

Report to Congress

Forest Service Heritage Program

SEPTEMBER 8, 2010

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Introduction

Under the Department of the Interior, Environment, and Related Agencies Appropriations Bill for 2010 [Senate Report 111-038; pages 69-70], the Senate Appropriations Committee **recommended that management of cultural resources and compliance with the National Historic Preservation Act (NHPA) must be a greater priority for the Agency along with commensurate funding increases.** This included direction to provide a report by September 30, 2010, detailing Heritage Program accomplishments and budget allocations for each region and national forest in fiscal year's (FY) 2009 and 2010:

“The Committee ... believes that management of heritage resources on national forests, including compliance with the [NHPA], must be a greater priority for the Service. To that end, the Committee is encouraged that the budget request contains a 6 percent increase in funding to better manage heritage resources. The Committee directs the Service to provide a report no later than September 30, 2010, detailing heritage resource program accomplishments and funding allocations for each region and each national forest for fiscal years 2009 and 2010.”

This preliminary report provides FY 2009 allocations and final accomplishments as of September 30, 2009. FY 2010 allocations and final accomplishments are expected to be submitted under separate cover as an addendum to this report no later than January 2011.

Background

The Forest Service Heritage Program began in the mid-1970s in response to NHPA and Executive Order (EO) 11593. During its early years, the program focused narrowly on cultural inventory in advance of agency or agency-authorized projects in compliance with NHPA Section 106. The program (e.g., timber, roads, range, etc.) necessitating the cultural resource support also funded it. Hundreds of thousands of dollars were spent completing cultural resource inventories, site evaluations, and mitigation work in advance of such projects. Today, thousands of cultural resources have been identified and documented on National Forest System (NFS) lands (Fig. 1).

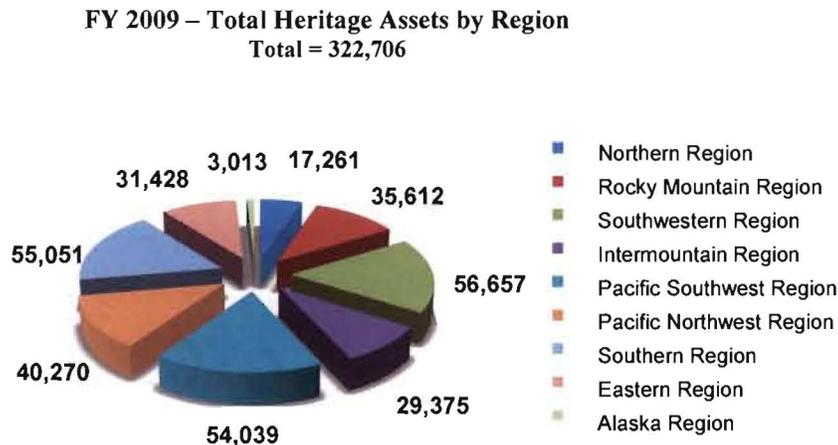


Figure 1

The Heritage Program's role evolved to active management and protection (stewardship) of these abundant resources, in addition to continuing inventory in compliance with NHPA Section 106. Public demand for learning opportunities increased. The highly popular Passport in Time (PIT) program enlisted public volunteers in critical stewardship work, from recording ancient rock art to restoring early Forest Service guard stations. Emphasis increased on heritage tourism and public programs to contribute to the economic development of rural communities. The role of Indian tribes in management of cultural resources became increasingly important.

Nearly 323,000 cultural resources (heritage assets) are documented on NFS lands. Nationwide this represents approximately one-fourth of all the heritage assets identified on public lands. There are 3,483 sites on the National Register of Historic Places (NRHP). Chimney Rock, a unique Chaco Canyon prehistoric site on the San Juan National Forest in Colorado, is a potential World Heritage Site currently under consideration for Monument status. Cultural resources managed by the Forest Service represent every cultural time period known in the New World from 14,000 years ago to the present, and every magnitude from small historic mining camps to entire ghost towns, and tiny prehistoric lithic scatters to entire pueblo villages.

Performance and Accountability

Executive Order 13327 (2004) requires the Forest Service to manage cultural resources as Federal real property or assets. Because of this new accounting requirement, Heritage Program target accomplishment and performance have received greater Agency attention.

Cultural resources (heritage assets) are not all of equal value or importance. To focus finite resources on the most important heritage assets, the Agency developed the concept of **Priority Heritage Assets** (PHA). PHAs are heritage assets of distinct public value that are, or should be, actively maintained. The significance and management of a PHA must meet one or more of the following criteria:

- Recognized through an official designation, such as a listing on the National Register of Historic Places, State Register, and so forth.
- Recognized through prior investment in preservation, interpretation, and use. Any improvement to a PHA that meets real property designation criteria is now considered a real property.
- Recognized in an Agency-approved management plan.
- Exhibits critical deferred maintenance, which is defined as a potential health or safety risk, or imminent threat of loss of significant resource values.

PHAs are the cultural resource “crown jewels” on NFS lands and represent a small fraction of the total number of heritage assets. The current measure for Heritage Program accomplishment is **PHAs Managed to Standard** (Fig. 2). Investment in PHAs will ensure that the most important heritage assets are available now and in the future to researchers, to the public, to Agency managers responsible for resource stewardship, and to communities seeking economic development through heritage tourism.

FY 2009 – PHAs Managed to Standard by Region
Total = 3,447

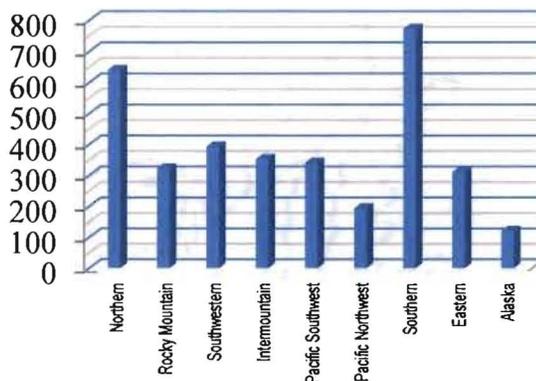


Figure 2

The measurement of PHAs Managed to Standard does not describe the full breadth of responsibilities within the Heritage Program. The following table summarizes additional accomplishments excerpted from *The Secretary of the Interior's 2009 Report to Congress on the Federal Archaeology Program*.

Heritage Program Accomplishments		FY 2009
Participation, Education, and Outreach		
No. of partnership agreements		52
Volunteer hours contributed directly to the agency for the benefit of archaeological activities		64,862
Archaeological Planning		
No. of notifications to Indian Tribes of proposed work that might harm or destroy archaeological sites having religious or cultural importance to the Tribes		49
No. of undertakings or projects		5,993
Archaeological Identification and Evaluation		
No. of field studies carried out, authorized, or required by your agency to identify or evaluate archaeological sites		3,993
No. of acres inventoried		3,575,356
No. of new archaeological sites identified		1,911
NHPA Section 106 actions involving archaeological sites		1,411
No. archaeological sites that were stabilized, rehabilitated, monitored, or protected		2,874
No. archaeological Resource Reports were completed by the agency for projects on Public or Private land		6,231
No. of sites that were Accessed for Condition		2,811
No. of sites revisited or re-evaluated		11,433
Archaeological Data Recovery Projects		
No. of archaeological data recovery projects		68
No. of archaeological sites on which data recovery was undertaken		74
No. of undertakings resulting in the unexpected discovery of archaeological sites		36
No. of undertakings resulting in the unexpected discovery of archaeological sites requiring data recovery		13
National Register Activities		
No. of archaeological sites that were determined eligible		466
No. of archaeological sites that were listed on National Register		2
No. of archaeological sites that were determined ineligible		859
Cumulative no. of eligible archaeological sites		20,731
Cumulative no. of ineligible archaeological sites		27,048
Cumulative no. of archaeological districts listed on National Register		87
Archaeological Collections Management		
No. of cubic feet of material remains curated in all facilities		583,390
No. of Federal museums/repositories		252
No. of non-federal museums/repositories		213
Permits for Archaeological Investigations		
No. of permit applications		207
No. of permits issued		561

The Forest Service has emphasized real time inventory and accountability of real property and heritage assets in the Natural Resource Manager Web database. A business team is actively creating and defining linkages among heritage records, administrative buildings, developed recreation sites, and other historic real property assets. All Forest Service regions are populating and using the database to get a more accurate inventory of cultural resources and to track condition assessments and maintenance needs.

The Forest Service is also implementing a database module that will allow the Agency to accurately quantify the type, number, and condition of all of its museum and archaeological collections in both Federal and nonfederal facilities, and assess their status against 36 CFR 79.5

requirements. This is designed to meet all financial and asset accountability requirements under other Executive Orders and Office of Management & Budget requirements.

Allocations

The Heritage Program is funded within the Recreation, Heritage, and Wilderness budget line item (BLI), which also includes funding for other recreation programs such as developed recreation sites, special uses, wilderness, and wild and scenic rivers. The budget allocations are based on each region's proposed program capability, as well as allocation criteria that combines support for operations and national priorities. A competitive criteria accounts for past performance and future needs of regions which factors in successes and plans for developed recreation site use; processing and administering special use permits; managing wilderness and wild and scenic rivers; as well as managing priority heritage assets.

Identification, evaluation, allocation to management uses, protection, and stewardship are ongoing activities necessary to appropriately care for and manage cultural resources for public benefit. This work is done under the authority of NHPA Section 110 and other statutes and is funded from within the Recreation, Heritage and Wilderness BLI. When a project has the potential to affect cultural resources, it requires the identification, evaluation, and protection of the area affected. Such project-driven work is done under the authority of NHPA Section 106 and is not funded from the Recreation, Heritage, and Wilderness BLI, but is funded by the resource program that is proposing the project as part of the cost of that project.

The FY 2009 allocations and final accomplishments are displayed in Appendix A. The Forest Service allocates budget authority at the BLI level, but allocates program accomplishment targets at the activity level to give regions and forests discretion within the BLI while still achieving the necessary program outputs. The allocations represent budget authority for all of the activities associated within the entire BLI (Recreation Operations, Special Uses, Heritage Management and Wilderness, and Wild and Scenic Rivers). Budget authority for indirect costs (those costs that are necessary for the operation of the Agency, such as general management, ongoing business service support, and communication, rents and utilities) are excluded from the regional allocations and, for budget efficiencies, are expensed in national cost pools. As such, the regional allocations shown in Appendix A represent funding to cover only the direct costs of program delivery and/or its accomplishments.

Conclusion

The Agency has made great strides in moving the Heritage Program forward from its beginnings in the mid-1970s to the present. Agency efforts have been focused on not just protecting or stabilizing the vast portfolio of heritage assets, but also revitalizing them for public recreation in partnership with communities who desire economic development through heritage tourism. The concept of PHAs has allowed the Agency to focus finite resources on the most important heritage assets. Additionally, to fulfill increasing public demand for learning opportunities, volunteer programs such as PIT were also developed. Continued focus on the Heritage Program

will better position the Agency to actively manage and protect heritage resources on NFS lands now and into the future.

FY 2009 Recreation, Heritage and Wilderness Allocations and Accomplishment Report

(\$ in thousands)

Forest Service Heritage Program

Northern Region		0102 - BEAVERHEAD-DEERLODGE	0103 - BITTERROOT	0104 - IDAHO PANHANDLE	0105 - CLEARWATER	0108 - CUSTER	0110 - FLATHEAD	0111 - GALLATIN	0112 - HELENA	0114 - KOOTENAI	0115 - LEWIS AND CLARK	0116 - LOLO	0117 - NEZPERCE	0118 - DAKOTA PRAIRIE GRASSLANDS							REGIONAL OFFICE	0198 - R1 UNALLOCATED	TOTAL	
Budget Authority		1,238	717	1,075	1,094	592	1,152	1,362	472	660	1,248	1,127	896	400								2,113	0	14,146
Priority Heritage Assets Managed to Standard		30	36	40	44	91	23	33	24	92	74	25	35	93										640

Rocky Mountain Region		0202 - BIGHORN	0203 - BLACK HILLS	0204 - GRAND MESA-UNC-GUNN	0206 - MEDICINE BOW/ROUTT	0207 - NEBRASKA	0209 - RIO GRANDE	0210 - ARAPAHO-ROOSEVELT	0212 - PIKE-SAN ISABEL	0213 - SAN JUAN	0214 - SHOSHONE	0215 - WHITE RIVER										REGIONAL OFFICE	0298 - R2 UNALLOCATED	TOTAL	
Budget Authority		1,260	1,027	1,793	2,154	612	903	2,946	2,258	1,956	1,288	3,270											2,369	0	21,838
Priority Heritage Assets Managed to Standard		1	37	6	11	3	6	41	179	20	6	12													322

Southwestern Region		0301 - APACHE-SITGREAVES	0302 - CARSON	0303 - CIBOLA	0304 - COCONINO	0305 - CORONADO	0306 - GILA	0307 - KAIBAB	0308 - LINCOLN	0309 - PRESCOTT	0310 - SANTA FE	0312 - TONTO										REGIONAL OFFICE	0398 - R3 UNALLOCATED	TOTAL	
Budget Authority		1,485	901	1,653	1,553	1,885	1,205	868	707	974	1,612	2,761											2,922	90	18,616
Priority Heritage Assets Managed to Standard		23	23	51	0	92	113	67	16	5	0	3													393

FY 2009 Recreation, Heritage and Wilderness Allocations and Accomplishment Report
(\$ in thousands)

Southern Region		0601 - NFS IN ALABAMA	0602 - DANIEL BOONE	0603 - CHATT-OCCOONEE	0604 - CHEROKEE	0605 - NFS IN FLORIDA	0608 - KOSATCHE	0607 - NFS IN MISSISSIPPI	0606 - GEORGE WASHINGTON/JEFFERSON	0609 - OUACHITA	0610 - OZARK-ST FRANCIS	0611 - NFS IN NORTH CAROLINA	0612 - FRANCIS MARION & SUMTER	0613 - NFS IN TEXAS	0616 - CARIBEAN	0680 - LAND BETWEEN THE LAKES NRA	* REGIONAL OFFICE	0698 - RS UNALLOCATED	TOTAL		
Budget Authority	996	1,744	1,381	1,588	1,513	1,086	968	2,334	1,613	1,694	1,714	940	1,275	1,071	2,801		1,506	123	24,347		
Priority Heritage Assets Managed to Standard	1	391	11	16	14	28	16	24	111	29	81	31	5	11	3				772		
Eastern Region		0903 - CHIPPEWA	0904 - HURON MANISTEE	0905 - MARK TWAIN	0907 - OTTAWA	0908 - SHAWNEE	0909 - SUPERIOR	0910 - HAWAITHA	0912 - HOOSIER	0913 - CHEQUAMEGON/NICOLET	0914 - WAYNE	0915 - MIDWIN NATL TALLGRASS PRAIRIE	0919 - ALLEGHENY	0920 - GREEN MOUNTAIN/FINGER LAKES	0921 - MONONGAHELA	0922 - WHITE MOUNTAIN	* REGIONAL OFFICE	0998 - RS UNALLOCATED	TOTAL		
Budget Authority	780	1,173	1,221	974	1,214	2,117	985	828	1,720	583	632	1,052	1,073	1,952	2,332		2,007	0	20,643		
Priority Heritage Assets Managed to Standard	16	10	15	10	74	0	17	11	55	14	13	0	39	24	13				311		
Alaska Region		1004 - CHUGACH	1005 - TONGASS																* REGIONAL OFFICE	1098 - RS UNALLOCATED	TOTAL
Budget Authority	2,776	4,916																813	0	8,506	
Priority Heritage Assets Managed to Standard	114	7																		121	
TOTAL, Forest Service																	* REGIONAL OFFICE	RS UNALLOCATED	TOTAL		
Budget Authority	14,382	13,287	11,830	11,161	9,160	9,671	10,206	9,487	10,294	9,700	12,836	9,264	5,216	6,626	7,669	2,077	1,945	1,344	20,313	340	178,788
Priority Heritage Assets Managed to Standard	298	628	169	181	279	260	231	298	327	141	206	179	139	118	43	29	22	7	0	0	3,447

* Regional Office includes allocations for Regional Office operations, OWCP, UCI, and other costs not specific to a Forest.