



United States Department of Agriculture
Forest Service

Heritage Report

Colville National Forest Plan Revision

Draft Environmental Impact Statement

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Introduction

The Colville National Forest (CNF) is in the process of revising the 1988 Forest Land Management Plan (USDA FS 1988) to meet the legal requirements of the National Forest Management Act of 1976 and the provisions of the 1982 planning rule. Specifically for cultural resources, the 1982 planning rule requires as part of the preparation and documentation for Forest Plan Environmental Impact Statement (EIS):

- In the formulation and analysis of alternatives, interactions among cultural resources and other multiple uses shall be examined. This examination shall consider impacts of the management of cultural resources on other uses and activities and impacts of other uses and activities on cultural resource management.
- Formulation and evaluation of alternatives shall be coordinated to the extent feasible with the State cultural resource plan and planning activities of the State Historic Preservation Office and State Archaeologist and with other State and Federal agencies.

This report evaluates and discloses the potential environmental consequences to cultural resources that may result with the adoption of a revised land management plan. In addition, this report documents compliance with Section 106 of the National Historic Preservation Act.

Cultural Resources

Cultural resources represent the tangible and intangible evidence of human behavior and past human occupation. Cultural resources may consist of archaeological sites, historic-age buildings and structures, and traditional use areas and cultural places that are important to a group's traditional beliefs, religion or cultural practices. These types of resources are finite and nonrenewable with few exceptions. The lands of the CNF contain a long and diverse cultural record that began approximately 6,000 years ago. Remnants of past and current human activities and events that reflect continuous use by Native peoples and the exploration, settlement, and management by Euro-American cultures can be found throughout the CNF. Based on current inventory surveys it is estimated that over 2,500 cultural resource sites are located on the forest. At present, over 1,500 archaeological sites are recorded (CNF inventory and site files). Many of these sites have not been determined eligible for listing on the National Register of Historic Places. The Heritage Program of the CNF is responsible for the management of cultural resources for the benefit of the public through preservation, public use, and research.

Relevant Laws, Regulations, and Policy that Apply

Important laws and their accompanying regulations that affect the forest's management and treatment of cultural resources include the following:

- Organic Act of 1897 (Title 16, United States Code (U.S.C.), section 473-478, 479-482, 551)
- Antiquities Act of 1906 (34 Statute 225, 16 U.S.C. 431-433), Uniform regulations at 43 CFR part 3 implement the act.
- Historic Sites Act of 1935 (16 U.S.C. 461), Uniform regulations at 36 CFR part 65 implement Act.
- National Historic Preservation Act (NHPA) of 1966 as amended, (16 U.S.C. 470) Uniform and departmental regulations at 36 CFR part 800 implement NHPA.
- Archaeological Resources Protection Act of 1979 as amended (ARPA) (16 U.S.C. 470aa *et seq.*) Uniform regulations and departmental regulations at 36 CFR part 296 implement ARPA.
- Archeological and Historic Preservation Act of 1974 (16 U.S.C. 469-469c-2)
- American Indian Religious Freedom Act of 1978 (AIRFA)

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- Native American Graves Protection and Repatriation Act of 1990 (NAGPRA) (25 U.S.C. 3001) Uniform regulations and departmental regulations at 43 CFR part 10 implement NAGPRA.
 - National Environmental Policy Act of 1969 (NEPA) (42 U.S.C. 4321-4346). The act is implemented by the Council on Environmental Quality (CEQ) regulations at 40 CFR 1500-1508.
 - National Forest Management Act of 1976 (NFMA) (16 U.S.C 1600)
 - Federal Land Policy and Management Act of 1976 (FLPMA), (43 U.S.C. 1701)
 - Executive Order 11593, Protection and Enhancement of the Cultural Environment (13 May 1971)
 - Executive Order 13007, Indian Sacred Sites (24 May 1996),
 - Executive Order 13175, Consultation and Coordination with Indian Tribal Governments (6 November 2000)
 - Executive Order 13287, Preserve America (3 March 2003)
 - Executive Order 13327, Federal Real Property Asset Management (4 February 2004)
 - Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation (48 FR 44716)
 - 36 CFR 60 National Register of Historic Places
 - 36 CFR 61 Procedures for Approved State and Local Government Historic Preservation Programs
 - 36 CFR 63 Determinations of Eligibility for Inclusion in the National Register of Historic Places
 - 36 CFR 65 National Historic Landmarks Program
 - 36 CFR 68 The Secretary of the Interior's Standards for Historic Properties
 - 36 CFR 79 Curation of Federally Owned and Administered Archaeological Collections

The Forest Service Manual 2360 Heritage Program Management provides the basis for specific Forest Service Heritage Resource management practices.

Methodology and Analysis Process

The primary legislation governing cultural resource management is the National Historic Preservation Act (NHPA) of 1966 (amended in 1976, 1980, and 1992). Section 106 of NHPA requires that federal agencies take into consideration the effects of their undertakings on historic properties, which are defined in 36 CFR 800.16(l) as any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register of Historic Places (NRHP). The "Section 106 review process," entails five steps: 1) determining whether the proposed action is an undertaking that has the potential to affect historic properties; 2) identifying historic properties; 3) evaluating the significance of historic properties; 4) assessing effects; and 5) consulting with interested parties (including Native People), the State Historic Preservation Officer (SHPO), and the Advisory Council on Historic Preservation (ACHP). Section 110 (Federal Agencies' Responsibility to Preserve and Use Historic Properties) of the NHPA provides direction to federal agencies to establish programs and activities to identify and nominate historic properties to the NRHP and to consult with tribes. The Pacific Northwest Region has a programmatic agreement with the ACHP and Washington SHPO that stipulates the Forest Service's responsibilities for complying with NHPA.

Under the regulations an adverse effect is found when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association.

Consideration shall be given to all qualifying characteristics of a historic property, including those that may have been identified subsequent to the original evaluation of the property's eligibility for the National Register. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance or be cumulative. Specific examples of adverse effects cited in statute include (36 CFR 800.5):

- Physical destruction of or damage to all or part of the property.
- Removal of the property from its historic location.
- Change of the character of the property's use or of physical features within the property's setting that contribute to its historic significance.
- Introduction of visual, atmospheric or audible elements that diminish the integrity of the property's significant historic features.

The analysis includes a review of the alternatives and an assessment of the potential impacts each alternative could have to cultural resources on the forest. The criteria used for establishing the area of potential effect for cultural resources was based on the possible acres treated within each potential natural vegetation type (PNVT) and the boundary of each management area. The existing condition was determined by reviewing the National Register of Historic Places, a review of forest's archaeological site and inventory files, cultural resource management overviews, heritage Geographic Information System (GIS) database, and other natural resource and fire history databases.

Assumptions

In the analysis for this resource, the following assumptions have been made:

- The land management plan provides a programmatic framework for future site-specific actions.
- The plan decisions (desired conditions, objectives, standards, guidelines, special areas, suitability, monitoring) would be followed when planning or implementing site-specific projects and activities.
- Analysis and impacts to cultural resources from site-specific actions would be addressed at the time site-specific decisions are made.
- Law, policy, and regulations would be followed when planning or implementing site-specific projects and activities.
- The agency has the capacity (e.g. funding, personnel, other resources) to accomplish the minimum planned objectives.
- There is no cross-country motorized use where prohibited.
- Burning could occur across all NFS lands.
- Unplanned ignitions are analyzed at the time of the fire's start and documented in the Wildland Fire Decision Support System (WFDSS). Management response to a wildfire is based on objectives appropriate to conditions of the fire, fuels, weather, and topography to accomplish specific objectives for the area where the fire is burning. Effects to cultural resources are considered when determining the objectives and management response to a wildfire
- The kinds of resource management activities allowed under the prescriptions are reasonably foreseeable future actions to achieve the goals and objectives of the forest plan. The specific location, design and the extent of such activities are generally not known. The effects analysis is intended to be useful for comparing and evaluating alternatives on a forest-wide basis. It is not intended to be applied directly to specific locations on the forest.
- Prior to making a project-level decision that is subject to NHPA, the forest would complete cultural resource surveys to locate and evaluate sites for the National Register of Historic Places (NRHP) and

analyze the effects of the proposed use or activity in compliance with the *Programmatic Agreement Among the United States Department of Agriculture, Forest Service, Pacific Northwest Region (Region 6), the Advisory Council on Historic Preservation, and the Washington State Historic Preservation Officer Regarding Cultural Resources Management on National Forests in the State of Washington* (R6 programmatic agreement) (USDA FS 1997). Following the identification and recording of cultural resources, mitigation measures appropriate to the proposed undertaking would be implemented. For example, Such measures could include avoidance of cultural resources by redesigning the project boundaries, modifying construction plans, or excluding site areas from treatments. In cases where specific activities would constitute an adverse effect and avoidance could not be accomplished, the adverse effects would be resolved in accordance with 36 CFR 800.

- *Programmatic Agreement among the NF in WA State & WA SHPO, ACHP regarding Recreation Residence, Recreation Residence Tract and Organizational Camp/Club Management* (2006) provides guidance on best preservation practices for recreational residences located on National Forest System lands.

Revision Topics Addressed in this Analysis

Cultural resources may be affected by the issues addressed in the revision topics: Old Forest Management, Motorized Recreation Trails, Road Access, Recommended Wilderness, Livestock Grazing, Wildlife Concerns, and Riparian and Aquatic Resources. The NHPA act requires that federal agencies consider the effects of their actions on cultural resources. The 1982 planning rule states that the “*examination shall consider impacts of the management of cultural resources on other uses and activities and impacts of other uses and activities on cultural resource management*”. For each of the topics the analysis will examine:

How multiple uses and activities proposed in the alternatives potentially affect cultural resources eligible for or listed on the National Register of Historic Places

How will management of cultural resources potentially affect multiple uses and activities proposed in the alternatives?

Summary of Alternatives

A summary of alternatives, including the key differences among alternatives, is outlined in the Draft Environmental Impact Statement.

Description of Affected Environment (Existing Condition)

Cultural Setting

Prehistoric

Archaeological research has uncovered evidence for human activity in the region dating to the middle-Archaic period. The evidence for this activity is found predominantly in the form of lithic artifacts. Archaeological excavations have recovered artifacts but subsequent research and analysis have not produced a chronology or a generalized local sequence. In general, a three period chronology system (Thoms 1987) is utilized; this system is an adaptation of a Northwestern Plains sequence proposed by Mulloy (1958).

The CNF is located within a culture known as the Plateau. The Plateau is set apart from its neighboring cultural areas by topography (mountainous barriers) and aboriginal cultural adaptations. The cultural adaptations were strongly influenced by available resources and the inland maritime environment (Chatters and Pokotylo 1998). Most Plateau cultural adaptations have emphasized the mass harvest and long term storage of three resource groups: fish (salmonids), edible roots (camas), and large ungulates. Settlements within the Plateau area were also similar and characterized by winter settlement in the lowlands and dispersed resource procurement encampments in the summer. Population densities were tied to resource abundance (particularly fish). The Plateau culture area is sub-divided into the Northern (Canadian) Plateau, the Southern (Columbia) Plateau, and the Eastern Plateau. The CNF is influenced predominately by the Northern and Eastern Plateau cultural areas; with Pend Oreille County located entirely within the Eastern Plateau sphere of influence.

The Eastern Plateau region is characterized by great physiographic diversity. This diversity has influenced the aboriginal cultural adaptations that arose in the area. The diverse terrain presented obstacles and opportunities for native peoples. In general, the presence or absence of fish migration (salmon and steelhead) impacted cultural development more than any other factor (Chatters and Pokotylo 1998).

Ethnographic investigation has permitted certain generalities about the region. During the past 6,000 years, the region has been utilized by diverse groups of people for a variety of activities. The project area lies within the traditional use area of the Colville Confederated Tribe. Ethnographic investigation has permitted certain generalities about the region. During the past 6,000 years, the region has been utilized by diverse groups of people for a variety of activities. The project area lies within the traditional use area of the Colville. The Colville is a sub-group of the Salishan speaking groups that include the following cultural traditions: Wenatchee, Columbia, Chelan, Methow, Okanogan, Nespelem, Sanpoil, Spokane, Coeur D'Alene, Lakes and Kalispel. Ethnographic accounts indicate that the Colville practiced wintertime deer drives and maintained resident fisheries along the Columbia, Kettle, and San Poil Rivers. In addition to hunting deer and fishing, the Colville harvested camas and other root crops (*Camassia* species) (Holstine 1987).

A Presidential Executive Order established the Colville Indian Reservation in 1872 (Colville Confederated Tribe 2004). The reservation originally extended across the entirety of Ferry County. Much of the reservation land was distributed in 80-acre allotments to members of the tribe. In 1896, the northern half of Colville Indian Reservation was opened for mineral entry. A few years later, in 1900 the north half was opened to Euro-American homesteaders (Walter and Fleury 1985).

Since 1855 the Kalispel opposed any attempts at government removal from their traditional lands. The governments tried to move the Kalispel to one of three reservations (Colville, Coeur D'Alene, or Flathead); some eventually moved to the Flathead Reservation but a small group would not leave the river valley (Lahren 1998b). On March 23, 1914, President Wilson, by executive order, formally set aside and reserved the territory described for the use and occupancy of the Kalispel Indians.

Traditionally the Spokane occupied approximately 3 million acres in Northeastern Washington. On January, 18, 1881, President Hayes, by executive order, formally set aside and reserved (154,602 acres) the territory described in the agreement of August, 1877, for the use and occupancy of the Spokane Indians (Lahren 1998b).

Historic

Fur-trading

Beginning in 1821, the Hudson Bay Trading Company had great influence in the Colville and Pend Oreille Valley regions; this influence lasted through to the late 1800s. The Hudson Bay Trading Company was the largest trade outpost in the region serving parts of Washington, Idaho, Montana, and Canada. The company also maintained a cadre of trappers as well as purchasing furs from free-lance trappers. Under the auspices of the Hudson Bay Trading Company, many trails were created to facilitate trade within the

region. The presence of the Hudson Bay Trading Company induced cultural changes in both Euro-American and First Nation Communities alike (Chance 1973). In 1809, David Thompson of the North West Company was the first trader to make contact with the Kalispel (Thoms and Schalk 1984). In 1809, Thompson attempted to descend the Pend Oreille River and made it as far as the present day community of Tiger.

Mining

Hundreds of miners began to filter into the Pend Oreille River Valley primarily looking for gold. Some gold was found but it was the larger deposits of zinc and lead that continued to fuel the mining industry. The earliest gold discovery was in 1859 on Sullivan Creek (Holstine 1987). The earliest mining efforts were for placer deposits. In its simplest form, all that was required to placer mine was a gold pan and running water, fueled by determination. In its most complex form; several men would work rockers, sluice boxes, pressure hoses, and floating dredges. Most of the placer mines played themselves out by the 1870s. Placer mining eventually gave way to hard rock mining; requiring heavier equipment and capital investment. The most notable hardrock mine in Pend Oreille County was the Oriole mine, which produced silver, copper, and gold ore. George H. Linton located the Oriole mine, situated west of Metaline Falls.

Homesteading

While the miners had gained entry into the Pend Oreille Valley by the 1850s, the majority of the northern part of the county remained isolated and inaccessible. Riverboat traffic stopped at Box Canyon until 1906, when the Federal government widened the channel. Even so riverboat landings were scarce and it was not until the Great Northern Railroad's transcontinental line arrived in 1892 that homesteading expansion grew in earnest (Holstine 1987). Much of the lands adjacent to the river had been claimed, forcing new arrivals to claim parcels on higher ground. These lands were marginal and suited to timber and grazing. Eventually most settlers abandoned their lands or sold them to timber companies or the Federal government via the Resettlement Administration. Most of the homesteads date from the 1890s through to the 1920s; homesteading left an indelible mark on the Forest.

Logging

Settlers in the late 1880s introduced the timber industry into the area. With the timber industry and the passage of the Forest Homestead Act in 1906, homesteaders moved into the area (Bamonte and Bamonte 1996). The Forest Homestead Act allowed for 160-acre homesteads on reserved forest lands. Under the Act the land parcels were supposed to have agricultural potential, but much of the land was rocky and unsuitable for farming. Settlers in the area found that timber harvest was much more profitable than farming (Bamonte and Bamonte 1996).

The timber industry became the primary industry and contributed greatly to the settlement and economic development of Pend Oreille County (Fandrich 2002). In 1902, the Dalton and Kennedy sawmill was built in Dalkena; the mill contributed to much of the local prosperity in that section of the Pend Oreille Valley. The Panhandle Lumber Company, located in Ione, was also a major influence on the area and was considered to be one of the best equipped sawmills in northeastern Washington. By 1914, the timber industry was paying 55% of all wages in the State of Washington.

The mining and timber industries with the coincidental influx of settlers had a negative impact on Native American tribes living in the region. The industry and the people were at odds with the Native Americans residing in lands withdrawn from public entry in 1872. Newcomers wanted the land and resources and were willing to lobby Congress to acquire lands inhabited by tribal members and communities. The "North Half" of the Colville Reservation contained resources the mining industry desired and in 1890s the public petitioned Congress to open the North Half to mineral entry. In 1891 the "North Half" was ceded to the federal government, in return the Tribes were to receive \$1.5 million and 80 acre tracts for those

tribal members who wish to remain in the North Half (Holstine 1987, Lahren 1998a). The bill was ratified in 1892 but Congress neglected to provide the promised payment. In 1896, the “North Half” was open for mineral entry.

“New Deal” Era

During the Great Depression, President Franklin D. Roosevelt proposed a series of economic relief programs to the American public. These programs were designed to put the many unemployed Americans back to work and provide an income with which they could support their families. One such program was the Civilian Conservation Corps (CCC).

Northeastern Washington had fallen into economic depression well before the stock market crash of 1929. Many of the industries that supported Northeastern Washington fell on hard times after World War I when farm prices dropped and mining needs diminished (Holstine 1987). The Colville National Forest and other public lands benefitted from the New Deal Era programs, arguably the greatest contribution to forest and the community as a whole was made by the CCC.

Approximately 11,200 men were employed by the CCC in the State of Washington at the time of its inception (Holstine 1987), with approximately 200 men located at each camp. There were 16 CCC camps located within or adjacent to what is now the Colville National Forest; 8 of these camps were located in Pend Oreille county. The camp duties included but were not limited to the following: fighting local fires, building and maintaining roads and trails, improving campgrounds, and planting trees.

Inventory (Identification), Evaluation and the National Register

One of the steps to comply with Section 106 of the NHPA is identifying historic properties and evaluating the significance of those historic properties for the National Register of Historic Places (NRHP). In addition to Section 106 compliance requirements, federal land agencies are directed to inventory cultural resources and nominate eligible properties to NRHP per E.O. 11593 *Protection and Enhancement of the Cultural Environment*, Section 110 of the NHPA, and Archaeological Resource Protection Act (ARPA) Section 14. Section 110 establishes inventory, nomination, protection and preservation responsibilities for federally owned historic properties. ARPA section 14 directs agencies to develop a schedule for inventory surveys of lands likely to contain the most scientifically valuable archaeological resources. To meet the Forest Service’s responsibilities under E.O. 11593, Section 110 of the NHPA and ARPA the Heritage program conducts and/or facilitates non-project specific inventory surveys for cultural resources within the CNF and nominates federally owned properties that meet the criteria to the NRHP. Most of the inventories and evaluation of cultural resources were conducted to meet Section 106 compliance requirements.

Approximately 297 cultural resource surveys have been conducted for land management activities, primarily for timber and fuel wood sales, hazard fuels reduction projects, and several large data recovery projects for land exchanges, highways, and infrastructure and energy corridors (CNF inventory records).

Approximately 51,250 acres have been intensively surveyed for cultural resources (CNF heritage GIS data base).

Areas Requiring More Intensive Survey

Most of the lands on the CNF have not been surveyed for cultural resources. Approximately 51,250 acres (current federal lands) have been intensively surveyed for cultural resources resulting in the identification of over 1200 sites (CNF heritage GIS data base, INFRA database).

National Register Status of Cultural Resources

The NRHP is the official list of historic properties recognized by the Federal government as especially worthy of preservation for their national, state, or local significance. At present, over 1,200 archaeological sites are recorded (CNF inventory and site files). Of those, the majority of these sites have not been evaluated for eligibility for the NRHP. According to the R6 programmatic agreement and Forest Service policy all sites that are unevaluated are treated as eligible until they are formally determined eligible or not eligible for the NRHP.

Priority Heritage Assets

Currently there are sixteen historic properties considered Priority Heritage Assets (PHAs) that are eligible or potentially eligible for nomination to the NRHP. Historically the priority heritage assets on the Colville National Forest have been subjects of several Passport in Time volunteer opportunities. The Passport in Time projects are focused preservation efforts. Each priority heritage asset has an associated management plan.

Traditional Cultural Properties (TCPs)

Traditional Cultural Properties (TCPs) are defined in National Register Bulletin 38 as properties associated “with cultural practices or beliefs of a living community that (a) are rooted in that community’s history, and (b) are important in maintaining the continuing cultural identity of the community”. TCPs might include structures, mountains and other landforms, plant gathering locations, or other types of properties important to communities. These areas are considered properties that may be eligible to list on the NRHP. With regard to the forest, the identified TCPs on the Colville are often associated with American Indian cultures.

Fourteen American Indian tribes represented by three tribal governments are known to have ancestral ties and/or traditional use areas on the Colville NF based on current and past consultation: Okanagan, Methow, Chelan, Entiat, Wenatchee, Moses-Columbia, Nespelem, San Poil, Lakes, Colville, Palus, Chief Joseph Nez Perce, Spokane, and Kalispel. Forest Service consultations with appropriate members of each tribe can identify the tribe’s historic and present day uses of the forest.

The lands, resources, and archaeological sites within the forest are considered traditionally significant to all affiliated tribes and in some cases certain resources or areas are considered sacred to a specific tribe or tribes. Each group has its own history, traditions, and relationship to the land and to the other groups. Traditional use of the forest and its resources by the tribes dates back several generations, and for some groups many centuries.

Known traditional use areas and cultural places located within the forest include but are not limited to spruce forests, mountains, cinder cones, springs, caves, trails and shrines. TCPs and sacred sites known to have been used and/or continue to be used for traditional cultural purposes have been identified and locational information is not available for public disclosure. In some cases there are multiple areas used for collection of resources or religious ceremonies found on or within the vicinity of a prominent topographic feature. Many other areas located on the forest are used for traditional cultural purposes but have not been specifically identified. Additional areas may be identified through project or permit specific tribal consultation. Therefore, the inventory of known TCPs and areas used for traditional cultural purposes is subject to change.

Public Outreach, Interpretation and Education

One of the objectives of the heritage program is to promote and invest in public education and outreach to meet the intent NHPA Section 110, Executive Order 13287 Preserve America, and ARPA section 10(c). ARPA states “Each federal land manager shall establish a program to increase public awareness of the

significance of the archaeological resources located on public lands and Indian lands and the need to protect those lands". The forest's heritage program has been active in providing opportunities to the public to promote cultural resource stewardship and conservation through volunteer programs, recreation opportunities, and presentations. Examples of public outreach and education that have been conducted in the past or are available on the forest include the following:

School and public presentations (e.g. K-12 class presentations, Washington archaeological month events, Children's Forest GeoCache Activities)

Numerous Passports in Time Projects involved historic building restoration, surveys, site recording and excavations. Some of the projects include the Growden Changing House Restoration, Gypsy Copper Powderhouse Restoration, and Lake Thomas Survey and Testing.

Current Condition of Archaeological Sites

Past practices, including Forest Service management activities, public resource procurement, recreation use and natural processes have impacted cultural resources. Multiple uses and activities on the forest that have resulted in the most impacts to cultural resources include: infrastructure, livestock grazing, fire, timber and vegetation management, recreation activities, looting and vandalism, and land adjustments.

Infrastructure

During the 20th century a large network of roads was created to access, harvest and transport timber. Road construction, use, and maintenance have been a major source of human impacts to sites. Roads have partially damaged or completely destroyed site features and cultural materials by the excavation or grading away of soils, changing the pattern of erosion causing increased flows of water across sites, compaction of soils, and rutting from vehicle use during wet conditions. While the construction and use of roads (both official and unauthorized) in and near sites can directly impact sites, the presence of roads in and near sites can also indirectly affect site condition as well. The most important of these indirect impacts is intentional vandalism (see Looting and Vandalism). Many of the facilities and infrastructure are eligible for consideration as historic properties on their own merits.

Construction and management of facilities and structures has adversely impacted cultural resources. Facilities that had the most impact on cultural resources include power transmission and distribution lines, fire lookout towers, communication towers, dams, waste water treatment plants and pipelines, and highways. The impact caused from constructing and maintaining facilities on areas with sites usually involves the destruction of cultural material and features.

Livestock grazing

Grazing activity has occurred on the forest since the 1880's. Ranchers built homesteads and range improvements such as fences and water catchments. The lands selected for homesteads and construction of water catchments were often located in the same areas utilized prehistorically. Direct and indirect impacts from livestock have occurred to sites on the forest. Forest permits dating to the early 1900's reveal that large numbers of sheep, cattle and horses grazed and crossed NFS lands. Livestock grazing can negatively impact sites directly by trampling, artifact breakage, soil compaction, soil removal, and other types of damage to features as livestock walk through a site. Grazing can indirectly impact sites through loss of ground cover which in turn leads to erosion.

Fire

Most of the lands within the forest are located in a fire-adapted ecosystem. Evidence that prehistoric sites and TCPs have been repeatedly burned (prior to active fire suppression), is demonstrated by fire scarred trees and thermally (fire) altered artifacts.

Generally, low intensity fires have not adversely impacted prehistoric sites that are not fire sensitive or composed of combustible material. Conversely, most historic sites are either combustible or include combustible cultural material. These sites are very vulnerable to adverse impacts from fire.

The aggressive fire suppression management practices prior to 1970 and livestock grazing resulted in changes to the forest structure. Over time dead and down materials increasingly grew thicker on forest floors and the forest became dense with stands of regenerated young trees. These unnatural conditions have created more frequent high intensity wildfires with permanent adverse impacts to archaeological sites. These impacts include but are not limited to, historic sites completely burned down, and the accelerated erosion of site features caused by hydrophobic soils, denuding of the ground surface exposing cultural materials.

Timber and Vegetation Management

Logging on the forest can directly impact sites by temporary road construction, landings, movement of heavy equipment across the ground surface, skidding of trees and indirect impacts from over-harvesting, which can lead to erosion. Commercial timber and fuel wood harvesting has occurred across the forest since the late 1870's. During the 1920's an extensive network of logging railroads were constructed on the Colville NF.

Recreation Activities

Areas popular with campers are often near water, scenic vistas, or flat areas that were also commonly used prehistorically. Camping has impacted sites and can lead to looting and unintentional vandalism of sites. Sites that are near camping areas can be damaged by campers exploiting rock materials from structures and features for fire pits and for other camping activities, digging holes for latrines or trenches for discharging gray water; illegal collecting surface artifacts and rearrangement of artifacts into piles, using pieces of collapsed wooden historic structures as firewood, and clearing of space for tents and other equipment. Indirect impacts from camping include damage from erosion resulting from changes in soil compaction and denuding of vegetation.

Non-motorized trails, once established, generally do not themselves pose a large threat to sites; but like roads, easy access to sites facilitates vandalism, digging of holes within the site to dispose of waste, illegal collection of surface artifacts and looting. Established motorized and non-motorized trails through or near sites have caused direct and indirect impacts by increasing visitation resulting in vandalism. Some of the motorized and non-motorized trails were converted from forest system or temporary roads and the sites were impacted by the original construction of the roads.

Looting and Vandalism

Intentional looting and vandalism of sites on public lands is a problem throughout Washington. Some of these activities are conducted for illegal recreation and others for illegal gain. When a site is looted significant contextual information and parts of our history are stolen and destroyed. As transportation technology has advanced (i.e. four wheel drive) a greater number of roads have provided access to remote areas. The increasing number of roads and trails provides access to remote sites and provides looters a convenient method to easily transport heavy, awkward historical artifacts or delicate archaeological items and/or larger quantities of those items that previously would have been difficult to remove from the backcountry. Carved, inked or painted graffiti on historic structures creates permanent damage, and at archaeological and historical sites degrades their setting.

Environmental Consequences

The land management plan provides a programmatic framework that guides site-specific actions but does not authorize, fund, or carry out any project or activity. Because the land management plan does not authorize or mandate any site-specific projects or activities [not limited to ground-disturbing actions (i. e. extensive modification of view-sheds or vegetation adjacent to historic structures, TCPs or Sacred maybe adverse)] there can be no direct effects. However, there may be implications, or longer term environmental consequences, of managing the forest under this programmatic framework.

Under the provisions of the National Historic Preservation Act (NHPA 1966, as amended; 16 U.S.C. §470), adverse effects to cultural resources include a variety of criteria affecting the potential eligibility of cultural resources for inclusion on the National Register of Historic Places (36 CFR §800.9b). Specifically, effects may be deemed adverse according to the following (36 CFR §800.5[1]):

An adverse effect is found when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Consideration shall be given to all qualifying characteristics of a historic property, including those that may have been identified subsequent to the original evaluation of the property's eligibility for the National Register. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance or be cumulative.

Cultural resource surveys for specific actions (e.g. timber sales, vegetation treatments) would be conducted prior to approving site-specific projects in compliance with Federal law and Forest Service policy. Prior to the forest making a decision on a site-specific action that is subject to NHPA, the forest would complete archeological surveys to locate, evaluate sites for the NRHP and analyze the effects of the proposed use or activity in compliance with the R6 programmatic agreement. Following the identification and recording of cultural resources, mitigation measures appropriate to the proposed undertaking would be implemented. For example, such measures could include avoidance of cultural resources by redesigning the project boundaries, modifying construction plans, or excluding site areas from treatments. In cases where specific activities would constitute an adverse effect and avoidance could not be accomplished, the adverse effects would be resolved in accordance with 36 CFR 800.

Effects of Alternatives

Cultural resources, depending on their nature and composition, are subject to different types of impacts from vegetation management, fire, livestock grazing, infrastructure, recreation, looting and vandalism, and land adjustments

All the alternatives propose treatments that result in restoring ecosystem health. This has the potential to reduce the potential adverse effects to cultural resources from uncharacteristic high intensity and high severity fires. These treatments would also lead to the restoration of natural processes and the landscape which in turn has the potential to restore the historic setting and cultural landscapes of the forest.

Ground-disturbing activities (including mechanical activities) are the dominant cause of potential impacts to cultural resources in all alternatives. The potential types of affects to cultural resources from the proposed treatments in the alternatives are the same. Differences however, may be found among the alternatives regarding the number of cultural resources that would be potentially impacted by the treatments.

Heritage Program Management

National Register Sites and TCPs

The 1988 forest plan (Alternative A) has not been amended to reflect the 1992 requirements and amendments to the NHPA. The 1992 amendments clarified Section 110, language terms, and required each Federal agency to establish a historic preservation program. The program must provide for the identification and protection of the agency's historic properties; ensure that such properties are maintained and managed with due consideration for preservation of their historic values; and contain procedures to implement Section 106, which must be consistent with the ACHP regulations. Alternative A also does not address requirements of the Native American Graves Repatriation Act of 1990 (NAGPRA), E.O. 13007 Indian Sacred Sites, E.O. 13175 Consultation and Coordination with Indian Tribal Governments, and E.O. 13287 Preserve America. The focus of management and guidelines for forest resources within the 1988 plan were developed prior to the passage or issuance of these statutes which lead to more impacts to historic properties. Emphasis is on use of timber and multiple use activities that incorporate the location of archaeological sites and TCPs that may not be compatible with those uses. The action alternatives have incorporated the passage of these statutes and issuance of executive orders providing for increased consideration and management to preserve historic properties for their historic and cultural values

Under all alternatives, the CNF would continue to fulfill its responsibilities to conduct non-project related inventory surveys and nominate sites that are eligible to the NRHP to protect and preserve cultural resources per Section 110 of NHPA, E.O. 11593, and Section 14 of ARPA. Internal and outside funding sources, researchers, partners and volunteers would be sought to assist in research and preservation projects. Public outreach and interpretation would continue to be provided through heritage programs, projects, and interpretive materials. The identification, evaluations, and analysis of the effects from proposed actions to cultural resources that are eligible, nominated, or listed on the NRHP would be completed to meet the requirements of Section 106 of NHPA.

Most of the discussion regarding impacts focuses on effects to archeological sites because they are discreet locations that are more easily identified. Traditional use areas accessed for the collection of traditional materials may also be impacted. The CNF consults with three different tribal governments that have a cultural affiliation to the area. At present, Tribes have not identified concerns or issues that the alternatives would result in adverse impacts to known and unidentified TCPs. Government to government consultation would continue between the CNF and the Tribes. If tribal consultation results in identification of additional, currently unidentified, traditional uses and traditional cultural properties, impacts to those areas would be considered during site-specific environmental assessments.

Public Outreach and Education

In all alternatives, the CNF would continue to fulfill its responsibilities to promote and invest in public education and outreach to meet the intent NHPA Section 110, Executive Order 13287 Preserve America, and ARPA section 10(c). The forest's heritage program would continue to provide opportunities to the public to promote cultural resource stewardship and conservation through volunteer programs, recreation opportunities, interpretation, and presentations. These programs are intended to increase public awareness of the significance of the archaeological resources located on public lands and the need to protect those resources. This awareness may result in reducing the number incidents and severity of damage caused by looting, vandalism, and unintentional vandalism from recreational activities.

Relationship of Short-Term Uses and Long-Term Productivity

Traditional cultural areas used for collecting forest and mineral resources could be affected by the temporary closure of areas from wildland fires and treatments. Many of the traditionally used plants respond to fire by increasing productivity. All alternatives propose to treat a similar number of acres with

fire and would potentially increase the long term productivity of traditionally used forest resources and availability of those resources across the landscape. Access to visiting cultural resources (archaeological sites and TCPs) could be affected in the short term during implementation of prescribe burn treatments.

Conducting prescribed burns has the potential to restore the natural and cultural landscape, and the natural fire regime, reducing the potential for permanent adverse effects from high intensity, high severity fires. Mechanized treatments have the similar benefits to cultural resources as fire treatments because they would reduce the potential for permanent adverse effects from fire, but these treatments have the highest potential for long term indirect effects from erosion caused from intensive ground disturbance near sites. Also, slash from mechanized treatments is often piled and burned resulting in more locations with hydrophobic soils, increasing erosion to sites if the burn piles were located near sites.

Cumulative Environmental Consequences

The cumulative effects on cultural resources should take into account all surface-altering actions that have occurred or are likely to occur within the forest as well as those actions that modify view-sheds and vegetative material in and adjacent to historic properties to include TCPs and Sacred Sites. Some of the recorded sites on the forest are at least statewide significant, and a few are nationally significant. This statewide or national importance of some sites within the forest reinforces the need for protecting significant local cultural resources that may be affected from cumulative impacts of management activities within the forest and state. Federal, tribal and state lands adjacent to the CNF comprised the analysis area for cumulative effects.

Unavoidable Adverse Impacts

The land management plan provides a programmatic framework that guides site-specific actions but does not authorize, fund, or carryout any project or activity. Before any proposed actions (not limited to ground-disturbing actions) take place, they must be authorized in a subsequent site-specific environmental analysis. Therefore none of the alternatives cause unavoidable adverse impacts. Mechanisms are in place to monitor and use adaptive management principles to help alleviate any unanticipated impacts that need to be addressed singularly or cumulatively.

Irreversible and Irretrievable Commitment of Resources

The land management plan provides a programmatic framework that guides site-specific actions but does not authorize, fund, or carryout any project or activity. Because the land management plan does not authorize or mandate any site-specific project or activity (not limited to ground-disturbing actions), none of the alternatives cause an irreversible or irretrievable commitment of resources.

Adaptive Management

All alternatives assume the use of adaptive management principles. Forest Service decisions are made as part of an on-going process, including planning, implementing projects, and monitoring and evaluation. The land management plan identifies a monitoring program. Monitoring the results of actions would provide a flow of information that may indicate the need to change a course of action or the land management plan. Scientific findings and the needs of society may also indicate the need to adapt resource management to new information.

Consistency with Law, Regulation, and Policy

All alternatives are designed to guide Colville National Forest's management activities in meeting federal law, regulations, and policy.

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