

Cultural Landscape Management

MUCH OF THE INFORMATION in this SOP is derived in whole or in part from “Guidelines for Documenting and Evaluating Historic Military Landscapes: An Integrated Landscape Approach” written by Loechl, Batzli, and Ensore of USACERL. In the evolution of understanding our historic heritage, the interpretation of history has moved from focusing on individual sites, to a more enveloping perspective that includes the cultural setting, or landscape, associated with the site and the peripheral events contributing to the significance of each site. We have begun to recognize the importance of the landscape as it relates to a broader understanding of the cultural value and significance of a particular place. Additionally, there has been a growing awareness that cultural landscape preservation encourages a more comprehensive approach to resources management by engendering an increased understanding of the interrelationships between cultural and natural resources within a property. Cultural landscapes are special physical settings that reveal aspects of a site’s origins and development, its cultural associations, and historical events or uses. A cultural landscape encompasses a much more inclusive scope than aesthetics to include the social and ecological significance of the site, historical beliefs and values expressed by the various cultures who have interacted with the site over time, the technologies expressed in the archeological record of the site, and the culturally affected natural history of the site.

Note: Cultural landscape as a planning approach should not be confused with “historic landscapes.” Historic landscapes are a type of historic property as defined in the NHPA.

The Cultural Landscape Planning Approach

Cultural resources constitute essential and significant elements of ecosystems in which Army installations and their component activities exist and function. Planning and management of cultural resources, therefore, should occur within the context of a comprehensive and

integrated land, resources, and infrastructure approach that adapts and applies principles of ecosystem management. This involves planning and management of cultural resources by reference to the landscape.

1. A “cultural landscape” is defined as the collective surface features of a place and the spatial relationships among surface features such as the natural terrain, the human affects to the natural terrain, and the built environment. The cultural landscape planning approach analyzes the spatial relationships among all cultural resources (as defined in AR 200-4), within their natural and human influenced settings. Syntheses are a cost-effective means of analyzing cumulative impacts and identifying with greater precision the need for further investigation in any given project area.

2. The cultural landscape planning approach treats military installations as an integral entity with interrelationships existing among the natural and cultural resources present across the landscape. Military operations are treated as one, albeit the most significant in terms of impact, of a number of human cultural activities that have influenced the installation cultural landscape. The intent of this approach is to utilize installation GIS systems and multiple data layers to fully integrate ongoing installation efforts in cultural resources, natural resources and ITAM with military training and testing operations. Current and projected GIS information is produced in the ArcInfo® environment, with subsequent data manipulation accomplished in the ArcView® environment.

3. The cultural landscape approach emphasizes the fact that installation natural and cultural resources may result from and obtain significance through the continuous military occupation and use of the land. Ecosystems on Fort Bragg have all been affected to some degree by human activity. Prehistoric and historic archeological resources, historic buildings and structures, Native American sacred sites, endangered species habitat, wetlands, riparian areas, and other components of the ecosystem have all been influenced, affected, unaffected, maintained, or created by past human and military use of the land through time. All of these variables are viewed as one of a series of components that make up the installation’s cultural landscape.

4. The cultural landscape on Fort Bragg is unique because of its continued use for defense related purposes and the influences to the landscape that result from defense related activities. Therefore, there must be functional continuity, i.e., military training and testing, and other defense related

activities must continue to occur in order to maintain the integrity and uniqueness of the installation cultural landscape.

5. The cultural landscape planning approach is most useful as an overall conservation planning strategy to fully integrate cultural and natural resources, ITAM, and military operations.

Military Landscapes

The military landscape reflects the history and cultural traditions within which it has evolved. The principal force that shapes the landscape of military installations is the military mission. The military missions that helped shape and reshape installations are often significant within a national military context.

An understanding of the relationship between the changing mission of an installation and its landscape is the key to identifying the historical significance of the military landscape. Historic military landscapes are architecturally designed landscapes associated with historic building districts in Army cantonment areas. Designed historic military landscapes are a component of the larger encompassing installation cultural landscape. The evaluation of the military landscape of a military installation incorporates several of the following features:

1. **Military Mission:** Expressed as a fundamental design principle influencing landscape development.
2. **Siting and Layout:** Directly related to the evolution of the military mission and, in many cases, influenced by the local, natural environment.
3. **Military Cultural Values and Traditions:** Expressed in the landscape as a ranking hierarchy in building placement and landscape treatment, uniform architectural styles, utilitarian land use, etc.
4. **High Level of Similarity:** Basic components and designs are repeated within an installation and are often common among many installations.
5. **Restricted Access:** Controlled entrance and exit points.
6. **Clearly Defined Borders:** Created through fencing, walls, guard posts, sentry houses, signs and other features.

Historic Contexts for Military Landscapes

Identifying a historic military landscape requires developing a context to explain the property's significance. The National Register guidelines call for consideration of a property's chronological periods, geographical limits, and themes. The military mission must be added when evaluating military properties. Each installation should develop its own detailed context, based on the national military context and on the Major Command-wide contexts.

Cultural Landscape Survey Procedures

1. Develop a statement of historic contexts based on the region's prehistory and historic background and the installation's missions, primary activities, associations, and periods of development that will be used for determining the significance of specific areas and landscape characteristics within the installation.

2. Determine the most important landscape areas and characteristics using the statement of historic contexts developed through archival research. Based on the relative size, scale, and amount of available documentation, the field investigations should be directed toward identifying existing landscape characteristics and determining the extent to which historic properties and characteristics remain intact, as well as which historic periods and military missions are associated with characteristics of the landscape.

3. Identify the military landscape characteristics:
 - a. Natural Landscape Features: The location of military installations is often related to the way the natural environment of the site supports the installation's mission. Major natural features such as mountains, rivers, lakes, forests, and grasslands may influence both the location and organization of military installations. Climate influences the siting of buildings, types of construction materials, and the locational relationships between clusters of buildings and structures.

 - b. Expression of Military Cultural Traditions: Military cultural traditions are expressed on military installations in both an organizational sense and an aesthetic sense. Abstract values such as hierarchy, uniformity, discipline, utility, and patriotism are physically manifested in the landscape. Military residential areas exhibit both hierarchy and uniformity. The installation layout and individual building design reflect

uniformity and hierarchy simultaneously. The regular maintenance of lawns in public areas and the performance of activities in their assigned areas represent discipline. Warehouses in a storage area reflect utility. Monuments and flags reflect patriotism as well as buildings, streets, parade grounds, and housing areas are often named after conflicts or veterans.

c. **Circulation Networks:** Primary and secondary roads, local roads, cul de sacs, and service lanes provide access to installation land use areas and are an important characteristic of military landscapes.

d. **Boundary Demarcations:** Boundary demarcations for military installations delineate areas of land use and activities within the installation, and the boundaries of the installation as a whole. Changes in elevation, ravines and waterways may also be used to define boundaries.

e. **Vegetation:** Vegetation is a characteristic of the landscape that bears a direct relationship to long-established patterns of land use. Patterns of vegetation may delineate boundaries, land use areas, and natural areas such as streams or ravines. Forests are frequently used at the edges of an installation as buffer zones to the surrounding community. While many features change over time, vegetation is perhaps the most dynamic. Current vegetation may differ from historic vegetation, suggesting past uses of the land such as old farmsteads or railways. Plantings often reflect the historical trends in landscape design.

f. **Buildings, Structures, and Objects:** Buildings, structures and objects are landscape characteristics that serve human needs related to the occupation and use of the land. Their function, materials, date of construction, condition, construction methods and location reflect the historic activities, military customs, preferences and skills of the people who built them. Buildings are designed to shelter military and other human activities. Structures are designed for functions other than human shelter. Objects are relatively small, but important, stationary or moveable constructions.

g. **Clusters of Buildings, Structures, and Objects:** The organizational and spatial relationships among clusters of buildings, structures and objects on military installations are important military landscape characteristics.

h. **Archeological Sites:** Military installations often contain both prehistoric and historic archeological sites. While most archeological sites predate military use of the land and are unrelated to the military mission, some historical sites may be related to prior military activities.

4. Analysis of Spatial Organization and Land Use: A major component of the cultural landscape approach is the analysis of the spatial relationships among natural and manmade landscape features. The overriding principal of installation development is to implement the mandated mission as expediently as possible. Cultural and natural resources distribution maps generated by the Fort Bragg ITAM Program can provide the data for systematic analysis of spatial patterning in land use through time. This has direct planning implications for land management and training, time and funds can be maximized by a single comprehensive planning approach based on sound data and analysis. A number of interrelated environmental variables can be related to patterns of human land use through time including past and present military land uses for training purposes.

Analyses of the spatial relationships among the locations of cultural and natural resources and localities affected by past, present and future military use may be best illustrated through the study of spatial relationships on Fort Bragg that weigh the effect of terrain factors on human land use. The identification and analyses of nonrandom patterns of human land use as influenced by terrain factors such as elevation, slope, soil texture and drainage, vegetative cover, distance to water, proximity to roads and other transportation routes and service centers, can provide significant land management information for both Army trainers and land managers on Fort Bragg. These factors influenced the locations selected for prehistoric and historic settlement and activity areas. These same terrain factors influence the locations of specific military field activities. Identification of these nonrandom patterns of land use is beneficial for compliance related environmental documentation that requires future impact prediction (e.g., NEPA and NHPA documents), preparation of substantiated analyses for the consideration of alternatives, for impact avoidance, and in the development of training scenarios in a manner that avoids conflict with regulated resources.

Distribution maps of cultural and natural resources locations, overlain with specific locations of military field training activities (including past and future locations of command posts, individual fighting positions, landing and drop zones, maneuver obstacles, observation posts, avenues of approach, etc.) and proposed infrastructure improvements may show a nonrandom pattern of distribution across the landscape.

Spatial analyses based on such distribution maps can indicate if the locations of cultural resources, natural resources, and military training

and infrastructure improvement activities coincide. The coinciding, nonrandom distributions of cultural and natural resources and specific locations of military field training and testing activities are important land management factors that can also be used by military planners.

Cultural Landscape Assessment

The goal of cultural landscape management is to provide the installation land managers a more effective method in which to identify, evaluate, and manage their cultural resources inventory. Following the landscape field survey techniques and spatial analysis discussed above, the installation CRM should have sufficient data to serve as the foundation for the assessment of significance of the various elements of the cultural landscape. Once the significance of the property has been established, however, the integrity, or the ability of a property to convey its significance must be assessed. The seven aspects of integrity are: location, design, setting, materials, workmanship, feeling and association. The relationship between landscape characteristics and integrity is complex. Patterns of spatial organization, circulation networks, and clusters directly relate to design and strongly influence the cohesiveness of the landscape. Responses to the natural environment, boundary demarcation, buildings, clusters, and vegetation all add to location and setting as well as design.

Continuing and compatible land use and activities can enhance integrity of feeling and association. Buildings, structures, vegetation, and land uses all reflect materials, workmanship and design. Archeological sites may strengthen integrity by providing physical evidence of activities no longer practiced. Each of these factors require consideration when establishing the integrity of a resource.

The final step in cultural landscape assessment process is to:

1. Develop a statement of integrity for the entire installation, as well as individual landscape units. This is accomplished through a written narrative that lists those areas that have integrity, specific landscape features that contribute to that integrity, and any features that detract from integrity.
2. Develop a current installation GIS map indicating those features identified as contributing landscape characteristics to the landscape's integrity. This map will also serve as a graphic list of historic properties or landscape features to be protected or mitigated.

3. Coordinate the information within the individual GIS layers of the installation cultural landscape map, with other offices within the installation. Not only do the people who are going about the installation as a routine part of their daily activities have to be aware of the location and significance of specific cultural resources, but those concerned with planning and executing the military mission must also have direct access to the installation cultural landscape GIS layers. Only when each installation land use manager has the cultural landscape GIS data layer that pertains to their individual area of responsibility will cultural landscape management become a valuable and viable management tool.