective when accompanied by technical assistance from the National Park Service.

As with other easements, a scenic easement requires a high degree of monitoring by National Park Service personnel, and may often involve the interpretation of specific easement agreements or clauses. To reduce the possibility of future conflict between the landowner and the National Park Service, a scenic easement should be as specific as possible.

Historic Preservation Easement: An historic preservation easement is substantially the same as a scenic easement, with one major addition: it often requires that any work done on a historic structure be undertaken in accordance with the Standards in NPS-28. In rural historic districts, an historic preservation easement should also require compliance with the "Standards for Managing Historic Rural Landscape Districts," which appear earlier in this chapter.

An easement which requires the landowner to comply with these Standards will be most effective when accompanied by appropriate educational and technical assistance. This will require that park staff possess appropriate expertise in this field to properly draft and enforce the terms of the easement. An acceptable option, in this case, is to work

closely with personnel from regional offices, the Denver Service Center, the Washington Office, as well as local, county, regional, or state historic preservation office personnel.

Agricultural Easement: An agricultural easement, like the historic preservation easement, is based upon the scenic easement. It includes, however, a more detailed description of acceptable activities, and generally pertains to agricultural practices, such as: appropriate crops and rotations; fertilizers, herbicides, and pesticides; soil conservation; irrigation; and general farm practices.

Unlike other negative easements which restrict certain land development or uses, the agricultural easement may positively encourage cooperation between the private landowner and the National Park Service to enhance the agricultural viability of the landscape. An agricultural easement may provide a means for a landowner to be compensated for development rights as well as any reduced crop yield which can be directly attributed to the easement restrictions. In some instances, cooperation with the Department of Agriculture may be appropriate.

The effectiveness of the agricultural easement will be enhanced through providing technical assistance, preferably prior to the negotiation of the easement itself.

Positive Easement: Unlike the other four easement types discussed above, the positive easement allows for the use of private land for specific park purposes. These purposes should comply with the General Management Plan for the park, as well as the specific management plan for the rural historic district.

Some examples of positive easements would allow for: trails; establishing, maintaining, and protecting vegetative management zones along scenic roads; the installation of directional signs for visitors; or crossing land on existing roads or paths to gain access to

Federally-owned property. In all of these cases, the easement requires the landowner to allow an activity, on the part of the National Park Service or the visitor, rather than have the landowner's activities restricted. As with other easements, the terms and conditions of the easement need to be clearly delineated and understood by all parties involved.

Partial Acquisition: Careful consideration should be given to the understanding that land areas to be protected do not always coincide with property boundaries. A rural historic district may encompass many landholdings, or may be merely part of one tract. In the acquisition of Federal interest in the land, it may sometimes be appropriate to acquire only part of the holding. This will reduce the Federal cost and involvement, and will also serve to generate greater cooperation between the landowner and the National Park Service.

In this alternative, consideration should be given to the resources of the rural historic district, and their evaluation, rather than being limited by a legal description. In some cases, acquisition of partial easements may provide to be the most effective techniques for protecting the landscape. Partial acquisition may or may not involve fee acquisition.

Fee Acquisition: Fee acquisition of land may be either by individual tract or may encompass the entire rural historic district. In many parks, the district will already be under the jurisdiction of the National Park Service. In cases where it is not, fee acquisition may be required for any of the following reasons: when active National Park Service management is required to preserve the rural landscape components which define the district; when land is owned by individuals who do not wish to sell less-than-fee interests; when the landscape and its components cannot be protected in accordance with park purposes by other methods, or when those alternatives would not be cost-effective.

Owners of improved properties which have been acquired in fee may sometimes be entitled to retain use and occupancy of the improvement (i.e., building or farmstead) along with a designated portion of land necessary to enjoy the improvement. The period of this retained interest can be for a fixed term, (sometimes up to twenty-five years), a life estate, or have no limitations, depending upon the enabling legislation for the park. During this retention period, the private property owner assumes all responsibility for the protection, maintenance, and upkeep of the property. Other techniques, such as scenic easements, may be part of the specific conditions of a use and occupancy agreement.

Leaseback: This technique, when used in conjunction with fee acquisition, allows for full federal interest in land which can then be leased to another party. The lease can carry with it certain restrictions to protect the character of the rural historic district and its rural landscape components.

This technique is useful for protecting deteriorated structures or other components which are within districts. After acquisition, the structures or components, can be restored by the government, or by the lessee, if the lease so specifies. This technique is valuable for preservation in a district where the specific tract of land is not directly required for use by the National Park Service. Public access may or may not be allowed, under the terms of the lease. Leaseback can also serve as an interim measure to protect resources which will ultimately be directly managed by the National Park Service, but which are presently more effectively utilized by the non-Federal user. This provides one of the most cost-effective means of protecting rural historic districts (and other cultural resources) while minimizing the impact on the character of the district.

Sellback: Sellback entails the purchase of property by the Federal

government, improvement of the property, and sale to a non-federal buyer with certain deed restrictions attached. It is similar to a leaseback agreement, in that the Federal government buys property for the expressed purpose of properly managing it, but is not directly involved with maintenance. Sellback may also be used when a landowner is unwilling or unable to sell less-than-fee interest in the property.

Methods of Acquisition

There are a variety of means through which the Federal government may acquire land or interests in land. These may be used in conjunction with each other within a rural historic district. The determination of which method to use will depend upon available resources, current ownership of land, and various legislated mandates. The following methods of acquisition are available to the National Park Service and the Federal Government, depending upon individual circumstances:

Purchase: Purchase involves the acquisition of land or interest in land through the use of donated or appropriated funds. Purchase is normally undertaken for the fair market value of the property.

Withdrawal from the public domain: Withdrawals from public domain normally require specific direction from Congress.

Transfer from other Federal agencies: Transfer from other Federal agencies also requires specific direction from Congress.

Donation: Land can be donated to the National Park Service, on behalf of the Federal government. The Internal Revenue Code allows for certain tax benefits for the donation of land or interests in land for approved activities. Additionally, donation of less-than-fee interests may be offset by a reduction in local or state property taxes.

Bargain Sale: This is similar to a donation, and occurs when a landowner wishes to sell land to the Federal government at less than full market value. This is especially suited to landowners who desire a tax benefit from donating their property to the government, but cannot afford a full donation. It thus provides the landowner with a tax deduction, some capital, and a reduction in capital gains taxes. Since Federal land acquisition personnel are prohibited from engaging in financial planning activities, property owners should be advised to seek private counsel and tax advice prior to donating property or interests in property.

Exchange: Land may be exchanged with private owners or with other Federal or non-Federal agencies. Through this method, the National Park Service may identify critical areas of a rural historic district, and exchange that land for other lands outside of the district.

Condemnation: Through its power of eminent domain, the Federal government has the authority to acquire property through the Federal court system when that property is required to fulfill the mandate and established mission of a park. This judicial process assures the landowner just compensation when private land is acquired for park purposes. In the protection of a rural historic district, this is clearly a means of last resort.

Each of the acquisition techniques described briefly above should be investigated in detail prior to their implementation within any rural historic district. Pertinent state and local legislation should also be considered, as well as opportunities to protect these resources through means other than acquisition.

CONCLUSION

The cultural resource management component of the GMP for the park should include a guide to the protection of the rural historic district. The plan should outline various methods to be employed for protection, as well as the specific activities to be monitored. After the development of the GMP, however, there are a number of activities which should be undertaken to ensure the protection and proper management of the District. These include:

- monitoring change to provide for the proper use of management tools and continuance of the cultural landscape character;
- identification of new problem areas, so that they can be appropriately addressed;
- evaluating the effectiveness of the management plan in fulfilling its stated goal of resource protection; and
- updating and revising the plan, on a regular basis, to respond to new areas of concern and problems which were inadequately addressed in the original plan.

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VI. Cultural Landscape Report

The Cultural Landscape Report (CLR) identifies, evaluates and determines appropriate management options for cultural landscapes, i.e. historic sites, historic scenes, historic landscapes, and historic rural landscapes. The purpose of the CLR is to collect and present documentary and field survey findings and to propose options for management. The CLR includes four sections: administrative data; documentary data; field survey data; and analysis and recommendations.

1. Administrative data: The first section is prepared by or with the park superintendent. It should contain: the name and location of the cultural landscape; identification of the planning document proposing the treatment; a summary of agreements (leases, cooperative agreements, etc.) bearing on the proposed treatment; and a justification of the proposed treatment. It should also include recommendations for the documentation, cataloging, conservation, and storage of any objects, documents, records, photographs, negatives, and tapes collected or produced as a result of the report.

2. Documentary data: The second section is prepared by a social historian and includes an analysis and summary of pertinent documentary material. It contains: the historical significance of

the cultural landscape; an evaluation of the landscape's integrity; and a draft nomination for the National Register of Historic Places, if appropriate.

3. Field Survey Data: The third section includes an analysis and summary of the field survey data, prepared by a historical landscape architect with the assistance of (1) a social historian, (2) a cultural geographer, or (3) an anthropologist. It contains: a visual and written description of the cultural landscape with maps, drawings, photographs, and diagrams; a description and record of existing conditions; the identification of primary contributing landscape components; and an evaluation of any potential threats to the integrity of the cultural landscape, either through addition, removal, or alteration of any landscape components.

4. Analysis and recommendations: The fourth section includes an analysis of proposed management alternatives and specific recommendations, prepared by appropriate cultural resource specialists. It should contain: identification of the primary and preferred uses for the cultural landscape; identification of various management options appropriate for the landscape; identification of compatible and incompatible contemporary uses; design guidelines; recommendations for proposed density and intensity of use; recommended levels of

visitor use; recommended maintenance standards; specific treatments for individual landscape components; cost estimates and proposed schedule to carry out recommendations; recommendations for future study, if necessary, in support of the proposed management options, with suggested sources.

During the course of research for the Cultural Landscape Report, it may be economical or desirable to gather data not specifically needed to support the proposed management option(s). Such data on any landscape component, structure, inhabitants and/or furnishings may be useful for interpretive or other purposes. When such is the case, the park should program for a Historic Resource Study, Historic Structure Report, and/or Historic Furnishings Report in conjunction with the Cultural Landscape Report.

Appendix A

Standards for Managing Cultural Resources (NPS-28)

A cultural resources management program must be prepared for every park and reviewed on an annual basis.

The scope of the cultural resources information base for a given project is determined by the task. The goal is to identify and evaluate the cultural resources within a planning area to the degree necessary to plan actions and assess their probable impacts.

The geographical limit of the archeological resources information base necessary to determine resources' significance may extend well beyond the boundary of the planning area. This is because the significance of archeological resources requires an understanding and knowledge of the regional or subregional context within which the resources exist.

The condition of cultural resources subject to natural and human impacts will be systematically and professionally monitored, documented, and evaluated so that appropriate recommendations for their preservation or salvage can be implemented.

All undertakings that may affect cultural resources must be reviewed in advance by regional cultural resources specialists to ensure that all feasible planning or design measures are taken to

avoid or minimize impairment of those resources. Unavoidable adverse effects must be mitigated in accordance with the requirements of this guideline.

Any area that will be affected by construction, human use, or natural erosion must have a complete inventory of cultural resources as defined by section 110(a)(2) of the National Historic Preservation Act (amended 1980). This inventory should cover a sufficient area to develop a full and accurate information base upon which least-impact alternatives can be planned.

All resources must be evaluated using the criteria for the National Register of Historic Places. Park resources that qualify for national historic landmark designation must be specially identified for consideration as landmarks. National Register procedures are found in 36 CFR 60.

All proposed and current cultural resource treatment (preservation/stabilization, restoration, reconstruction, historical furnishing, adaptive use, neglect, removal, etc.) must be in a park's general management plan or cultural resources management plan and then programmed into the park program for accomplishment.

Cultural resources preservation guides and maintenance guides are to be completed and followed by each park. Pending their completion, preservation treatment must be conducted in accordance with the preservation maintenance standards in this guideline.

All treatments and actions must be consistent with relevant National Park Service management policies, with the standards and guidelines in this document, and with approved planning documents.

Reports, studies and other narratives, documented maps, drawings, photographs, and museum records of park cultural resources shall be prepared with sufficient accuracy and coverage, with as many pages as necessary, to meet relevant planning and management needs.

Interpretation of cultural resources shall be accurate, relevant to their significance in relation to park themes, and consistent with the preservation of their integrity. See NPS-6.

Appendix B

Glossary

Continuity - refers to the quality of being uninterrupted in time. Retaining general organization of field patterns shows a high degree of continuity in an agricultural landscape, for example. A sense of continuity is a positive quality of a rural historic district.

Cultural or historic scene - a micro-environment where where a significant historic event occurred. Frequently, there are associated structures or other tangible remains. In historic areas, such remains often are the most significant physical resource of the park. The cultural scene is of importance in providing the context for understanding and interpreting the events, ideas, or persons associated with the park. The historic scene is always present in historic parks, although its integrity may be severely diminished because of intrusions such as nearby developments, inappropriate plantings, or lack of maintenance.

Cultural landscape - a geographic area, including both natural and cultural resources, including the wildlife or domestic animals therein, that has been influenced by or reflects human activity or was the background for an event or person significant in human history.

Drastic change - suggests a sudden alteration of a landscape. In an extreme example, a volcanic eruption is an event attributed to nature. Human action, as well, may trigger a drastic change, such as a carelessly tossed match in a forest, or rapid changes in land-use in a rural area.

Heritage theme - refers to major forces or aspects of our culture as viewed from a historical perspective.

The National Park Service and National Historic Landmarks Program use a thematic framework to classify our Nation's history into broad themes, subthemes and facets. Several of these areas, such as "The Farmers' Frontier", identify aspects of the rural environment as being significant.

Historic landscape - important for form, layout, or its designer, or for all three. Significant persons or events are not the primary reason for its preservation, although both may be relevant. With historic landscapes, as with historic structures, attention to detail is of importance.

Historic significance - is meaning or value ascribed to an object, building, structure, site, district, or landscape. The National Register's criteria, A, B, C, or D, are used to determine relative historic significance of a property.

Historic site - not always relevant to historic structures or remains. The event or activity that occurred has imbued a particular piece of ground with significance that warrants preservation of the historic appearance of the landscape, in so far as possible.

Incremental change - refers to a gradual modification of a landscape, either by natural or human action. Less noticeable impact over a period of time is a characteristic of incremental change. Evolution of a rural historic district may have little negative affect upon the integrity of the landscape.

Integrity - as defined by the National Register, is the authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's historic or prehistoric

period. If a property retains the physical characteristics it possessed in the past then it has the capacity to convey association with historical patterns or persons, architectural or engineering design and technology, or information about a culture or people. A historic resource is considered to possess integrity in at least two of the following seven ways: location, design, setting, materials, workmanship, feeling, and association. When evaluating rural historic districts, the entire landscape as well as individual components should be evaluated for degree of integrity.

Interpretive value - is the meaning and value the landscape has to potential visitors for scientific, educational, or recreational purposes. Compared with historic structures, few rural landscapes have been preserved for their interpretive value. When they have been preserved appropriate interpretive methods have often been overlooked.

Landscape quality - refers to characteristic attributes of a landscape. These attributes often describe the material component's relationship within the physiographic and exological setting, such as a rural hamlet nestled within a valley.

Landscape value - describes the relative worth of a landscape and its components to past and present generations. Although this report addresses historic value, other values are inherent in a landscape, such as scenic, ecological, recreational, interpretive or economic values, for example. Prime agricultural land near an urban area, for example, may be conserved for several landscape values.

Management agreements - refers to a set of options which are used between landowners and the National Park Service or other organizations in order to retain certain interests of the land in an agreeable partnership. Generally, they are used to encourage positive or discourage negative actions.

Rural landscape - a geographically definable area, possessing a significant concentration, linkage, or continuity of landscape components which are united by human use and past events or aesthetically by plan or physical development.

Scenic value - refers to the worth placed on a natural or cultural landscape as determined by a viewer's or evaluator's perception of it. Often this perception has a tendency to be subjective rather than objective. Scenic value can apply to the entire landscape or the interrelationships of individual components.

Sociocultural landscape - characterized by the use of contemporary peoples. These uses may include subsistence hunting and gathering, religious or sacred ceremonies, and traditional meetings. This is a difficult resource to manage because its significance is derived from human interaction with or consumptive use of the natural environment. To effectively manage the area, the park manager must assure perpetuation of the resources, should afford contemporary groups or individuals the opportunity to continue their traditional uses, and must provide for the general park visitor.

View - is an unobstructed line-of-sight from a specific location to a landscape or portion of it. A viewshed refers to a sequence of views from a given vantage point.

Wilderness - describes a wild, comparatively uninhabited, uncultivated region. These landscapes are not considered, by definition, to be cultural landscapes. They could, however, be adjacent to cultural landscapes within or external to a park unit. Wilderness landscapes may also have significance ascribed to them by cultural groups, even though they are not inhabited, altered, or modified.

Appendix C

Information Sources

In developing a thorough Cultural Landscape Report for a rural historic district a number of sources should be consulted to provide necessary information, in addition to the cultural resource staff in the National Park Service regional offices. The following source list should provide the preliminary framework in conducting a study; however, every source which should be consulted is not included in this list. A new program, or a source unique to a region may be found to be rich with useful information but has been overlooked in this general outline.

The source list has been divided into these categories:

1. Federal agencies
2. National organizations
3. Statewide sources
4. Libraries
5. University programs
6. Local sources

Specific information or services available from sources are noted in parenthesis.

1. FEDERAL AGENCIES

Advisory Council on Historic Preservation

1100 Pennsylvania Avenue, N.W.

Washington, DC 20005

(reviews and comments on federally assisted projects affecting properties listed in, or eligible for the National Register)

National Archives and Records Service

(General Services Administration)

8th and Pennsylvania Avenue, N.W.

Washington, DC 20408

(maps, photographs, drawings, records and documents are stored in Library of Congress. Copies can be obtained for much of the material)

Cartographic Section

Washington, DC 20408

(specializes in early historic maps and aerial photographs)

U.S. Department of Agriculture

12th and Independence, S.W.

Washington, DC 20013

Aerial Photography Division (East), USDA

45 French Broad Avenue

Asheville, North Carolina 28802

(provides ASCS and SCS aerial photography to public)

Aerial Photography Division (West), USDA

2505 Parley's Way
Salt Lake City, Utah 84102
(same as East Division)

Agricultural Research Service

12th and Independence, S.W.
Washington, DC 20013
(conducts a range of agricultural research, such as crop productivity and pest management)

Agricultural Stabilization and Conservation Service (ASCS)

12th and Independence, S.W.
Washington, DC 20013
('on-the-ground' agency that works directly with farmers at county level)

Aerial Photography Field Office

2222 West 2300 South
Salt Lake City, Utah 84125
(black and white aerial photographs of agricultural lands are available. County offices may have 35mm color aerial photographs.)

Extension Service

12th and Independence, S.W.
Washington, DC 20013
(outreach branch of USDA - disseminates information from various agencies through county offices.)

Farmers Home Administration (FmHA)

12th and Independence, S.W.
Washington, DC 20013
(provides loans to businesses and individuals in rural areas)

Forest Service

12th and Independence, S.W.
Washington, DC 20013

Forest Service Engineering Staff,
Cartographic Unit

P.O. Box 2417, Washington, DC 20013
(maps available of Forest Service lands)

Forest Service Office of Information

P.O. Box 2417, Washington, DC 20013
(general information)

Geometronics Service Center

2222 West 2300 South
Salt Lake City, Utah 84119
(provides range of aerial photography needs)

Soil Conservation Service (SCS), USDA
12th and Independence, S.W.
Washington, DC 20013
(technical assistance in soil and water conservation, natural resource surveys, and rural community protection and development)

Cartographic and Remote Sensing Division
Hyattsville, Maryland 20251
(provides range of aerial photographs, maps and natural resource surveys)

U.S. Department of the Interior
Washington, DC 20242

Bureau of Land Management (BLM)
Washington, DC 20242
(emphasis on management of natural resources on BLM lands. Technical assistance available.)

U.S. Geological Survey
Washington, DC 20242
(continually revises large scale maps showing topographic, vegetative, cultural features and place names for US.)

EROS Data Space Center
Sioux Falls, South Dakota 57198
(Landsat imagery, infrared and color aerial photographs)

National Cartographic Information Center
507 National Center
Reston, Virginia 22092
(historic and out-of-print map reproductions, land-use maps, Landsat imagery, aerial photographs)

2. NATIONAL ORGANIZATIONS

Alliance for Historic Landscape Preservation
634 Louisiana Avenue
Baton Rouge, Louisiana 70802
(interdisciplinary organization concerned with landscape preservation issues. Shares information through annual meetings and publications)

American Farmland Trust
1717 Massachusetts Ave., NW
Suite 601
Washington, DC 20036
(disseminates information on safeguarding agricultural farmlands)

American Land Forum

1025 Vermont Avenue, N.W.

Suite 1105

Washington, DC 20005

(researches and publishes information on land-use issues)

American Planning Association

1776 Massachusetts Avenue, N.W.

Washington, DC 20036

(sponsors educational programs and prepares publications)

American Society of Landscape Architects

1733 Connecticut Ave., N.W.

Washington, DC 20009

(publishes information on landscape preservation issues)

Association for Preservation Technology

Box 2487, Station D

Ottawa, ON, Canada K1P 5W6

(improves historic preservation activities in North American through publications, conferences, educational programs and research)

The Conservation Foundation

1717 Massachusetts Avenue, N.W.

Washington, DC 20036

(concerned with the protection of natural resources; educational programs and publications on environmental issues, and land use.)

National Rural Center

1828 L Street, N.W.

Washington, DC 20036

(information clearinghouse on rural issues; conducts research and educational programs)

National Trust for Historic Preservation

1785 Massachusetts Avenue, N.W.

Washington, DC 20036

(provides technical and educational assistance for preservation of historic and cultural resources. Sponsors a rural project which focuses on rural preservation issues)

The Nature Conservancy

Suite 800

1800 North Kent Street

Arlington, Virginia 22209

(concerned with preservation of natural areas; conducts research educational and acquisition programs)

The Trust for Public Land

82 Second Street

San Francisco, California 94105

(provides technical assistance for protecting open space; has programs directed towards rural areas)

3. STATEWIDE SOURCES (each state varies considerably)

- A. State Historic Preservation Office
(provides technical assistance in preparation of National Register nominations, and also will be helpful in developing statewide thematic categories)
- B. State Advisory Council on Historic Preservation
(reviews and comments on National Register nominations affecting National Register properties)
- C. Statewide preservation and historical organizations
(educational and technical assistance)
- D. State or regional museums, libraries, archives
(depositories of historical information, may have particular emphasis)
- E. State department of natural resources
(concerned with development, protection and enhancement of natural resources)
- F. State department of highway and transportation
(most rural historic districts have state highways and bridges within district boundaries. Often divisions within the department are concerned with cultural resource management and environmental impact assessment.)

4. LIBRARIES

- A. Regional collections
- B. Collections emphasizing local rather than regional development
- C. University libraries
- D. Historical societies
- E. Public libraries
- F. Various private libraries
(publications; general books, local books, monographs, periodicals; inventories, files of records, manuscripts, and unpublished studies)

5. UNIVERSITY PROGRAMS

Besides information available at a university library, some universities may provide technical or educational assistance in identifying, evaluating, or managing cultural resources. Interest and support may be found in the fields of American studies, anthropology, architecture, cultural resource management, geography, history, historic preservation, landscape architecture, and planning.

6. LOCAL SOURCES

- A. local abstractors
- B. county records at county tax assessor's office and county clerk's office
- C. local collectors
- D. local historicans
- E. local church libraries or archives
- F. local architects, engineers, lawyers
- G. residents of area
- H. local newspaper files
- I. real estate firms
- J. local college or high school
- K. local clubs and organizations

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