

**INTERIM SECTION 110 PLAN
FOR
HISTORIC ERA PROPERTIES
ON THE
STANISLAUS NATIONAL FOREST**

Prepared in accordance with Stipulation XI.C of the *Programmatic Agreement among the U.S.D.A. Forest Service, Pacific Southwest Region, California State Historic Preservation Officer, and Advisory Council on Historic Preservation Regarding The Identification, Evaluation and Treatment of Historic Properties Managed by the National Forests of the Sierra Nevada, California*, dated October 1996.

February 1998

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INTRODUCTION

The "Programmatic Agreement Among the U.S.D.A. Forest Service, Pacific Southwest Region, California State Historic Preservation Officer (SHPO), and Advisory Council on Historic Preservation (ACHP) Regarding the Identification, Evaluation and Treatment of Historic Properties managed by the National Forests of the Sierra Nevada" (October 1996) (Sierra PA) was primarily developed to simplify the case-by-case consultation requirements for "no effect" findings under Section 106 of the National Historic Preservation Act of 1966 (NHPA) (36 CFR800). This process would allow participating forests to shift more resources for greater compliance in the historic preservation goals within Section 110 of the NHPA. In accordance with Stipulation XI.C of the Sierra PA, this Interim Section 110 Plan for Historic Era Properties (Plan) is being submitted to the State Historic Preservation Officer and Advisory Council on Historic Preservation for review and acceptance. This Plan includes the Forest's proposed scope, priorities, and schedule for achieving measurable progress in compliance with Section 110 of NHPA.

1. LEGAL AND MANAGERIAL CONTEXT

The Heritage Resources program on the Forest is managed in conformance with the following authorities: Antiquities Act of 1906 (34 Stat. 225; 16 U.S.C.431-433), Historic Sites Act of 1935 (49 Stat. 666; 16 U.S.C. 461-467), National Historic Preservation Act of 1966, as amended (80 Stat. 915 et seq.;16 U.S.C. 470 et seq.), National Environmental Policy Act of 1969 (NEPA), as amended (83 Stat. 852 et seq.; 42 U.S.C. 4321-4347), Archaeological and Historical Data Preservation Act of 1974 (88 Stat. 174; 16 U.S.C. 469), American Indian Religious Freedom Act of 1978 (92 Stat. 469; 42 U.S.C. 1996), the Archaeological Resources Protection Act of 1979, as amended (93 Stat. 721et seq.; 16 U.S.C. 470 et seq.); and the Native American Graves Protection and Repatriation Act of 1990 (104 Stat. 3048-3058; 25 U.S.C. 3001-3013). In addition to these laws, management direction and land allocations for the Forest are found in the Stanislaus National Forest's Land and Resource Management Plan.

Project inventory, historic property evaluations (i.e., National Register of Historic Places), and other activities are performed as prescribed by these laws and their corresponding regulations, by guidance provided from the Department of Interior, and Forest Service policy. One of the principal laws affecting Forest management of heritage resources is the National Historic Preservation Act of 1966, as amended. This law and implementing regulations direct that heritage resources on Federal lands be inventoried, evaluated and conserved. Other laws, such as the Archaeological Resources Protection Act, prohibit unauthorized artifact collection and vandalism to archaeological sites.

Heritage resource inventories and studies are currently utilized to identify and record heritage resource sites located on the Forest. These sites are identified utilizing on-the-ground surveys related to Forest Service activities, as well as conducting literature reviews and interviews with local citizens. Significant heritage resources on the Forest include prehistoric and historic sites and locations which have contemporary values for local Indians.

The majority of heritage resource inventories tend to be conducted for any area on the Forest which will be either directly or indirectly affected by a project including timber sales, road building, and any other activities which have a potential to affect heritage resources. These areas are intensively surveyed for heritage resource sites. When necessary, interviews are conducted with individuals who might have knowledge concerning historic or contemporary values within the project area.

Maintenance and conservation of heritage resource properties heavily depends on project-level identification and assessments. The Forest regularly consults with the State Historic Preservation Officer (SHPO), and the Advisory Council on Historic Preservation (ACHP) as needed, for all proposed undertakings. In cases where heritage

resource properties might be affected by a project, the Forest follows consultation procedures outlined in 36 CFR 800.

Evaluation of heritage resource properties will continue in the future in response to Forest projects. Impacts from proposed from Forest projects will be managed through avoidance, mitigation, and data recovery. Enhancement and interpretation have become increasingly important on the Forest in recent years, and this trend will continue. This enhancement and interpretation of historic properties is likely to contribute to increased visitor use.

2. HERITAGE PROGRAM OVERVIEW

The Stanislaus National Forest has had a heritage resources program since 1972. During the first decade, the Stanislaus National Forest embarked on its responsibility to undertake a program to identify historic properties under its jurisdiction and control (Sec. 110(a)(1)). Contracts were let in order to survey Timber Compartments for cultural resources. Emphasis was then focused on using the information from these contracts in order to provide information to be used in environmental assessments required under the National Environmental Policy Act of 1969 (42 U.S.C. 4321-4337). From 1987 to 1993, the Stanislaus was besieged by the Complex Fire (143,000), a major bark beetle infestation, and a series of smaller fires occurring approximately every other year. These events had a profound effect on the heritage program that included a major emphasis on Section 106 compliance for Forest undertakings eg. survey, recordation, deferred site evaluations, and a heavy reliance on flag and avoid with little time for anything else. The past five years has seen a gradual shift from this intensive project-support role towards a multi-faceted program that not only provides environmental assessment and landscape analysis information, but also is moving towards providing greater customer services to the public, particularly in interpretation, public participation in heritage resource studies, education, and the enhancement of historic properties.

The Stanislaus National Forest spans the central Sierra gradient from the foothills to the crest, an elevation change of over 8,000 feet. The discovery of gold in the foothills in 1848 brought irredeemable change to the Sierran people and ecology. The Stanislaus National Forest abounds with prospecting holes, amorphous tailings piles and ditches - fleeting reminders of this short lived but fervent period. Because the lure of gold brought miners from the world over, Stanislaus National Forest has important examples of these cultural influences, such as arrastras from Sonora, Mexico. The gold rush was soon eclipsed by supporting industries and Stanislaus National Forest has significant examples of logging camps, railroad grades, trestles, cow camps, homesteads and scenic attractions, including historic recreational residences.

As of 1997, approximately two thirds of the Forest (643,509 acres) has been surveyed and 5,931 properties have been recorded. National Register of Historic Places (NRHP) evaluations have been completed on 509 properties. Of these, approximately 169 properties have been determined eligible for the NRHP. Examples of eligible properties include archaeological sites consisting of seasonal encampments, ethnographic villages, lithic quarry and trade site, historic mining sites (ditches, arrastras and mines), historic railroad logging associated sites (camps, trestles etc.) historic log cabins, Forest Service administrative buildings, and historic trails. As the majority of the acres yet to be surveyed are located within the Forest's two wilderness areas (Carson-Iceberg and Emigrant) other roadless and near natural areas, few project-related heritage resource surveys had been undertaken in the past, and little is known of the historic properties which may be present in the higher elevations of the central Sierra. Data deficiencies in these areas include few recorded properties, systematic survey data, and credible estimates on the heritage resource sensitivities which are likely to be present.

Deficiencies in the Forest's heritage resource data base include the lack of systematic survey data useful for developing predictive historic land use models, a backlog of recorded sites to be evaluated and nominated and tailored research designs to systematically evaluate the significance or research potential of individual sites or classes of cultural properties. During the 1987 - 1993 era, inventory and site recordation activities were greatly

accelerated and provided the Stanislaus a vast wealth of primary site and locational information. However, due to this era, the Stanislaus was left deficient in Section 110 obligations including developing a Forest overview, research designs, evaluations, research, preservation etc. Recognizing this, the Stanislaus has made an effort in the last 4 or 5 years to move in this direction and this Plan is focused on these needs.

All cultural properties are protected in accordance with current laws and regulations until such time as property-specific evaluations, which determine their relative importance, are completed. Cultural properties are specifically evaluated using established criteria, research designs and other individual values including complexity, determining integrity, pertinence to existing and probable future research domains, and conveying historic values. Sites determined to be significant, or formally determined to be eligible for the National Register of Historic Places, are protected from damage that could occur from normal management activities, and are periodically monitored to assess their condition. Significant sites are not interpreted without a management plan which provides for close monitoring to prevent deliberate or inadvertent vandalism.

Although few specific sites have been identified within the Forest as having ceremonial or spiritual significance to Native American populations, the inventories have identified several areas having cultural and historical importance. These sites will be managed for protection in consultation with relevant parties as indicated by site and project evaluations.

3. HERITAGE RESOURCE MANAGEMENT GOALS AND OBJECTIVES

The Stanislaus National Forest's long-term heritage resource management goals and objectives are set forth in the its Land and Resource Management Plan (1995) (LRMP) and goals and objectives for prehistoric properties are included within the FARM HPP. Short-term goals and objectives relating to Section 110 of the National Historic Preservation Act of 1966 (as amended), and as specified under Section IX.C.5 of the Sierra PA, are identified in the Plan's Priorities and Strategies. Although the long-term goals and objectives listed in the Forest's Land Management Plan cover its 50 year planning period, the Schedule more precisely defines those goals and objectives established for the 10 year period following implementation of the Sierra PA (1998-2008).

Long-term goals and objectives include broader program responsibilities required by law or regulations, and other program activities that the Forest wishes to emphasize. The Forest's long-term heritage resource goals are: "To inventory, evaluate, and manage heritage resources to prevent loss or damage to cultural values; to integrate significant resources into multiple use management; to gain scientific knowledge and management data about them; and to interpret for public benefit and appreciation."

The Forest's Land and Resource Management Plan includes standards and guidelines that provide management direction applicable forest-wide. While these standards and guidelines have been used to develop the Forest's goals and objectives for its Section 110 Plan, the Plan encompasses much broader and relevant objectives particularly for activities other than evaluations, nominations, and monitoring which are emphasis areas under the Sierra PA.

4. SECTION 110 PLAN PRIORITIES AND STRATEGIES

To differentiate between Section 110 activities that have greater priority than other goals and objectives under the Sierra PA, and to provide overall guidance, two categories have been established. Category 1 (refer to Table 1) includes three elements emphasized in the Sierra PA: evaluation, nomination, and monitoring. These three elements also represent the Forest's priorities as they have been identified as elements in which the Forest is most deficient. Category 2 includes those Section 110 elements the Forest also wants to emphasize during the Plan's 10 year period. However, the goals and objectives are more thematic and general. In this manner, the interests and objectives of all parties to the Sierra PA can be addressed during the 10 year assessment period. Yearly

targets in Category 1 are considered firm commitments provided the Forest receives adequate budgets to accomplish them over the 10 year period. Objectives in Category 2 also are Forest commitments, but maybe more susceptible to changing budget, program, and Forest priorities.

Critical to the long-term success of the Forest Heritage Resource Program, are basic needs and issues. These prerequisites include stable funding, professional standards, training and job development. Agency and regional direction, Forest priorities, and budget will all affect the Forest's ability to meet these targets during the Plan's 10 year period.

The Region's Annual Complexity and Accomplishment Report will be used to assess the accomplishments in this plan. This report requires individual Forests to identify section 106 and Section 110 accomplishments for the fiscal year. This reports will allow the Stanislaus to also track accomplishment for this plan. Progress will be tracked by comparing this goals and priorities identified in this plan with actual yearly accomplishments. Strengths and weaknesses form the year will be qualified in order to plan the next year's program of work. This progress will be included and discussed within each subsequent P.A. Annual Report.

NRHP Nominations

The Forest's goal of completing twenty National Register of Historic Places nominations during the Plan's 10 year assessment period would represent a significant increase because only four NRHP nominations have been previously completed on the Forest. The Forest is particularly interested in nominating properties that are designated Special Interest Areas, of interest to the public and amenable to interpretation. Possible candidates on the Forest include Reynolds Camp, Ethnographic villages, etc. NRHP nominations will follow the procedures established by the National Park Service, Department of Interior (36 CFR Parts 60 and 63).

Evaluations of eligibility and/or cultural values of heritage resources

As of 1997, determinations of eligibility had been completed on a total of 509 properties. Significant progress in completing NRHP eligibility determinations over the Plan's 10 year assessment period has been projected by the goals listed in the Schedule (Table 1). This element is the Forest's primary goal and great emphasis will be placed, within the first three years of this plan, to initiate a program for evaluations. This program will develop research design for classes of properties, thematic studies and multiple property listing. The Forest will employ existing systematic approaches to evaluation (e.g., California Archaeological Resource Identification and Data Acquisition Program for Sparse Lithic Scatters and Bedrock Milling Stations) and existing thematic approaches such as the Contextual Evaluation Plan for the West Side Discontiguous District. Two goals during the first three years is to develop thematic approaches to evaluate water conveyance ditch systems and complete the backlog of recreation residence evaluations. As much emphasis will be placed on building systematic approaches to evaluations in the first three years, the number of evaluations are less than anticipated in future years. However, the Forest will also look for opportunities to complete more property evaluations during the 10 year period. NRHP evaluations will employ criteria at 36 CFR 60.4. The SHPO, and the Keeper of the NRHP as necessary, will be consulted for eligibility determinations.

Monitoring

Under the Sierra PA, monitoring may be undertaken to: (1) verify the effectiveness of Standard Resource Protection Measures; (2) identify properties; (3) evaluate Certified Archaeological Surveyor work; (4) assess the condition of historic properties; and (5) provide information regarding possible illegal disturbance or destruction of historic properties. The Schedule includes goals for those categories that require regular monitoring, and provisional thresholds for circumstances that would then warrant monitoring.

Table 1
YEARLY PROGRESS FOR ASSESSMENT PERIOD

ACTIVITY/YEAR	1	2	3	4	5	6	7	8	9	10	TOTAL
Nominations	1	1	2	2	2	2	2	2	2	2	18
Evaluations	10	10	10	40	40	40	60	60	80	80	430
Monitoring											
1. Undertakings with Properties	<10% per year>										
2. Identification	<As needed>										
3. CAS Projects	<10% per year>										
4. Historic Property Condition	<12 per year>										
5. ARPA	<As needed>										

Integration of Heritage Resources in Ecosystem Management

Articulation of the FARM direction regarding the importance of resource integration during the initial landscape analysis process, NEPA and LRMP revisions can easily be expanded to include historic era properties (Unit I, Vol. A (1.6.3) and (2.4.1)). Since about 1994, the Forest began to make significant strides in taking a holistic approach to sustainable land use. Heritage resource managers have increasingly become involved in landscape analyses through this inclusive management paradigm, implementing FARM principles, and exercising the relevancy of cultural properties to past, present and future land use practices. As stated in the FARM:

It is imperative that Cultural Resource Management programs redefine their roles and objectives to align philosophically and procedurally with Ecosystem Management and Research directions. The FARM attempts to forge the first strong link between natural and heritage resource management, under the umbrella of Ecosystem Management and Research (2-21).

For purposes of the Interim Section 110 Plan for Historic Era Properties, the Forest will continue to follow procedures for identifying cultural values associated with ecosystems in a manner consistent with the FARM HPP. Stanislaus HRM team potential contribution to ecosystems management is immense, yet virtually untapped. In 1995, RO heritage program leaders helped frame *Sustaining Ecosystems: A Conceptual Framework*. This regional treatise incorporated the cultural/social dimension into the sustainability of ecosystems. More recently, a group of heritage leaders embarked on framing a separate conceptual framework on the human dimension and sustaining ecosystems. With these standards and guidelines, the Forest can make even greater strides towards integrated forest management.

Research Interests

Research values relate to the past and present body of information concerning important research topics for the region. The research values of archaeological resources can change through the accumulations of additional information and the way in which archaeological information is organized and interpreted (FARM: 2-42)

One of the Forest's heritage goals in 1998 is to enter historic and prehistoric site data into the Geographical Information Systems' (GIS) data base. Data organization is essential toward building a comprehensive heritage program including the identification and management of research values. At its most basic level, this data can be

manipulated into linking historic sites based on common attributes - class, theme, time etc. The application of linking historic properties presents unlimited opportunities to identify research interests and potential at local and regional scales.

Stanislaus NF contains numerous historic properties under several major themes, notably: Mining, Logging Operations, Cattle Grazing, Homesteading and Water Impoundment. Although only a handful of sites within these themes significantly convey their place in time, the Forest abounds with lesser sites containing repetitive information sets, and, which have yet to be evaluated. Under the Interim Section 110 Plan for Historic Era Properties the Forest will continue to evaluate sites using mini-research designs and localized contextual histories, until the Forest Historic Overview is developed. The Forest has moved ahead, however, in researching, evaluating, and interpreting the Sugar Pine Railway and West Side Railway, thus facilitating the evaluation of contributing and noncontributing railroad segments. Public interest and participation in the railway systems has led to its protection and use as a network of forest trails.

The FARM discusses incorporating research values into a wider context of planning and management, such as Ecosystems Management and Research. This discussion is totally appropriate regarding historic property research issues as well. As public land managers, Stanislaus NF is interested in identifying the desired (future) condition of a particular landscape, and moving the land via certain forest health projects towards the desired condition. In this respect, Forestwide research interests would be directly tied to historic land use patterns, fire histories, and climatic shifts which influence the Sierran ecology. By focusing on the methodologies of identifying and managing research values, the FARM is inclusive in its applicability to historic resources. The Forest fully intends to continue with this management consistency by applying FARM principles and objectives to the research interests of historic properties in its Interim Plan.

Resource Protection, Stabilization and Restoration Needs

In the formative years of Stanislaus' heritage preservation program, a concerted effort was made to identify historic and prehistoric properties and maintain a management inventory of documentation developed in the identification program for use in management, including an inventory of evaluated properties, information on properties that have not yet been evaluated, general background data, and information on the overall conduct and status of the identification program (Section 110(a)(1)). Although large scale survey contracts from these early years still form the basis of Forest site inventories, site evaluations and nominations to the National Register of Historic Places (NRHP) were consistently deferred in the process of managing resources within a multiple use context on public lands. Unfortunately, in the years that followed, the Forest spent more time avoiding sites under Section 106 than identifying potential positive uses for sites in ways that would advance both agency purposes and preservation of the properties under Section 110.

With over twenty years of managing sites seemingly frozen in a "potentially eligible" state, and with the processes outlined in the PA and the FARMs management-oriented regional research design, the Stanislaus is beginning to chip away at its site inventory. The dilemma facing public land managers until now, was how to realistically apply "black and white" preservation law to resources under multiple use land management. Resource protection activities to date have focused mostly on "flag and avoid" practices regardless of true protection needs. The FARM provides a greater latitude for site protection options by proposing site treatment measures commensurate with the actual effects of the undertaking. In reviewing the 1997's resource protection program under the terms of the Sierra PA, it was obvious that resource management was more professionally rewarding as the HRM team worked in cooperation with project proponents towards site protection.

Under the Interim Section 110 Plan for Historic Era Properties, the Forest intends to accelerate its site evaluation program, as listed in Table 1. This process will be directed under a range of management options provided in the FARM's resource protection strategies. As mentioned, these treatments offer a balanced approach to resource

protection through conservation, protection, stabilization, interpretation, or releasing from management concerns all together. In this respect, the Forest can begin to focus its protection needs on sites identified as remaining a part of the public trust.

Public Participation, Environmental Education and Interpretation

Stanislaus Heritage Team has increasingly responded to civic, school, and community requests for presentations, tours, talks and field trips. The Forest's 1997 PIT projects were specifically designed to be open to all community volunteers and avocational archaeologists in addition to formal applicants. The heritage team brought positive press to an otherwise controversial year for the Forest, with several heritage community relations making local headlines. The goals for the Stanislaus National Forest are to continue and increase it's strong program in public participation and interpretation for the years under this interim plan. The HPP will develop a comprehensive program for this arena.

In addition to the team's enthusiasm for program visibility, the Forest will continue to maintain its trust responsibilities with local tribes, whose interests cover both archaeological and historic properties. Efforts in both public participation and tribal consultation will continue to focus on early involvement and building trust through positive projects. The Forest will also continue the work with local historic preservation partnerships such as Friends of the Sierra Nevada Logging Museum to procure artifacts for the museum, or the Bourland Trestle Partnership to work on trestle stabilization and trails building. The Forest intends to maintain program visibility with an additional PIT project scheduled for 1998 along with on-going responses to public need. The long term goal for the PIT Projects is to average two project a year. The short term goals of a site evaluation and data analysis program will allow the Forest to target sites for their potential positive use regarding environmental education and interpretation. These goals reflect a stable output of program visibility greater than or equal to previous years. This will allow for the program's expected increase in site evaluations, while still balancing public need for quality educational programs.