2008

US Department of Agriculture Natural Resources Conservation Service Executive Order 13287 Section 3 Report

September 30, 2008



The Natural Resources Conservation Service provides leadership in a partnership effort to help people conserve, maintain, and improve our natural resources and environment.

An Equal Opportunity Provider and Employer



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A horse-drawn vehicle travels a country road in Missoui Photo credit,Charlie Rahm. NRCS

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2008 US DEPARTMENT OF AGRICULTURE NATURAL RESOURCES CONSERVATION SERVICE EXECUTIVE ORDER 13287 SECTION 3 REPORT TO THE ADVISORY COUNCIL ON HISTORIC PRESERVATION

Natural Resources Conservation Service's (NRCS) responses to suggested thematic areas outlined in the August 2007 reporting guidelines for the Section 3 Report: A Framework for Future Advisory Council on Historic Preservation (ACHP) Section 3 Reporting. The guidelines state:

As a follow-up to its 2006 report to the president, the ACHP hosted a meeting of Senior Policy Officials to discuss four thematic areas the ACHP identified where agencies continue to face challenges in the stewardship of their historic properties. These thematic areas are intended to focus future Section 3 reporting and guidance as federal agencies work to improve the identification, protection, and use of historic properties.

NRCS' Brief Background History and Mission:

Since 1935, the NRCS (originally called the Soil Conservation Service) has provided leadership in a partnership effort to help America's private land owners and managers conserve their soil, water, and other natural resources.

NRCS employees provide technical assistance based on sound science and suited to a customer's specific needs. NRCS also provides financial assistance for many conservation activities. Participation in our programs is voluntary.

Our Conservation Technical Assistance (CTA) program provides voluntary conservation technical assistance to land-users, communities, tribal governments, units of state and local government, and other Federal agencies in planning and implementing conservation systems.
We reach out to all segments of the agricultural community, including underserved and socially disadvantaged farmers and ranchers, to ensure that our programs and services are accessible to everyone.

• We manage natural resource conservation programs that provide environmental, societal, financial, and technical benefits.

• Our science and technology activities provide technical expertise in such areas as animal husbandry and clean water, ecological sciences, engineering, resource economics, and social sciences.

• We provide expertise in soil science and leadership for soil surveys and for the Natural Resources Inventory which assesses natural resource conditions and trends in the United States.

• We provide technical assistance to foreign governments, and participate in international scientific and technical exchanges.

Section 3 Reporting Themes:

1. D Enhancing and Improving Inventories of Historic Properties

An accurate, comprehensive inventory and evaluation of an agency's historic properties allows a greater understanding of the value and management requirements of their historic properties. In turn, this inventory provides the necessary foundation for the other three thematic areas outlined below.

Federal agencies are working hard to improve their inventory of real property. As noted in the ACHP's The Preserve America Executive Order Report to the President, agencies have made significant progress in reporting on their historic properties as assets in real property management portfolios and in identifying opportunities to integrate varying federal reporting requirements, such as the Federal Real Property Profile pursuant to Executive Order 13327: Federal Real Property Asset Management (EO 13327). However, agencies continue to face a variety of challenges in ensuring that their efforts to inventory historic properties contribute to the broader goals of states, tribes, and local governments in developing a comprehensive national inventory.

The Natural Resources Conservation Service (NRCS) manages 27 Plant Materials Centers across the nation totaling 4085.87 acres; each undergoes an annual programdriven property review and assessment as part of a larger agency-wide property review and inventory (including real and personal property). This is the Chief Financial Officer's inventory of real property and the Plant Materials Program Managers' Plant Materials Management and Operations System. NRCS own 1077 acres; the remaining acreage is rented from other public and private land owners.

Maintenance and updating of this type of property inventory is NRCS policy; it better enables us to plan for maintenance, additional inventory (i.e. historic property or plant material inventory) and budget priority actions for present and upcoming years. It was started in the mid-1980s and continues annually. It also provides data for GSA's government-wide real property reports produced by the NRCS for USDA under the Federal Management Regulation (41 CFR Chapter 102) and the Federal Property Management Regulations (41 CFR 101). A spreadsheet noting the land status for each PMC and of NRCS'cultural resources inventory actions on the property owned by NRCS owns follows.

The Plant Materials Program web page describes the programs for all centers and initiatives for specific centers. It may be found at: <u>http://plant-materials.nrcs.usda.gov/</u>.

The <u>Plant Materials Strategic Plan</u>, in place 2006 through 2010, sets-forth program/mission priorities, ties them to the NRCS agency Strategic Plan, and directs each PMC to complete a comprehensive management plan which is expected to contain a comprehensive cultural resources inventory and management plan. It guides the Plant Materials Program in implementing key overarching strategies in the NRCS strategic plan, meeting customer needs, and developing and strengthening internal capacity to achieve NRCS' mission. The Strategic Plan may be found at http://plant-materials.nrcs.usda.gov/about/strategicplan.html.

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In 1992, a complete inventory of the Plant Material Centers was completed by three NRCS (then SCS) employees, all Plant Materials Specialists or botanists. The inventory focused on the program missions (research needs) addressed by each of the (then 26) centers. This publication provided historical, geographic, ecosystem, and conservation program data, plus major land uses, for each center. Additionally, the inventory provided a breakdown of land ownership at each center. Finally, the inventory provided a breakdown of the partnerships and cooperative agreements in place for plant materials research. This publication is currently undergoing revision and updates.

In 2000, as a year-long assignment under the Natural Resources Conservation Service's Leadership Development Program, Illinois Cultural Resources Specialist Sharron Santure conducted an archival, documentary and on-site study of the 27 Plant Materials Centers across the United States. The in-depth study determined that 10 of the PMCs were over 50 years old and should be evaluated against the National Register of Historic Places eligibility criteria. As reported in the 2005 Section 3 Report, two of the PMCs have been evaluated. One, the Tucson Arizona PMC was listed in the National Register of Historic Places in 1997. The second, the Elsberry PMC in Elsberry, MO, was recommended for listing in the NRHP under Criteria A, B and D, a nomination was prepared by Ms. Santure and signed by the Missouri SHPO and the NRCS Federal Preservation Officer. The nomination was submitted to the NRHP in late 2000 and rejected by the NPS because of possible violations to the integrity of the property due to on-going plant materials research and testing. NRCS still considers Elsberry PMC to be eligible for listing in the National Register of Historic Places.

USDA-NRCS Plant Materials Centers								
Land Holdings, Ownership, and Status of Cultural Resources Identification Surveys								
September 26,	September 26, 2008							
РМС	Year Established	# Acres Total	# Acres	# Acres	Cultural Resources	A successful / Trans		
PMC	Established	Total	Owned	Rented	Survey Status	Agreement with / Type		
AK-Palmer	1972	405		405	none initiated for rented lands and facilities	Owned and Managed by the Alaska Dept Natural Resources		
AR-Booneville	1987	282		282	none initiated for rented lands and facilities	Owned by state of Arkansas subleased through Agricultural Research Service (ARS); 238 leased directly from state of Arkansas		
AZ-Tucson	1935	45.5	45.5		Listed in the NRHP in July 1997	NRHP listing is at national level. Of note is its carefully maintained adobe headquarters structure.		

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CA-Lockeford	1939	106	106		Comprehensive historic properties survey completed in 2005.	
CO-Meeker	1975	269		269	none initiated for rented lands and facilities	NOT A FEDERAL FACILITY - Owned by a Colorado nonprofit corporation organized by two Rio Blanco County soil and water conservation districts
FL-Brooksville	1947	182	182		initiated in 2008; scope of survey produced	
GA-Americus	1936	327	327		none initiated	
HI-Hoolehua	1957	80		80	none initiated for rented lands and facilities	State of HI, Dept. of Land and Natural Resources (25 Yrs)
ID-Aberdeen	1939	112		47 / 65	none initiated for rented lands and facilities	Two owners: South Bingham SCD (1992-97) / Idaho Fish & Game
KS-Manhattan	1936	169.5	169.5		scope of survey produced in 2008	
LA-Galliano	1989	93		93	none initiated for rented lands and facilities	The Louisiana Land and Exploration Company
MD-Beltsville	1939	285	285		initial overview completed in 1997. No additional survey planned	National Plant Materials Center
MI-East Lansing	1958	40		40	none initiated for rented lands and facilities	MI Dept of Natural Resources / 25 Yrs
MO-Elsberry	1934	243	243		survey completed and NRHP nomination, signed by	

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MS-Coffeeville	1960	360		360	SHPO and NRCS FPO submitted to Keeper. Nomination rejected because the cultivated lands undergo crop and cultivation rotation	USFS / perpetual
MT-Bridger	1959	140		130	none initiated for rented lands and facilities	SWCD Montana, Inc.
ND-Bismarck	1954	148		148	none initiated for rented lands and facilities	44 US Fish & WL (15 Yrs); 24 ND Game & Fish (5 Yrs); 10 USDA ARS (long term); 70 ND Districts (long term)
NJ-Cape May	1965	88	4	82	none initiated for 4 owned acres	State of NJ (25 Yrs)
NM-Los Lunas	1937	208		208	none initiated for rented lands and facilities	PMC is a guest of NMSU
NV-Fallon	2005	153.37		153.37	comprehensive historic properties survey imitated in 2007 and on-going because of PMC developmnt plans	University of Nevada, Reno, 50 year lease
NY-Big Flats	1940	203	203		scope of survey produced in 2008; initial overview started	
OR-Corvallis	1957	58		58	none imitated for rented lands and facilities	Oregon State University

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TX-Kingsville	1981	91		76 / 15	none initiated for rented lands and facilities	Texas A&M / King Ranch. The Ranch property in Kenedy County was listed as an NHL in 1966.
TX-Knox City	1965	137.5		137.5	none initiated for rented lands and facilities	Private land / 10 yrs with renewal options for 30; Lease adjusted each year according to Consumer Price Index
TX-Nacogdoches	1982	75		75	none initiated for rented lands and facilities	USDA-USFS/ long term MOU; PMC pays utilities on co-used buildings
WA-Pullman	1935	320	157	163	none initiated for rented lands and facilities nor for owned lands	WSU / Indefinite
WV-Alderson	1998	185	185		none initiated for owned lands	moved from Quicksand, KY (estab 1965)

<u>2. 🗆 Integrating Stewardship into Agency Planning</u>

The inclusion of historic property management needs within an agency's strategic plans can significantly support the stewardship goals as outlined in the NHPA. Agencies have made significant progress in identifying, protecting, and using historic properties under their control. However, many agencies have struggled to incorporate the stewardship of historic properties as a component of their strategic plans. Consideration of federal historic properties in strategic plans would focus attention on the values and issues associated with historic properties at the earliest possible point in the implementation of agency missions.

Please refer to NRCS' 2005, 2006 and 2007 annual reports where we discuss our Plant Materials Program (PMC) community outreach and support, particularly to American Indian tribal nations and Hispanic communities. These plant materials outreach efforts have made the Plant Materials Center in many of our states a focus of community conservation education programs.

While not strictly a historic preservation or historic properties initiative, our PLANTS Program's ethnobotanical studies and publications in response to the needs and requests of American Indian communities, supports these communities stewardship of their native plants and environments. Please refer to these publications and tech notes on the National Plant Date Center web site at: <u>http://npdc.usda.gov/</u>, the list of culturally significant plants at: <u>http://plants.usda.gov/java/factSheet?cultural=yes</u>, and the Plant Materials Program web site at: <u>http://plant-aterials.nrcs.usda.gov/technical/publications/</u>.

3. Building Partnerships

Public-private partnerships, consistent with agency missions, for the protection and use of federally-owned historic properties, can be effective in promoting local economic development, including heritage tourism.

While many agencies have pursued and developed effective relationships with states, tribes, local communities, and private entities and organizations, significant impediments in the development of these relationships still exist. Incorporating partners into the stewardship of federal historic properties is a key component in EO 13287 and should result in enhanced use and protection.

While NRCS manages only slightly over 1000 acres of land and associated facilities, virtually all of our programs involve partnerships with individual land-owners, local communities, tribal nations, conservation NGOs, and local, state and federal agencies. Several of our programs have been able to integrate historic preservation partnership into the conservation mission. A few example are listed below.

a. RC& D Program

As we noted in the 2005 report, the purpose of the Resource Conservation and Development (RC&D) program is to accelerate the conservation, development and utilization of natural resources, improve the general level of economic activity, and to enhance the environment and standard of living in designated RC&D areas. It improves the capability of State, tribal and local units of government and local nonprofit organizations in rural areas to plan, develop and carry out programs for natural and cultural resource conservation and development. The program also establishes or improves coordination systems in rural areas. Current program objectives focus on improvement of quality of life achieved through resource conservation and community development which leads to sustainable communities, prudent use (development), and the management and conservation of natural and related cultural resources. RC&D areas are locally sponsored areas designated by the Secretary of Agriculture for RC&D technical and financial assistance program funds.

As feasible, NRCS and its partners assist communities in effectively using their cultural and historic assets. Some of the projects clearly involve single performance events, but many more long-term conservation efforts are related to historic preservation.

NRCS is currently working closely with its RC&D offices to provide information on the Preserve America initiative and seeking from them nominations for the 2008-9 Awards program. Clearly, the RC& D partnership will be able to identify some worthy candidates.

b. **GRP/FRPP** Programs

Through creative use of two easement programs (Grasslands Reserve Program and Farm and Ranch Lands Protection Program) and effective partnership efforts have resulted in the preservation of historic farmsteads and ranchlands across the country. The principal goal of the easements is to purchase the development rights and the rural farm and grassland resources but the ultimate outcome is long-term protection of historic rural landscapes features by third party entities that manage these assets on private land. Please see our discussion of these programs in our 2006 and 2007

USDA NRCS 10/ 2008 E.O. 13287 (Preserve America) Section 3 Report Annual Reports to the ACHP in accordance with our nationwide Programmatic Agreement.

c. Development of American Indian consultation protocols and State Level Agreements for Section 106 compliance under the nationwide Programmatic Agreement with the ACHP and National Conference of State Historic Preservation Officers

Each NRCS State Office has or is establishing Section 106 operating procedures (State Level Agreements or SLAs with states and Tribal Consultation Protocols with tribes) in consultation with State Historic Preservation Officers and federally recognized tribes, as feasible, in accordance with our nationwide Programmatic Agreement. Please see discussion of these success stories in our Annual Reports to the ACHP and NCSHPO during the last four years.

d. Other cooperative conservation efforts in collaboration with SHPOs and State Archaeologists.

Several of our State Soils programs have been working with SHPOs and State Archaeologists to better define the need for deep testing into paleosols during the course of Section 106 compliance. Additionally, our soils quality labs and remote sensing centers have been working with State Archaeologists to both define buried or submerged archaeological sites and to establish sound programs for mapping digitized known historic property information on our extant soils maps. We have attached several examples of cooperative conservation/preservation efforts (both newsletters and one letter) from the State of Connecticut that clearly illustrate the inter-disciplinary and collaborative nature of many of our projects.

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The establishment of procedures to ensure the protection of historic properties that are excess to an agency's mission will allow that agency to fully comply with NHPA, specifically Section 111 (16 U.S.C. § 470h-3).

Agencies lack useful business models to demonstrate the economic value of historic properties in an agency's portfolio and benefit from the use of such models, even for properties that should not or will not be managed solely for their economic value.

NRCS does not anticipate disposing of any of its Plant Materials Centers or portions of them in the foreseeable future. Should this become a program priority, NRCS will develop business rules and operating procedures that will ensure compliance with Section 111 of the NHPA (16 U.S.C. § 470h-3).

RECENT EXAMPLES OF NRCS COOPERATIVE CONSERVATION/ PRESERVATION IN CONNECTICUT

Keeping Up With the Soils Staff

Contact Debbie Surabian (860) 871-4042

www.ct.nrcs.usda.g

When NRCS Research Soil Scientist Jim Doolittle (Pennsylvania) comes to Connecticut, the soils staff ENFIELD knows they are in for a busy, but very interesting ENFIELD TP time. So when Doolittle came to Connecticut to oris to an unch assist with several requests made through State THE ENFIELD Archaeologist Nick Bellantoni recently, that's ISTORICA ociery, INC exactly what happened. One of the requests was to help identify the CALIFER foundation of a house that previously stood on Route 5 in Enfield during the Civil War. The home was that of Dr. Henry Allen Grant (1813-1884), a surgeon who for a short time served as Connecticut Surgeon General, and eventually was elected to the Enfield General Assembly. The group used Ground Penetrating Radar NRCS Research Soil Scientist Jim (GPR) Doolittle explaining what he sees on the GPR equipment. Doolittle is which kneeling on the well of the former showed house. the area suspected did in deed contain the shallow foundation filled with debris. (continued on page 3) No. Photos courtesy of John Spaulding, FOSA Photographer. Map provided by the Enfield The well from the house of Dr. Used with Historical Society. (Red arrow Henry Allen Grant, Route 5, permission. points to the location of the Grant Hazardville Road intersection, House.) Enfield.

Keeping Up With the Soils Staff (continued)

Another request was to help locate buried stone firebacks in Redding. Firebacks are the rear masonry of a fireplace which protects the structure against damage by intense heat generated by burning wood, and reflects heat normally lost back to the living area.

The firebacks in question were used by the 500-800 Army troops who spent six months stationed in Redding during the Revolutionary War. The forested area contains firebacks which are the only features that remain from some of the shelters (small *buildings* constructed from stone and wood with one glass window that housed approximately 12 men each) used by the soldiers. (Each of these shelters contained a fireplace.)



Doolittle talks to the group about his findings.



Due to the rocky soil conditions, the GPR did

GPR did not work well – although many surface features indicate several rows or more of firebacks.



Photos courtesy of John Spaulding, FOSA Photographer. Used with permission.

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March 17, 2007

Nicholas Bellantoni, Ph.D. Connecticut State Archaeologist Connecticut Archaeology Center 2019 Hillside Road, U-1023 University of Connecticut Storrs, CT 06269-1023

Thank you for your office's February 28 assistance in reviewing your office files and maps for registered historic/cultural resources in support of the 2008 Federal Farm and Ranch Lands Protection Program (FRPP). NRCS received 3 proposals covering 16 farms in 11 different Connecticut towns. Two farms contained known archaeological/historical sites. The Bender farm in Lebanon contained early Native American sites and the Mitchell farm in Southbury is on the State Register of Historic Places and was the final reservation land of the Pootatuck tribe until sold in 1759. A summary of this evaluation is attached.

The FRPP provides matching funds to help purchase development rights to keep productive farms in agricultural uses. Working through existing programs, NRCS partners with State, tribal, or local governments and non-governmental organizations to acquire permanent conservation easements from landowners. NRCS provides up to 50 percent of the fair market easement value. In addition to removing the development pressure from prime agricultural land, these permanent conservation easements also protect historic/cultural resources from development.

As always, thank you for your help and partnership.

Sincerely,

Kipen Kolesinskas, FRPP Program Manager

Cc: Joyce Purcell, Resource Conservationist, CT-NRCS Sarah Bridges, Cultural Resource Specialist, Washington, D.C.

County	Town	Farm Name	Registered Historic/Cultural Resource
Hartford	Granby	Davis	None noted
	Suffield	Deren	None noted
	Suffield	Olson	None noted
Litchfield	Sharon	Wike Brothers	None noted
	Torrington	Carroll	None noted
	Woodbury	Kuss	None noted
New Haven	Southbury	Blersch (Daffodil Hill)	None noted
	Southbury	Mitchell (Pootatuck Hill)	State Register of Historic Places
	Wallingford	Cella	None noted
New London	Lebanon	Bender 57ac	None noted
	Lebanon	Bender 92ac	None noted
	Lebanon	Bender 169ac	Early Native American Site
	Salem	Dimmock	None noted
	Salem Bingham (Salem Valley Corporation)		None noted
Windham	Ashford	Knowlton	None noted
	Brooklyn	Tanner, Austin	None noted

NRCS Helps Determine Historic Crash Site

Contact Debbie Surabian (860) 871 4042 or Donald Parizek (860) 688 7725, Ext. 117 The date was August 21, 1941. The 57th Pursuit Group of flyers had been redeployed from Long Island to the new air base under construction in Windsor Locks, Connecticut. The weather was clear and calm. Several flyers had finished their morning duties and were ready to fly - oneonone, combat style. At 9:15 AM, 2nd Lieutenant Eugene Bradley, a quiet and well-liked pilot, was the first to take off. At 10,000 ft., Bradley flew a mock-combat pattern with another pilot. When the two reached 5,000 ft., the commander radioed for the two to begin again. Both pilots began to climb, but when Bradley did not form up, the second pilot dropped his wing to locate him. What he saw was Bradley's plane in a slow left spiral. Radio calls for Bradley to pull out went unanswered. People on the ground who had witnessed the dogfight now watched in horror as the P-40 spiraled toward earth, then stopped turning and slipped silently into the woods without an explosion – as if the plane had disappeared. Many observers ran to the site but were turned away by armed military personnel. A bulldozer was used to cut a path through the woods, and a wrecker and flatbed trailer were brought in to lift out the wreckage. The engine was located about 12 feet down in the sandy soil; Bradley still fastened by his seatbelt. Although no official cause was determined, it was assumed he blacked out during a hard left turn.

To honor 2_{nd} Lieutenant Bradley – and others who had sacrificed during training – in January 1942, the airfield was renamed Bradley Field.

USDA NRCS 2008 E.O. 13287 (Preserve America) Section 3 Report NRCS Helps Determine Historic Crash Site (continued)

Fast forward to 2008. Efforts by the Connecticut Archaeology Center and the New England Air Museum to reconstruct the record of Bradley and identify the actual crash site have been progressing slowly. Although eyewitnesses have come forward with their stories, and aerial

photos from the Connecticut Department of Transportation have been located, during that time the airbase was still under construction – making it difficult to determine what was the crash site and what was merely construction.

NRCS in Connecticut received a call from State Archaeologist Nicholas Bellantoni asking for assistance. Soil Scientist Donald Parizek was the first NRCSer to be brought in. He took soil samples from prime sites in an effort to determine which of the several that had been identified as possibilities would garner further study.

Bellantoni then requested the use of NRCS staff and an ElectroMagnetic Induction (EMI) Survey. In mid-July, Soil Scientist Debbie Surabian joined the group to conduct the survey. Using the GEM-300

sensor, two baseline EMI surveys show the spatial

distribution of apparent conductivity (EC_a) across two areas of interest. Geophysical surveys of both areas revealed valuable subsurface information. The lack of uniformity in both the disturbed soils and potential buried metal objects was expected to produce conductivity anomalies, whether they would be of high or low conductivity.

While the GEM-300 provided satisfactory resolution of subsurface features at this site, it lacks the resolution of GPR which may provide more immediate and useful information on the location and identity of buried features. Under ideal conditions, it can provide a highly-detailed image of the subsurface. GPR can often see through surface disturbances. Results depend upon the degree of contrast between a buried

feature and the soil materials – indicating that further research is needed to determine the actual crash site.

Anyone with information about the Bradley crash should leave their contact information with the Friends of the State Archaeologist at (860) 627 7871, or the New England Air Museum at (860) 623 3305. Test Hole #1. Photo courtesy John Spaulding, FOSA. - 8 - www.ct.nrcs.usda.gov