IDAHO PAHHANDLE NATIONAL FOREST

HERITAGE GUIDELINES

Site Investigation Strategy

2007

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1. INTRODUCTION

These guidelines provide procedural guidance for implementation of the Region 1 Programmatic Agreement (R1 PA) on the Idaho Panhandle National Forest. The R1 PA modifies the standard Section 106 process as outlined in CFR 800 regulations (See Figure 1).

In the past 25 years, archaeologists conducted 1,155 heritage resource inventories on the Idaho Panhandle National Forest resulting in the location of 2,160 prehistoric and historic sites (Appendix D and E). The best measure of success for a survey strategy is the discovery and protection of sites. The 2000 Region 1 Programmatic Agreement (R1 PA) provides autonomy and streamlining for Forests, coming along with increased responsibility and accountability. Responsibilities for the implementation of the R1 PA are delegated to the Zones and the Forest Archaeologist as follows.

Table 1
Delegated Responsibilities of Section 106

Zone Archaeologists	Zone Paraprofessionals	Forest Archaeologists
Initiates Tribal Contact through NEPA Process.		Follows-up on Tribal concerns.
Initiates "No Inventory Decisions" and sends information to SO		Reviews and approves. Maintains file with documentation as memo with report. Prepares Project Completion Memo for District file.
Prepares reports and site forms, including determinations of eligibility, and recommendations for protection, monitoring and determinations of effect.	Prepares reports and site forms.	Reviews and signs all reports and forwards them on to the SHPO for review. Prepares Project Completion Memo for District file.
Conducts subsurface testing for site boundaries. Prepares research design for site evaluation involving subsurface for testing. Catalogs artifacts.	Assists in subsurface testing by Zone or Forest Archaeologist	Reviews testing results for site Reviews and approves research design site evaluation. Transfers all artifacts for curation.
Notifies Forest Archaeologist when sites discovered during project	Notifies Zone or Forest Archaeologist when sites are discovered during project	Makes recommendations for proceeding and assists incident investigations of

implementation or as a result of vandalism. Notifies law enforcement of all heritage resource violations	implementation.	heritage resource violations.
Reviews CR Atlas & notes errors.	Reviews Atlas and notes errors.	Corrects HR Atlas and adds new annual information.
Maintains Zone files and reviews data for errors	Maintains or assists in maintaining Zone HR files.	Maintains Forest site data files
Reviews data base for errors	Reviews database for errors.	Maintains INFRA Data Base
Forwards all contract archaeological work to the S.O. for review.		Reviews all archaeological contractors work.
Prepares PA information.		Prepares and submits annual report to SHPO and RO.

Table 2
The timing of the due dates for submissions on the programmatic agreement

Dates	Zone	S.O.
January	Work on final outstanding reports and site forms for previous fiscal year.	Review and submit to SHPO
February 1	Submit all remaining site forms, & reports forms for previous FY to SO. Work on next field seasons project list	Process for annual reports. Send out letter from Forest Supervisor asking for the next field seasons' projects.
March 1	Submit next field seasons project list to SO.	Submit fiscal year reports to SHPO and Regional Forester. SO to update site file & atlas.

2. COMPLIANCE WITH FEDERAL LAWS

2.1 Laws, Regulations and Direction

Heritage resources include buildings, sites, areas, and objects having scientific, historic, or social values. They comprise an irreplaceable resource relating past human life. The "keystone" legislation of modern heritage resource management is the National Historic Preservation Act of 1966 (amended and expanded in 1976, 1980 and again in 1992). All other heritage resource management laws and regulations support, clarify or expand on the National Historic Preservation Act. Federal Regulations 36 CFR 800, 36 CFR 63, and Forest Service Manual 2360 (FSM 2360) contain the basis of specific Forest Service heritage resource management practices. All of these laws, regulations and direction, guide the Forest Service in identifying, evaluating and protecting heritage resources on National Forest system lands. The Forest Service is required to take into account the effect agency actions has on heritage resources that are either determined to be eligible for inclusion in the National Register of Historic Places (NRHP) or heritage resources that are not yet evaluated for eligibility. Eligible heritage resources are termed "historic properties". Specific locations of historic properties are exempt from disclosure under the Freedom of Information Act pursuant to 5 U.SC. 552(b) (5).

2.2. The Region 1 Programmatic Agreement

The Programmatic Agreement (PA) between Region 1 of the Forest Service, the Idaho State Historic Preservation Office (ISHPO), and the Advisory Council on Historic Preservation (ACHP), was written in consultation with the American Indian Tribes. It allows streamlining of Section 106 of the National Historic Preservation Act (NHPA) in critical ways, giving much more autonomy to individual Forests in working with ISHPO, with less of a role for the Advisory Council on Historic Preservation (ACHP). The terms of that agreement are fully integrated in these guidelines.

The PA specifies that the Forest Archaeologist is "solely responsible for making the professional judgments required in the implementation of this agreement and for overall coordination of the Forest Heritage program". The IPNF Survey Inventory Strategy (SIS) is fully addressed in parts III-IV of these guidelines as per PA Stipulation I. B.

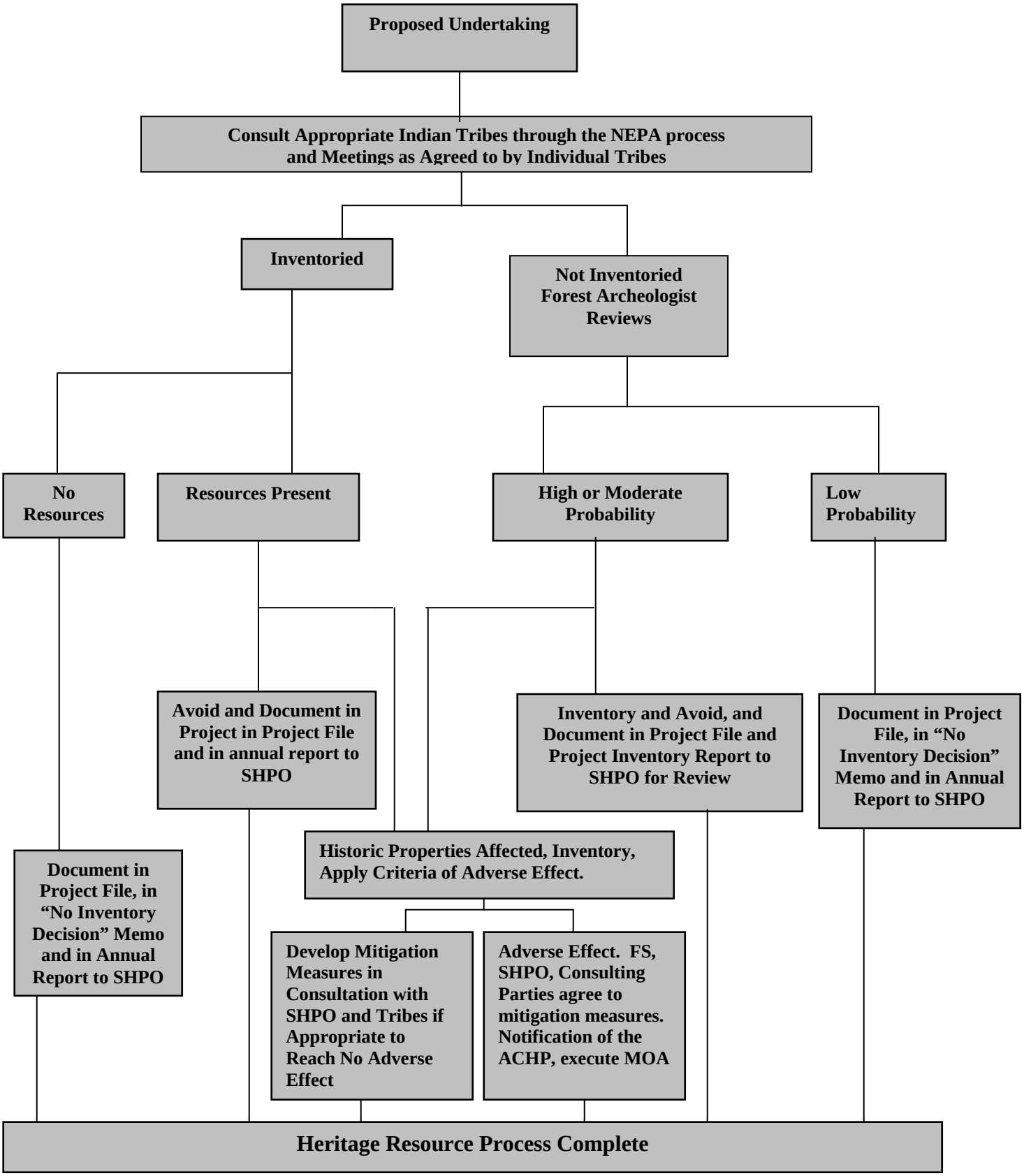
Proposed Undertaking
Consult Appropriate Indian Tribes through the NEPA process and Meetings as Agreed to by Individual Tribes
Inventoried
Not Inventoried Forest Archeologist Reviews
No Resources
Resources Present
High or Moderate Probability
Low Probability
Avoid and Document in Project in Project File and in annual report to SHPO
Inventory and Avoid, and Document in Project File and Project Inventory Report to SHPO for Review
Document in Project File, in "No Inventory Decision" Memo and in Annual Report to SHPO
Historic Properties Affected, Inventory, Apply Criteria of Adverse Effect.
Document in Project File, in "No Inventory Decision" Memo and in Annual Report to SHPO
Develop Mitigation Measures in Consultation with SHPO and Tribes if Appropriate to Reach No Adverse Effect
Adverse Effect. FS, SHPO, Consulting Parties agree to mitigation measures. Notification of the ACHP, execute MOA
Heritage Resource Process Complete

Figure 1: Streamlined Compliance Process

3. TRIBAL COORDINATION

3.1 Region 1 Policy

As articulated in the Region 1 Policy, "The fundamental relationship (federal government and the individual American Indian tribe) is characterized as a government to government relationship. Most of the business between the Forest Service and Tribes is conducted at the local level between the individual tribe and each forest and/or district. Leadership for the Region's Tribal Relations Program has been primarily vested in Forest Supervisors; each forest working as needed with respective tribal governments."

> Our workload is increasing as budgets decrease, and the importance of coordinating with the tribes remains very high. We have common objectives and issues in caring for the land. The tribes also have a full workload managing their affairs so it is important to maintain an effective and efficient working relationship. The leadership of the Forest Service has an ethical responsibility to work with governmental entities and enhance community relationships within the Region. Moreover, as a Government agency, we have significant responsibilities toward American Indian tribes as defined in various treaties, laws, and policies that transcend those required for the general public. Tribes are unique as a political entity. They, unlike county and state governments, are founded in Treaty. The Forest Service has a unique trust responsibility, which we must uphold. Some tribes have reserved rights on National Forest System lands. Maintaining a good working relationship with the nineteen federally recognized tribes within the Northern Region is critical to our success in public land management. Without a strong and coordinated Regional Tribal Relations Program, we may unintentionally limit a valuable and powerful partnership as we implement ecosystem management.

3.2 Legal Responsibilities to Tribes

A number of federal regulatory acts include an increasing role of tribes in the federal decision-making process. These acts include the Archaeological Resources Protection Act of 1979 which requires tribal notification and consultation where requested in regard to proposed removal of artifacts by permit from public lands; the Native American Graves Protection and Repatriation Act of 1990 which recognizes Indian control of human remains and certain cultural objects found on public lands and requiring consultation prior to authorized removal of such items; the National Historic Preservation Act of 1966, as amended in 1992, which more explicitly incorporates tribal involvement into the Section 106 consultation process and clarifies that traditional use sites without physical remains may be eligible for listing in the National Register of Historic Places; the Religious Freedom Restoration Act of 1993 which establishes a higher standard for justifying government actions that may impact religious liberties; Executive Order 12898, 1994 (Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations) focuses the attention of federal agencies on the human health and environmental conditions in minority communities and low-income communities; and Executive Order 13007, 1996 (Indian Sacred Sites) that directs Federal agencies to the extent practicable

accommodate access to and ceremonial use of sacred sites by Indian religious practitioners while avoiding adversely effecting the sites and maintaining the confidentiality of the sites.

3.3 Direction for Conducting Consultation with Tribes

Tribal consultation as spelled out in the R1 PA.

> III. Tribal Participation:
>
> A. When the Forest CR Specialist determines that an undertaking could affect traditional cultural properties important to a Tribe, the Forest shall initiate effective and culturally appropriate consultation with related Indian Tribes and traditional cultural leaders at the earliest stage of the planning process to assist in identification, evaluation and assessment of effects of undertakings on traditional cultural properties. This process meets the intent of 800.3(f) (2) and 800.4(a) (4) in coordination of consultation.
>
> B. Tribal concerns and recommendations derived from the consultation process shall be documented and addressed in the project inventory report and NEPA project file.
>
> C. Throughout the consultation process, Forests shall be sensitive to issues of confidentiality and privacy. Forests will meet the requirements of ARPA, NHPA and NAGPRA to ensure that confidentiality of information related to traditional cultural properties and to cultural site locations is maintained.
>
> D. Participating Forests are encouraged to develop separate memoranda of agreements with appropriate Tribal governments to provide for the disposition of certain human remains and specific classes of cultural material discovered on National Forest System lands consonant with the requirements of the Native American Graves Protection and Repatriation Act. Such memoranda shall also address accidental discovery contingencies. Information copies of any such MOU shall be furnished to SHPO and the ACHP.
>
> E. Participating Forests shall meet annually with appropriate Tribal government officials prior to each field season to review and discuss planned or anticipated land management activities or undertakings; and to gain Tribal input and assistance. The results of such meetings, lists of proposed projects, etc. shall be documented and provided to SHPO.

3.4 Ceded Lands on or Adjacent to the Idaho Panhandle National Forests

The Idaho Panhandle National Forests has a relationship with five tribes. These tribes include the Nez Perce Tribe, the Coeur d'Alene Tribe of Idaho, the Kalispel Tribe of Indians, the Kootenai Tribe of Idaho and the Confederated Salish and Kootenai Tribes of Montana. The recognized rights of these tribes vary with their history and relationship with the United States. Here is some general information concerning Indian treaties from *Forest Service National Resource Book on American Indian and Alaska Native Relations*.

The U.S. Government negotiated treaties with Indian tribal governments for western expansion, to keep the peace, and to add new states to the Union. American Indian treaties were not a grant of rights to tribes, but rather a grant of rights from tribes, with the Indian tribes retaining all of the powers and rights of sovereign nations granted by the tribe pursuant to the treaty or taken from the tribe by Federal statute.

Treaties between the United States and Indian tribes involving grants or cessions of land were not ordinary land transactions where the seller conveys all rights to the property sold to the buyer. In many treaties, however, Indians ceded (relinquished title and interests) to the United States Government, while reserving certain use right to them selves.

Most Federal agencies and Indian tribes prefer to use "ceded lands" to describe areas that a tribe did "cede, relinquish, and convey to the U.S. all their right, title and interest in the lands and country occupied by them". . . at treaty signing or when reservations were established. This does not mean that tribes ceded all their rights. Many tribes reserved rights on ceded lands - there are places where rights remain intact and protected.

Off-reservation (property) rights reserved by treaties on National Forest System lands are very important to Indian tribes. The United States has a duty to protect these treaty rights as these rights are agreed upon by government-to-government agreement, or as defined by statute or court decision.

In some treaties in the Pacific Northwest, the U.S. Government is obligated to protect the tribes' right to access "usual and accustomed grounds and stations" and must assure that the Forest Service actions do not prevent tribes or their members from accessing such locations, exercising tribal rights.

Nez Perce Tribe. Article 3 of the Nez Perce treaty reserves the right to hunt on open and unclaimed lands. It is generally assumed that his right includes Forest Service lands within the tribe's ceded territory. This territory is south of the Idaho Panhandle National Forests.

Confederated Salish and Kootenai Tribes (CSKT). Like the Nez Perce, Article 3 of the treaty covering the CSKT reserves the right to hunt on open and unclaimed lands. The ceded lands of the named tribes concerned are in western Montana and the Northeast corner of the Idaho panhandle or basically the Bonners Ferry Ranger District.

The Kootenai Tribe of Idaho. In a court case (State v. Coffee) the lower Kootenai (which includes those at Bonners Ferry) are considered to be an unnamed party to the Hellgate treaty (the treaty covering the CSKT) and therefore can exercise the rights reserved in that treaty (i.e. the members of the tribe have the right to hunt and fish on open and unclaimed lands in their ceded territory. The ceded territory of the Kootenai includes the northeast corner of Idaho or basically the Bonners Ferry Ranger District.

The Coeur d'Alene Tribe of Idaho. There is disagreement as to whether and to what extent the Coeur d'Alene Tribe retained hunting, fishing and trapping rights in the area ceded to the government in their 1887 and 1889 agreements. To avoid litigation, the tribe has entered into an agreement with the State of Idaho to limit off-reservation hunting and fishing by tribal members. The extent of the ceded lands of

the Coeur d'Alene Tribe includes the Coeur d'Alene and St. Joe Forests from Bayview to the Clearwater/Palouse Divides.

The Kalispel Tribe of Indians. The Kalispel Tribe is not a party to the Hellgate treaty (a branch of the tribe in Montana, the Pend Oreille is a party). Their reservation was established by executive order and they do not have acknowledged off-reservation hunting and fishing rights. Their usual and accustomed hunting and fishing areas included the Priest Lake and Sandpoint Districts.

4. INVENTORY STRATEGY

4.1 What is an "Undertaking"?

The current working definition of undertaking as any "project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a Federal agency, including:

a. Those carried out by or on behalf of the agency
b. Those carried out with Federal financial assistance
c. Those requiring a Federal permit, license, or approval and
d. Those subject to State or local regulations administered pursuant to a delegation or approval by a Federal agency (Section 301 [16 U.S.C. 470w (7)]).

In such cases, we must "take into account the effect of the undertaking on any district, site, building structure, or object that is included in or eligible for inclusion in the National Register" (Section 106 [16 U.S.C. 470f]).

4.2 Procedures for Processing No Inventory Undertakings

There are project types that could be defined as undertakings but have little likelihood of adversely affecting an historic property, either because of the type of project or because of physiographic factors that relegate the project area as a low probability for encountering any heritage resources. An example of the first instance might be the maintenance of a trail in its original tread when no other sites are known to occur. An example of a low probability area might be a steep north facing slope where a small sale unit is being planned and no known sites occur. After conducting a heritage resource overview (that could include file searches and tribal consultation depending on the nature of the undertaking) that results in negative findings, then certain project types might be considered as having little likelihood of impacting heritage resources. These decisions are delegated to the responsibility of the Zone Archaeologist. This decision should be documented in a memo to the Forest Archaeologist and include the project name, type, a copy of the overview, a 1/2"-mile map of the project area, and rationale for a "No Inventory Decision". A copy of the memo should be forwarded to the District Ranger. Upon Forest level review, the Districts may then proceed with the project. The Forest Archaeologist compiles this information in an annual report to the ISHPO (PA part IV A 1).

Another type of "No Inventory Decision" is when previous inventory is considered to be adequate. This is a recommendation made by the Zone Archaeologist and documented in a memo to the Forest Archaeologist and a copy forwarded to the District Ranger.

4.3 Inventory Strategy

When a project is proposed and determined to be an undertaking as defined above, Zones involve heritage specialists in developing the NEPA decision document. A heritage specialist reviews previous historical work, existing archives, overviews, the nature of the project, public involvement, and consults interested Native American groups. The geographic scope of the heritage resource analysis is the "area of potential effects" (APE). This is the geographic area within which a Forest Service project may cause changes in the character or use of historic properties, if any such properties exist.

a. Based on the above information the heritage specialist makes a judgment about the adequacy of existing heritage information to issue a NEPA decision document. If there is insufficient information, the heritage specialist will develop a strategy to correct the deficiency. Once project alternatives are developed, the District defines the "area of potential effects" on historic properties in consultation with the heritage specialist considering both direct and indirect effects. A field inspection of the project area is required where no previous adequate inventory has taken place.

b. The heritage specialist designs a field inspection of the project area to locate all historic properties within the area of potential effects. If historic properties are located in the area of potential effects, they are documented thoroughly in order to made National Register of Historic Places eligibility determinations, provide adequate information for project planning, project redesign or restrictions or designation of sensitive areas where needed. This fieldwork and background research is documented in a report and the heritage specialist coordinates recommendations, actions and monitoring with the project leader and the State Historic Preservation Office(s).

A project has an effect on a historic property when the project activities alter characteristics of the property that qualify the property for inclusion in the National Register. For the purposes of determining effect, alteration to features of the property's location, setting, or use may be relevant depending on a property's significant characteristics and are considered.

A project is considered to have an adverse effect when the effect on a historic property may diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Adverse effects on historic properties include, but are not limited to: physical destruction, damage, or alteration of all or part of the property; isolation of the property from or alteration of the character of the property's setting when that character contributes to the property's qualification for the National Register; introduction of visual, audible, or atmospheric elements that are out of character with the property or alter its setting; and neglect of a property resulting in its deterioration or destruction.

4.4 Background Research

All cultural resource inventories should be conducted in three phases. The first phase of the process is the Background Research. This involves a review of the literature and maps pertinent to the project area. An “Initial Heritage Review” form may be used to provide input to project leaders and NEPA teams. The ISHPO permits the Idaho Panhandle National Forest to conduct its own file search to determine if any National Register eligible or un-evaluated sites exist on the Forest prior to field inventories.

The history of Forest heritage resource records goes back to 1980, when sets of USGS maps for the Forest were arranged in three atlases. These consisted of: 1) known sites (formally recorded, isolated finds, and site leads), and 2) previous inventory areas. The Forest Archaeologist updates these maps annually. A Heritage Resource Site File was also compiled into a database consisting of formally recorded sites along with 12 fields of additional information. This file will be updated annually until the national INFRA Data Base is operational.

The Heritage Resource Atlas, land status maps, GLO plats, HES records, old Forest Maps and oral interviews lay the groundwork for the background research that must precede all field projects. Information disclosed during the Background Research should be referenced in the final Heritage Resource Inventory Report.

4.5 Prehistoric Site Occurrence Probability

The Idaho Panhandle National Forests began heritage resource inventories in 1976. From the database of known historic properties, prehistoric and ethnographic land use models (see section 4.6) and other relevant information, heritage specialists develop an understanding of what areas on the Forest have the greatest potential for containing historic properties. These previous inventories and accumulated knowledge guide the examination any project area.

Table 3
General Probability for the Occurrence of Prehistoric Properties on the Idaho Panhandle

Probability	Land Form	Other Factors
High	Terraces Lake and River Margins Drumlins and Moraines Glacial Dunes Talus Slopes Vertical Rock Faces	Close to Water Good Solar Exposure Associated Vegetation Contains Species Used for Food or Fiber by Prehistoric Inhabitants
Moderate	Ridges Saddles and Passes Mountain Slopes less than 30% slope	Increased distance to water, Moderate Solar Exposure, Vegetation is open and shrub fields are potential berry habitat.
Low	Erosive Lands with Steep Drainage Short Isolated Ridges	Greater Distance From Water Poor solar Exposure Dense Vegetation

4.6 Prehistoric and Ethnographic Land Use Models

The prehistoric and ethnographic models for the Idaho Panhandle National Forests can be divided into three geographic areas, the Kootenai Valley, the Priest Lake area, and the Coeur d'Alene Region.

a. The Kootenai Valley (from the Kootenai National Forest SIS)

Archaeologists characterize the Early Prehistoric Period of human occupation in the Kootenai Region (ca. 11,000-7,000 years ago) as a time when small family groups moved frequently through the area, perhaps up to 40 times per year, to secure their resources. A base camp might have been established from which a core area around the camp was used to hunt and gather resources on a daily basis. When resources in one area became scarce, the camp was moved. This is a hunting/gathering strategy referred to by Binford as a "foraging" strategy (Binford 1983).

If we find material evidence of these early inhabitants, it will most likely be on the highest terraces of the Kootenai Valley. In the early part of this period, there would have been a series of lakes--created by glacial ice and debris dams--at the edges of this terrace system. These lakes were at approximately the same elevation as Koocanusa Reservoir is today. Standing at the edge of the Reservoir gives much the same perspective as the early ice-age hunters might have had. These terraces were thought to have been open park-like areas providing prime big game habitat. Sometime around 9,000 years ago, the Kootenai River had down cut through glaciolacustrine and glaciofluvial deposits, forming a series several terrace systems, seven of which are well documented (Thoms et. al 1984:69-76). Only a few campsites have been dated to the end of the period. Thrusting spears with large stemmed stone projectile points were the hunting tools of these people, requiring up close encounters with their prey.

The Early Middle Prehistoric Period (7500-4500 yrs. ago) was a warmer and drier climate than today. With forests and grasslands well established, the expansion of big game habitat would have directly benefited the hunters of this landscape. As a consequence, the human population would have been on the increase, resulting in more intensive seasonal occupation of the high terraces along the Kootenai River. The hunting tool common to both the Early Middle and Late Middle periods was the atlatl. The atlatl is a compound tool comprised of a throwing stick and a detached spear with primarily corner-notched stone dart points. Prey could easily be taken at distances of 40 yards with dart velocities up to 100 mph.

The Late Middle Prehistoric Period (4,500-1,250 yrs. ago) reflects a change in land use that was probably spurred by a climatic/vegetative change. A moist/cool climate and denser forests mark this period. As the forest canopy closed in on the higher terraces, game moved down to the lower terraces and onto the valley floor and was followed by a shift in land use by the prehistoric hunter/gatherers. As the human population increased, there was restriction of mobility as hunting territories began overlapping.

This restriction at the end of the Late Middle Prehistoric Period marked an adaptive change in hunting strategy. It forced greater reliance on animals that required greater labor for the output. They relied more on smaller mammals, such as birds, fish and plant resources. "The hunter who formerly killed moose and put up the meat for storage now finds he must make do with animals of smaller body size, i.e. ducks, or fish, or in coastal areas even shellfish. In short, he is progressively forced to move down the chain of animal body sizes, as he is constrained spatially" (Binford 1983:211). This appears to have been the strategy chosen by the people of the Kootenai region. This shift in the resource base explains the shift of campsites to the lower terraces and riverine sites.

The ethnographic literature substantiates this shift to a diversity of animal species, including beaver, bighorn sheep, black bear, bobcat, lynx, cougar, coyote, marmot, mountain goat, rabbit, waterfowl, and birds. Yet, another adaptive strategy would have been to increase the predictability of big game by manipulating big game habitat, a strategy that is characterized by human burning throughout the northwest in the Late Prehistoric Period.

The Late Prehistoric Period (1,250-200 years ago) is characterized as a having two intervals of significant climatic change. Between approximately 900 AD and 1300 AD (1,100-700 years ago), there was a significant change to a warmer and drier climate. This period is known as the Little Climatic Optimum or Medieval Warm Period. A cooler and moister climate followed 1400 to 1850 AD (600-150 years ago), which is referred to as the Little Ice Age. While the composition of the vegetation was consistent from this period forward, the Little Climatic Optimum and Little Ice Age climatic fluctuations would have had the most significant influence on the warm/dry habitats of the Kootenai Region. There would have been an expansion of open, park like landscapes such as exist in ponderosa pine/bunch grass habitats (Tobacco Plains and Pleasant Valley), during the warm/dry periods.

This would have been a favorable environment for the expansion of human populations. Therefore this period is also characterized as having the highest human population, which would have reduced the size of the hunting ranges that any one group would have been used to. The onset of the Little Ice Age and a trend to cooler temperatures and higher annual precipitation resulted in the shrinking of open areas with an increase in biomass in those areas. In order to maintain the human population, intensification of resources was "...facilitated by technological innovation and the exploitation of new habitats and species..." (Price & Brown 1985:16). The diversification of plant and animals resources was one answer to adaptation.

Manipulation of the environment in order to maintain open, park like habitats was the technological innovation apparent in the Kootenai region. Evidence of anthropogenic burning is provided in the analysis of two pollen cores on the Forest. A pollen core from a warm, moist habitat group (Smeads Bench Fen) (Chatters and Leavell 1994) and one from a cool, dry habitat group (Little Dickey Fen) indicates an unusually high frequency of low intensity fires over a period of 2,000 years. This helps substantiate the aboriginal use of burning as a commonly use method to intensify resources.

Around 1,500 years ago, bow and arrow technology was introduced. In addition, the introduction of the horse occurred around the end of the Late Prehistoric Period. Acquisition of the horse increased the frequency and changed the seasonal rounds of the aboriginal people to hunt buffalo and antelope on the eastern foothills of the Rocky Mountains. The only crop that was cultivated by the indigenous people was a tobacco grown in areas documented across the entire expanse of the Kootenai Forest and north

into British Columbia. This tobacco was mixed with leaves, roots and bark of various plants including kinnickinnick, mountain valerian, dwarf wild rose, red-osier dogwood, huckleberry, lovage and blueberry (Smith 1984:203-204). The cultivation of tobacco pre-dates the contact period. Memories of smoking pipes place locally carved pipestone pipes back to the contact period and before.

The historic Kootenai are usually described in two groups, the Upper and the Lower Kootenai. The Upper Kootenai was noted as a more mobile group, utilizing the horse intensively. They placed greater emphasis on hunting bison from the east of the Rocky Mountain slopes than did the Lower Kootenai. They most frequently used skin tepees and had cultural traditions more similar to the Plains tribes.

The Lower Kootenai was more isolated from their neighbors. They were more oriented to the hunting of fowl, deer and fish. They had fewer horses and used the canoe more extensively. They lived in tule-covered tepees and organized a more complex political system.

The Kootenai people utilized a multitude of plant resources for medicinal, utilitarian, and food resources. A list of traditionally used plants, compiled from ethnographic sources, and includes over 150 plants. While this list characterizes plants the Kootenai used over the last 90 years, it most likely under-represents the types of plants that would have been used traditionally. Traditional Kootenai today estimate that their ancestors used literally hundreds of plants that today have been forgotten. Plants were used for food and shelter, as well medicines and a host of utilitarian purposes.

The hunter/gatherers from the Kootenai area adapted well to life in the northern Rockies. They utilized the plant and animal resources broadly throughout all elevation ranges and manipulated the environment as part of their adaptive strategy.

b. The Priest Lake Area

Priest Lake falls within the West-Central Selkirk Region of the Northern Rocky Mountains. In this region Thoms (1987: 32-3) believes that

> The nature and distribution of known archaeological sites in and near the West-Central Selkirk Region illustrates that this part of the Northern Rockies witnessed widespread use by Amerindian populations. Occupation of the region apparently began soon after de-glaciation during the late Pleistocene, and continued well into the historic period. The available data suggest that for the most part, and throughout most of prehistory, the human populations tend to be highly mobile hunter-gatherers, with subsistence activities being focused on hunting ungulates, especially deer, elk, and mountain sheep. . .
>
> In localities like the Calispell Valley, with extensive wet meadows, the procurement and processing of camas was an important subsistence activity beginning about 4,000 years ago. The intensive exploitation of camas may have led to the development of more sedentary land use systems than would be expected for regions without ready access to abundant and storable food resources.

During the 1800's, the Kalispel, Kutenai, Colville, Coeur d'Alene and Flathead Indians are known to have visited Priest Lake. While ethnographer Turney-High (1941) places Priest Lake ambiguously within the range of the Kutenai people, ethnographer Allen Smith (1984: 18-28) firmly establishes the southern edge of the Kootenai territory to the northeast of Priest Lake. No one seriously questions that Priest Lake is part of the aboriginal territory of the Kalispel that extended from Montana along the Clark Fork and Pend Oreille Rivers (Ray 1939: 2) through Idaho and into Washington. Teit (1930: 296) states that

> The Kalispel were some times called "Camas People".

(and then on page 308), they

> . . . occupied a rather narrow strip of country following Pend d'Oreille River, up to Plains and thence north, taking in Thompson Lake and Norse Plains. They divided the Kutenai from the Coeur d'Alene. This included most of Sanders County, Montana; the country around Pend d'Oreille Lake and Priests Lake in Idaho; and nearly all of the Pend d'Oreille River within the State of Washington.

The salmon of the Columbia River could not negotiate all of the falls into Kalispel territory. However, the abundant camas fields in the Calispell Valley provided an alternative stable, storable source of food for the Kalispel. According to Ellis and Lindeman (1982: 28-9)

> The seasonal round began in the spring as the winter villages broke up and the people began to move to the major bitterroot areas in Spokane territory (near Hillyard, Washington) and in the mountains northwest of Usk. By late spring groups were becoming more dispersed and mobile, moving between the wild onion (Allium spp.) grounds near Spokane, fishing in mountain streams and lakes, and gathering at Kettle Falls for the salmon season there. The main camas season began at the Calispell Lake prairie in June, drawing hundreds of visitors to the area. The Kalispel began moving back to their summer villages and camps on the Pend Oreille. Summer fishing began on the Pend Oreille River, on Davis and Sacheen Lakes southeast of Calispell Lake, and in the lakes east of the Pend Oreille. The most important fish were trout and whitefish, taken with large weirs across the Pend Oreille and fish traps placed in rock dams on the smaller streams. Hook-and-line and spearing were used on the lakes (Suckley 1855: 296; Teit 1930: 348-349; Chalfant 1974a: 218-220, 223-225).
>
> Fishing and root gathering continued through the summer. In late summer, berries and chokecherries ripened along the Pend Oreille River and in the mountains. Prime huckleberry areas included the mountains east of Lake Pend Oreille and around North and South Baldy Mountains between the Pend Oreille River and Priest Lake. As the deer began to migrate down from the uplands, deer drives were organized in the mountains, especially around Priest Lake and in the mountains around Lake Pend Oreille. Brown bear were also hunted in the fall. The meat was dried and cached at winter village sites (Suckley 1855:296; Chalfant 1974a: 219-225).
>
> As the first snows began to fall in the mountains, the Kalispel settled into their winter villages and camps. Through the winter, fishing and hunting continued. Most of the fishing was concentrated on the Pend Oreille River near the main winter settlements, but Priest Lake was

> also an important winter fishing area. Winter deer drives were common in the Pend Oreille valley and in the mountains west of the Pend Oreille. Deer were also run down in the snow by single hunters on snowshoes. Other game was hunted, including rabbits, elk, and caribou, although the later two species were rarely encountered. Winter was also the most important reason for socializing, dancing, and making clothing, mats, tools, and weapons. Bison-hunting parties usually left in August, returning in late fall or remaining on the plains until the following spring. Trading parties to distant centers like The Dalles also usually were gone from late summer to late fall (Suckley 1855: 296; Teit 1930: 342, 342; Calfant 1974a: 219, 221-225).

Chance (1993: 38) states

> . . . the Kalispel very commonly went over the mountains to Priest Lake in the winter to hunt. Traveling on snowshoes over deep snow, downed trees would have been much less of a problem. At the same time, however, frontally steep ascents and steep side-slopes would have been much less easy to negotiate on snowshoes, as the author can well attest. The Kalispel did not live there year-round. They also fished for whitefish at Priest Lake, at some point during the warm half of the year. As with modern loggers, there was no time of year in which the mountains were avoided. Today, we have difficulty appreciating this sufficiently.

Thoms (1987: 29) summarized the use of Sullivan Lake, to the west of Priest Lake, as

> . . . occupied for short periods of time (over night, or several days to a few weeks?), probably by specific labor groups (e.g., all male hunting groups), and perhaps by family groups on their regular seasonal rounds. In short Sullivan Lake and its environs were probably well used by the Kalispel people for subsistence purposes. Although the ethnographic record is not uniformly applicable to land use patterns throughout time, it does provide us with reason to expect that this locality was used during the prehistoric period as well.

The prehistoric use of Priest Lake, on the other hand, may have been quite distinct from the use of Sullivan Lake. It appears that the greater concentration of resources at Priest Lake allowed for a greater frequency and concentration of use.

Chalfant (1974: 224-5) notes that

> Winter hunting and fishing camps were also made around Priest Lake, Idaho. Priest Lake, according to one informant, was the principal fall fishing location for the Lower Kalispel; most of the winter supply of fish was caught, smoked and dried here. . . The streams feeding Priest Lake and River were used extensively . . . The winter sites near Cusick and those around Priest Lake were considered the most important sites to the Lower Kalispel groups.

c. The Coeur d'Alene Area

The chronology of human occupation of northern Idaho and adjacent areas of Washington can be broken down into three prehistoric periods. These include the Early Prehistoric Period (before 8000 years ago), the Middle Prehistoric Period (8000 to 2000 years ago), and the Late Prehistoric Period (2000 years ago

to about 200 years ago). This is followed by the proto-historic period, when European cultures started to indirectly influence the Native Americans in the area (variable but beginning in some areas 250 years ago to the actual coming of fur traders in the early 1800s).

The Kalispel and Coeur d'Alene Indians have occupied the northern Rocky Mountain area for thousands of years. Their settlements, at the beginning of the Historical Period focused on the forest edges in valleys, around lakes and the camas grounds around Usk and Tensed. The Proto-Historic Period had a significant impact on both the Kalispel and the Coeur d'Alene peoples in the form of exotic disease epidemics, including smallpox and measles that spread in advance of contact with white populations and wiped out whole villages. One half to one third of the population of Native Americans in the Northwest died during this period.

The Coeur d'Alene in the last century were separated into three divisions. These divisions consisted of, the Coeur d'Alene Lake/Spokane River Division, the Coeur d'Alene River Division, and the St. Joe River Division. There is some evidence that the Coeur d'Alene along the Spokane River were a separate division (Teit 1930: 38, Kennedy 1823, quoted in Chance 1973: 12).

However, Chalfant (1974: 134), states

> Families were not bound to winter in the same place each year, or in association with the same groups or village; often families would winter in different villages from year to year. But they each considered one location, with the attending association with one group of families, as their home. The village was the basic political unit.

Chalfant (174:83) has observed that

> Winter villages were open residences to all Coeur d'Alene, and families often moved from one to another. (This clearly indicates the lack of any tendency toward the formation of clans or social groups along kinship lines. Rather, the villages and bands were geographic divisions largely determined by the ecological pattern of the environment.) They lived in several scattered groups, each located at a place which afforded not only good hunting and fishing, and an adequate supply of firewood, but which was also within reasonable distance from their summer root-digging grounds. They had to live far enough up in the hills for good hunting, yet along the rivers and close enough to the lake for fishing and transportation by canoe to their summer camps. Their village locations were determined by their subsistence patterns, and their subsistence patterns were in turn determined by their environment, its ecology and the seasons.

The size of these villages varied from single families to populations of 300. There was movement between camps during the winter so that the populations tended to fluctuate to some degree.

The subsistence year started in January with the Coeur d'Alene hunting, trapping and fishing in the vicinity of their winter lodges. Deer were sometimes driven into blind canyons or into lakes where they can be easily killed. Fish were obtained through the ice with spears and with hooks and lines. During the coldest periods people simply stayed at home and pursued crafts. By April the winter stores were low and fish were trapped along streams that were at flood stage (Teit 1930: 105).

As spring progressed open water fishing was pursued. When June arrived the winter camps were largely abandoned and the people moved to the camas grounds. The camas grounds of the Coeur d'Alene were located along Hangman Creek in the vicinity of Sanders, Desmet, and Tensed and around Clarkia. Later in the summer or while digging camas groups would also pick berries in the mountains around the winter villages or in the mountains between Sanders and Clarkia.

In August many of the Coeur d'Alene went to Spokane Falls and other parts of the Spokane River to catch salmon. This was the territory of the Spokane Indians but as the two tribes were usually on good terms with each other, the Coeur d'Alene were allowed to fish in this area. Other areas mentioned as salmon fishing grounds for the Coeur d'Alene are the Little North Fork of the Clearwarer River and on the Graywater River above Smeda (Teit 1930: 107).

By the end of September the salmon fishing became unproductive and the Coeur d'Alene came back to their winter camps to fix them up. In October and November the Coeur d'Alene hunted deer in the surrounding hills. By December the Coeur d'Alene largely confine their subsistence activities to hunting, trapping, and fishing with the addition of some trapping of grouse, rabbits, elk, bear and other animals.

The first archeological research in the Idaho Panhandle occurred 100 years ago. In a sense, this paper is as a centennial celebration of northern Idaho archaeology. It is more than a little ironic that John B. Leiberg (1893) wrote the first paper on the archaeology of northern Idaho. I think of Leiberg as the northern Idaho's first Forest Service employee long before there was a Forest Service. He worked for the U. S. Department of Agriculture, Division of Botany and made the first survey of the Priest, Coeur d'Alene and Clearwater Forests Reserves. He lived in Hope, Idaho a short distance by boat from Bear Paw Rock, a Native American rock art site on the shore of Lake Pend Oreille. In 1893 he published a description of Bear Paw Rock that remains useful today in the study of the site. His studies of the forest of northern Idaho are used by foresters today to get an idea of the forest ecosystems before the impact of the major industries of mining and logging. A hundred years later, we have many of the same concerns as John Leiberg.

In 1912 H. J. Rust published a description of the prehistoric artifacts found in the area. Rust a soldier at Fort Sherman, Idaho (Ceour d'Alene) in the late 1800. When he got out of the army he began collecting arrowheads and other artifacts from around Lake Coeur d'Alene and Lake Pend Oreille (Rust 1912). The work of Leiberg and Rust while a long time ago, are still representative of the archaeological reports on the area.

Two archaeologists Tom O. Miller and Donald R. Tuohy "broke new ground" in the archaeology of the Coeur d'Alene Region. Miller, a North Idaho College instructor, organized volunteers for archaeological surveys during the summers (1953, 1959). Miller and his crew found 38 prehistoric sites in Kootenai County, including four burials. Miller's work describes the prehistoric artifacts he and his students found. Miller also studied amateur collections from the area. The collections contained: mortars, pestles, mauls, hammerstones, axes, adzes, pipes, net weights, bola stones, beads, shaft smoothers, choppers, scrapers, awls, punches, drills, knives, microblades and projectile points.

Tuohy conducted an archeological survey of a natural gas pipeline in Idaho in the late 1950's (1958a and 1958b). During this work he studied a historic and a prehistoric site at the Cataldo Mission on the Coeur

d'Alene River. While the artifacts recovered from the mission site were not numerous, there were enough to provide some information on the transition from the prehistoric to the historic period.

There have been other investigations in the Coeur d'Alene Region (Fredlund 1971, Knudson and Marti 1978). In addition the Idaho Panhandle National Forests has been conducting archaeological surveys of Forest Service lands in the northern Idaho area since 1975. The Forest Service inventories have identified several thousand sites, about 100 of which are prehistoric archaeological sites.

The Coeur d'Alene scheduled the use of their resources based on the knowledge of the distribution and potential yield and reliability. In general all of the resources were emphasized when they easiest to obtain and most reliable. Normally more than one resource was exploited at one time.

The settlement pattern of the Coeur d'Alene Indians corresponds to the location or resources. Chalfant (1974:83) has observed that the Coeur d'Alene Indians

> . . . lived in several scattered groups, each located at a place which afforded not only good hunting and fishing, and an adequate supply of firewood, but which was also within reasonable distance from their summer root-digging grounds. They had to live far enough up in the hills for good hunting, yet along the rivers and close enough to the lake for fishing and transportation by canoe to their summer camps. Their village locations were determined by their subsistence patterns, and their subsistence patterns were in turn determined by their environment its ecology and the seasons.

The early Windust phase economy appears to have been a generalized procurement system based on a number of resources. The emphasis, however, appears to have been on hunting and salmon fishing. By the Cascade phase evidence of seed crop utilization and the beginnings of root crop utilization appear (as interpreted by the appearance of monos, metates, pestles, and mortars). In the following Tucannon phase seed crop utilization apparently falls off and root crops (probably camas) increase dramatically.

The evolutionary ecology model would see the economic shifts from Windust and Cascade to tucannon resulting from changes in abundance and distribution of higher ranked resources. The postglacial climate gradually began to warm after 8000 B.P. and this in turn decreased the abundance of high ranked mammals and increased the availability of low ranked seeds.

With the late Cascade and Tucannon phase Ames and Marshall (1981) have made a case for the increased use of roots providing the basis for the occurrence of villages. They see (1981:44) the use of fish (salmon) being unchanged through this period. The shift in environmental conditions toward moister and cooler conditions likely increased the availability of roots like camas while lower ranking seeds became scarcer. Ames and Marshall (1981:44) point out that at this time,

> Of available resources, roots seem the logical candidate for intensification, relative both to salmon and to seeds. In contrast to salmon, roots, particularly on the southern plateau, are available over along period of time at highly predictable locations. As stands of camas became ripe with season and altitude, harvesting started at low elevations and worked up. Schalk (1977) emphasizes that salmon, though also very predictable in time and space, will be available for a relatively short period of time. Further, salmon, once caught, decay quickly if not rapidly

> prepared for storage. There is no such time constraint for preparing camas for winter stores. Finally, the organization of work to catch and process salmon requires a certain population size, below which salmon intensification is probably not feasible (Schalk 1977). The labor organization for collecting roots and processing them is simpler and would seem to require many fewer people.
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With the introduction of the horse, the high-ranking, formally unavailable resource, bison, became relatively easy to obtain. The selection of bison as a wintertime resource gradually disappears with the decrease in bison in the later 1800s. With the elimination of the bison and a great influx of white miners and settlers in the Coeur d'Alene River valley, the Jesuits had an easier time than they otherwise might have of convincing the Coeur d'Alene to move permanently to their camas grounds and take up farming. The choice to do so would be accounted for in the evolutionary ecology model by pointing to the elimination of high ranked hunting of mammals.

4.7 The Historic Land Use

The beginning of the Historic Period (1809 to the present), in northern Idaho and adjacent Washington, is marked by the arrival of fur trader David Thompson in 1809. The subsequent fur trade era and then the coming of the Jesuit missionaries in 1841 had a powerful impact on the Indian peoples. Changes that took centuries to occur in other parts of the country, took only a few decades in the Coeur d'Alene and Kalispel areas.

One Hundred and fifty years ago Father Jean Peirre DeSmet visited the Coeur d’Alene Indians at the location now occupied by North Idaho College in Coeur d’Alene. He described the Coeur d’Alene Country as enchanting and beautiful.

In 1858 Lieutenant John Mullan accompanied Colonel George Wright to the Cataldo Mission at the close of the Coeur d’Alene Indian War. Later Mullan wrote

> Before leaving the mission, Mr. [Gustavus] Sohon, my faithful and indefatigable assistant, was directed to proceed down the Coeur d’Alene river in a barge, to examine, map and report upon the Coeur d’Alene river, who arriving almost simultaneously with ourselves at our camp, reports the distance, including all the bends and windings, 17 1/2 miles from the mission to the crossing at which we had encamped. He reports the river with a sluggish current, 25 feet deep, 60 yards wide, and water of a deep blue color; banks 10 feet high, and steep, lined with willow and occasionally a few pines and cotton-wood, and the hills bounding the valley on either side

> densely timbered with the pine and fir . . . The stream is filled with the red and black speckled trout, and the numerous lakes along and connecting with it filled with ducks and waterfowl. This whole region is noted for its abundance and variety of large and small game. Black and grizzly bear, deer and elk principally abound.

In 1884, Eugene V. Smalley described the North Fork of the Coeur d'Alene River

> I can recall nothing more delightful in travel in either hemisphere than the canoe voyage of forty miles from Eagle Landing down to the old Jesuit Mission. There was five of us travelers, who embarked in a dugout made from the trunk of a pine-tree. . . . About once in every mile there is a rapid . . . Then there are jams, where the river is blockaded by enormous masses of fallen timbers . . . In shallow places the river is as transparent as cut-glass, and the stones upon its bed form a beautiful mosaic of many colors; in deeper places it has a lovely pellucid green color, and it the pools that lie at the feet of enormous craggy precipices it becomes an indigo-blue. Everywhere the wilderness is unbroken; everywhere the forest-covered mountains hug the shore. We saw many deer.

In 1853 the first territorial governor of Washington Territory, Isaac Stevens, crossed the Bitterroot Mountains and into the valley of the south fork of the Coeur d'Alene River. He wrote

> Upon awakening this morning we were surprised to be greeted with one of the loveliest days imaginable. The sky was clear, and the air as soft and balmy as a morn in summer. After striking camp we ascended to the highest point of the ridge, about one mile and a half from camp. Here we made a long halt, enjoying the magnificent view spread open to us, which, I venture to say, can scarcely be surpassed in any country. . . . Nearly the entire range of the Coeur d'Alene mountains, clothed with evergreen forests, with here and there an open summit covered with grass; numerous valleys intersecting the country for miles around; courses of many streams, marked by the ascending fog, all conduced to render the view fascinating in the greatest degree to the beholder. The mountains were covered with luxuriant coarse grass . . . Descending the peak to the general level of the ridge, we continued on for nearly six miles, when the descent commenced, and in less than three miles we passed down a very steep descent and gained the base of the mountains, which we estimated rose three thousand five hundred feet above it. This brought us into a valley filled with gigantic cedars. The larch, spruce and vine maple are found in to-day's march in large quantities, the latter giving a pleasing variety to the forest growth.

The Mullan Road acts as a time marker for northern Idaho history. Before its construction it was indisputably Indian Territory. After it was completed in 1862 the area rapidly became dominated by Euro-Americans. What took centuries in the eastern United States took a few decades in northern Idaho. John Leiberg wrote in 1896

> It is about thirty-four years since the Coeur d'Alenes became at all accessible, by the construction of the Mullan road. The age of the Young Growth upon hundreds of thousands of acres proves that the forest, at least in the Yellow and White Pine zones, was practically intact before that time. Upon the completion of the road a constant stream of immigration poured into Oregon and Washington by this route. The heavy and dense timber through which the road led for so many miles gave a gloomy aspect to the region, and the torch was freely applied to let in

> more air and sunshine . . . The next well-marked epoch in the annihilation process came with the building of the Northern Pacific Railroad. The right of way was cleared by fire whenever the timber was in a condition to burn. I passed over this road in September 1883, and there were then two almost continuous lines of fire along the track throughout Idaho. It is true the road did not run through the Coeur d'Alenes. The fires were in the valley of the Clark Fork, but they extended from the region into the basin of the North Fork of the Coeur d'Alene and wrought immense destruction there.
>
> The next and last stage, which is still in active operation, came when the great ore deposits in the Coeur d'Alenes were discovered. Thousands of prospectors flocked into the country then, and the forests fires raged in hundreds of localities to clear away the dense growth of timer and shrubs, which very materially interfered with the work of the prospectors seeking the mineral-bearing lodes.

In the History of North Idaho written in 1903,

> Whenever mill "tailings," or "concretes," impregnate water flowing through producing land, the latter is reduced to a worthless condition. This is the condition of the south fork of the Coeur d'Alene River from Mullan westward. The stream is, also, rendered poisonous to cattle and other species of stock. In consequence of this a number of lawsuits have been instituted against various mining companies

The area population and environment swiftly changed after completion of the road. Thousands of prospectors flooded into the area in search of gold and silver starting in 1884. These miners gradually fanned out from the Coeur d'Alene Valley to other areas in the Idaho Panhandle and adjacent areas of Washington and Montana. The coming of the Northern Pacific Railroad in 1882 and the Great Northern Railroad in 1892 opened up the areas for further settlement and change. About 1900, the commercial white pine in the eastern United States was largely removed and lumber companies moved their operations into the Northwest. The mining and logging industries combined to dramatically change the character of the population and economy of the region.

Figure 2: Bunker Hill Smelter about 1917, note the denuded hills at this early date.

Historic properties found in the area related to prehistoric periods, include short-term habitation and resource exploitation sites, locations of religious significance and routes of travel. The Proto-Historic Period may be represented by burials of Native Americans who died from disease epidemics brought to North America by Europeans. The historic properties related to the Historic Period include sites associated with mining, logging, homesteading, transportation and Forest Service administrative history.

4.8 Field Inventory

Upon completion of a Project Overview, the second phase, fieldwork, can begin. Vehicle traverses were noted on old report forms and were used to gain a visual familiarity with the project area. They still may be used to reinforce or lead to a re-evaluation of probability assignments that were made on topographic features as identified from maps during the Project Overview. Vehicle traverses from previous survey should not be taken as adequate coverage for purposes of assessing previous coverage. The consideration of whether or not previous inventory is adequate can be addressed by applying the current survey standards.

Pedestrian transects locations are based on professional judgment in combination with the probability assigned to the area. The maximum field of vision of any one transect on the Forest is typically 100 feet (about 30 meters), to 50 feet (15 meters) either side of each transect. Acreage covered figures are developed by multiplying the approximate length of each transect by 100 feet. The length of each

transect is determined in the field by the surveyor. Those areas identified as being high or moderate are given intensive coverage. Occasionally, transects outside of high and moderate probability areas are made when access to or between areas to be surveyed are crossed.

In many places on the Forest, surface visibility is obscured by dense vegetation. A surveyor should use any opportunities for visibility that is provided through road cuts, tree tip-ups, rodent holes, and cut banks. When visibility is poor, subsurface shovel or auger tests should be conducted.

Tests should be spaced at approximately 20-meter intervals (not necessarily on a grid system) in areas up to 100 meters (horizontally) from any water source (springs, intermittent & permanent streams, lakes, rivers). This would include any dried-up streambeds or marshes that are expected to have been water sources in the past.

There are different options for subsurface testing that can be employed during the inventory phase; shovel tests, shovel slices, shovel turn over, and raking.

- ❑ A shovel test approximates 30 cm. in diameter should be excavated as deep as is physically possible (about 40-50 cm.) and should be screened through 1/8 inch mesh.

- ❑ Shovel slice/probe involve slicing the ground vertically the depth of the shovel blade, a trowel, or a round probe with no removal of the sediments or screening. This technique is most effective on landforms where very little rock occurs naturally (lacustrine terraces, toes of alluvial fans). This technique relies on hearing the shovel hit large artifact types such as fire-cracked rock (the most ubiquitous artifact type in prehistoric camp sites). It is probably the least reliable of the testing options and is most effectively used in combination with other methods, such as shovel tests.

- ❑ Shovel turnovers and shovel tests can be employed on landforms where rock does occur naturally. The shovel turn over is just a turn over of a shovel full of sediments, slicing through the turned over sediments to examine the sediments for lithics. A trowel can be used as a substitute for this type of test.

- ❑ Raking is a method that has been used by Eastern Washington University on a BPA Power line survey on the Forest. It involves raking the duff away to see the mineral soils.

4.9 Heritage Resource Inventory Report

The third phase is reporting the results and providing recommendations for the management of resources located in a Forest Heritage Resource Inventory Report. This phase includes reports written for inventory, monitoring and a statement on the eligibility of sites. Management recommendations can include a variety of options for the land manager to choose from. However a preferred recommendation should be emphasized with reasoning as to why it is the favored management option in the management summary. Also included in that summary is a statement of how that project will affect sites: if the "area of potential effects"(APE) were redesigned to avoid site, if a protective boundary is designed to protect sites, etc. *The APE "means the geographic area or areas within which an undertaking may cause*

changes in the character or use of historic properties, if any such properties exist" (36CFR800.2(c)). If sites are recorded during a project inventory but are outside of the area of potential effects, they should be documented in Part C-2, "Heritage Resources Noted but Not Formally Recorded". It is not necessary to address these sites in the management summary.

A Heritage Resource Inventory Report can either document positive (sites located) or negative findings. The Region 1 PA allows for agencies to proceed with projects, when they are negative. The districts document negative findings in HRI Reports and submit them to the SO for review and approval. Negative reports are filed at the SO and all are sent to SHPO in an annual report. If the inventory includes sites that have been previously determined as not eligible (SHPO concurrence), then the inventory may also be submitted as negative. If the area of potential effects has been altered to exclude sites, then the project can be submitted as negative.

A positive HRI includes projects where sites are located within the area of potential effects or if the project falls within the boundaries of an eligible district. Sites may include newly discovered sites, previously recorded sites (eligibility is not formally resolved by SHPO), or previously recorded eligible sites (SHPO concurrence).

Positive project reports must include statements on determinations of effect. Determinations of effect are made considering the area of potential effects. Determinations of effects include: 1. No Historic Properties Effected, 2. No Adverse Effect, and 3. Adverse Effect.

When the project has been redesigned to avoid sites (eligible or presumed eligible) that remain within the area of potential effect, then the project can be determined to result in "No Adverse Effect". A project may take place within the boundaries of an eligible district, but there are no known sites within the project. This type of project is still considered to be a positive report, but will most likely have " No Historic Properties Effected ". Upon SO review/approval of "No Historic Properties Effected" HRIs, projects can proceed. Exception would include any adverse effects that alter the setting, feeling, and association of a district of standing structures/buildings.

When a project is determined to have a "No Adverse Effect" on eligible sites or districts, they must be submitted to SO for review/approval and then to the ISHPO for concurrence, prior to the project proceeding.

A goal of the Forest Service heritage resource program is to manage heritage resources to prevent loss or damage before they can be evaluated for scientific study, interpretive services or other appropriate uses. Timber harvest is therefore carried out to avoid adverse effects on known historic properties. Where the proposed project will result in impacts to historic properties, project design anticipates from the outset that treatment of the property will conform to sound preservation practice, and will be consistent with the relevant standards.

Project design will assure that the essential form and integrity of historic properties will not be impaired. If impacts to historic properties appear to be adverse impacts, appropriate mitigation treatments are determined in accordance with 36 CFR 800.5 in consultation with the ISHPO and other interested parties including Native Americans and Indians tribes in resolving adverse effects to properties of traditional religious and cultural importance to tribes. Mitigation of impacts for timber sales can

include, but are not limited to, establishment of buffer zones, directional falling, alteration of harvest unit boundaries, changes in road locations, designation of skid trails away from historic properties, limiting the harvest methods in certain areas, seasonal limitations, and limiting slash disposal and tree planting activities.

In the event that heritage resources or human remains are encountered during program activities, the Forest has the authority to modify or stop harvest activities. The standard heritage resources protection provision C6.24 or equivalent, will be included in all contracts. The provision requires that the contractors and the Forest Service representatives work together to protect historic properties. Failure of the contractor to identify historic properties encountered during the harvest constitutes a breach of contract. The provision specifically requires the contractor to notify the Forest of such discoveries.

To evaluate alternatives, the heritage specialist provides the project leader with information on all of the historic properties within the area of potential effect, their location, character, the nature of any potential effects and the possible mitigation measures of potential effects.

Disturbance of historic properties resulting from timber harvesting activities could potentially result from: road construction or reconstruction, tree falling, skidding, decking, and slash disposal. Certain types of historic properties are vulnerable to vandalism and looting. Construction or reconstruction of roads could result in indirect impacts by allowing the general public access to fragile historic properties.

5. PROCEDURES FOR RECORDING SITES

5.1 Assigning Site Numbers

The numbering procedure begins in the field. Each surveyor is responsible for maintaining his or her own field number or site reference within his or her field notes. The Smithsonian number will be added to the site form when it is received from the ISHPO.

5.2 Site Forms

There is a Site Form in use on the Forest that has been used for the last 20 years with small variations (Appendix C). In the near future the Forest will adopt the ISHPO site form based on the IMACS form used in southern Idaho. This change will likely take place with the 2001 and thereafter the Forest will only use this new form.

A site is defined as any cultural material that dates at or before 1945. <u>In order for cultural material to be formally recorded as a "site", there must be 5 or more artifacts. A historic site should contain 10 or more artifacts in order to be written up as a site. All features (permanent cultural items) whether historic or prehistoric will be written up as a site</u>. Notation of sites in the inventory report will be made on the report under the subsection labeled "Formally recorded sites".

5.3 Site Photography

Photographs of sites vary greatly with the subject, but some concepts of photography remain constant. Photographs should be relied upon as one of the best tools in documenting a site's physical integrity. Each and every site record should include photographs of an overview, individual features, and feature details. There should always be something in the photograph for scale. Photographs of features that "blend" into the landscape and get lost in the forest vegetation especially require a scale. Scale also helps to show depth. A person is often a great scale in photographing features like a collapsed mine portal or along an old logging railroad grade or for site overviews. All photos will meet current Idaho State Historic Preservation Standards, including:

> *Photographs submitted to the Idaho State Historic Preservation Office as documentation for archaeological and historic properties must meet the following requirements or they will be returned. These requirements may be adjusted in cases of documentation needed for Section 106 mitigation.*
>
> - *At least two (2) clear photographs per property for all recordings:*
> 1. *ISHI forms: For properties containing two or more resources, photographs of associated structures/features are required. When photographing historic buildings, photograph the primary (front) exterior wall of each property recorded; oblique images, where possible, are recommended. Depending upon the complexity of a property, it may be appropriate to take several photographs from various angles as well as of major additions and/or alterations.*

2. *ASI forms: One of the two photographs should be an overview that includes geographic features that would help relocate the site. Additional photographs of significant features or artifacts may be submitted.*

- *Photographs must be at least 3 ½ x 5 inches, but 4 x 6 inches and larger is preferred.*
- *Acceptable Photographic Technology: Only archival-quality prints, meeting a 75-year-permanence standard will be accepted.*
  1. *Traditional 35mm Black and White Prints:*
     a. *35mm prints must be produced using black and white film developed with black and white processing chemicals and printed on black and white photographic paper.*
     b. *Resin-coated photographic paper is acceptable, but fiber-based photographic paper is preferred.*
     c. *Photographs processed with chromogenic processing (C-41), or printed on chromogenic papers, are not acceptable.*
  2. *Digital Photographic Prints:*
     a. *Inks and paper used for digital prints must be archivally stable. The type of inks and paper used must be declared within the inventory form. Types used may also be stated additionally in the survey report. A non-comprehensive list of acceptable ink and paper combinations for digital images that meet a 75-year-permanence standard is maintained by the National Park Service at www.cr.nps.gov/nr/policyexpansion.htm#acceptable.*
     b. *Camera and printer resolution settings should be sufficient to produce prints with sharp detail. Appropriate resolution and contrast are of utmost importance.*
- *ISHI forms: Only black and white archival-quality prints will be accepted for 35mm photographs. Black and white or color archival-quality prints will be accepted for digital photographs. IHSI will also accept photographs in JPEG or TIFF format on CD in addition to hard-copy prints.*
- *ASI forms: Archival-quality, color prints are preferred, though archival-quality black and white prints are acceptable.*
- *Labeling: Each photograph must be labeled on the back of the print (never on the front) with a water-soluble pencil intended for writing on transparent or glazed surfaces. We feel the only acceptable labeling instrument is the #8046 pencil produced by Schwan All-Stabilo which can be purchased at art supply stores or on-line. Do not use any type of pen for labeling, including those identified as "archival." Never use adhesive labels or other applied materials. Never affix photographs to paper, cardboard, or other material. Digital photos may be labeled digitally on the front and below the photograph.*
- *If negatives are being submitted (IHSI forms only), a photographic log must be submitted as well.*
- *Each photograph must be labeled with the following information:*
  1. *Smithsonian or IHSI number (property field or temporary number, if a new recording);*
  2. *subject of the photograph;*
  3. *the direction the camera is facing;*
  4. *date (month/year);*
  5. *name of the project.*
- *Sleeving:*

1. *All photographs – traditional 35mm or digital – must be contained and submitted in clear archival photo sleeves. These sleeves must be at least 8 ½ x 11 inches over all and not exceed 9 ½ x 11 ½ inches.*
2. *Pockets in the sleeves should match the photo dimensions. For 35mm black and white photographs, do not sleeve back to back. Digital prints may be sleeved back to back, provided all labeling is digitally printed on the front side. Sleeve digital photographs in full-sheet sleeves rather than cutting them to fit pocketed sleeves.*
3. *Use no adhesives on sleeves and do not label sleeves. Photo sleeves for each property must be clipped or carefully stapled (take care not to staple the print) to the appropriate inventory form. Photos from different properties cannot be contained in the same sleeve.*

For additional information regarding archival quality photography, please visit the following websites:

www.cr.nps.gov/nr/policyexpansion.htm
www.cr.nps.gov/nr/publications/bulletins/photobul/
www.shutterbug.net/features/1103sb_thearchival/

5.4 Prehistoric Properties

Prehistoric material is likely to appear on the surface as sparse evidence such as fire-cracked rock or perhaps a few flakes. It is usually only through subsurface testing that we can determine if the cultural material constitutes an isolated find (less than 5 cultural items) or a site (more than 5 cultural items). When 5 or more cultural items are found, the site should be recorded on a Site Form.

All surface cultural material should be mapped and photographed. All mapping should be done with reference to a datum placed on the site. Where possible a datum can be set using a hollow galvanized steel post approximately 3/4" in diameter and 18" long and should be pounded into the ground. An aluminum tag with recorder name, date, and field site number should be scribed and placed inside the top part of the post. Reference tags can be placed on surrounding trees with distance and bearing to the datum. Where it is not possible to set a steel post datum, some permanent/semi-permanent feature should be defined as datum and marked on the ground with an aluminum tag. The datum location must be noted on the sketch map for the site.

Zone archaeologists may test for site boundaries at the time a site is located and recorded in the field (see procedures below). However, before subsurface testing for eligibility (site context) is implemented, a testing design should be written which outlines the amount and location of the testing. This design shall be submitted to the Forest Archaeologist for approval (see procedures below).

5.5 Establishing Prehistoric Site Boundaries

The definition of site boundaries is problematic in this region because surface visibility of cultural remains is a poor a measurement of site size. As a result, subsurface testing becomes critical in

determining site boundaries. Landform can help to define site boundaries or partial boundaries in some cases. When possible, use landforms to help define boundaries.

When subsurface testing is necessary, begin on the outside perimeter of where cultural material is visible on the ground and move outward. There are two types of subsurface tests that can be selected for site boundaries:

a. Shovel probes: shovel tests of approximately 30 cm. in diameter.

b. Auger tests: auger tests are good on landforms without substantial naturally occurring rock (lacustrine terraces).

All shovel tests should be excavated in 10-centimeter levels and screened through 1/8" mesh screen as deep as is physically possible. Document the depth on the subsurface testing form. A 10-meter interval north/south by east/west grid system should be established across the site. Shovel tests or auger probes should be placed at grid intersections. Completion of three consecutive negative tests in any one direction on all grid lines extending out from the exposed material, would indicate a site boundary, unless the zone Archaeologist feels that further testing is warranted.

A site map drawn to scale, with a north arrow, showing the locations of all of the numbered test units, with the results keyed (solid symbol for positive, open symbol for negative), should be included with the test results.

5.6 Historic Properties

The general nature of most historic properties allows for the establishment of site boundaries based on surface investigative measures; i.e. the perimeter of an earthen berm that marks a cabin site or the extent of a historic dump. However we have all been haunted by whether or not we walked away from a buried artifact around the remains of a historic structure. A systematic effort must be made on sites if there is reason to believe that there is subsurface integrity. Establishment of site boundaries is required in order to acquire formal eligibility from ISHPO. Surface identification of boundaries may be misleading as historic features can be buried under forest litter. There may also be artifacts buried in a cabin feature.

One method to determine the presence of subsurface features/artifacts is the use of some type of probe. Probing with a rod (surveyor's pins) will help to detect buried bottles or cans. A metal detector is an excellent tool in a historic site. Artifacts representing different time periods are common in dumps. Sometimes just a surface reconnaissance of a dump feature is inadequate to identify temporal levels in a dump. Peeling back a portion of the top layer of a dump to see if the dump has depth and to identify other time periods is recommended. This should be done with care given to minimizing disturbance to the dump.

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ACKNOWLEDGMENTS

These guidelines are designed to outline procedures for conducting cultural resource inventories on the Idaho Panhandle National Forests (IPNF) in compliance with the National Historic Preservation Act. IPNF inventory standards were first addressed in 1981 in the Idaho Panhandle National Forests Cultural Resource Management Practices Part I Cultural Resource Inventories and Part II Cultural Resource Sites. The inventory standards outlined here are patterned after those developed for the adjoining Kootenai National Forest in Montana which were largely authored by Rebecca Timmons.

Appendix A

PROGRAMMATIC AGREEMENT
AMONG
THE UNITED STATES DEPARTMENT OF AGRICULTURE, FOREST SERVICE,
NORTHERN REGION,
THE ADVISORY COUNCIL ON HISTORIC PRESERVATION
AND,
THE IDAHO STATE HISTORIC PRESERVATION OFFICER
REGARDING

CULTURAL RESOURCES MANAGEMENT ON REGION 1 NATIONAL FORESTS

IN THE STATE OF IDAHO

WHEREAS, the United States Department of Agriculture, Forest Service (Forest Service) manages the resources of the three National Forests of the Northern Region in the state of Idaho (Clearwater, Nez Perce, Idaho Panhandle NF); and

WHEREAS, the Forest Service has determined that management of these resources may have an effect on properties included in or eligible for inclusion in the National Register of Historic Places; and

WHEREAS, the Forest Service has consulted with the Advisory Council on Historic Preservation (Council) and the State Historic Preservation Officer (SHPO) of the State of Idaho pursuant to section 800.14(b) of the regulations (36 CFR 800) implementing Section 106 of the National Historic Preservation Act of 1966, as amended (16 USC 470 f) (NHPA); and

WHEREAS, the Forest Service has invited affected Federally recognized Indian Tribes (Tribes) and other interested persons to comment on this Programmatic Agreement,

NOW, THEREFORE, the Forest Service, the Council and the SHPO agree that the Forest Service shall administer its activities subject to Sections 106 and 110 of the National Historic Preservation Act in accordance with the following stipulations:

STIPULATIONS

The Forest Service shall ensure that the following measures are carried out:

I. Qualified Programs.

Any Northern Region National Forest in the State of Idaho may participate in this agreement.Participation is contingent on meeting the following qualifications.Participating Forests shall:

A. Staffing: Employ a Professional Cultural Resources Specialist (s) (CR Specialist) in the Forest Supervisor's Office or in a field office with delegated Forest-wide responsibility.This Specialist shall meet the qualifications defined in the Secretary of Interior's Professional Qualifications Standards (36 CFR 61) current at the date of implementation of this agreement for Archeologist or Historian, and shall be solely responsible for making the professional judgements required in the implementation of this agreement and for overall coordination of the Forest Heritage program 800.2(a)(1).The responsible Line Officer will consider such professional judgements and recommendations in his/her decision making for all undertakings which meet the definition in 36 CFR 800.16(y).

Paraprofessional cultural resource personnel may be employed in strict conformance with the direction in FSM 2361.42 and current R-1 FSM supplements.Specifically, paraprofessional personnel may conduct field inventories and background research to facilitate judgements on significance and effect by the Forest Cultural Resource Specialist.Paraprofessional personnel are specifically prohibited from making judgements on "undertakings," "significance," "effect," "mitigation measures" and "area of potential effect" under the terms of this agreement.

B. Have completed and implemented a Site Identification Strategy (SIS), which has been written or updated within the last five years prior to the signing of this agreement; and which has been reviewed and accepted by the Regional Forester.Individual Forests lacking such a document shall update or prepare one prior to use of this agreement.Individual Forests will coordinate development of a SIS with SHPO and will utilize available published SHPO guidance on this topic.A Forest SIS will address the key elements found in Appendix 1 and is expected to evolve over time as new information is produced and assimilated through implementation of this agreement.The Forest SIS used in conjunction with information received during Public and Tribal involvement is the primary guide to decisions regarding field inventories, field methods, timing and intensity for the purposes of this agreement.

C. Develop and maintain an electronic records system that is compatible with SHPO record systems.Participating Forests will maintain data bases which meet site location security requirements established in the Archeological Resources Protection Act (ARPA) and the National Historic Preservation Act(NHPA) (800.11(c) and will transmit information to SHPO in a format compatible with current archival systems. The Forest Service and SHPO will be mutually responsible for the confidentiality and accuracy of the records system.Information on Traditional Cultural Properties will be maintained in a separate secure data base.Such information shall not be released to external entities without prior Regional Forester approval and full consultation with related Tribal governments.It is anticipated that these databases may take 3 to 5 years to develop.

D. Each participating Forest will develop a formal process to ensure that the CR Specialist is informed of all projects, programs, and activities so that the appropriate professional judgements and recommendations required by this agreement are made by appropriately trained cultural resource personnel.Such judgements and recommendations shall be documented and forwarded to the responsible Line Officer for consideration in priority setting and decision making.

II. Public Participation:

A. The Forest Service shall ensure public access to decisions made pursuant to this Agreement and will consider comments or objections by interested persons in a timely manner.The Forest Service shall coordinate public participation required by NHPA Section 106 with the process used for environmental review pursuant to the provisions of the National Environmental Policy Act (NEPA) as specified in 36 CFR 800.3(b)& 800.8(a)1-2.Key elements of NEPA consultation designed to achieve NHPA requirements are found in Appendix 2.

III. Tribal Participation:

A. Whenever an undertaking could affect properties of traditional cultural and religious value to an Indian Tribe, if any such properties are present in the area of potential effect, the Forest shall initiate effective and culturally appropriate consultation with related Indian Tribes and traditional cultural leaders at the earliest stage of the planning process to assist in identification, evaluation and assessment of effects of undertakings on traditional cultural properties. This process shall meet the intent of 800.3(f)(2) and 800.4(a)(4)in coordination of consultation.

B. Tribal concerns and recommendations derived from the consultation process shall be documented and addressed in the project inventory report and NEPA project file.

C. Throughout the consultation process, Forests shall be sensitive to issues of confidentiality and privacy.Forests will meet the requirements of ARPA, NHPA and the Native American Graves Protection and Repatriation Act (NAGPRA) to ensure that confidentiality of information related to traditional cultural properties and to cultural site locations is maintained.

D. Participating Forests are encouraged to develop separate memoranda of agreement with appropriate Tribal governments to provide for the disposition of certain human remains and specific classes of cultural material discovered on National Forest System lands consonant with the requirements of NAGPRA . Such memoranda shall also address accidental discovery contingencies. Information copies of any such agreement shall be furnished to SHPO and Council.

E. Participating Forests shall meet annually with appropriate Tribal government officials prior to each field season to review and discuss planned or anticipated land management activities or undertakings; and to gain Tribal input and assistance. The results of such meetings, lists of proposed projects, etc. shall be documented and provided to SHPO.

IV. Project Review

The Forest CR Specialist shall judge whether a proposed action, project, activity or program is an "undertaking" as defined at 800.16(y), with the potential to cause effecs to historic properties. If so, the "area of potential effect" (APE), shall be determined by the CR Specialist pursuant to the definition provided at 36 CFR Part 800.16(d). Comments received during Public and Tribal participation shall also be considered when determining the APE. The Forest CR Specialist shall assess a project against the Forest Site Identification Strategy to judge whether field inventory or other data collection is required, shall recommend implementation of any required inventory and shall determine if historic properties, as defined in 36 CFR 800.16(l). of NHPA are present within the

APE. The Forest CR specialist is responsible for documenting his/her professional judgements and recommendations to the responsible Line Officer for consideration in decision making on all undertakings meeting the NHPA definition. Idaho SHPO emphasizes timely and informed response to the public when questions arise regarding federal agency projects and historic preservation activities. To facilitate this responsiveness the FS will make every effort to provide inventory reports, site forms, etc. to SHPO as they are completed; rather than only with the annual report. Reports, forms and similar documents furnished to SHPO during the course of a year should be referenced but need not be duplicated in the comprehensive annual report.

A. Programmatic Review

All Undertakings with potential to cause effects to historic properties will be subject to the following stipulations:

1. No Inventory Decision:For Undertakings in which the CR Specialist determines, (based on the Forest SIS) that field inventory is not warranted, the Forest CR Specialist will prepare a narrative description of the undertaking, the legal location and the rationale for a "No Inventory Decision" in the project file.Forests may then proceed with the project.This information and an accompanying Forest Map (1/2"-mile) showing the location of such projects will be provided to SHPO in the Annual Report.

2. No Properties:For Undertakings where an appropriate inventory of the APE has been conducted in accordance with the Forest SIS, and where no cultural property(s) are found within the project's area of potential effect, the Forest CR Specialist will document the results of such inventory efforts as "No Historic Properties Affected"(800.4(d)and the Forest may proceed with the project .A summary of these inventories (e.g., standardized negative inventory forms) will be provided to SHPO in the annual report.

3. Evaluation:The Forest Service shall ensure that properties which may be affected by an undertaking are evaluated pursuant to 800.4, in consultation with SHPO, to determine their eligibility for inclusion in the NRHP.The Forest Service may request SHPO review of eligibility determinations separately or in conjunction with assessment of an undertaking's effect.The SHPO shall review the Forest CR Specialist's eligibility determination within 30 calendar days of receipt.If the SHPO and the Forest Service disagree on the eligibility of a property, or if the Advisory Council or Keeper of the National Register of Historic Places so request, the Forest Service shall seek a formal determination from the Keeper pursuant to 36 CFR63.

4. Properties Affected:For Undertakings where an inventory of the APE has been conducted in accordance with the Forest Identification Strategy, and where historic properties may be affected by the proposed undertaking, the Forest CR Specialist will apply the criteria of adverse effect (800.5(a)to determine whether

the effect is adverse, and in making this determination the Forest will solicit the views of interested persons, the public and any Indian Tribe that attaches religious and cultural significance to identified historic properties. Any such views will be considered.

a. If the Forest CR Specialist determines that the proposed undertaking will have "No Adverse Effect" on historic properties due to project redesign, development of mitigation measures, etc., the CR Specialist will document that determination to the SHPO following 36 CFR 800.5(b)(c), including a statement of NRHP eligibility,mitigation measures, rehabilitation plans or covenants and protection measures, as appropriate, and including the views of interested persons and Tribes.SHPO shall comment on the finding of "No Adverse Effect" and the eligibility statement within 30 calendar days of receipt.If SHPO concurs with the Forest finding or does not respond, the Forest will inform interested persons and/or Tribes of the finding and may proceed with the project in within 30 days in accordance with agreed upon protective or mitigative measures.

b. If the Forest Service and the SHPO disagree on the finding of "No Adverse Effect" or the Forest and SHPO agree that the effect is "Adverse," then the Advisory Council on Historic Preservation shall be notified and the procedures specified at 36 CFR 800.6 shall be implemented.

5. Any signatory to this agreement may request that consultation procedures follow 36 CFR 800.3-6 for a specific project or undertaking.In the event that the consulting parties determine that a separate programmatic agreement is necessary, 36 CFR 800.14(b) will be employed.

6. Discovery:In cases of discovery, the Forest Service shall fulfill its consultation requirements in accordance with 36 CFR 800.13.

7. Consultation and coordination among the Forest Service, the SHPO, the Advisory Council and interested parties pursuant to this agreement shall be the responsibility of the Regional Forester or Forest Supervisors as delegated.

V. Current Agreements

A. The Heritage Program of the National Forests in idaho shall meet the requirements of Section 110 of NHPA.In furtherance of this objective, the Forest Service shall continue or initiate, as appropriate, the following measures in partnership with SHPO:

1. Establish schedules and procedures for the timely completion of determinations of eligibility of located properties on lands currently managed by the Forest Service.

2. Utilize Geographic Information Systems and database technologies to track and analyze site locations, to improve site identification strategies, and to develop predictive models to guide future inventories and evaluations.

3. Integrate broad scale Ecosystem Management inventories and interdisciplinary studies with the management and enhancement of historic properties.Meet NHPA requirements through the creative application of Ecosystem Management methods and standards.

4. Develop a schedule and prioritize completion of Forest Heritage Overviews, ethnographic studies, thematic studies and historic property preservation plans for classes and types of properties managed by the Forest Service.

5. Conduct research oriented inventories and studies in specially designated areas which have received little previous study (e.g. Wilderness, National Recreation Areas, Research Natural Areas, Wild and Scenic River Corridors, Range Allotments, etc.).

6. Support and emphasize public education, partnerships, and voluntarism efforts such as Windows on the Past programs, participation in Idaho Archeology Week, Heritage Expedidtions, interpretation of National Historic Trails, PIT and the R-1 Historic Building Preservation Team interagency training effort.

VI. Training

A. Agreement Implementation Training

The Forest Service, with the SHPO's assistance, shall design and administer training to facilitate this Agreement.The training will include detailed explanation of the procedures in the Agreement and the roles of the consulting parties.Training will be for Forest Service staff and will be initiated within 12 months from the effective date of this document.Tribal cultural resource staffs will be informed of such training opportunities and will be invited to participate.

B. Specialist Skills Enhancement and Retention:

The Forest Service in cooperation with SHPO, other Federal Agencies and Universities shall from time to time provide Historic Preservation training opportunities to Forest and District Specialists, under the provisions of the National Heritage Training Task Force guidelines.Tribal cultural resource staffs will be informed of such training opportunities and will be invited to participate.

VII. Dispute Resolution

A. Should the SHPO or Council object within the time frames allowed under the Agreement to any plans, specifications, contracts or other documents provided for review pursuant to this agreement of the manner in which this agreement is being implemented, the Forest Service shall consult with the objecting party to resolve the objection.If the Forest Service or objecting party determine that the objection cannot be resolved, the Forest Service shall forward all documentation relevant to the dispute to the Council.Within 30 days after receipt of all pertinent documentation, the Council shall

(1) provide the Forest Service with recommendations, which the Forest Service will take into account in reaching a final decision regarding the dispute; or;2) notify the Forest Service that it will comment pursuant to 36 CFR 800.7(c) and proceed to comment. Any Council comment provided in response to such a request will be taken into account by the Forest Service in accourance with 36 CFR800.7(c)(4).

B. Any recommendation for comment provided by the Council will be understood to pertain only to the subject of the dispute.The Forest Service's responsibility to carry out all actions under this agreement that are not the subjects of the dispute will remain unchanged.

C. At any time during implementation of the measures stipulated in agreement, should an objection to any such measure be raised by a member of the public, or a Tribe, the Forest Service shall take the objection into account and consult as needed with the objecting party, the SHPO and others as needed, and with the Council if necessary to resolve the objection.

VIII. Annual Heritage Report

A. The Forest Service shall prepare an annual monitoring report for the SHPO, appropriate Tribal authorities, and the Council which covers the previous Fiscal Year. This report will be the baseline for discussions at the annual review stipulated in IX. below.The report shall consist of individual participating Forest reports, and a Regional synopsis.The reporting year shall be the calendar year; the report is due to the SHPO and Council on or before March 1st of each year.Key reporting elements include:

1. A tabular listing of projects treated under the "No Inventory" decision described under Section IV. A 1, of this agreement.This table should include project name, legal location, area, and a statement summarizing the "No Inventory" decision (e.g. "previously surveyed" or "low site probability per Forest site distributional model, etc.")

2. A single summary encompassing all "No Properties" inventories undertaken per Section IV. A 2, on each participating Forest.This report will reflect current Secretary of Interior reporting standards and be accompanied by an IDSHPO data base form that includes all inventories conducted in this category.

3. A concise summary of all projects treated under Section IV. A 4, "Properties Affected".For each project in this category briefly describe the project, the agreed upon mitigation measures, the start and completion dates of the project and any monitoring information on the effectiveness of mitigation measures.

4. An analysis of the effectiveness and appropriateness of the Forest Inventory Strategy, public involvement process and internal process for ensuring appropriate professional review of all undertakings; based on field experience in the previous field season.Describe any methodological improvements.

5. List any undertakings in which an objection was raised during public involvement efforts.

6. A discussion of any savings or efficiencies resulting from implementation of this agreement and a description of efforts to improve Section 110 aspects of the Forest program.Include examples of successful 110 projects.

IX. Review

The Forest Service, the SHPO and the Council if it chooses to attend, shall meet on an annual basis during March of each year, to review the effectiveness of the agreement, its terms and the need for any amendments.This meeting may also result in recommendations for additional follow up meetings to address individual issues or concerns with specific Forests, Tribes, interested parties, the Regional Archeologist and the SHPO.

X. Amendments

Any party to this Agreement may request that it be amended, whereupon the parties will consult in accordance with 36 CFR Part 800.14(b) to consider the amendment.

XI. Suspension for Cause

The Regional Forester shall monitor compliance with the terms of this agreement by individual Forests and may upon his own initiative or upon written notification from SHPO or the Council, suspend a participating National Forest from the terms of this Agreement upon determination of a documented pattern of failure to comply with the terms of this Agreement. Suspension from this Agreement requires the affected National Forest to comply with 36 CFR Parts 800.3 through 800.6 with regard to all undertakings that otherwise would be reviewed under this Agreement.Suspension of a National Forest from the terms of this Agreement may be lifted by the Regional Forester after that National Forest has demonstrated a correction of the problem that led to the suspension. The Regional Forester shall notify and consult as needed SHPO and the Council prior to either suspending a Forest or lifting the suspension of an individual Forest.

XII. Termination

Any party to this Agreement may terminate it by providing sixty (60) days written notice to the other parties, provided that the parties will consult during the period prior to termination to seek agreement on amendments or other actions that would avoid termination.Termination of this Agreement, or failure to abide by its terms shall require the Forest Service to comply with 36 CFR Parts 800.3 through 800.6 with respect to undertakings that otherwise would be reviewed under this Agreement.

XIII. Execution

Execution and implementation of this Programmatic Agreement satisfies the Forest Service's Section 106 responsibilities for all individual undertakings throughout the Northern Region, USDA Forest Service in Idaho which are treated in conformance with the stipulations herein.

XIV. Implementation

This Agreement becomes effective on the date of the last signature below and will be implemented immediately.

XV. Duration

This agreement will remain in effect for a period of one calendar year from the date of signing unless formally terminated prior to that date by a signatory. The agreement may be renewed for a subsequent and on an annual basis thereafter upon a review of implementation and by written agreement of the signatories.

_____ _____

Regional Forester, Northern Region Date

_____ _____

Idaho State Historic Preservation Officer Date

_____ _____

Executive Director, Advisory Council on Historic Preservation | Date

Appendix 1
Key Elements of
Site Identification Strategy

Each individual participating National Forest shall prepare a written Site Identification Strategy which adapts the following general elements to local conditions:

I. Project Notification

A. Letter to each District Ranger from Forest Supervisor requesting list of proposed projects and cultural resource support needs.All proposed projects reviewed by Cultural Resource Specialist.

B. Project File started for each project submitted which meets definition of Undertaking (NHPA, Sec. 301(7)).

C. Projects are scheduled for CR support by priority on a District, Forest and Zone basis. Priority setting criteria include:

1. Is the project an undertaking?

2. What is the likelihood of undertaking to affect eligible or listed cultural properties?

3. Forest needs.

4. Accessibility and special conditions

5. Site probability and/or potential for resource conflicts

6. Tribal expressions of interest, concerns or special locations

II. Prefield Work

A. Conduct systematic cross referencing of:

1. Forest cultural resource survey records and atlas

2. Forest site files and site lead files

3. IDSHPO site database

4. Overviews, thematic studies, environmental data

5. Academic literature (historical, archeological, ethnographic)

6. Forest site distributional model(s), if any.

B. Consult relevant primary and secondary historical sources including:

1. NRHP lists, State Preservation Plan and Bulletins

2. Contact relevant Tribal culture committees, traditionalists, etc.

3. Early FS records, maps, oral histories, local historical societies

4. GLO Plats, BLM land status records

5. Homestead Entry Survey

6. Mineral/Soils surveys

C. Define Area of Potential Effect based upon prefield research, topographic, environmental, historical variables and previous knowledge of project area.Employ GIS technology as available to stratify APE.

1. Elements of stratification to define at minimum:

a. River terraces and drainage confluences

b. Major ridge systems, passes, saddles

c. Open high altitude basins

d. Petrological concerns (e.g., outcrops, mineral licks, etc.)

e. Historic mining districts

f. Areas ethnographically known for special values

III. Survey Methods:

A. Develop appropriate survey and identification strategy for particular project, project area, environment, state of previous knowledge of area.At minimum consider:

1. Intensive inventory in high site probability strata

2. Less intensive methods in lower site probability strata

3. Systematic monitoring and validation of approach

4. Use of best available technology, assays, mapping aids, etc.

5. Cost effectiveness, site security, efficiency

6. Subsurface sampling techniques as appropriate for soil type, vegetative cover conditions, erosion, etc.

IV. Recording:

Develop or use existing standardized reporting forms pertinent to the particular Forest SIS.This may include:

A. Standard No Properties form

B. Standard Inventory Report and Site form

C. Standard Monitoring Report form or checklist

D. Annual Forest PA Report format and entry categories.

E. Standard Field Diary and travel log

F. Standardized mapping protocol to reflect most current professional practice.

Appendix 2
Key SIS Elements

Public and Tribal Participation

Consultation under NEPA is the primary public involvement and participation mechanism for all Forest Service actions, undertakings, and projects.Properly conducted, NEPA work will accomplish public involvement called for by historic preservation laws.Key elements of effective consultation commonly include:

A. Regular interaction between FS natural resource programs, Heritage personnel, Public Affairs and Planning divisions.

B. Broad, inclusive and comprehensive project scoping (personal contacts, public notices, open houses, public meetings, letters, etc.).

C. Sound professional studies, inventories, evaluations, data syntheses, etc., to ensure that responsible Line Officers make sound, defensible decisions.This information must be clearly documented in the NEPA project file.

D. For Heritage Resource Program purposes and for the implementation of this agreement the following key elements must be included in all NEPA efforts:

1. Quarterly reports on all proposed Forest activities will be sent to all interested persons, organizations and traditionalists by respective Forests.This will include Tribal Chairs, Culture Committees heads, etc.

2. Forest Cultural Resource Specialists will meet annually or more frequently with appropriate Tribal representatives.Projects proposed in the coming year will be discussed, issues or concerns raised and effective approaches developed.Tribal information sources will be considered.

3. Forest Cultural Resource Specialists will develop and maintain effective lines of communication with neighboring tribes and those groups which have special interests or which have made historic use of the Forests.Informal discussions should be ongoing and open.

4. Forest Cultural Resource Specialists will familiarize themselves with the consultation, notification, and coordination requirements of key historic preservation laws and will integrate them into the public involvement processes developed for NEPA.

5. Special government to government contact for historic preservation purposes shall be integrated with approved national and regional quidelines and policies (e.g. FS Guide to Tribal Government Relations Resource Book)

APPENDIX B
Heritage Inventory Report Form

HERITAGE SITE INVENTORY

OF THE

REPORTED BY:

_____

Archaeologist Date

REVIEWED BY:

_____

Forest Archaeologist Date

USDA Forest Service
Northern Region

REPORT NO._____

USDA FOREST SERVICE

HERITAGE SITE INVENTORY REPORT

PART A - GENERAL INFORMATION

1. *Project Title:*

2. *Author and Report Date:*

3. *Abstract:*

4. Administrative Data: *State:* _____*County:* _____

*Region:*_____*Forest:*_____*District:*

5. Location or Legal Description:

6. Area Involved: *Total Project Acreage*:

Miles of New Road Construction: _____*Miles of Road Reconstruction*:

*Number of Parcels/Units:*_____ *Acres Actually Impacted*:

7. Appropriate USGS Topographic Map:

8. Other Maps Used:

9. Aerial Photographs Used:

10. Description of the Proposed Undertaking: *Target Date*
(Describe direct and indirect impacts expected)

11. General Environmental Description:

12. Previous Archaeological/Historical Studies:

13. Expected Areas of Cultural Sensitivity (cite previous studies whenever possible):

PART B - FIELD EXAMINATION

1. Summary of Areas Involved: *Percent of Impact Acreage Surveyed:*

*Miles of New Roads Surveyed:*_____ *Miles of Reconstructed Roads Surveyed:*

*Number of Units Surveyed:*_____ *Total Acres Surveyed:*

*Number of Spot-checks:*_____*Total Miles Surveyed:*

2. Areas Examined and Type of Coverage (key to map):
(Describe the goal of the inventory, e.g. to find all locatable cultural sites in the area of potential effect)

Areas of sensitivity are covered with transects of 30 meters or less.

3. Areas Not Examined (key to map):

4. *Reasons Not Examined*:

5. Personnel Conducting or Assisting in the Survey:

6. Date of Survey:

7. Time Spent: *Total Survey Time:*

Travel:
Administrative:

8. Special Problems Encountered:

PART C - RESULTS

1. Background Sources Checked: (-) Indicates Results Negative (+) Indicates Relevant Cultural Information was found (include a short explanation)

a. Federal Register ( )

b. Metsker's ( )

c. G.L.O. Plats and Topographic Maps ( )

d. Land Status Maps ( )

e. Mineral Plats ( )

f. Remote Sensing ( )

g. Oral History ( )

h. Other ( )

2. Heritage Sites Recorded (key to maps):

Field No.	*State No.*	*Type of Site*

3. Locations Noted But Not formally Recorded (key to maps):

Field No.	*General Description*	*Reasons Not Recorded*

4. Comments/Conclusions (Possible Impacts, Avoidance of Impacts, Relation of Sites to Project):

The original of this report is on file at the Supervisor's Office of the Idaho Panhandle National Forests, 3815 Schreiber Way, Coeur d'Alene, Idaho 83814.

5. Certification of Results:

I hereby certify that I conducted the Heritage Site Inventory reported here, that my observations and methods are fully documented and that this report is complete and accurate to the best of my knowledge:

_____

Name of Reporter *Date*

APPENDIX C
Heritage Resource Site Form

File #

HERITAGE RESOURCE SITE RECORD

FIELD # (optional): _____ STATE #:
MAP: _____ ,__7.5_____, '19__AERIAL PHOTO:
COUNTY:_____ CONTOUR >__ ; < __ ; α _____FEET +Msl
MERIDIAN:___Boise_____T____ , R_____ ,_____1/4 OF _____1/4, SEC.
U.T.M.G.: Zone_____11_____ ; _____mE/ mN
LAT./LONG. (optional):__°_____ '_____" W Long/ _____ °_____' "N Lat.
SITE LOCATION (give bearings and distances wherever possible):

ACCESS:

SITE TYPE:

SITE DESCRIPTION (Be through, explicit and concise; this may be the only record ever made of this resource.):

DIMENSIONS:_____FEET_____ - _____ X____ FEET_____ - _____ (cf.plan)
ESTIMATED AREA: square feet.
DESCRIBE THE METHOD USED TO DETERMINE SITE EXTENT AND BOUNDARIES.

DEPTH OF CULTURAL DEPOSIT: Maximum____ cm; Mean_____ cm.
DESCRIBE METHOD USED TO DETERMINE DEPTH:
SITE #

PREVIOUS STUDY (Nature of work, date, investigator, reference):

ARTIFACTS (describe; note whether collected or left in situ):

FEATURES (Describe briefly; attach supplemental data as needed):

APPARENT SIGNIFICANCE OF SITE:

NATIONAL REGISTER STATUS:

SITE MODIFICATIONS (cultural or natural, including cuts, erosion, pothunting, construction, etc.):

POTENTIAL IMPACTS TO SITE AND/OR ITS INTEGRITY:

OWNER (Name and Address):

TENANT: None

INFORMANTS OR POTENTIAL INFORMANTS OR PUBLISHED AND UNPUBLISHED INFORMATION:

PHOTOGRAPHS (number b/w, color, chrome; subjects):

PHOTO CATALOGUE Nos.:
SITE RECORDER (S)
DATE:

Site #

ENVIRONMENTAL DESCRIPTION:

BIOTIC SETTING (Life zones, communities and habitats):

COMMON AREA VEGETATION:

LOCAL FAUNA:

SOIL OF AREA;

GEOLOGY OF AREA:

LAND FORM
POSITION ON LAND FORM
ASPECT
SLOPE

NEARBY WATER: Distance_____meters, Direction

Nature of water source (if a stream, indicate order)

LIST OF APPENDED DOCUMENTS

Site #

Topographic Map:

Portion of U.S.G.S.
Showing Location of Site.

Site #

SKETCH MAP OF SITE

(1) Indicate magnetic north. (2) Show scale, if appropriate. (3) Use conventional U.S.G.S. map symbols to the extent possible. (4) Clearly identify all special symbols. COMMENTS:

DRAWN BY: _____ DATE: