

**Archaeological Survey for the
Motorized Travel Management Project
San Bernardino National Forest,
San Bernardino and Riverside Counties, California
Heritage Resource Report**

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Abstract

The San Bernardino National Forest (SBNF) has an existing system of roads and trails designed to accommodate many types of motorized vehicles and to provide a wide range of riding experiences. This undertaking is designed to modify the existing road system, not to create a new system. This is being accomplished by adding or restoring/rehabilitating unauthorized, user-created routes; by reclassifying or decommissioning existing Forest Service roads and trails; or by constructing new Forest Service roads and trails. Project design was predicated partly by the need to reroute both existing and user-created trails in order to avoid damage to historic properties.

When planning for this undertaking, SBNF staff considered ongoing damage to historic properties along existing roads and user-created trails. Existing roads were considered for rerouting and user-created trails were considered for either adoption into the FS road system or rehabilitation based on their proximity to historic properties, and the level of ongoing damage to which they are subjected.

In order to satisfy the requirements Section 106 of the National Historic Preservation Act of 1966, the SBNF identified all historic resources within the Area of Potential Effect (APE) of the undertaking. The heritage staff of the SBNF then made recommendations regarding the protection of those sites, such that the project may proceed as long as the recommended Standard Resource Protection Measures are implemented.

Introduction

It is Forest Service policy to provide a diversity of road and trail opportunities for experiencing a variety of environments and modes of travel consistent with the National Forest recreation role and land capability (FSM 2353.03(2)). Modes of travel include hiking, horseback riding, bicycling, and motor vehicle use (FSM 2353.2). The SBNF Land Management Plan (LMP) prohibits motor vehicle travel off designated Forest System (FS) roads, trails, and limited staging areas that are designated for vehicle use (LMP, Part 3, S35, pp 8-9).

The purpose of this action is to improve the designated forest-wide system of routes for public motor vehicle use on the SBNF, except for the Baldy Mesa Recreation Trails project area that is already being studied in a separate Environmental Assessment. This current action is needed because motor vehicle use across the SBNF has increased substantially in recent years, as well as Forest Service regulations requiring new management direction to be developed.

Regulatory Framework

There are many federal laws providing for the protection and preservation of archaeological and historic sites. Other laws require the identification and evaluation of important historic properties, and the consideration of the effects of federal agency activities and programs on significant historic properties as part of land management decisions. These laws include the: Antiquities Act of 1906 (34 Stat. 225; 16 U.S.C. 431-433), Historic Sites Act of 1935 (49 Stat. 666; 16 U.S.C. 461- 467), National Historic Preservation Act of 1966, as amended (80 Stat. 915 et seq.; 16 U.S.C. 470 et seq.) (NHPA), National Environmental Policy Act of 1969 (NEPA), as amended (83 Stat. 852 et seq.; 42 U.S.C. 4321-4347), Archaeological and Historical Data Preservation Act of 1974 (88 Stat. 174; 16 U.S.C. 469), American Indian Religious Freedom Act of 1978 (92 Stat. 469; 42 U.S.C. 1996), the Archaeological Resources Protection Act of 1979, as amended (ARPA) (93 Stat. 721 et seq.; 16 U.S.C. 470 et seq.); and the Native American Graves Protection and Repatriation Act of 1990 (104 Stat. 3048-3058; 25 U.S.C. 3001-3013). In addition, several Presidential Executive Orders address specific issues affecting properties, locations or resources of importance to American Indian tribes, such as Executive Order 11593 entitled *Protection and Enhancement of the Cultural Environment*, Executive Order 13007 entitled *Indian Sacred Sites*, and Executive Order 13175 entitled *Consultation and Coordination with Indian Tribal Governments*.

The Forest Service has also developed specific policy for complying with Section 106 of the National Historic Preservation Act (NHPA) as part of the route designation process, entitled *USDA Forest Service Policy for Section 106 of the NHPA Compliance in Travel Management: Designated Routes for Motor Vehicle Use* (2005). General Forest Service direction for the management of heritage resources can be found the Forest Service Manual (FSM 2360).

Region 5 has also developed specific procedures to meet the requirements of NHPA Section 106 (36 CFR 800). Forests in Region 5 can comply with the region's Motorized

Recreation Programmatic Agreement, entitled *Programmatic Agreement among the USDA Forest Service, Pacific Southwest Region, USDA Forest Service, Intermountain Region's Humboldt-Toiyabe National Forest, California State Historic Preservation Officer, and Advisory Council on Historic Preservation Regarding the Process for Compliance with Section 106 of the National Historic Preservation Act for Designating Motor Vehicle Routes and Managing Motorized Recreation on the National Forests in California* (Motorized Recreation PA) (2006).

Methodology for Analysis

The methods used to determine the Area of Potential Effect (APE) and to identify historic properties within the APE was governed by the Motorized Recreation PA. Methods employed included pre-field research of SBNF heritage records, 100% coverage survey of areas not previously surveyed, and recording all newly located sites.

Based on the Motorized Recreation PA, the APE was determined to be a corridor 30 meters wide centered on linear features (i.e., roads, trails, corridors, routes, etc.). An intensive pedestrian survey of the APE was then conducted (if no previous survey report existed). As historic properties were discovered they were recorded on standard Department of Parks and Recreation forms.

Pre-field research consisted of an examination of SBNF heritage files and maps in order to identify Archaeological Reconnaissance Reports which documented previous surveys of the current APE. Sites located in the APE were then revisited during fieldwork.

Existing Condition and Desired Condition

Currently, the SBNF has a dedicated system of roads and trails intended for use by the public, and designed to accommodate various types of transportation ranging from two-wheeled, non-street legal vehicles to street legal cars and trucks.

There is also a plethora of user-created, unauthorized routes that crisscross the SBNF. In some areas, these routes are located adjacent to, or within the boundaries of known historical properties.

The long-term heritage goals of the SBNF include the protection of heritage resources and the completion of a forest-wide heritage inventory. This project is designed to protect heritage resources, in part, by realigning legal routes whose use threatens to damage historic properties, and by rehabilitating unauthorized routes whose use may inadvertently and adversely effect historic properties.

Environmental Consequences

Mitigation and Monitoring

Currently, the SBNF monitors damage to archaeological sites through the use of patrol personnel trained to check on specific properties or in resource sensitive areas. District Archaeologist monitor at-risk sites on a regular basis. After fire incidents the Forest often installs temporary fencing in sensitive areas to stop illegal, off-road travel; confining vehicles to authorized Forest Service routes. The current level of monitoring is not sufficient to keep some Forest visitors from driving on unauthorized roads and trails, and from damaging historical properties.

Alternative 1

Alternative 1 includes nine classes of undertaking that effect either unauthorized routes or Forest System roads:

A. Unauthorized Routes:

1. The addition of currently Unauthorized Routes to the FS road system for green/red sticker vehicles up to 50" wide
2. The addition of Unauthorized Routes to the FS road system for street legal vehicles
3. The restoration and rehabilitation of Unauthorized Routes

B. Forest System Roads:

4. The reclassification of existing FS system roads for green/red sticker vehicles up to 50" wide
5. The Decommissioning some FS system roads
6. Reclassification of some FS system roads for street legal vehicles only
7. Reclassification of some FS system roads for administrative use only
8. Reclassification of some FS system roads for authorized use only
9. The construction of new FS system roads

Direct Effects

Classes 1, 2, 3, 5, and 9 of the proposed undertaking have the potential to affect historic properties. Classes 4, 6, 7, and 8 do not have the potential to affect historic properties. Only those classes that have the potential to affect historic properties were considered when determining the Area of Potential Effect for this undertaking. 15 historical properties will be protected under this alternative through the restoration of unauthorized routes, the decommissioning of existing Forest Service roads.

Indirect Effects

There are no indirect effects.

Cumulative Effects

Over time, this project will result in decreased damage to historical resources through the decommissioning and reroute of various road segments will. Traffic will be routed away from sensitive areas.

Alternative 2 – No Action

Direct Effects

There are no direct effects from “No Action”.

Indirect Effects

Indirect effects include increased damage to historical resources as unauthorized roads are not closed and rehabilitated.

Cumulative Effects

The indirect effects of unmanaged and unauthorized motor vehicle use will continue to adversely effect historical properties, eventually leading to their complete loss.

Alternative 3

Alternative 3 includes the same nine classes of undertaking that appear in Alternative 1, with several changes, including the addition of all Yellow Post site spur roads to the Forest road system.

Direct Effects

12 historical properties will be protected under this alternative through the restoration of unauthorized routes and the decommissioning of existing Forest Service roads. Three sites will be left at risk to increased damage.

Indirect Effects

Indirect effects include increased damage over time to the three sites that will be protected under Alternative 1, but not under this alternative.

Cumulative Effects

Over time, this project will result in a decrease to 12 historical properties and increased damage to three others through the decommissioning and reroute of various road segments.

Alternative 4

Alternative 4 includes the same nine classes of undertaking that appear in Alternative 1, with several minor changes.

Direct Effects

15 historical properties will be protected under this alternative through the restoration of unauthorized routes and the decommissioning of existing Forest Service roads.

Indirect Effects

There are no indirect effects.

Cumulative Effects

Over time, this project will result in decreased damage to historical resources through the decommissioning and reroute of various road segments will. Traffic will be routed away from sensitive areas.

Compliance with the Forest Plan and Other Regulatory Direction

The SBNF has a dedicated road network designed to accommodate use by a variety of vehicle types. The present undertaking is designed to modify the existing system rather than develop a completely new system. As a consequence, the SBNF Heritage staff was required to survey individual road segments rather than to undertake a complete survey of the Forest. Alternatives 1, 3, and 4 were designed to correct deficiencies in the current road system, in part by rerouting portions of existing roads so that damage to historic properties created by road use is minimized or avoided completely.

Alternatives 1, 3, and 4 of the current undertaking incorporate the Forest Plan heritage strategy by protecting heritage resources for cultural and scientific value and public benefit (LMP, Part 2, p. 142). Alternative 1 most closely complies with the strategy, as does Alternative 4. Two elements of Alternative 3, if adopted, will fail to protect historic sites along Forest Service road 3N34.

Table 1. Number of Historical Properties in or near the APE.

Alternative	Number of Historical Properties located in or adjacent to the APE; by alternative	Number of Historical Properties protected by alternative
1a	22	15
2	0	0
3	29	12
4	22	15

References

Sapp, William D.

2008 *Archaeological Survey for the Implementation of Motorized Route Designation and the Travel Management Plan San Bernardino National Forest, San Bernardino And Riverside Counties, California.*

US Forest Service, San Bernardino National Forest

2005 *Land Management Plan. Parts 1, 2, and 3. R5-MB-075.*