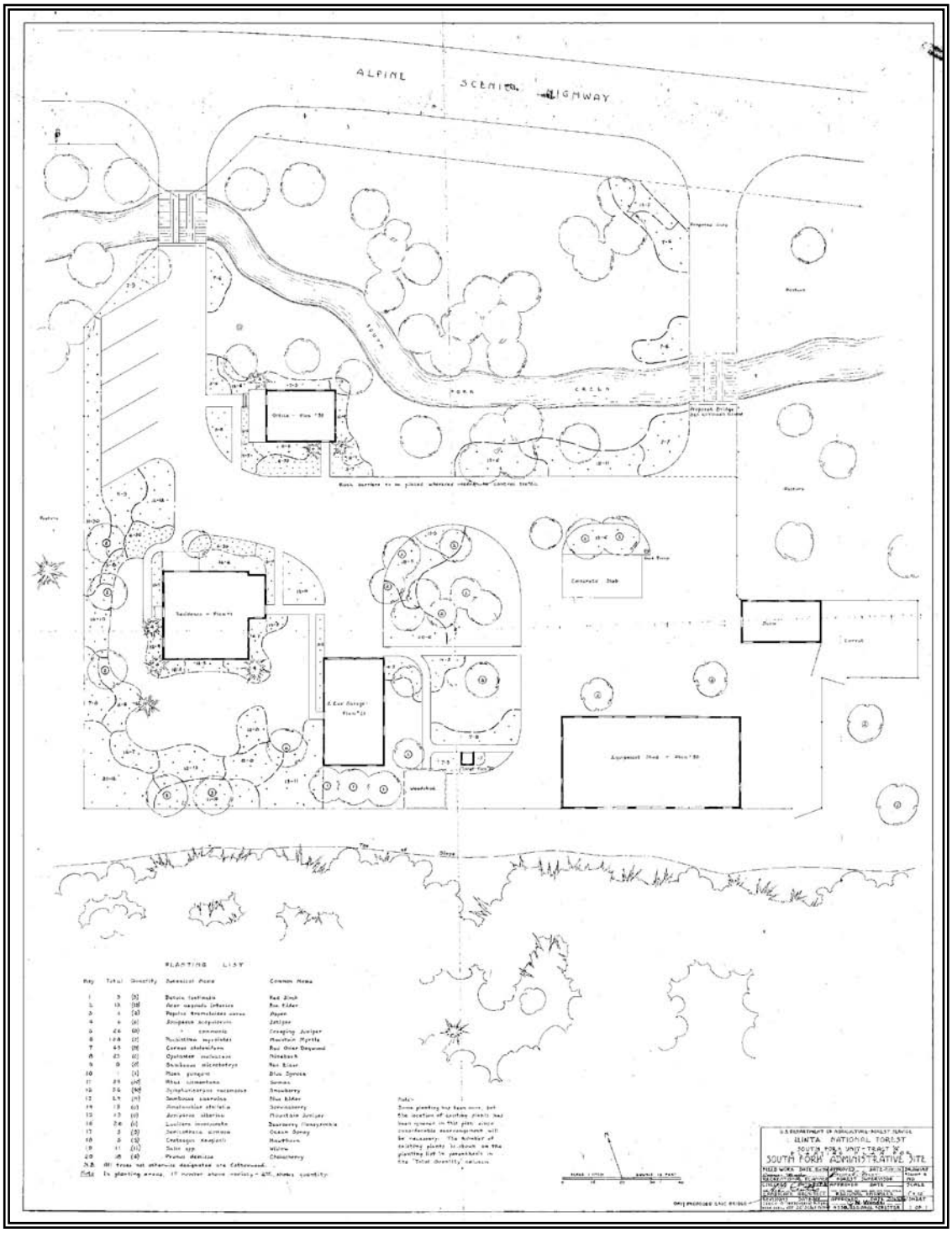
Historic Landscapes of Forest Service Administrative Sites in the Intermountain Region

By Richa Wilson, R4 Architectural Historian

DRAFT, 19 January 2010



Historic Landscapes of Forest Service Administrative Sites in the Intermountain Region

TABLE OF CONTENTS

INTRODUCTION 1

"LANDSCAPE ENGINEERING" & THE FOREST SERVICE, 1905-1932 1

VALIDATION OF LANDSCAPE ARCHITECTURE, 1933-1942 3

- Consultants and Personnel 3
- National Direction 6
- Region 4 Initiatives 7

STAGNATION TO MODERNISM, 1943-1960s 11

- Personnel 11
- Region 4 Developments 12

IDENTIFICATION & EVALUATION 14

- Resource Types 14
- Characteristic Features 15

APPENDIX A: R4 RECOMMENDED PLANTS, 1938 17

APPENDIX B: R4 RECOMMENDED PLANTS, 1957 18

BIBLIOGRAPHY 22

Cover: 1936 Planting Plan for the South Fork Administrative Site, Uinta National Forest.

INTRODUCTION

This report addresses the rural and designed landscapes of historic administrative sites in the Intermountain Region (Region 4) of the USDA Forest Service. Administrative sites include ranger stations, guard stations, fire lookouts, and other sites developed by the Forest Service to support administration of the national forests. Typically withdrawn from public use or acquired through purchase or donation, sites range in size from less than an acre to over 200 acres. They provide work and residential accommodations (e.g., offices, single-family houses, bunkhouses), storage space (e.g, warehouses, sheds, boneyards), and agricultural facilities (e.g., barns, hay sheds, pastures, corrals).

Previous historic research and cultural resource surveys focused on the buildings and structures at administrative sites and gave less attention to the landscape characteristics such as plantings, small-scale site features, and circulation patterns. This document, which expands on information in *Within A Day's Ride: Forest Service Administrative Sites in Region 4, 1891-1960 (*Wilson 2004), will assist heritage personnel in evaluating landscape elements for historic significance.

This is a work in progress that will be expanded as future research and field surveys are completed. Thanks to reviewers of this draft: Michael Timmons of the Landscape Architecture and Environmental Planning Department at Utah State University and Susan Crook, Utah's coordinator for the Historic American Landscape Survey (HALS).

"LANDSCAPE ENGINEERING" & THE FOREST SERVICE, 1905-1932

The Forest Service selected locations of the earliest ranger stations to take advantage of water, existing or potential pastures, shelter from the weather, and accessibility. To a lesser extent, forest officials considered the availability of mail delivery and the potential of laying telephone lines.[1] The 1906 *Use Book* specified other requirements for ranger stations, including a horse pasture surrounded by a two- or three-wire fence "strung on posts or trees 30 feet apart" and agricultural lands "necessary to supply a ranger's family with vegetables and to raise hay and grain" for his horses.[2] In 1912, the Washington Office issued new directives that reiterated this earlier guidance. Rangers' headquarters, which would typically be no more than 160 acres, were to be sited where there was enough agricultural land for a pasture and garden, as well as enough water for irrigation.[3]

Beyond these requirements, the Forest Service, with its lack of design professionals, provided minimal guidance on site planning to its officers. Gifford Pinchot gave some direction, noting that "Rangers' privies had to be more than fifty yards from the house with at least a six-foot vault."[4] He also required the American flag to fly over the head man's tent in the field. These instructions were the seeds of a standardized approach to building construction, design, and layout that became widespread by the 1930s. Before then,

---

[1] US Department of Agriculture, Forest Service, *The Use Book, Regulations and Instructions for the Use of the National Forest Reserves* (Washington, DC: Government Printing Office, 1906), 25.
[2] Ibid., 108-109.
[3] US Department of Agriculture, Forest Service, *The National Forest Manual* (Washington, DC: Government Printing Office, 1912), 52.
[4] Harold K. Steen, *The U.S. Forest Service: A History,* 3d ed. (Seattle: University of Washington Press, 1991), 83.

however, haphazard layouts and minimal landscaping were characteristic of many early ranger stations. The relationship of buildings to each other was typically dictated by water sources, roads, and pasturage rather than aesthetic considerations.

In 1917, the Forest Service hired consulting landscape architect Frank Waugh, who emphasized the need for landscape engineers in the Forest Service.[5] Following publication of Waugh's *Recreation Uses on the National Forests* and *Landscape Engineering in the National Forests* in 1918, Arthur Carhart became the agency's first permanent landscape architect in early 1919.

A graduate of Iowa State College, Carhart worked in the Rocky Mountain Region (Region 2). During his short tenure with the Forest Service, he focused on the protection of wilderness areas and the development of recreation sites. Unfortunately, the agency was not yet ready for someone like Carhart – the field of recreation was just developing – and he resigned in frustration at the end of 1922. His replacement, Ingwald S. Horgan, was another Iowa State graduate who stayed only a few months.[6] The Forest Service did not hire another landscape architect until the New Deal era.

One Mile Ranger Station, Minidoka NF, 1909. Note the irregularly shaped, rock-lined planting beds, bare yard, and native trees.

In summary, the Washington Office provided direction on selecting administrative sites and, to some extent, on certain site features including pastures, gardens, fencing, and flagpoles. Given the lack of funding, any landscaping efforts beyond these necessities were minimal. Rangers relied on their own experiences and desires when making decisions on plantings (if any), circulation, and spatial organization. Thus, the administrative sites of this period can be considered vernacular and many meet the definition of "Rural Historic Landscape," which is discussed below.

[5] Frank Albert Waugh (1869-1943) taught horticulture and landscape gardening at the Massachusetts Agricultural College (now the University of Massachusetts). He wrote 18 books by 1930, including *Landscape Gardening* (1899) and *Landscape Beautiful* (1910).

[6] William C. Tweed, ""Recreation Site Planning and Improvement in National Forests, 1891-1942," USDA Forest Service Publication FS-354 (Washington, DC: U.S. Government Printing Office, November 1980), 12.

VALIDATION OF LANDSCAPE ARCHITECTURE, 1933-1942

Consultants and Personnel

The New Deal era saw a dramatic change in the number and quality of improvements constructed on the national forests. Although the nation experienced grim economic conditions during the Depression, the Forest Service and other Federal agencies benefited from increased relief funding and labor pools. In 1932-33, the Forest Service hired hundreds of engineers, architects, landscape architects, and recreation planners to design and supervise construction of roads, trails, buildings, utility and communication systems, campgrounds, and watershed improvements.[7] These, along with administrative buildings, were usually constructed with relief funds and/or labor.

As noted by historian Phoebe Cutler, the New Deal brought "the mass production of Government Rustic [that] involved not only recruiting a host of landscape architects but also training them in the ways of the woods."[8] Many were fresh out of college, some were foresters who received training as "recreational planners," and others came from the East with work experience on private commissions and urban spaces. The newly hired architects and landscape architects (often employed under the title "recreational planner") developed standard designs and guidelines for site layouts.

The Washington Office (WO) undertook several efforts to evaluate the Forest Service's landscape architecture capabilities. In 1934, the Intermountain Region responded to a WO query that it had four men working in campground design. Although the report did not list them as landscape architects, they each had at least a year's experience doing the work. This document and comments of the other regions led Leon Kneipp of the WO Division of Lands to recommend hiring 12 technically trained men. Two would be in the WO and one in each region except Region 5, which would have two. He proposed this for the duration of the Emergency Conservation Work program (later renamed the Civilian Conservation Corps). The Chief "authorized each Region to hire technical personnel and proceed on an individual basis."[9]

The Chief also ordered a study of the Forest Service organization, which occurred in 1935. Before it was completed, the Forest Service hired landscape architect Earnest E. Walker to work in the WO and consultant Albert D. Taylor[10] to conduct a study of the agency's recreation facilities.[11] Taylor's photographs and report titled *Problems of Landscape Architecture in the National Forests* reflect the design philosophy of the time and made recommendations for landscaping and signage of primitive areas, roads, and recreation sites. He urged the Forest Service to hire landscape architects and by 1937, there were 75

---

[7] J.J. Byrne, "Brief History of Engineering in the Forest Service," in *The History of Engineering in the Forest Service,* (Washington, DC: Government Printing Office, 1990), 5.

[8] Phoebe Cutler, *The Public Landscape of the New Deal* (New Haven, CT: Yale University Press, 1985), 91.

[9] Tweed, 17-18.

[10] At the time, Albert Davis Taylor (1883-1951) was president of the American Society of Landscape Architects. A graduate of Frank Waugh's landscape program in Massachusetts, he coauthored *The Complete Garden* (1921) with Gordon D. Cooper and helped establish a landscape architecture program at Ohio State University.

[11] Tweed, 18

in the agency, most of whom were temporary employees involved with recreational and/or ranger station development.[12]

The 1935 reorganization study led to the creation of the Division of Recreation and Lands in Washington. It was not until 1937, however, that Robert Marshall became its first division head, a duty that included supervision of landscape architects.[13] By April 1939, every Region had a division of recreation and lands, with a total of 60 landscape architects. However, only 11 had permanent status; the rest were temporary employees.[14]

In his 1936 report, A.D. Taylor wrote that Region 4 had two landscape architects in 1935. One was likely landscape architect Harold L. Curtiss who oversaw development of Region 4's first landscape plans for administrative and recreational sites. Curtiss wrote at least two articles for a publication titled *Parks and Recreation*. In one, he indicates working for the University of Wyoming as an "extension landscape architect" in the early 1930s. Other Region 4 staff who developed landscape plans during the New Deal era include the following.[15]

- George E. Martin was in the Regional Office by 1934.

- Kenneth O. Maughan was one of the first Region 4 employees to recognize the importance of recreation.[16] Born in Wellsville and raised in Logan, Utah, he graduated from high school in 1921. After serving an LDS mission in Canada, he returned and got his zoology degree from BYU in 1929. He worked a year as a coach at Beaver High School, then became principal of the Minersville High School. Maughan worked seasonally for the Forest Service before moving to New York in 1931 to get his master's degree in forestry. In 1932, he completed his master's thesis titled "The Recreational Development in the National Forests," noting use would soon outstrip facilities. The thesis was published as *Technical Publication No. 45* in May of 1934.

  In 1933, Maughan received a permanent appointment with the Forest Service in Utah and was involved with planning recreation and administrative sites. Although he was attached to the Wasatch National Forest Supervisor's Office from 1934 to 1938, he planned recreational and administrative sites for the entire region. Maughan accompanied A.D. Taylor on his 1935 trip to the Wasatch National Forest. In 1938, he was assigned as ranger to the Pine Ranger District on the Boise National Forest. After two years, Maughan became district ranger of the Kamas Ranger District on the Wasatch, remaining there for twenty years until 1960. He then served on the Cache as Ogden District Ranger from 1960 until retirement on December 30, 1967. In late 1969, Maughan was elected to the Pleasant View (Utah) City Council for a four-year term. As of 1984, he was still living in Pleasant View.

---

[12] Wayne D. Iverson, "Landscape Architects and the US Forest Service," p. 5, paper presented to the USDA Forest Service Inter-Regional Landscape Architects Workshop at the Doubletree Hotel in Tucson, Arizona on May 21, 1990, photocopy located with author.
[13] Tweed, 19.
[14] Ibid., 25.
[15] Additional research is underway to identify all Region 4 landscape architects and the significance of their contributions.
[16] The following is from Kenneth O. Maughan, interview by Thomas G. Alexander, 16 February 1984, Accession No. R4-1680-92-0024-71, Region 4 History Collection

Maughan recalled, “I had several highly trained landscape architects. We brought one in from Oregon and California and various other locations.” He said they had “as high as three or four landscape architects” and the technical support of the engineering group.

- J. Carroll Reiners was a recreational planner hired by 1936.

- Reginald C. Pragnell was hired as a recreational planner in the RO as early as 1936. By 1948, his title was landscape architect and he was on the Wasatch National Forest. He was still there in that position in 1954.

- Arthur R. Franz earned his masters degree from Washington State College. In April 1937, he began work as a junior landscape architect in the RO. Before he joined the Forest Service, he was a junior landscape architect with the National Park Service in Montana and Washington.

- Yale Moeller also joined the RO staff in April 1937 as a junior landscape architect. He graduated from Iowa State College, then worked as a landscape designer for the Des Moines Metropolitan Park Commission and the National Park Service in Oklahoma.

- Landscape architect Howard W. “Hap” Young graduated from the University of California Berkeley with a B.S. in Landscape Design. He worked for the Forest Service from 1937-1939 and 1956-1960. In the intervening years, he worked for the National Park Service, the War Department, the Corps of Engineers, the Ogden Union Railway & Depot Company, and private firms in Arizona and New Mexico. In 1960, he accepted a job with the California State Recreation Department in Sacramento. Young became the first recreation planner for the BLM’s California State Office in 1962 and retired from that position in 1971. After retirement, he went into private practice and eventually moved back to Ogden, Utah where he was involved with community planning. Young died in Ogden on September 23, 1974.

- On the La Sal National Forest, Frances C. Oswald, Jr. was listed as a junior forester in 1936 and a landscape architect in 1937. He designed numerous recreational sites on various Region 4 forests. He traced some of the 1937 standard plans in the *Recreation Handbook*.

- A.W. Doerner was a recreational planner on the Wasatch National Forest in January 1937.

- Wallace Manning was a recreational planner on the Uinta National Forest in January 1937.

- R. D. Tucker was a recreational planner on the Cache National Forest in February 1937.

- Donald R. Partridge was responsible for many of Region 4's planting plants and recreational site designs. He accompanied A.D. Taylor on his 1935 trip to the Targhee National Forest and Yellowstone National Park. Partridge replaced Harold L. Curtiss as the Region 4 landscape architect/recreation specialist in 1944[17] and retired from the Forest Service on February 24, 1964.

National Direction

W. Ellis Groben, Forest Service consulting architect, compiled technical information and design guidelines to assist designers charged with planning administrative sites and buildings. This document was first printed in 1935, supplemented in 1936 and 1937, and reprinted in 1938 under the title of *Principles of Architectural Planning for Forest Service Administrative Improvements.* In it, Groben provided guidance on site selection, spatial arrangements, and certain landscaping features. For example, he listed criteria for selecting fence types, materials, and colors "to harmonize with both the buildings and the natural surroundings."

Groben supplemented his guidelines with a publication titled *Acceptable Plans, Forest Service Administrative Buildings.* Issued in 1938 as a compilation of sample standard plans from each region, it briefly discussed site selection, layout, circulation, zoning of uses, and the need for landscape studies "including the general planting scheme, lawns, walks, etc."

Consulting landscape architect A.D. Taylor presented similar themes in his 1936 *Problems of Landscape Architecture in the National Forests.* He addressed building placement and advised locating the dwelling across a driveway from the office and service buildings. In urban areas, he recommended that offices and houses should be oriented toward the street, while rural offices and houses should face a road, driveway, or scenic view. Support structures such as the barn and garage should sit at the rear of the site.[18]

In reflecting on these early years, former landscape architect Wayne D. Iverson wrote,

> The recreation site plans were often a bit primitive and depended upon close supervision, but most of the ranger station plans were quite elegant for the times. The eastern schooling of landscape architects was clearly brought out in the ranger station planting plans – eastern plants prevailed in all parts of the country.[19]

[17] Tweed, 26.
[18] Ralph Hartley and James Schneck, *Administering the National Forests of Colorado. An Assessment of the Architectural and Cultural Significance of Historical Administrative Properties* (Lincoln, NE: NPS Midwest Archeological Center, 1996), 76.
[19] Iverson, 5.

As discussed later in this document, his statement is inconsistent with landscaping in Region 4. Direction provided in the Region's *Recreation Handbook (1935)* and field evidence indicates a reliance on native plants and "natural beauty."

Region 4's attention to small-scale site features is apparent at the Nevada NF Supervisor's Office in Ely, Nevada. Note the fence, sign, and flagpole.

Region 4 Initiatives

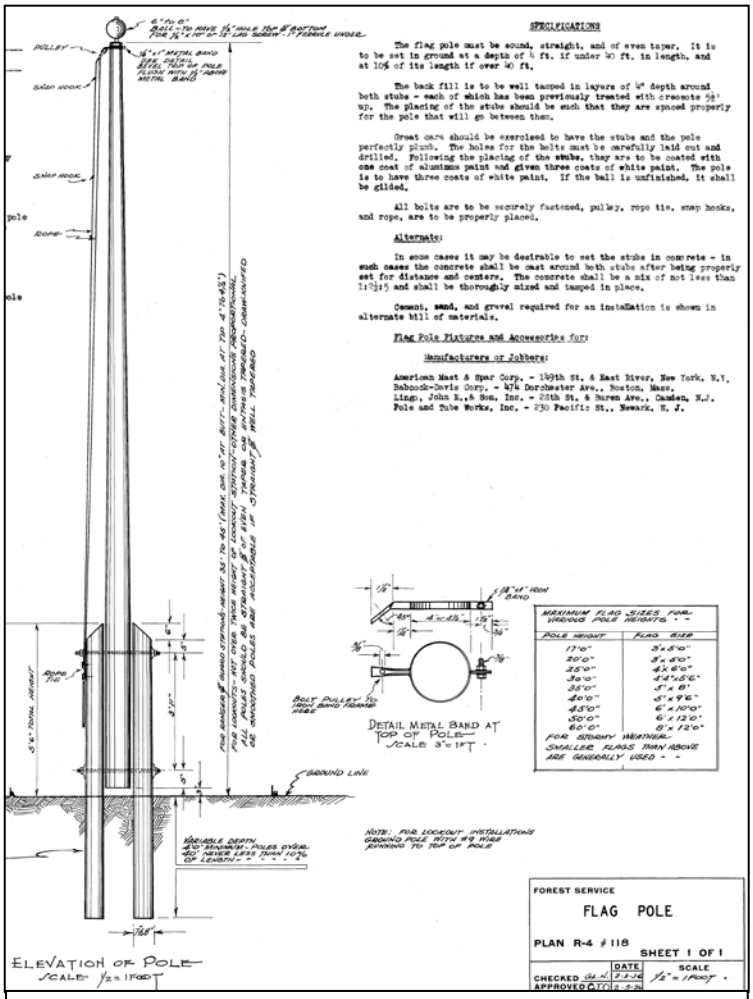
Region 4 did not lag in accepting landscape architecture as a design imperative and as a legitimate profession. In 1933, the Region produced a building handbook that set forth guidelines and standards for site development and building design. Evidence suggests regional architect George L. Nichols had a hand in preparing most, if not all, of this *Building Construction Manual,* which directed driveways to be gravel, 16 feet in width, and marked "with a rock border neatly arranged." Walkways of concrete, flat rocks, or gravel should be provided between the ranger's house, driveway, office, and other buildings. The *Manual* also listed Region 4's standard designs for cattle guards (R4 Plan 67) and fences (R4 Plan 65) around ranger station yards and pastures. Yard fences and other wooden site features were to be painted white "where the station will be seen at close range by many people." The flagpole was also to be white.

Several actions in 1935 reflect the Region's growing emphasis on landscape design. The Region significantly expanded the 1933 *Building Construction Manual* with detailed advice on locating new sites and placing buildings on existing sites. The manual directed forest officials to consider factors such as appearance, natural setting, exposure (southern was recommended), drainage, accessibility, fuel, shade, shelter, water, and pasture. The

selection of guard stations should also consider views, as a forest guard would often serve as a fire lookout or smokechaser.

Provided were sample site plans that carefully considered access, image, and the relationship of buildings to each other. To create a pleasing arrangement, a building was to be placed at right angles to, but not lined up with, other buildings on the site. Frequently used buildings such as the house, garage, woodshed and cellar were grouped closely together while others were set towards the back with the barn being furthest away. For reasons of privacy, housing for temporary men was to be placed away from the ranger's house. To reduce fire hazards, buildings were to be at least 50 feet from each other. Although the rangers and supervisors on each forest were responsible for developing the initial site plans, designers in the Regional Office produced the final improvement plans that were sometimes supplemented with planting plans.

The revised 1935 manual provides a clue that may explain why planting plans were prepared for some administrative sites but not others. It stated, "A landscaping plan for the station providing for the planting of trees and shrubbery should be made and followed out if water and moisture conditions will allow successful planting." The availability of water was always a concern when selecting administrative sites in Region 4, much of which receives little annual rainfall. With priority given to culinary use and irrigation of pastures, some stations likely had little water left for aesthetic plantings.



R4 Plan 118, Standard Flagpole

The *Building Construction Manual* recognized this consideration when it advised enhancing the site with vegetation that was appropriate to the climate and water conditions. It recommended a lawn (maximum 50 feet from any side of the dwelling) of Kentucky bluegrass with white clover or, if irrigation was unavailable, native grasses. A yard fence of woven wire, poles or boards (Plan 65 or 65A) would protect the lawn from stock. The manual advised the preservation of existing trees or, if there were none, planting of new ones. Clarence N. Woods, Associate Regional Forester, reiterated the

aesthetic importance of landscaping in a memo titled "Shade Tree Planting." He wrote, "There are apparently a lot of administrative sites, and perhaps some camp grounds, which should be beautified by the growing of trees." He encouraged forests to transplant the largest trees possible, as "ten years is a long time to have to wait to get the tree to a given size."[20]

Other cultural landscape features addressed in the 1935 manual included driveways (width of 12'-14' and lined with rocks) and walks (24"-30" wide, preferably of flat rocks although concrete was acceptable). While not specifically addressed in the manual, administrative sites always had a flagpole, typically of R4 Plan 118, developed in 1936. Standard plans were also provided for signs, gates, cattleguards and tire barriers.

This 1961 photo of the Mammoth Ranger Station, Manti-La Sal NF, shows a mature landscape with an unusual fence design and a flagpole.

The development of landscape architecture is closely linked to the acceptance of recreation as a valid use of the national forests and, consequently, the need for landscape architects to design recreation areas. Many scholars have successfully argued that this acceptance was more of a competitive reaction to the National Park Service's recreational development and less of a response to increased recreational visits to the forests.

Region 4 met the challenge of increased recreation use. It issued a *Recreation Handbook* in 1935 to replace the "old Recreation section" of the Lands Handbook.[21] This may have been one of the earliest such handbooks – D'Arcy Bonnet proposed to compile a similar publication for the entire Forest Service two years later. Supplementing the *Building Construction Manual*, the 1935 *Recreation Handbook,* revised in 1938, focused on recreation sites such as campgrounds, resorts, and summer home areas and addressed, to a lesser extent, administrative sites. It provided guidance on signage, workforce, paint colors, and plantings. The publication also included standard plans for buildings, fences, amphitheaters, shelters, tables, and other recreation facilities. Harold L. Curtiss developed some of these plans and it appears he may have worked with regional architect George L. Nichols to compile the *Recreation Handbook*.

[20] Clarence N. Woods to Forest Supervisor, 6 November 1935, copy with author.
[21] USDA Forest Service, Region 4, *Recreation Handbook* (n.p.: 1935, revised 1938).

Regarding vegetation, the *Recreation Handbook* stated, "The objective of landscaping and planting will be to secure the maximum amount of natural beauty." It emphasized transplanting native trees, shrubs, ferns, flowers, and vines but also allowed the use of nursery specimens of native stock. Non-native plants required Regional Office approval. Low, spreading plants were encouraged around building foundations, with accent plants at corners and near vertical elements. The handbook listed recommended plants (see Appendix A).

The *Recreation Handbook* referred to the Region 4 *Building Construction Manual* when it emphasized the need to carefully plan administrative sites to ensure the best layout of buildings, circulation, service areas, and landscaping, as well as future improvements. It encouraged long-term planning of landscapes, recognizing the probability of phasing in plantings as circumstances – including the availability of water – allowed.

Planting plans were to be prepared for all supervisor's offices, year-long stations, and other buildings in towns, as well as for stations with high visibility such as those near recreation areas or along heavily traveled roads. Design principles included grouping of shrubs and trees in curved lines or, if along fences and boundary lines, in clumps rather than regular intervals. Groups of trees and shrubs were to be of odd numbers with restraint in the number of varieties. Additionally, native materials were to dominate exotic plants, while white clover or native grasses were recommended for areas within the yard fence that were not to be maintained lawns. The *Recreation Handbook* provided recommended plant quantities because the rangers "must not be burdened with the necessity of collecting, planting and maintaining hundreds of shrubs and trees . . . . Caretakers are out of the question on the great majority of sites."

Other events followed the publication of the *Recreation Handbook.* Region 4 hosted a conference of recreation planners April 9-10, 1936 in Ogden.[22] In the 1940s, Harold L. Curtiss taught a course on "Specialized Recreational Construction" at the Region 4 ranger school. In doing so, he compiled photos of footbridges, signs, toilets, playgrounds and other site features.[23]

Despite these initiatives, it took time to adopt designed landscapes for administrative sites. In recalling the 1937 development of the Kamas Ranger Station, Kenneth Maughan said, "At that early date, much stress was not given to landscaping." However, when the Wasatch National Forest built a warehouse in Salt Lake City at 200 East and 600 South, they included some landscaping, which motivated neighbors to landscape their properties."[24]

---

[22] The 1938 handbook has an insert: "Program of Recreation Planners' Conference," which was held in Ogden on April 9-10, 1936. "Mimeographed for inclusion in Recreation Handbook October 1, 1936."

[23] "Photographs of Representative Region 4 Recreation Structures," photo album, Accession No. R4-1680-92-0108-06, Region 4 History Collection.

[24] Maughan, 6.

STAGNATION TO MODERNISM, 1943-1960s

Personnel

The declaration of war on Japan in December 1941 marked the end of the work relief era and its extensive building activity. Development of administrative sites ceased – sometimes in mid-construction – and any proposed construction required approval from the War Production Board. Construction was also hampered by the loss of the Forest Service's design professionals, including most of the landscape architects. Many were laid off while others joined the military or got jobs in the private sector. Those who remained were assigned to critical work such as the Emergency Rubber Project and some even served as district rangers.[25]

After World War II, the Forest Service focused on timber harvesting and road construction, which shifted resources away from the improvement of administrative and recreation sites. As the public increasingly turned to recreational pursuits, the agency made minor efforts to rehabilitate the latter and slowly increased its staff of landscape architects.[26] These included Region 4's Donald Partridge, who replaced Harold L. Curtiss in 1944 as regional landscape architect, and Reginald C. Pragnell on the Wasatch National Forest, who later became regional landscape architect in the Southwest Region (Region 3).[27]

All of the "old-time" regional landscape architects retired in the late 1960s except for Pragnell, who transferred to the WO's Engineering Division to oversee roadside development.[28] Don Partridge retired on February 24, 1964 and Kenji Shiozawa took his place as regional landscape architect.

Shiozawa grew up in Rigby, Idaho and studied at Brigham Young University and the University of California before attending Utah State University. In 1940, he became one of two students to graduate from USU's landscape architecture program, which had been created the year before. During World War II, he served with the Intelligence Agency, then returned to USU and in 1949 earned his master's degree. Shiozawa was on the faculty of USU's landscape department from 1949 to 1957. He began working for the Forest Service in the 1950s, serving as regional landscape architect from 1964 until his retirement sometime after May 1974. Shiozawa was active in the American Society of Landscape Architects (ASLA) and became its third vice president in 1974. After retirement, he consulted for the California State Parks and Recreation Department, the Bureau of Land Management, and the Army Corps of Engineers. In 1979, the ASLA recognized Shiozawa's accomplishments by designating him a Fellow of the organization.[29]

Shiozawa supervised at least two other landscape architects, Reed Stalder and Lyle Gomm. A 1955 USU graduate, Stalder transferred from the Forest Service to the BLM in the early 1970s when the Nixon administration pursued a consolidation of federal offices that would

---

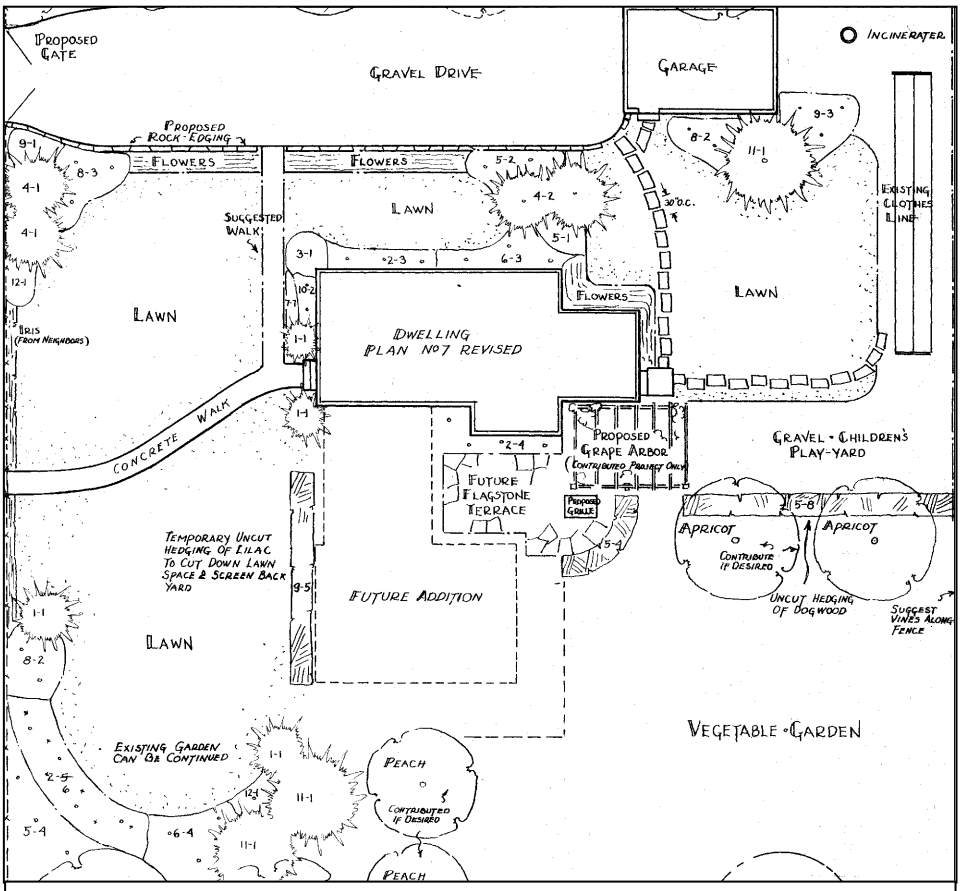
[25] Iverson, 6.
[26] Ibid.
[27] Ibid.
[28] Ibid., 8-9.
[29] "Distinguished Alumni," http://laep.usu.edu/htm/alumni-giving/distinguished-alumni, accessed 17 August 2009.

have eliminated the Region 4 headquarters in Ogden. Gomm joined the staff in 1966, the year he graduated from Utah State University.[30]

Shiozawa and his staff persuaded Dale Torgerson, a part-time range employee on the Wasatch National Forest, to pursue a career in landscape architecture. Torgerson began his studies at Utah State University in 1965, working at the Cache National Forest Supervisor's Office during his schooling and after his 1970 graduation. He later worked on the Manti-La Sal and in the Regional Office before retiring in 1999.[31] Region 4 also hired another USU student, Clark Ostergaard when he graduated in 1964. Before retiring in 1994, he worked as landscape architect on the Wasatch, Salmon, Challis, Tahoe, and Wasatch-Cache national forests.[32]

Region 4 Developments

As the Forest Service entered the second half of the twentieth century, it prepared for an ambitious building program symbolic of the nation's relative prosperity in the 1950s. Region 4 architect George Nichols developed additional plans for administrative sites, publishing them in 1946 as the *Engineering Handbook, Building Construction Section*. It was nearly identical to the 1935 *Building Construction Manual*, which it replaced.



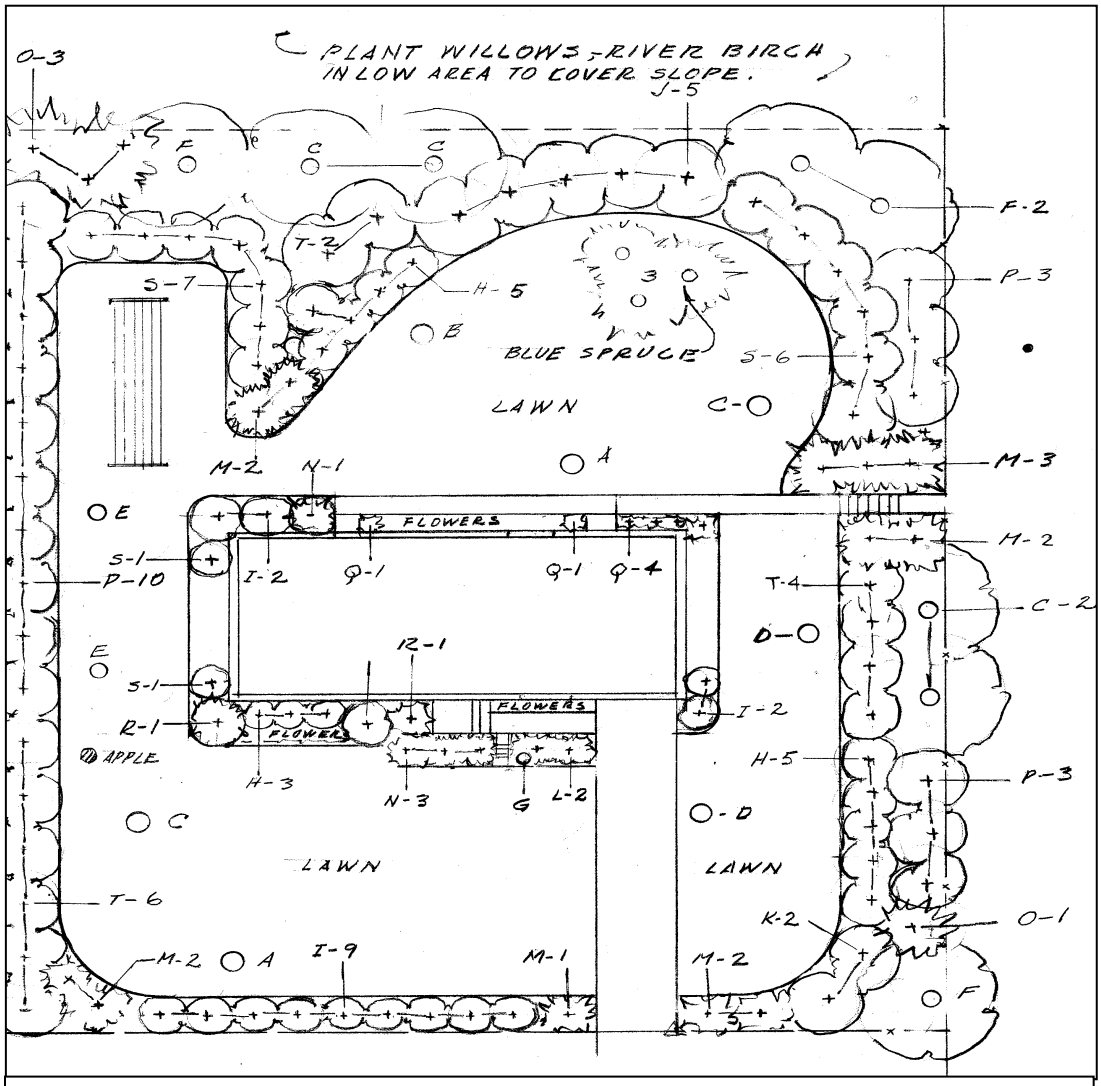
The 1951 landscaping plan for the Fillmore Ranger Dwelling (Fishlake NF) included a terrace, grill, and grape arbor.

Work for Forest Service landscape architects was meager from 1942 until 1957 when the agency initiated "Operation

[30] Ibid. and Dale Torgerson, telephone interview by Richa Wilson, 21 July 2009.
[31] Torgerson.
[32] Ostergaard.

Outdoors" to compete with the National Park Service's recreation initiative titled "Mission 66" and to address public opposition to the visual impacts of clearcutting.[33] With more funding for outdoor design and planning, the Forest Service hired eight more landscape architects, a number that increased to 28 the following year.[34] Even then, nearly all of the efforts were directed toward recreation improvements, with only a few going toward administrative sites.[35] The development of planting plans for new ranger stations and dwellings seemed to have less priority than before the war.

Operation Outdoors led Region 4 to issue a new *Recreation Handbook* in 1957. It provided guidance on the development of planting plans and extensive lists of plant materials (see



Kenji Shiozawa's 1959 plan for a new ranger dwelling at the Challis Supervisor's Office compound. Note the bold geometry and formal lines of plantings

[33] Iverson, 1 and 3.
[34] Ibid., 7.
[35] Ibid.

Appendix B). The handbook also included standard designs, most prepared by Pragnell and recommended by Partridge, with approval signature lines for the forest supervisor and the assistant regional forester, as well as for officials of the Bureau of Reclamation (BoR) and the National Park Service. Involvement of these agencies occurred in specific instances such as the BoR's Central Utah Project, which created reservoirs – and thus recreational opportunities – throughout Utah.

Landscaping plans from this era paralleled building trends. As administrative architecture moved from Period Revival styles to Ranch and Modernist designs, landscaping shifted from naturalistic to formal. Groupings of plants became simpler and geometric, with bold curves recalling the boomerang and amoeba shapes of mid-century popularity. Spaces for outdoor living became increasingly common and some plans called for patios, terraces, arbors, barbeque areas, and other features.

IDENTIFICATION & EVALUATION

Resource Types

Numerous administrative sites are considered districts and can usually be classified as one of two types of cultural landscapes:

Rural Historic Landscape, which is defined as "a geographical area that historically has been used by people, or shaped or modified by human activity, occupancy, or intervention, and that possesses a significant concentration, linkage, or continuity of areas of land use, vegetation, buildings and structures, roads and waterways, and natural features."[36]

Designed Historic Landscape, which is defined as "a landscape that has significance as a design or work of art; was consciously designed and laid out by a master gardener, landscape architect, architect, or horticulturalist to a design principal, or an owner or other amateur using a recognized style or tradition in response or reaction to a recognized style or tradition; has a historical association with a significant person, trend, event, etc. in landscape gardening or landscape architecture; or a significant relationship to the theory or practice of landscape architecture."[37]

Forest Service administrative sites developed before the New Deal period were often completed without the conscious planning of a trained designer or attention to a recognized style. They are considered rural historic landscapes. Some sites developed during the New Deal period (1933-42) may be historic designed landscapes because the regional architect and landscape architects used identifiable design principles that addressed spatial relationships, orientation, building materials, plantings, circulation, and other characteristics.

---

[36] Linda Flint McClelland, et. al., *Guidelines for Evaluating and Documenting Rural Historic Landscapes,* National Register Bulletin (USDI National Park Service Cultural Resources, 1999), 1-2.

[37] J. Timothy Keller and Genevieve P. Keller, *How to Evaluate and Nominate Designed Historic Landscapes,* National Register Bulletin 18 (USDI National Park Service, Interagency Resources Division, n.d.), 2.

A study of historic landscaping plans (typically labeled “planting plans”) and field surveys reveal resource types found at Region 4 administrative sites:

Plantings: groupings of trees and shrubs, orchard, lawn, flower garden, pasturage
Circulation: driveway, parking area, sidewalk, footbridge
Communications: telephone poles and lines, radio antenna
Fencing: lawn fence, gate, pasture fence, cattleguard
Functional: loading dock, boneyard (open storage area for equipment and materials)
Stock-Related: corral, loading chute, loading ramp, hitching post
Amenity: rock garden, fish pond, sun dial, water fountain, terrace, arbor
Other: flagpole, well, retaining wall

Characteristic Features

Characteristic features are the physical attributes that relate a site or building to its historic context. For example, pointed arches characterize Gothic architecture, water wheels were important to gristmills, and public greens were typically found in early New England towns. Region 4's administrative sites and buildings also have characteristic features.

Land Uses and Activities: Land uses are fairly consistent and, at a broad scale, are logically described as administrative. In other words, the uses carried out at these sites supported administration and management of the nation's forests. This is most evident in the use of a site as an office or headquarters. Other uses were agricultural (pasturage of horses, cultivation of hay, planting of small vegetable gardens or orchards) and residential (accommodation of employees and families).

Patterns of Spatial Organization: On paper, administrative sites could be quite large, encompassing several hundred acres, but most of the development took place in a more compact area. Buildings are typically arranged in a small cluster. Part or all of the remaining acreage may have been fenced as a pasture but, in recent decades, many pastures have been reduced in size or eliminated altogether by removing the fences. Barns were sometimes placed at some distance from the main compound, presumably due to animal odors. Powder houses and cap houses were always situated a considerable distance from other buildings due to the potential for explosions.

The earliest administrative sites do not reflect formal site planning principles, instead representing vernacular homesteading traditions. Such examples are uncommon, however, as most were removed or redeveloped during the New Deal period, when site planning guidelines were introduced. For example, houses are separated from the office and service buildings by a driveway to provide the family privacy. Offices and houses usually face the street or road, although they sometimes face scenic views in rural areas, or are oriented according to weather patterns. Utilitarian and agricultural structures are located at the rear of the site. Larger sites often have a paved or gravel parking area and/or “boneyard” for the storage of materials needed to maintain trails, campgrounds and other forest facilities.

Response to the Natural Environment: Rural administrative sites will typically be located near a water source, which could be a river, perennial stream or simply a spring. Positioning

of buildings was also influenced by views, slope, and vegetation. Sites in town are often in residential or light commercial areas. (Many historic sites in larger cities were sold or moved as land values increased.) Lookouts are characterized by locations on peaks with dramatic views and steep topography.

Circulation Networks: In rural areas, administrative sites often are located along a road (often a forest road) or a trail. A driveway from the road or street typically bisects the residential and office buildings. Concrete sidewalks tying the buildings together are very common, while stone walks are found less frequently. Occasionally, footbridges were constructed over streams.

Boundary Demarcations: Fences typically demarcate boundary lines, particularly on administrative sites found outside National Forest System lands (e.g., those in towns). Roads and topographic features such as streams may also delineate property boundaries.

Vegetation Related To Land Use: Native vegetation is a dominant feature for all rural sites, whether it is a sagebrush, pinyon-juniper, fir-spruce, or other plant community. During the New Deal era, the Forest Service implemented planting plans, primarily relying on native species. Plants such as Russian olives, lilacs, currants, and other species needing little care may still be found, particularly around dwellings.

Archeological Sites: Given the desirability of locating near water sources and existing circulation routes, Forest Service sites are sometimes associated with prehistoric resources. Some are also associated with past historic uses such as mining or tie hacking. Archeological resources from the Forest Service period include latrine and trash pits, as well as foundations or remnants of former buildings, structures (e.g., corrals), and objects (e.g., flagpoles).

Small-Scale Elements: The most prevalent small-scale elements at Forest Service administrative sites are the flagpole and sign. Retaining walls and steps (often of stone) are relatively common, as are clotheslines, loading ramps, corrals and cattleguards. Fences frequently encompass dwelling yards, pastures, corrals, and boneyards. They can be made of barbed or smooth wire, pickets, wood posts, boards, or logs in a variety of configurations: 3- or 4-rail, worm, log-and-block, and buck pole to name a few. Amenity features such as fountains, terraces, and arbors are rarer.

APPENDIX A: R4 RECOMMENDED PLANTS, 1938

The 1938 *Recreation Handbook* recommended the following trees and shrubs:

For Mass and Screening Plantings

1. Blueberry elder	Sambucus caerulea
2. Red elder	Sambucus microbotrys
3. Bearberry honeysuckle	Lonicera involucrate
4. Red-osier dogwood	Cornus stolonifera
5. Mountain snowberry	Symphoricarpos oreophilus
6. Round-leaf snowberry	Symphoricarpos rotundifoloius
7. Wild rose	Rosa spp.
8. Sumac	Rhus cismontane
9. Mountain ash	Sorbus scopulina
10. Manzanita	Arctostaphylos pungens
11. Hawthorne	Crataegus rivularis
12. Chokecherry	Prunus virginiana melanocarpa
13. Resin birch	Betula glandulosa
14. Willow	Salix spp.

For Foundation Planting (Around Buildings)

1. Red elder	Sambucus microbotrys
2. Red-osier dogwood	Cornus stolonifera
3. Dwarf juniper	Juniperus sibirica
4. Creeping or prostrate juniper	Juniperus communis
5. Oregon grape	Odostemon repens
6. Red cedar	Juniperus scopulorum
7. Utah juniper	Juniperus utahensis
8. Shrubby cinquefoil	Dasiphora fruticosa
9. Manzanita	Arcto staphylos pungens

For Clump and Specimen Planting

1. Red-osier dogwood	Cornus stolonifera
2. Mountain alder	Alnus tenuifolia
3. Red birch	Betula fontinalis
4. Hawthorne	Crataegus rivularis
5. Narrow-leaf cottonwood	Populus angustifolia
6. Bigtooth maple	Acer grandidentatum
7. Blue spruce	Picea pungens
8. Engelmann spruce	Picea engelmanni
9. Alpine fir	Abies lasiocarpa
10. Douglas fir	Pseudotsuga taxifolia
11. Ponderosa pine	Pinus ponderosa
12. Red cedar	Juniperus scopulorum

13. Utah juniper	Juniperus utahensis
14. Mountain mahogany	Cercocarpus ledifolius
15. Box elder	Acer negundo interius

APPENDIX B: R4 RECOMMENDED PLANTS, 1957

The 1957 *Recreation Handbook* recommended the following trees and shrubs:

Low Plants
(For foundation planting & border facing)

Native

1. Green leaf manzanita	Arctostaphylos
2. Shrubby cinquefoil	Dasiphora fruticosa
3. Mountain juniper	Juniperus sibirica
4. Oregon grape	Odostemon repens
5. Mountain myrtle	Pachistima myrsinites
6. Fendler rose	Rosa fendleri
7. Nutka rose	Rosa nutkana
8. Red elder	Sambucus microbotrys
9. Spirea	Spirea spp.
10. Mountain snowberry	Symphoricarpos oreophilus
11. Big huckleberry	Vaccinium membranaceum
12. Small huckleberry	Vaccinium macrophyllum
13. Soapweed yucca	Yucca glauca

Nursery-Grown Plants

14. Thunbergs barberry	Berberis thunbergi
15. Purple-leaf barberry	Berberis thunbergi atropurpurea
16. Japanese barberry	Berberis japonica
17. Mentor barberry	Berberis
18. Pointed-leaved cotoneaster	Cotoneaster acutifolia
19. Prostrate cotoneaster	Cotoneaster horizontalis
20. Pfitzer juniper	Juniperus chinensis pfitzeriana
21. Tamarisk juniper	Juniperus chinensis tamariscifolia
22. Japanese juniper	Juniperus chinensis procumbens
23. Andorra juniper	Juniperus communis depressa
24. Jet bead	Kerria japonica
25. Beauty bush	Kolkwitza amabilis
26. Mugho pine	Pinus Montana mugho
27. Rose spirea	Spirea froebili
28. Thunbergs spirea	Spirea thunbergi
29. Crimson spirea	Spirea bumaldi Anthony waterer
30. Golden globe arborvitae	Thuya orientalis aurea nana
31. Koreanspice viburnum	Viburnum carlesi

Medium Shrubs
(For border and background plantings)

Native

1. Common serviceberry	Amelanchier alnifolia
2. Red-osier dogwood	Cornus stolonifera
3. Bearberry honeysuckle	Lonicera involuerata
4. Sumac	Rhus cismontane
5. Golden currant	Ribes aureum
6. Blueberry elder	Sambucus caerulea

Nursery-Grown Plants

7. Japanese quince	Cydonia japonica
8. Hybrid weigela	Diervilla hybrida – Eva Rathke
9. Cork-barked burning bush	Euonymus alatus
10. Drooping golden bell	Forsythia suspensa
11. Golden bell	Forsythia spectabilis
12. Dark green golden bel	Forsythia viridissima
13. Japanese bush honeysuckle	Lonicera morrowi
14. Tartarian honeysuckle	Lonicera tartarica
15. Common mock orange	Philadelphus coronaries
16. Flowering almond	Prunus japonica
17. White kerria	Rhodotypos kerrioides
18. Hugo's rose	Rosa hugonis
19. Bridal wreath	Spirea vanhouttei
20. Common lilac	Syringa vulgaris
21. Persian lilac	Syringa persica

(also interchange with French lilac)

High Shrubs & Low Trees
(For screening, borders, and may be used in foundation planting with due consideration of height and spread.)

Native

1. Mountain maple	Acer glabrum
2. Red birch	Betula fontinalis
3. Hawthorn	Crataegus rivularis
4. Rocky mountain cedar	Juniperus scopulorum
5. Western chokecherry	Prunus melanocarpa
6. Willow	Salix spp.
7. Mountain ash	Sorbus scopulina
8. Tamarisk	Tamarix hispida

Nursery-Grown Plants

9. Siberian pea tree	Caragana arborescens
10. Pyramidal juniper	Juniperus virgeneana pyramedaformia

11. Staghorn sumac	Rhus typhina
12. Multiflora rose	Rosa multiflora
13. Tamarisk	Tamarix gallica (or hispida)
14. Pyramidal western arborvitae	Thuya occidentalis pyramidales
15. Pyramidal oriental arborvitae	Thuya orientalis pyramidales
16. Dwarf arborvitae	Thuya orientalis aurea nana
17. High bush cranberry	Viburnum opulus

Trees

Native - Evergreen

1. Engelmann spruce	Picea engelmanni
2. Blue spruce	Picea pungens
3. Ponderosa pine	Pinus ponderosa
4. Douglas fir	Pseudotsuga taxifolia

Native – Deciduous

5. Rocky mountain maple	Acer glabrum
6. Box elder	Acer negundo (for fast growth only)
7. Narrowleaf cottonwood	Populus angustifolia
8. Aspen	Populus tremuloides
9. Black willow	Salix nigra

Nursery Grown – Conifers

10. Norway spruce	Picea excelsa
11. Austrian prine	Pinus nigra

Nursery Grown – Deciduous

12. Norway maple	Acer platanoides
13. Schwedlers purple maple	Acer platanoides schwedleri
14. Red horse chestnut	Aesculus carnea
15. Tree of heaven	Ailanthus glandulosa
16. Flowering peach	Amygdalus persica
17. Cutleaf weeping birch	Betula alba lacineata
18. Western catalpa	Catalpa speciosa
19. Redbud	Cercis Canadensis
20. Russian Olive	Eleagnus angustifolia
21. Green ash	Fraxinus lanceolata (male)
22. Honey locust	Gleditsia triacanthus
23. Russian mulberry	Moruso tatarica
24. London plane tree	Platanus acerifolia
25. Sycamore	Platanus occidentalis
26. Silver leaf poplar	Populus alba
27. Bolleana poplar	Populus alba pyramidalis
28. Carolina poplar	Populus deltoids eugenei
29. Lombardy poplar	Populus nigraitalica

30. Flowering plum	Prunus spp. – Thundercloud
31. Multiflora rose	Rosa spp. – multiflora
32. Pussy willow	Salix discolor
33. Golden willow	Salix aureum
34. Siberian elm	Ulmus siberica

Vines, Climbers

Native

1. Western virgins-bower	Clematis ligusticifolia
2. Alpine clematis	Clematis pseudaalpina

Nursery-Grown Plants

3. Virginia Creeper	Ampelopis engelmanni
4. Boston ivy	Ampelopis tricuspidata veitchi
5. Trumpet vine	Bignonia radicans
6. Clematis	Clematis Jackmani
7. English ivy	Hedera helix (ground cover)
8. Silver lace vine	Polygonum ariberti
9. Periwinkle	Vinca minor (ground cover)

BIBLIOGRAPHY

Byrne, J.J. "Brief History of Engineering in the Forest Service." In *The History of Engineering in the Forest Service,* 3-8. Washington, DC: Government Printing Office, 1990.

Cutler, Phoebe. *The Public Landscape of the New Deal.* New Haven, CT: Yale University Press, 1985.

Hartley, Ralph and James Schneck. *Administering the National Forests of Colorado. An Assessment of the Architectural and Cultural Significance of Historical Administrative Properties.* Lincoln, NE: NPS Midwest Archeological Center, 1996.

Iverson, Wayne D. "Landscape Architects and the US Forest Service." Paper presented to the USDA Forest Service Inter-Regional Landscape Architects Workshop at the Doubletree Hotel in Tucson, Arizona on May 21, 1990. Photocopy located with author

Keller, J. Timothy and Genevieve P. Keller, *How to Evaluate and Nominate Designed Historic Landscapes.* National Register Bulletin 18. USDI National Park Service, Interagency Resources Division, n.d., 2.

Maughan, Kenneth O. Interview by Thomas G. Alexander, 16 February 1984. Accession No. R4-1680-92-0024-71, Region 4 History Collection

McClelland, Linda Flint, J. Timothy Keller, Genevieve P. Keller, and Robert Z. Melnick. *Guidelines for Evaluation and Documenting Rural Historic Landscapes.* National Register Bulletin, USDI National Park Service Cultural Resources, 1999.

Nichols, George L. *Engineering Handbook, Building Construction Section. USDA Forest Service, Intermountain Region*. n.p.: 1946.

Steen, Harold K. *The U.S. Forest Service: A History.* 3d ed. Seattle: University of Washington Press, 1991.

Tweed, William C. "Recreation Site Planning and Improvement in National Forests, 1891-1942." USDA Forest Service Publication FS-354. Washington, DC: U.S. Government Printing Office, November 1980.

US Department of Agriculture, Forest Service, Intermountain Region. *Building Construction Manual.* n.p.: 1935.

US Department of Agriculture, Forest Service, Intermountain Region. *Recreation Handbook.* n.p.: 1957.

US Department of Agriculture, Forest Service, Region 4. *Recreation Handbook.* n.p.: 1935, Revised 1938.

US Department of Agriculture, Forest Service. *The Use Book. Regulations and Instructions for the Use of the National Forest Reserves.* Washington, DC: Government Printing Office, 1906.

US Department of Agriculture, Forest Service. *The National Forest Manual.* Washington, DC: Government Printing Office, 1912.

Wilson, Richa. *Within A Day's Ride: Forest Service Administrative Sites in Region 4, 1891-1960.* June 2004.