Forest Service
U.S. DEPARTMENT OF AGRICULTURE

FS–1169 | March 2021

Preserve America Section 3 Report

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

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Cover photo: Forest Lodge. (Photo courtesy of Northland College)

Identifying Historic Properties

Over the past 3 years, the USDA Forest Service Heritage Program used innovative and creative ways to identify and evaluate historic properties. These methods include using technologies such as light detection and ranging (LIDAR) and ground penetrating radar (GPR); collaborating with Tribes, including Tribal youth organizations; and leveraging the resources of private-sector and university partnerships. In addition to methods for identifying historic properties, the Forest Service records cultural resources – including historic properties, museum collections, and stewardship activities – across the agency in the Heritage Web/Mobile database. The Forest Service recently developed a Heritage Export Tool (HET) to share data from the Heritage Web/Mobile database with consulting parties. Below are examples of how these assets help the Forest Service Heritage Program to identify historic properties.

Tribal and Academic Partnerships in Identifying Historic Properties

Ethnographic Study To Identify Ojibwe Sites with Culturally Modified Trees

Across the agency, the USDA Forest Service recognizes the unique role of Tribal Nations in identifying historic properties. In addition to consulting with Tribes on this process, the Forest Service often establishes partnerships with Tribes and Tribal organizations to conduct joint studies of archaeological resources. One such Tribal partnership grew out of a joint research study of culturally modified trees within the Boundary Waters Canoe Area Wilderness, Superior National Forest. The study was the first time the forest used scarred or peeled trees as an indicator for potential archaeological deposits and spurred the Forest's outreach to Tribal Bands (Bois Forte, Lac LaCroix First Nation, and Fond du Lac). The forest, the University of Wisconsin-Platteville, and these Tribes formed a research partnership and were able to identify, through ethnographic consultation, an expansive and intact 18-19th century Ojibwe site. Ethnographic information confirmed that Tribes would peel bark from red pine trees to obtain pitch for use in birch-bark canoes, and that these canoes were important to indigenous life on and near Lake Saganaga, Minnesota in the 18th and 19th centuries. Researchers have published information from this study, as part of a larger study that included dendrochronology, in peer reviewed journals (Johnson et al 2018; Larson, Kipfmueller, and Johnson 2020).

Figure 1. Through ethnographic consultation, Superior National Forest and University researchers learned that tree scars like this one, which was peeled for its pitch to make birch bark canoes, are indicators to help identify 18th and 19th Ojibwe sites. (Courtesy photo by Dr. Evan Larson, University of Wisconsin-Platteville)

Kenaitze Indian Tribe, Susten Tribal Youth Archaeology Camp

The Forest Service often partners with Tribal youth groups to connect students to their heritage through archaeological identification and stewardship. One such partnership is the annual Susten [Breaking Trail] Camp on the Chugach National Forest and the Kenai National Wildlife Refuge in Alaska. For over two decades, the Kenaitze Indian Tribe has hosted this camp, partnering with archaeologists from the Forest Service and the Fish and

Wildlife Service to teach Tribal teens archaeological survey, excavation, and site preservation methods on Tribal ancestral lands. Each summer, Susten campers learn to survey and map archaeological sites and provide site stabilization by clearing hazards to site integrity, such as fallen trees. During the Susten Camp, Tribal teens also monitor sites located in high traffic areas and provide stabilization by clearing debris from archaeological features. Beginning in summer 2017, a highlight of the camp is a day trip with Kenaitze elders and traditional healers, who teach Tribal teens about edible and medicinal plants on Tribal ancestral lands. Camp evenings include a flurry of activities highlighting the artistic and athletic talents of these remarkable youth. Most of the campers are serious competitors in the Native Youth Olympics and evenings are filled with light-hearted competitions, drumming, and laughter.

Figure 2. Youth camp participants clear debris from archaeological sites. (USDA Forest Service photo by Sherry Kime)

Archaeological Study and Conservation of Miller Grove African-American Farming Community

The Archaeological Conservancy worked with the McClure family to purchase and transfer 20 acres of land to the Shawnee National Forest to preserve an African-American farmstead – the McClure Family Farm, part of the dispersed antebellum community of Miller Grove. Located in southern Illinois and dating from about 1850 to about 1930, Miller Grove was home to emancipated slaves in the 19th and early 20th centuries. The Millers and others traveled to southern Illinois from several counties in central and western Tennessee, coming together in Pope County, Illinois, to establish this rural farming community.

During the past three summers, the Shawnee National Forest has hosted Southern Illinois University's (SIU) Archaeological Methods Field School at Miller Grove. In addition to SIU's summer field school, high school and college students conduct archival research and help with technology transfer using a variety of media products to share the history of Miller Grove. University seniors Michaela Hoots and Megan Welty used Miller Grove information to produce "Silenced Lifeways: Using Augmented Reality (AR) Technology and 3D Imaging to Investigate the Archaeology of a Free African-American Community in the Illinois Borderlands."

Figure 3. Tribal youth engaged in archaeological identification. (USDA Forest Service photo by Sherry Kime)

Figure 4. Summer 2019, the SIU field school mapping at the McClure site, in Miller Grove. (USDA Forest Service photo)

The archaeological research at Miller Grove naturally lends itself to collaborative initiatives. SIU's Department of Curriculum and Development and the Center for Teaching Excellence incorporate Miller Grove into their Educating with Evidence program, making information available to teachers and educational facilities across the country (https://educatingwithevidence.siu.edu/place-based-ed/underground-railroad.php). The program also provides 3D scans of artifacts recovered from Miller Grove that educators and students can recreate with 3D printers in the classroom.

When the pandemic forced SIU to cancel its Archaeological Methods Field School at Miller Grove, graduate assistants hired to help teach the field school instead spent the summer developing a virtual field school designed to teach undergraduate students how to do archaeology. Miller Grove is one of three sites included in the virtual class.

Electronic Data Sharing

The most recent improvements to the Forest Service's electronic data sharing involve recent updates of the Forest Service Heritage Web/Mobile database. This includes developing a mobile application for field data entry and completing Phase 1 of the Heritage Export Tool (HET) to share data with State Historic Preservation Officers (SHPOs), Tribes, and other consulting parties.

Heritage Mobile

In 2020, the Forest Service rolled out its mobile application of the agency-wide Heritage database. The mobile application is now fully functional and allows users to download data onto tablets to use in the field. Users can also upload data back to the agency-wide database from the field.

Heritage Export Tool (HET)

The HET started as a partnership with the SHPO's office in the Washington State Department of Archaeology and Historic Preservation (DAHP). It is now fully functional for forests in Washington to share geospatial and tabular data with the DAHP. This effort

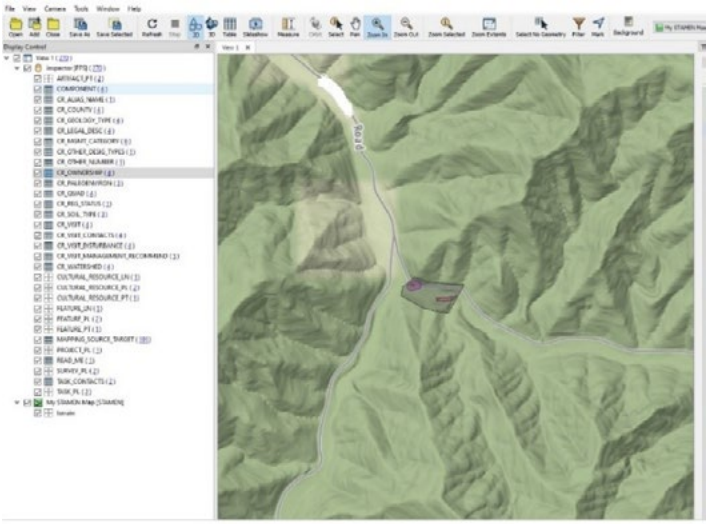

Figure 5. The Forest Service's new Heritage Export Tool makes geospatial and tabular data from its national database available for sharing with partners such as State Historic Preservation Offices and Tribes.

represents Phase 1 of the HET, and the Forest Service can share data that SHPOs access through applications such as Microsoft Access and ESRI products. In addition to the HET, Forest Service archaeologists and historians in the agency's Region 6 are working with DAHP to create an import tool to upload data from the HET to populate fields in the DAHP database. The Forest Service is also exploring a tool to import data obtained from consulting partners and upload it to the Forest Service's Heritage Web/Mobile database. In 2020, the Forest Service began Phase 2 of the HET to be an agency-wide tool to share data from the Heritage Web/Mobile database similar to how Region 6 partners with the DAHP.

LIDAR To Identify Historic Properties

The Forest Service continues to explore different technologies to identify historic properties. LIDAR is one example the agency relies on for this task.

Boise Basin Drone Imagery and LIDAR

Forest Service archaeologists use LIDAR to identify cultural landscapes, such as the Boise Basin historic mining district in Idaho that dates to an 1862 gold rush. Since the 1970s, Boise National Forest Archaeologists have documented hundreds of mining sites on forest lands in the basin. However, the relationship of these sites to each other across a complex cultural landscape remained unknown until using LIDAR.

In 2018, the Boise National Forest entered into a 5-year challenge cost share agreement with Northwest Nazarene University (NNU) to conduct drone surveys to collect high-resolution, low-altitude imagery of selected mining landscapes in Boise Basin. While the Boise National Forest's goal is to obtain the imagery of the tailings and associated features, NNU's goal was to use the data to facilitate artificial intelligence and machine learning. In this case, NNU uses the data to develop a software program for site identification and documentation. These include both natural and cultural features, such as cabin remains and artifact dumps.

In 2019, the Boise National Forest began to supplement the imagery collected by NNU with LIDAR imagery of Boise Basin collected by the Federal Emergency Management Agency. Combined, they provide visually powerful documentation of the dramatic way mining activities changed the natural landscape of the Boise Basin. The data obtained from this project will help the Forest Service (1) preserve and interpret significant areas of the basin's mining landscape and (2) document significant areas that cannot be avoided to mitigate adverse effects to their information potential.

Figure 6. From left to right: dredge tailings captured with drone, scale 1:1,000; orthomosaic image of Idaho City Mining District, scale 1:50; the 3D Model Generated in Pix4D using Drone Imagery. (Courtesy images by Northwest Nazarene University)

Protecting Historic Properties

Partnerships and technology used to identify historic properties are also critical in protecting those same properties. Over the past 3 years, the Forest Service Heritage Program has used these assets to protect an array of historic properties, including segments of the Trail of Tears and artifacts belonging to Chinese immigrants in Idaho. The Forest Service continues to leverage partnerships to restore and stabilize historic properties using traditional trades, while simultaneously teaching those skills to the next generation of historic preservation practitioners.

Figure 7. Picture of trail rut along the Trail of Tears. (Courtesy photo by Lance Greene, Western Carolina University)

Tribal and Academic Partnerships in Protecting Historic Properties

Coordination with Tribes and other Partners to Identify and Protect Segments of the Trail of Tears National Historic Trail on National Forest System Lands

Many National Forest System units in Forest Service regions 8 and 9 have segments of the Trail of Tears. Designated as a National Historic Trail (NHT), The Trail of Tears commemorates the forcible removal of American Indian Tribes from their ancestral homelands. The removal, conducted by the United States Army beginning in 1838, forced thousands of people to travel hundreds of miles to settle in unfamiliar territory (mainly Oklahoma). The NHT designation of the Trail of Tears recognizes this tragic loss of ancestral Tribal homelands, and the treks that created tangible evidence of removal routes on the landscape, telling the story of separated families, injuries, and the loss of many lives.

Forty-one miles of removal routes cross today's Nantahala National Forest in western North Carolina. Over the past several years, the national forests in North Carolina have consulted with the Eastern Band of Cherokee Indians (NC), the Cherokee Nation (OK), the United Keetoowah Band of Cherokee Indians (OK), and the Muskcogee Creek Nation (OK), along with other Creek Tribes in LA, AL, and TX, to determine their preferences and best management practices for the protection, preservation, restoration, and interpretation of the Trail. The national forests in North Carolina hosted the Tribes for several days to collaborate about the Trail and surrounding Forest Service management activities. In partnership with Western Carolina University, Blue Ridge Archaeological Consultants, and the Tribal Historic Preservation Offices, the Nantahala National Forest more accurately relocated trail routes and conducted condition assessments. Global positioning systems (GPS), LIDAR, and digital photography were included in the project. Precise and accurate locational data are now available to aid in Trail management and Forest Service activities, including wildfire suppression. As a result of the partnerships with Tribes and others, the Trail of Tears across the Nantahala National Forest is now a Management Area Corridor with goals, objectives, standards, and guidelines for its management.

On the Shawnee National Forest, Hamburg Hill is in the blufftops overlooking the Mississippi River. It is characterized by a deep road cut known for its association with the Cherokee Trail of Tears. It is the same roadbed used by thousands of Cherokee Indians during forced

removal. After consulting with the Cherokee Nation, whose Tribal Historic Preservation Officer (THPO) made several suggestions enhancing the trailhead plan, the Shawnee National Forest began implementation of the National Park Service $100,000 Connect Trails to Parks challenge cost share grant. The funds were used to rehabilitate ATV damage at Hamburg Hill, construct a visitor parking area, walkway and steps, and install a comfort station, picnic table, and benches. These improvements will enhance public visitation and discourage vandalism. Completed in 2019, the project improves access to a 1.5-mile segment of the Trail of Tears National Historic Trail near Hamburg Hill. "The historic ruts at Hamburg Hill are nearly 20 feet deep and surrounded by a forest setting nearly unchanged from what the Cherokee witnessed in 1838," said Steve Burns, Landscape Architect for the National Park Service National Trails Intermountain Region. "With this work, people can more easily retrace this important episode in our nation's history."

Protecting the Legacy of Overseas Chinese Immigrants in Idaho, Boise National Forest

By 1870, Chinese immigrants comprised nearly half the population in the Boise Basin of Idaho, where gold was discovered in 1862. Under the Passport in Time program, Boise National Forest archaeologists have excavated numerous Chinese immigrant sites in the Boise Basin. These excavations have produced extensive archaeological collections that are heritage assets with deferred maintenance needs.

Figure 9. Chinese brownware ceramic under analysis, University of Idaho Department of Anthropology Lab. (Courtesy photo by University of Idaho, Department of Anthropology Lab)

Figure 8. Chinese vegetable peddler in Idaho City. (USDA Forest Service photo)

Since 2015, the Boise National Forest has maintained a challenge cost share agreement with the University of Idaho to work on these collections. University students have catalogued and analyzed artifacts, prepared them for long-term curation and exhibit display, and completed excavation reports for two of the largest Chinese collections.

This partnership is part of a larger effort to foster heritage tourism in Idaho City, a community historically dependent on industries such as mining and logging on National Forest System lands. The Boise National Forest regularly works with the Idaho City Historical Foundation and Basin School District to promote historic preservation with local residents, school children, and visitors to the town, the latter of whom camp and recreate on the forest. University of Idaho students have produced presentations and posters used in a Chinese merchant's shop in Idaho City which is owned by the historical foundation and open to the public.

Red House Pueblo Stabilization, Coconino National Forest, 2016-ongoing

In the Flagstaff District on the Coconino National Forest, work is ongoing to stabilize an 800-year-old pueblo ruin called Red House Pueblo. In partnership with students at Northern Arizona University (NAU), the forest developed a preservation plan and began work in 2016. Students from NAU and Mount Elden Middle School have worked on the project. In addition, volunteers from the Friends of Northern Arizona Forests, the Arizona Site Stewards Program, and Elden Pueblo Archaeological Program have also participated in ruins preservation work at Red House Pueblo. The project provides a hands-on learning opportunity for students and volunteers and seeks to stabilize the ruins in hopes of keeping them standing for another 800 years.

Figure 10. At Red House Pueblo, Coconino National Forest Heritage Professionals work with students and volunteers to repair masonry joints to stabilize the pueblo in hopes that it will stand for another 800 years. (USDA Forest Service photo by Jeremy Haines)

Figure 11. Northern Arizona University students at work restoring and stabilizing Red House Pueblo.

Using Historic Properties

Using historic properties to fulfill the agency mission also helps the Forest Service Heritage Program protect these places. For the first time, the Forest Service has a lease agreement under the National Historic Preservation Act (NHPA) of 1966, leveraging private-sector resources to manage a facility, Forest Lodge, as an environmental research center. The Forest Service has continued to repurpose historic facilities and enter them into the agency's cabin rental program, allowing public use of those facilities and fostering heritage tourism and local economic revitalization.

Leveraging Historic Buildings

Forest Lodge Section 111 Lease

Forest Lodge, located 8 miles east of Cable, Wisconsin, is a unique 872-acre estate that includes 15 primary buildings listed on the National Register of Historic Places. In 2017, the Chequamegon-Nicolet National Forest and Northland College signed a lease under the NHPA, Section 111, allowing Northland College to operate and maintain Forest Lodge for 60 years. This is the first time the Forest Service used this authority from Section 111 of the NHPA to enter into such a lease.

Forest Lodge was once the site of a logging camp in the late 1890s and later became an estate for the Livingston and Griggs Burke family. The estate was conveyed to the Chequamegon-Nicolet National Forest in 1999 through the Trust for Public Lands from the private owner Mary Griggs Burke. When Forest Lodge was conveyed to the Forest Service, the 50-acre area with buildings and grounds was a life estate that closed in 2012 with Mary Griggs Burke's passing. Since 2013, the Forest Service has addressed the condition of the buildings and funded part of the basic operations of the site using the Forest Lodge Endowment established by Mary Griggs Burke through the Saint Paul and Minnesota Foundation.

Through the conveyance, Ms. Griggs Burke intended Forest Lodge to be preserved and cultivated as a center for environmental leadership, sustainability and conservation education. Through the lease, Northland College coordinates the operations of Forest Lodge as an environmental education and conference center. Activities include outdoor experiential programs, ecological research, local and national conferences, workshops, seminars, and special events. Northland hosts programs and events and coordinates use by other groups. This lease allows the Forest Service and Northland College to achieve Ms. Griggs Burke's vision for Forest Lodge as a center for environmental stewardship.

Figure 12. Signing ceremony marking the agency's first Section 111 agreement. (Courtesy photo by Northland College)

Figure 13. Restoration work completed to bring facilities up to current standards. (Courtesy photo by Northland College)

Figure 14. Restored interior available for use for variety of programs. (Courtesy photo by Northland College)

Figure 15. Volunteers with historic preservation tradeskills helped complete restorations. (Courtesy photo by HistoriCorps)

Helping to achieve this vision are partnerships with Northland College, Lac Courte Oreilles Ojibwe Community College, the Wisconsin Historical Society, HistoriCorps, Northern Bedrock Historic Preservation Corps, the Cable Natural History Museum, AmeriCorps, and Forest Service Passport in Time Volunteer Program. Through these partnerships, historic preservation and restoration of the buildings and grounds, and the development of Forest Lodge as a hub of environmental research, teaching, discovery, inspiration, and conversation, is being accomplished. These arrangements create more opportunities for public use of Forest Lodge than ever before.

Since 2012, HistoriCorps has trained 232 volunteers at Forest Lodge, contributing approximately 9,868 hours, in hands-on historic preservation and rehabilitation skills. Of this group, 21 were identified as veterans, many of whom participated in a HistoriCorps Veterans Crew program between 2013 and 2017, funded by a grant from the USDA Forest Service.

Additionally, since 2016, 14 participants have completed the Certificate of Achievement in Heritage Conservation and Construction while at Forest Lodge. This HistoriCorps Institute program teaches people the management and technical skills necessary to complete a preservation construction project on time, on budget, and with the quality deserving of historic places. Forest Service Job Corps centers will partner with HistoriCorps in 2021 to offer a similar program. Students will learn rehabilitation skills while working on Forest Service projects across the country, including Forest Lodge.

As of fall 2020, preservation and restoration work at Forest Lodge includes the boathouse, gatehouse (caretaker house), guesthouse, icehouse, lake water pumphouse, fire/steamer shed, and tennis house. A design has been developed for the restoration and adaptive reuse of the Cow Palace. Construction will begin when funding is secured. The main lodge is currently under contract for roof structural additions to support snow load.

Cabin Rental Program

The Forest Service hosts a cabin rental program across the entire agency, where old buildings are repurposed for tourism and recreation opportunities. Currently, there are more than 455 cabins available for public enjoyment through reservation on an interagency website (recreation.gov). Here we highlight 3 examples of historic facilities repurposed for recreation under the Forest Service Heritage Program.

Lolo National Forest- Skookum Butte Lookout Rehabilitation Passport in Time (PIT)

A 3-year phased restoration of the Skookum Butte Lookout began in 2019. This 91-year-old Grange Hall, or L-5 style lookout, is at the

Figure 16. From left to right: view of Skookum Butte Lookout perched atop granite outcrop; volunteers hand-peeling logs to replace deteriorated ones; completed log replacement. (USDA Forest Service photos by Sydney Bacon)

Montana-Idaho state line on the Lolo National Forest. The first phase focused on replacing 9 of the 10 logs on two sides that had received the brunt of 91 years of weathering. Logs were peeled using drawknives, and the top and bottoms were trimmed using a single bit axe and broad axe. Power tools were seldomly used. Volunteers learned hands-on preservation techniques, spending a considerable time measuring the structure's logs and hand-hewing new logs to match those that were being replaced.

The success of the first stage is owed to cooperation with partners, including Passport in Time volunteers, Forest Fire Lookout Association, the Missoula Chapter of Backcountry Horsemen (BCH), the Region One Historic Preservation Team, and other Forest Service staff. For example, research and development staff located several standing lodgepole pine matching the dimensions needed to replace the deteriorated logs forming the lookout's base; the Missoula Helitack Crew delivered the logs to the trailhead/staging area and hauled the logs, two at a time via helicopter, right outside the front door. They also delivered 80 gallons of drinking water to the site. To restore the windows, Missoula BCH hauled all 19 windows down on pack mules and brought up the plywood needed to cover the openings and protect the interior from the elements. Once the restoration of this historic lookout is complete, the structure will be available for public enjoyment through the Lolo National Forest Cabin Rental Program.

The project was supported by the Heritage Stewardship Enhancement (HSE) Program. Established in the Northern Region, HSE allocates funding to meet compliance with NHPA Section 110, Archaeological Resources Protection Act, Preserve America, Forest Service Manual/Handbook direction, State Programmatic Agreements, and the Forest Service's National Heritage Program Managed to Standard performance measures. The HSE program depends on partnerships, leveraging of Federal dollars, and volunteerism to foster the protection, stewardship, and public use of cultural resources across the region to meet mission priorities.

Elk Creek Guard Station Barn Stabilization and Third Fork Guard Station Rental Preservation Maintenance

Since the introduction of the automobile in the 1920s, there has been a persistent decline in the demand for historic administrative sites to support Forest Service work. Today, the few that still exist on the Boise National Forest are used for storage instead of livestock. With increasing demand for equestrian opportunities, however, the Boise National Forest is committed to preserving these buildings in hopes that they will once again provide shelter for stock and encourage new generations of visitors to appreciate their beauty and utility. In 2018, the Boise National Forest completed its second barn restoration project at Elk Creek Guard Station, located on the Lowman Range District. The project was hosted as a Passport

Figure 17. From left to right: Third Fork Guard Station garage/storage prior to restoration; and after restoration; interior of building adapted for additional sleeping quarters. (USDA Forest Service photos)

in Time volunteer project. For a 2-week period, Boise National Forest staff and volunteers worked under the guidance of the Region 1 Historic Preservation Team to replace rotten logs in the barn.

Administrative sites also fall into decline as the desire for employee housing shifts from backcountry outposts to more urban areas. Thankfully, the high public interest in experiencing how forest rangers lived helped the Third Fork Guard Station to be in the cabin rental program for years, although in a much-altered and less enjoyable condition than what the local ranger in the 1930s experienced. In June 2020, the ranger's house and garage/storage shed were restored. The interior of the building at Third Fork was renovated for additional sleeping quarters, a clever example of adaptive reuse. This is the fourth major preservation maintenance project on the Boise National Forest accomplished with Capital Improvement Funds (CIP).

Rooms with a View Cabin Rental Program Partnership with Arizona Cabin Rental Board and HistoriCorps

The Rooms with a View Cabin Rental Program, based in Arizona, takes historic buildings that are no longer in service, performs preservation and adaptive restoration work on these buildings, and offers them to the public for overnight rental. The Arizona Cabin Rental Board, a team with representatives from all six Arizona national forests, manages the program. The board provides advice to forests interested in entering new cabins into the program; it markets the project as a whole; and it ensures comparability in services, pricing,

Figure 18. Third Fork Guard ranger station after restoration. (USDA Forest Service photo)

Figure 19. Cabin Rental Board Members at Palace Station following HistoriCorps project to restore this historic cabin. (Courtesy photo by HistoriCorps)

and quality. Most importantly, the board also distributes the collective proceeds from the program back to the forests for cabin operations and maintenance, special projects, and improvements. This redistribution across the program allows for sustainable operations and maintenance of historic buildings. There are currently 20 sites with 26 buildings/cabins in the program.

In addition to operation and maintenance, the board allocates funds to restore and bring new cabins into the program. Over the last 3 years, the Arizona Cabin Rental Board has partnered with the non-profit group HistoriCorps to perform critical preservation work at several buildings scheduled for program inclusion. HistoriCorps and their volunteer workforce, along with several Forest Service employees, Arizona Youth Corps, and local volunteers, have saved some of our most significant Forest Service buildings in Arizona.

Other Adaptive Reuse

Stone House Restoration with HistoriCorps, El Yunque National Forest

Stone House, on the El Yunque National Forest in Puerto Rico, was the first ranger station built by the United States in the Caribbean. Throughout the years, the stone masonry building served many purposes, including a ranger station, recreation residence for the island's governors, U.S. Army officers' quarters during World War II, and housing for the personnel that started the Puerto Rican parrot endangered species recovery in the mid-1970s.

Figure 20. Stone House in El Yunque, the first ranger station built in the Caribbean. (Courtesy photo by HistoriCorps)

A decade of vacancy and the effects of Hurricane Maria in 2017 severely damaged the property. Following Hurricane Maria, El Yunque partnered with HistoriCorps to reassess restoration needs. The assessment found the steel beams supporting the roof structure failing due to exposure to the elements. At the same time, El Yunque began to develop a recreation corridor that integrates historical infrastructure for sustainable recreation opportunities. This plan involves the preservation and adaptative reuse of significant historic properties to improve visitor experience and educational offerings for the public.

Aligning with this plan, El Yunque National Forest envisioned the Stone House as a place for public recreation and heritage tourism.

Figure 21. Proposed rendering of El Yunque (left). Proposed contemporary elements designed with sensitivity towards the historic fabric (right).

In 2018, the forest began planning phased restoration of the house in partnership with Historicorps, marking the first time that a mainland historic preservation entity partnered with the El Yunque National Forest for the preservation of the historic legacy in the forest. On February 2020, eight HistoriCorps volunteers and two historic restoration interns from the Student Conservation Association began the project to stabilize the structure. Volunteers from both the mainland United States and from Puerto Rico cooperated in this hands-on-preservation effort. The work included the dismantling, classification, treatment, and storage of the original 1930s internal features of the house, including, floors, walls, and fixtures, which will be restored and reassembled following repairs on the roof and walls of the building. In the future, El Yunque will continue to use Stone House for public engagement and heritage tourism, both during preservation efforts and after restoration is completed.

Adaptive Reuse of Chittenden Tree Nursery on the Huron-Manistee National Forests

From 1933 to 1974, the Chittenden Nursery on the Huron-Manistee National Forests served as the Nation's largest nursery in the production of seeds and transplantation of trees. At one point, the nursery was deemed the largest tree nursery in the world. Managed by a Forest Service staff and fueled initially by the hard work of the Civilian Conservation Corps (CCC) and other New Deal programs, Chittenden operated for nearly 40 years as a nursery for reforestation efforts. In 1973, the Forest Service repurposed the facility for administrative purposes.

Now the Forest Service plans to repurpose buildings that once housed nursery operations for the future Cadillac/Manistee District Ranger Station. A cone shed, where pinecones were stored to dry, is now being renovated and winterized to provide living quarters for fire crews or other temporary employees. The seed extractory, where seeds were removed from the dry cones, has also been refurbished inside and out to provide living space for seasonal employees. Former nursery staff housing is now being used as an archive for forest records.

Figure 22. The Chittenden Tree Nursery historic district on the Huron-Manistee National Forests (left); a pine cone shed prior to restoration (bottom left); repurposing the pine cone shed for seasonal housing (bottom right). (USDA Forest Service photos)

Successes, Opportunities, and Challenges

Decades of success with partnerships have led to innovative ways to comply with Section 106 of the Historic Preservation Act. Over the past 3 years, the Forest Service Heritage Program has partnered with the Advisory Council on Historic Preservation and other nationwide preservation organizations to develop a variety of program alternatives.

Program Alternatives

Creative Use of Programmatic Agreements and Funding for Historic Property Identification, Medicine Bow Routt National Forests

When the Medicine Bow-Routt National Forests and Thunder Basin National Grassland (MBRTB) received funding to harvest beetle-killed timber, they found many areas unsafe to conduct pedestrian surveys. Using the Colorado Bark Beetle Management Hazardous Fuel and Tree Reduction Programs Programmatic Agreement, the MBRTB redirected funding from field inventory in beetle kill areas to cultural resource projects. The MBRTB partnered with Paleocultural Research Group to continue research at two lithic quarry sites, as well as survey high altitude ice patches.

Nationwide Program Alternatives

Forest Service partnerships with the Advisory Council on Historic Preservation allow the agency to pursue nationwide program alternatives. One partnership funds a full-time and a part-time liaison dedicated to Forest Service historic preservation cases and more effective Section 106 compliance. Another partnership focuses on developing training for the Forest Service to further advance knowledge about historic preservation and best practices within the agency.

Phasing Programmatic Agreement (PA)

Since 2014, the Forest Service has increased long-term wildfire prevention and forest health improvement projects. The scale of these projects makes it a challenge to perform Section 106 reviews in a timely manner or in a way that is meaningful for Forest Service partners. In 2019, the Forest Service formally proposed to develop a Programmatic Agreement (PA) that initiates the Section 106 process earlier to improve consideration of historic properties when designing a long-term project. Consulting parties are invited early to plan the Section 106 process and identify potential

Figure 23. Surveying Mount Zirkel Wilderness ice patch under MBRTB's programmatic agreement. (Courtesy photos by the Paleocultural Research Group)

heritage stewardship opportunities. It also allows the Section 106 review to be phased, meaning Section 106 could be completed incrementally after a NEPA decision document is signed, but before ground disturbance occurs. The proposed PA will allow consulting parties to support meaningful heritage outcomes and allow long-term projects to move forward more quickly.

The Forest Service is continuing to develop the PA with input from Tribes, State Historic Preservation Offices, the Advisory Council on Historic preservation, and other interested parties. The agency anticipates finalizing the PA in 2021, with a provision for consulting parties to submit comments about the PA during the first 12 months of its implementation. The Forest Service will then consider these comments and decide whether an amendment to the PA would lead to more effective Section 106 reviews in the future.

USDA United States Department of Agriculture

National Phasing Programmatic Agreement (PA)
2019 Info Sheet

The Forest Service's multi-year projects that help improve forest health and prevent catastrophic wildfires can span thousands of acres, posing a challenge to timely compliance with Section 106 of the National Historic Preservation Act (NHPA). The NHPA requires agencies to analyze the effects of their proposed action on historic properties, including properties of traditional religious and cultural importance to an Indian tribe, prior to making decisions. The agency is proposing a National Phasing Programmatic Agreement (PA) as an alternative and optional procedure to help the Forest Service in its mission to protect and preserve historic and traditional cultural properties in America's forests and grasslands for future generations.

Background: Phasing Section 106
The Section 106 regulations allow for phased identification and evaluation of historic properties for projects that consist of corridors, large land areas, or where access to properties is restricted. Foresters are increasingly finding the need to phase Section 106, which is usually negotiated and documented in individual project PAs or in Memorandums of Agreement (MOA). The agency is developing a National Phasing PA to provide a consistent, national approach to phasing; to allow timely NEPA decisions; and provide a tool for foresters to phase Section 106 without negotiating project-specific PAs.

Large landscape vegetation projects, like tree-thinning to prevent wildfires (above), commonly require phasing Section 106.

Forest Service National Headquarters August 2019

Figure 24. Information sheet created to support consultation on the nationwide Phasing PA.

Program Comment for Decommissioning Facilities (1933-1980)

The Forest Service manages more than 40,000 buildings and $5.8 billion deferred maintenance. The Forest Service is addressing the backlog by conscientiously decommissioning or disposing building stock no longer critical to the agency mission and directing more resources to maintain critical facilities. By pursuing a Program Comment, the agency can focus resources on historically significant, mission-critical buildings.

The Program Comment would apply nationally to decommissioning and alternate-use projects involving recreation, administration, and research and development facilities constructed using standard designs by the Forest Service between 1933 and 1980. The process will not apply to facilities or resources with traditional religious or cultural importance to Tribes. The Program Comment proposes to exempt certain smaller facilities from further Section 106 review and requires the Forest Service to develop and use historic contexts to better determine which facilities are eligible for inclusion on the National Register. The Program Comment also provides a more efficient internal review process using qualified heritage professionals with backgrounds in architectural history to evaluate the eligibility of facilities, as well as assess and resolve adverse effects. The agency is considering how adverse effects under the Program Comment will be mitigated: through programmatic mitigation measures and/or project-level mitigation measures. The agency anticipates formally requesting for the Advisory Council on Historic Preservation to issue the Program Comment in 2021.

Routine Management Prototype Programmatic Agreement (PA)

The USDA Forest Service is signatory to many individual agreements for effective Section 106 review for similar kinds of routine management activities. In 2018-19, the Heritage Program analyzed its region and State-wide programmatic agreements to identify common exemptions and meaningful stipulations that allow better completion of Section 106 compliance. The Forest Service is developing a nationwide prototype PA for routine management activities to improve efficiency and consistency across Forest Service units. The agency anticipates issuing the prototype PA in 2021.