

CRM Bulletin

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Threatened Cultural Resources (Part 1)

Edwin C. Bearss

Six months have passed since the January 29, 1988, *Washington Post* announced that the Hazel/ Peterson Cos., of Fairfax, VA, and the Edward J. DeBartolo Co., of Youngstown, OH, had agreed to construct a 1,200,000-square-foot shopping mall on the William Center tract adjacent to Manassas National Battlefield Park. Although the 542-acre William Center tract was not included, at the request of the Prince William County Board of Supervisors, in the 1980 legislation authorizing the expansion of the park, the tract includes lands intimately associated with the Second Battle of Manassas.

Among these sites are: (a) the commanding position on Stuart's Hill from where Gen. Robert E. Lee directed the fabled Army of Northern Virginia on August 29 and 30, 1862, as it gained one of its most sweeping and memorable victories; (b) on this tract, screened from Union soldiers' view, Maj. Gen. James Longstreet formed part of the corps and from it Hood's division made its forced reconnaissance on the evening of the 29th that led Federal Maj. Gen. John Pope to make a fatal and mistaken estimate of the situation; and (c) the area from which Longstreet's troops made their "sledgehammer-like" attack on the late afternoon of August 30 that resulted in the defeat of Pope's army and its retreat into the Washington defenses.

The bitter "Seventh Battle of Manassas" has forged a formidable coalition—of historians, Civil War buffs, preservationists, environmentalists, landowners, and those in the general public championing slow growth and good planning—that has carried the problem of protection of nationally significant parklands into the halls of Congress and the Executive Branch (see "Capitol Contact" in this issue). The outcome of the "Seventh Battle of Manassas" is in doubt, but it can be hoped that the solution will be an important precedent for historic preservation and rational land use zoning.

Although Manassas is at the center of the storm, the visual integrity of other nationally significant Civil War sites is likewise imperiled. A survey of certain of these parks follows.

Antietam National Battlefield

Of all the Nation's battlefields, Antietam and its setting is the most striking. A Civil War soldier would experience no difficulty in recognizing this landscape—that turned red on September 17, 1862. But there are threats to this bucolic and historic scene. —GS Communications, Inc., a cable franchise based in Frederick, MD, proposes construction of a 160-foot microwave reception and transmission tower on Red Hill, less than one mile from Bloody Lane—the center of the Antietam battlefield. If constructed, this tower will be visible from every part of the battlefield and will mar the integrity of the historic landscape at Antietam. —Just outside the park's boundary, opposite the park visitor center, the 64-

acre Richard T. Ward farm is zoned agricultural, which permits residential development at one house per acre. Consequently, nearly 100 houses could be constructed adjacent to the historic West Woods and Dunker Church— scenes of some of the bloodiest fighting in American history. Such an intrusion would cripple the historic ambiance of Antietam. — The 120-acre Grove farm tract, located southwest of Sharpsburg, was the scene of famous Lincoln-McClellan meetings and a renowned Brady-Gardner photograph in October 1862. General Lee's army retreated across this farm and, following the battle, the grounds served as one of the largest combined Union and Confederate field hospitals. A development corporation recently purchased some 12 acres of this farm, fronting Maryland Highway 37, with the intention of "commercializing" the property—i.e., a "Gettysburg strip."

Following a visit to Washington County and the Antietam battlefield, Maryland Governor William D. Schaefer made a commitment to preserve from adverse development the area within the national battlefield viewshed. Coincidentally, the National Park Service, in cooperation with local preservationists, has undertaken and completed a study identifying "critical scenic views" visible from the battlefield. The Service is now redefining the study to include two types of zones. One zone will involve recommendations for rezoning the area adjacent to the park, and a second would provide for a commission to review all changes to buildings within the viewshed.

Harpers Ferry National Historical Park

—A 100-foot cable TV microwave tower threatens the Bolivar Heights battlefield associated with Maj. Gen. T.S. "Stonewall" Jackson's siege and capture of Harpers Ferry (September 13-15, 1862), and site of the largest surrender of U.S.-led troops until April 1942, when the "Battling Bastards of Bataan" laid down their arms. C/R Cable TV, Inc., a sister firm of GS Communications (listed above threatening Antietam), proposes construction of this tower atop Bolivar Heights, within 5 feet of the park boundary. Such a structure will impair not only the battlefield, but also the entire skyline about historic Harpers Ferry. —A farm of 160 acres adjoining the park boundary is for sale as commercial land. This land is a part of the battlefield of Stonewall Jackson's siege and capture of Harpers Ferry. It presently provides a beautiful entrance into the charming and historic Shenandoah Valley. Commercial development obviously will intrude on this scene and threaten the park's integrity and interpretation.

Petersburg National Battlefield

Situated in an urban area, the park's boundaries run in many instances through densely developed zones. The most sensitive area in the park is its most famous site— the Crater, where on the early morning of July 30, 1864, Pennsylvania miners exploded 8,000 pounds of black powder underneath Elliott's Salient on the main Southern defense line. The Yankees had laboriously drifted a tunnel nearly 600 feet to place their charge, the explosion of which killed or maimed hundreds of Confederates and blew others far into the air. In the aftermath of this stunning surprise, thousands of Federals poured through the ensuing gap in hopes of winning a major victory. Momentum dissolved in the Crater, however, and Confederates sealed the breach. Among the Union troops trapped in the chaos of the Crater was a division of black soldiers, who took extremely heavy losses. Their fighting here constituted one of the most gallant and extensive combat encounters involving black troops during the entire Civil War. —Just outside the park boundary, about one-third mile east of the Crater, is a tract on which high-density housing was proposed in the early 1980s. A strong effort by preservationists delayed that potentially destructive development, but the threat persists that development adjacent to this stretch of the boundary will be of a type so dense that large negative impacts will result. The land causing concern is near the site of the 14-gun battery, from which both Lt. Gen. U.S. Grant and

Maj. Gen. George G. Meade, the two ranking Union officers, watched events at the Crater.

Fredericksburg and Spotsylvania National Military Park

The park's greatest need is to establish a legislated boundary. A carefully prepared Land Protection Plan approved in August 1986, after thorough public review, suggests boundary adjustments that would yield a very small net change in acreage. The legislative support data based on that plan is under review within the Department of the Interior.

The countryside surrounding the four battlefields in this national military park lies primarily in Virginia's Spotsylvania county, one of the ten fastest-growing counties in the entire Nation. As a result, threats to adjacent land proliferate almost every week, with potentially enormous impact on historic sites both visually and aurally, as well as in other atmospheric matters. The most notably threatened of many sensitive sites in this group of battlefields are the "Stonewall" Jackson flank attack area at Chancellorsville, and the site of the famous "Lee-to-the-rear" episode involving John Gregg's Texas-Arkansas Brigade at Wilderness. —The park directs Chancellorsville tourers along the winding country road Jackson followed in the dramatic last military maneuver of his life. After completing a daylong march, Jackson lined up his 30,000 men behind the unsuspecting Federals and roared out of the woods to rout them. The park road debouches in a countryside still substantially unchanged since 1863—but one in which no park land whatsoever is preserved. Development pressures inevitably will destroy this scene, making the route leading up to it a road to anticlimax. —The "Lee-to-the-rear" episode occurred on May 6, 1864, when the Battle of the Wilderness had turned against the Confederates as new Union leader U.S. Grant pushed his large army through the thickets against Lee. Lee's famed shock troops of his Texas-Arkansas Brigade threw themselves into the gap after insisting that Lee not risk himself by leading them personally.

The scene of that dramatic episode is preserved within the park, but is situated at the very edge of parkland and within easy visual range of private property scheduled for development. Land directly across the road (within 50 yards) is within the park boundary, although privately held. Diagonally across the road (west and southwest from the scene) the private land scheduled for development is outside the park boundary. Entirely unrestrained building in that direction could all but destroy the "Lee-to-the-rear" site.

Richmond National Battlefield Park

The park's greatest need is to acquire a legislated boundary, which it now does not have. The planning and review necessary to achieve such a boundary will entail considerable work, but it is an almost mandatory prerequisite to proper management of the park.

Richmond National Battlefield Park encompasses many different battlefield fragments from both of the major Union campaigns aimed at capture of the Confederate capital city, waged during the late spring and early summer of 1862 and again in 1864-65. The battle that saved Richmond in 1862 was fought on June 27 through a swamp and the high ground beyond, near Gaines' Mill. After a desperate hours-long struggle failed to break, or even threaten, the strong Federal line on the hillside above Boatswain swamp, the Confederates seemed on the verge of disaster. Near dusk, however, an incredible attack straight into the heart of the defense, led by Brig. Gen. W.H.T. Whiting's division, shattered the Federals and won the first victory for the Confederates' new commander, Robert E. Lee. The ground on either side of the road to the Watt House on Gaines' Mill battlefield remains today like it looked when the Texans, Georgians, Mississippians, Alabamans, and South Carolinians raced across it and died on it in staggering numbers. Fields on one side and woods on the other match the 1862 ground cover, and no development has yet altered the

setting. The potential for harm from development, however, is tremendous; the pressure in that direction builds steadily.

Recent preservation struggles in the area have focused on a site near Gaines' Mill that is associated with the 1864 campaign against Richmond. On June 3, 1864, U.S. Grant threw the cream of his veteran army against Lee in a frontal assault against strong entrenchments around Cold Harbor. Within several hours, more than 7,000 of Grant's men were cut down, without the faintest chance of any success. Land on this battlefield, next to the historic Garthright House (restored by the park), was proposed for intense development during 1987, but that threat is at least temporarily muted, through efforts by local preservationists and the Hanover County government. Dense development in that area would do much to destroy the atmosphere of a major piece of American Civil War heritage.

At Malvern Hill, Service lands embrace less than one-fifth of the area that played a significant role in this savage battle. The lands surrounding the small park acreage retain their historic pastoral character, but with Richmond's rapid urban growth, it will be only a matter of time before these rolling hills and plateaus become a prime target for development.

Friends of Richmond's Civil War battlefields, galvanized into action by a field study and recommendation by the National Park System Advisory Board, have rallied to meet the challenge. The National Park Service, the Commonwealth of Virginia, the City of Richmond, and Chesterfield, Hanover, and Henrico Counties have initiated a joint effort to conserve important Civil War resources in the Richmond area. The goals of this effort are to identify the location and condition of important battlefield sites, buildings, and earthworks, and outline a cooperative strategy to conserve these resources. The project provides an opportunity for public and private interests to protect Virginia's and the Nation's heritage in a way that is sensitive to local economic and social concerns.

The first of many opportunities for individuals, organizations, and public officials to share their concerns and ideas about these issues has occurred at a series of public workshops on June 20, 21, and 29. The purpose of these sessions was to introduce the process for this conservation effort and solicit thoughts and concerns to help guide its progress.

In the Southeast Region, as in the National Capital and Mid-Atlantic Regions, many of the Civil War areas are in proximity to urban areas, and they likewise suffer from varying pressures, including vandalism, requests for use of the areas that are inappropriate, visual impacts of construction or development, and demands for widened or increased transportation or utility corridors through the battlefields or sites. This is particularly critical at Kennesaw Mountain National Battlefield Park in Georgia, where there is a proposal to widen Dallas Road (SR 120), splitting the park and impacting on visitor enjoyment. It is anticipated that there will be requests for additional road projects at Kennesaw Mountain in the next decade. Three other Civil War areas receiving similar urban pressure are Vicksburg, Chickamauga/Chattanooga, and Stones River. A major natural threat to a cultural resource is the ongoing erosion along the bank of the Tennessee River at Shiloh that is threatening the wall of the national cemetery and significant archeological sites. At Abraham Lincoln Birthplace National Historic Site in Kentucky, Sinking Spring, the source of water for the Thomas Lincoln family, is polluted and unsafe to drink. Air pollution and acid rain are impacting on monuments at Andersonville National Historic Site, Chickamauga and Chattanooga National Military Park, Shiloh National Military Park, Vicksburg National Military Park, and other areas.

Editor's Note: We will continue the discussion of threats to national parks in future issues of the CRM Bulletin. Other articles will address similar problems affecting non-Civil War parks and non-cultural parks.

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Another Look: Landscape Perspectives

Cathy Gilbert

In any planning process, perspective and understanding of the resources can significantly impact the direction and strategies for management and interpretation. One example of this impact is evidenced in the growing number of cultural landscape studies undertaken in park units with existing General Management Plans (GMP). Many GMPs completed prior to 1984 do not address cultural landscapes either as part of existing districts, or as individual resources. Yet many historic sites in recreation areas and "natural" parks have significant landscape resources and characteristics that reflect cultural values and adaptations over time. When integrated into park planning, these landscape resources can expand and enhance management options for preservation and interpretation of complex resources.

The 1980 General Management Plan for Coulee Dam National Recreation Area (CODA) in Washington State naturally focused on the recreational aspects of the area. In 1984, however, the park staff at CODA identified Fort Spokane as a historic site within the recreation area that could benefit from "another look" and landscape perspective.

Established in 1880, Fort Spokane was one of the last military forts built in the Northwest to maintain peace and settle potential conflicts between Indians on the Northern Columbia Plateau and white settlers arriving in the area. For almost twenty years, Fort Spokane carried out its mission, creating a significant impact on the social fabric of both groups.

The post was placed on caretaker status when the garrison was called to serve in the Spanish-American War in 1898. The following year, the Colville Indian Agency moved to the fort and established an Indian school and hospital. The facility continued for ten years. From 1914 to 1929 that same agency used the old post as a hospital for Indian children with respiratory diseases.

The fort lay abandoned for the next thirty years. Many buildings were removed and the local farmers used the grounds for crops and grazing livestock. In 1960, jurisdiction of the site was transferred to the National Park Service which maintains the fort today as a historic site within Coulee Dam National Recreation Area.

The Park Service has stabilized and currently maintains four (remaining) historical buildings, and has installed an interpretive walk to help visitors understand the historic site. In addition, 25 foundation ruins, historic circulation patterns and land use patterns are still evident, although ill-defined, in the landscape.

The purpose of the landscape study was to identify significant historic landscape components and develop an appropriate design and management plan that would enhance visitor understanding and use of the site.

Process

The project was conducted over a twelve-week period and was divided into three phases. The first phase included general research and a review of historic materials. A comprehensive survey of the site was completed during this time providing base data for the site as a whole. In the second phase of the project, all findings and historic information were mapped and analyzed. Several types of landscape analysis were used in order to understand the evolution and structural development of the site over several years. Historic base maps depicting major land uses, vegetation, circulation patterns, the arrangement of buildings, boundaries and detail features were prepared for each significant historic period. These maps, along with other materials, were compiled and an evaluation of the landscape was conducted using National Register criteria for significance and integrity. Based on this

evaluation, a landscape plan was prepared for Fort Spokane during Phase Three of the project.

The Plan

The plan reflects aspects of the research findings and site analysis as well as all significant historic landscape components critical for enhancing the readability and coherent character of the historic landscape of Fort Spokane. The design as a whole focuses on reestablishing significant overall patterns rather than isolated components. This was important because, while individual elements are significant, their value in a landscape context lies primarily in the relationships they create, and in their ability to communicate the historic landscape as a whole.

Two major program elements were specifically addressed in development of the plan:

- 1) Expanding interpretive opportunities at the site through enhancement of historically significant features, and
- 2) Expanding the potential for contemporary uses of the site while preserving historic landscape integrity.

These program elements were achieved in the plan in four ways. First, the boundaries of the site were expanded to include areas adjacent to the fort complex used (historically) by the military and Indian Agency; second, all historically significant features identified in the evaluation were located and redelineated on the ground plane; third, all contemporary elements which compromised the historic integrity of the site were removed; finally, and as appropriate, new features and contemporary uses were added to the site which mirrored or enhanced historic site uses.

In order to assume as much design flexibility as possible for the park, a phasing plan was developed as a planning tool for implementation of the plan. Recommendations were grouped to address both general and specific site considerations including buildings and foundations, circulation, plant materials, and other design features.

Since completion of the plan in 1985 the park, in consultation with the region, has been working to implement aspects of the design. The park and region are currently collaborating on the development of a comprehensive plan document to include the design proposal, cost estimates and selected construction details for stabilization and enhancement of foundation ruins, historic fences, boardwalks and gates. The finished document will then be used by the park as the basis for future programming to fund the execution of the plan. It will also be submitted to the State Historic Preservation Officer and the Advisory Council as the basis of a proposed memorandum of agreement (MOA) to facilitate future compliance actions for the site's development. This MOA will be incorporated into the 1980 GMP as an amendment.

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Cultural Resources Management in Natural Areas

North Cascades National Park Service Complex

Stephanie S. Toothman

North Cascades National Park Service Complex (NOCA) is a relatively new area, authorized in 1968. Administered by the Pacific Northwest Regional Office, the complex includes the national park and two recreation areas—Ross Lake NRA and Lake Chelan NRA. The complex has spectacular natural resources—jagged peaks and ridges; alpine meadows; glaciers, snowfields, and glacially sculpted valleys; cascading waterfalls and beautiful lakes. It contains a variety of cultural resources related to historic themes of late nineteenth and early 20th-century settlement and prior U.S. Forest Service management. There are also prehistoric sites and artifacts and natural and cultural resource collections.

Like most post-1966 areas, protecting and preserving cultural resources is mentioned in NOCA's authorizing legislation. By the early 1980s, the demands of establishing the new park complex and handling major issues involving the park's natural resources had largely consumed management's attention. With the exception of an initial compilation of basic history data, inclusion of eighteen structures on the List of Classified Structures, and nomination of several properties to the National Register in the park's early years, little had been done to document or plan for the management of the park's cultural resources. Recognizing this as part of a regionwide assessment of the status of CRM in the Pacific Northwest, the region's Cultural Resources Division developed a four-year program that represented a full-fledged interdisciplinary frontal assault on this problem. The program had four major thrusts: documentation, CRM advocacy, training, and what we call "stretching the budget." In addition, it provided a forum for demonstrating how close cooperation between regional CRM professionals and natural area staffs could overcome many of the obstacles to effective CRM in natural areas.

Documentation

The core of the program involved basic inventory cultural resources: an inventory of historic structures, a historic resources study with all necessary National Register documentation, an archeological overview and base map, a definitive ethnography of the North Cascades, a historic structures preservation guide, and a collections management plan. In addition, cultural landscape inventories have been completed for two sites, a historic structure report for a major building was prepared, HAER documentation was completed for a section of a historic mining trail, an administrative history is nearing completion, and an archeological survey is continuing. Our goal was to provide the superintendent and staff with easy-to-use guides to their historic resources.

As this information has become available, we have seen CRM concerns increasingly receiving attention in NOCA's major planning efforts. Working closely with the park staff, member of the regional Cultural Resources Division staff have assisted with the preparation of XXX forms and related compliance documentation, and in-depth reviews of its first General Management Plan and annual Resource Management Plan updates, 10-238 budget proposals, and environmental assessments. Notification of impending projects with potential CRM implications and preparing required project documentation are two areas in which the park staff has made significant improvements in recent years.

Advocacy

Participating in the planning process has been one avenue for CRM advocacy in the complex. The main emphasis has involved developing a good working relationship between the regional and park staff. The success of this effort has depended on CRM specialists being available to assist NOCA's staff in situations affecting cultural resources, all parties being willing to listen to all sides of a particular issue, and genuine concern and appreciation for the area's natural and recreational resources. We have been particularly fortunate in our selection and placement of project staff in the park. Without exception, their enthusiasm for the area's resources has been contagious, causing many field staffers who were previously indifferent to or ignorant of their cultural resources to view these structures with new appreciation. In fact, some field personnel have become the most aggressive proponents for preserving NOCA's backcountry structures.

Training

The presence of project staff in the field has provided on-the-spot training for the NOCA staff in all areas of CRM decision making. For example, through their work on-site with the project architect preparing the Historic Structures Preservation Guide (HSPG), the crews have gained considerable knowledge of appropriate preservation techniques for the complex's historic structures. A number of formal training opportunities have also been organized or promoted. The former superintendent was encouraged to attend the CRM course at the Mather Training Center at our recommendation; the district manager for Lake Chelan NRA was slated to participate in the same course at its next offering. Other staff members have attended a variety of CRM sessions presented at regional workshops. General and seasonal training sessions on CRM, as well as a specific session on implementation of the new HSPG, have been presented at the park. Reflecting the superintendent's commitment to improving the park's CRM capabilities, the new chief of resource management came to the park with a solid understanding of both natural and cultural resource management concerns. Given the constant turnover of personnel and changing program thrusts, training to maintain a functioning level of staff awareness and concern for cultural resources will be an on-going effort. Our aim is to increase the staff's ability to recognize and choose appropriate strategies for cultural resource projects, while providing them with professional expertise and back-up as appropriate.

Stretching the Budget

Throughout the four years, we have explored every opportunity to stretch our dollars and use the information gathered to produce additional material. For example, information compiled for the Historic Resource Study was used in the Historic Structure Report, the HSPG, and the landscape inventories. A Historic American Engineering Record team already working in the vicinity of the North Cascades was expanded at minimal cost to allow for documentation of three sites within the park. Field trips to gather information for the HSPG were often informal training sessions for park crews in preservation maintenance. An agreement with Seattle City Light, which operates major hydroelectric facilities within Ross Lake NRA, has funded continuing archeological surveys.

During the same period in other parks in the region volunteer projects organized by the region with park support have made significant contributions to documenting cultural resources. Design studios in architecture and landscape architecture from the universities of Oregon and Washington have addressed design problems at Mount Rainier, Olympic and Crater Lake. Student volunteers have compiled a National Register nomination and historic landscape studies. Extensive rehabilitation work on one backcountry structure at Olympic was accomplished largely with the support and labor of volunteers.

As the program at NOCA nears the end, the goals of completing the basic inventory and evaluation of the park's resources, providing the park with workable guidelines for the management of these resources, and training the staff to recognize and initiate appropriate actions to protect these resources in compliance with federal law and NPS policies have been met. We in the region have received and appreciated excellent support and cooperation from the superintendent and staff; they have taught us much about the realities of on-site preservation. Although it would be ideal to have at least one CRM professional on permanent staff in the park, possibly an archeologist- curator who would function as an effective advocate-advisor on CRM issues, we recognize the difficulties caused by the competing priorities for NOCA's budget. Thus, the regional staff is committed to continue to work with NOCA's staff to maintain the lines of communication that have been built and to offer training, professional expertise and whatever other forms of assistance are needed. For all involved in the program, it has been a very gratifying illustration of how the diverse interests and disciplines working within the National Park Service can pull together to achieve our common goal of conserving our natural and cultural resources.

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Cultural Resources Management in Natural Areas

Apostle Islands National Lakeshore

Kathleen Lidfors

In 1980 the Apostle Islands National Lakeshore was ten years old. An active baseline research program was in progress under the direction of the park ecologist. By this time it was evident that the Lakeshore's cultural resources were numerous and significant, including five historic light stations, three brownstone quarries, several island fishing stations, farmsteads, and logging camp sites, as well as prehistoric and contact period archeological sites. A park historian was hired to further develop cultural resources research and prepare the park's Cultural Resources Management Plan (CRMP)

Within a year, Superintendent Pat Miller had established the Resources Research and Planning Division with the park ecologist and historian and one seasonal position to assist in field data collection. The superintendent's philosophy was that systematic research must precede planning, and that detailed action plans for each of the major natural and cultural resources should be developed by the close of the Lakeshore's second decade. Because natural and cultural resources are so closely related at the Lakeshore, both functions were combined in one division to assure that dialogue would occur, data would be shared, and all plans would serve the best interests of park resources.

The park historian's role was focused on planning, with research an essential function on which planning would be based. Although the park historian does none of the primary research, much research is also contracted or coordinated through the historian's office. However, for the conceptual development and writing of action plans, the superintendent was committed to "in-house" production, believing that no one can make better decisions on behalf of park resources than qualified park staff.

The first project for the Lakeshore historian was to develop a thematic framework for Apostle Islands cultural resources, identify inventory, research, and fabric needs within that framework, establish priorities and prepare the CRMP.

Action Plans

With this broad superstructure in place, it was possible to move on to preparation of detailed implementation plans for each theme or type of cultural resource represented in the Lakeshore. Because historic resource studies had not been funded, these documents combined the baseline research—both field and archival—needed to underpin site-specific planning, management recommendations, and detailed actions for implementation. A basic premise of the thematic approach was that not all sites of a given resource type need the same level of preservation or interpretation. The implementation plans were to provide a rationale for priorities and treatments which was consistent with NPS cultural resources management policies and with the overall direction of development and management planning within the Lakeshore.

The first of these action plans focused on the four historic sandstone quarries of the Apostle Islands. Prepared as a definitive "manual" on the Lakeshore's historic quarries, the plan presents existing historical and field data on the sites; it charts future preservation, visitor use, and interpretation goals and priorities; and it prescribes specific management actions in sufficient detail that it can provide the basis for 10-237s and other budget documents.

The plan was reviewed and refined at the park staff level—an integral part of the process. At this point, the historian-as-researcher/ planner turned advocate to establish a consensus for the goals of the plan among diverse interests— natural resources, interpretation, and maintenance. The plan then went on to regional review and final approval by the regional director. The Lakeshore had met its documentation and planning needs for a major cultural resource for the foreseeable future. A year later a similar document was prepared and approved for the park's historic logging sites. Additional plans will be developed at park level for historic island farm sites and submerged cultural resources.

This is not, however, an argument for bypassing historic resource studies or any of the major cultural resources planning documents. The in-house documents have met critical needs in the early developing years of the Lakeshore and should continue to provide direction and information for years to come. Yet, the resource is not as exhaustive as what good historic resource studies would provide, broad context for interpretation is often sacrificed to particularity, and field recording and mapping of historical archeological sites is at a paraprofessional level. The point is, Lakeshore development has not moved ahead of cultural resources planning.

Kathleen Lidfors recently transferred from her position as historian at Apostle Islands National Lakeshore to the Alaska Regional Office where she is currently regional historian.

The Wyoming Territorial Prison Restoration: A Joint Venture in Planning and Cooperation

David Kathka

It is an impressive, buff colored, limestone building with windows trimmed in red sandstone. Its two stories, 8,000 square feet, and 36-inch thick stone walls prove a formidable obstacle to the wind that beats against it almost daily. As you approach it, however, its state of disrepair becomes obvious. The south wall is propped up and the interior is gutted. Livestock, cattle and sheep were only recently evicted from the building. This great stone building and several of the other smaller wood frame buildings adjacent have an interesting history. For the past 80 years the University of Wyoming has trained agriculture students and conducted research on farm animals in these buildings, but before that some of Wyoming's most infamous people called this place home. The Wyoming Territorial Prison was among the earliest structures on these plains. Now, in an impressive display of government and private sector cooperation, the Wyoming Territorial Penitentiary is being restored and will soon be part of one of the premiere historic parks in the Rocky Mountain West.

When the energy-driven Wyoming economy tumbled in 1982, a number of Wyoming citizens sought ways to diversify and strengthen what was left. Since tourism was the state's number two industry, it became a focal point for potential development and people began looking at their surroundings in a new light. They began to ask what they had to offer potential visitors to the state. It was natural for residents of the southeastern Wyoming town of Laramie to think about their roots in western history. So, in 1983, when the Laramie Motel Association saw the old prison buildings adjacent to Interstate 80, an idea began to form. The Association contacted the city government in Laramie and the Director of the Wyoming State Archives, Museums and Historical Department and suggested that the prison be restored as a historic site and that the area adjacent to the site—about 100 acres of trees, grasses, marsh and the Laramie River—be developed as a historical park/recreation area.

Joint Venture

Because the concept would require expertise in a variety of areas and because of the financial limitations, it was agreed from the beginning that the project would have to be a joint venture that would combine the best efforts of local and state agencies with private sector interest. In April of 1984 an *ad hoc* committee under the aegis of the Laramie Chamber of Commerce met to begin planning for the creation of a state historical park with the prison as its centerpiece. The committee included representatives from a variety of entities. The City of Laramie was represented as was the University of Wyoming (the present owner of the property); the Wyoming Recreational Commission; the Wyoming State Archives, Museums, and Historical Department; the Laramie Chamber of Commerce; state legislators; and the Laramie Motel Association. The Committee for the Preservation of the Wyoming Territorial Prison developed a "Statement of Beliefs" to guide the planning efforts. The "Statement" established the committee's support for preserving and restoring the Wyoming Territorial Prison while maintaining the prison's historical integrity. It also committed to developing the site as part of a state park with a historic theme. From the beginning all partners had a clear understanding of direction and all planning that followed recognized the parameters.

The first step after establishing the concept was the preparation and publication of a structural report on the stone building that constituted the original prison. With a \$2,000 grant from the Wyoming Recreation Commission an architectural engineer and a preservation consultant were engaged to do the study. They concluded that the prison, listed on the National Register of Historic Places since 1978, was significant "for its connection with the personalities that shaped Wyoming's past," including such outlaws as Butch Cassidy, "Big Nose" George Parrott, and Mary Powell; for its role in the early history of Laramie; and for the fact that it was one of only three Federally-constructed prisons in the western region and the only one in which most of the original structure has been preserved. Finally, the report noted that the property had great potential as a combined historic site and recreation area. Its location adjacent to Interstate 80 made it ideal for tourism development.

This study became a key to future planning. The committee excerpted it and published a pamphlet that was distributed, along with a slide show, throughout the community. With this information in hand, the committee proceeded to make plans to seek access to the building from the University of Wyoming and to obtain funds for the structural stabilization. Knowing that any delay in stabilization might mean the loss of the original stone prison building the committee began to work in earnest with key legislators to obtain an appropriation from the Wyoming Legislature in the session meeting in January and February of 1986.

The Wyoming Legislature cooperated and appropriated nearly \$500,000 to the Archives, Museums and Historical Department (AM&H) for planning and structural stabilization. The law also created a state prison historical site under the control of the AM&H and a state park under the jurisdiction of the Recreation Commission. But just when it appeared that the project was underway, the Governor stepped in and froze the funds as part of a general freeze of state spending. Not to be denied, the City of Laramie, joined by the Albany County Board of County Commissioners, placed a proposal on the ballot to levy a one percent sales tax, a portion of which was pledged to the planning, the stabilization, and the restoration of the prison site. The proposal passed and it is estimated it will raise 2.4 million dollars.

Data Collection

The first step in the prison restoration project is to develop a database. To do this, the AM&H assigned a historian to the site to do research and coordinate all activity at the site as well as take necessary steps to stop the deterioration in the stone building. In addition, the AM&H developed a cooperative agreement with the Wyoming Recreation Commission to supply an archeologist to inventory the site. If digs are necessary, they will be conducted in cooperation with the University of Wyoming Department of Anthropology. The architectural firm, hired after a national search, will coordinate archival research; complete measurements and drawings; direct geotechnical and masonry investigations; and do the structural analysis. The Wyoming State Historic Preservation Office will do the photography necessary to document the building's current status. When the data is available, the next stage in the project will be planned.

While AM&H coordinates the work on the prison itself, the Territorial Prison Corporation has taken charge of coordinating planning for the rest of the park. They hired a private consulting firm, with funds supplied in part by the Wyoming Economic Development and Stabilization Board, to develop a master plan based on the earlier "Statement of Belief." Completion is expected in 1988 when the next planning phase for the park will be determined.

The Wyoming Territorial Prison project is scheduled for completion in 1990, the 100th anniversary of Wyoming's statehood. It is not the result of a textbook planning effort, but rather it demonstrates how a number of entities—private and public—working together can achieve a goal. The plan they began with was not complex; it was only a

concept. The people involved in this project were committed to the concept and the joint venture approach. Their planning has and will remain flexible as other circumstances change. It's the secret to the success of this project.

David Kathka is Director of the Wyoming State Archives, Museums and Historical Department, and is State Historic Preservation Officer.

New Directions: An Update on the LCS and CRBIB

Alicia Weber

Developed in the late 1960s and early 1970s, the List of Classified Structures (LCS) and Cultural Resources Management Bibliography (CRBIB) may well be considered the senior citizens of cultural resources databases. However, these senior citizens are far from retired. In fact, they illustrate the point that "old" databases are never "finished;" they are constantly reviewed, revised and renewed. The LCS and CRBIB have recently completed a period of this kind of growth and are now ready to enter their next generation. (See August 1987 *CRM Bulletin* for LCS and CRBIB articles.)

New Uses

The LCS is an automated evaluated inventory of historic and prehistoric structures that have archeological, historical, and/or architectural-engineering significance in which the National Park Service has, or will acquire, any legal interest. It is evaluated, or classified, by National Register criteria. The CRBIB is an automated inventory of reports that address park cultural resources. In the past three years, the LCS and CRBIB have been tested and revised to meet new uses and needs. They have grown with this increased use and accessibility.

Some of these new uses for the LCS include the assessment of historic structures for the Resources Summary and Action Program in six regions; compliance review; listing of contributing structures in National Register multiple resource documentation; and using UTM coordinates to plot historic structures on maps produced by the Geographic Information System (GIS) at the Denver Service Center. The CRBIB has recently been used for preparing General Management Plans, revising Statements for Management, and for specific inclusion in Resource Management Plans; and for tracking required planning documents for the Resource Summary and Action Program. Both databases have been used for general research and reference purposes, and for special studies such as landscapes, Spanish Colonial structures and documentation, and lighthouses.

New Subsets

Another recent development of the LCS and CRBIB is the production of detailed subsets, or catalogs, offering more in depth information on particular structure types and their documentation. This summer a landscape database will be completed containing data from the LCS on landscapes and their components in the National Park System. The data may be retrieved by the type of landscape (plaza/ public space, garden, recreational grounds), by geographic area, or specific landscape or component. The database will be made available on dBASE III Plus software to landscape specialists in the National Park Service.

New Techniques

We are pleased to announce the release of the LCS and CRBIB databases on microcomputer software. Following NPS Standards for Automated Data Processing, the LCS and CRBIB are programmed in dBASE III Plus software (© Ashton-Tate, 1986) and compiled in the Clipper program compiler (© Nantucket Corporation, 1986). The use of the Clipper compiler eliminates the need to own a copy of dBASE III Plus to run the system, and allows unlimited distribution of the software.

The LCS and CRBIB software will be distributed to the cultural resources division in each region. Each region will receive floppy diskettes for both databases containing "user friendly" menus; screens for data entry and editing; five standard reports; and all current data for their region. In addition, the region will receive two copies of complete documentation in accordance with NPS ADP Standards to be shared with each regional ADP coordinator, including the user manual; database field definitions; sample reports; and the programming source code. Parks and centers may apply for their specific software through the cultural resources division of their regional office.

Data received from each region will be incorporated into the servicewide LCS and CRBIB database maintained in WASO on a regular continuing basis. Servicewide reports and dial-up access to the LCS and CRBIB will continue to be available on the INQUIRE mainframe computer maintained by Boeing Computer Services, Vienna, VA.

With these new developments, the LCS and CRBIB are ready to enter their next generation as important management tools for the National Park System and as valuable research tools accessible to professionals, scholars, and the general public. For information on acquiring or using the LCS and CRBIB contact the cultural resources division in your region or Alicia Weber, 202-343-8149.

Alicia Weber is a historian in the Park Historic Architecture Division, National Park Service. She is the database manager for the LCS and CRBIB databases.

New Releases

Sharman Roberts

As the CRBIB increased in its uses and accessibility, the need for available copies of reports listed on the CRBIB became more apparent. Although some reports had been reproduced by the National Technical Information Service (NTIS) or the Denver Service Center's Technical Information Center, these reproductions were far from inclusive.

In order to fulfill this need, in 1985 the National Park Service entered into an agreement with Chadwyck-Healey, Inc., a private microfiching company, to reproduce on microfiche all unrestricted reports on the CRBIB through 1985. The first phase of this microfiching project will be released soon to parks and regional offices. With the help of regional and park staff, over 5,000 reports (see chart) were filmed in the past three years.

These reports, dating as early as the 1930s, are a valuable record of the development and growth of the National Park System. Many of the reports are the only record of original research and were previously available only to researchers in Washington, DC. Unique studies include Scofield Delong's 1936 report, *Architecture of Sonora Missions, Sonoran Expedition, October 12-29, 1935* (BIBNUM 004033), which provides a unique historical and cultural perspective on Park Service structures; and *Report to the President of the United States on Improvements and Policy of Maintenance for the Executive Mansion Grounds* by the Olmstead Brothers, Brookline, Massachusetts, 1935 (BIBNUM 001392) which offers an important record of early landscape maintenance. Still other general history studies provide observations on western settlement, language patterns in the Great Smokey Mountains and the lives of prospectors during the Gold Rush era. These reports and others provide an important insight into the history of the Service.

As this first phase of microfiche is released, a second phase will begin filming reports entered on the CRBIB from 1986 to 1987. Again, regions and parks will be asked for their help in insuring the Chadwyck-Healey microfiche project is as comprehensive as possible. The Chadwyck-Healey project is an opportunity for important reports to be preserved in a usable and archivally stable form.

Sharman Roberts is a historian in the Park Historic Architecture Division, National Park Service, Washington Office.

The Rocky Mountain Region: A Computer-Based Management Tool

Anne M. Wolley
Douglas Scott

The Cultural Sites Inventory (CSI) for the Rocky Mountain Region began in 1978 as the Inventory of Archeological Sites (IAS) Project. This summary of archeological projects, compiled on a park-by-park basis, was the first attempt to assemble a standardized set of information for the nearly 10,000 sites in the Rocky Mountain Region (Van West, *CRM Bulletin*, Vol. 1, No. 2, 1978). In the past decade it has grown into the CSI, a computerized database inventory and management system intended to serve as an information base and management tool.

In general, the CSI provides documentation of the location, context, significance and condition of all known archeological resources in each park. This information can be used by park managers and archeologists to interpret and manage archeological resources in the parks. In the August 1987 issue of the *CRM Bulletin* (Vol. 10, No. 4), Craig Davis discussed the development of the "Systemwide CSI" and its uses. While the Rocky Mountain Region CSI will contain all of the necessary systemwide components, it will also be maintained as a unique management tool for the Rocky Mountain Region's cultural resources. (The requirements for the CSI are described in the Technical Supplement to NPS-28, "Cultural Resources Management Guideline, Chapter 6, pp. 3-4.)

The goal of the Rocky Mountain Region CSI is to provide park managers with a comprehensive archeological database which can be used not only to interpret cultural resources in the park but also to manage and protect those resources. The organization of archeological data pertinent to each park in the current Rocky Mountain Region CSI format has helped resource specialists build just that kind of database. However, this goal could not have been accomplished without the use of computer database management programs.

Components

The Rocky Mountain Region CSI consists of four major components designed to provide a summary of each park's archeology program and resources. The first component provides a summary of the archeology of the park, including a chronological listing of each archeological project conducted in the park and a brief look at the results of those investigations. In addition, an overview of the park's cultural resources in a regional, cultural historical context is provided. An ethnographic overview of resources relating to historic activities in the park has also been incorporated into the Rocky Mountain CSI.

The second component of the CSI is an inventory of each site in the park and information pertinent to its location, content, National Register significance and condition. In addition, information about the location and extent of documentation for each site is listed as well as bibliographic references that may be consulted for more detailed information about the site. This component of the CSI is maintained using the software package dBASE III Plus. The data is printed out in a table format and is included with the other components of the CSI in a notebook set which is provided to park and regional offices.

Archeological base maps are the third component of the CSI. Topographic maps covering park lands are reproduced onto mylar where site locations are plotted. Blueline copies are then kept on file at the park, the regional office and the Midwest Archeological Center for reference. A separate set of mylar maps display information on the areas of the park that have been adequately inventoried for cultural resources.

Finally, a bibliography of relevant reports, manuscripts and published articles is included in the CSI. In addition to materials containing specific information about sites and

archeological activities in the park, the bibliography includes references related to nearby resources and regional archeological interpretations.

Each of the components of the CSI are intricately related and interlocking. While the site inventory itself contains the most concise set of information, it is by necessity only a summary of data. Information listed in the inventory can, however, lead the resource manager to more extensive information about the site by consulting the chronology of archeological work, the base maps and the bibliography. This cross-listing of information makes the CSI easy and efficient to use and enables managers to make preliminary assessments of a project's archeological inventory, mitigation or site avoidance needs. The CSI format also aids managers in preparing planning and compliance documentation.

In addition to the four components listed above, park managers will find a set of recommendations concerning the management or research needs of the park's resources. Another element in the development stage is the inventory of archeological collections which tracks the location and status of research, documentary or archival collections, and artifactual materials generated by the various archeological investigations in the park. This inventory, like the site inventory, is maintained on dBASE III Plus and is cross-listed with the chronology of park archeology and the bibliography.

Archeological investigations are ongoing in the Rocky Mountain Region parks which require that the CSI documentation be continually updated and revised. As new projects are completed and new sites are found, they are added to the CSI components and updated materials are sent to the park and Rocky Mountain Region offices. The use of computers in maintaining the various components of the CSI database make this continual updating possible.

The majority of the data components (chronology, archeological and ethnographic overviews, and bibliography) use the software package, Wordstar, can easily be maintained on floppy diskettes, and can be updated and new versions printed at any time. The two components which are more adapted to a records management system are maintained on dBASE III Plus.

In general, the Rocky Mountain Region CSI has been developed to meet the management and planning needs of park managers, regional office personnel and archeologists. The current CSI format has already played an important part in effective management and park planning efforts as well as in avoiding resource and development conflicts. This computer-based resource has also allowed the Midwest Archeological Center staff the ability to provide park staff personnel the most current information about archeological resources in the park and vicinity. With this information at hand, project planning can move quickly and cost effectively while minimizing the threat of danger to cultural resources. In this respect, the goal of the Rocky Mountain Region CSI has been met.

The Midwest Archeological Center's Rocky Mountain Research Division has developed and maintained the CSI for the Rocky Mountain Region since its beginning as the Inventory of Archeological Sites (IAS) in 1978. The CSI is maintained by Ralph Hartley and Anne Wolley at the Midwest Archeological Center, who have established a system of centralization that makes the CSI run efficiently. The Center serves both the Rocky Mountain and Midwest regions by conducting most in-park studies in those regions, and acts as a repository for artifactual and documentary resources relating to archeology.

Anne Wolley is an archeologist in the Midwest Archeological Center, National Park Service, responsible for developing and maintaining the Region's CSI.

Dr. Douglas Scott is chief of the Rocky Mountain research division in the Midwest Archeological Center.

Watch for articles on other successful applications of the CSI in future bulletins.
—Editor