

Helena and Lewis & Clark National Forests Forest Plan Assessment

Chapter 11, Cultural and Historical Resources and Uses

2015

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Cultural and Historical Resources and Uses

Introduction

The term “cultural resource” refers to an object or definite location of human activity, occupation, or use identifiable through field survey, historical documentation, or oral evidence (FSM 2360). Cultural resources are prehistoric, historic, archaeological, or architectural sites, structures, places, or objects and traditional cultural properties (FSM 2360). Cultural resources include the entire spectrum of resources for which the Heritage Program is responsible for from artifacts to cultural landscapes without regard to eligibility for listing in the National Register of Historic Places (FSM 2360).

In this chapter, the cultural and historic context of the HLC NFs is summarized and the cultural resources in the plan area are identified. Existing information derived from forest cultural resource overviews (Beck 1989, Deaver 1995, and Knight 1989), heritage program and historic property plans (e.g., Davis 2003, Randall 2014, Scott 2001), numerous program analyses and site investigations (e.g., Aaberg et al. 2007, and Scott and Davis 2003), were used to assess the condition of these resources, including historic resources in the plan area identified as eligible or listed in the National Register of Historic Places and designated traditional cultural properties. Trends that affect these resources were also assessed.

Cultural and Historical Context

In the centuries preceding Lewis and Clark and the Corps of Discovery’s journey in 1804-1806, central Montana was a kaleidoscope of indigenous American Indian cultures. Over a time span of perhaps 11,000 years or more, native cultures became finely tuned to the resources and seasonal rhythm of their territory. Historically, the plan area was the ancestral homeland and travel way of native bands now referred to as the Assiniboine, Blackfeet, Chippewa Cree, Confederated Salish and Kootenai, Crow, Eastern Shoshone, Gros Ventre, Sioux, Nez Perce, Northern Arapahoe, Northern Cheyenne, Shoshone-Bannock, and the Little Shell Tribes (Aaberg et al 2007; Knight 1989; Deaver 1995). Most prominent among these groups found in the plan area were those historically known as the Blackfeet, Gros Ventre, Salish, Shoshone, and Kootenai. Today, these groups retain an active culture with an unbroken tie to the greater plan area.

Historically situated near the boundaries of the Columbia Plateau and the Great Plains cultural areas, the plan area was at a crossroad of human cultures. Cultural interactions such as trade and marriage served to weave this diverse cultural landscape together, but the culture of each group retained a core identity (Aaberg et al 2007; Knight 1989; Deaver 1995). The plan area contains abundant Indian trails and “roads” connecting western Montana (and the Columbia Plateau) to the bison country of central and eastern Montana.

The plan area’s landscape is characterized by large, flat, river valleys and a wide variety of mountains ranging from the peaks found in the Rocky Mountain Front to the rolling uplands found in the Belts. The Continental Divide passes north-south through the plan area. The landscape is significant for archaeological interpretation because it strongly influenced aboriginal travel and settlement patterns. Along with topography, the seasonal timing of resource availability within the plan area played an important part in the movement of groups as well as the type of resource exploration activity, both historically and prehistorically (Knight 1989). The acquisition of the horse in the late 1700’s notably transformed this subsistence pattern. The increased mobility expanded use areas, altered relationships amongst tribes, and transformed their economies and way of life.

Aboriginal use of the plan area over the centuries is thus manifest in hundreds of archaeological sites in addition to sacred sites and other areas of traditional cultural importance. Discrete and ever-disappearing archaeological sites and the myriad of activities they reflect represent only a very small sample of the complex, rich, and dynamic past lifeway associated with each group.

The arrival of the Corps of Discovery to the plan area in 1805 marks the beginning of the historic period for central Montana. With it came a succession of events that dramatically changed American Indian culture (Aaberg et al. 2007; Deaver 1995). Although Euro-American items, the acquisition of the horse and early waves of deadly diseases had reached the Northern Plains prior to the Corps' arrival; it was the succeeding 75 years which were to have a profound affect. The reservation system largely brought an end to the mobile lifeways which had characterized American Indian culture for centuries throughout the greater plan area.

Following the Corps of Discovery's eastward departure from the plan area in 1806, a slow trickle and then a tide of fur trappers/explorers entered central Montana. A series of expeditions surveyed the people, resources, and travel routes within the area. This period in Montana was also characterized by steamboat travel, the fur trade, the arrival of missionaries like Pierre-Jean DeSmet, and the earliest ranching and gold mining discoveries.

The discovery of gold in and around Helena ushered in a wave of settlement and land use that transformed the plan area's natural and political landscape (Beck 1989). Thousands of miners and businesses sprang up overnight in makeshift towns along with an emerging transportation system. Millions of dollars of gold, silver and copper were initially extracted from the plan area (Beck 1989). This locally produced capital provided an important source of hard currency for the Union during the Civil War. Thus the economic impetus for, and political organization of, the Montana Territory at the time of its formation in 1864; and later statehood in 1889, had its initial origins squarely within the plan area. Today, thousands of historic mining features can be found throughout central Montana and embody a historic theme complete with ecological, economic, political, and social implications. Alongside the mining that developed in urban areas, open-range stock (cattle or sheep) ruled in the rural landscapes.

The first farming of the plan area began in the fertile river valleys adjacent to the mining camps (Beck 1989). Early producers of agricultural products sold their crops to mining communities and nearby military forts, which were in place by the late 1860's. The agricultural industry grew to keep pace with the influx of miners (Beck 1989). The 1870 census for Montana Territory listed 2,111 farmers working an average of 164 acres each. In 1875, the first homestead was patented in Montana Territory. The homestead was located in the Prickly Pear Valley near Clancy, within the plan area.

The entry of the railroads into the area boosted the agricultural industry considerably. Not only did railroad access provide transport for produce, it sought out and attracted farmers to Montana. The railroads portrayed great opportunity for farmers in the plan area and promoted dry land farming, as well as irrigation methods (Beck 1989).

The late 1910s and early 1920s brought severe drought and depression. Banks folded and farms in the plan area went under. Government intervention eventually helped turn the tide of failures. Under the New Deal package people were put to work, federal aid was provided, and major irrigation projects were completed.

The cattle industry in the plan area began with the use of the Oregon Trail in the 1840s. The first northern ranches were "road ranches" which supplied hay and produce to travelers and traded fresh cattle for road weary animals (Beck 1989). In the 1860s and 1870s the livestock producers supplied prospectors and mining camps, military posts, and freighting companies with meat and bull teams, in addition to assisting travelers (Beck 1989).

Continued mining and small scale lumbering, ranching, and homesteading typified the use of the plan area during the 1870s and 1880s. This time period also saw the beginning of conservation related concerns expressed over conditions of forested watersheds on public lands in the eastern United States (Williams 2000). These initial concerns eventually culminated in the Forest Reserve Act of 1891. The Act allowed

the President to “set apart and reserve” forested public lands as an initial step in their protection from unregulated use. In 1897 the amount of forested acreages reserved under the Act was doubled by President Grover Cleveland (Williams 2000). As a part of this augmentation, the first four forests in Region One were established: Flathead, Lewis & Clark, Bitterroot, and Priest River. When established, the Lewis & Clark Forest Reserve encompassed approximately 2,926,000 acres. Portions of the Flathead and the Lewis & Clark Forest Reserves created in 1897 are now much of the land managed by the Flathead National Forest (Davis 1983). Between 1905 and 1907 eight forest reserves were established in the plan area: The Elkhorn (186,240 acres), Big Belt (630,260 acres), Little Belt (583,600), Snowy Mountains (126,080), and Little Rockies (31,000). In 1908 these forest reserves were incorporated into what is now known as the Helena National Forest and the Lewis & Clark National Forest.

Since 1908 the history of the plan area is larger than the history of both the Helena and the Lewis & Clark National Forests. The first several decades of forest administration saw each forest following similar trends as other national forests in the interior Northwest. Mapping of the forests occurred along with the establishment of initial communication lines, fire lookout locations, and administrative sites. Fire control was perhaps the top priority for early forest rangers. The initial lack of functional communication network, difficult access to remote areas, limited infrastructure, and a shortage of labor led to devastating fires in the early 20th century. The advent and arrival of the Civilian Conservation Corps in the 1930s had a profound effect on the cultural landscape of the forests. Bridges, roads and trails were constructed facilitating increased access to many portions of the forests (Williams 2000). Following World War II, resource extraction increased to support a booming post-war economy. The legacy of this intensive activity is apparent today in not only the condition and management classification of the forests’ landscapes, but also in the multitude of policies that regulate forest management and the cultural resources left behind after these activities.

Existing Information

Numerous laws, regulations, and policies govern the use and administration of cultural resources on National Forest System lands, as shown below. The most prominently used law is the National Historic Preservation Act (NHPA), which requires review of agency projects by State Historic Preservation Officers (SHPO) for protecting (Section 106) and enhancing (Section 110) cultural resources. Forest Service Manuals (FSMs), Handbooks (FSHs), and Regional Guides provide policy and guidance for implementing Heritage Program activities. The following elements authorize and guide cultural resource management activities on the HLC NFs.

- Antiquities Act of 1906 (16 USC 431)
- Historic Sites Act of 1935 (16 USC 461-467)
- National Historic Preservation Act (NHPA) of 1966 (16 USC 470), as amended
- National Environmental Policy Act (NEPA) of 1969 (42 USC. 4321)
- Protection and Enhancement of the Cultural Environment Executive Order 1971 (EO11593)
- Archaeological and Historic Preservation Act (AHPA) of 1974 (16 USC 469)
- Archaeological Resources Protection Act (ARPA) of 1979 (16 USC470aa)
- Native American Graves Protection and Repatriation Act of 1990 (25 USC 3001)
- Preserve America Executive Order 2003 (EO 13287)
- Forest Service Manual (FSM) Chapter 2360 – Heritage Program, 2008
- Heritage Program Managed to Standard Performance Measure, 2011
- Forest Service Handbook (FSH) 2309.12 – Heritage Program, 2014

- NHPA Programmatic Agreement regarding the Maintenance of Historic Buildings by the Region 1 Historic Preservation Team, 1992, as amended, and protocols
- NHPA Programmatic Agreement regarding the Management of Cultural Resource on National Forests in Montana, Programmatic, 1995, as amended, and protocols (Eastside Site Identification Strategy, travel management, bark beetle-hazard tree)
- NHPA Programmatic Agreement regarding the Management of Historic Placer and Lode Mining Properties in Montana, 1998, protocols and preservation plan
- Northern Region Historic Structure Assessment and Historic Preservation Plan
- Preserving Montana, The Montana Historic Preservation Plan, 2013-2017
- Historical Overview of the Helena and Deerlodge National Forest (Beck 1989)
- Overview: Ecological and Cultural Prehistory of the Helena and Deerlodge National Forest (Knight 1989)
- Ethnographic Overview of Selected Portions of the LCNF and Adjacent BLM lands (Deaver 1995)

Existing Condition

Approximately 1,851 cultural resource sites are currently identified on the HLC NFs (Table 11.1). In accordance with criteria in 36 CFR 60.4, eight cultural resources are listed on the National Register of Historic Places (NRHP) (Table 11.2). In addition to the NRHP listed sites, one Traditional Cultural Property District (TCP) related to tribal cultural values is identified as well as two National Historic Trails (Table 11.3). Another 944 cultural resources have been formally determined to be eligible for listing on the NRHP by the Forest Service and the Montana State Historic Preservation Officer but are not yet formally nominated to the NRHP. Some 1,507 cultural resource sites are not yet evaluated and therefore are considered to be significant or NRHP eligible and require management consideration by the HLC NFs. To date, some 344 cultural resource sites have been formally determined to be historically insignificant and not eligible for listing on the NRHP and may fall outside of management concern. As discussed below, this site total is undoubtedly a small fraction of what exists on the HLC NFs because a significant portion of the forests have not been surveyed for cultural resources. An untold number of potential TCPs exist across the forests.

Table 11.1 Cultural Sites by geographic area

Geographic Area	Total Cultural Sites
Big Belts	346
Castles	81
Crazies	8
Divide	324
Elkhorns	220
Highwoods	15
Little Belts	422
Rocky Mountain Range	244
Snowies	24
Upper Blackfoot	167

Cultural Resources Listed in the National Register of Historic Places (NRHP)

Eagle Guard Station (Site #24BW0074) is a historic administrative site dating back to 1895 (Bouma and Davis 2000). It is composed of a single story three-room log cabin, corral, tack shed, woodshed, and outhouse. It is enclosed by a rustic jackleg pole fence, which is gated at the entry. Pole horse corrals and a loading chute are situated near the gate, directly west and across from the cabin. A small tack shed made of wood planks sits just south of and adjacent to the corrals. The outhouse was constructed with materials salvaged from the original site during the Eagle Guard Station restoration project in 1989 and lies between the tack shed and the cabin, to the east. A small plank-sided woodshed, which was built by the Forest Service in 1989, is located east of the cabin and is always stocked with a supply of firewood for use in either the cabin's wood-burning stove (not original) or in the outdoor fire pit located between the wood shed and the tack shed.

Crow Creek Ditch (Site #24BW0735) is a water transportation system that was built between 1866 and 1875 (Scott and Stoner 2000). The ditch was built using shovels, picks, and axes and is approximately three feet wide and one foot deep. The ditch system includes two hand-dug, eleven mile length ditch sections that containing rock reinforced walls, a spectacular 1,578 foot long wooden flume (Hassel Canyon Flume), and a rubble stone diversion dam (Giant Hill Diversion Dam). In addition, the system includes a three mile long section where the water runs down natural gullies and draws where no improvements or digging was done.

Lewis and Clark Trail – Great Falls Portage National Historic Landmark (Site #24CA0238) is the segment of the Lewis and Clark Trail that is associated with the portage around the Great Falls of the Missouri River (Schroer and Witherell 1984). This has been designated as a National Historic Landmark District on the National Register. The portion of this district surrounding Sulphur Spring is on state lands for which the Forest Service has an agreement for maintaining a trail and providing interpretation at the site.

Judith Guard Station (Site #24JT0072) was constructed in 1908 and is an administrative complex located in the timbered foothills along the eastern slope of the Little Belt Range (Sievert and Keim 1991). It was built along a big bend of the Middle Fork of the Judith River. The station is situated in a mountain meadow that is surrounded by ponderosa pine and other conifers. The complex includes the station, a horse barn, a single car garage, corrals, and the meadow/pasture.

Mann Gulch Fire Rural Historic Landscape (Site #24LC1160) is associated with the Mann Gulch Wildfire, an event that led to significant changes in fire-fighting practices in the Northern Rocky Mountain Region (Davis et al. 1999; Randall 2014). The high loss of life at Mann Gulch by the newly-founded and elite Forest Service "smokejumper" corps was not anticipated based on its successful operations throughout the 1940's. On August 5, 1949, a lightning-caused wildfire was reported in the Gates of the Mountains Wild Area. Later that day, the fire would overrun 16 firefighters (15 smokejumpers and a Helena National Forest employee); only three would survive. The magnitude of the tragedy went beyond the obvious loss of life and what that meant to the families involved. It also was a severe blow to the Forest Service. There had not been a single smokejumper fatality since the inception of the program a decade earlier.

Alice Creek Historic District (Site #24LC1211) is part of the Upper Blackfoot River Valley (Scott 2007). The drainage, basin, and pass are linked by well forested foothill and mountain slopes interspersed with open alpine meadows of mixed prairie grass. The district contains prehistoric and historic resources that indicate the area has been a major travel corridor for at least 5,000 years. The resources include the trail segments themselves, and associated features such as scarred trees, rock cairns, various archaeological sites, and a distinct historic landscape. The topography and environment of the district, as illustrated by the

landscape, provides the setting in which the travel corridor is located. This corridor followed the most advantageous route through the drainage and basin, across the Lewis & Clark Pass and the Continental Divide, and into the plains of central Montana. The cultural resources of the district are intricately tied to this transportation corridor and show a consistency of land use dictated by the historic landscape.

Regan Cabin (Site #24LC1607), located in the MacDonald Pass area, is a rustic recreational cabin built by the owner in 1932 (Jiusto 2002). Built of logs harvested from the surrounding forest, the cabin is a single story building with an L-shaped plan. The walls are constructed of peeled logs, joined with saddle notching and battered at each corner. Regan recruited the skills of a local mason to lay a foundation to support the building. The result was an impressive foundation of rubblestone masonry with a retaining wall and stone entry steps, lending sturdiness and naturalism to the design. A large rubblestone fireplace and chimney pay further tribute to the mason’s skills, providing a massive battered form on the exterior, and on the interior a source of heat and rugged beauty. The Thomas P. Regan cabin is a significant, early 20th century recreational cabin that is linked to the expansion of outdoor recreation as a leisurely pastime in an increasingly urbanized society, as well as patterns of recreational property development on federal lands during that era. In its well-preserved state, the Regan cabin exemplifies sturdy cabin construction methods of the early 1900s along with Craftsman influences that were prevalent in the popular building trends of the day.

Charter Oak Mine and Mill (Site #24PW0476) is a historic, intact lead-zinc lode mine located in the Little Blackfoot drainage (Davis 2003). The mine was operated intermittently for about 80 years, from the early 1900s through the mid-1980s. The war brought great productivity to Charter Oak because it produced copper, lead, and zinc that the federal government had designated as strategic metals. Strategic metals mines like Charter Oak were subsidized by the government to ensure a steady supply of metal for tanks and jeeps, weaponry, cartridge brass, and other military equipment. In 1995, once all mining claims were abandoned and legal ownership of the buildings and equipment was acquired, the Helena National Forest initiated an aggressive mine waste cleanup program under the authority of the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA – commonly known as Superfund). Building stabilization and other historic preservation work have been an integral part of the abandoned mine reclamation work.

Table 11.2 Cultural resources listed in the National Register of Historic Places (NRHP)

Site #	Site Name
24BW0074	Eagle Guard Station
24BW0735	Crow Creek Ditch
24CA0238	Lewis and Clark Trail - Great Falls Portage – National Historic Landmark
24JT0072	Judith Guard Station
24LC1160	Mann Gulch Fire Rural Historic Landscape
24LC1211	Alice Creek Historic District
24LC1607	Regan Cabin
24PW0476	Charter Oak Mine And Mill

Traditional Cultural Properties (TCP) and National Historic Trails

The **Badger-Two Medicine Traditional Cultural District** is a watershed area on the Rocky Mountain Front that embodies the history and life for the Blackfeet Nation (Zedeno and Murray 2014). Located adjacent to Glacier National Park, the Blackfeet Indian Reservation, and Bob Marshall Wilderness Complex, it has been formally determined as eligible for listing on the NRHP. The Badger-Two Medicine

(BTM) tells the story of a community of specialized bison hunters whose modern identity was forged by its loss of people to famine and disease, by its loss of lands, of freedom, and of livelihood, but who nevertheless adapted to a new life as mountain hunters in a reservation destined to develop and change. As such, the BTM Traditional Cultural District, at its most inclusive, constitutes one of the few, if not the only property in the United States that explicitly documents the tangible and intangible elements of native hunter culture and practice in the 20th century (Zedeno and Murray 2014).

Portions of the **Lewis & Clark National Historic Trail** are on the HLC NFs. In addition to the Lewis & Clark 1805 portage around the Great Falls on the Missouri River, a segment of this trail crosses the Continental Divide on the Lincoln Ranger District. A Historic Preservation Plan has been developed that directs management practices on land adjacent to or within the trail corridor (Scott 2001).

The **Continental Divide National Scenic Trail (CDNST)** passes through a large portion of the HLC NFs along the Rocky Mountains. This spectacular trail provides backcountry travel for hikers, pack and saddle animals, and in some places, off-road motorized vehicles. The CDNST is managed as both a National Scenic Trail and a cultural resource.

Table 11.3 Traditional Cultural Properties (TCP) & National Historic Trails

Site Name
Badger-Two Medicine Traditional Cultural District
Lewis & Clark National Historic Trail
Continental Divide National Scenic Trail

Priority Heritage Assets

On the HLC NFs, 120 sites have been identified as Priority Heritage Assets (PHAs) (Table 11.4). These are a subset of cultural resources that receive special agency designation and management in accordance with criteria in FS Manual 2360.5:

- The significance and management priority of the property is recognized through an official designation; such as listing in the National Register of Historic Places, State Register, etc.
- The significance and management priority of the property is recognized through prior investment in preservation, interpretation, and use.
- The significance and management priority of the property is recognized in an agency approved management plan.
- The property exhibits critical deferred maintenance needs, and those needs have been documented. Critical deferred maintenance is defined as a potential health or safety risk, or imminent threat of loss of significant resource values.

In essence, PHAs are resources of distinct value that are, or should be, actively maintained and meet one or more of the above criteria. The quantity, nature, and location of these selected assets intentionally reflect a cross-section of significant cultural resources reflecting multiple historic themes across all of the HLC NFs. Appendix E includes a table that provides more information on the PHAs.

Table 11.4 Summary of priority heritage assets of the plan area

Historic Theme	Number per HLC NFs plan area
Administrative History	1
American Indian Use	46
American Indian Use and Transportation	1
Exploration/Fur Trade	1
Homesteading/Ranching and American Indian Use	1
Mining	10
Mining and Transportation	1
Missionary Period	1
Settlement - Local	3
Settlement - Local and American Indian Use	1
Transportation	1
Other	53

Cultural Resource Types and Historic Themes of the Plan Area

The human story of the plan area is rich and reflects a convergence of Old and New World cultures, lifeways, technologies, and values. Table 11.5 lists the broad historic themes across the plan area and the associated cultural resource site types resulting from each.

Table 11.5 Historic themes and general cultural resource site types

Historic Themes	Site Types
American Indian Use	Artifact scatters, lithic procurement sites, rock-art, camps, rock cairns, areas of traditional importance, peeled tree groves, trails, etc.
Chinese Sojourners	Habitation features, artifact scatters, and mining features
Civilian Conservation Corps	Ranger stations, camps, public campgrounds, bridges, roads, trails, fire lookouts, etc.
Western Frontier	Camp sites along historic trails
Exploration/Fur Trade	Camp sites along historic trails and river corridors
Fire Detection	Fire lookout stations
Forest Service Administrative History	Administrative sites, telecommunication lines, livestock pastures
Homesteading/Ranching	Buildings, structures, orchards and artifact scatters
Land Identification	Boundary/survey markers
Logging/Lumbering	Railroad grades, camps, middens and artifact scatters
Mining	Townsites, placer mines, load mines, ditches, flumes, kilns, mills, buildings, structures, dams, cemeteries, shafts, adits, etc.
Missionary Period	Camp sites along the Road to the Buffalo (aka Lewis & Clark Trail)
Outdoor Recreation	Developed/dispersed camps and artifact scatters
Range Management	Cabins, corrals and watering stations
Settlement – Local	Schools and dumps
Transportation	Roads, trails, bridges and toll stations
Recreational Residence	Recreational cabin and structures (summer occupancy)
Military Exploration	Mullan Road, Stevenson Expedition, etc.

Contributions to Ecological, Social, or Economic Sustainability

The investigation of cultural resources on the HLC NFs contributes to our society by expanding our knowledge and understanding of the ancient and recent history and cultures of Montana. Archaeological resources can help set the benchmark for understanding past climates, environments, and human adaptations.

Cultural resources also contribute to the educational, cultural, and economic vitality of local communities by preserving local history and by creating socioeconomic opportunities for heritage tourism and recreation. The recreation rental program, including historic cabins and lookouts, is one specific way the HLC NFs provide public opportunity to enjoy and learn about heritage sites.

Cultural resources also offer personal, inspiring, and even spiritual experiences and are important in connecting people to places and our collective heritage. In fact, they are an important component of the HLC NFs trust responsibility to Tribal peoples and provide opportunities for the continuing practice of traditional hunting, collecting, and spiritual practices.

Continued Uses of Cultural Resources

The Forests have put significant effort into the maintenance, stabilization, and restoration of many historic structures for continued administrative use, adaptive use as rental facilities, and public interpretation. Various historic trails still being used by the general public are managed by the Heritage and Recreation programs (see Table 11.6). Maintenance and preservation of historic sites requires consultation with the Montana State Historic Preservation Officer (MT SHPO) and collaboration with the heritage, engineering, recreation, and District facilities programs. In addition, NHPA Section 110 inventories, site testing, building enhancement and other projects provide opportunities for the public (through the national Passport in Time (PIT) program), tribal, volunteer, and college/university involvement.

Table 11.6 Summary of recorded multiple use resources in the plan area

Site Type	Number per HLC NFs plan area
Administrative Sites	40
Recreation	77
Recreational Residence	33
Recreational Rental Cabins	15
Recreation/Engineering	5
Special Use Permits	6
Miscellaneous	5
Public Interpretation	1

Research and Education

The NHPA, ARPA, Executive Order 13287-Preserve America, and other laws, regulations, and policies address the importance of managing cultural resources for the public benefit. However, not every cultural resource within the plan area lends itself to study or public use, but for those that do, the HLC NFs should offer opportunities to realize the property's benefits, which may be scientific data, education through interpretation, use, or volunteerism. The following examples are opportunities for the study and/or public use of cultural resources (Heritage Program Managed to Standard 2009):

- Adaptive Reuse - administrative or public use of historic properties that furthers the conservation and maintenance of the property and serves the administrative, recreational, education, economic, social, or other purposes essential to the mission of the FS
- Interpretation - includes media such as interpretive signing, a website or brochure, guide for a driving/walking tour, etc.
- Public Dissemination - the presentation of papers using data derived from cultural resources studies in the plan area at local, regional, and national professional and avocational conferences and/or their publication in professional literature
- Scientific Investigation - professional research and investigation that derives a tangible agency or public benefit, receives appropriate Tribal, SHPO, or other interested party review and consultation, is legally permitted and authorized, and is completed and documented in a professional and timely manner
- Windows on the Past - the umbrella program for Forest Service (FS) heritage public education and outreach activities and projects. Examples of Windows on the Past projects include, but are not limited to Passport in Time, Heritage Expeditions and Excursions, historic recreation rentals (adaptive reuse), volunteer site stewards, interpretation, and conservation education.

Over the last several decades, the HLC NFs have produced a variety of brochures and reports, conducted innumerable public presentations and tours, interpreted several sites, and have multiple historic cabins available on the rental program for the public appreciation and awareness. In addition, several research projects have been conducted on the Forests under the supervision of forest archaeologists. Passport in Time (Windows on the Past) volunteer projects are conducted on the HLC NFs and are increasing in popularity with the public.

Tribal Inclusion in Cultural Resource Management: Differing Perspectives

Cultural resource law and practice is primarily based in the perspective and tradition of western science. Cultural sites and their material cultural can be studied and classified to gain knowledge about the human activities that occurred at those places in the near or distant past (Deaver 1995, Davis personal communication October 2014).

In contrast, tribal people do not readily distinguish between the past and present or the living and the dead (Deaver 1995, Davis personal communication October 2014). Cultural sites embody the physical and spiritual world and knowledge about them is derived from traditional practices, place names, and oral tradition. Tribal people have always been connected to these places and treat them with great respect and some feel there is little need to investigate them in the tradition of western science and archaeology because their importance is self-evident.

In agency land management and cultural resource management (CRM) practice is it important to understand where these perspectives overlap and diverge. These different systems of knowledge and belief are increasingly being accommodated in agency CRM practices in accordance with federal treaties, laws, executive order, policies, and procedures. Traditional cultural knowledge, Traditional Cultural Properties (TCPs), Sacred Sites and other places of tribal importance are now part of agency Government-to-Government and NHPA dialogue and interaction with tribes. In these endeavors, this confidentiality of information is paramount. Nonetheless, this is a work in progress and the HLC NFs heritage program will continue to play an important role in shaping outcomes and opportunities.

Culturally Important Plant and Fungi Species

Native Americans used many plants in different ways, including for food, medicine, and clothing. Pioneers and settlers also learned how to use native plants. These plant species are still used today by Native Americans and others for the same purpose. The Natural Resources Conservation Service (NRCS) has listed several plant species that are considered culturally significant (Casey and Wynia 2010). This list is not exhaustive, yet provides information on each species listed.

Several culturally important plant and fungi species, including those that have been used historically or presently for ceremonies, rituals, nutrition, or medicinal purposes, are present in the plan area. Small camas (*Camassia quamash*), thinleaf huckleberry (*Vaccinium membranaceum*), chokecherry (*Prunus virginiana*), common beargrass (*Xerophyllum tenax*), and bitterroot (*Lewisia rediviva*) are all culturally important plant species that occur on both forests. While small camas, thinleaf huckleberry, chokecherry, and bitterroot are prized for their edibility, common beargrass is important to western North American indigenous peoples for basketry, regalia, and medicinal purposes. Morel (*Morchella* spp.) mushrooms, highly prized for their flavor, are culturally important edible fungi species hunted and harvested by many across both forests.

Trends and Drivers

The entire HLC NFs have not been fully inventoried for cultural resources. However, approximately 293,167 acres (~10%) have received some level of survey effort. The majority of inventories occurred under the authority of NHPA. They are largely project-driven and have focused on areas of Forest Service management for vegetation and fuels treatment, recreation, special uses, and engineering projects. Many of these areas have low cultural resource potential. The chance of discovering additional cultural resources on the HLC NFs is extremely high in areas that have not been inventoried, especially outside of project areas, and even in some areas that have received previous inventories due to new information or changed field conditions.

The condition of hundreds of cultural resources across the plan area varies by resource class, location, and age. Site monitoring and condition assessments of these properties show a range of conditions from “excellent” to “destroyed”. Taken as a whole, historic properties across the plan area are in fair condition. There are various condition trends occurring with cultural resources in the plan area (Table 11.7).

Table 11.7 Drivers and associated trends regarding the condition of cultural resources

Vandalism/ Relic Collecting	Natural Deterioration/ Time	Fiscal Constraints	Legacy Impacts	Visitor Impacts	Wildfire	Incomplete Site Locations	Conflicting Mission Goals	Climate Change
Ongoing	Ongoing	Increasing	Stabilizing	Ongoing	Variable	Ongoing	Increasing	Increasing

- **Unauthorized Use, Vandalism, Looting and Relic Collecting** – The destruction of cultural resources and/or the removal of artifacts from their site locations by the public results in the partial or total loss of valuable scientific information and negatively impacts tribal cultural values.
- **Natural Deterioration and Passage of Time** – The passage of time degrades the physical integrity of the built environment (structures, buildings) and degrades and destroys archaeological sites through alteration of landforms and soils.
- **Fiscal Constraints and Workforce Capacity**-Budget and workforce limitations constrain the ability to reduce deferred maintenance or investigate, monitor, enhance, interpret or use cultural resources for agency and public benefit.

- **Legacy Impacts** – Historic management activities have adversely affected cultural resources prior to the establishment of laws and regulations meant to protect those resources, thus contributing to a backlog of deferred maintenance and protection needs.
- **Visitor Impacts** – Authorized recreational activities unintentionally impact sensitive cultural properties, such as in dispersed camping areas or along historic trail routes. Visitors also cause direct and cumulative “wear and tear” impacts to popular forest interpretive sites and buildings used as rental facilities.
- **Wildland Fire Impacts** – Warming temperatures are currently influencing the scale and severity of wildfires across the American West. Wildfire, suppression and recovery all affect cultural resources in some way.
- **Incomplete Understanding of Site Locations** – Lack of complete cultural resource inventories and tribal-public engagement across the plan area leave hundreds of cultural resources, including TCPs, unknown and thus outside the sphere of effective management.
- **Conflicting Mission Goals** – Various federal laws possess regulatory processes, goals, and objectives that may exclude full consideration of cultural resources, creating the perception that they “trump” NHPA; for example, the CERCLA and the Wilderness Act.
- **Climate Change** – Climate change has the potential to accelerate on-going effects to cultural resources, including prolonged aridity, drought, spring floods and debris flows. Shifting or changing vegetation regimes are likely to affect the visual integrity of some historic landscapes. Certain natural resources associated with traditional cultural landscapes, which continue to be used by tribal people today, may be diminished or entirely disappear.

Information Needs

Over the last forest planning period, significant heritage program work has taken place on the HLC NFs to comply with NHPA and other federal laws, regulations and policies and agency direction. Under the Planning Rule and 2014 Directives, cultural and historical resource desired condition, standards or guidelines should be updated to reflect changed conditions over the last planning period, and to reflect amended or new historic preservation legislation and regulations, executive orders, and FS manual policy. In order to inform the Cultural and Historic Resources component of the revised forest plan, the following data are needed.

- Identify landscapes and areas where cultural resources are or may be concentrated (i.e., historic mining district) and potentially overlap with other plan designations, guidelines, or standards.
- Identify areas and landscapes that qualify or may qualify as Traditional Cultural Properties, ethnographic/traditional use areas, Sacred Sites, and culturally-valued areas and landscapes in collaboration with tribes and local communities.
- Identify cultural resources and priority heritage assets worthy of evaluation and National Register of Historic Places nomination and recognition.
- Identify cultural resources and landscapes that may qualify for designation as Historical Areas in plan revision, in accordance with FSH 1909.12, Chapter 22.11 (3) because of their special historical character and significance.
- Identify known or potential cultural landscapes where scenic integrity is an important component, and requires management and protection.
- Identify prehistoric/historic travel routes that qualify or may qualify as national historic trails in collaboration with the trails program. Provide pertinent and new information about existing historic trails.

- Identify NRHP-listed sites, priority heritage assets, and cultural resources (including site records and artifact collections) where general or site-specific management guidance or direction in heritage program and historic property (management) plans is currently in place or is needed, based on their significance, condition, range of impacts, deferred or other maintenance needs, and other criteria.
- Identify opportunities for cultural resource investigation, interpretation, education, enhancement and public use that presently contribute, or potentially contribute, to social, cultural and economic development and sustainability in rural areas and local communities.
- Identify opportunities to improve or enhance NHPA 106 consultation with the SHPO, tribes, and preservation interests for specific classes of cultural resources or agency activities and projects, including programmatic agreements.

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- *Document contains confidential information; resides in Heritage Program files (copies not available).
Not for release under FOIA.