

USDA Forest Service
Gifford Pinchot National Forest
Existing Information Analysis
For
Heritage Resources

Public Version Prepared by: Rick McClure

Date Last Edited: December 7, 2004

Abstract

Past human use of the Packwood Lake Hydroelectric Project area included seasonal late-prehistoric occupations, historic-period use by local Taidnapam people for fishing and berry collecting, and historic period recreational use by non-native settlers and their descendants. Historic uses also included preliminary hydroelectric project development by the Valley Development Company, ca. 1906-1912, and subsequent Forest Service administrative activities. Fifteen heritage resource properties have been identified in the project area as a result of previous Forest Service survey projects, three of which are eligible to the National Register of Historic Places. The analysis of existing information indicates that additional inventory and evaluation of heritage resources will be necessary before overall project effects are assessed. Field data from two archaeological sites suggest that inundation and pool level fluctuation are resulting in site damage through erosion and soil loss.

I. Existing Situation

The purpose of the EIA is to describe continuing effects of project operation on heritage resources and establish additional study needs where information is incomplete. Heritage resources are districts, sites, buildings, structures, and objects that contain evidence of past human activities. They include historic and prehistoric sites and properties of traditional religious and cultural importance (TCPs).

Heritage resources within and immediately adjacent to the Packwood Lake Hydroelectric Project area include several prehistoric and historic-period archaeological sites, historic features associated with early hydroelectric development efforts, and a historic log cabin once used as a Forest Service ranger station. Tribal consultation with representatives of the Yakama Nation and Cowlitz Indian Tribe regarding the significance and management of these resources was initiated in April 2004. Completion of the heritage resource inventory and evaluation process is expected in 2006. Preliminary results indicate that project operations permitted under FERC are adversely affecting site integrity at two archaeological site locations.

Packwood Lake Hydroelectric Project
FERC Project No. 2244

Cultural History

Archaeological evidence demonstrates Native American use of the Packwood Lake area in the late prehistoric period, as early as ca. AD 850. The cultural affiliation of the prehistoric people who used the lake basin is not known, but evidence suggests continuity with historic period inhabitants of the upper Cowlitz River watershed. In the early 19th century, the project area lay within the territory of the Taidnapam, or Upper Cowlitz Indians. Taidnapam settlements were scattered along the upper Cowlitz River, and included *chawachas*, at present-day Packwood. Taidnapam use of the Packwood Lake basin is well-documented. Jim Yoke, a local Taidnapam elder in 1920s and 1930s, recorded the original name of the lake as *cuyu'ik* (Jacobs 1934:231). The earliest known map of the lake shows the name as Ackushnesh Lake (Cunningham 1910).

Packwood Lake was important to local native people for its resident trout (*ay'witcin* or *aytmín*). Taidnapam oral traditions recorded in the early 20th century include two variations of a legend regarding the introduction of trout to the lake (*Chehalis Bee-Nugget* 1909, Yoke 1934). Fishing occurred from late May to early July, when trout entered streams around the lake to spawn, and likely involved the use of small weirs or basket traps. Racks were set up over fires to dry the fish; some were also skewered and roasted (McClure 1987a). In late summer, native people also visited the lake to pick huckleberries (Kiona 1965). Huckleberry patches were probably located on south facing slopes and ridges around the lake. Taidnapam use of the lake in the period ca. 1820-1850 included the occupancy of one or more temporary camp locations (McClure 1987a:10,12).

The decline of traditional use at Packwood Lake seems to coincide with the initial period of Euroamerican settlement in the upper Cowlitz River “Big Bottom” area. By 1900, local settlers were attracted to the lake “for recreation and pleasure as well as to catch large amounts of fish” (PCSP 1954). The potential for hydroelectric power generation was seen as early as 1906, when the Valley Development Company (VDC) began feasibility study surveys. The VDC ultimately planned construction of a 100-foot high dam near the outlet of Packwood Lake with a flume to transport water to a generating plant near the present community of Packwood. The company planned to sell electricity to the City of Tacoma. Construction began in 1910, but was subsequently suspended when City of Tacoma officials determined the project was unfeasible (PCSP 1954).

Recreational use of the lake continued to increase throughout the 20th century. In 1917, the Forest Service established a public campground at the lake. A tent camp resort opened in 1921 under permit to the Forest Service, offering meals and rowboats for rent. Cabins eventually replaced the tents, and a lodge was built by the resort operator in 1937. Although the lodge burned in the 1970s, the resort facility continued operation until 1991. As early as 1917, the Forest Service established an administrative presence at the lake, using a former VDC cabin as a seasonal ranger station. During the summer, a forest guard was stationed at the lake to conduct fire patrols, trail maintenance, and general recreation management activities. Following construction of the Packwood Lake Hydroelectric Project in 1963, a new Forest Service guard station was built at the lake. Recreational use grew considerably after the dam was completed.

Previous Heritage Surveys

Since 1980, a series of heritage resource surveys have been conducted within the immediate vicinity of the Packwood Lake Hydroelectric Project. All were carried out by Forest Service personnel in conjunction with specific agency projects at Packwood Lake and along the penstock route.

Packwood Lake Hydroelectric Project FERC Project No. 2244

Initial inventory of heritage resources at Packwood Lake involved 1982 site visits to document Packwood Lake Guard Cabin (#1166), a log cabin built in 1910 by the Valley Development Company for their construction camp. The cabin later served as a Forest Service ranger station. Documentation was for purposes of a National Register of Historic Places nomination (McClure 1982). The historic cabin was determined eligible to the National Register of Historic Places and the Washington State Historic Preservation Officer (SHPO) concurred with the agency finding. Although nominated, the property was never listed on the National Register. Formal notice of the nomination was published in the *Federal Register* in August 1982.

Prehistoric lithic artifact material was identified on the ground surface at one lakeshore locality in 1986, and the site documented as archaeological site 45LE285. A more detailed investigation of this site was conducted in April and May of 1987 for a Forest Service project. The 1987 survey included test excavations (McClure 1987a). A significance evaluation determined that the archaeological site was eligible to the National Register of Historic Places (McClure 1987b). Additional test excavations were conducted in August 1987. Excavations produced quantities of prehistoric artifact material from a stratum beneath Mount St. Helens subset *Wn* tephra. Early 20th century artifacts were recovered from the stratum overlying the tephra. Analysis of artifact material from the 1987 test excavations was conducted by Jeffrey A. Markos, and reported in his 1990 Master's thesis, subsequently published by the Forest Service (Markos 1990).

Despite the extensive sampling of archaeological site 45LE285 in 1987, horizontal limits of the subsurface cultural material remained undefined. In 1991, a cultural resource survey was conducted by Forest Service archaeologist Janet Liddle in conjunction with another Forest Service project at Packwood Lake. The location of the project raised concerns about the boundaries of the site. Liddle directed a field crew in the excavation of 54 subsurface probes designed to identify the horizontal extent of subsurface artifact material. On the basis of this project, it was determined that archaeological site 45LE285 covers approximately 1,575 m² (0.4 ac.), along the shoreline at Packwood Lake.

In 1992, a survey was conducted in conjunction with a re-evaluation of the special use permit for Packwood Lake Resort. Forest Service archaeologist Dale Fournier conducted the survey of the 4-acre former resort area. Fournier (1992) documented the history of the resort, and recorded extant historic period features visible within the resort area. Features were primarily leveled areas and foundations associated with former resort cabins. Some scattered glass and wood artifact material was also noted. The resort site (USFS #13102102) was found ineligible with respect to National Register of Historic Places significance criteria. The State Archaeologist, representing the State Historic Preservation Officer, concurred with the agency determination.

Two previous cultural resource surveys have involved portions of the pipeline route and penstock west of Packwood Lake. The reconnaissance survey for the Snyder Line Timber Sale, conducted in 1980, identified historic features associated with ca. 1910 hydropower development activities of the VDC. The 1990 cultural resource survey for Pack Rat Salvage Timber Sale identified additional historic features, including the flume bed, tramway grade, and trail constructed by the VDC (Liddle 1990). Investigators noted that the historic tramway "has been thoroughly disturbed" by the 1960s installation of the penstock from Packwood Lake.

The most recent heritage resource survey in the project vicinity was carried out as part of an effort in 2004 to restore the historic Packwood Lake Guard Cabin.

Summary of Heritage Resources

Previous heritage resource have resulted in the identification of multiple heritage properties in and adjacent to the project area. Most of the properties, including sites and features associated with the early hydroelectric development of the Valley Development Company (Table 1), have

Packwood Lake Hydroelectric Project
FERC Project No. 2244

only minimal documentation. By contrast, relatively extensive test excavations and several projects involving archaeological site 45LE285 have resulted in a larger documentary record. A total of fifteen heritage resources are currently on record with the inventory database maintained by the Heritage Program, Gifford Pinchot National Forest. Seven of these properties are the physical remains of structures, features, facilities, and worker use of facilities built by the VDC between 1909 and 1912. Two prehistoric archaeological sites, one isolate prehistoric artifact, and a historic-period peeled cedar tree have also been recorded along the lakeshore. Three other identified sites, reported only in surveyor field notes, are associated with early 20th century fisheries management activities by the State Game Department. These include a reported cabin site and two fishtrap features. The only extant historic structure or building in the project area is the Packwood Lake Guard Cabin (#1166), a log cabin built by the VDC in 1910 and subsequently used as a seasonal ranger station by the Forest Service.

Although Native American use of the project area in the 19th century is well-documented, no traditional cultural properties (TCPs) have been identified. A comprehensive inventory of ethnographic sites within Gifford Pinchot National Forest, conducted between 1992 and 1995, acknowledged traditional use of the lake, but identified no specific cultural places (Hajda et al. 1995). Traditional fishing sites presumably correspond with the mouths of each of the four trout spawning streams entering the lake, including Upper Lake Creek, all of which are within the project APE. Traditional berry patches were likely on mountain slopes or ridges above the lake, outside the project APE. Base camps for berry picking, however, may have been along the lakeshore.

Table 1. Heritage Resources, Packwood Lake Hydroelectric Project APE

FS number	Name	Significance	Reference
13092303	VDC telephone line	not evaluated	Liddle 1990
13092304	VDC tramway hoist house	not evaluated	Liddle 1990
13092305	VDC road and flume bed	not evaluated	Liddle 1990
13092401	VDC road/flume bridge	not evaluated	Liddle 1990
13092601	VDC Smoothrock Cr. Bridge	not evaluated	Liddle 1990
13102101	Packwood Lake Guard Cabin	NRHP -eligible	McClure 1982
13102102	Packwood Lake Resort	not eligible	Fornier 1991
13102103	Big Sleep Peeled Cedar	NRHP-eligible	Freymond 1992
13102104	Packwood Lake Stock Barn	not evaluated	Liddle 1991
13102115	Archaeological Site 45LE285	NRHP-eligible	McClure 1987
13102801	Fishtrap	not evaluated	McClure 1982
13102802	Game Department Cabin site	not evaluated	McClure 1982
13102803	Cuyu'ik Archaeological Site	not evaluated	Jensen & Liddle 1987
13102804	Lithic isolate artifact	not evaluated	Jensen 1988
13103301	Upper Lake Creek Fishtrap	not evaluated	McClure 1982

II. Forest Plan Direction

Law, regulation, and policy are the framework of the land and resource management plan. Each is summarized below as they pertain to heritage resources.

Packwood Lake Hydroelectric Project
FERC Project No. 2244

Federal Law

The National Historic Preservation Act (NHPA) of 1966 established the federal government's policy and programs on historic preservation. Section 106 of the Act requires federal agencies having direct or indirect jurisdiction over a proposed Federal or federally assisted or permitted undertaking, to take into account the effects an undertaking may have on historic properties listed on or eligible for the National Register of Historic Places.

Besides the NHPA, a number of additional legislative and executive orders direct consideration of the cultural environment on National Forest System lands and are relevant to the current project, including the American Indian Religious Freedom Act of 1978 (AIRFA), Executive Order 11593 (1971), Executive Order 13007 (1996), and the Native American Graves Protection and Repatriation Act of 1990. Each of these laws and E.O.s are briefly discussed below.

AIRFA (P.L. 95-341) states that it is the policy of the United States to protect American Indians' right to believe, express and exercise their traditional religions, including but not limited to "access to sites, use and possession of sacred objects, and the freedom to worship through ceremonials and traditional rites". AIRFA reaffirms the responsibility of federal agencies to evaluate their policies and procedures with the aim of avoiding infringements on Indian religious freedom, and to make a good faith effort to consult with Indian people about protecting Indian religious cultural rites and practices.

Executive Order 11593 requires agency heads to locate, inventory, and nominate all eligible cultural resources to the NRHP and exercise caution until these inventories and evaluations are complete to ensure that no eligible federally owned property is transferred, sold, demolished or substantially altered. The order outlines procedures for meeting the inventory requirements of NHPA and NEPA and established the principal of "interim protection" which states that, until a resource has been evaluated, it must be treated as if it were eligible for the National Register of Historic Places.

Executive Order 13007 mandates that federal agencies protect and accommodate access to and ceremonial use of Indian sacred sites by Indian religious practitioners. The order also mandates that agencies avoid adverse physical effects to such sites to the extent practicable and that they maintain the confidentiality of sacred sites. The executive order affirms that federal agencies should give reasonable notice of proposed actions or land management policies that may restrict future access to or ceremonial use of, or may adversely affect the physical integrity of, sacred sites.

The Native American Graves Protection and Repatriation Act [NAGPRA] (P.L. 101-601, implementing regulations at 43 CFR 10) addresses the rights of lineal descendants and members of Indian tribes, Alaska Native, and Native Hawaiian organizations to retain certain human remains and precisely defined cultural items. It covers items currently in federal repositories as well as future discoveries. Federal agencies must consult with the most likely direct descendant or a culturally affiliated tribe or organization where an undertaking may affect an Indian grave site.

Regulation

The principal Federal regulations governing protection of historic and cultural properties are embodied in 36 CFR Part 800, the implementing regulations of the National Historic Preservation Act. The regulations provide requirements for the inventory and evaluation of cultural resources, evaluation of project effects, and resolution of adverse effects. Requirements for consultation are also included in the regulations, including revisions of 1999 and 2004.

Packwood Lake Hydroelectric Project
FERC Project No. 2244

Federal Energy Regulatory Commission responsibilities regarding compliance with federal cultural resource law are set forth in 18 CFR 4.51(f)(4).

Policy

USDA Forest Service policy regarding heritage resource management is set forth in the Forest Service Manual, Chapter 2360, Part 2361. Policy calls for the management of cultural resources as a nonrenewable resource to maintain their scientific, historical, and social integrity, following the requirements of NHPA. Forest Service policy also calls for the use of cultural resources for educational, scientific, recreational, and other public purposes consistent with management requirements. Section 2361.21 outlines steps to ensure that cultural resources are preserved in place whenever possible. Policy under this section also includes direction to complete management plans for significant historic properties.

Operational policies and direction are set forth in a 1997 Programmatic Agreement among the USDA Forest Service, Washington SHPO, and the Advisory Council on Historic Preservation regarding management of heritage programs on National Forests in Washington.

Forest Plan

The Gifford Pinchot National Forest Land and Resource Management Plan Amendment 11 (1995:2-25 to 2-27) provides management direction for all National Forest System lands and their associated resources directly affected by or within the vicinity of the Packwood Lake Hydroelectric Project. Forest-wide standards and guidelines for heritage resources also apply to projects that are permitted, but not performed by the Forest Service. The following pertain to this Existing Information Analysis:

1. Project areas will be examined for heritage resources by a qualified specialist. The inventory will be conducted as early as feasible in the project planning stage.
2. Heritage resource inventory work will be coordinated with the State Historic Preservation Officer.
3. All heritage resources, including sites and structures, will be evaluated to determine eligibility for the National Register of Historic Places.
4. Potential effects of project activities on heritage resources will be assessed.
5. Heritage resources eligible for the National Register will be protected from potential effects of project activities or their historic values conserved through appropriate mitigation.
6. Heritage resources eligible for the National Register will be protected from depredation resulting from public use and natural deterioration.
7. Measures to avoid or mitigate project effects and to protect heritage sites and structures will be developed in consultation with the State Historic Preservation Officer.
8. Suitable heritage resources should be developed and interpreted for recreational use when adequate provisions are available to protect the resource.
9. Specific heritage resource site locations are exempt from disclosure to the general public.
10. Development of heritage resource management plans should be coordinated with local tribes where appropriate.

Packwood Lake Hydroelectric Project
FERC Project No. 2244

11. Traditional food and plant material gathering sites used by Native Americans may be managed for continued production of native roots, berries, nuts, herbs, beargrass, and other plant materials typically gathered from the land.
12. Consultation with affected tribes will be conducted early in the planning process and will occur on a government-to-government basis. Conflicts will be resolved collaboratively, with affected tribes involved in the planning process.

III. Forest Plan Desired Condition

Significant heritage resources will be protected from potential effects of ongoing hydroelectric project activities, depredation due to public use, and natural deterioration. Where this is not possible, historic values will be conserved through appropriate mitigation. Suitable heritage resources should be developed and interpreted for public use.

Rights and privileges under the Medicine Creek Treaty of 1854 for the Nisqually, Puyallup, Squaxin Island, and Steilacoom Indian Tribes and Yakima Treaty of 1855 for the Yakama Nation will be reserved for those groups. Outside of Treaty areas, resource management plans should be coordinated with local tribes where appropriate. Outside and within Treaty areas, traditional food and plant material gathering sites used by Native Americans may be managed for continued resource production.

IV. Need for Change

Analysis of existing information indicates that survey data regarding heritage resources in the project area are incomplete. Archaeological surveys have included virtually all of the lake shoreline, but only a small portion has been examined during periods of pool draw-down. Subsurface sampling was not utilized as a survey strategy except in determining the boundaries of site 45LE285. Previous heritage resource surveys have included about 10-20% of the penstock route.

Fifteen heritage resource properties have been identified in the project area as a result of previous surveys. Half of these are sites and features associated with the early hydroelectric development efforts of the Valley Development Company (VDC). Four sites are associated with prehistoric and historic period Native American use of the lake basin. The remaining sites are associated with other historic uses, including fisheries management, recreation, and early Forest Service administration. Only four of the properties have been formally evaluated in consultation with the Washington State Historic Preservation Officer (SHPO). Packwood Lake Guard Cabin, Archaeological Site 45LE285, and the Big Sleep peeled cedar site have all been determined eligible to the National Register of Historic Places (NRHP). The site of the historic Packwood Lake Resort was found not to be eligible.

Shoreline erosion continues to expose prehistoric and historic period artifact material at site 45LE285. Erosion of site deposits appears related to inundation of a portion of the site following construction of the dam and the subsequent fluctuation of higher lake levels. Detailed mapping and collection of artifact material was conducted within the inundation zone at the site in 1987. Re-examination of the same area in 2004 showed further exposure of artifact material, suggesting that erosion is ongoing. Similar erosion was observed at the *Cuyu'ik* Site, a heritage resource not yet evaluated for NRHP significance. Effects to site 45LE285 indicate a need for change to prevent further loss of historic values. The feasibility of monitoring, site stabilization and other mitigation measures will be assessed during the relicensing process. Similar assessments will be necessary for other heritage resources determined eligible to the NRHP as the process of site inventory and evaluation is completed.

V. USDA Forest Service Interests and Preliminary Objectives

To meet the direction of the Gifford Pinchot National Forest LRMP, the following objectives must be met within the scope of the relicensing process:

1. Complete inventory and significance evaluation of prehistoric, historic, and traditional cultural resources within the project area, to be coordinated with the SHPO and affected tribes.
2. Assessment of project effects to significant heritage resources.
3. Development of a heritage resource management plan for the project, incorporating, as appropriate, monitoring provisions, protective measures, interpretation, and other forms of mitigation.

VI. Study Requests

To assess the ongoing effects of the Packwood Lake Hydroelectric Project to heritage resources and determine any need for change, the following studies are needed:

1. Research design for heritage resource inventory and evaluation, developed in coordination with SHPO, Cowlitz Indian Tribe and Yakama Nation. The research design will serve as a guide to the process of identifying and evaluating heritage resources in the project area. Using background research, this study will provide a framework for survey expectations and field methods, as well as a context for assessing the significance of identified resources.
2. Heritage resource inventory. A comprehensive field survey is needed to identify all archaeological resources, above-ground historic resources, and traditional cultural resources in the project area. The archaeological survey will follow procedures outlined in the current approved heritage resource inventory plan for Gifford Pinchot National Forest. Survey methods will include inspection of high-probability shoreline areas during draw-down periods and subsurface sampling in specified high-probability zones. Site documentation will conform to SHPO and Forest Service standards, to include boundary determination, condition assessment, and collection of data sufficient to make NRHP eligibility determinations.
3. In the event that condition assessments are insufficient to determine overall project effects and need for change, it may be necessary to develop a monitoring plan to collect additional data.

VII. References Cited

- Chehalis Bee-Nugget* [Chehalis, Washington]
1909 Story of Packwood Lake Interesting One to Anglers. 10 December:10.
- Cunningham, Harry 1910 Map of Packwood Lake, dated December 10, 1910. RG 95, Records of the Forest Service. National Archives and Records Administration, Alaska Pacific Region, Seattle.
- Fournier, Dale M. 1993 Cultural Resource Survey Report, Packwood Lake Resort EA. USDA Forest Service, Gifford Pinchot National Forest, Packwood Ranger District. Report on file, Heritage Program, Gifford Pinchot National Forest, Trout Lake, Washington. OAHF Log No. 012093-02
- Hajda, Yvonne, David V. Ellis, John L. Fagan, Douglas C. Wilson, and Bonnie J. Mills
1995 *Ethnographic Sites of the Gifford Pinchot National Forest, Washington, Volume I*. Archaeological Research Investigations Northwest, Inc, Report No. 59. Heritage Program, Gifford Pinchot National Forest, Vancouver, WA.

Packwood Lake Hydroelectric Project
FERC Project No. 2244

Jacobs, Melville M.

1934 Northwest Sahaptin Texts, Part I. *Columbia University Contributions to Anthropology, 19(1)*. Columbia University Press, New York.

Kiona, Mary

1965 Oral history interview conducted by Martha Hardy. Audiocassette copy of original reel-to-reel tape on file, Heritage Program, Gifford Pinchot National Forest.

Liddle, Janet L.

1990 Cultural Resource Survey Report, Pack Rat Salvage Sale. USDA Forest Service, Gifford Pinchot National Forest, Packwood Ranger District. Report on file, Heritage Program, Gifford Pinchot National Forest, Trout Lake, Washington. OAHF Log No. 1664-F-FS-GP-08.

1991 Cultural Resource Survey Report. USDA Forest Service, Gifford Pinchot National Forest, Packwood Ranger District. Report on file, Heritage Program, Gifford Pinchot National Forest, Trout Lake, Washington. OAHF Log No. 1815-F-FS-GP-01.

Markos, Jeffrey A.

1987 Archaeological field notes, test excavations, site 45LE285, August 30, 1987. Original records on file, Heritage Program, Gifford Pinchot National Forest, Trout Lake, Washington.

1990 *Packwood Lake: The Lithic Technology of a Multi-resource Acquisition Site in Southwestern Washington*. USDA Forest Service, Pacific Northwest Region, Gifford Pinchot National Forest, Packwood Ranger District (published MA thesis, Department of Anthropology, Washington State University, Pullman).

McClure, Richard H.

1987a Cultural Resource Survey Report. USDA Forest Service, Gifford Pinchot National Forest, Packwood Ranger District. Report on file, Heritage Program, Gifford Pinchot National Forest, Trout Lake, Washington. OAHF Log. No. 950-06.

1987b *Significance Evaluation of Archaeological Site 45-LE-285, Packwood Lake, Lewis County, Washington*. USDA Forest Service, Gifford Pinchot National Forest, Packwood Ranger District. Report on file, Heritage Program, Gifford Pinchot National Forest, Trout Lake, Washington.

2004 Heritage Resource Survey Report, Packwood Lake Guard Cabin Rehabilitation. USDA Forest Service, Gifford Pinchot National Forest. Report on file, Heritage Program, Gifford Pinchot National Forest, Trout Lake, Washington. OAHF Log. No. 042804-03-USFS-GP.

McKay, Kathy L.

1990 Valley Development Company: Brief History. Ms on file, Heritage Program, Gifford Pinchot National Forest, Trout Lake, Washington.

Packwood Community Study Proceedings (PCSP)

1954 The Valley Development Company. In *Packwood on the March, Part 4, History Committee Report*. University of Washington Community Development Bureau, Seattle.