



US Forest Service

Preserve America – E.O. 13287



Section 3: Reporting Progress On the Identification, Protection, and Use of Federal Historic Properties

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Preserve America Progress Report

U.S. Forest Service

2008

Introduction

The Advisory Council on Historic Preservation (ACHP) has issued advisory guidelines for Federal agencies with real property management responsibilities to use in preparing the progress report outlined in Executive Order 13287, “Preserve America” (EO 13287) Section 3. Federal agencies are encouraged to consider these advisory guidelines to ensure that they submit adequate, complete, and useful information. The ACHP will use this information to prepare a report to the President on the State of the Federal Government’s historic properties, and their contribution to local economic development, as required in EO 13287. The information submitted is also used in dialogue to assist in meeting cultural stewardship responsibilities while maintaining agency mission.

Background

When EO 13287 was signed in March, 2003, it was intended to reaffirm the Federal stewardship of historic properties by promoting intergovernmental cooperation and partnerships for preservation and use, and support the efforts of local communities to preserve and maintain our Nation’s cultural and natural heritage.

The EO includes a number of actions that are intended to encourage better accountability for the use of federally owned historic properties. Section 3, *Improving Federal Agency Planning and Accountability*, states “accurate information on the state of federally owned historic properties is essential to achieving the goals of this order and to promoting community economic development through local partnerships” (sec. 3a). Under Section 3(c), each Federal agency with real property management responsibilities is required to submit reports on its “progress in identifying, protecting, and using historic properties in its ownership.”

In 2004, agencies were asked to review their regulations, policies, and operating procedures designed to satisfy the requirements of Section 110 of the National Historic Preservation Act (NHPA). The 2004 report served as a baseline in outlining the state of agency preservation programs. In 2005, ACHP requested that an additional progress report that was submitted by the Forest Service to clarify and update baseline program elements.

ACHP Framework for Section 3 Reporting

The Advisory Council on Historic Preservation (Advisory Council) has identified four themes for the 2008 Preserve America Progress Report to Congress reflecting management goals for Federal agencies to:

- Improve their inventories of historic properties on the lands they manage.
- Integrate cultural resource stewardship into agency planning.
- Build partnerships to help protect and use historic properties, and

- Encourage continued use or adaptive use of historic properties as a means to insure their long-term preservation.

The Forest Service’s Heritage Program’s accomplishments under all four themes come together to insure the long-term preservation of historic properties on National Forest System (NFS) lands. Static or declining budgets do not relieve the Forest Service from its historic preservation responsibilities; in fact, they place added importance on effective planning, partnerships, and use of historic properties as a means of meeting those responsibilities.

New Forest Service Manual for the Heritage Program

This year, the Forest Service implemented a new “Forest Service Manual (FSM) 2360 – Heritage Program Management” to guide Forest Service leadership in the goals and responsibilities of the Heritage Program. Previously identified as a major policy need, the FSM 2360, not revised since 1991, provides comprehensive direction for agency actions and accomplishments under the EO that reflect all four ACHP themes, and for protection and adaptive use of historic properties.

The new policy manual:

- Describes the Forest Service’s responsibility to manage historic properties on all National Forest System lands, not just those potentially affected by agency or agency-authorized undertakings.
- Contains direction that agency officials meet the full range of historic preservation responsibilities under the National Historic Preservation Act (NHPA), the Archaeological Resources Protection Act (ARPA), the Native American Graves Protection and Repatriation Act (NAGPRA), Executive Order (E.O.) 11593 and 13287, as well as other statutes.
- Provides guidance on how the agency is to meet NHPA Section 110 direction to identify, evaluate, protect, and nominate historic properties to the National Register of Historic Places (National Register).

The following excerpts from FSM 2360 also provide guidance specifically related to the four themes:

Improve Inventories

- FSM 2362.03 (3) “It is the policy of the Forest Service to implement Heritage Program planning on all National Forest System (NFS) lands in order to identify priority heritage assets.”
- FSM 2363.03 (1) “It is the policy of the Forest Service to develop and implement a program and schedule to complete an inventory of cultural resources on all NFS lands in accordance with NHPA, ARPA, and E.O. 11593.”
- FSM 2363.1 “The following identification procedures are based on 36 CFR part 800, but are also applicable to identification of all historic properties as directed by NHPA, ARPA, and E.O. 11593.”

- FSM 2368.03 “It is the policy of the Forest Service to use GIS and the heritage module of INFRA (the corporate database) to maintain a record of heritage data to satisfy agency compliance requirements.”

Integrate Stewardship into Agency Planning

- FSM 2362.03 (3) “It is the policy of the Forest Service to implement Heritage Program planning on all NFS lands in order to:
 - Identify priority heritage assets.
 - Recommend allocation of cultural resources to management categories.
 - Develop historic preservation management plans.
 - Implement compliance, protection, and stewardship activities.”
- FSM 2362.03 (4) “It is the policy of the Forest Service to incorporate Heritage Program goals, objectives, desired outcomes, and standards and guidelines in forest, grassland, prairie, landscape-watershed, and project planning.”
- FSM 2364.03 “It is the policy of the Forest Service to complete National Register and National Historic Landmark (NHL) nominations and seek other special designations as appropriate for historic properties in collaboration with State and local governments, other agencies, Indian tribes, and interested historic preservation organizations.”

Build Partnerships

- FSM 2364.03 “It is the policy of the Forest Service to establish partnerships with the public and private sector to achieve stewardship goals and enhance capacity to meet public education and outreach goals.”
- FSM 2365.03 (6) “It is the policy of the Forest Service to promote community economic development through cooperative partnerships focused on heritage education and tourism with State, local, and tribal governments; local communities and historic preservation organizations; businesses; schools; and others.”

Manage Assets

- FSM 2363.03 (7) “It is the policy of the Forest Service to recommend allocation of cultural resources to management categories that protect their scientific, historical, and cultural significance, and that maximize their existing or potential agency and public benefit.”
- FSM 2363.31b “The management focus (of the enhancement management use category) is sustainable use (historic administrative sites), adaptive reuse (historic cabin and lookout rentals), interpretation, and other development that benefits agency management and public use of cultural resources.”
- The draft companion handbook to FSM 2360 contains the following statement: “Continued use is the best protection measure against natural and human-caused degradation to a historic property. If feasible for the resource in question, adaptive use should be the first choice for protection and maintenance for a historic structure.

Consider administrative or public use of historic structures before selecting more potentially invasive protection methods such as relocation.”

The new FSM 2360 provides much-needed policy and direction to Forest Service decision makers on the breadth of their historic preservation responsibilities. It reflects the steady evolution and growth of the Forest Service Heritage Program and the increasing complexity of compliance challenges, tribal consultation requirements, and resource protection stewardship needs resulting from over a half million documented cultural resources on National Forest System (NFS) lands, and evolving expectations and demands for education, interpretation, and adaptive use of historic properties. It demonstrates the need for Heritage Program planning to efficiently direct diminishing resources to priority heritage assets and the vital importance of partnerships to stretch the Federal dollar.

The completion and implementation of FSM 2360 is an important accomplishment in support of E.O. 13287 – Preserve America. However, it is only the guidance. The heritage professionals on the Forest Service field units are the ones who are implementing that guidance and producing tangible results -- identifying and evaluating historic properties, protecting and enhancing priority heritage assets for adaptive use, and engaging the public in those efforts. Following is a brief, but by no means comprehensive, list of Preserve America accomplishments in Forest Service regions and on national forests, grasslands, and prairies.

Enhancing and Improving Inventories of Historic Properties

FSM 2360 Guidance. FSM 2360 directs the Forest Service responsible officials to “identify and document cultural resources that are historically important and that represent the history and cultural diversity of the United States.” It further directs responsible officials to “evaluate cultural resources to determine their scientific, historical and/or cultural values; eligibility for inclusion on the National Register, and potential for National historic Landmark status or other special designations.”

Stewardship Enhancement Initiative. Even with the increased guidance in the new FSM 2360 for non-project-related inventory, the Forest Service has little capacity to identify and evaluate historic properties outside of undertakings that trigger NHPA Section 106 compliance. To help correct this deficiency, Heritage Program leaders are currently developing the “Chief’s Challenge” patterned after the Heritage Stewardship Enhancement (HSE) Program in the Northern Region. The Northern Region implemented HSE to fund cultural resource inventories in areas not often examined in the course of fieldwork done in support of other activities such as high elevation areas and designated Wildernesses. The region’s successes include:

- Inventory in and around high elevation perennial icefields on the Beartooth and Absaroka Mountains on the Custer National Forest revealed human occupation and artifacts dating back 9000 years
- The Flathead National Forest is conducting a multi-year, systematic field inventory of the Bob Marshall Wilderness.

Programmatic Agreements. The California Region has two programmatic agreements that require NHPA Section 110 plans for each national forest with National Register eligibility

determination goals. The region tracks accomplishments annually, reports cumulative totals to the California SHPO and ACHP in annual reports, and records 3-5-10 year milestones.

PIT Volunteers and Other Program Funds to Support Inventory and Evaluation. Other regions and national forests have successfully used non-Heritage Program funds and PIT volunteers for inventory and evaluation on areas that are not related to projects. Examples include:

- On the Green Mountain and Finger Lakes National Forests in the Eastern Region, funds targeted for monitoring land use plans have supported broad-scale cultural resource inventory, successfully moving those forests incrementally toward the 100 percent inventory goal.
- Each year, the Alaska Region sponsors PIT projects that involve sea kayaking to inventory and monitor cultural resources. Working in cooperation with Alaska Native Tribes, volunteers have inventoried hundreds of miles of coastline, discovered new sites, and monitored and recorded the condition of hundreds of known sites. This data has been synthesized into a predictive model for locating rock art sites in Southeast Alaska.

Partnerships in Evaluation and Inventory. Partnerships have been extremely important in completing inventory and evaluation. Some examples include:

- The California Region alone has eight ongoing partnerships with universities and state and local college's Archaeological Field Schools to conduct inventories on National Forest System lands.
- In the Northern Region, the Custer, Clearwater, Kootenai, Lolo, Bitterroot, Lewis & Clark, and Gallatin National Forests have developed very productive partnerships with Confederated Salish-Kootenai, Blackfeet, and Crow Indian Tribes to help inventory and identify Traditional Cultural Properties (TCPs) and cultural sites.
- The Allegheny National Forest has identified and evaluated historic properties on the Forest through a partnership with Mercyhurst Archaeological Institute, Clarion University of Pennsylvania, and the Pennsylvania Historical and Museum Commission.
- Partnerships with other organizations such as the Oregon-California Trail Association on the Johnson Cutoff Wagon Road and the Nobles Emigrant Trail on the Lassen National Forest.

INFRA (Forest Service corporate database). All Forest Service regions have emphasized inventory and accountability of real property and heritage assets in INFRA (the corporate database). A team working with all the regions is actively creating and defining linkages among heritage records, administrative buildings, developed recreation sites, and other real property assets. All nine Forest Service regions are populating and using INFRA to get a more accurate inventory of cultural resources and to track condition assessments and maintenance needs.

The Forest Service is implementing an INFRA Assemblages database module that will allow the Forest Service to accurately quantify the type, number, and condition of all of its museum and archeological collections in both Federal and non-federal facilities, and assess their status against

36 CFR 79.5 requirements. This will meet all financial and asset accountability requirements under other EO's and OMB requirements.

The following table summarizes Forest Service inventory and evaluation accomplishments over the past three years.

Category	Site Totals				
	FY 2005 Totals	FY 2006 Additions	FY 2007 Additions	FY 2008 Additions	Grand Totals
Total heritage assets	332,464	7,757	11,944	18,775	370,940
Eligible for the National Register of Historic Places	32,045	2,215	3,599	3,311	41,170
Listed on the National Register	3,478	0	5	1	3,484
National Historic Landmarks	20	0	1	1	22

Integrating Stewardship into Agency Planning

Forest Plan Revisions. Currently, all regions are involved in forest plan revisions that identify land use potential and resource stewardship priorities. Based on the value of historic properties, Forest Plan revisions may designate special areas because of their significance for cultural resources. One of the aims of forest planning is to establish cultural resources stewardship as one of its goals. Archeologists routinely participate on interdisciplinary teams for Landscape Assessment analyses, land and resource management plans, and NEPA analyses for projects.

- Several Forests in the Southern Region (George Washington and Jefferson National Forest, National Forests in North Carolina, Daniel Boone National Forest, National Forests in Mississippi, and the Ozark – St. Francis National Forest) have included or are in the process of including historic property management needs in their Forest Plan revision efforts.
- The Eastern Region's Allegheny National Forest has established stewardship of historic properties as an important goal in its new Forest Plan.

Programmatic Agreements and Historic Preservation Plans. In several regions, programmatic agreements and historic preservation plans guide landscape-level planning efforts. Examples include:

- In the Alaska Region, a programmatic agreement with SHPO and the ACHP promotes contextual, or thematic, studies of historic property types in order to categorize the most common Forest Service Historic Property Types to determine which are most significant. Thus far, the region has studied culturally modified trees and rock art sites in Southeast Alaska, all mining resources across the Region, the Region's recreation cabin rentals, and CCC trail shelters.

- Heritage Stewardship Enhancement (HSE) funds are being employed for Historic Preservation Plans and Cultural Landscape studies for large historic districts and National Historic Landmarks. The Northern Region has recently completed Historic Preservation Plans on the Alice Creek Historic District on the Helena National Forest and the Lolo Trail National Historic Landmark on the Clearwater National Forest. The Beaverhead-Deerlodge National Forest completed a Cultural Landscape Analysis for Lemhi Pass National Historic Landmark.

National Forest Service Strategic Plan. Historic property management and cultural resources stewardship are not specifically mentioned in the Forest Service National Strategic Plan, but they are implicit in several of the plan’s goals “Provide and Sustain Benefits to the American People” and “Sustain and Enhance Outdoor Recreation Opportunities.” FSM 2360 is attempting to correct this by requiring Heritage Program Planning at every level of Forest Service planning from the national strategic plan to the individual historic property plan. At the Forest Plan level, some forests are including standards and guidelines for cultural resources.

Building Partnerships for the Protection and Use of Historic Properties

Nearly all Forest Service public outreach programs that promote historic preservation are accomplished with the help of partners. A great majority of the restoration, stabilization, and monitoring FS heritage personnel conduct is with the assistance of private partners, site stewards, volunteers through PIT, and many other local, state, tribal, and federal organizations.

Partnership Enhancement Act. The proposed Partnership Enhancement Act (FSPEA) would improve the Forest Service’s ability to work with a wide variety of cooperators on interpretive programs, services, and products to make visitors more aware of our natural resources and cultural heritage. Partnerships could jointly produce materials, provide educational programs and services, and construct, maintain, and operate facilities.

Current Forest Service Partnerships. Building partnerships has always been an integral part of the Forest Service’s Heritage Program by leveraging Federal dollars and by directly increasing the public’s awareness, appreciation, and ownership in the protection and use of historic properties. Examples of current partnerships include:

- The “Passport to North Dakota History” project on Little Missouri National Grasslands involved State Historic Society of North Dakota Foundation, State Tourism Board, University of North Dakota, and Tesoro Petroleum Corp. in producing an innovative multimedia guide to interpret North Dakota’s historic sites statewide.
- Site Steward Program in partnership with the Arizona and New Mexico SHPOs. There are also various forest partnerships for site monitoring and interpretation.
- The Forest Service developed a Challenge Cost-Share Agreement with New Mexico Archaeological Records Management System to maintain the state site database.
- The Angeles Forest Fire Lookout Association contributed 4000 hours to rehabilitating and staffing two historic lookouts and offered living history interpretive exhibits at Vetter Peak and Slide Mountain lookout towers. The group continued its fundraising program

to rebuild the Hawkins Lookout on South Mountain--conforming to the original design--and will use it for Forest Service and public benefit.

- Several Region 5 forests have entered into partnerships or cooperative projects with various universities that are interested in using public lands and resources for research purposes and educational purposes.
- The Mark Twain National Forest has a continuing partnership with Southeast Missouri State University to prepare National Register Nominations for historic properties on the Forest including a multi-property nomination for fire lookouts.
- The Chippewa National Forest and Leech Lake Reservation are co-located--with about 43 percent of National Forest System lands within the reservation boundary. For more than a decade, the Forest and Band have been partners in a participating agreement to conduct reconnaissance surveys to identify cultural resource sites as part of Section 106 compliance. The partnership is implemented by Leech Lake Heritage Sites Program (a subdivision of Leech Lake Band of Ojibwe). Costs are shared 65 percent Forest – 35 percent Band.
- The Chugach National Forest has a 12-year partnership with the Kenaitze Indian Tribe to operate a traditional housepit village as a tourism site.
- The Coffman Cove Community Archeology Project on the Tongass National Forest recently won the national *Windows on the Past* award for its public education efforts and involvement of several local and Tribal partners. The Forest was a major partner in the production of a DVD video titled “*Kuwóot yas.éin* His Spirit is Looking Out from the Cave,” which describes the Native perspective of the decade-long research on the earliest human remains found in Alaska. This work has contributed to the new impetus on DNA research of Alaska Natives and their genetic ties to early human remains discovered in Southeast Alaska and Canada, with the enthusiastic support of Alaska Natives.
- The development of trusting relationships with neighboring Alaska Native Tribes has resulted in the discovery of a new site type located near mountain peaks in Southeast Alaska and the creation of new partnerships with the U.S. Coast Guard, the Sitka Tribe of Alaska, the National Park Service, and the Forest Service to investigate these sites.
- The Tongass National Forest recently formed a partnership with local Tribes to research traditional cultural properties (TCPs) on Duke Island.
- The Chugach National Forest was largely responsible for the design of the 2008 Alaska Archaeology Month poster, which won first place in the Society for American Archaeology’s annual competition to recognize state efforts in public education. The poster’s production and distribution is the result of a long-standing partnership involving several federal, state, and municipality agencies in Alaska.
- All Forests in Alaska have a very active school education program, sponsoring classroom lectures tied to field trips to sites. They make presentations at the three major visitor centers and local events and fairs. Monitoring trips with neighboring Tribal representatives is a means to gain their support for agency stewardship of cultural resources. The Forest Service also assists Alaska Native corporations and the State by monitoring sites on their lands where these intermingle with National Forest System

lands. The Region participates in many Alaska Native culture camps each year, which are held to educate Native youth about their traditional culture and practices.

- Partnerships, such as the one between the National Forests in Mississippi and the University of Southern Mississippi, were of tremendous assistance to the Southern Region in the inventories required in support of Hurricane Katrina cleanup efforts.

Managing Assets

The new FSM 2360 and draft companion handbook offer strong guidance about using properties deemed to be in excess of the Forest Service's mission including this statement, "Consider administrative or public use of historic structures before selecting more potentially invasive protection methods such as relocation." Following are examples from the regions:

- The Northern Region Heritage and Engineering staffs have cooperated to produce historic/architectural assessment and preservation plan for over 700 historic administrative facilities region-wide. The plan includes:
 - Determinations of eligibility for the National Register of Historic Places.
 - Definitions of historic/architectural themes.
 - A ranking of all significant buildings, and
 - A recommended representative sample for active preservation and investment.

This study will improve informed decision making and promote stewardship under the Forest Service Facilities Realignment and Enhancement Act (FREA).

- The Rocky Mountain Region has an aggressive strategy for moving historic buildings from administrative use to public use, usually as recreation cabin rentals and is drafting policy to use NHPA Section 111 (leasing authority) for alternative uses of historic facilities.
- The Southwestern Region initiated an Interagency Agreement with the National Park Service in Fiscal Year 2007 to evaluate all administrative structures built prior to 1960 to ensure that historic structures are identified and evaluated to help make informed decisions about decommissioning historic properties in FREA undertakings.
- In the Southern Region, one of the key elements in determining whether a facility should be decommissioned or sold is historical property status. Southern Region forests have successfully developed partnership agreements or special use permits and secured outside funding to protect historic properties excess to the Forest Service's mission. These include Lake Fanin Recreation Area on the National Forests in Texas, Lake Wedington Recreation Area on the Ozark-St. Francis National Forest, Camp Ouachita on the Ouachita National Forest, Warwick Plantation on the George Washington-Jefferson National Forest, and Sweetwater Cabin and Doe Lake Dining Hall on the Ocala National Forest.
- Other national forests and regions have developed programmatic agreements with SHPOs, the Advisory Council, and the National Trust for Historic Preservation to evaluate historic facilities identified excess of the agency's mission.

- The Alaska Region has undertaken a contextual, thematic study of all recreation rental cabins approaching 40 years of age to help determine cabins that should be maintained to keep their historic integrity and those that should be replaced. Most of the Region's recreation cabins are small, simple structures originally designed to have a short lifespan and the lack of recreation maintenance funding has accelerated their deterioration. They now face major maintenance or replacement. The study will help determine which cabins should be maintained to keep their historic integrity and which need to be replaced. The Region may need to implement an ambitious replacement program in order to continue to meet the recreating public's demands.

Protection of Historic Properties

The FSM 2360 section on protection directs Forest Service responsible officials to protect cultural resources from the effect of agency and agency-authorized undertakings and from unauthorized use and environmental damage. It further identifies long-term protection measures including monitoring, condition assessments, administrative measures such as closures, and emergency response guidelines. Finally, FSM 2360 encourages official designations to publicly recognize cultural resources, thus raising public and agency awareness of significant resources and justifying and encouraging active protection.

Limited funding and personnel are major challenges in protecting historic properties. Combined with the increasing frequency of damage to historic properties from dispersed recreation, the lack of agency capacity is daunting. The Forest Service uses partners and volunteers extensively to monitor these critical resources. Some examples include:

- The Los Padres National Forest held special training in archaeological survey for members of the Partners in Preservation (Site Stewards) program. The site stewards then did condition assessments of the sites using site stewards in the Perkins Fire area (located in a National Register of Historic Places on the Sierra Madre Ridge).
- The Friends of Sierra Rock Art (FSRA) organization helps the Tahoe National Forest locate, record, monitor, and protect rock art sites. FSRA monitored 18 rock art sites in FY 07. FSRA members have also expanded their role to include monitoring non-rock art sites as well.
- In the Southern Region, law enforcement personnel have placed new surveillance equipment at critical sites, the Daniel Boone National Forest issued a forest-wide closure order on camping or building campfires in rockshelters, and the National Forests in Florida issued a forest-wide closure order on the use of metal detectors.
- In Alaska, limited funding has led to innovative approaches, such as District volunteer work parties, using historic building maintenance as training, and using PIT volunteers. The Alaska Region's emphasizes long-term protection of cultural resources through public education.
- In the Northern Region, the Custer National Forest is developing an active site steward program to monitor and protect fragile aboriginal rock art sites in North Cave Hills of South Dakota.

Public Outreach. Ascribing to the fact that human presence and continued use are the most effective deterrents to unauthorized use or vandalism, many national forests conduct public outreach projects, often through partnerships, as a means of protecting historical properties.

- The Lake Tahoe Basin's ongoing volunteer program at the Tallac Historic Site is one of the Forest Service's premier heritage public participation programs. This volunteer program provides general maintenance of the site's historic features and first-rate interpretation. Tallac volunteers conduct a large portion of the facilities maintenance and interpretation, interacting with the public on a daily basis providing not only general information; but accurate historical data as well.
- Green Mountain and Finger Lakes National Forests partners are particularly adept at public outreach and raising awareness, so their involvement on the Forest spreads a conservation and protection ethic.

Looting. Looting of archaeological sites is becoming a larger problem on many National Forest System lands as the economy deteriorates and drug use increases. Archaeological site looting is inextricably tied to the drug culture, as people seek ways to get drug money by whatever means. Unfortunately, lack of funding and lack of agency emphasis pose major challenges to protecting archaeological sites through law enforcement and investigations under the Archaeological Resources Protection Act.

ARPA Investigations. Several regions have ongoing ARPA investigations-and the trend or caseload is growing, and the agency currently does not have dedicated funding set aside specifically for this purpose. Forest Service law enforcement agents and heritage specialists must try to meet damage assessments and reporting deadlines set by the U.S. Attorney based on grand jury schedules and sometimes line officers, sometimes have to pull the specialists off the cases, because the Forest Service does not have the funding for a prolonged criminal action. Despite the funding difficulty, a number of collaborative interagency efforts and successful ARPA cases have resulted in convictions over the past three years including one in South Dakota, five in Oregon, one in Utah, and one in South Carolina.

ARPA Civil Cases. The Forest Service has increased its emphasis on ARPA civil cases – partly a funding issue in criminal prosecution and partly to enhance conviction rates and obtain fines to rehabilitate resource damages. A Forest Service OGC attorney, in cooperation with the National Park Service, has produced a book entitled “Using ARPA Civil Penalties” to help Forest Service and other Federal officials successfully pursue civil cases. We believe this effort will play a significant role in reducing looting and educating the public in why we must protect these resources protected.

Adaptive Use of Historic Properties

FSM 2360 directs agency officials to recommend allocation of cultural resources to management categories that protect the resource and enhance their values for agency and public benefit. Included among those categories is “enhancement” which includes cultural resources suitable for sustainable use (such as historic administrative sites), adaptive reuse (such as historic cabin and lookout rentals), and interpretation.

The Forest Service actively promotes partnerships in the use of historic facilities. Many of our visitor contact stations are staffed by volunteers. PIT volunteers have been absolutely critical to our successes.

Recreation Cabin Rental Program. The Recreation Cabin Rental Program is by far the best example of the Forest Service’s ability and willingness to seek adaptive uses for historic properties. Many units have found that cabin rental occupancy discourages abuse and neglect.

- The Northern Region is a national leader in using the Recreation Cabin Rental Program to provide adaptive use, public benefits, and to produce maintenance funding for historic buildings. Their program currently includes over 120 historic structures.
- Kentucky Camp on the Coronado National Forest in Arizona is a cabin rental, but is also used for training in adobe restoration and as a camp for American Indian youth.
- The Eldorado National Forest’s historic Robbs Lookout Recreation Rental in California logged 1110 visitor use days and collected \$15,291 in fees in 2006-2007 which can be used for maintenance and repair. The historic Van Vleck Ranch Bunkhouse Recreation Rental on the same Forest had 799 visitor use days and collected \$17,846.
- The Gunflint Trail Historical Society (GTHS) and the Superior National Forest in Minnesota are adapting the Chikwauk Lodge on the Superior National to serve as a visitor information center and historical museum on the Gunflint Trail (Scenic Byway). The GTHS will invest over \$1 million on the site’s development.

Historic Properties Adapted to Other Uses. Many historic properties are adapted and actively restored for use as visitor contact stations or group use sites. Examples include:

- The Darby Visitor Center on Montana’s Bitterroot National Forest.
- Main Boulder Guard Station on Montana’s Gallatin National Forest.
- Nine-Mile Remount Station on Montana’s Lolo National Forest.
- Route of the Hiawatha Historic “Rails to Trails” project on Idaho’s Idaho Panhandle National Forest.
- Savenac Historic Tree Nursery on Montana’s Lolo National Forest, now a group use site.
- Inter-Laken Lodge on Colorado’s Pike-San Isabel National Forest newly restored to accommodate special events.
- The Alaska Region boasts the Forest Service’s first major visitor center (the Mendenhall Glacier Visitor Center), which has been determined eligible for listing on the National Register.

General Condition of Historic Properties on National Forest System Lands

With well over 300,000 known cultural resources identified on National Forest System lands throughout the country, management tactics, and funding must be prioritized. The concept of identifying the most significant properties for active management was a strategic effort that the Forest Service Heritage Program undertook in order to tackle this difficult task.

Management of the most important cultural resources on National Forest System lands is focused on Priority Heritage Assets (PHAs). PHAs are those heritage assets that are or should be actively maintained and meet one or more of the following criteria:

- The significance and management priority of the property is recognized through a **special designation** such as listing on the National Register, State Register, or other list.
- The significance and management priority of the property is recognized through **prior investment** in preservation, interpretation, and use.
- The significance and management priority of the property is recognized in an approved **management plan**.
- The property exhibits **critical deferred maintenance needs**, and those needs have been documented.

The Forest Service Heritage Program currently has an internal accounting target called “Priority Heritage Assets Managed to Standard.” Each administrative unit is assigned a number of PHAs to bring into acceptable management condition every year. In order for a PHA to be considered “managed to standard,” it must 1) have been subject to a condition assessment in the previous five years, and 2) have no outstanding deferred maintenance. Condition assessments are accomplished on a rotating basis to ascertain the overall condition of the property, as well as to identify maintenance needs and costs. As of the end of Fiscal Year 2008, approximately 44 percent of PHAs were considered managed to standard (2,729 of 6,206 total PHAs).

Forest Service units have identified approximately 6,000 sites across the country that represent the most significant properties owned and maintained by the agency; this is about 2 percent of the total known cultural resources identified. PHAs are the only class of heritage assets that are treated uniformly across the agency for condition reporting; other assets are subject to state standards for the purposes of reporting condition and are not summarized here.

The condition of Priority Heritage Assets ranges from critical to good, but by far the majority of properties fall within the fair to good category (80 percent). Lack of funding and adequate personnel are the major obstacles to bringing all sites up to good condition, though in the Northern Region, the use of the HSE funds has somewhat ameliorated the problem.

Percentage of Forest Service Priority Heritage Assets by Condition

Priority Heritage Asset Condition	Number of Priority Heritage Assets*	Percentage
Good - the property and its significant features are intact and stable; need no repair, only routine maintenance.	2163	44%
Fair - there are some signs of deterioration that need to be addressed, but the property and its features are generally sound.	1761	36%
Poor - deterioration or damage affects more than 25 percent of the property.	634	13%
Critical - potential health or safety risk, or imminent threat of loss of significant resource values.	348	7%

* This table reflects fewer Priority Heritage Assets (PHA) than the total number designated nationally due to a lack of condition data for approximately 1,000 sites. However, the percentages here represent an accurate picture of the condition breakdown across all PHAs.

The Northern Region has more historic buildings in a higher state of repair than many other regions due largely to the work of the Northern Region Historic Preservation Team and the fact that they have been using the Recreation Cabin Rental program for a longer period of time than other regions. However, more regions are expected to focus funding and energy on the maintenance backlog of important sites as the Heritage Program moves towards more proactive management of these resources. The Pacific Southwest Region will begin targeting funding at both deferred maintenance and Section 110 projects in Fiscal Year 2009, and other regions will likely follow suit in the coming years.

It is fair to say that historic administrative buildings fare better in most regions, as continued agency use and other adaptive uses are more common with these structures. Maintenance funds are more readily available for these multiple-use assets, as other program areas within the agency contribute to their upkeep. Again, many of the Northern Region's administrative buildings are historic, which accounts for the available funding to restore and maintain them.

In other regions, the picture is more uncertain as Heritage Program managers struggle with the basic maintenance and stabilization of historic structures that are not administrative facilities. If and when the Forest Service Heritage Program implements a Chief's Challenge to focus energy and funding on Section 110 activities, the situation will improve considerably.

Summary

The Forest Service leadership faces difficult challenges in meeting the intent of the National Historic Preservation Act and the Preserve America E.O. Financial constraints and Heritage Program capacity in terms of personnel and time are the major obstacles to full implementation of the E.O. goals. Diminishing or flat budgets make it difficult to identify and evaluate cultural resources outside of proposed project impact areas or to nominate historic properties to the National Register of Historic Places, protect Priority Heritage Assets, and pursue ARPA cases to address the ever-increasing incidence of vandalism, looting, and unauthorized use. Previous national targets that addressed some of these responsibilities have been merged into a single objective that measures only the maintenance-to-standard of previously identified and evaluated historic properties.

The backlog of unevaluated cultural resources continues to grow, as does the historic property maintenance backlog. The lack of condition assessments and the cost of rehabilitation are major hindrances to the continued or adaptive use of historic properties. Some historic properties have simply not been assessed yet, and those that have, often require costly work to address health and safety issues, accessibility, and compliance with the Secretary of the Interior's Standards for the Treatment of Historic Properties before they can be considered for continued or adaptive use. Forest Service building maintenance programs are commonly located within engineering staff areas and the facility engineering surveys frequently show that new construction is more efficient and less costly than restoration or rehabilitation of historic facilities. Given current budget constraints, agency decision-makers often place more weight on the lifespan of buildings and their maintenance costs than on their historical values.

The good news is that the Forest Service Heritage Program, in an attempt to meet the intent of NHPA and E.O. 13287 while facing such challenges, has some great, innovative things going on!

- Heritage Program leaders are developing a “Chief’s Challenge” patterned after the Northern Region’s Heritage Stewardship Enhancement Program, to focus on inventory and evaluation in areas with a high probability of historic properties that are not likely to be examined in the course of agency or agency-authorized undertakings.
- All nine Forest Service regions are emphasizing inventory and accountability of real property and heritage assets in INFRA (the corporate database), for without an accurate accounting of what we have, directing limited resources to the most critical needs is impossible.
- A Forest Service OGC attorney, in cooperation with the National Park Service, has produced a book entitled “Using ARPA Civil Penalties” to help Forest Service and other Federal officials successfully pursue civil cases.
- We have great partnerships! Building partnerships has always been an integral part of the Forest Service Heritage Program as a way to leverage Federal dollars and, in the process, to increase the public’s appreciation and ownership in the protection and use of historic properties. It is more important now than ever.

- Private partners, site stewards, PIT volunteers, and many local, State, Tribal, and Federal organizations help us accomplish tasks that would simply not be done without their help, including inventory, restoration, and monitoring.
- Increasingly, Heritage Program public outreach involves children and youth to get them *in the woods*, show them the rewards of becoming involved in global issues and solutions, and create a future generation of individuals who respect and care for natural and cultural resources that are part of their heritage.
- The Recreation Cabin Rental Program is by far the best example of the Forest Service's ability and willingness to seek adaptive uses for historic properties. Many units have found that cabin rental occupancy discourages abuse and neglect of these facilities. There is an increasing demand from the public for these rentals to continue.
- Our Passport in Time (PIT) program continues to prove that the public is willing to help with every aspect of historic preservation from the sublime (finding an 8,000 year old site) to the mundane (sorting long-stored collections of debitage). In nineteen years of PIT, from four projects in 1989 to over 100 in 2008, we continue to turn away nearly 40 percent of all those who want to help, not because of a lack of work, but because of a lack of personnel and time. In an effort to engage more volunteers and care for more resources, we have opened PIT up to other agencies. The Bureau of Land Management now also offers PIT projects. In the future, we hope everyone who wants to help will get the chance. We will all be the richer for it as more history is preserved and we are able to pass our cultural heritage on to our children and grandchildren.

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	Task	Progress & Accomplishments
	Stewardship: "A land without ruins is a land without memories"	
a.	<p>Provide field guidance and incentives to implement EO 13287.</p> <p>Provide tools including HOST, examples of permits and leases for historic properties, sources for grants, and examples of other agencies' best management practices to encourage projects that embody the spirit of EO 13287. Incorporate EO 13287 goals into program guidance and policy.</p>	<p>FS Northern Region developed an incentive program to enable national forests to restore, enhance, and interpret historic properties for public benefit. Development of a national incentive program has been proposed for the next 5 years - the Heritage Assets Preservation Initiative (HAPI)</p> <p>Revision of FS Manual (FSM) 2360 for Heritage Program addresses goals of EO 13287 and provides guidance on public use of historic properties.</p>
b.	<p>Better integrate <i>Preserve America</i> and Priority Heritage Assets (PHA) into the CMII and CIP process</p> <p>Identify internal FS funding mechanisms and goals for addressing the most endangered historic properties for deferred maintenance, facilities master planning, and capital improvement needs. Develop an issue paper, including the consequences of NOT addressing the deterioration/degradation of our most priceless historic properties.</p>	<p>Identification of PHAs has allowed the FS to direct funds to manage, restore, and enhance the resources most important to the public and to the historic preservation community.</p>
c.	<p>Evaluate FS policies with respect to Section 111 of NHPA.</p> <p>Work with Engineering and Recreation to develop guidance to the field on the application of Section 111 in facility master planning. Identify opportunities and instruments to authorize the preservation and use of historic structures by external parties (permits, leases, fees, etc). Explore the possibility of establishing a permitting authority under Section 111 (allows retention of proceeds for maintenance and repair of other significant assets), or new partnerships and special use authorities.</p>	<p>FSM 2360 provides updated guidance on facility master planning and incorporates direction on identifying as PHAs, those resources most worthy of restoration and public use.</p> <p>FSM 2360 provides direction to develop partnerships, agreements, and contracts to leverage FS ability to enhance and use historic properties.</p>
d.	<p>Coordinate activities along National Historic Trails on NFS lands to enhance survey efforts of potential sites, evaluation of known sites, protection efforts and assessment of public interpretation potential. Integrate "Leave No Trace" principals into heritage activity efforts as "Leave What You Find."</p>	

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	Task	Progress & Accomplishments
	Public Service: "I got to live a lifelong dream "	
a.	<p>Strengthen cultural resource management guidance to address public benefits and long-term resource stewardship and sustainability objectives.</p> <p>Continue to develop the "Heritage Opportunity Spectrum Tool" (HOST) to facilitate stewardship and use of historic properties.</p>	<p>HOST incorporated into 2008 FS Planning Regulations.</p> <p>FSM 2360 provides guidance for stewardship, long term protection and monitoring, and allocation of historic properties to management categories that protect values and provide public benefits. It reserves a section for the completed HOST.</p>
b.	<p>Provide incentives for Preserve America projects</p> <p>Provide funds for projects that promote local economic development and vitality through the preservation and use of National Forest historic properties.</p>	<p>FS Northern Region has successfully restored historic properties through the "Heritage Stewardship Enhancement" program.</p> <p>Development of a similar national incentive program has been proposed for the next 5 years.</p>
c.	<p>Explore development of a <i>Preserve America</i> partnership proposal for the National Forest Foundation or other appropriate foundation, to fund a program of matching grants for communities and heritage tourism partners interested in preserving and interpreting historic properties on NFS lands. Identify a potential partner with grant writing expertise</p>	<p>PIT is now run through a non-profit foundation, making it possible to expand partnerships with the public and local communities. The New PIT brochure identifies the FS as a Preserve America partner.</p>
d.	<p>Become more effective participants in interagency, state, tribal, and local tourism efforts.</p> <p>Leverage capacity to preserve and interpret heritage resources through participation in broader heritage tourism initiatives (Heritage Areas, Gateway Communities, Scenic Byways, and National Historic Trails).</p>	<p>FSM 2360 provides guidance on developing national, regional, state, tribal, and local partnerships for tourism.</p>
e.	<p>Maintain and strengthen Passport in Time, Heritage Expeditions, and Heritage Excursions as opportunities to involve the public in the preservation and use of historic properties. Use EO 13287 Progress Reports to highlight participation, demand vs. supply, volunteer contributions, sites preserved, and economic benefits to communities</p>	<p>USA exchange to Italy in 2005 lead to reciprocal exchange in 2006.</p> <p>PIT became interagency in 2006. BLM has listed</p>

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	Task	Progress & Accomplishments
	volunteer contributions, sites preserved, and economic benefits to communities.	projects. NPS has expressed interest and intent.
f.	Annually submit a FS project for a <i>Preserve America</i> Presidential Award. Explore ACHP and National Trust jury panels for Heritage Program Excellence Award to automatically qualify.	<p>FS received a 2004 Preserve America Award for the Historic Raven Learning Center, Kootenai NF, MT. The Passport in Time program was nominated for the 2006 and 2008 awards.</p> <p>The NTHP and ACHP are members of a jury to select winners of FS heritage awards. Those winners are nominated to the NTHP/ACHP award for Federal Preservation Partnerships and the NTHP Honor Awards as appropriate.</p>

	Task	Progress & Accomplishments
	A Context for Natural Resource Management <i>"The past serves as an anchor for the present"</i>	
a.	Incorporate a <i>Preserve America</i> component into the "New Century of Service" plans and celebration (fire lookouts, ranger stations, Aldo Leopold House, etc.) to provide a historic context for better understanding the origins, development, and values of the Forest Service.	A FS fire lookout replica was part of the 2005 Smithsonian Folklife Festival and it was wheelchair accessible.
b.	Provide examples of how cultural resource studies provide information on past landscapes, uses, and natural and human-caused effects that can help managers make informed land management and use decisions today.	FSM 2360 provides examples of the information cultural resources studies provide about the natural environment. It provides guidance to allocate historic properties to scientific and experimental study management categories to extract such information.

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	Task	Progress & Accomplishments
	Program Direction and Accountability	
a.	<p>Evaluate current FSM 2360 for compliance with Section 110 of NHPA. Develop a work plan for completing the FSM 2360 revision to identify and track actions. (Document results for inclusion in the Sept. 30, 2004 Report.)</p>	FSM 2360 Heritage Program Management – completed in July 2008. It addresses cultural resource management per NHPA section 110 and 106
b.	<p>Complete the revision of FSM 2360.</p>	FSM 2360 Heritage Program Management – completed in July 2008.
c.	<p>Incorporate <i>Preserve America</i> principles into Heritage performance measures and integrated business plan elements (<i>Credibility Through Accountability</i> - CTA process)</p>	Heritage performance measures included in pilot CTA program in Alaska Region.
d.	<p>Complete Heritage Infra upward reporting enhancements to track and compile information needed for the DOI Report to Congress, the Heritage Assets Stewardship Report (RSSI), and the ACHP <i>Preserve America</i> Reports.</p>	Legacy data migration into INFRA progressed from 40% to 90% completed. Reporting tools in progress.
e.	<p>Integrate <i>Preserve America</i> principles and goals into Heritage guidelines for Forest Plan revisions (Tech Guide).</p>	Accomplished in September 2004 FSM 2360 provides guidance for heritage integration into Forest Plan revisions.
f.	<p>Re-evaluate the national FS heritage staffing level to assure necessary leadership, technical guidance, and agency attention to <i>Preserve America</i> and heritage stewardship.</p>	FS Historian position filled in 2007, but is vacant again in 2008. FS History Program now includes partnerships with Forest History Society and Grey Towers.

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	Task	Progress & Accomplishments
	Implementation	
a.	Finalize Implementation Plan and present to Recreation Directors for approval.	Implementation plan was finalized July 2004. Updated July 2005, October 2005, and November 2007.
b.	Develop and implement an internal communication plan to raise awareness of <i>Preserve America</i> in the FS and to obtain commitment to its implementation	The Communication Plan for the FSM 2360 highlights Preserve America A Heritage Program Communication Plan was completed in 2008.
c.	Produce Annual Preserve America Report.	2004 report submitted to ACHP November 15, 2004. 2005 progress report submitted in November 2005. 2007 report to be submitted in conjunction with EO 13287, Section 3 (c) due September 30, 2008