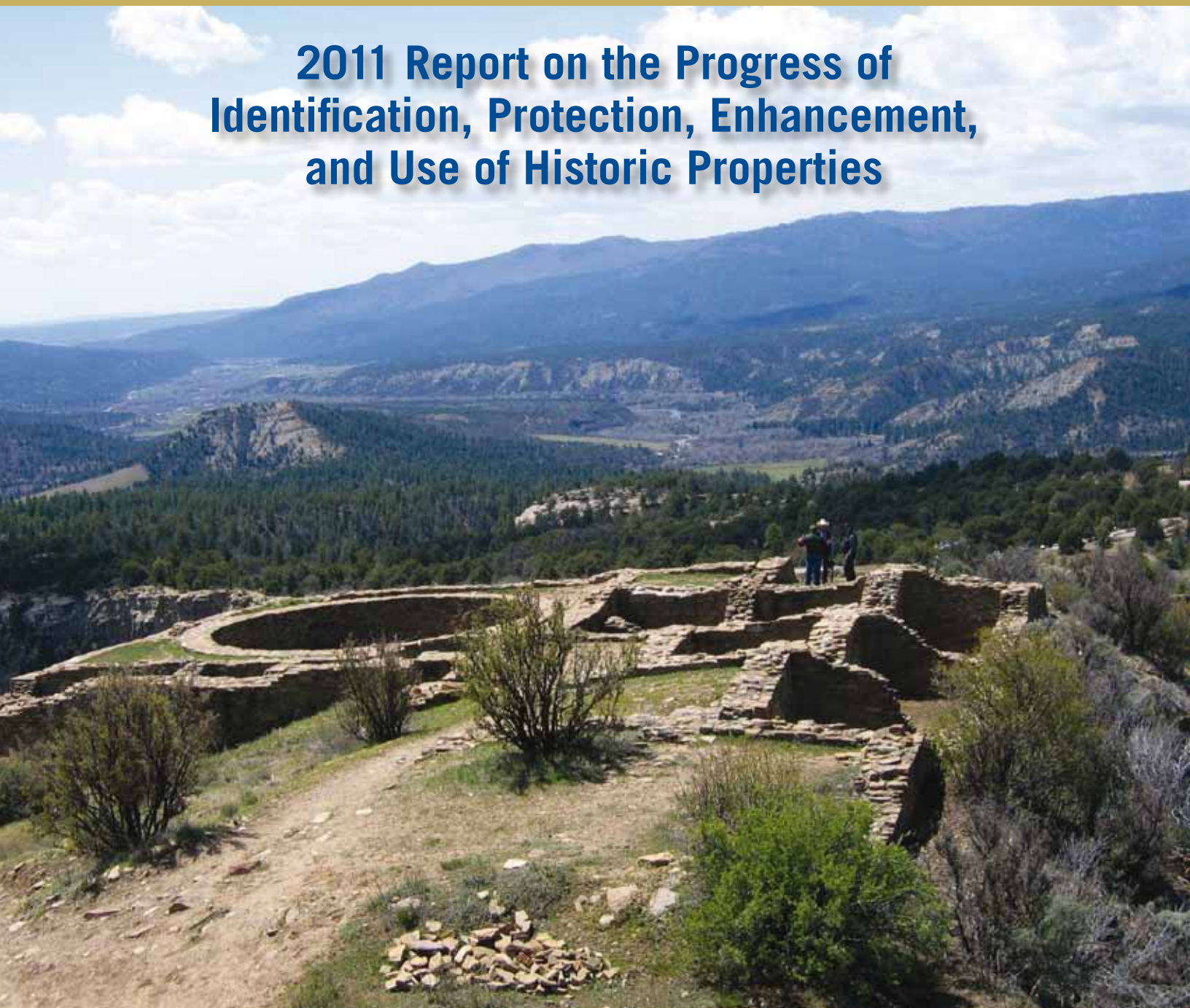




# The *Preserve America* Report

Presented to the Advisory Council on Historic Preservation  
in fulfillment of Section 3 of Executive Order No. 13287

## 2011 Report on the Progress of Identification, Protection, Enhancement, and Use of Historic Properties



United States Department of Agriculture  
Forest Service



# Table of Contents

I.	The Forest Service Heritage Program .....	4
a.	Responsibilities and Organization .....	4
b.	A Brief History of Purpose .....	6
II.	Executive Order 13287— <i>Preserve America</i> .....	7
a.	Themes To Report Forest Service Progress .....	7
i.	Building Partnerships .....	7
ii.	Enhancing and Improving Inventories of Historic Properties .....	8
iii.	Integrating Stewardship Into Agency Planning .....	8
iv.	Managing Assets .....	8
III.	State of the Forest Service Heritage Program.....	9
a.	Forest Service Manual for the Heritage Program .....	10
b.	Infra—Forest Service Corporate Database .....	11
c.	New “Heritage Program Managed to Standard” Measure .....	13
IV.	Sharing Values With the Public and Building Partnerships.....	14
a.	Windows on the Past .....	15
i.	Passport in Time.....	15
	Exemplary PIT Projects.....	16
ii.	HistoriCorps .....	19
	Exemplary HistoriCorps Projects .....	20
iii.	Heritage Expeditions.....	21
b.	Northern Region Heritage Stewardship Enhancement Projects .....	22
c.	Current Forest Service Partnerships .....	22
V.	Enhancing Inventory and Evaluation .....	26
a.	Specific Examples of the Enhancement of Inventories.....	27
b.	Specific Examples of the Enhancement of Evaluation.....	28
VI.	Integrating Stewardship Into Agency Planning.....	31
a.	Programmatic Agreements and Historic Preservation Plans.....	33
VII.	Managing Assets .....	35
a.	Facility Decommissioning.....	36
b.	Adaptive Use of Historic Properties.....	37
i.	Executive Order 13514.....	37
ii.	Recreation Cabin and Fire Lookout Rental Program.....	38
iii.	Historic Properties Adapted to Other Uses .....	40
c.	Identifying Historic Properties With Critical Management Needs .....	43
d.	Condition of Historic Properties on NFS Lands.....	44
VIII.	Protection and Stewardship of Historic Properties.....	46
a.	Volunteers and Partners Help Monitor and Protect Cultural Resources.....	47
b.	Looting and Law Enforcement Support .....	48
c.	Archaeological Resources Protection Act Civil Cases.....	50
d.	Native American Graves Protection and Repatriation Act .....	50
IX.	Summary.....	52
	Appendixes.....	53
	Appendix A—Forest Service Heritage Program Accomplishment Data .....	54
	Appendix B—Forest Service National Historic Landmarks .....	56

## Tables, Figures, and Photographs

### Tables:

1. Heritage Stewardship Enhancement grant distributions .....	22
2. Inventory and evaluation summary of Forest Service accomplishments for FY 2010 and FY 2011 .....	26
3. Pacific Southwest Region Section 110 Plan 10-year goals.....	34
4. Forest Service Priority Heritage Assets by condition .....	44
5. NAGPRA repatriations by Forest Service region as of 2011 .....	50
6. Total NAGPRA repatriations by Forest Service by fiscal year.....	51

### Figures:

1. Forest Service regions .....	5
2. A balanced heritage program.....	10
3. Heritage Infra database.....	11
4. Number of cultural resource records (in thousands) in the Infra Heritage Module by year, showing the progression of data population since 2002.....	12

### Photographs:

Howland Flat PIT, Plumas National Forest .....	16
Neil Weintraub, forest archaeologist, showing a student how to split willow to use to make a split twig figurine .....	17
Wagon Trails III PIT Project.....	17
Petersburg Ranger District of the Tongass National Forest helping to foster knowledge of traditional lifeways through partnership with the Organized Village of Kake .....	23
A high-elevation rock cairn documented on Baranof Island through a multiagency partnership .....	24
Vera Asp of Simon Fraser University and the Tahltan First Nations shows a point she has just discovered while participating in the Coffman Cove Community Archaeological Project in Alaska.....	24
Sea kayak inventory survey-enhanced rock art in southeast Alaska .....	27
Archaeologists and volunteers record a sweat lodge on the Tusayan Ranger District.....	29
Chimney Rock Pueblo on the San Juan National Forest near Pagosa Springs, CO.....	29
The Mount St. Elias dancers at Dry Bay, Alaska.....	30
Multnomah Falls Lodge in the Columbia River Gorge National Scenic Area in Oregon .....	31
The Tongass Ranger rests at anchor in Misty Fiords National Monument .....	32
2010 Rehabilitation of Crocker Guard Station.....	35
LEED Gold-certified and National Register-listed Koen Building, Ozark-St. Francis National Forest in Arkansas.....	37

Robbs Peak Lookout and hut on the Eldorado National Forest in California.....	39
Keller Cabin Rehabilitation Project.....	40
Interlaken Lodge on the Pike-San Isabel National Forest near Leadville, CO .....	40
The Dexter Cabin on the Pike-San Isabel National Forest near Leadville, CO.....	40
Lincoln National Forest Heritage Resource Staff and the Youth Conservation Corps crew rehabilitating Mesa Barn.....	41
Florida Station Bunkhouse, before (2010) and after (2011) rehabilitation. Nonconforming siding has been removed to show original clapboard siding .....	42
Spring Valley Cabin after completion of historic restoration improvements (left) and Jumpup Cabin after installation of new floor (right) .....	42
Stabilization of the Mexican Canyon Trestle using ARRA funds.....	43
Judith Guard Station Cabin on the Lewis and Clark National Forest in Montana .....	44
Fitchburg Furnace on the Daniel Boone National Forest near Fitchburg, KY.....	45
Rock ring feature, Inyo National Forest, Home on Range PIT.....	46
Seewee Shell Ring on the Francis Marion National Forest in South Carolina.....	47
The Badwell Cemetery in 2008 prior to the restoration (left) and in 2010 after the restoration (right) .....	47
Historic pictures of the Aldo Leopold House on the Carson National Forest in New Mexico.....	48
The Aldo Leopold House after restoration work .....	48
Chief Michell Hicks of the Eastern Band of Cherokee Indians visits the site of Fort Armistead and the Trail of Tears. ....	49
On Your Knees Cave on the Tongass National Forest in Alaska .....	51



## The Forest Service Heritage Program

**I**n 2008, the Heritage Program of the Forest Service, an agency of the U.S. Department of Agriculture (USDA), is pleased to report great success in achieving the goals and priorities of Executive Order 13287—*Preserve America*. The Forest Service dedicated the first 2 years after the signing of the Executive order to ensuring that the Heritage Program had all of the pieces in place to meet the initial compliance of the order. The program rapidly evaluated all of its assets as well as its process for evaluating those assets and verifying the inventories for which it was responsible. The agency then began the process of creating uniformity in how data for the vast number of sites were managed and how districts, forests, regions, and the National Office reported that data. The Forest Service identified and corrected many weaknesses in the program. By the time the agency began preparing the 2008 *Preserve America* report, processes had successfully been put in place to consistently track data agencywide. The 2008 report marked a point at which the Forest Service Heritage Program had a firm handle on all of the pieces that would ensure complete compliance with the Executive order.

The Forest Service can now report that—in the areas of Building Partnerships, Enhancing and Improving Inventories, Integrating Stewardship Into Planning, and Managing Assets—it has reached a point of almost full compliance, largely attributable to several improvements the program has successfully implemented since 2008. These improvements are discussed in greater detail below but include the drafting and execution of the Forest Service Manual (FSM) 2360 and the draft Forest Service Heritage Handbook; the expanded use of the Infra database Heritage Module; the development of a new, much more sophisticated, performance measure; and the continued use and expansion of programs like Passport In Time (PIT), HistoriCorps, and Heritage Expeditions.

The success of the Forest Service Heritage Program through systematic changes can be clearly seen across the country: 20,000 new sites identified, 4,471 sites listed or eligible

for listing on the National Register of Historic Places (hereinafter, National Register), 30,000 PIT volunteers contributing more than 1.4 million hours of work, \$1.7 million in support of Heritage Stewardship Enhancement projects, and almost 17,000 total items repatriated.

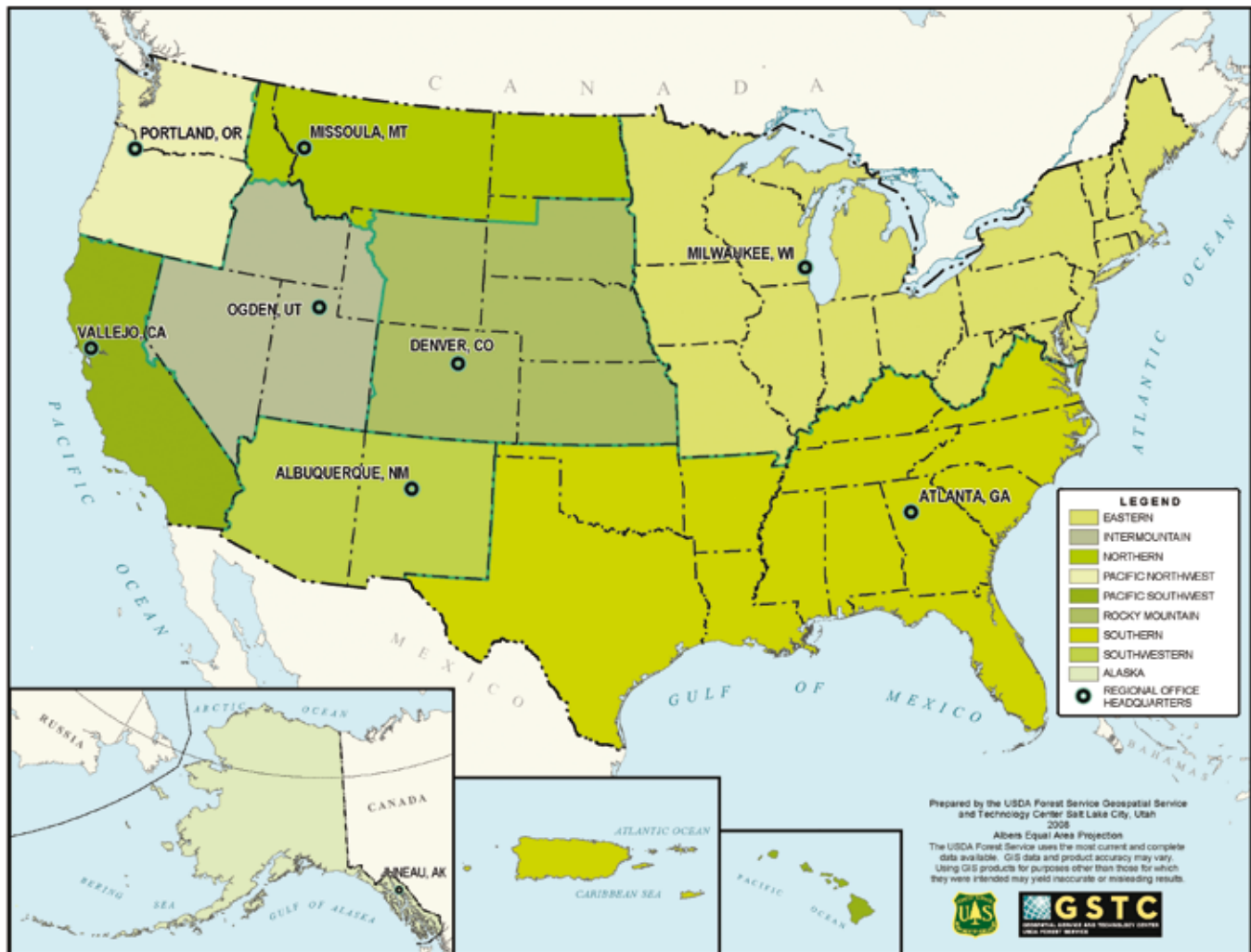
While these accomplishments have been accelerated and directed by the policy and systematic changes taking place at the national level, it is truly the dedication and devotion to the preservation of cultural resources by Forest Service Heritage Program staff at the district, forest, and regional levels that has ensured the agency's legacy is preserved and that the legacy has a firm footing in the 21st century.

### a. Responsibilities and Organization

The Forest Service meets its historic preservation responsibilities under a broad range of Federal laws, including but not limited to the National Historic Preservation Act (NHPA), the Archaeological Resources Protection Act (ARPA), the American Indian Religious Freedom Act, the Native American Graves Protection and Repatriation Act (NAGPRA), Executive Orders 11593 and 13287, as well as other associated laws, Executive orders, and policies.

Responsibilities for the Forest Service's Heritage Program are spread throughout the agency's organizational structure, beginning with ranger districts (more than 600) that are the smallest administrative unit of individual national forests (155). The national forests are grouped within nine Forest Service regions (see figure 1). The Forest Service Federal Preservation Officer oversees the program from the Washington Office Recreation, Heritage, and Volunteer Resources staff. Currently, the Forest Service employs approximately 350 permanent archaeologists, plus a few historians and other heritage specialists, many of whom have responsibilities in other programs in addition to heritage. The Forest Service also has nationwide

Figure 1: Forest Service regions.



<b>Region 1</b>	Northern Region
<b>Region 2</b>	Rocky Mountain Region
<b>Region 3</b>	Southwestern Region
<b>Region 4</b>	Intermountain Region
<b>Region 5</b>	Pacific Southwest Region

<b>Region 6</b>	Pacific Northwest Region
<b>Region 8</b>	Southern Region (includes Puerto Rico and the U.S. Virgin Islands)
<b>Region 9</b>	Eastern Region
<b>Region 10</b>	Alaska Region

enterprise teams for use on specialty projects. The restoration of Aldo Leopold's house by archaeologist Doug Stephens' Recreation Solutions Enterprise Team is an example.

The activities required in NHPA Section 110 are the primary responsibility of heritage personnel at all levels. These responsibilities include survey, evaluation, and protection of significant cultural heritage sites, as well as development of public programs that provide access to cultural heritage sites, knowledge,

and experiences. Inventorying, evaluating, and protecting necessitated by agency undertakings (NHPA Section 106) are also heritage program responsibilities. Heritage personnel carry out both aspects of the program: primary Section 110 activities and Section 106 support to other programs. Funding, however, is split between the heritage budget for the primary heritage functions and other agency program budgets for the Section 106 compliance support needed in those programs.

I. The Forest Service Heritage Program (*continued*)**b. A Brief History of Purpose**

In the late 19th century, George W. Vanderbilt purchased 125,000 acres near Asheville, NC, for his Biltmore Estate. At the urging of Frederick Law Olmsted, Vanderbilt hired Gifford Pinchot to manage and restore the vast forest tracts on the property. Pinchot would, of course, go on to become the first Chief of the Forest Service.

Scientific silvicultural training first came to America when Dr. Schenk, trained in professional forestry in Germany, founded the Biltmore Forestry School on the property in 1898. Today, this first forestry school is called the Cradle of Forestry in America and is located on the 6,500-acre historic site within the Pisgah National Forest. The site contains an interpretive center, an old sawmill, seven restored historic buildings, two interpretive trails, and several onsite craftspeople (a toymaker, weaver, basketmaker, and woodcarver) who, together, bring the past alive.

From these humble and historic beginnings, the concept of forestry and, consequently, the Forest Service would expand not only the acreage of land managed, but also the way in which that land was managed.

The Forest Service Heritage Program became widely established in the mid-1970s in response to Executive Order 11593—*On the Protection and Enhancement of the Cultural Environment*, which was signed into law in 1971. The early years of the Forest Service Heritage Program concentrated on cultural resource inventory for projects on national forests and grasslands. Since that time, the agency has identified a growing number of cultural resources and established measures for their protection. The job gets bigger every year as the agency identifies more sites.

The Forest Service Heritage Program has been rapidly evolving since former Forest Service Chief Dale Robertson signed the *National Heritage Strategy: It's About Time* (hereinafter, *National Heritage Strategy*) in 1992. The *National Heritage Strategy* became fully

operational by 1998 and is updated annually to reflect the current Heritage Program National Priorities. The *National Heritage Strategy* lays out a vision that includes stewardship, public outreach, and a cultural context for natural resource managers to help managers with decisions affecting landscapes.

The purpose of the Forest Service Heritage Program is

[t]o protect significant historic properties, to share their values with the American people, and to contribute relevant information and perspectives to natural resource management. In so doing, [the Forest Service] will pursue the following goals:

- Ensure that future generations will have an opportunity to discover the human story etched on the landscapes of our national forests and grasslands.
- Make the past come alive as a vibrant part of our recreational experiences and community life.
- Connect people to the land in a way that will help us better understand and manage forest ecosystems.<sup>1</sup>

The annual updates assign priorities to specific Heritage Program leaders and include such items as developing training for the new FSM 2360, identifying Windows on the Past as the Heritage Program brand, developing workforce succession planning, identifying the location and condition of all Forest Service collections, completing data input cleanup, and identifying sustainable operation potential.

The Forest Service's preservation and use of the Cradle of Forestry in the United States is but one example of how the goals and purpose of the Heritage Program, as set forth in the *National Heritage Strategy*, had already placed the program on the path toward achieving the objectives of Executive Order 13287—*Preserve America* (hereinafter, *Preserve America*), even prior to its issuance.

<sup>1</sup> Forest Service, *National Heritage Strategy – It's About Time*, revised 2002.



## Executive Order 13287—*Preserve America*

# II.

When *Preserve America* was signed in 2003, it made it the “policy of the Federal Government to provide leadership in preserving America’s heritage by actively advancing the protection, enhancement, and contemporary use of the historic properties owned by the Federal Government, and by promoting intergovernmental cooperation and partnerships for the preservation and use of historic properties.”<sup>2</sup> The Forest Service’s *National Heritage Strategy* and program of work had already started to emphasize the importance of protection, use, and partnerships and was, therefore, well on the way toward meeting the requirements of *Preserve America*.

The Executive order went on to lay out the following requirements for agencies:

**Section 1. Statement of Policy.** The Federal Government shall recognize and manage the historic properties in its ownership as assets that can support Department and agency missions while contributing to the vitality and economic well-being of the Nation’s communities.

**Section 2. Building Preservation Partnerships.** Each agency shall examine its policies, procedures, and capabilities to ensure that its actions encourage, support, and foster public-private initiatives and investment in the use, reuse, and rehabilitation of historic properties.

**Section 3. Improving Federal Agency Planning and Accountability.** [T]he head of each agency shall designate a senior policy level official to have policy oversight responsibility for the agency’s historic preservation program and notify the [Advisory Council on Historic Preservation] and the [Secretary of the Interior] of the designation.

**Section 4. Improving Federal Stewardship of Historic Properties.** [A]gencies shall cooperate with communities to increase opportunities for public benefit from, and access to, federally owned historic properties.

**Section 5. Promoting Preservation Through Heritage Tourism.** [A]gencies shall use historic properties in their ownership in conjunction with State, tribal, and local tourism programs to foster viable economic partnerships, including, but not limited to, cooperation and coordination with tourism officials and others with interests in the properties.<sup>3</sup>

The Advisory Council on Historic Preservation (ACHP) subsequently established a series of themes that highlight the primary goals of *Preserve America*. Agencies are required to report the progress made under each of these themes in triennial reports to the ACHP.

### a. Themes To Report Forest Service Progress

ACHP identifies four preservation themes for describing progress on implementation of *Preserve America*. These themes represent building blocks for long-term preservation of the most important pieces of our Nation’s history, and the Forest Service Heritage Program has successfully incorporated these themes into its management of cultural resources.

#### i. Building Partnerships

One of the themes set forth by the ACHP is Building Partnerships. This preservation theme is a vital part of the Heritage Program. Over the last several years, the Forest Service has emphasized the use of a variety of collaborative partnerships and volunteer programs to enhance program capacity, performance, and outputs. Engaged partners foster ownership in the continued protection and enhancement of historic properties and more effectively promote local economic development, including heritage tourism.

<sup>2</sup> Exec. Order No. 13287, 68 FR 10635 (March 5, 2003).

<sup>3</sup> Exec. Order No. 13,287, 68 FR 10635 (March 5, 2003).

## II. Executive Order 13287—Preserve America (continued)

### ii. Enhancing and Improving Inventories of Historic Properties

Finding and evaluating cultural resources—essentially knowing what resources are available—is a critically important theme of preservation. Implicit in this goal is the need to conduct inventory in those areas most likely to contain archaeologically or historically valuable cultural resources. Even when there is no agency action to trigger National Historic Preservation Act (NHPA) Section 106 compliance review, land is still evaluated and inventoried for cultural resources. These “nonproject” inventories often focus on areas where cultural resources are particularly abundant, valuable, or vulnerable to natural and human-caused degradation and can be used to model data and provide valuable connections for facilitating Section 106 inventory activities. Therefore, this theme seeks to identify the agency’s progress in identifying all historic properties on National Forest System lands, not just protecting historic properties from the effects of agency-authorized activities such as building roads or harvesting timber.

Inherent in the goal of NHPA and explicit in Section 110 of the act is the expectation that the Forest Service will conduct surveys, based on the agency’s training and research, in areas where it knows the greatest likelihood of historic properties exists. Section 110 inventory is conducted in culturally sensitive areas to understand historical context, validate hypotheses regarding numbers or types of cultural resources, fill in gaps in knowledge of the period or answer research questions, and, ultimately, enhance the benefits of historic properties to both the agency in making management decisions and to the public.

Over the past several years, the Forest Service has significantly improved its inventory through the use of partnerships, better planning, and more sophisticated tracking. The Forest Service has developed and implemented a database with sufficient sophistication to effectively manage cultural resources. The Forest Service has focused its efforts on updating the existing legacy data so that any new Section 110 inventories

can be added to an existing record that is complete and accurate. This update ensures that future planning efforts will have a reliable database that is free from errors and covers all compliance and management requirements for making resource decisions.

### iii. Integrating Stewardship Into Agency Planning

The Heritage Program has been very successful at integrating its stewardship mission into all levels of agency strategic and operational planning, with the agency’s primary emphasis on cultural resource stewardship, public service, and facilitating natural resource management. The best example of the agency’s progress in integrating stewardship into planning is the implementation of Forest Service Manual 2360—*Heritage Program Management*, and development of a companion Forest Service Heritage Handbook.

### iv. Managing Assets

The final preservation theme under which the Heritage Program can report success is Managing Assets. When making asset management decisions, the Forest Service first recognizes that not all historic properties share the same significance or management potential and, then, the agency works to manage those properties in a manner that will maximize the benefit to the public. To benefit from and protect a property’s unique value, FSM 2363 directs managers 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.”

*Preserve America* encourages continued or adaptive use of historic properties. Active use of a property, whether for its original purpose or for a new (adaptive) use, is one of the best ways to ensure respect for and maintenance of that property. Operational maintenance also decreases the deferred maintenance backlog.

These themes have been the driving force behind the success of the Forest Service Heritage Program over the past 3 years and continue to guide the progress of the program.

## State of the Forest Service Heritage Program

# III.

Today, the Heritage Program can claim success in the areas of identification, protection, and use of cultural resources under all of the themes set forth by the Advisory Council on Historic Preservation (ACHP): Building Partnerships, Enhancing and Improving Inventories, Integrating Stewardship Into Planning, and Managing Assets.

The Forest Service, like all Federal agencies, seeks to implement the broad direction in National Historic Preservation Act (NHPA) Section 110 and other preservation laws to protect historic properties and share the cultural value of those properties with the public. The *National Heritage Strategy* strengthened efforts to broaden the Heritage Program. *Preserve America* reinforces the need to broaden the scope of the program even at a time when agencies are experiencing flat or declining Federal historic preservation budgets. *Preserve America* emphasizes stewardship of historic properties through study, official recognition, interpretation, and use.

The Forest Service has made great progress, as demonstrated by the identification of almost 20,000 cultural resources on National Forest System (NFS) lands over the last 3 years. This substantial increase is in spite of the fact that the inventory of cultural resources and the complexity of management issues on the 193 million acres of national forests and grasslands exceed the current funding and staffing needed to fully care for those resources.

Included in the 4,471 sites on NFS lands that are either listed or eligible for listing on the National Register is Chimney Rock Pueblo near Pagosa Springs, CO, (a site many consider a World Heritage Site). National Register listings represent a tremendous accomplishment by a dedicated professional workforce and an agency beset by constrained budgets throughout the last decade. *Preserve America* increases the visibility and validity of ongoing Heritage Program efforts in the public eye by improving accountability for managing heritage assets, promoting heritage

tourism, and building partnerships. The Forest Service “has been successful in leveraging its available resources to make significant gains in heritage tourism and [in] partnerships with communities for both economic development and long-term preservation of heritage assets.”<sup>4</sup>

The ACHP commended the Forest Service in 2008 for its “myriad historic preservation activities in support of *Preserve America*.”<sup>5</sup>

In acknowledgement of the success of the Forest Service’s Heritage Program, John L. Nau, III, former-ACHP chairman, stated that “no Federal agency has done more to incorporate the intent and spirit of ... *Preserve America* into its historic preservation and educational efforts than the Forest Service.”<sup>6</sup>

The acknowledged success is due in large part to the balanced approach the Forest Service has taken in its effort to identify, protect, and use cultural resources for which it has the responsibility of management (see figure 2).

The success in recent years of the Heritage Program in the areas of Building Partnerships, Enhancing and Improving Inventories, Integrating Stewardship into Planning, and Managing Assets can be attributed to several improvements the program has successfully implemented. First, the drafting and execution of the Forest Service Manual (FSM) 2360—*Heritage Program Management* has helped create more consistency in the management of cultural resources. Second, as more and more forests become familiar with and educated on the expanded use of the Infra database Heritage Module, there has been an increase in the reliability and completeness of the record of assets and inventories. While the process of inputting and updating the Infra database

<sup>4</sup> Joel Holtrop, *U.S. Forest Service response to the National Trust for Historic Preservation report: The National Forest System: Cultural Resources at Risk—An Assessment and Needs Analysis*, May 15, 2008.

<sup>5</sup> ACHP, *U.S. Department of Agriculture, Forest Service Receives ACHP Award for Federal Preserve America Accomplishment*, Feb 29, 2008.

<sup>6</sup> *Forest Service Wins Award: High Praise for Forest Service Efforts*, FS Today, March 7, 2008, available at [http://www.passportintime.com/2008\\_ACHP\\_Award.html](http://www.passportintime.com/2008_ACHP_Award.html) (last visited Aug. 16, 2011).

### III. State of the Forest Service Heritage Program (continued)

Heritage Module is still ongoing and the data are still being cleaned up and corrected, the system has already greatly enhanced and streamlined the process of identification and monitoring of assets. Third, the development of a new performance target allows for more precise illustration and tracking of the breadth and complexity of the program and better reflects the direction in FSM 2360. Finally, the continued use and expansion of programs like Passport In Time (PIT) and HistoriCorps has fostered increasing community involvement in the protection and use of resources.

#### a. Forest Service Manual for the Heritage Program

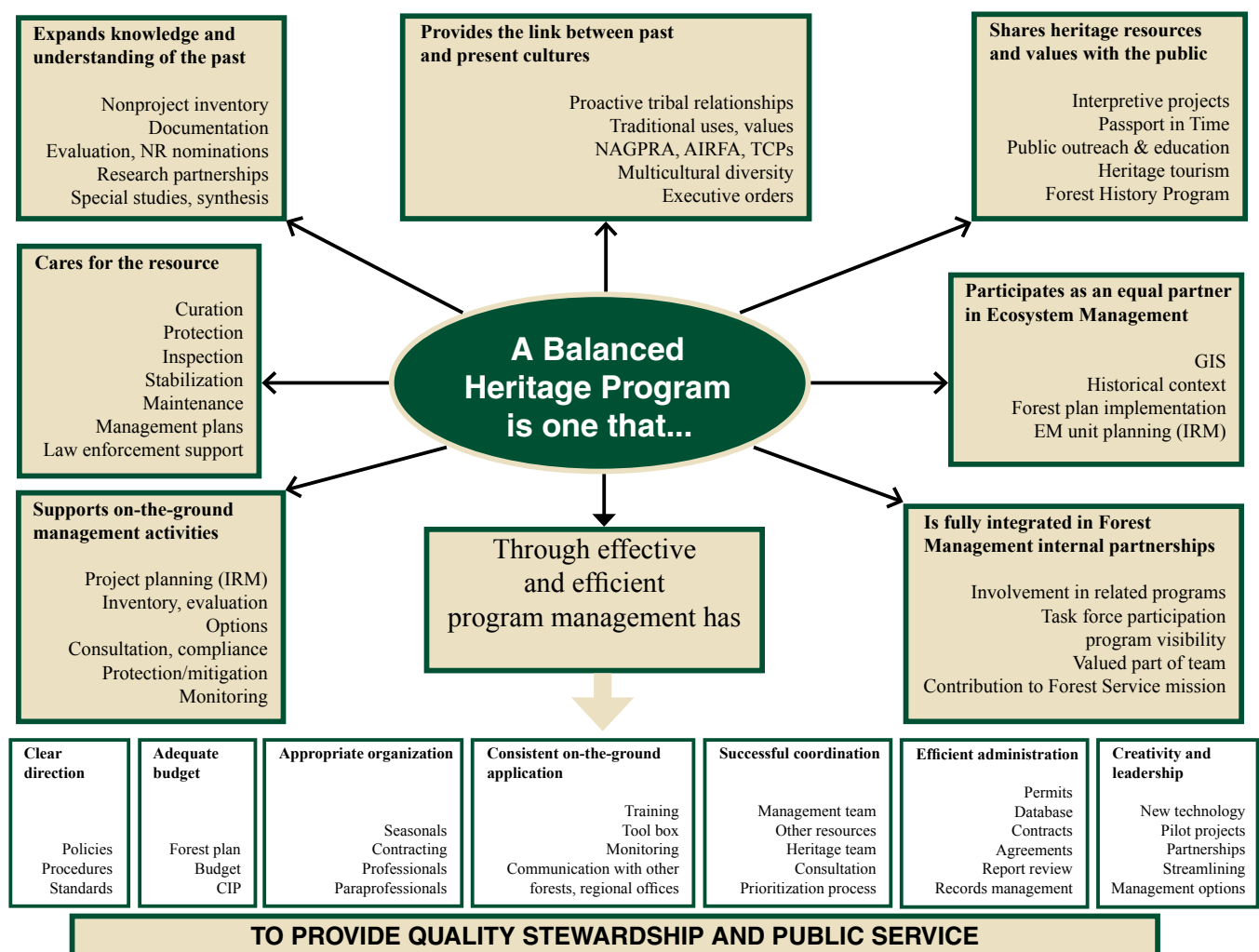
In July 2008, the Forest Service implemented FSM 2360—*Heritage Program Management*

to fully incorporate the spirit and intent of all preservation law and to provide comprehensive direction to Forest Service leadership concerning the goals and legal responsibilities of the Heritage Program.

In line with the goals and themes of *Preserve America*, the FSM 2360 policy directs agency officials to implement the following actions:

- Manage historic properties on all NFS lands, regardless of whether planned activities have the potential to affect historic properties.
- Meet NHPA Section 110 direction to identify, evaluate, protect, and nominate historic properties to the National Register.
- Include Heritage Program issues and opportunities in national and regional strategic planning and land use planning.

Figure 2: **A balanced heritage program.**





- Implement a Heritage Program plan to direct diminishing resources to Priority Heritage Assets (PHAs).
- Seek collaborative partnerships to both develop a better heritage product and stretch available Federal dollars.
- Recommend actions to preserve and protect those cultural resource attributes that make them archaeologically, historically, or culturally significant and to enhance and maximize the benefits to the agency and public.

FSM 2360 provides policy and direction to agency decisionmakers on the breadth of their historic preservation responsibilities. The manual reflects the steady evolution of the Forest Service Heritage Program and the increasing complexity of the protection and stewardship of approximately 340,000 known cultural resources on NFS lands. It also addresses the growing public demand for education, interpretation, and adaptive use of historic properties. Heritage leaders also recognize the need for effective planning to direct scarce funding and resources to PHAs.

FSM 2360 places emphasis on stewardship, heritage tourism, and National Register

nominations and brings the Heritage Program into full alignment with the current national historic preservation policy mandates and lays the groundwork for tangible results. When coupled with the expanded use of the Infra database Heritage Module, FSM 2360 allows for a more comprehensive and reliable mechanism for monitoring and enhancing inventories and more efficiently managing cultural assets across the entirety of NFS lands.

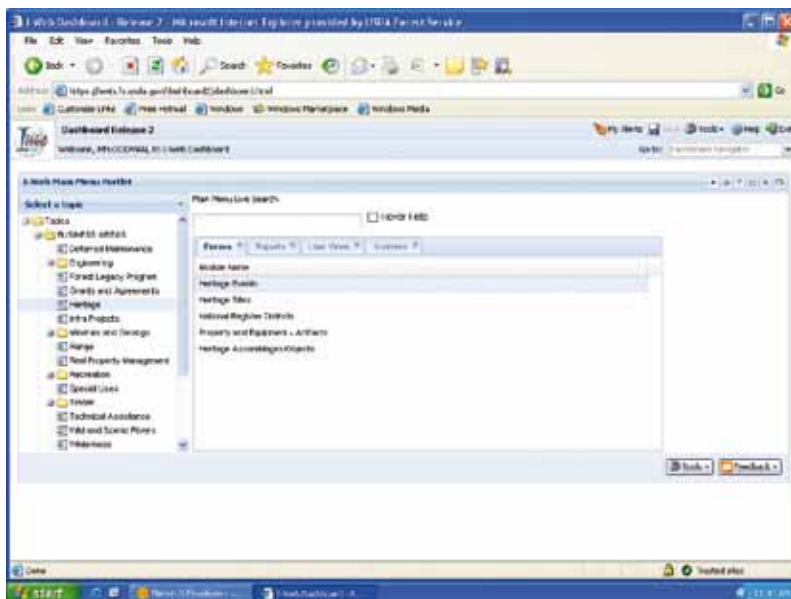
## b. Infra—Forest Service Corporate Database

The Forest Service's agencywide national integrated database, known as Infra, was designed to electronically store and monitor infrastructure information in program areas such as Roads, Locatable Minerals, Recreation, Heritage, and Wilderness. The system efficiently stores and maintains data for usage by both Forest Service field personnel and decisionmakers.

The Forest Service maintains the Infra Heritage Module as a permanent database (see figure 3) in accordance with NHPA Section 112(a) (2), "Records and other data, including data produced by historical research, archaeological surveys, and excavations are permanently maintained in appropriate data bases and made available to potential users pursuant to such regulations as the Secretary shall promulgate."<sup>7</sup> Access to the Heritage Module of Infra is restricted to heritage professionals and is designed to meet stewardship, reporting, and accountability requirements. The Heritage Module in Infra has the capability to query, edit, and find heritage site data. Location and site information (i.e., cultural complexes, artifacts, site features, and environmental data) can also be entered into this corporate database.

Forest Service archaeologists collect information and map sites in the field using handheld Global Positioning System (GPS) recorders. Newer Juno electronic recorders have the capability of seamlessly transferring data directly into the Infra database. In

Figure 3: Heritage Infra database.



<sup>7</sup> 16 U.S.C. 470h-4(a) (2) (2006).



III. State of the Forest Service Heritage Program (*continued*)

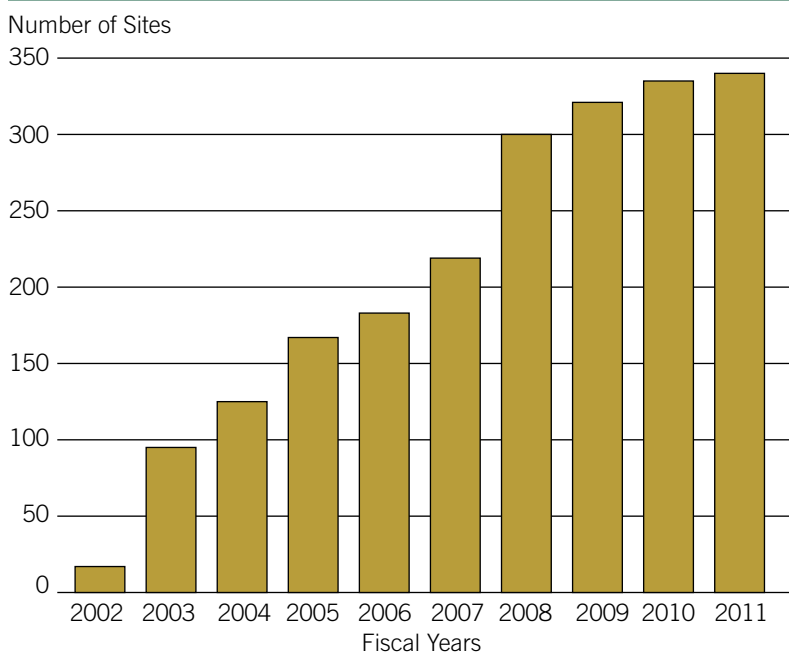
addition, the Heritage Module in Infra will soon be able to electronically transport archaeological and historic site information to Geographic Information Systems (GIS) maps containing the heritage site layers.

Archaeological site pattern recognition and predictive modeling are only two of several analytical and managerial tools available to the heritage specialists through Infra.

The National Heritage Information Management Initiative (NHIMI) team has worked hard to implement the Infra Heritage Module to provide the Forest Service and its partners with reliable, accurate, real-time heritage information for resource management, reporting, and decisionmaking. The NHIMI meets annually and is actively working toward agencywide use of the Infra Heritage Module.<sup>8</sup>

<sup>8</sup> National Heritage Information Management Initiative, *Heritage Database Management Direction*, available at [http://fsweb.wo.fs.fed.us/rhwr/heritage/nhimi/nhimi\\_direction.html](http://fsweb.wo.fs.fed.us/rhwr/heritage/nhimi/nhimi_direction.html) (last visited August 16, 2011).

**Figure 4: Number of cultural resource records (in thousands) in the Infra Heritage Module by year, showing the progression of data population since 2002.** (The 2011 data are as of third quarter and will likely increase.)



Inputting heritage data into the Infra system is an ongoing process. The data reported in 2008, primarily in terms of agencywide totals, is inconsistent with some of the more recent and updated information. These inconsistencies are largely a consequence of the decentralized structure of the agency, loss of sites due to natural disasters (i.e., rock slides, fires, and floods), inconsistencies in how isolated finds were counted, and the gradual process of familiarizing personnel with the Infra database. Efforts are ongoing, however, to correct these issues and to educate all regional and forest-level managers on the processes and timetables for inputting data into the system.

To account for the discrepancies in data, this report will primarily focus on reporting data from the Infra system over the prior 3-year period, as opposed to comparing data reported in 2011 with that reported in 2008.

Infra enables the Forest Service to provide electronic data directly to State and other authorized entities in a secure and cost-effective manner. State-based systems are managed by individual State Historic Preservation Officers (SHPOs), according to NHPA Section 101, and provide an inventory of statewide historic properties. Heritage Infra is designed to easily and securely export cultural resource data to partners such as SHPOs, Tribal Historic Preservation Officers, and other approved professionals.<sup>9</sup>

Both GIS and Infra are important tools in providing archaeological information for wildfires. Before the Heritage Infra Module was implemented, it frequently took weeks to determine which historic properties needed to be protected in the area of fire impact. Now, this information is compiled and made available to aviation and fire crews almost instantly. In addition, after core data is entered into Infra, the archaeological information is available to authorized persons in perpetuity for future tasks such as reports, data queries, and modeling of important site patterns.

<sup>9</sup> See, Forest Service, *Infra Web site*.

The Forest Service is also implementing an Infra Assemblages module that will enable the agency to quantify the type, number, and condition of museum and archaeological collections in Federal and non-Federal facilities and to assess their status against Federal curation requirements. Over 90 percent of known cultural sites on NFS lands have been entered into Infra (see figure 4).

### c. New “Heritage Program Managed to Standard” Measure

The Forest Service Heritage Program previously had an internal performance measure called “Priority Heritage Assets Managed to Standard,” which is discussed in more detail below. While the measure is useful in monitoring specific types of assets, national and regional Heritage Program leaders have established a new performance target to more accurately show the breadth and complexity of the program and to better reflect the direction in FSM 2360.

The new “Heritage Program Managed to Standard” target includes seven new indicators that will facilitate more precise tracking of

all cultural assets managed by the program. This will also enable the program to have a more robust performance of its inventory and will allow for a more targeted use of limited resources. The following seven indicators are part of the new performance measure.

The new measure creates metrics by which the strengths and weaknesses of the Heritage Programs at the regional and forest levels can be monitored more closely. This will provide the National Heritage Program the ability to quickly address problem areas and to use successful programs as examples for effective management nationwide.

This new performance measure, along with the expanded use of the Infra database and the implementation of the new FSM 2360 and draft Forest Service Heritage Handbook have greatly increased the ability of the Heritage Program to improve inventories, integrate the program’s stewardship mission into agency planning, and manage the cultural assets found on NSF lands. All of the accomplishments made over the last several years, however, would not be possible without the help of the partnerships and volunteerism that the Forest Service has successfully fostered.

**Measure 1:** A Heritage Program Plan is in place for the national forests and grasslands and includes all the elements in FSM 2362.3: a synthesis of known cultural resources; a predictive model of resource types and locations; goals and objectives for annual accomplishments in all areas of the program; monitoring targets; and protocols for responding to discovery of human remains, damage to or theft of cultural resources, and natural or human-caused disasters.

**Measure 2:** An inventory of NFS lands where cultural resources are most likely to occur is conducted on a scheduled basis.

**Measure 3:** Legacy cultural resources are evaluated for eligibility to the National Register and are nominated for listing on the National Register or for National Historic Landmark or World Heritage Site status.

**Measure 4:** Condition assessments on priority heritage assets (PHAs) are current and included in a Historic Property Management Plan that recommends a PHA’s management category and guides its protection and use.

**Measure 5:** Cultural resource stewardship activities are accomplished to protect and maintain PHAs.

**Measure 6:** Opportunities for study and public use are offered, including scientific investigation; public dissemination of research results; continued or adaptive use of historic properties; traditional use of historic properties; volunteer involvement; and interpretation.

**Measure 7:** Volunteer hours are contributed to activities that enhance cultural resource stewardship and conservation and expand the capacity, visibility, and delivery of the Heritage Program.

## Sharing Values With the Public and Building Partnerships

# IV.

### Policy

- “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 2364.03
- “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.” FSM 2365.03(6)

The Forest Service Heritage Program has had great success in engaging the public through outreach and education. This effort has resulted in an increase in historic preservation volunteerism and in heritage tourism which, in turn, has increased the ability of the Forest Service to establish lasting partnerships. The success the Heritage Program has had in establishing and maintaining partnerships is of vital importance to the success of the overall program, especially in the areas of improving inventories and managing assets.

Forest Service Manual (FSM) 2360 will provide greater consistency across the agency from the national level to the district level through the standardization of policy directives that promote stewardship partnerships and public outreach. The policy guidance will ensure that all Heritage Program staff will be working toward a common goal of promoting economic development through heritage tourism and historic preservation.

Historic sites hold an irresistible lure of the past. Across the country, the public visits historic places and museums to learn more about the past and to experience different lifeways. Studies show that families travel together and that destinations must now appeal to the entire household.<sup>10</sup> Survey results indicate that the number of people visiting historic places is expected to increase

by around 15 percent a year.<sup>11</sup> This trend has intensified demands for additional educational and interpretive services and other heritage products.

One of the primary goals of the America's Great Outdoors initiative is to foster an appreciation of and an eagerness to contribute to the conservation and preservation efforts taking place on America's vast public lands. An underlying aspect of this goal is the need to develop greater and more varied opportunities for public participation in preservation. The White House hosted a Web chat in March of 2011 on youth participation in the America's Great Outdoors initiative. During the chat, USDA Secretary Tom Vilsack emphasized the importance of volunteerism as a mechanism through which young people can become more engaged with the outdoors and preservation and as a means of not only fostering the goals of the America's Great Outdoors initiative but also the goals of the First Lady's Let's Move initiative.<sup>12</sup> The America's Great Outdoors initiative also states that, in the area of historic preservation, one of the goals is to “[a]dvance national, regional, and community-supported work to preserve and enhance unique landscapes, natural areas, historic sites, and

<sup>10</sup> P. Mooney-Melvin, *Harnessing the Romance of the Past: Preservation, Tourism and History*, *The Public Historian*, 13(2)35-48 (1990).

<sup>11</sup> J. M. Bowker, Donald B. K. English, and H. Ken Cordell, *Projections of Outdoor Recreation Participation to 2050*, *Outdoor Recreation in American Life: A National Assessment of Demand and Supply Trends*, 323-350, 342 (1999).

<sup>12</sup> *America's Great Outdoors Youth Chat with Sec. Vilsack and Sec. Salazar*, March 17, 2011, available at <http://americasgreatoutdoors.gov/2011/03/10/america%e2%80%99s-great-outdoors-youth-chat-with-sec-vilsack-and-sec-salazar/> (last visited August 16, 2011).

cultural areas while ensuring openness and transparency in any land designation.”<sup>13</sup>

The Heritage Program’s Windows on the Past seeks to encourage greater public involvement in preservation and fulfills many of the goals of the America’s Great Outdoors initiative.

### a. Windows on the Past

Windows on the Past is the “umbrella program for the Forest Service heritage public education and outreach activities and projects and includes a wide variety of heritage opportunities and experiences.”<sup>14</sup> Examples of Windows on the Past programs are HistoriCorps, Passport in Time (PIT), and Heritage Expeditions. These programs have allowed the Forest Service to greatly expand not only public awareness of and respect for cultural resources but have also allowed the program to more efficiently manage the cultural assets on National Forest System (NFS) lands.

People today are looking for diverse experiences in their leisure time and for experiential and learning trips, rather than traditional vacations in which they simply relax. Nationwide heritage tourism has increased considerably in popularity. As interest in heritage tourism increases, so does the ability of the Forest Service to leverage this interest into partnerships that ensure preservation and adaptive use of historical sites across the country.



### i. Passport in Time

PIT is a heritage volunteer program that engages the public with activities such as surveying for cultural resources, monitoring and recording rock art, evaluating historic properties through archaeological excavation, cataloging historic documents and photographs, restoring historic buildings, and

gathering oral histories. The goal of PIT is to preserve our Nation’s past with the help of the public. In doing so, it also helps the agency meet the growing public demand for volunteer opportunities and increases public awareness and support of cultural and natural resource conservation and management.

PIT was created in 1989 by a Forest Service archaeologist on the Superior National Forest (Minnesota) and university partners to provide support services for archaeological sites. PIT volunteers have helped Forest Service Heritage Program managers accomplish myriad tasks, some of which would never have been successful or even attempted without the help of PIT volunteers. Since the program’s inception, approximately 30,000 PIT volunteers have donated 1.4 million hours for a total public value of \$21.6 million. Despite high unemployment and difficult economic times, volunteers have contributed more than 110,000 hours of work to the Heritage Program in the past 2 years alone. This contribution equates to almost \$1.8 million in total public value.

PIT has won several prestigious national awards, including the Society for Historic Archaeology Award of Merit in 1998 and the Advisory Council on Historic Preservation Chairman’s Award for Federal Achievement in Historic Preservation in 2004 for *Following the Smoke*, a PIT project initiated in conjunction with the Karuk indigenous basketweavers on the Six Rivers National Forest in California. In January 2009, the White House recognized PIT as a *Preserve America* Steward, making the Forest Service the first Federal agency to receive the designation under *Preserve America*. Individual PIT projects have won State awards too numerous to mention, and many individual PIT volunteers have been added to the PIT Honor Roll for individually contributing more than 500 hours of work.

<sup>13</sup> *America’s Great Outdoors: A Promise to Future Generations: Fact Sheet: Historic Preservation*, available at <http://americasgreatoutdoors.gov/files/2011/02/2011-02-15-AGO-Historic-Preservation-Fact-Sheet.pdf> (last visited August 16, 2011).

<sup>14</sup> Forest Service, *Forest Service Manual* 2360.

#### IV. Sharing Values With the Public and Building Partnerships *(continued)*

##### **Exemplary PIT Projects**

The following examples highlight some of the outstanding PIT projects that have taken place over the last several years.

The Eldorado National Forest in the Pacific Southwest Region exemplifies the success of the PIT Program. The *Verifying the Johnson Cutoff Trail and Silver Creek Ranch* PIT Project was sponsored in 2010; PIT volunteers continued field verification, which began in 2009, of the Johnson Cutoff portion of the California National Historic Trail on the Pacific and Placerville Districts with the use of metal detectors. PIT participants recorded and described features and used GPS units to plot artifacts and segments of the trail on the U.S. Geological Survey's topographic maps. The verified trail segments were assessed and classified using Oregon-California Trails Association (OCTA) standards. Participants also assisted with test excavations at an area where a scatter of miscellaneous mid-19th century artifacts may represent the remains of the elusive and historic Silver Creek Ranch. The ranch was a "way station" frequently mentioned in emigrant diaries, guides, and newspaper articles of the time (ca. 1852). Artifacts found during the project were identified and dated in the field with the use of field guides and volunteer expertise. Partners included Trails West and OCTA. Twenty-one PIT participants volunteered a total of 536 hours to this project, worth an estimated \$11,176.

The Feather River Ranger District sponsored the Howland Flat PIT project at the site of the historic Gold Rush era Howland Flat town. The research design was developed in an attempt to locate the habitation areas of the Chinese miners, who lived in or near Howland Flat. Thirty-two volunteers from around the United States participated in this project. The

volunteers helped conduct limited test excavations, which unearthed hundreds of Chinese artifacts throughout the Howland Flat town site. A collaborative effort was employed with the use of Forest Service archaeologists from the Lassen, Mendocino, and Plumas National Forests.

Assistance was also provided by other Forest Service personnel. A local historian visited and led an indepth discussion of the history of Howland Flat. Other PIT projects are planned at the town site.



◀ *Howland Flat PIT, Plumas National Forest. (Photograph credit: Region 5.)*



In recognition of the importance of building lasting relationships with the local community and fostering interest in preservation, the Kaibab National Forest provided more than 50 heritage outreach programs in 2009 alone. These programs included developing a



Neil Weintraub, forest archaeologist, showing a student how to split willow to use to make a split twig figurine. (Photograph credit: Region 3)

“Kids in the Woods” event for 5th graders in Fredonia, AZ; participating in the Williams Middle School Science Camp; presenting various professional papers; conducting talks and tours for Archaeology Month; attending the annual Archaeology Expo and the Junior Ranger Forest Academy; providing training for para-archaeologists and site stewards; and providing heritage program overviews at new employee and fire orientations.

This high level of commitment to local communities did not go unnoticed. The Arizona Governor’s Office honored the Kaibab Heritage Program by bestowing the program with an award at the Annual Historic Preservation Conference. In further recognition of the contributions of the Heritage Program, in November 2009, archaeologist Neil Weintraub received the Southwestern Region’s Interpreter of the Year Award in Hartford, CT, and, in August 2010, Weintraub received the President’s Volunteer Service Award.

The Inyo National Forest in the Pacific Southwest Region sponsored its *Aspen Talk* PIT project, on which more than 400 hours of volunteer time were donated by PIT volunteers, worth an estimated \$8,340. This project was made possible through a partnership with Nancy Hadlock and Richard Potashin, local Basque experts and interpretative rangers at Manzanar National Historic Site. They provided background knowledge on the aspen grove and instruction on how to read and interpret the arboglyphs (historic tree carvings). Hadlock and Potashin also introduced volunteers to traditional Basque food and stories.



Wagon Trails III PIT Project. (Photograph credit: Region 5.)

Over a period of 3 days, 20 PIT volunteers assisted Forest Service archaeologists in documenting a large grove of aspen trees containing a variety of unique arboglyphs dating from 1917 to the 1950s, with a few recent carvings from local hunters. Eighty-one trees were recorded with 471 interpreted glyphs: 106 names, 102 initials, 156 dates, 32 messages or statements, 12 geographical locations, and 63 graphics.

Most of the documented carvings date between 1930 and the late 1940s and dramatically illustrate the life and thoughts of the male sheepherders who tended flocks in the area. Significant carvings documented included political statements about the Spanish Civil War and Howard Hughes’ 91-hour flight around the world. Various forms of women, sheep, horses, *bota* drinkers and dancers, carved in an elegant, fine-line style, are found throughout the grove. These images, created more than 70 years ago, remain to tell the story of the vibrant Basque culture that these men carried with them from their homeland and would be largely lost to age and weather if not for the dedication of PIT volunteers.

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#### IV. Sharing Values With the Public and Building Partnerships *(continued)*

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Yet another PIT project, *Wagon Trails III- Fort Crook Military Road*, gave volunteers the opportunity to use metal detectors to help identify segments of the Fort Crook Military Road so that the segments could be protected. Short intact trail segments were identified, recorded, and flagged for avoidance. Artifacts documented included oxen and other animal shoes, utility line remnants, a military belt buckle, and a variety of other artifacts. Ten volunteers contributed about 400 hours, an estimated value of \$6,000.

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The Gold Mill Mine on the Black Hills National Forest was once slated for demolition, but thanks to the efforts of forest personnel, volunteers, and the Black Hills Historic Preservation Trust, structures at the last standing gold mine in the Black Hills were restored in 2009, 2010, and 2011. In 2011, 12 PIT volunteers from 9 different States participated in the project.

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In the spring of 1864, more than 100,000 Union troops battled half as many Confederate troops around Dalton, GA. This battle was part of the opening stages of the Atlanta Campaign. In an exemplary use of the PIT program and partnerships, 11 volunteers from 5 States joined archaeologists from the Chattahoochee-Oconee National Forests, the LAMAR Institute, and a graduate history major from North Georgia College and State University to conduct metal detector surveys of the battlefield at Dug Gap and an encampment site occupied by Union troops prior to their attack on Resaca. As a result of this work, the Forest Service identified those parts of the battlefield where fighting took place and will now be able to describe the ebb and flow of the fighting.

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The PIT program has been a crucial element of the Forest Service's Heritage Program over the past two decades and has recently been supplemented by the new HistoriCorps program.

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## ii. HistoriCorps

HistoriCorps is a public-private partnership between the Forest Service, Colorado Preservation, Inc., and Volunteers for Outdoor Colorado that provides full service implementation of preservation and site protection projects. Initiated in 2009, HistoriCorps provides the supervision, training, and support for a volunteer workforce that is solicited from a number of existing sources; some are new alliances with volunteer corps such as Boy Scouts of America, Rocky Mountain Youth Corps, and AmeriCorps, while others are preservation partnerships cultivated over the last 10 years by the Rocky Mountain Region. It builds upon the successes of existing Forest Service partnerships such as the Colorado Mountain College Preservation Technology Institute, California College of the Redwoods, and the San Juan Mountain Association Stewardship program. Preservation projects have been enhanced through direct contributions of labor and funds. Success has been demonstrated by increased public support for historic preservation and stewardship of archaeological sites and special places, as volunteerism is harnessed, amplified, and gains recognition as powerful advocacy for important causes.

HistoriCorps contributes to preservation and stewardship; in 2010 and 2011, it increased the capacity of the Rocky Mountain Region to implement preservation projects that were an important component of the American Reinvestment and Recovery Act (ARRA.) Because of its nonprofit status, HistoriCorps also assists communities in developing historic preservation plans, historic main street programs, and downtown revitalization. It has helped communities plan projects and solicit project funding. It enables innovators in the field of historic preservation and stewardship to connect with others having a shared vision, demonstrating that there is power in collaboration, and thereby increasing advocacy.

As USDA Secretary Tom Vilsack emphasized in his and U.S. Department of the Interior Secretary Ken Salazar's Web chat in March

on youth and the America's Great Outdoors initiative, it is crucial for agencies to instill a sense of the "relevance of the outdoors" in the lives of young people.<sup>15</sup> Secretary Vilsack went on to say that he understood that young people "want to be able to work and volunteer in those public landed areas" and that the America's Great Outdoors initiative provided "an opportunity for [young people] to shape a conservation agenda for the 21st century."<sup>16</sup> In line with those objectives, HistoriCorps educates young adults and generates jobs, but more importantly, it fosters a sense of connectedness with the public lands while training young adults and the under-employed in skills adaptable for many types of construction and historic preservation-related trades. It provides internships and on-the-job training opportunities by pairing experienced craftspeople with individuals who learn trades related to historic preservation. Interns provide a supervisory and logistical workforce, while gaining practical preservation experience and exposure to the implementation and administrative sides of historic preservation and to the overall value of our public lands and cultural resources.

To date, the HistoriCorps program has successfully completed 31 projects in 5 States. The HistoriCorps projects for 2011 include:

- Handy Chapel in Grand Junction, CO,
- Arrowhead Lodge and Mountain Park Picnic Shelter near Fort Collins, CO,
- Clay Mine in Creede, CO,
- Alpine Guard Station in Powderhorn, CO,
- Derby Cabin near Jefferson, CO,
- Granite Peak Guard Station in Heart of Weminuche Wilderness, CO,
- Harris Ranch near Durango, CO,
- Little Brooklyn Lake Guard Station near Centennial, WY,
- Cascade Canyon Cabin near Jackson Hole, WY,
- Duncan Cabin near Crestone, CO,
- Lookout Mountain in Lookout, ID, and
- Double D Ranch near Meeteetsee, WY.

<sup>15</sup> *America's Great Outdoors Youth Chat with Secretary Vilsack and Secretary Salazar*, *supra* note 12.

<sup>16</sup> *Id.*

#### IV. Sharing Values With the Public and Building Partnerships *(continued)*

The following examples demonstrate the potential for HistoriCorps to achieve the aims of both *Preserve America* and the America's Great Outdoors initiative.

##### **Exemplary HistoriCorps Projects**

An example of how successful HistoriCorps can be is the Mendenhall Glacier Shelter near Juneau, AK. The glacier has been an attraction for travelers since the 1880s. In 1937, the Civilian Conservation Corps (CCC) constructed a “Registry Booth” where visitors could stand inside and view the glacier, then a mere 300 feet away. Since the 1930s, the glacier has retreated nearly 1 mile and the once barren, glacially scoured rock has overgrown with vegetation. The shelter now sits next to a trail with no glacier view. The modern Mendenhall Glacier Visitors Center, with stunning views of the glacier, is a huge attraction for tourists and locals alike, hosting over half a million visitors during the short summer season. Many of those visitors hike on the “Trail of Time,” visiting the shelter, learning about glacial succession and the changing environment around them. The shelter was rehabilitated by the Juneau Ranger District with the assistance of HistoriCorps workers and funded by ARRA.

The Matterhorn Mill on the Grand Mesa, Uncompahgre, and Gunnison National Forest is significant for its association with the early 20th century silver mining industry of the area. The site has intact machinery and 15 levels and is tethered to the San Bernardo Mine across the San Miguel River by tram cables. In November 2009, HistoriCorps coordinated and led a 3-day site cleanup of collapsed roof and framing materials, stabilization of the remaining historic walls, and the successful construction of a temporary (7 to 10 year) shelter protecting the exposed western end of the mill. The shelter is sheathed in metal roofing and is constructed to protect the Wilfley Table.

The Meeker Ranch on the Black Hills National Forest was constructed in 1887, spans 278 acres, and has several historic structures scattered across the valley. Some structures were scheduled to be demolished in 2006. Local artist Jon Crane and the Black Hills Historic Preservation Trust lobbied to preserve and rehabilitate the ranch, raising matching funds and creating public awareness. In August 2010, dozens of volunteers contributed more than 387 hours toward stabilizing the Meeker Ranch structures and replacing the roof on the Meeker ranch house. Volunteers learned the art of cedar shingling with HistoriCorps instructors. The week-long stabilization project had a great turnout of volunteers and is an impressive start to what HistoriCorps and the Black Hills Historic Preservation Trust hope to be a continued rehabilitation effort at the Meeker Ranch.

The Off Cow Camp on the Rio Grande National Forest was constructed circa 1905, with improvements made to the log cabin and barn in 1915. The Off Cow Camp site is significant as an example of permanent improvements by ranchers on the national forests to serve the needs of agriculture. In 2010, both the cabin and barn were restored by HistoriCorps crews to serve as public rentals. Partnering with the San Luis Valley Public Lands Center, Volunteers for Outdoor Colorado, University of Colorado Denver, and Southwest Conservation Corps, volunteers cut and shaped replacement logs, re-roofed with rusted corrugated metal, installed wood flooring, and constructed an outhouse facility. HistoriCorps' work on the Off Cow Camp projects could not have been accomplished without the contribution of over 4,200 volunteer hours.

The Saguache Ranger Station on the Rio Grande National Forest was constructed in 1939 to serve as a ranger residence, office, and garage. Assisted by the CCC, the Forest Service designed and built this pueblo-style complex. Currently, the ranger's residence and garage are still in use as constructed while the office has been converted to a bunkhouse to serve seasonal Forest Service employees. Saguache Volunteer Day, sponsored by HistoriCorps, was a huge success. On October 3, 2009, the Rio Grande National Forest invited preservation partners from across the State to join in launching the new HistoriCorps program. The event included a collaborative effort between HistoriCorps and the Endangered Places Program in the town of Saguache, CO. In the course of the day, volunteers successfully painted the facades of five commercial buildings of 4th Street, replaced four rotten vigas, and scraped and painted windows on the historic 1930s Forest Service garage.

### iii. Heritage Expeditions

Visitor surveys have shown that heritage tourism is one of the fastest growing segments of recreation travel today. Visiting heritage sites is ranked second only to hiking as favored recreational pursuits on public land. PIT has shown that a large segment of those interested in heritage sites want to learn about them directly from professional archaeologists and historians. The public seeks varied levels of actual involvement with research, from participating in the work through volunteerism, to simply learning about the research from the experts. There are also members of the public who simply want the information, not necessarily involvement with the actual research.

Heritage Expeditions is a national fee demonstration project that includes a wide range of individual components or expeditions on national forests and grasslands. Many involve cooperative agreements with private tour providers, others involve procurement of services for lodging and meals, and still others are run entirely internally. Like the PIT program, all Heritage Expeditions focus on heritage experiences from rock art interpretation to re-tracing the steps of early American explorers to learning preservation skills. Both PIT and Heritage Expeditions have the goal of increasing opportunities for public access and enjoyment of heritage sites and experiences. Each individual expedition has a

business and communication plan tiered to a national plan.

Heritage Expeditions might include a canoe trip that re-traces the route of an early explorer, a guided raft and walking tour of ancient rock art, the opportunity to learn the craft of log cabin restoration, a guided wilderness trip to locate sites associated with the Indian wars in the West, or interpretive training to provide tour operators with the tools to improve their existing trips. Many involve cooperation with Indian tribes, historical societies, State tourism boards, and private outfitter-guide companies.

Revenues from Heritage Expeditions go toward preservation and enhancement of heritage sites, specifically for the purpose of making heritage sites and experiences accessible to the visiting public. Fees may be used to provide conservation education; develop interpretive materials; stabilize an often visited site; host additional expeditions or PIT projects that bring the public to heritage sites; host a disadvantaged youth group on a PIT project or other heritage interpretive site; provide classroom programs; restore vandalized rock art so that it can continue to be viewed by the visiting public without inviting further destruction; or develop interpretive/educational materials for schools, civic organizations, or private tour providers.



IV. Sharing Values With the Public and Building Partnerships *(continued)*

**b. Northern Region Heritage Stewardship Enhancement Projects**

The Northern Region developed the Heritage Stewardship Enhancement (HSE) Program in 2004 to promote and fund cultural resource investigation, protection, conservation, and enhancement projects. The purpose of the HSE Program is to provide greater program balance between National Historic Preservation Act (NHPA) Section 106 and 110 activities. Some 109 stewardship projects, including archaeological surveys, testing and evaluation, building rehabilitation and restoration, National Register nomination, monitoring and condition assessment, and public interpretation, have been completed since 2004.

Projects are selected on a competitive basis. The Northern Region has expended approximately \$1.7 million in support of these

HSE projects. Their cumulative partnership value, including matching funding, in-kind services, and volunteer assistance, easily exceeds \$700,000. The HSE Program is the model for a proposed national stewardship-funding program.

Completed preservation projects, such as the restoration of Morgan Case Homestead and Judith Guard Station, have received State, regional, and national recognition. A variety of historic cabins and lookouts restored with HSE funding are now part of the Forest Service recreation rental program. HSE-funded interpretive projects, including the Custer Military Trail and Charter Oak Mine, are popular tourist attractions. Archaeological investigations, such as the Beartooth Mountain Ice Patch and Salmon River geoarchaeology projects, have contributed significant new information about past human cultures and environments.

**c. Current Forest Service Partnerships**

Building partnerships has always been an integral part of the Forest Service’s Heritage Program. Not only do partners leverage Federal funding and increase capacity, but they also help boost awareness, appreciation, and ownership in the protection and use of historic properties. Partnerships exist at every level of the agency from ranger districts to the national headquarters. The following examples demonstrate the agency’s commitment to fostering those partnerships.

Table 1: **Heritage Stewardship Enhancement grant distributions**

Fiscal Year	Grant Distribution Amount (\$)	Projects
2004	150,000	12
2005	150,000	11
2006	198,000	13
2007	150,000	13
2008	300,000	16
2009	250,000	13
2010	250,000	14
2011	250,000	17
Total Distribution	1,698,000	109

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As evidence of the strong emphasis the Forest Service Heritage Program places on developing lasting partnerships, the Kaibab-Vermillion Cliffs Heritage Alliance (KVCHA) received the “Preserve America Steward” award from First Lady Michelle Obama. The KVCHA is comprised of nonprofit groups, Federal agencies, universities, and museums that focus on providing solutions for cultural resource issues on the Arizona Strip. The following examples further illustrate the Forest Service’s commitment to developing and fostering partnerships.

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The Angeles National Forest continues to support a healthy Section 110 program achieved through partnerships with various members or groups in the public sector. These partnerships contributed to 31 projects, programs, or activities in 2010 alone. Public participation in the Heritage Program activities of the Angeles National Forest is probably its main Section 110 commitment.

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The Forest Fire Lookout Host project contributed 1,000 hours of volunteer time rehabilitating and staffing the remaining historic lookout (the number of lookouts declined, due to the 2009 Station Fire, and the burning of the Vetter Mountain Lookout), raised funds to rebuild lookouts that burned down in 2002 and 2009, and staffed part of the Los Angeles County Fair Lookout Exhibit as a living history exhibit. This estimated value the project contributed to the Heritage Program was \$23,290.

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The Angeles National Forest secured ARRA funding to perform repairs to the Old Ridge Route (ORR), which is listed on the National Register, and has maintained a partnership with the nonprofit Ridge Route Preservation Organization to preserve and enhance the ORR. The Ridge Route Preservation Organization provides public tours and a Web site to enhance the ORR. The organization also has conducted a volunteer project to rehabilitate the Tumble Inn site, a contributor to the Old Ridge Route.

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Another example of a Forest Service partnership took place during the summer of 2010 on the Petersburg Ranger District of the Tongass National Forest. The forest partnered with the Organized Village of Kake (a federally recognized tribe) and worked with a local lumber mill for a specially made smokehouse kit that could be easily assembled and

disassembled onsite. The district had the help of the local Kake tribal youth participating in their Culture Camp in erecting the structure for the first time and using it to smoke the eulachon they had caught.

All involved agreed the small structure served its purpose well. This summer the temporary smokehouse concept is being expanded to another location to help re-establish a traditional fish camp. The goal is to help teach traditional lifeways to Native youth.



◀ Petersburg Ranger District of the Tongass National Forest helping to foster knowledge of traditional lifeways through partnership with the Organized Village of Kake. (Photograph credit: Region 10.)

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#### IV. Sharing Values With the Public and Building Partnerships *(continued)*

The Mark Twain National Forest in Missouri is the location of another excellent example of an effective partnership. The forest has continually worked with Southeast Missouri State University to prepare National Register nominations for historic properties on the forest, including a multiproperty nomination for fire lookouts.

A multiagency partnership, combining the skills from the Sitka Ranger District, Tongass National Forest; the National Park Service; the U.S. Coast Guard; and the Sitka Tribe of Alaska conducted a brief survey of nearby mountain tops to document newly discovered rock cairns on Baranof Island. The 12 acres surveyed yielded 22 rock cairns.

The cairns are hypothesized to have served Alaska Natives as hunting blinds or food caches. The age of the cairns is presently unknown, although lichen growth appears to be the same as the surrounding rocks.



*A high-elevation rock cairn documented on Baranof Island through a multiagency partnership. (Photograph credit: Region 10.)*

The Coffman Cove Community Archaeology Project (CCCAP) and the city of Coffman Cove received the National Windows on the Past Award in 2007. The award recognized the efforts of the city as the driving force behind the project, cooperating with multiple partners to derive research, educational, economic, interpretive, and social benefits from what some might have seen as a land management problem. CCCAP began in 1997 with the discovery of human remains. The project became a partnership between the city, the Wrangell Tribe, the State of Alaska, the Tongass National Forest, and the University of Oregon.



*Vera Asp of Simon Fraser University and the Tahltan First Nations shows a point she has just discovered while participating in the Coffman Cove Community Archaeological Project in Alaska. (Photograph credit: Region 10.)*

The CCCAP eventually provided support that funded not only an archaeological data recovery project at the site but also educational and interpretive programs and products. CCCAP conveyed the significance of archaeological research to the public and fostered an appreciation of scientific archaeology in a community that had once seen archaeology as a hurdle to overcome. The research documented more than 5,000 years of human occupation at Coffman Cove and added significantly to archaeological research in southeast Alaska.

The Sierra National Forest Archaeologist participated in a partnership program with the Central California Consortium to train a group of high school students in the roles and activities of historic preservation in Federal land management practices. The program seeks to provide economically disadvantaged and ethnically diverse children the opportunity to participate in preservation. Four students and one adult supervisor were provided training over a 3-week period in historic preservation law, research, field methods, and report writing.

The forest received supplementary Section 110 funding for a *More Kids in the Woods* project intended to fund school presentations and creation of interpretive boxes of hands-on materials for interpretation of Native American history. The High Sierra Ranger District Archaeologist coordinated with the Sierra Mono Museum to identify and contract with a local Native American craftsperson and basketweaver to supply the materials for the interpretive boxes, including soaproot brushes, baskets, plant materials, etc. The interpretive boxes were used in a number of educational programs presented by staff during the year.

The Chattahoochee-Oconee National Forest in Georgia has made active use of partnership agreements. One area of emphasis in the last few years has been to incorporate student interns from local universities. These interns learn how to apply their chosen field of study in a professional work setting, and the forest has benefitted by their completing work that would not otherwise have been accomplished. Interns have been recruited from anthropology (Kennesaw State University), historic preservation (University of Georgia), and history (North Georgia College and State University) departments at local universities.

The Jackson County Parks and Recreation Department, working hand-in-hand with the Eastern Band of Cherokee Indians and the National Forests in North Carolina, has nearly completed work to refurbish the site of Judaculla Rock, the Southeast's most voluminous petroglyph. Nearly a decade of preservation work culminated when the site reopened to the public in May of 2011. The ancient archaeological site has been a draw for tourists and locals for years, but it has also historically attracted the attention of vandals. Since 1920, sedimentary buildup buried nearly half of the rock's visible volume. Funding for the project was provided by the Cherokee Preservation Foundation. The Forest Service provided expertise on rock art and design of the drainage systems. James Mooney described Judaculla Rock in his *Myths of the Cherokee*, first published in 1900, in relation to the myth of a giant inhabiting the mountains in the area between Jackson, Haywood, and Transylvania counties.

In the area of Building Partnerships, the Forest Service Heritage Program has been extremely successful in fulfilling the expectations of *Preserve America* through public engagement in programs like PIT, HistoriCorps, and Heritage Expeditions. These programs have made it possible for the Heritage Program to

garner widespread support and have enabled the Heritage Program to establish effective and long-lasting partnerships. These partnerships have ensured that the inventories of cultural resources for which the Forest Service is responsible are managed in way that increases their value to the public.

## Enhancing Inventory and Evaluation



### Policy

- “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 2362.03 (3)
- “The Forest Service objectives are to: identify and document cultural resources that are historically important and that represent the history and cultural diversity of the United States; and 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.” FSM 2363.02 (1, 2)
- “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 2363.03 (1)

The policy guidance set forth in Forest Service Manual (FSM) 2360 and in the draft Forest Service Heritage Handbook will ensure that all Heritage Program staff will be working toward greater clarity of the type, quantity, and quality of all of the resources for which the Forest Service has a responsibility. FSM 2360 will provide greater consistency across the agency from the national level to the district level through the standardization of policy directives that promote a complete understanding and cataloguing of the heritage assets on National Forest System (NFS) lands.

In most regions, Passport In Time (PIT) volunteers and sometimes the funds from other Forest Service program areas have supported inventory and evaluation. Partnerships have also been extremely important in completing these endeavors. Table 2 summarizes the success the Forest Service Heritage Program has had in inventorying and evaluating cultural resources on Forest Service lands. For a more complete breakdown of the Heritage Program by region, please see appendix A.

Table 2: **Inventory and evaluation summary of Forest Service accomplishments for FY 2010 and FY 2011\***

Description	FY 2010 Accomplishments	FY 2011** Accomplishments
Heritage assets added this fiscal year	13,942	5,019
No. of priority heritage assets (PHAs)	6,724	6,747
No. of PHAs managed to standard	3,726	3,389
Sites listed on National Register this fiscal year	3	1
Total No. of sites contributing to National Register districts	11	10
Total No. of buildings on National Register listed districts and sites	567	588
No. of sites determined eligible this fiscal year	944	408
Total No. of eligible sites	23,825	25,088
No. of sites determined not eligible this fiscal year	1,459	577
No. of not eligible sites	32,049	34,199
Total No. of National Historic landmarks	24	24
No. of Heritage Program partnerships in effect this fiscal year	49	13
No. of interpretative or outreach projects conducted this fiscal year	625	222
No. of volunteer projects conducted this fiscal year	387	118
No. of volunteer hours contributed to Heritage Program	93,730	16,833

\*This data represents the most recent data in the Infra database; discrepancies between this data and the data reported in 2008 are due in part to the adjustment of regions and forests to use of the new system, reliance in the past on individual reports of accountings at the forest and regional levels, and losses of sites due to natural disasters.

\*\*The 2011 numbers are for the first three quarters of the fiscal year, and in many regions, much of the field work is done in the fourth quarter.



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### a. Specific Examples of the Enhancement of Inventories

The following examples illustrate the Heritage Program's efforts to use partnerships and volunteers to enhance the inventories with which the agency is entrusted.

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**T**he Pacific Southwest Region has eight ongoing partnerships with archaeological field schools at universities and State and local colleges to conduct inventories of NFS lands.

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**T**he Modoc National Forest had two PIT projects that provided an opportunity for volunteers to work on the archaeological inventory and site recording for the Boles Creek Archaeological District. This is a multiyear Section 110 project that will result in a determination of eligibility for the National Register for the district. The first PIT session hosted 8 volunteers who contributed 320 hours. The second session hosted 6 volunteers who contributed 240 hours. Two volunteers subsequently returned contributing another 80 hours working with Section 106 survey crews.

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**T**he Chippewa National Forest and Leech Lake Reservation in Minnesota are colocated, with about 43 percent of NFS lands within the reservation boundary. For more than a decade, the Forest Service and Leech Lake Band of Ojibwe have been partners in a participatory programmatic agreement to identify cultural resource sites as part of National Historic Preservation Act (NHPA) Section 106 compliance.

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**O**n the Green Mountain and Finger Lakes National Forests in the Eastern Region (Vermont), funds that are targeted for monitoring land use plans have supported broad-scale cultural resource inventory.

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**E**ach year in the Alaska Region, the Tongass National Forest sponsors PIT projects that involve sea kayaking to inventory and monitor cultural resources along coastal areas. Working in cooperation with Alaskan Indian tribes, volunteers have inventoried hundreds of miles of coastline, discovered new sites, and monitored and re-recorded the condition of hundreds of known sites.



These data have been synthesized into a predictive model for locating rock art sites in southeast Alaska.

◀ *Sea kayak inventory survey-enhanced rock art in southeast Alaska. (Photograph credit: Region 10.)*

## V. Enhancing Inventory and Evaluation *(continued)*

In 2009, the Cleveland National Forest sponsored its sixth annual PIT project. Seven sites were relocated and site records and maps were updated by volunteers under the direction of the heritage program staff during the 2-week project. The primary goal of the project was to provide current baseline data in order to better preserve and manage cultural resources in a high-use, designated recreation area (Laguna Mountain Recreation Area) on the forest while providing exposure, education, and experience regarding cultural resources management to interested volunteers. Nine volunteers donated 440 person-hours that are valued at approximately \$8,800.

### b. Specific Examples of the Enhancement of Evaluation

The following examples illustrate the Heritage Program's efforts to use partnerships and volunteers to enhance the evaluation of those assets located on NFS lands.

The Tongass National Forest determined that the Duke Island Area Traditional Cultural Property (TCP) is eligible for listing in the National Register, and the Alaska State Historic Preservation Officer (SHPO) concurred. The TCP contains at least 55 documented archaeological and historical sites, including villages, burials, shell middens, fish traps, fort sites, battlegrounds, fish camps, an abandoned custom house, homesteads, old trapper cabins, and a lighthouse. The oldest site dates to around 3,500 years Before Present. This information will help guide future management decisions, such as for outfitter/guide permits and mining plans of operation.

In 2010, Kaibab National Forest archaeologists authored 67 heritage resource clearances for forest projects. Over 51,000 acres of inventory were conducted on the forest, and archaeologists identified 456 new archaeological sites. Archaeologists also monitored 87 sites under Section 106 monitoring in conjunction with project implementation. Of the 231 newly recorded sites on the Williams and Tusayan Ranger Districts, 123 were evaluated as eligible for listing on the National Register. North Zone archaeologists also completed a reciprocal exchange with archaeologists from the Bureau of Land Management, Grand Staircase Escalante National Monument, to complete survey and site testing efforts for each agency.

The Allegheny National Forest in the Eastern Region has identified and evaluated historic properties through a partnership with Mercyhurst Archaeological Institute, Clarion University of Pennsylvania, and the Pennsylvania Historical and Museum Commission.

The Mendocino National Forest in the Pacific Southwest Region conducted a PIT project in 2010 that evolved from an excavation, to a site monitoring and survey project, to a field lab for artifact cataloging and identification. The forest worked with local tribes and volunteers to monitor and re-record important midden sites along the Eel River that had been initially recorded in the 1960s. Artifacts from a previous PIT project were washed and sorted, and a presentation of traditional Yuki ethnobotany was provided during the week.

Archaeologists on the Kaibab National Forest managed roughly 3,000 volunteer hours in 2010 alone. They organized the forest's 20th annual PIT project and, with assistance from Grand Canyon National Park archaeologists, recorded 51 Navajo brush shelters and sweat lodges found during managed fires of 2009 and 2010. During the PIT Project, 10 volunteers contributed 500 hours to the Heritage Program. Additionally, Arizona Site Stewards contributed 1,600 hours monitoring heritage sites.



*Archaeologists and volunteers record a sweat lodge on the Tusayan Ranger District (Photograph credit: Region 3.)*

The Williams Ranger District hosted two Grinnell College interns as part of the ongoing partnership between Grinnell and the forest. This year, Noah Fribley and Marianne Olney-Hamel contributed 800 hours of volunteer time to the Williams and Tusayan Ranger Districts. They participated in a number of projects, including heritage site survey and recording, the Eagle Rock stabilization projects, wildlife calling, timber marking, trail construction, and interpretive programs. In the spring of 2010, the North Kaibab assisted Glen Canyon National Recreation Area archaeologists with a volunteer project to document rock art sites along the Colorado River.

Chimney Rock Pueblo is on the San Juan National Forest near Pagosa Springs, CO. The National Trust for Historic Preservation has stated that Chimney Rock is the most important prehistoric cultural site managed by the Forest Service.<sup>17</sup> Ancestors of the Pueblo Indians occupied the region between 1,086 and 886 years Before Present, and Chacoan cultural sites remain significant to many descendent tribes of the Anasazi. The Chimney Rock Interpretive Association operates the site under a Forest Service special use permit. Chimney Rock Pueblo receives around 9,000 visitors a year.



*Chimney Rock Pueblo on the San Juan National Forest near Pagosa Springs, CO. (Photograph credit: Region 2.)*

PIT volunteers joined a research team from the St. Cloud State archaeological field school at the Hudson-Meng Education and Research Center on the Nebraska National Forest. The research center houses a nearly 10,000-year-old Paleo-Indian site. This was the third year of St. Cloud's research at the site, and its team is shedding light on the ongoing controversy of what happened at the site 10,000 years ago. Volunteers also participated in the public interpretation of the site.

<sup>17</sup> National Trust for Historic Preservation, *2010 Public Lands Program Update: Saving Places*, available at <http://www.preservationnation.org/issues/public-lands/public-lands-newsletter.html> (last visited Aug. 16, 2011).

## V. Enhancing Inventory and Evaluation *(continued)*

Another example of recent enhancements in the Forest Service's evaluation of sites is the Beartooth Mountains Icefield Study on the Custer National Forest in Montana. As a consequence of global warming, once-permanent mountain icefields are beginning to melt. A Heritage Stewardship Enhancement grant funded a cultural resource inventory of the high-elevation perennial icefields in and around the Beartooth and Absaroka Mountains. The pedestrian survey discovered human-occupation sites and artifacts, several dating to 9,000 years earlier, exposed as a result of the melting ice. These finds have increased our understanding of prehistoric human use of high-elevation areas in Montana.

El Yunque National Forest has been supporting a regional historic architecture endeavor with the goal of documenting all its Civilian Conservation Corps (CCC) features that may be eligible for National Register inclusion. During their labors, the historic architecture technicians have discovered that El Yunque holds unique CCC content, unavailable in any other national forest. In addition to this, it has been noted that the forest holds equally unique documents. The successful completion of the project will enhance the overall knowledge of the Forest Service-CCC association at a national level.

The Yakutat Ranger District has been working with the Gunaxoo Khwáan since 1997 to support efforts to reconnect to their traditional lands. Through these efforts, elders, youth, and agency employees have learned more about the history of villages, battles, and oral history, and located several important village sites, now part of the archaeological record and remembered through oral histories.



*The Mount St. Elias dancers at Dry Bay, Alaska. (Photograph credit: Cathy Wassillie of the Yakutat Tlingit Tribe.)*

Through this collaboration, the Forest Service is helping to preserve and protect fragile archaeological resources, foster relationships, and reconnect the youth with the land.

In 2011, the Gunaxoo Khwáan hosted a celebration to celebrate this collaboration. Supported by the Yakutat Tlingit Tribe, the Forest Service, the National Park Service, the Alaska Humanities Forum, and Native corporations and local organizations in Yakutat, more than 100 clan members and descendants joined agency personnel and supporters. Feasts of traditional foods, recounting oral traditions, and dance performances were held in the dramatically

beautiful and remote setting of Dry Bay. In full regalia, the Mount St. Elias dancers performed the songs that connect all Gunaxoo Khwáan to their traditional lands and the drums beat once again.

FSM 2360, the draft Forest Service Heritage Handbook, and the partnerships the agency has fostered will ensure that the Forest Service

Heritage Program has a firm grasp on the type, quantity, and quality of all of the resources for which the Forest Service has a responsibility.



## Integrating Stewardship Into Agency Planning

# VI.

### Policy

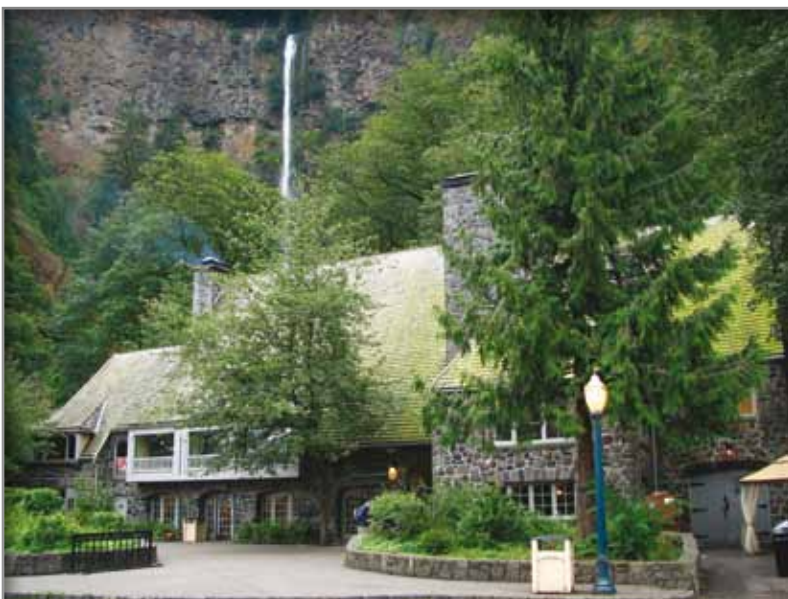
- “It is the policy of the Forest Service to implement Heritage Program planning on all NFS lands in order to:
  - “Identify priority heritage assets.
  - “Recommend allocation of cultural resources to management categories.
  - “Develop historic preservation management plans.
  - “Implement compliance, protection, and stewardship activities.” FSM 2362.03 (3)
- “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 2362.03 (4)
- “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.” FSM 2364.03

Integration of stewardship into agency planning has become a priority for the Heritage Program as evidenced by the drafting and implementation of the new Forest Service Manual (FSM) 2360 in conjunction with the use of the new performance measure and the expanded Heritage Program use of the Infra database. The proposed new Heritage Program Managed to Standard measure includes seven indicators that will facilitate more precise tracking of all cultural assets managed by the

program and will allow for more broad-based, agencywide stewardship planning. Using the new performance target and the Infra database will enable the program to have an even more robust accounting of its inventory and allow for a more targeted use of limited resources as the agency develops plans based upon shrinking budgets.

The Multnomah Falls Lodge in Oregon exemplifies what can be accomplished through the integration of stewardship into agency planning. Built in 1925, every type of rock found in the Columbia River Gorge was used in the construction of the lodge. Although the lodge originally had dormitories and rooms for overnight lodging, it no longer houses overnight guests. Ownership passed to the Forest Service in 1929. Multnomah Falls Lodge, Multnomah Falls Footpath, and Benson Bridge were listed on the National Register in 1981. Located in the Columbia River Gorge National Scenic Area and adjacent to the Historic Columbia River Highway, Multnomah Falls attracts 1 to 1.5 million visitors annually and is one of the most popular tourist sites in Oregon.

Forests in all regions are actively engaged in the ongoing process of revising forest plans, which identify land use potential and resource management priorities. Recent guidance



Multnomah Falls Lodge in the Columbia River Gorge National Scenic Area in Oregon. (Photograph credit: Region 6.)



## VI. Integrating Stewardship Into Agency Planning *(continued)*

directs forests to include heritage plans as part of their revised forest plans and encourages the forests to designate special areas based on the significance of cultural resources located in those areas. This designation is based on the status of the resources as either eligible for listing on the National Register or listed on the National Register. The new performance measure, which includes the seven new indicators of a healthy program, will provide the forests with necessary data for drafting efficient and effective heritage plans.

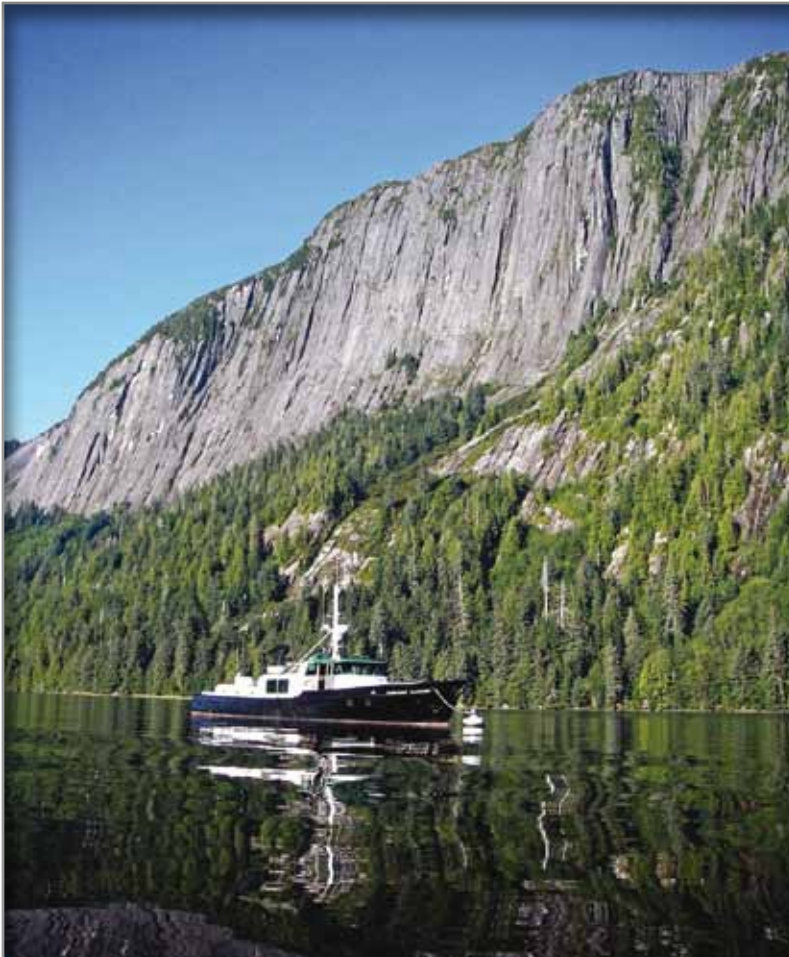
Many national forests have established stewardship of historic properties as an important goal in their forest plan revisions and have utilized the designation of special places as a tool to direct limited resources to the areas with the greatest needs. For example, the Pedestal Rocks Special Interest area on

the Ozark-St. Francis National Forest has nine rock shelters and rock pillars. In one, there is an image of a human with outstretched arms and open hands, with rays radiating from the head, either a shaman image, or headdress image. The panel is struck by the winter solstice sun.

The Omnibus Public Lands Management Act of 2009 created Alaska's first National Heritage Area (NHA): the Kenai Mountains—Turnagain Arm NHA. The NHA commemorates the early transportation corridors used to access Alaska's interior from the coast, such as Alaska Native trails, the Iditarod National Historic Trail, the Seward "All American Scenic" Highway, and the Alaska Railroad. The draft NHA Management Plan was released in July 2011 for public comment.

The Alaska Region has, as one means of integrating stewardship efforts into its planning, awarded a contract to develop a historic context to evaluate the National Register eligibility of its ranger boat fleet. The Sitka Ranger and the Tongass Ranger were constructed in the late 1950s and are now of historic age. The Chugach Ranger, launched in 1925, has already been listed on the National Register. The final eligibility determination will help guide decisions on the future of the vessels.

Programmatic agreements and historic preservation plans are the most effective methods by which the Forest Service can integrate stewardship into agency planning at the ground level.



*The Tongass Ranger rests at anchor in Misty Fjords National Monument. (Photograph credit: Region 10.)*

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### a. Programmatic Agreements and Historic Preservation Plans

Forest Service regions and many national forests and grasslands have programmatic agreements (PAs) and historic preservation plans that describe Heritage Program operations and address the management of specific classes of cultural resources or undertakings.

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In 2011, the Chattahoochee-Oconee National Forest completed both a Heritage Program Plan and Historic Property Plans for all priority heritage assets (PHAs). The National Forests in Florida completed its Heritage Program Plans and Historic Property Plans for all PHAs in 2010. These will guide the management of heritage resources for years to come.

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Programmatic agreements and historic preservation plans guide landscape-level planning efforts; for example, in the Alaska Region a PA with the State Historic Preservation Officers (SHPOs) and the Advisory Council on Historic Preservation (ACHP) promotes contextual or thematic studies of historic property types. Archaeologists have studied culturally modified trees, rock art sites in southeast Alaska, mining resources across the region, recreation cabin rentals, and Civilian Conservation Corps (CCC) trail shelters. The region has now entered into its third revised regional PA with the ACHP and the Alaska SHPO. The new agreement was executed in December 2010, and the first annual report was submitted to SHPO and the ACHP this past spring.

All field surveys and cultural site eligibility evaluations have been completed as required by the PA in regard to improvements for the Iditarod National Historic Trail. The SHPO has concurred with all of the eligibility and effect determinations in the reports. This completes all requirements under the PA.

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There are 15 National Forest System (NFS) units in the Southern Region. Of these, the National Forests in North Carolina, the George Washington and Jefferson National Forests, the Daniel Boone National Forest, El Yunque National Forest, and the Kisatchie National Forest have updated their PAs in the last 2 or 3 years. The Ozark-St. Francis and Ouachita National Forests, the National Forests and Grasslands in Texas, the Francis Marion and Sumter National Forests, and the Land Between the Lakes National Recreation Area are in the final stages of negotiations on their new PAs. The Chattahoochee-Oconee National Forest is just starting the negotiation process.

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The Angeles National Forest was able to approve 94 projects using the Pacific Southwest Regional PA. This includes 17 projects that required new surveys, 40 that were previously surveyed, and 37 screened exemptions. The total number of projects for the forest is less than last year's total of 126, but this is offset by the fact that the forest used Title 36, section 800 of the Code of Federal Regulations (CFR) to consult on 25 other undertakings during 2010.

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VI. Integrating Stewardship Into Agency Planning *(continued)*

Using Heritage Stewardship Enhancement funds, Northern Region heritage personnel have completed historic preservation plans and cultural landscape studies for large historic districts and National Historic Landmarks. Recently completed historic preservation plans include 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 the Lemhi Pass National Historic Landmark.

The Sequoia National Forest continues to make excellent use of the PA, using it to implement 145 projects. The forest completed 46 new surveys and used existing information to approve another 67 projects. The forest approved 32 projects using screened exemptions.

The Pacific Southwest Region is unique in having two PAs in place that include the additional requirement that the forests in the region submit plans for National Historic Preservation Act (NHPA) Section 110. Included in these plans are the National Register eligibility determination goals for each national forest. The region also tracks accomplishments annually; reports cumulative totals to the California SHPO and the ACHP in annual reports; and records 3-, 5-, and 10-year milestones. Several forests in the Pacific Southwest Region have revised their plans over the last decade in concurrence with the SHPO and the ACHP. The Section 110 goals and objectives are monitored closely as key elements to successful implementation of the regional and Sierra PAs. The 10-year goals for the Pacific Southwest Region are set out in table 3.

Of the 2010 projects in the Pacific Southwest Region, 92 percent had Section 106 compliance completed under the regional and Sierra PAs. This provided substantial savings of both time and money for forest NHPA Section 106 activities, including countless hours of expedited project approval, paperwork processing, and reporting efficiency.

The guidance provided by FSM 2360 and the data retrieved from Infra provides the Forest Service Heritage Program with the opportunity to more completely integrate the agency's stewardship objectives into planning at all levels of the organization. This integration is apparent in the Programmatic Agreements and Historic Preservation Plans; the tangible results of the integration of stewardship into planning are best illustrated by the effective and efficient way in which the Forest Service manages its cultural assets.

Table 3: Pacific Southwest Region Section 110 Plan 10-year goals

Site Monitoring	Site Evaluations	NRHP* Nominations	Preservation Projects	Public Programs	Professional Contributions	Collections/ Database	Planning
3,767	3,533	36	175	1,313	300	128	140

\* = National Register of Historic Places

## Managing Assets

# VII.

### Policy

- “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 2363.03(7)
- “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.” FSM 2363.31b
- “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.” Draft companion handbook to FSM 2360

The Washington, DC, headquarters of the Forest Service are located in the beautiful, dark red brick Yates building just off the National Mall. Construction of the building was completed in 1881. The building is a prime example of the potential for adaptive use of historic properties and of the policy direction of the agency in managing all of the historic properties for which it is responsible.

Forest Service Manual (FSM) 2360 direction is to consider the best management use of historic properties, protect the value of their resources, and realize their worth to both the agency and the public. This chapter of the FSM includes allocation of management use categories, along with identification and evaluation for a specific reason: to encourage the consideration of a property’s historic value and evaluation of the management potential at the time the property is identified.



2010 Rehabilitation of Crocker Guard Station (ca. 1912). (Photograph credit: Region 5.)

FSM 2360 will provide greater consistency across the agency from the national level to the district level through

the standardization of policy directives that promote protection through adaptive use of properties. The policy guidance will ensure that all Heritage Program staff will be working toward a common goal of promoting efficient and effective management of all heritage resources on National Forest System (NFS) lands.

The intent of the policy direction is to avoid a backlog of unevaluated properties and to direct specialists and agency officials to consider a variety of standard protection measures and programmatic treatment plans and to evaluate the potential economic and social benefits of historic properties.

One example of the successful implementation of Forest Service policy for the management of assets is the historic Crocker Guard Station (circa 1912) on the Beckwourth Ranger District in the Plumas National Forest. The historic guard station was evaluated for significance in 2010 and was determined to be eligible for inclusion in the National Register.

The forest intends to nominate the old Forest Service Guard Station to the National Register in 2011. It is currently being rehabilitated for adaptive reuse as a recreational residential rental property using the American Reinvestment and Recovery Act (ARRA)

## VII. Managing Assets *(continued)*

funding. Work began late in 2010 with some interior framing stabilization completed and a badly needed new roof that was installed prior to the onset of winter. A small contingent of very dedicated Forest Service retirees, some of whom worked at this very station in years past, have assisted and will be assisting in cleaning up around the site, re-roofing an auxiliary storage building, replacing the flag pole, and completing other tasks in the area. They will also restore the old fence that once surrounded the front yard. The site affords an excellent opportunity for historic interpretation and promoting tourism in a depressed rural economy.

### a. Facility Decommissioning

The Forest Service Facility Realignment and Enhancement Act (FREA) of 2005 authorized conveyance of agency administrative facilities through sale, lease, exchange, or a combination of these actions. Of an estimated 40,000 buildings and structures on NFS lands, 16 percent are considered historic. In response to FREA, Forest Service staff assessed the historical significance of administrative buildings and recommended retention when analysis warranted. Staff also encouraged adaptive reuse. Though funding was limited for this assessment work, Forest Service Heritage Program personnel have been innovative in their approaches, as the following examples illustrate.

An example of the Forest Service's successful efforts at balancing the management of diverse assets can be found on the Los Padres National Forest, where one of the decommissioning projects was within an area that had a sensitive archaeological resource in close proximity to the structures. Staging of equipment being used for decommissioning of the structures was restricted to a campground that was in the vicinity of the project area but away from the archaeological resource in an effort to reduce the potential for inadvertent effects. Several

decommissioning projects for which there was a potential for the inadvertent discovery of subsurface archaeological resources during the decommissioning process were also monitored in an effort to reduce the potential for inadvertent effects.

The Southwestern Region, through an Interagency Agreement with the National Park Service, evaluates all administrative structures built before 1960. Historic buildings and structures are identified and evaluated for significance, which helps Forest Service line officers make informed decisions about decommissioning historic properties.

White Lodge is located in the Lake Wedington Recreation Area in Arkansas and is an excellent example of successful management of historic assets despite constrained budgets. Lake Wedington is a 102-acre lake and recreation area situated near Fayetteville, AR. The complex was a Work Progress Administration project built by a local workforce during the 1930s. Material for the buildings came from the native oak logged from the future lakebed and local fieldstone. The cleared land was then filled with spring water and became a lake. In 1954, ownership passed to the Forest Service, and the recreation area is now part of the Ozark and St. Francis National Forests. After 50 years, when the facility was in need of repair, volunteers formed the Friends of Lake Wedington Recreation Area. Together with the Forest Service, they restored the cabins and continue to refurbish the facility. This historic district, which is listed on the National Register, is open to the public.

Other national forests and regions have developed programmatic agreements (PAs) with State Historic Preservation Officers (SHPOs), the Advisory Council on Historic Preservation (ACHP), and the National Trust for Historic Preservation to evaluate historic facilities which have been identified as in excess of the agency's mission.



## b. Adaptive Use of Historic Properties

The enhancement management use category (FSM 2363.31b) includes cultural resources for *sustainable use* as historic administrative sites, for *adaptive reuse* such as historic cabin and lookout rentals, and for *interpretation*. The agency actively promotes partnerships for the use of historic facilities, and it staffs visitor contact stations with volunteers, including Passport In Time (PIT) volunteers.

### i. Executive Order 13514 —Federal Leadership in Environmental, Energy, and Economic Performance

Executive Order 13514 directs agencies to “[ensure] that rehabilitation of federally owned historic buildings utilizes the best practices and technologies in retrofitting to promote long-term viability of the buildings.”<sup>18</sup> As the Nation looks for ways to conserve energy, the Forest Service must find ways to reduce its use of fossil fuels to achieve its mission and to ensure the long-term viability of the agency. And yet, while progress and modernization is at the center of this movement, we have found ways to preserve our agency’s legacy as it is expressed in the built environment.

<sup>18</sup> Executive Order No. 13514, 74 FR 52117 (Oct. 5, 2009).



LEED Gold-certified and National Register-listed Koen Building, Ozark-St. Francis National Forest in Arkansas. (Photograph credit: Region 8.)

In 2010, the Rocky Mountain Region designed and implemented sustainable energy technology that was cost efficient and transportable, retrofitting the Alpine Guard Station (Grand Mesa-Uncompahgre-Gunnison National Forests) with equipment to make it useful again as an overnight rental.

This creative retrofitting has been termed “high performance” historic preservation because old buildings become part of a new era of energy conservation and sustainable technologies. Designing for high performance, while using sustainable energy systems, is how the Forest Service makes our preservation projects relevant to today’s needs. The Forest Service process is to evaluate each building proposed for restoration for its suitability to utilize sustainable energy technologies. If it is feasible to design and install alternative energy systems, we engineer a portable and secure trailer that contains energy conservation equipment and materials, photovoltaic cells, wind generators, bio-generators, Domestic Solar Hot Water units, or whatever appropriate equipment makes the site useable and efficient. This equipment can be hauled off-site during the periods of non-use and secured. A historically compatible structure, constructed of architecturally sympathetic materials, houses the trailer and its contents while on-site. This addresses an important need for low-cost maintenance and operational costs for buildings that may be only seasonally or intermittently used by the public.

A major renovation project has just been completed on the National Register-listed Koen Building, the forest supervisor’s office for the Ozark-St. Francis National Forest. SHPO consultation was conducted at all levels of planning and implementation through nearly constant electronic communication of plans, contract specifications, and construction phases. The renovation kept the historic fabric intact and brought the building up to current accessibility standards and building codes. An addition was designed to resemble the original and was certified as Leadership in Energy and Environmental Design (LEED) Gold by the U.S. Green Building Council in July of 2010.

## VII. Managing Assets *(continued)*

The renovation received a high ranking for the innovation of its design and for water efficiency. The Koen Building, with improvements like the geothermal cooling system, will not only help to reduce the energy footprint of the agency but will also save the forest, and the taxpayers, an estimated tens of thousands of dollars each year in energy costs.

The Redbird Ranger District Office is a National Register eligible property that has been used as the district office since the 1960s. Most recently, the Daniel Boone National Forest was awarded Congressional Earmark for Infrastructure Improvement monies to carry out renovations to improve staff use and visitor access, including a new file room and security door. A geothermal heating system will also be added. In addition, the walls and floors will be returned to original (1920s) style and walled-off windows will be opened, restoring original character. In late 2010, a new roof was put on the Horse Barn at the Redbird Ranger Office. The Horse Barn is one of the surviving structures at the site that dates to the 1920s ownership by the Fordson Company. The barn is used currently to house additional equipment used by forestry and fire technicians on the Redbird District.

The Chugach National Forest was a major partner in the Classrooms for Climate Symposium held in May 2011. The forest archaeologist organized a panel of presentations on the Human Dimensions of Climate Change: Archaeological Perspectives on Environmental Adaptation. The session highlighted how archaeology provides a long-term and transdisciplinary perspective on climate change research.

### **ii. Recreation Cabin and Fire Lookout Rental Program**

The Recreation Cabin and Fire Lookout Rental Program is by far the best example of the Forest Service's ability and willingness to seek adaptive uses for historic properties. Beyond the recreational benefit, the program provides much needed maintenance funding. In addition, public use discourages building neglect and degradation.

The Northern Region is a national leader in using the Recreation Cabin and Fire Lookout Rental Program. The region's program, which currently includes more than 120 historic buildings and structures, provides for adaptive use and other public benefits. The Northern Region, however, is not alone in its use of the Recreation Cabin and Fire Lookout Rental Program, as the following examples demonstrate.

In California's Eldorado National Forest, from 1934 through 1978, Forest Service personnel staffed Robbs Peak Lookout to spot forest fires. The historic lookout continues to be used for fire detection during emergencies, but it is now open to the public for day use during the summer. Robbs Peak Hut is also available to the public for rent.



*Robbs Peak Lookout and hut on the Eldorado National Forest in California. (Photograph credit: Region 5.)*

In 2010, Robbs Peak Lookout had 259 visitor use days and collected \$16,835 in fees, and the VanVleck Ranch Bunkhouse Recreation Rental had 148 visitor use days and collected \$11,100 in fees. Rental of these facilities aids in maintenance of the structures.

The Placerville District, also in the Eldorado National Forest, moved forward with the evaluation of the Sly Guard Station as part of the strategy for adaptive reuse of the historic property. The station appears to qualify as eligible for the National Register. The structure has been enrolled in the recreation rental program and has proven to be a rental of great public interest. The station's status as a desirable property in the recreation rental program will provide the Placerville Ranger District the funds necessary to continue with additional rehabilitation, while a physical presence in the structure will help ensure its protection.

The Alaska Region recently completed a contextual study of all of its public recreation rental cabins that were built between 1960 and 1971. *Everyone's Cabin in the Woods: Historic Context for Public Recreation Cabins in the Alaska Region – 1960-1971*, was written by K. Nicole Lantz and accepted by SHPO in 2010. In the 1960s, the Alaska Region began a decade-long push to expand the public recreation cabins program. These small cabins are built specifically for the recreating public, which makes them somewhat unique for the Forest Service. More than half of the region's over 200 cabins are within just a few years of being 50 years old, so the context provides heritage specialists the information they need to determine which may be eligible for the National Register. The study was spurred by the need to maintain and/or replace those cabins that have become too deteriorated for safe public use.

The Forest Service has been very successful in finding ways to protect and preserve historical properties by creatively adapting those properties to other uses that not only benefit

the public through preservation but also save tax-payer dollars through reuse rather than new construction.

VII. Managing Assets (*continued*)**iii. Historic Properties Adapted to Other Uses**

Adaptive use of historic properties is an important part of the Forest Service's Heritage Program; the agency adapts and restores many historic properties for use as visitor contact stations or group-use sites. Given the nature of most of the historic properties for

which the Forest Service is responsible, most of the emphasis on adaptive use has been on rehabilitating lookouts, guard stations, and cabins to be used as recreation rentals. The following are a few examples of how the Forest Service Heritage Program has found creative ways to reuse historic structures.

**T**he Keller Cabin in the Mendocino National Forest was fully rehabilitated in 2010 with ARRA funding and Heritage Program funding. A new porch, new roofing, interior supports, and the removal of hazardous trees have significantly stabilized and protected the structure. It is a good candidate for adding to the Pacific Southwest Region's recreation rental program.

*Keller Cabin Rehabilitation Project. ►  
(Photograph credit: Region 5.)*



**I**n Colorado, the Interlaken Lodge, which was established as a resort in 1879, was transformed between 1883 and 1890 from a small hotel into one of Colorado's premier mountain resorts. Leadville miner James V. Dexter commissioned the expansion and also had the two-story Dexter Cabin built in 1895 as his personal dwelling.

Closed since the 1950s, the resort has been rehabilitated for public use. The National Trust for Historic Preservation; Colorado Preservation, Inc.; and the Forest Service have for several years organized groups of volunteers to assist in the Interlaken Resort preservation project in the Pike-San Isabel National Forest near Leadville, CO.<sup>19</sup>



*The Dexter Cabin on the Pike-San Isabel National Forest near Leadville, CO. (Photograph credit: Region 2.)*



*Interlaken Lodge on the Pike-San Isabel National Forest near Leadville, CO. (Photograph credit: Region 2.)*

<sup>19</sup> National Trust for Historic Preservation, *Interlaken Resort, Pike-San Isabel National Forest*, available at <http://www.preservationnation.org/resources/case-studies/public-lands/us-forest-service/interlaken-resort-pike-san-is.html> (last visited Aug. 16, 2011).



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The Tahoe National Forest is working toward the rehabilitation of two historic fire lookouts, Sardine Lookout and Grouse Ridge Lookout, with the intent of adding these historic lookouts to the Forest Service's recreation rental program. A rehabilitation of the Grouse Ridge Lookout in 2010 was completed and approved by the SHPO.

Collaboration between Forest Service personnel and private interests is now underway to secure funding to complete plans and acquire materials for this project. Planning efforts for the Sardine Lookout are progressing. It is anticipated that both of these historic lookouts will be added to the recreation rental program in 2012. In the meantime, the historic Calpine Fire Lookout is already in this program, and its use by the public is increasing.

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In the Red River Gorge of the Daniel Boone National Forest, the historic Gladie Cabin, a log cabin dating to the late 1800s, embodies the character of farm residences of the late 19th and early 20th century in eastern Kentucky. The cabin is open periodically throughout the year and every year during Living Archaeology Weekend for visitors. It contains a number of historic period domestic artifacts, including a loom.

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With the establishment of the Lincoln National Forest on July 26, 1902, before New Mexico even received statehood in 1912, the Forest Service had begun creating a system to manage our national forests. Nogal Mesa Ranger Station, operational from 1908 to 1971, was part of this system. Mesa Barn is the only remaining structure of the original ranger station, part of which still exists in Lincoln County on the eastern slopes of the Sacramento Mountains on Nogal Mesa.

The barn was built in 1934 by Civilian Conservation Corps (CCC) youth, who also constructed many rock check dams in the area. In 1976, the Forest Service closed the station and operations were moved to Ruidoso, leaving the barn as the lone reminder of an era when rangers did most of their work on horseback. Lincoln National Forest Heritage Resource Staff and the Youth Conservation Corps crew began restoration work on the historic barn during the summer of 2010 and custom built and installed 11 doors on the north side of the barn. On July 29, 2010, the last door was installed. New Mexico State Forestry and Region 9 Education Cooperative were also involved in this project. The refurbished barn stands today as a testament to the will of the citizens to hold onto and maintain their heritage, and the ability of Federal and State governments to make that will a reality. For her work on the barn, Diane Prather, of the Lincoln National Forest, received the Bradford Prince Award from the Historical Society of New Mexico and the Rita Hill Award from the New Mexico Cultural Properties Review Committee.



*Lincoln National Forest Heritage Resource Staff and the Youth Conservation Corps crew rehabilitating Mesa Barn. (Photograph credit: Region 3.)*



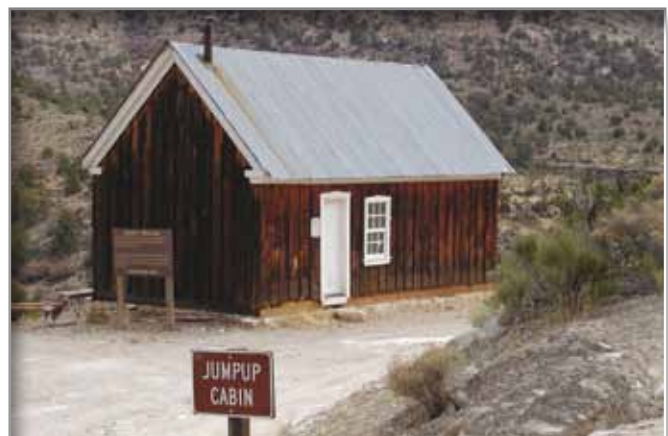
## VII. Managing Assets *(continued)*

At the Pacific Southwest Research Station, two of the main buildings of a historic facility, constructed out of adobe clay by the CCC between 1935 and 1938, have undergone extensive rehabilitation to ensure that the structures meet Americans With Disabilities Act requirements and to ensure they are protected against seismic activity. Additional work on the barracks, which accompany the research station, is underway. The buildings are currently being used as administrative offices at the San Joaquin Experimental Range, and this rehabilitation work will support the continued grazing-land research conducted at this facility.

Florida Station, located in the Santa Rita Mountains of the Coronado National Forest, has been the headquarters of the Santa Rita Experimental Range since the 1920s. The majority of the buildings at the site date from the 1920s and 1930s, and many have deferred maintenance needs. Using funds available through ARRA, the Coronado National Forest recently completed a project to rehabilitate two historic structures and to add a much needed restroom facility. The objective of the project was to make the station a better venue for environmental education activities. A little-used workshop was converted to a classroom, and the facilities in the site's bunkhouse were upgraded. Efforts were made to return the exteriors of the buildings to their historic-period appearance by removing added sidings and using the 1930s color scheme. In addition, ARRA funds were used to upgrade the deficient septic system and to replace roofs on the majority of buildings.



*Florida Station Bunkhouse, before (2010) and after (2011) rehabilitation. Nonconforming siding has been removed to show original clapboard siding. (Photograph credit: Region 3.)*



*Spring Valley Cabin after completion of historic restoration improvements (left) and Jumpup Cabin after installation of new floor (right). (Photograph credit: Region 3.)*

### c. Identifying Historic Properties With Critical Management Needs

With more than 300,000 cultural resource sites identified on NFS lands, prioritization is necessary to focus available funding on the most critical historic properties. Heritage Program leaders developed criteria to identify priority heritage assets (PHAs) that are or should be actively maintained. PHAs are defined by Forest Service policy as heritage assets of distinct public value 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 an official designation such as listing on the National Register or on a State register.
- 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 agency-approved management plan.
- The property exhibits critical deferred maintenance needs, and those needs have been documented. Critical deferred

maintenance is defined as a potential health or safety risk or imminent threat of loss of significant resource values.<sup>20</sup>

An example of a historic property that faced critical management needs was the Mexican Canyon Trestle, located on lands in the Southwestern Region. For more than 20 years, people in Cloudcroft, NM, have watched a beloved local icon on the outskirts of town—the Mexican Canyon Trestle—slowly deteriorate. Over the years, the Forest Service, the community, and many visitors have expressed their desire to see a first-class scenic overlook that would remind them of their proud railroad logging history. Volunteers were recruited, funds requested, and grant applications submitted, but the turning point came when ARRA funds were designated for the project. During the summer of 2010, the 112-year-old structure was stabilized. Construction of an interpretive area will begin in 2012. Just as it once linked communities, this restored trestle represents the linkage for the community's special heritage and its promising future.

The Forest Service Heritage Program currently has an internal performance target called “Priority Heritage Assets Managed to Standard.” For a PHA to be considered managed to standard, it must first have been subject to a condition assessment in the previous 5 years and, second, must have no outstanding deferred maintenance. Condition assessments are accomplished on a rotating basis to ascertain the overall condition of the property and to identify maintenance needs and costs. At the end of 2008, approximately 44 percent of PHAs were considered managed to standard (2,729 of 6,206 total PHAs); since that time, the Heritage Program has successfully raised the number of PHAs managed to standard to just over 50 percent (3,389 of 6,747 total PHAs as of July 2011).

As discussed above, the new performance measure, “Heritage Program Managed to Standard,” includes seven indicators that will



*Stabilization of the Mexican Canyon Trestle using ARRA funds. (Photograph credit: Region 3.)*

<sup>20</sup> Forest Service, *Forest Service Manual* 2360.5.

VII. Managing Assets *(continued)*

facilitate more precise tracking of the assets with critical management needs by region and by forest. This new measure will also allow the Heritage Program to more strategically target funding toward those assets with the most critical needs so that the program can continue to steadily increase the number of assets that are in fair or good condition.

#### d. Condition of Historic Properties on NFS Lands

The condition of PHAs on NFS lands ranges from critical to good; 82 percent of the sites for which the agency has condition data fall within the fair and good categories (see table 4). Managers have successfully increased the number of fair and good sites, despite a lack of funding and resources. The Northern Region's use of Heritage Stewardship Enhancement (HSE) funding to address backlog maintenance has ameliorated this situation on its forests and grasslands.

The Northern Region has a larger percentage of historic buildings in a higher state of maintenance than many other regions. This disparity is due largely to the work of the Northern Region Historic Building Preservation Team and the fact that the region has been using the Recreation Cabin and Fire Lookout Rental Program (in which fees are collected and used for maintenance) longer than many other regions.

An example of the success the Northern Region has had in the area of Resource Protection, Enhancement, and Interpretation Projects is the Judith Guard Station Cabin Project. Found within the pine hills of the Lewis and Clark National Forest in Montana, the Judith Guard Station Cabin is adjacent to the Middle Fork of the Judith River.



*Judith Guard Station Cabin on the Lewis and Clark National Forest in Montana. (Photograph credit: Region 1.)*

Listed on the National Register, the two-story frame building was constructed by the first district ranger in the early 1900s. Renovation of the building was made possible by HSE grants and partnerships. The interior has been decorated and outfitted with historically accurate furnishings and wallpaper. Available for rental year-round; the former ranger station is part of the Forest Service's Cabin Rental program.

Table 4: **Forest Service Priority Heritage Assets by condition**

Priority Heritage Asset Condition	2008: Number of Priority Heritage Assets*	2011: Number of Priority Heritage Assets*
<b>Good</b> —the property and its significant features are intact and stable; need no repair, only routine maintenance.	2,163	2,406
<b>Fair</b> —some signs of deterioration need to be addressed, but the property and its features are generally sound.	1,761	2,100
<b>Poor</b> —deterioration or damage affects more than 25 percent of the property.	634	710
<b>Critical</b> —potential health or safety risk or imminent threat of loss of significant resource values.	348	308

\* PHAs in this table are fewer than the total number designated nationally due to a lack of condition data for approximately 1,000 sites.



Currently, other regions are expending more energy and funding on decreasing the historic buildings maintenance backlog. The Heritage Program is shifting toward a more active management of these resources. In 2009, the Pacific Southwest Region targeted additional funding at both deferred maintenance and NHPA Section 110 projects.

Another example of the agency's management of PHAs can be found in Kentucky. In 1869, masons from Ravenna, Italy, built the Fitchburg Furnace. Constructed near Fitchburg, KY, this stone structure was operated by the Red River Iron Manufacturing Company. The twin-stack furnace went into operation in 1870 and became the largest charcoal-burning, pig-iron furnace in the world. In 1874, for a variety of reasons, the company went bankrupt. In 1947, a moonshiner bothered by outsiders who kept showing up to look at the furnace attempted to blow it up with dynamite. In 1974, the Forest Service acquired the furnace, which was damaged on the inside, and it became part of the Daniel Boone National Forest.

In 2010, ARRA funding was secured to finance additional stabilization efforts at the Fitchburg Furnace on the Daniel Boone National Forest. Previous work, supported by congressional

earmark funding, had removed vegetation, installed a protective roof, and added needed support to a weak side. Work in 2010 included replacing missing and damaged stones in the front and interior of the furnace and excavation of a trench for drainage behind the furnace. Excavations revealed hundreds of artifacts related to the machinery that once operated the furnace.

Historic administrative buildings fare better in most regions because of their continued and adaptive use. Maintenance funds are more readily available from other agency programs to contribute to their upkeep. Heritage Program managers continue to struggle to provide funding for the basic maintenance and stabilization of historic structures that are not administrative facilities; however, managers have made significant strides in ensuring historic properties are managed in an efficient way, as is evidenced by the increased number of PHAs in fair and good condition. Despite the various difficulties of managing PHAs, the agency continues to make progress in protecting, maintaining, and using these assets.

Under the guidance set forth in FSM 2360 to consider the best management use of historic properties, protect the value of their resources, and realize their worth to both the agency and the public, the Forest Service Heritage Program has taken an active and creative approach to managing assets under constrained budgets.

The program has been successful at identifying those assets with critical management needs and increasing the number of PHAs in fair and good condition, and in making effective and efficient use of historic assets either through decommissioning or through adaptive uses, such as the Recreation Cabin and Fire Lookout Rental Program. Whether it's the Round Island Lighthouse in Michigan or Robbs Peak Lookout in California, the Heritage Program has taken the management challenges set out in *Preserve America* head on and has had great success in achieving the underlying goals of the Executive order.



Fitchburg Furnace on the Daniel Boone National Forest near Fitchburg, KY. (Photograph credit: Region 8.)

## Protection and Stewardship of Historic Properties

# VIII.

### Policy

- “Avoid or minimize the effects of Forest Service or Forest Service-authorized land use decisions and management activities on cultural resources.” FSM 2364.02 (2)
- “Safeguard cultural resources on NFS lands from unauthorized or improper uses and environmental degradation.” FSM 2364.02 (3)
- “Monitor cultural resources, evaluate and document their condition and vulnerability to human-caused or environmental degradation, and implement necessary long-term protection measures.” FSM 2364.3
- “Recognize archaeologically, historically, or culturally significant properties and landscapes through formal National Register, NHL, and other special designations.” FSM 2364.02 (5)
- “Develop, interpret, and use cultural resources for the public benefit under the framework of Windows on the Past.” FSM 2364.02 (6)

**F**orest Service Manual (FSM) 2360 will provide all Heritage Program staff persons from the national to the district level with clear guidance on the best practices for ensuring that all heritage assets, especially those assets of special significance, are protected. Inspection and evaluation are always the first steps toward protection, and the Forest Service has been very successful in utilizing partnerships and volunteers to inspect, evaluate, and protect cultural resources.

*The Home on the Range Site Monitoring Passport In Time (PIT) project exemplifies*



*Rock ring feature, Inyo National Forest, Home on Range PIT (Photograph credit: Region 5.)*

the agency's efforts to protect cultural sites for which it is responsible. Volunteers and Heritage Program staff visited 15 prehistoric sites in the Long Valley on the Inyo National Forest; the sites are located within high use grazing areas and were determined to be potentially at risk from continued grazing.

The site conditions were documented by establishing a 1-meter by 1-meter photographic monitoring plot at each site. The number of artifacts, condition of artifacts (i.e., recently broken), hoof prints, livestock feces, and vegetation were counted and recorded on monitoring forms. This project was accomplished as a PIT project with a total of eight volunteers, including the Bishop Tribal Historic Preservation Officer and two members of the Big Pine Tribe.

The eastern shoreline of the Francis Marion National Forest in South Carolina is home to the 4,000-year-old Seewee Shell Ring. Consisting of leftover oyster shells from aboriginal American Indian feasting, the shell ring is 225 feet in diameter and 10 feet tall at its highest point. In 2004, a hurricane destroyed the boardwalk that provided public access to the shell midden but otherwise did little damage to the site. Forest Service archaeologists, engineers, and landscape architects worked together to design a new boardwalk that provided more protection to the site and improved the content and number





*Seewee Shell Ring on the Francis Marion National Forest in South Carolina. (Photograph credit: Region 9.)*

of interpretive signs. Unlike the original structure, the new 380-foot-long boardwalk is located away from, and not on, the shell ring. In 2008, the project was completed and opened to the public.

Badwell Cemetery is located on the Long Cane Ranger District, Sumter National Forest, in South Carolina. It contains the graves of Jean Louis Gibert, leader and founding pastor of the French Huguenot settlement of New Bordeaux (1764) and members of the prominent Gibert-Pettigrew-Allston family. The cemetery

features many distinctive mid-19th century design elements and is eligible for the National Register. Most of the grave markers had been vandalized and broken when the Forest Service contracted with Ruedrich Restorations to repair broken grave markers, replicate portions of stolen markers, stabilize portions of a collapsed stone wall, and treat rust on the cemetery gate. The project has been praised by the local community and historical organizations.

### **a. Volunteers and Partners Help Monitor and Protect Cultural Resources**

Forest Service land managers face major challenges in protecting cultural resources. This situation is exacerbated by increasing damage and wear from visitor use. Partners and volunteers help immensely in the Forest Service's efforts to monitor cultural resources.

One example of cooperative efforts to protect cultural resources is on the Los Padres National Forest in California. There, archaeologists held special training events in archaeological pedestrian surveys for members of the Site Stewards' Partners in Preservation program. Site Stewards then completed condition assessments to determine the effects of the Perkins Fire on the Sierra Madre Ridge—a National Historic District.



*Photographs of the Badwell Cemetery taken in 2008 prior to the restoration (left) and in 2010 after the restoration (right). (Photograph credit: Region 8.)*

VIII. Protection and Stewardship of Historic Properties *(continued)*

The Carson National Forest in New Mexico has restored the modest Aldo Leopold house. Aldo Leopold majored in forestry at Yale University and, in 1909, came to work for the Forest Service. While employed by the agency, Leopold lived and worked in different parts of the country, but his first love was the Southwest. After leaving the Forest Service, the naturalist began a full-time writing career on subjects such as wildlife and conservation management.



*Historic picture of the Aldo Leopold House on the Carson National Forest in New Mexico. (Photograph credit: Forest Service.)*

In 1935, Bob Marshall and other conservation advocates asked Leopold to become president of the newly formed Wilderness Society. He continued to study the environment and write; *A Sand County Almanac* is his most famous publication.



*The Aldo Leopold House after restoration work. (Photograph credit: Region 3.)*

Leopold is now recognized as one of the pioneers of the conservation movement. In 1912, while forest supervisor on the Carson National Forest, Leopold designed and helped build his own home on the forest. Recreation Solutions, a Forest Service Enterprise Team, and

volunteers restored the modest home. They completed the interior and exterior work in 2006, and the renovated building is now used as an overnight rental.

The work surrounding Track Rock Gap by the Chattahoochee-Oconee National Forest is an outstanding example of excellence in public outreach and the utilization of partners and volunteers to protect cultural resources.

Track Rock Gap is one of the best known rock art sites in the Southeastern United States, but prior to the present project, it had not been well documented and was minimally interpreted. Existing protection measures consisted of 50-year-old metal grates over the boulders.

Between 2009 and 2011, the forest completely revitalized the site through a combination of contracting, volunteer efforts, and new approaches to interpretation and education. The metal grates were removed, and a new interpretive facility was developed to increase the public's ability to view and learn about the site and the Native Americans who created it. To facilitate the protection of the site, volunteer site stewards were recruited through PIT to monitor the site on a regular basis in order to determine if the removal of the grates and increased site visibility led to any increases in vandalism. For the first time ever, a detailed recording was conducted at the site. This research was the basis of all interpretation and resulted in a published report and presentations at professional meetings. As part of the new interpretive display for the site, the forest added detailed information about the history and meaning of the site to the forest Web site, which can be accessed by visitors while they are at the site. All aspects of the work were closely coordinated with the Eastern Band of Cherokee Indians to ensure that the interpretation and information presented was sensitive to Native American concerns.

## **b. Looting and Law Enforcement Support**

The number of active Archaeological Resource Protection Act (ARPA) investigations has increased over the years. These cases typically range from illegal excavation of prehistoric ruins to pillaging and theft of bottles and other artifacts from historic sites. Forest Service Law Enforcement Officers (LEOs) use many standard law enforcement and investigative methods to combat looting on National Forest System (NFS) lands. For example, LEOs use



investigation equipment such as motion-sensing cameras connected to satellites to catch looters. This method has proven to be very successful in identifying individuals in the course of committing criminal acts to archaeological sites. Prosecuting ARPA cases is frequently a long, drawn-out process, and funding and field resources are often scarce. Despite these difficulties, a number of ARPA cases are successfully prosecuted every year.

The Southern Regional Office, Cherokee National Forest, and Law Enforcement and Investigations have worked closely to install and maintain state-of-the-art security systems and administrative controls at the recently acquired Fort Armistead site. Fort Armistead, located along an intact segment of the Unicoi Turnpike/Trail of Tears national historic trail, is the only remaining, and archaeologically perfectly preserved, military removal fort used during the Cherokee and Creek Removal in 1838. The fort was originally constructed in the early 1830s to protect the Tennessee gold fields inside what was then the Cherokee Nation. It is named for the chief military engineer on the project, Walker Keith Armistead, brother of George Armistead, commander of Fort McHenry during the Battle of Baltimore of the War of 1812.



Chief Mitchell Hicks of the Eastern Band of Cherokee Indians visits the site of Fort Armistead and the Trail of Tears. (Photograph credit: Region 8.)

Volunteers with the annual Cleveland National Forest PIT program, assisting Heritage Program staff members in updating the site record and site map during monitoring and fieldwork, observed and documented motorcycle tracks in the vicinity of a prehistoric site listed on the National Register. This unauthorized off-highway vehicle use of the area was investigated by the Heritage Program manager (HPM) and reported to the forest LEO. The forest HPM and a Forest Service LEO special agent conducted a follow-up visit in June 2009. Fencing and gates at potential access points in the area were repaired and/or reinforced as a protective measure, and additional monitoring of the area was conducted periodically by law enforcement in 2010. During LEO monitoring of the area, LEO did not observe or document any new site impacts. Law enforcement and Heritage Program staff will continue to monitor the site on a periodic basis to identify and document any effects to the site and assess the long-term effectiveness of the implemented resource-protection measures. This situation illustrates one of the many ways in which coordination between volunteers, Forest Service Heritage Program staff, and LEOs have successfully protected cultural resources on NFS lands.

Another example of this collaboration took place on the Eldorado National Forest where monitoring for additional evidence of vandalism was undertaken at the historic B-17c plane crash site. The activities of airplane crash “wreck-chasers” were monitored on the Internet, including activities related to trafficking in historic planes. Law enforcement investigations into the vandalism are still open. Volunteers have aided in monitoring, posting reward posters at the site, and in monitoring “wreck-chaser” Web sites for leads that might help identify the vandals. Volunteers also provided information on another (unrecorded) historic plane crash on the Pacific District, including historic photographs of the crash.

In some situations, line officers have had to pull cultural resource specialists off the cases because of lack of funding for a prolonged criminal investigative action. Despite these

VIII. Protection and Stewardship of Historic Properties *(continued)*

difficulties, a number of collaborative interagency efforts and successful ARPA cases have resulted in convictions over the past 3 years, including one in South Dakota, five in Oregon, one in Utah, and one in South Carolina.

### c. Archaeological Resources Protection Act Civil Cases

Using the civil provisions of ARPA has proven to be an effective alternative to pursuing criminal prosecutions and convictions. Conviction rates have increased, and fines are now used to rehabilitate damaged resources. The USDA Office of the General Counsel recently published a guidebook, *Using ARPA Civil Penalties*, in cooperation with the National Park Service. The guidebook should play a significant role in assisting agency managers in civil ARPA casework, as well as in increasing agency and public understanding of archaeological protection on NFS lands.

### d. Native American Graves Protection and Repatriation Act

The Forest Service continues to focus on fulfilling the statutory requirements of the Native American Graves Protection and Repatriation Act (NAGPRA). These responsibilities cover both archaeological collections removed from NFS lands

before and after the enactment of NAGPRA (November 16, 1990) and activities with a NAGPRA component after the enactment of the statute. The Forest Service NAGPRA program remains highly responsive to tribal requests and concerns related to human remains, funerary and sacred objects, and items of cultural patrimony.

The Forest Service has successfully implemented its additional NAGPRA responsibilities set forth in Title 43, Section 10.13 of the Code of Federal Regulations (CFR), concerning collections that came to light after the NAGPRA summary deadline of 1993.

Please see tables 5 and 6 for summaries of the items repatriated by the Forest Service Heritage Program.

In November 2010, Southern Region Heritage Program Leader Melissa Twaroski and Daniel Boone National Forest Archaeologist Wayna Adams participated in a panel discussion with Lisa LaRue, Tribal Heritage Program Officer for the United Keetoowah Band of Cherokee Indians, at a special symposium marking the 20th Anniversary of NAGPRA. The panelist described the 5-year process of notifications and negotiations leading to the highly successful repatriation and reburial of several sets of culturally unidentifiable human remains illegally excavated decades earlier and later returned to the Daniel Boone National

Table 5: NAGPRA repatriations by Forest Service region as of 2011\*

	R-1	R-2	R-3	R-4	R-5	R-6	R-8	R-9	R-10	Total	Δ2008
Unassociated funerary objects	0	0	1,724	0	3	0	0	0	1,822	3,549	1,535
Sacred objects	0	0	359	0	2	0	0	1	0	362	0
Objects of cultural patrimony	560	0	61	0	0	0	0	1	0	622	561
Human remains	0	1	766	13	122	10	56	3	61	1,032	508
Associated funerary objects	0	0	2,416	13,608	573	101	9	0	78	16,785	2,134

\*These numbers are as of the third quarter of FY 2011 and will not be finalized until the end of the fiscal year and, therefore, may change slightly.

R = Region

NAGPRA = Native American Graves Protection and Repatriation Act.

**Table 6: Total NAGPRA repatriations by Forest Service by fiscal year**

	2007	2008	2009	2010	2011*
Unassociated funerary objects	2,014	2,014	2,156	3,549	3,549
Sacred objects	161	362	362	362	362
Objects of cultural patrimony	0	61	622	622	622
Human remains	515	524	738	805	1,032
Associated funerary objects	14,564	14,651	16,464	16,521	16,785

\*These numbers are as of the third quarter of FY2011 and will not be finalized until the end of the fiscal year and, therefore, may change slightly.

NAGPRA = Native American Graves Protection and Repatriation Act.

Forest. The remains were reburied by LaRue with Forest Service assistance in 2010 in a specially designated area in the forest. LaRue was highly complimentary of the respect and sensitivity shown to her and to the human remains and her culture by Forest Service staff.

As one of the oldest known set of human remains from Alaska or Canada—a

10,300-year-old male named Shuká Kaa (meaning, Man Ahead of Us)—were transferred to the custody of local tribal governments under the authority found in NAGPRA. Extensive analysis of the human remains and their context has led to fresh insights into early Holocene life on the northwest Pacific Coast. In September 2008, the tribal governments of Klawock and Craig on southeast Alaska's Prince of Wales Island joined with Sealaska Heritage Institute and the Tongass National Forest to honor the knowledge gained and the partnerships formed during 12 years of archaeological and paleontological research at On Your Knees Cave.



*On Your Knees Cave on the Tongass National Forest in Alaska. (Photograph credit: Timothy Heaton.)*



## Summary

# IX.

Despite the challenge of declining budgets, the Forest Service Heritage Program has succeeded in achieving the goals and priorities of Executive Order 13287—*Preserve America*. After working to meet initial compliance in 2005, the program began the process of creating uniformity in how data on approximately 340,000 heritage assets were managed and how districts, forests, regions, and the National Office reported that data. As described throughout this report, in the areas of Building Partnerships, Enhancing and Improving Inventories, Integrating Stewardship into Planning, and Managing Assets, the agency has reached a point of almost full compliance. This level of success is due to the dedication of Forest Service Heritage Program staff and to the systematic changes successfully implemented since 2008, including the drafting and execution of the Forest Service Manual 2360 and the draft Forest Service Heritage Handbook; the expanded use of the Infra database Heritage Module; the development of a new, much more sophisticated, performance measure; and the continued use and expansion of programs like Passport In Time (PIT), HistoriCorps, and Heritage Expeditions.

As described throughout this report, the Forest Service Heritage Program continues to accomplish many substantial and innovative projects to meet the intent of National Historic Preservation Act and the *Preserve America* goals. The Forest Service continues to—

- Build great partnerships. Partnerships have always been an integral part of the Forest Service Heritage Program as a method by which limited funding can be used in the most efficient way while simultaneously increasing the public's appreciation and ownership in the protection and use of historic properties. Partnerships are more important now than ever.
- Enlist private partners; site stewards; volunteers; and many local, State, Tribal, and Federal organizations to help the agency accomplish tasks that would simply not be possible without their help, including inventory, restoration, and monitoring.

- Promote public outreach relating to outdoor activities of children and youth. With the support of the America's Great Outdoors initiative, programs like PIT, HistoriCorps, and More Kids in the Woods show the rewards of becoming involved in conservation and preservation. Programs like these will create a future generation of individuals who respect and care for the natural and cultural resources that are part of their heritage.
- Emphasize inventory and accountability of real property and heritage assets in Infra. Without an accurate accounting of what the agency has, directing limited resources to the most critical needs is impossible.
- Emphasize National Register nominations, Heritage Tourism, and the interpretation and renovation of historic buildings and structures.
- Focus on adaptive reuse of our historic buildings and sustainability in rehabilitation. The Recreation Cabin Rental and Fire Lookout Program is the best example of the Forest Service's ability and willingness to seek adaptive reuses of historic properties. An increasing demand from the public exists for these rental opportunities.
- Monitor cultural resources and, in cooperation with local, county, State, and Federal agencies, vigorously pursue those responsible for the looting and destruction of archaeological resources.

The success of the Forest Service Heritage Program through the devotion of Heritage Program staff, the use of systematic changes, and the support of the public can clearly be seen across all regions. The accomplishments outlined in this report have been largely achieved due to the earnest desire of the public to contribute to every aspect of historic preservation from the sublime (finding an 8,000-year-old site) to the mundane (sorting long-stored collections of chipped-stone debris). The Forest Service and the Nation will be all the richer for this support, as more history is preserved and the Nation is able to pass on its cultural heritage to the country's children and grandchildren.

# Appendixes

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## Appendixes

### Appendix A—Forest Service Heritage Program Accomplishment Data

#### FY 2010 Accomplishments of Forest Service Heritage Program National Summary\*

Description	R-1	R-2	R-3	R-4	R-5	R-6	R-8	R-9	R-10	WO-42	National Total
Heritage assets	17,768	39,528	65,956	26,783	49,815	37,141	59,467	33,358	5,128	24	334,968
No. of PHAs	1,105	587	962	628	994	330	1,314	622	181	1	6,724
No. of PHAs managed to standard	625	355	430	365	437	205	806	384	119	0	3,726
Sites listed on National Register this fiscal year	0	2	0	0	0	0	0	1	0	0	3
Total no. of sites on the National Register	85	87	390	42	38	129	338	84	31	1	1,225
Districts listed on National Register this fiscal year	0	0	0	0	0	0	0	0	0	0	0
Total no. of districts on the National Register	3	5	4	0	3	5	0	3	2	1	26
Total no. of sites contributing to National Register districts	0	6	0	0	1	0	0	3	0	1	11
Total No. of buildings on National Register-listed districts and sites	86	96	34	87	21	122	67	37	3	14	567
No. of sites determined eligible this fiscal year	132	76	179	170	38	247	67	9	26	0	944
Total no. of eligible sites	2,012	2,014	9,069	2,660	1,675	4,113	1,480	459	343	0	23,825
No. of sites determined not eligible this fiscal year	64	215	35	282	69	174	546	50	24	0	1,459
No. of not-eligible sites	2,064	8,646	1,589	3,070	1,447	1,981	11,934	1,183	135	0	32,049
Total no. of national historic landmarks	3	2	7	0	2	2	2	2	4	0	24
Total no. of national monuments	0	0	0	0	0	0	0	0	0	0	0
Total no. of national historic trails	0	0	0	0	0	0	0	0	0	0	0
No. of Heritage Program partnerships in effect this fiscal year	0	17	0	0	15	4	3	10	0	0	49
No. of interpretative or outreach projects conducted this fiscal year	24	71	42	63	114	87	91	84	49	0	625
No. of volunteer projects conducted this fiscal year	18	70	11	31	67	46	71	60	13	0	387
No. of volunteer hours contributed to Heritage Program	4,513	16,629	2,320	6,410	17,429	7,778	25,571	11,648	1,432	0	93,730

PHA = Priority heritage assets

\*Data as retrieved from the Infra database.

R = Region.

WO-42 = Washington Office.

**FY 2011 Accomplishments of Forest Service Heritage Program National Summary\***

Description	R-1	R-2	R-3	R-4	R-5	R-6	R-8	R-9	R-10	WO-42	National Total
Heritage assets	17,888	39,589	67,249	28,278	50,568	37,818	60,295	33,140	5,138	24	339,987
No. of PHAs	1,087	588	1,032	643	983	357	1,321	632	103	1	6,747
No. of PHAs managed to standard	576	323	364	332	415	219	751	362	47	0	3,389
Sites listed on National Register this fiscal year	0	1	0	0	0	0	0	0	0	0	1
Total no. of sites on the National Register	86	68	394	42	38	139	337	84	30	0	1,218
Districts listed on National Register this fiscal year	0	0	0	0	0	0	0	0	0	0	0
Total no. of districts on the National Register	3	5	4	0	3	5	0	3	2	1	26
Total no. of sites contributing to National Register districts	0	5	0	0	1	0	0	3	0	1	10
Total no. of buildings on National Register-listed districts and sites	86	96	34	102	22	127	67	38	2	14	588
No. of sites determined eligible this fiscal year	14	29	160	96	5	75	18	2	9	0	408
Total no. of eligible sites	2,166	2,077	9,524	2,817	1,693	4,270	1,685	469	387	0	25,088
No. of sites determined not eligible this fiscal year	8	37	51	81	14	74	274	37	1	0	577
No. of not-eligible sites	2,220	8,703	1,725	3,273	1,514	2,115	13,163	1,340	146	0	34,199
Total no. of national historic landmarks	3	2	7	0	2	2	2	2	4	0	24
Total no. of national monuments	0	0	0	0	0	0	0	0	0	0	0
Total no. of national historic trails	0	0	0	0	0	0	0	0	0	0	0
No. of Heritage Program partnerships in effect this fiscal year	0	3	0	0	0	3	3	2	2	0	13
No. of interpretative or outreach projects conducted this fiscal year	6	40	8	15	45	21	24	42	21	0	222
No. of volunteer projects conducted this fiscal year	10	13	5	4	19	11	34	20	0	2	118
No. of volunteer hours contributed to Heritage Program	770	570	37	156	2,483	1,473	10,446	898	0	0	16,833

PHA = Priority heritage assets

\*Data as retrieved from the Infra database.

R = Region.

WO-42 = Washington Office.



## Appendixes (continued)

## Appendix B—Forest Service National Historic Landmarks

State	Formal Name
Alaska	Bering Expedition Landing Site
Alaska	Fort Durham Site
Alaska	Palugvik Archeological District
Alaska	Skagway & White Pass
Arizona	Merriam C. Hart, Base Camp
Arizona	Winona Site
California	Donner Camp at Alder Creek
California	Walker Pass
Florida	Ft. Gadsden
Idaho	Lemhi Pass
Idaho	Lolo Trail
Minnesota	Rabideau CCC Camp F-50
Montana	Great Falls Portage
New Mexico	Big Bead Mesa
New Mexico	Fort Bayard Historic District
New Mexico	Rabbit Ears/Clayton Complex
New Mexico	Sandia Cave
New Mexico	Santa Fe Trail
North Carolina	31TV749
Oregon	Columbia River Highway Historic District
Oregon	Timberline Lodge
Pennsylvania	Pinchot, Gifford, House (Grey Towers)
Wyoming	Medicine Wheel/White Mountain
Wyoming	Wapiti Ranger Station



*FS-985*

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