

**HISTORIC PRESERVATION  
IN  
NORTH DAKOTA, II:  
A Statewide Comprehensive Plan**

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**September 2003**

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## ACKNOWLEDGMENTS:

The preparation of this plan revision falls into the category of a group effort. Research, discussion, writing and reviews were performed by the State Historic Preservation Office staff, planning committee and other individuals from the staff of the State Historical Society of North Dakota. Public respondents and preservation constituents gave time and contributed ideas, suggestions, evaluations and assessments. To each and all of these, sincere thanks is offered as well as to previous staff and public participants whose contributions to earlier planning studies and efforts were of great value to the development and revision of this plan.

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# INTRODUCTION

## WHY THIS PLAN? WHY NOW?

As the state agency most particularly charged with the responsibility of preserving the state's history, the State Historical Society of North Dakota (SHSND) has, since 1895, been collecting information, documents, artifacts and, more recently, sites that help illustrate, interpret and explain the history and the heritage of the diverse cultures that comprise modern North Dakota. During these 108 years, the operations, functions, and goals of the SHSND have evolved to reflect changing tenets adopted by both the preservation community and the public at large about the importance as well as the methods of preserving history. In the progression of moving beyond the collection of just documents and artifacts as ways of illustrating history, one of the more profound changes occurred when people began to understand that the continued availability of actual places where historical events happened could not only help illustrate and explain history, but could forge physical and emotional links between the past and the present. That change in perception led to acceptance of site acquisition as a mechanism for preserving links with the state's past.

Another profound change occurred in 1966 when the state resolved to expand and intensify its recognition of the importance of preserving places of historical value by adopting the provisions of the National Historic Preservation Act and began participating in the National Historic Preservation Program. This program encouraged recognition and preservation of a much broader range of culturally important properties than those acknowledged before, broadened the perception of historical significance and provided new sources of information, expertise and funding to implement these broader perceptions.

During the SHSND's 108 years of preserving history and after 37 years of specific effort concentrated on identifying, recording, evaluating and preserving major physical manifestations of the state's heritage, it has proven useful to periodically reflect on what has been done in the past and to determine appropriate directions for the future. This is one of those times. As a part of this reflection, long range planning efforts both for the State Historical Society of North Dakota as an integrated entity and for the Historic Preservation Division have been undertaken.

Another reason for preparing and presenting this plan, at this time, is that the National Park Service requires each of its partners in historic preservation to periodically undertake a review of its efforts, its needs and appropriate directions for the future. Now is also one of those times. Therefore, this plan was revised at this time as part of the North Dakota's commitment to its continuing participation in the National Historic Preservation Program established by the National Historic Preservation Act (16 U.S.C. 470 et seq.) While fulfilling one of the requirements for North Dakota's continued participation in the program, the plan summarizes, in one document, accomplishments and intentions of the historic preservation program in North Dakota. This summary provides focus for a preservation program which can be used to benefit the people of North Dakota. It should be noted, however, that this plan is not intended to be a specific blueprint for the future — a function more appropriate to the annual planning process — but rather is intended as a guide for recognizing and meeting the challenges and opportunities

presented by the future. The preservation program will continue to undergo modifications as research continues to identify additional historic properties and as conditions and perceptions about the state's history, its historic properties and about the program itself continue to evolve.

## **WHY PRESERVATION?**

The preservation of places significant to their heritage has been important to North Dakotans since before establishment of the state. The state's Native American peoples, for example, had maintained shrines and traditional cultural properties long before the arrival of Euro-Americans. In December of 1873, within months of the founding of Bismarck, settlers formed the Burleigh County Pioneer Association and within a year published a pamphlet which included a history of the city. In the eastern part of the state, the Red River Valley Old Settlers Association was formed at Grand Forks in 1879. The professed motive of both groups was the preservation of the early history of their particular regions.

Generally, North Dakotans are becoming more aware of their history and ever more respectful of the places associated with that history. While there may be differing, even competing, motivational forces at work, it is none-the-less gratifying to preservationists to see the phenomenon occurring. Comments about the comfort derived from being among familiar surroundings, or from the continued association with one's "roots," suggest some of the appreciated historic values. Commemoration of historic events important to any of the state's many heritage groups, an appreciation of the state's varied examples of architectural diversity, and recognition of ethnically significant building decor, are among the pleasures that North Dakotans use to justify their increasing interest in preserving archeological, architectural and historic properties. In addition, awareness of the economic values of preservation appears to be increasing among justifications cited for preservation. Whether those associations are based on something as practical as financial help in preserving "a good, solid, old building" to something as romantic as attracting a Hollywood movie production to an authentic setting, motivations to preserve are growing and spreading. Interest in the state's history, its historic, archeological and architectural properties and preservation of those properties have realized recent spurts of enthusiasm with recognition of their value as economic tools, with the increased importance of statewide heritage tourism and with special legislation offering economic incentives for preservation through state Renaissance Zones, a tax incentive program with valuable potential implications for historic buildings. It is intended that through planning efforts such as these, still more people will be inspired to discover ever more reasons to preserve and to become ever more involved in preservation.

# **BACKGROUND**

## **THE HISTORIC PRESERVATION PROGRAM AND ITS FEATURES**

Since its beginning, the National Historic Preservation Program has been helping Americans preserve the cultural heritage of the United States. It does this by assisting the states and other governmental units identify, record, evaluate, protect and conserve significant archeological, architectural and historic sites, buildings, structures, objects and districts (hereinafter referred to as historic properties).

In North Dakota, the Historic Preservation Program is administered by the State Historical Society of North Dakota (SHSND) through the Society's Historic Preservation Division (HPD). The SHSND attempts to preserve North Dakota's history and examples of its historic properties through the activities of the State Historic Preservation Office (SHPO), one of the functions of the Historic Preservation Division. None the less, it is not possible for one division, or even one agency, to collect every document, every place or every object having historical significance. Therefore, through the Historic Preservation Program, the SHSND encourages all the people of the state to participate in saving tangible examples of North Dakota's heritage.

## **THE NATIONAL HISTORIC PRESERVATION ACT**

Acting as North Dakota's agent, the State Historic Preservation Office coordinates the state's participation in the preservation program established by the National Historic Preservation Act (16 U.S.C. 470 et. seq.) or NHPA. The NHPA provides a framework for the protection and preservation of historic buildings and structures, historic and prehistoric sites and objects, and other important historic places.

## **THE STATE HISTORIC PRESERVATION OFFICER**

Currently, the Director of the State Historical Society of North Dakota serves as the State Historic Preservation Officer (SHPO), the chief executive officer of the State Historic Preservation Office. Through delegation to his staff under the day to day direction of the Deputy State Historic Preservation Officer (DSHPO), the SHPO:

- surveys, identifies, records and evaluates historic properties;
- nominates eligible properties to the National Register of Historic Places;
- assists owners of National Register listed properties develop property enhancement projects eligible for federal tax credits;
- certifies qualified local governments to participate in preservation activities eligible for special grant funding;

- reviews federally funded and licensed projects to assure the protection of significant historic properties; and,
- further encourages preservation by awarding grant funds, when available, to aid historic property surveys and to assist owners of historic properties develop projects to stabilize, rehabilitate, or restore significant historic properties.

These activities are performed through several operational functions of the Historic Preservation Office as discussed below.

## **ADMINISTRATION**

The administration function oversees the day-by-day operations of the total program. Budget management, staffing, equipment and supply purchases, are among the routine functions of this program area.

## **SURVEY**

The survey program functions to locate, identify, record, and evaluate historic properties throughout the state. Some survey projects are undertaken by SHPO staff; some are SHPO sponsored and funded with federal matching grants to professional cultural resource contractors. Still other surveys are undertaken as part of the Section 106 historic property protection program. Surveys are aimed at finding many types of historic properties including prehistoric as well as historic sites, buildings, structures, objects and districts on both public and private property. Surveys may be designed in various ways depending on the purposes of the survey or the needs of the project. Comprehensive survey, for example, seeks to identify all historic properties of whatever type within a specified area. More specialized surveys may seek only archeological sites or only standing structures. Reconnaissance level surveys record only selective data or information in limited amounts; intensive level surveys record very detailed information in many categories. Information is recorded on specialized site forms designed to accommodate specific data needs for particular resource types including prehistoric archeological sites, historic archeological sites, and standing buildings and structures.

Site forms, manuscripts and photographs generated by cultural resource investigations in the state are curated in the State Historic Preservation Office. The collection contains over 48,000 site forms, a computerized inventory of site data and more than 8,100 manuscripts reporting on the survey, evaluation and mitigation of adverse effects to the state's cultural resources. Despite all this data, it is estimated that fewer than 20% of the state's cultural properties have been identified and recorded.

## **REGISTRATION - NATIONAL REGISTER NOMINATION**

Following identification and evaluation of historic properties, it is a function of the SHPO to nominate culturally significant archeological, architectural, and historic properties to the National Register of Historic Places, a list maintained by the National Park Service in

Washington, D.C. Significant historic properties may include sites, buildings, structures, objects and districts that possess significance in history, architecture, archeology, engineering or other cultural concerns and that retain a high degree of integrity of location, design, setting, materials, workmanship, feeling, and association. As the nation's official list of cultural resources worthy of preservation, the National Register is designed to provide recognition and protection to valuable cultural properties. Properties listed on the National Register may be eligible for federal tax incentives and other preservation assistance. Nomination procedures include extensive and intensive research, recording and documentation. The 401 National Register listings from North Dakota include 26 historic districts and nearly 1,760 properties. In addition to the National Register, a separate but complimentary State Historic Sites Registry lists 78 properties.

## **SECTION 106 - REVIEW AND COMPLIANCE**

The National Historic Preservation Act (NHPA) of 1966 protects historic properties by requiring that federally sponsored, funded or licensed projects be submitted to the State Historic Preservation Officer for review. This is done to assure that significant cultural resources located within the projects' area of effect are identified and potential impacts to them are taken into consideration during project planning. Under federal law, properties eligible for listing on the National Register of Historic Places should be protected from adverse effect. If they cannot be protected, the adverse effects must be mitigated. The North Dakota SHPO reviews approximately 2200 such projects each year. Of these, approximately 10% involve historic properties. Of these, 80% are routinely and quickly resolved. Chapter 55.02.07 of the North Dakota Century Code contains a requirement comparable to that of the National Historic Preservation Act which addresses protection of significant properties owned by State agencies and local governments.

## **PLANNING**

Comprehensive historic preservation planning attempts to provide widespread coordination among, and direction to, historic preservation program activities by assessing long term needs, opportunities and challenges and by establishing long term goals, objectives and strategies to attain them. Information used to make these assessments comes from previous planning efforts, planning documents prepared by other agencies of government, industry and business, from the SHPO's Comprehensive Planning Committee and from the public at large. Results of these efforts are periodically synthesized into documents such as context statements, strategic planning papers and annual work plans. The Historic Preservation Program encourages other organizational units, and governmental bodies to incorporate historic preservation concepts into their planning processes and to develop historic preservation plans for their properties and jurisdictions whether they are towns, cities, counties, school districts, Certified Local Governments or historic districts. SHPO staff offers assistance in preservation planning processes.

Annual planning functions (task planning) establishes shorter term projects and tasks designed to guide progress towards accomplishing longer term goals.

## **CERTIFIED LOCAL GOVERNMENTS**

The SHPO encourages preservation activity at the local government level. Cities and counties with qualifying historic preservation ordinances and commissions may become "certified," thus qualifying for grant funds not otherwise available to them. They may also participate more directly — and have greater decision-making authority — in the federal preservation program than non-certified local governments.

Certified local governments may use matching grant funds for a wide variety of preservation purposes benefitting their communities such as identifying and nominating historic properties to the National Register of Historic Places, conducting planning studies, reviewing federal projects, promoting tourist interest in local history, encouraging public recognition and assisting preservation of historic properties.

More than 20 percent of North Dakota's population lives within local government jurisdictions that have become certified. Other jurisdictions have passed preservation ordinances but have chosen not to become certified.

## **INVESTMENT TAX CREDITS**

The SHPO contributes to both preservation and North Dakota's economic development by helping owners rehabilitate historic properties for rental, industrial, commercial or other income-producing use. Such projects may earn federal investment tax credits for property owners thereby increasing the economic viability of some projects that may otherwise be financially marginal. SHPO staff assist owners by (1) certifying the historic value of eligible properties, and (2) by reviewing building rehabilitation plans for conformance with the Secretary of the Interior's Standards for Rehabilitation.

Investment tax credit rehabilitation projects totaling more than \$34,000,000 have created more than a 1,000 new housing units and have generated thousands of hours of employment in the North Dakota's construction industry.

A similar state sponsored program, the Renaissance Zone Program, also provides special incentives for preserving historic buildings. In the three years of its existence, projects involving historic buildings have resulted in nearly 3 million dollars being added to the state's economy.

## **ACQUISITION AND DEVELOPMENT: GRANTS-IN-AID**

Using National Park Service matching grant funds, the SHPO has provided over \$1,600,000 to restore, rehabilitate, and protect National Register-listed properties throughout North Dakota. With the funded improvements, historic properties such as courthouses, libraries, city halls, college campus buildings, commercial buildings, and private residences have been preserved to reflect their original qualities and appearance. Funds may also be used to prepare some kinds of project planning studies, project plans and reports. Under some circumstances,

these funds may also be used to preserve significant historical properties by assisting public agency acquisition of endangered historic properties.

## **COVENANTS**

Properties that receive grants-in-aid money for acquisition and/or development projects must, for a variety of reasons, be further protected by covenants attached to the property deed for specified periods of time. Applicable restrictions and the required time period for each covenant are determined by the amount of the grant, the nature of the grant project, and the ownership of the historic property. Primarily these covenants assure the property owner's agreement to maintain the property to predetermined standards and to accord public access to the property during the covenant period. Covenanted properties are inspected periodically by the SHPO to assure conformance with the terms of the covenant.

## **TECHNICAL ASSISTANCE**

Technical assistance for any of the program's functions including technical advice for the protection, preservation, restoration or development of sites, buildings and structures is available to interested persons from SHPO staff. Potential problem solving or simply informative technical assistance can be provided to interested persons or groups in several presentation formats including: on-site visitation, demonstrations, workshops, classroom instruction, correspondence, by telephone or in person. Written material such as brochures and preservation briefs can be delivered by mail. Informative talks and slide shows are also available to clubs, organizations, school or church groups, historical societies, and other interested groups.

# TARGETS OF PRESERVATION

## CONTEXTS AND PROPERTY TYPES

In order to establish a framework in which to identify and define patterns of North Dakota's prehistory and history, a hypothetical matrix was devised to chart the intersections of three relevant parameters: historical theme, geographical area and time period. These intersections defined potential study targets called "contexts." The contexts, in turn, provide a framework to facilitate collection, organization, and synthesis of data needed to define each of the recurring cultural themes, their cultural attributes and their known physical resources (property types.) It was further intended that thorough study of the historic and archeological record pertinent to each context would not only compile historical, cultural and statistical data useful in understanding the theme and its related properties, but that detailed review of the data pertaining to the contexts and their respective property types could:

- provide insights into the social, political and physical factors which tend to protect or threaten the properties, *per se*;
- provide a body of information useful in evaluating each related property;
- suggest appropriate strategies for protecting specific properties.

In theory, contexts could be created for each intersecting set of parameters, allowing researchers to identify a detailed body of information about the occurrence of, and changes to, cultural history for any combination of topic, space and time in the history of the state.

In North Dakota, context design calls for a detailed narrative based on a thorough examination and synthesis of all the information known about the topic, the area and the period. Each context report should include:

- a narrative overview discussing the origination, functioning of, and changes to the context elements;
- data about the numbers and types of historic properties relating to the context;
- information about appropriate application of National Register eligibility criteria and integrity standards to individual properties;
- pertinent research questions and recommendations for appropriate treatment for applicable properties;
- a bibliography pertinent to the context.

In reality, this approach, carried to completion, would involve literally thousands of combinations and would take decades to research and document. A more practical approach has

been to select those topical themes, geographical areas and pertinent time periods most useful in understanding the state's history and proceeding to research and document these first.

Particular characteristics of information organization systems and study methodologies have resulted in somewhat different organizational styles for the prehistoric and the historic sections of the context sets. The prehistoric sets focus on geographical regions based on the state's major river drainage systems and fit the succession of cultural traditions into each geographical region; the historic period contexts focus on historical themes which essentially recur across geographical areas and time periods.

It should be noted that the prehistoric contexts are developed and studied primarily with the tools and techniques of archeology: survey, limited testing, excavation, artifact collection, analysis and reporting. The human subjects are generally Native American peoples or ancestral Native American groups whose exact identity and origins are only partly understood. The historic period contexts address the activities of all peoples who inhabit, or who inhabited, North Dakota lands during post prehistoric times. The tools and techniques used in these studies include the methodologies of archeology but rely primarily on the records and physical materials left by the participants and observers of the events that comprise the history of this state.

The following descriptions are included here to provide a general introduction to North Dakota's typical cultural resources. While contexts have been, and remain, an important part of the Historic Preservation Program in North Dakota, their continued development and revision are subject to the de facto prioritization imposed on all program elements by available time, personnel and fiscal resources

## **PREHISTORIC ARCHEOLOGICAL CONTEXT THEMES**

### **Paleo-Indian 9,500 B.C. - 5,500 B.C.**

This tradition is characterized by hunting and gathering adaptation, primarily of now extinct big game animals. Diagnostic artifacts or sites attributed to the Clovis, Goshen, Folsom, Hell Gap-Agate Basin, Cody, Parallel Oblique Flaked, Pryor Stemmed, and Caribou Lake Paleo-Indian complexes are represented in North Dakota. Housing types and family lifeways are not well known. *Property types include camps, Knife River flint quarry sites, other lithic procurement areas, lithic workshops and isolate artifact finds.*

### **Plains Archaic 5,500 B.C. - 400 B.C.;**

The Plains Archaic is divided into Early (5,500 B.C. - 2,500 B.C), Middle (2,500 B.C. -1,000 B.C.), and Late (1,000 B.C. - 400 B.C.) periods. Plains Archaic complexes recognized in North Dakota include Oxbow, McKean Lanceolate, Duncan, Hanna, Pelican Lake, and Yonkee. This tradition subsumes hunting and gathering adaptation to essentially modern flora and fauna. The atlatl (spear thrower) was the new weapon of choice. *Known property types include animal kill sites, camps. Knife River flint quarry sites, lithic workshops, and burial sites.*

### **Plains Woodland 400 B.C. - A.D. 1850:**

The Plains Woodland tradition is also divided into Early (400 B.C. -100 B.C.), Middle (100 B.C. - A.D. 600), and Late (A.D. 600 - A.D. 1851) periods. Hunting and gathering adaptations continued. However, the practice of mound burial mortuary ceremonialism, the production and use of ceramic vessels, and possibly intensified use of indigenous seedy plants and grasses for food appear to have been Plains Woodland developments. The bow and arrow replaced the atlatl around A.D. 600. Plains Woodland complexes recognized in North Dakota include Sonota/Besant, Laurel, Avonlea, Blackduck, Mortlach, Old Women's, and Sandy Lake. *Typical property types include burial mounds and other burial sites, occupations, camps, quarries and lithic procurement areas, and bison kill sites.*

### **Plains Village A.D. 1000 - A.D. 1850**

People of the Plains Village tradition were horticulturalists, hunters, and gatherers. Plains Villagers dominated the North Dakota cultural scene from as early as A.D. 1000 until 1780 after which the Villagers were decimated by plagues of the European diseases. It is generally believed that the key element in Plains Village adaptive strategies was the production of a dependable, storable surplus food supply primarily in the form of dried corn. Stored surpluses of food facilitated the formation of larger, more permanently situated residential earthlodge village communities. *Typical property types include occupations (fortified and unfortified earthlodge villages), winter villages, camps (hunting), flint quarries, eagle trapping sites and conical timber lodges, burials, lithic workshops, bison kill sites, and rock art sites.*

### **Equestrian Nomadic (mid 1700s - 1851)**

The Equestrian Nomadic tradition subsumes those lifeways that were dependent upon horses during protohistoric and early historic times in the Northern Plains. The use of horses (with reference to prehorse cultures) included significant changes in subsistence economies, demographics, social organization, and settlement patterns. *Known property types include camps, battle sites and animal kill sites.*

Each of these prehistoric cultural traditions are examined and discussed as pertinent to each of the 13 river drainage-based geographical regions illustrated in figure #1. The entire set of prehistoric contexts are complete and available for public use.

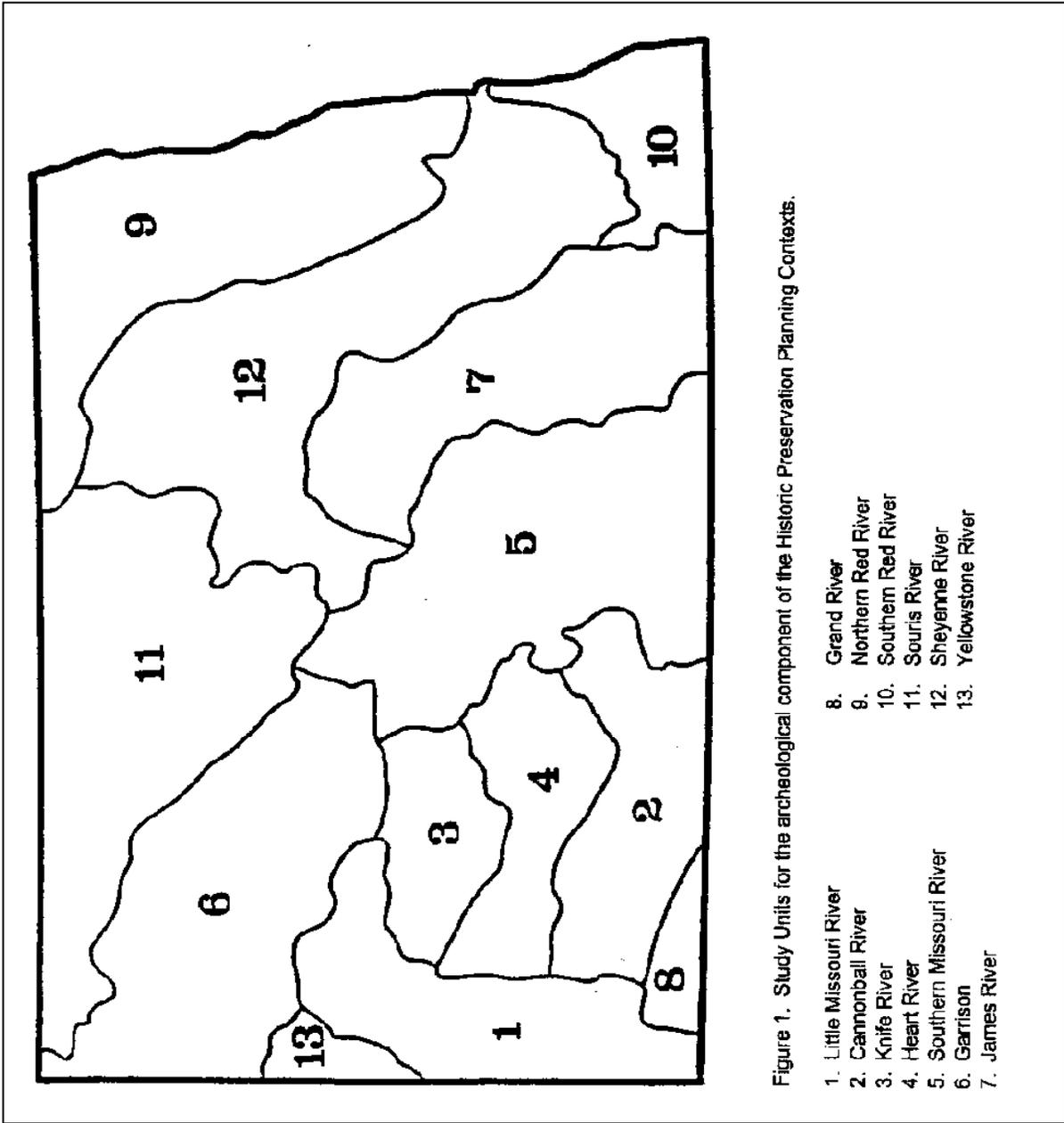


Figure 1. Study Units for the archeological component of the Historic Preservation Planning Contexts.

- 1. Little Missouri River
- 2. Cannonball River
- 3. Knife River
- 4. Heart River
- 5. Southern Missouri River
- 6. Garrison
- 7. James River

- 8. Grand River
- 9. Northern Red River
- 10. Southern Red River
- 11. Souris River
- 12. Sheyenne River
- 13. Yellowstone River

## HISTORIC PERIOD CONTEXT THEMES:

1. Aviation: relates to the beginning, development and use of aircraft in North Dakota. *Typical property types may include: airports, airfields, landing strips, hangars, airport facilities, and homes of important air-industry persons.*
2. Bridges: relates to historical and/or design, engineering and/or architectural values of *bridges, grade separations, and trestles.*
3. Colonization: relates to the planned and organized immigration, settlement and/or resettlement of groups to, into, or within North Dakota from other areas. Groups may be religious, social, ethnic, or others, such as a Hutterite colony. *Typical property types may include: towns, colonies, settlements, reservations, businesses, residences, and farms.*
4. Commerce: relates to the establishment, growth, and operations of the sale or exchange of goods, including banking and financial support services. *Typical property types may include: trading posts, retail stores, wholesale stores, general stores, banks, savings and loan institutions, brokerage houses, mail order houses, shipping and transportation facilities, and the homes of prominent merchants, bankers.*
5. Communications: relates to the transmission of messages and information. *Typical property types may include: pow wos sites, traditional cultural properties, newspaper offices, telegraph and telephone facilities, post offices and mail stations, post roads, radio, T.V. and microwave stations and towers.*
6. Depression. The Great: relates to the causes, effects of, conditions during, and/or relief and recovery from the Great Depression, 1929-1940. *Typical property types may include: abandoned farms, banks, business buildings, city parks, civic improvements, relief facilities, WPA projects, Civilian Conservation Corps (CCC) camps and project sites.*
7. Education: relates to the organized transmission of formal knowledge, training and skills. *Typical property types may include: schools, boarding schools, colleges, universities, business schools, trade schools, campuses, campus living quarters, administration buildings, and homes of prominent educators.*
8. Energy Development: relates to the establishment, development and use of mechanical, hydro- and electrical power sources, their generation, distribution and use. *Typical property types may include: water wheels, steam and/or electrical generating and transmission facilities, dams, and power stations. This context should not include coal or petroleum production facilities.*
9. Entertainment: relates to activities by which people entertain and/or amuse themselves or others and to places where entertainment and/or amusement are offered, provided or experienced. *Typical property types may include: amusement parks, circus grounds,*

*concert halls, fairgrounds, museums, opera houses, parks, play grounds, sports facilities, theaters, the homes of prominent entertainers, and impresarios.*

10. Exploration: relates to the exploration, discovery, recording and dissemination of information about the characteristics, attributes, and values of the state. *Typical property types may include: trails, camp sites, camps, forts, battlefields, storage yards, and the residences of prominent explorers.*
11. Farming. Bonanza: relates to the establishment and operation of the Bonanza Farm phenomenon in North Dakota. *Typical property types may include: Bonanza farm headquarters, barns, corrals, farm buildings, outlying (satellite) farm stations, barracks, dormitories, loading and/or shipping facilities.*
12. Farming. Dairy: relates to the establishment and operation of dairy farms. *Typical property types may include single or multiple dwellings, barns, corrals, milking houses, privies, dumps, and grain storage facilities.*
13. Farming: relates to the establishment and operation of farms other than those specifically categorized elsewhere. *Typical property types may include single or multiple dwellings, barns, corrals, privies, dumps, grain storage, animal shelters, indoor and outdoor storage facilities, and water sources.*
14. Fur Trade: relates to the establishment, operation and adaptations of the fur trade industry in North Dakota, particularly (although not exclusively) from the late 18th to the late 19th centuries. *Typical property types may include, fur trading posts and forts, trails, loading and shipping facilities, trapping, trading and hunting grounds, camps and camp sites, steamboat docks, stores, dwellings, warehouses, and residences of prominent fur trade participants.*
15. Government. National: relates to the establishment and operation of U.S. authority over, control of, and services to the area within North Dakota's current boundaries. *Typical property types will generally include: federal government office buildings, federal courthouses, border stations, reservation headquarters, customs houses, and post offices, but may also occasionally include: mail stations, forts, trails, roads, highways, camps, camp sites, and dwellings.*
16. Government. Territorial: relates to the government and administration of Dakota Territory, 1861 -1889. *Typical property types will be similar to those of "State Government" except that they must have been established, constructed, and/or used for territorial government purposes prior to November 2, 1889.*
17. Government. State: relates to the government and administration of North Dakota since November 2, 1889. *Typical property types may include: state government offices and office buildings, trails, roads, highways, maintenance shops, storage yards and facilities, state institutions, dwellings on state property, for state employee use, and homes of prominent political leaders.*

18. Government. Local: relates to the governance and administration of local governments including counties, cities, towns, or townships. *Typical property types may include: courthouses, city halls, town halls, township halls, office buildings, offices, jails, police and sheriff's offices, maintenance shops, storage yards, buildings and facilities, dumps, warehouses, roads, highways, streets, alleys, bridges, water and sewage treatment facilities, and homes of prominent local political leaders.*
19. Horticulture: relates to the raising and harvesting of plants on a scale smaller than commercial farming. *Typical property types may include: gardens, garden plots, greenhouses, nurseries, canneries, irrigation facilities, "Victory Gardens."*
20. Industrial Development: relates to all industrial pursuits not specifically categorized elsewhere. *Typical property types may include: brick plants, concrete plants, bottling plants, meat packing plants, food processing plants, assembly plants, factories, foundries, saw mills, gristmills, gravel, potash and uranium mines. The context should not include coal or petroleum related sites.*
21. Irrigation and Conservation: relates to the conservation and planned use of land and water resources. *Typical property types may include: historically significant shelter belts, conservation-oriented farming sites, pumping stations, water pipelines, dams, reservoirs, canals, and flumes.*
22. Military: relates to all aspects of the military presence in the state. *Typical property types may include: forts, cantonments, posts, Air Force installations, armories, battlefields, trails, roads, bridges, fords, mail stations, cemeteries, villages, camps, camp sites, dumps, defensive works, corrals, barns, storage areas, and dwellings and residences.*
23. Mining. Coal: relates to the establishment, development and operation of the coal mining industry in North Dakota. *Typical property types may include: tipples, mines, mine entrances, loading and transportation facilities, storage yards, railroad spurs, office buildings, camps, and dwellings.*
24. Petroleum: relates to the establishment, development and operation of the petroleum industry (oil and gas) in North Dakota. *Typical property types may include: oil wells, gas wells, petroleum product refineries, tank batteries, pipelines, and pumping stations.*
25. Railroads: relates to the establishment and operation of the railroad industry in North Dakota. *Typical property types may include: railroad grades, bridges and trestles, depots, freight yards, switch yards, barracks, dormitories, construction yards, section houses, roundhouses, loading facilities, construction camps, trails, camps, camp sites, office buildings, warehouses, dumps, and signal devices.*
26. Ranching. Open Range: relating to the breeding, raising, gathering, transportation and marketing of domesticated animals (e.g. cattle, sheep, horses) during the late 19th

Century before widespread private land ownership and the common use offences. Usually large, often owned or financially supported by foreign investors or prominent cattlemen already established in other states, these ranches operated on a philosophy of exploiting the natural resources of the area for as long as economic feasibility allowed. *Typical property types may include: ranch buildings, single and multiple unit dwellings, corrals, barns, barracks, bunk houses, wells, line shacks, camps and camp sites, rodeo grounds, cattle trails, and possibly round-up grounds.*

27. Ranching. Fee Simple: although similar to "Open Range Ranching" in general activities and products, important differences separate this context from the other. Fee Simple Ranching is characterized by the widespread use of privately owned, fenced land. Usually intended to be permanent occupants of limited space, these ranches were oriented towards continual re-use of the natural resources, perpetuation and improvement of smaller herds, were usually locally owned and financed, tended to operate on a smaller scale and remain a part of the state's agricultural economy. *Typical property types may include: single and multiple unit dwellings, barns, corrals, feed lots, equipment storage yards and buildings, and wells.*
28. Religion: relates to the establishment and operations of religious groups and institutions. *Typical property types may include: colonies, traditional cultural properties, shrines, holy places, churches, synagogues, rectories, parsonages, church schools and colleges, convents, and monasteries.*
29. Roads, Trails, and Highways: relates to the development and use of overland transportation systems (excluding railroads) including trails, roads, highways, automobile and truck traffic, stagecoach and bus traffic and wagon routes. *Typical property types may include: trails, historically significant roads and highways, bridges, fords, stage stations, rest stops, auto dealerships, gasoline stations, freight yards, barns, relay stations, maintenance shops, dwellings, repair shops, bus depots, bus barns, and possibly camps, campsites, motels, inns, and diners.*
30. Rural Settlement: relates to factors that influenced (or were influenced by) settlement in rural areas including rural institutions, rural industries (except farming and ranching), ethnicity, colonization, and social institutions. *Typical property types may include: churches, factories, assembly plants, brick making factories, roads-trails-highways, fords, ferries, and river crossings, cemeteries, social gathering places, rural schools, township halls, mills, forts, and railroad properties.*
31. Urban Settlement: relates to the establishment and growth of towns and cities as whole entities rather than as separate parts. Abandoned settlements and towns as well as existing towns and cities should be included. The context seeks to describe the town-building and settlement phenomena. *Typical property types may include: towns, settlements, colonies, and reservations as well as those property types which relate to more specifically defined urban institutions, urban industries, community services and businesses, ethnicity, and demographic patterns.*

32. Water Navigation: relates to the commercial use of North Dakota's lakes and rivers for transportation of goods and people. While focusing on the steamboat industry, the context is intended to include other forms of commercial water navigation, but to generally exclude recreational boating. *Typical property types may include: steamboat docks, wharfs, piers, wood yards, ferries, storage yards, freight yards, loading facilities, wrecks or wreckage, boatyards, and dry docks.*

These themes may be presented in either of two formats. One format examines each theme on a statewide basis with variable applications definable by geographical regions and time periods. An alternative organizational scheme defines thirteen geographical regions and examines each theme within each region. Research and documentation processes for the historic period contexts are in progress and proceeding at various rates of effort and completion. Use of currently available data and interpretations can be arranged with the State Historic Preservation Office.

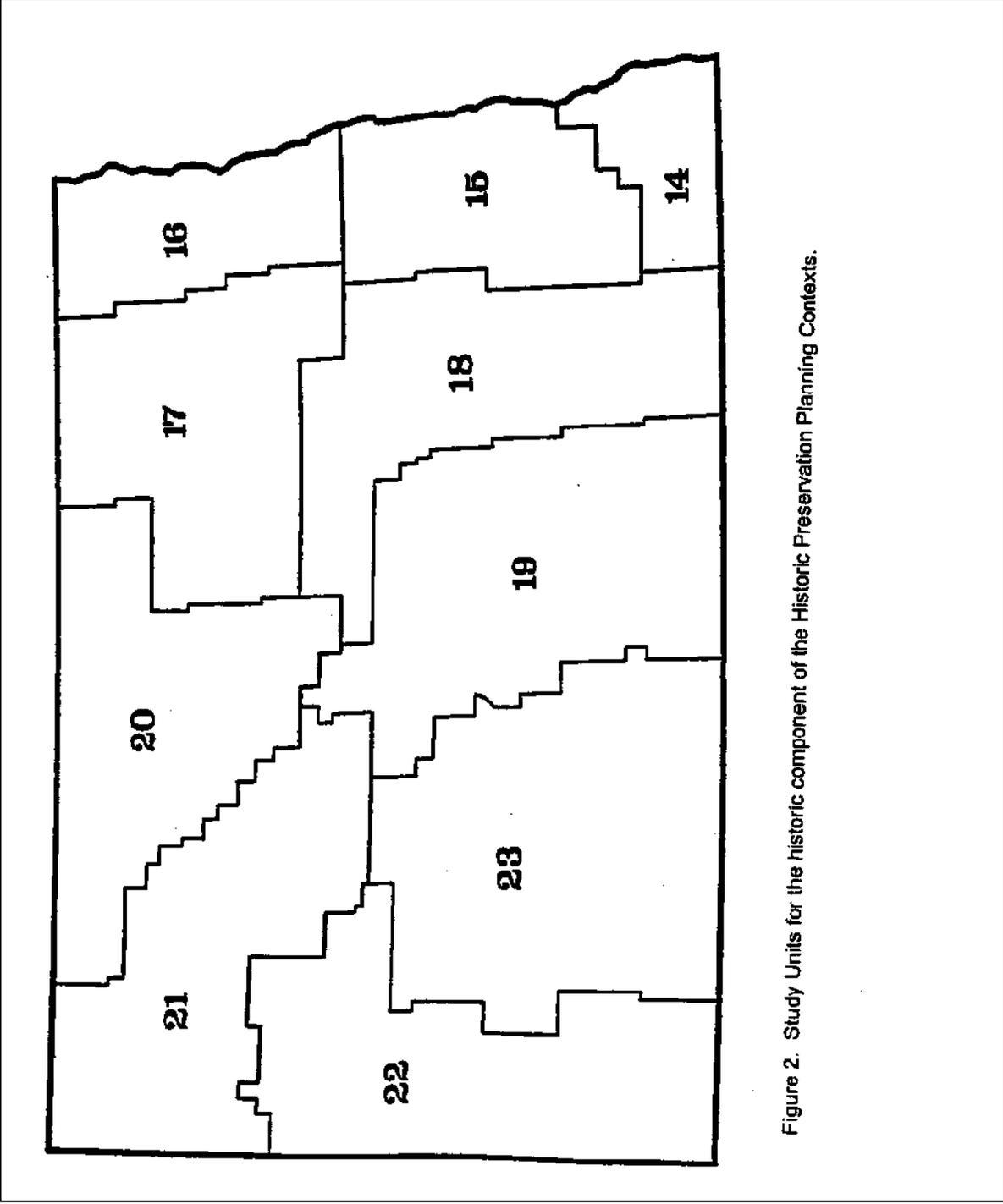


Figure 2. Study Units for the historic component of the Historic Preservation Planning Contexts.

# **CURRENT HISTORIC PRESERVATION ISSUES**

Although not the only issues to surface during planning studies, the following issues are those most frequently and adamantly noted by both professional and public participants in the planning process.

## **PUBLIC ATTITUDES**

In general, North Dakotans appear to be becoming more aware of their history and ever more respectful of the places associated with that history. This is not, however, universally true. For one matter, many North Dakotans lack a broad understanding of the state's history and, consequently, do not recognize or appreciate many of the state's historic resources. Some who are aware of the state's cultural resources, genuinely and honestly don't care about their preservation. Some North Dakotans see archeological, architectural and historic properties as obstacles to achieving other needs and benefits. In part, this attitude may result from continuing misinformation about, or misunderstanding of, legal protections afforded significant cultural resources by federal, state and local governments.

Headway in creating public awareness and cooperation is being made, however, in part, as a result of the state's recent emphasis on enhancing its tourist industry. The upcoming bicentennial (2004-2006) of the Lewis and Clark Corps of Discovery Expedition from St. Louis, Missouri, to the Pacific coast has created a great deal of public interest, awareness and involvement both from residents and non-residents alike. Considerable amounts of money have been provided by private and government sectors to improve related sites and interpretive facilities. This renewed enthusiasm doesn't apply only to the Lewis and Clark related event, but spills over to other sites and historic stories in the state.

Despite the progress made, there is still much to be done in developing public awareness and support. State and local agencies, especially those with interests in economic development and promotion, tourism, and social programming, must continue the interest they have shown in recognizing the potential contributory values historic properties offer to other tourism incentives. Need for continued informational effort was also indicated by public responses to planning questionnaires and in public meetings in which respondents indicated concern about the public's lack of knowledge about the state's cultural resources, about the preservation program and about materials that have been available from, and disseminated by, the SHPO for many years. The resurgence of supportive, collaborative and partnership organizations, such as Preservation North Dakota, The State Historical Society of North Dakota Foundation, Museums in North Dakota (MIND), and the continued influence of avocational groups such as the veteran North Dakota Archaeological Association can assist this effort tremendously. Continuing strong support from the state's educational community at all levels remains vitally important. Another promising vehicle for strengthening preservation attitudes is the recent establishment of Tribal Historic Preservation Offices (THPO) on several of the American Indian reservations in the state. Although in various stages of development, some of these offices have begun strong operations and, along with other tribal groups, have opened previously underutilized avenues of cooperation, insight and mutual benefit.

## **ECONOMIC CONSIDERATIONS**

North Dakota, with its dominating agriculture-based economy has traditionally been subject to the cyclical nature of farm commodity prices. When crops are abundant and prices are high, disposable money commonly results in an upsurge in preservation activity. However, favorable conditions in an agricultural-based economy may also encourage pressures to put more land into production at the expense of previously undisturbed areas containing historic and prehistoric sites and to remove old buildings, farmsteads, and similar properties for additional crop land. During periods of poor crops or low commodity prices, money available for activities such as historic preservation tends to become scarce with the predictable opposite results for preservation projects.

The condition of farm economy in North Dakota also effects other economic sectors including main street business and government. In recent years determined efforts have been started to diversify the state's economy and while these have met with considerable success, the process of change is slow. Consequently, monies available for historic preservation remains an unknown and unstable quantity, both from private charitable sources and government budgets.

The message that becomes increasingly clear is that additional and more innovative methods of funding preservation pursuits must be sought. In part, this implies increased effort to identify additional funding sources; it also indicates a need to develop additional arguments useful in persuading potential funding sources to participate in preservation.

## **POPULATION CONSIDERATIONS**

The challenges and opportunities posed by North Dakota's population dynamics may be viewed as two sides of the same phenomenon. Although the state's population has been trending generally lower since the 1930s, recent census reports indicate that the out-migration trend may be reversing or at least stabilizing. While factors such as birth rates, and attrition of an aging population will continue to influence the overall population, the exact effect is less clear than it has been for the past several decades. The success of the state's efforts to diversify its economic bases, while promising, is still unknown; consequently the overall effect of that effort is also not clearly predictable. What is certain at this time is that the state's population is in a period of transition and only frequent monitoring will provide pertinent information for annual planning cycles.

Even among residents who remain in the state, certain residential dislocations and changing living patterns compound the concerns associated with a diminishing or static population. Population is dwindling in rural areas and small communities as rural and small town residents move to the larger cities, some of which have been growing at substantial rates for long periods. This relocation has two aspects each with its own effects on historic preservation considerations. Areas vacated by former residents experience a reduction of their active volunteer support base and diminishment of their funding base whether private/charitable or public/tax. At the opposite end of the quandary, i.e., in the cities where both economy and population appear to be growing,

demands for new housing, public infrastructure and commercial developments result in land clearing, land disturbance, and/or demolition of older buildings and structures as part of redevelopment projects and expanding infrastructure.

Obviously there will be a continuing need to encourage awareness of, and appreciation for, historic properties in both types of settings. Regulatory considerations provide a start but are traditionally less productive and more precarious than other forms of persuasion and incentive.

## **AGING STRUCTURES**

The traditional economic conservatism of North Dakotans has had benefits for historic preservation in several noticeable ways. While that conservatism may have limited some expression of architectural variety, exuberance and grandeur, it did result in many extremely well constructed structures, many of which received excellent maintenance for many years. The result of this care has been the survival of buildings that might otherwise have been discarded long ago. Many of these buildings, however, are now reaching stages of neglect and disrepair that require decisions concerning stabilization, repair, and preservation, or recording and disposal. Other resources similarly effected include bridges and abandoned coal mines, some of which have the added encumbrance of presenting serious hazards to public safety.

# **THE PRESERVATION PLAN**

## **A VIEW TOWARD THE FUTURE**

The vision of the historic preservation community in North Dakota is a state in which the tangible remains of all the diverse groups that have contributed to the heritage of North Dakota shall have been identified, located, recorded, evaluated, registered and preserved in ways beneficially compatible with the best interest of the cultural resources and the people of the state; and a state in which the physical remains, information, data, and artifacts of each significant cultural property will be accessible to all the public for respectful, inspirational, and scholarly understanding, interpretation and appreciation, in the following ways:

- the state's citizens are generally knowledgeable of, and respectful towards, the full range of cultural values present in the state;
- federal, state and local governments, businesses, organizations and individuals willingly acknowledge and share responsibility for preserving historic sites, buildings, structures, objects and districts;
- local governments have developed a clear understanding of the cultural and historic values pertinent to their jurisdictions and routinely arbitrate preservation issues in accordance with local values;
- the characteristics and contributions of each of the state's cultural rootstocks are recognized as valued parts of the state's heritage and routinely receive appropriate recognition and consideration in preservation efforts;
- preservation of the full range of cultural properties is viewed as contributory to the economic and social vitality of the state's cities, towns and rural areas;
- financial incentives are available to aid and encourage preservation efforts;
- the public is aware of the benefits of rehabilitation and restoration as an alternative to demolition and new construction, yet recognizes that both development and preservation may each contribute to economic growth;
- the preservation ethic is so widely accepted by the state's citizens that preservation of cultural resources is accepted as a common social standard;
- the public recognizes the importance of prehistoric and historic archeological sites and respects their preservation as much for their information as for the artifacts they contain;
- each community recognizes its valued historic character and is willing to invest the resources and materials necessary to preserve, enhance and interpret that character;
- the State Historic Preservation Office is routinely recognized as a primary preservation authority based on the knowledge, experience and leadership of its staff and their ability to assist preservation efforts with technical guidance, regulatory expertise and financial support;
- there is sufficient well-trained, knowledgeable and experienced State Historic Preservation Office staff and adequate funding to accomplish necessary program functions and to meet emergency situations as they occasionally arise;

- the State Historic Preservation Office is routinely recognized as an important, contributing part of the research function of the State Historical Society of North Dakota which generates and disseminates professional publications and materials of the highest quality.

## **A PROGRAM FOR THE FUTURE**

### **GOALS AND OBJECTIVES**

#### **1. Increase awareness of the presence and value of cultural resources.**

**1.A.** - Continue development and distribution of information about the types of cultural resources that exist in North Dakota and the importance and benefits of preserving them;

**1.B.** - Increase publication of information about significant archeological, architectural and historic resources in the state;

**1.C.** - Increase the development and distribution of informational brochures, manuals and guidance materials about the State Historic Preservation Office, its programs and its activities;

**1.D.** - Continue to develop, and to encourage others to develop, preservation related education programs for schools and other groups;

**1.E.** - Encourage community groups to increase the visibility of historic preservation in their communities through participation in public events such as street fairs, Historic Preservation Week activities, local media presentation, and similar events and occasions;

**1.F.** - Encourage the use of site interpretation and interpretive information to spur interest in additional educational efforts and to encourage increased treatment activities;

**1.G.** - Encourage the development of effective relationships with media outlets to enhance opportunities for broader and more frequent preservation related programs;

**1.H.** - Continue to develop, promote and deliver informative and entertaining programs about the relationships between North Dakota's heritage, its culture, its resources and the importance of preserving them;

**1.I.** - Enhance the research potential of the archeological, architectural and historical collections by providing preservation related information through computer databases of sites, collections and photographs, and make these data accessible through electronic and other commonly accessible networks;

**1.J.** - Increase public accessibility to products of research, especially to agency-produced and agency-supported projects.

**2. Increase the membership, consolidate the purposes, broaden the perspectives and bolster the dedication of the state's historic preservation constituency.**

**2.A.** - Promote and maintain recognition of the North Dakota State Historic Preservation Office as an acknowledged, primary source of accurate, reliable and readily accessible information, expertise and assistance about historic preservation theory, issues, techniques, procedures and benefits.

**2.B.** - Encourage greater familiarity and cooperation with and among preservation oriented organizations such as Preservation North Dakota, the North Dakota Archaeological Association, Museums in North Dakota (MIND) local historical societies, ethnic organizations, and similar groups by encouraging networking, multi-group discussion opportunities, and other public forums;

**2.C.** - Encourage enactment of local historic preservation ordinances and strive to expand participation in the Certified Local Government program;

**2.D.** - Promote National Trust programs in North Dakota;

**2.E.** - Encourage and assist American Indian, and other specific interest groups to participate more intently and regularly in preservation activities;

**2.F.** - Develop effective systems and mechanisms, including the use of modern technology, to inform constituencies about national, state, and local preservation issues and activities and to enable their mobilization when necessary;

**2.G.** - Develop an effective preservation advocacy program;

**2.H.** - Continue long- and short-range planning processes, including the completion and updating of contexts and other planning documents that reflect current strategies for historic preservation activities;

**2.I.** - Broaden public understanding of, and participation in, preservation planning and program development;

**2.J.** - Continue to offer prompt and professional technical assistance to those in need.

**3. Promote programs to identify, record, evaluate and preserve significant cultural properties.**

**3.A.** - Promote surveys to identify, record, evaluate and preserve significant archeological, architectural and historic properties;

**3.B.** - Promote nomination of significant cultural properties to the National Register of Historic Places, the North Dakota Historic Sites Registry and the Registry of National Landmarks;

**3.C.** - Ensure that agencies of federal, state and local governments have knowledge of the full range of historic resources under their jurisdiction;

**3.D.** - Continue or increase training programs for federal, state and local government agencies to assure that they are informed about their Section 106 responsibilities and understand the importance of cooperative compliance;

**3.E.** - Encourage public and private acquisition of significant properties for preservation and interpretive purposes;

**3.F.** - Continue to develop preservation strategies for significant cultural resources.

**4. Provide financial and non-financial incentives to encourage broader participation in historic preservation efforts and program activities.**

**4.A.** - Continue efforts to expand and enhance incentives to encourage and support broader public and private participation in preservation activities;

**4.B.** - Continue efforts to establish a state funded grant program for preservation;

**4.C.** - Continue efforts to establish a statewide revolving loan program for preservation projects;

**4.D.** - Promote efforts to secure legislation to provide state tax incentives for preservation;

**4.E.** - Continue efforts to identify and attract private funding sources for preservation;

**4.F.** - Continue and expand an awards program recognizing notable preservation efforts.

**5. Promote and encourage appropriate treatment of historic properties.**

**5.A.** - Promote and encourage knowledge and acceptance of, and adherence to, the Secretary of the Interior's Standards for Historic Preservation;

**5.B.** - Increase awareness of and access to federal, state, local and privately produced guidance on appropriate treatment for historic properties;

**5.C.** - Encourage and assist state agencies to manage state-owned historic properties in accordance with sound preservation principles.

**6. Increase regular inclusion of historic preservation concerns in the planning and decision-making processes of agencies, organizations and individuals whose activities have a potential to effect significant cultural resources.**

**6.A.** - Expand the historic preservation planning potential of the North Dakota Cultural Resource Survey site files data bank, manuscript collection and other documentary collections;

**6.B.** - Continue efforts to develop and maintain regular communication links between and among governmental agencies, private and public organizations and individuals whose activities and interests have an impact on the mission and programs of historic preservation in North Dakota;

**6.C.** - Work towards assuring that the planning efforts of public and private entities include and contain historic preservation issues and concern elements.

## **HOW THE PLAN WAS DEVELOPED**

### **THE PLANNING PROCESS**

This edition of North Dakota's comprehensive historic preservation plan is a revision of the 1995 plan, an update to the earlier plan rather than a new plan. There are two basic reasons for using this revision approach rather than starting anew. The first is based on early revision studies which included a review of the current (1995) plan and investigations and inquiries into the relevancy of the data and conclusions reached in the earlier plan. The second relates to major changes in the planning philosophy and practices of the State Historical Society of North Dakota, the parent agency which houses the State Historic Preservation Office.

Early revision studies indicated that a great amount of the work needs identified and directed by the earlier plan had been undertaken and many accomplishments had been achieved. Early reviews and studies also showed that although some of the conditions and circumstances affecting and influencing historic preservation in North Dakota had changed, by-in-large the changes were neither overwhelming nor profound, being changes of degree rather than substance. Consequently, the conditions and circumstances of, the issues effecting

and influencing, and the needs of and challenges to, the historic preservation program in North Dakota had really not changed substantially. Because this plan is written at the level of broad goals and objectives rather than the more definitive strategies, action steps and tasks (more the purview of annual work plans than long range strategic plans) the program's accomplishments had effects within, rather than to, the goals, directions and motivations of the continuing programs.

The second reason for a revision rather than a re-write is that in 1998 the State Historical Society of North Dakota embarked on an agency-wide, fully integrated, long range, strategic planning process similar to the basic process used by the Historic Preservation Division in developing the original Comprehensive Plan. This new agency-wide planning process incorporated the needs and concerns, as well as the input and influences, of the SHPO.

Development of this revision began in 1998 initially as a function of the SHPO Comprehensive Planning Committee which consists of the SHPO's professional staff and which meets periodically, as needed. The primary function of the committee was to review those sections of the current plan most sensitive to changing conditions and circumstances, especially those parts detailing vision, goals and objectives, and issues, challenges and opportunities for continued relevance.

At various stages of this planning process all segments of the public have been invited to participate in the process in various ways. To attract and encourage broad public participation in this project, several techniques were used including those closely integrated with the annual subgrant allocation process. This process includes a solicitation of views process which constitutes a direct appeal for participation to a very broad portion of the state's citizenry and interest groups and is accomplished by a public meeting as advertised statewide in newspapers which carry legal notices.

In 1998, as part of the State Historical Society of North Dakota's new planning policy and procedure, the Society began sponsoring annual, open public meetings in various communities around the state. These meetings are well publicized and are conducted in multiple-community tours by agency officials and staff, and include representatives of other pertinent state agencies such as tourism and outdoor recreation. These tours have visited the state's larger towns and cities and Indian reservations. Information gathered was used initially to develop the agency's long range strategic plan, which consists of the strategic plans of each operating division, including the Historic Preservation Division, within which the SHPO operates. Information gathered by each tour is now used to assist revision of the divisional strategic plans and generation of annual work programs. In the case of the Historic Preservation Division, these functions are performed by the Comprehensive Planning Committee augmented by clerical staff.

Additional comprehensive planning participation opportunities were offered by presentations to special interest groups and distribution of preservation planning questionnaires.

Upon completion of final reviews and approval by the National Park Service, the plan will be published electronically via nationwide internet access (<http://www.state.nd.us/hist>). In addition, paper copies will be printed in sufficient quantity to allow wide distribution to those persons and organizations who request paper copies.

## REVISING THE PLAN

It is the intention of the State Historic Preservation Office to allow the State Plan to be subject to minor amendments warranted by changing needs and situations as perceived by the SHPO's professional staff and as indicated by public comment at any time.

Following the annual Community Conversation tours and in conjunction with preparation of the annual work plan, review shall be made of the continued validity of the comprehensive plan. Major changes deemed of high importance and immediacy by the SHPO's Comprehensive Planning Committee shall be formally considered following public notification and invitation for public participation in the process.

Following the legislative session held in the year following a gubernatorial election, the State Plan shall be formally reviewed for continued validity by the SHPO professional staff. This review shall essentially begin the regularly scheduled revision process that may extend over a 12 to 18 month period and shall follow the procedures used to develop the 2003 State Plan unless changing conditions, situations and critical issues warrant a return to the highly rigorous and intensive levels of the original (1995) plan development. The next planned major revision of the North Dakota Statewide Comprehensive Historic Preservation Plan is scheduled for publication on December 1, 2009.

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