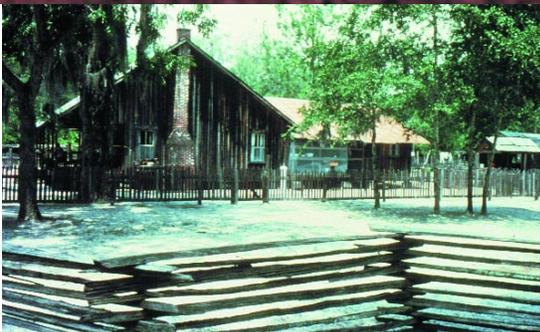


# Protecting Habitat and History

*A Report Responding to Section 3  
of Executive Order 13287, "Preserve America"*

September 2004





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# Introduction

*It is the policy of the Federal Government to provide leadership in preserving America's heritage by actively advancing the protection, enhancement, and contemporary use of the historic properties owned by the Federal Government, and by promoting intergovernmental cooperation and partnerships for the preservation and use of historic properties. The Federal Government shall recognize and manage the historic properties in its ownership as assets that can support department and agency missions while contributing to the vitality and well-being of the Nation's communities and fostering a broader appreciation for the development of the United States and its underlying values.*

*Section 1, Executive Order 13287*

For nearly a century since the passage of the Antiquities Act of 1906, Federal agencies have been the stewards of an ever-growing and irreplaceable collection of heritage resources. Managing these resources is the cornerstone of Federal custodianship of America's cultural and historic legacy.

In March 2003, the President issued Executive Order 13287 to reaffirm our nation's commitment to preserving heritage resources while assessing Federal land management agencies' approaches to overseeing and managing these important assets.

## What does the Executive Order require?

In its broadest sense the Executive Order seeks to:

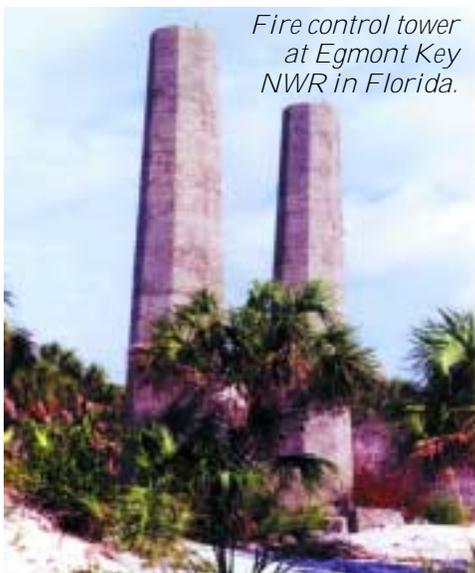
Provide leadership in preserving America's heritage by actively advancing the protection, enhancement, and contemporary use of the historic properties managed by the Federal Government.

Promote intergovernmental cooperation and partnerships for the preservation and use of historic properties.

Direct Federal agencies to increase their knowledge of historic properties under their care and enhance the management of these assets.

Encourage agencies to seek partnerships with State, tribal, and local governments and the private sector to make more efficient and informed use of their resources for economic development and other recognized public benefits.

Better combine historic preservation and nature tourism by directing the agencies to assist in local and regional tourism programs and historic properties that are a significant feature of many State and local programs.



*Fire control tower  
at Egmont Key  
NWR in Florida.*

*Swan Lake Mounds  
on Yazoo National  
Wildlife Refuge in  
Mississippi.*



The Executive Order directs Federal agencies to improve the sharing of knowledge about managing our nation's past, strengthen regional identities and local pride, increase local participation in preserving the country's cultural and natural heritage assets, and support the economic vitality of communities. Fulfilling the Executive Order's directions is a central feature of many Fish and Wildlife Service (Service) programs, from preserving historic properties in cooperation with local communities and tribes promoting scientific research providing educational and interpretative programs that offer visitors to national wildlife refuges a great understanding and appreciation of our nation's history.

**How is the Service involved in managing historic properties?**

The Service is clearly recognized as a leader in conserving wildlife and natural habitats. However, most people are unaware that national wildlife refuges and national fish hatcheries also protect many of our country's most important archaeological and historic sites and are home to many significant museum collections.

The Service manages nearly 100 million acres of land as part of the National Wildlife Refuge System. These lands are geographically diverse and spread from Maine to Guam and from the northern reaches of Alaska to the tropical Caribbean Sea. This network of lands and associated facilities are located along coasts, rivers, estuaries, and wetlands – areas that people have used for thousands of years for their homes, transportation, and subsistence.

Nearly 40 million people visited national wildlife refuges in FY 2003 to experience the natural world, take advantage of wildlife-dependent recreation, and partake in educational and interpretive activities – many of which included programs and information about our history and the protection of historic properties.

# Report Organization

*Guardhouse at  
Egmont Key NWR  
in Florida*



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This report provides information about planning and accountability for the Service's inventory of heritage assets (Section 3 of Executive Order 13287). It is organized using guidelines and queries established in the Executive Order which encompass the following general concepts:

- Determine the current status of historic properties as required by Section 110(a)(2) of the National Historic Preservation Act.
- Describe the general condition and management needs of these properties.
- Describe the existing and planned efforts to meet the management needs of these properties.
- Evaluate the suitability of types of historic properties to contribute to community economic development initiatives, including heritage tourism.

## **How does the Service define historic properties as used in this report?**

The Executive Order defines historic properties as resources that are listed on, or eligible for listing on, the National Register of Historic Places. The Service uses four categories of properties in this report to respond to the Executive Order's general requirements. Examples of each are provided as part of this report. These categories are:



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*The bunkhouse and historic ranch equipment at Sod House Ranch, on Malheur NWR, in Oregon.*

- historic buildings, structures, and sites.
- historic trails or similar historic properties that cover broad landscapes.
- archaeological resources
- museum collections

Protection and management of these resources are required by numerous laws, regulations, and Department of the Interior policies and standards. Historic properties contribute to the public good by enriching visitors' experiences through education and interpretive programs, building strong relationships with communities and partners, promoting scientific research, and creating economic benefits.

**How is this report organized to respond to the requirements of Section 3 of the Executive Order?**

Section 3 of the Executive Order requires a report addressing the management, condition, and benefits of historic properties and an assessment of current agency policies. This report is organized into the following five sections:

- Overview of the Service's historic preservation program, policies and procedures
- Identification, distribution and condition of historic properties
- Reporting, Accountability, and Management Considerations
- Examples of Successful Heritage Partnerships and Management Programs
- Future Activities and Potential Benefits



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*Paddlewheel found along the Iditarod National Historic Trail in Alaska*

# Overview of the Service's Preservation Program, Policies, and Procedures

The Service has been involved in the management of archaeological and historic sites for many decades. The location of national wildlife refuges and national fish hatcheries have always made them important in terms of protecting remnants of our nation's past.

Early preservation and use of Service managed sites started in the 1930's and focused initially on individual requests from academic institutions for research on important archaeological sites, the use of small refuge facilities as "museums" for visitor interpretive programs, and the occasional preservation and re-use of buildings and structures for commemorating local community history.

The passage of the National Historic Preservation Act of 1966 (NHPA) stimulated the need for a national program with professionally trained staff, policies and guidance for managing historic properties, and integration with other Service programs. The Service issued its first national policies and a handbook addressing the management of historic properties in 1984. The policies were revised in 1992 and are available for review on-line at: <http://policy.fws.gov/614fw1.html>. Policies addressing the management of museum collections were developed in 1997 and are available for review on-line at: <http://policy.fws.gov/126fw1.html>. Both sets of policies address a wide range of issues on research, compliance with the NHPA and other laws, the accountability and management of museum collections, among other topics.

As a result of greater emphasis being placed on the accountability and management of stewardship and heritage assets, the Service has developed new systems to help respond to Federal-wide and Department of the Interior requirements on managing historic properties and associated museum collections. Sections 10 and 11 of the OMB's Bulletin 01-09, "Form and Content of Agency Financial Statements," contains specific accountability and reporting standards for agency managed heritage assets.

Like other Federal agencies, the Service is required to comply with a wide-ranging set of laws, regulations, policies, and standards that address the management of historic properties. The Service has developed a modest, yet active, historic preservation program to address a growing number of Congressionally mandated requirements and standards, while maintaining important historic properties of interest to our visitors and community partners. Most of the work performed by Service professionals (archaeologists, museum curators and historians) relates directly to compliance with the NHPA's Section 106 process that requires Federal agencies to a) review and take into account the effects on historic properties from projects and b) make reasonable efforts to protect historic properties from being damaged. This work results in the discovery of new historic properties under the Service's control each year. New information is used for refuge comprehensive conservation planning and during



*The Hebard Cabin is an early twentieth century hunting cabin located at Okefenokee NWR, in Georgia*

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*Archaeology at the 3 Saints Bay site where the first Russian settlement in Alaska was established.*



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the review of individual projects required by the NHPA. Each of the Service's seven regional offices employs at least one professionally trained staff person to provide program oversight and to assist managers in complying with applicable historic preservation requirements. Other professionals are stationed at field stations, the Headquarters Office, and the National Conservation Training Center. Identified archaeological and historic sites are evaluated against national and state criteria to determine eligibility for listing in the National Register of Historic Places. However, official nominations for listing new properties in the National Register are submitted to the National Park Service infrequently due to staffing and funding limitations. Properties evaluated by the Service as being eligible or potentially eligible for listing are protected under the NHPA even if they have not been officially nominated for listing in the National Register.

In addition to reviewing individual projects to assess potential damage to historic properties, Service offices perform a variety of projects that meet the intent and spirit of the Sections 110 and 111 of the NHPA. These requirements direct agencies to take actions to minimize harm to important historic properties and promote the preservation and use of such properties for current activities. This type of work occurs at a slower pace dependent upon available funding and partnership opportunities, but is gaining greater visibility as Service field stations recognize the importance of historic properties in building community relationships and maintaining important traditions and values.

# Identification, Distribution, and Condition of Historic Properties

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*The Pua Akala Cabin, an early twentieth century koa cabin, is open for tours at Hakalau Forest National Wildlife Refuge*

The Service is recognized nationally and internationally as a leader in conserving wildlife and natural landscapes. National wildlife refuges and national fish hatcheries are increasingly receiving recognition as places that protect many of our country's most important archaeological and historic sites while providing opportunities for Americans to learn about our history. These range from tribal sacred areas, to remnants of 19th century homesteads, to places associated with our wildlife heritage and conservation history, to lighthouses that preserve our maritime legacy, to historic trails that tell the story of westward expansion, to important museum collections used for interpretive and educational programs.

To date, the Service has identified over 12,100 archaeological and historic sites on a small percentage of the nearly 100 million acres of the National Wildlife Refuge System. This number is likely a small fraction of the potential number of sites managed by the Service. The Service is also responsible for the care of an estimated 4 million museum objects that have been preserved for their scientific, interpretive, and heritage values.

The Service maintains an inventory of its real property – those buildings and structures currently used and maintained on Service-owned lands – in the Real Property Inventory (RPI) database system. As part of the inventory, buildings and structures that have been determined or are considered to be potentially "historic" (based on their age and other criteria) are noted in individual database record fields. See Table 1 for a summary of the RPI listings.

Information tracked on historic buildings and structures in the RPI reflects four possible determinations.

- National Register of Historic Places – listed: The property has been evaluated and listed in the National Register;
- National Register of Historic Places – Eligible: The property has been evaluated and determined eligible for inclusion in the National Register, but has not yet been listed;
- National Register of Historic Places – Potentially Eligible: The property has not been evaluated for inclusion on the National Register but is considered potentially eligible based upon an initial review by a professionally qualified individual; and

## Data on Historic Buildings, Structures and Sites

- **Public use:** A property that is listed, eligible, or potentially eligible for listing in the National Register that is used, adapted, or interpreted through public programs or public access.

**Table 1. Historic building and structure information contained in the Service-wide Real Property Inventory**

Number of Refuges with Historic Structures	235
National Register of Historic Places—Number Evaluated	360
National Register of Historic Places—Number Eligible	229
National Register of Historic Places—Number Listed	157
Number of National Historic Landmarks	24

The RPI is regularly updated and although a good tool for tracking real property information, it is presently value driven and only captures those structures with a replacement value of \$3,500 or more. Therefore, a number of historic structures are not captured in this system. The Service is working on a new geographical information system (GIS) that will be used to help to rectify this situation. The new GIS system will capture all archaeological and historic sites information and will serve as a cross reference to assets listed in the RPI and reported through agency financial reporting systems. The new system will be launched in FY 2005 for a one-year test period.

Many historic structures contain associated objects (official records and/or museum property) that are not reflected in the RPI. These objects are tracked under the Department of the Interior’s museum property program (see museum property discussion that follows).

The Service’s Maintenance Management System (MMS) is also used to track information and the maintenance needs of historic properties. In recent years, the number of projects listed in the MMS has increased because funding has become available to stabilize historic structures or buildings as part of larger maintenance projects on particular refuges. The MMS is tied to the RPI and captures projects whose maintenance needs could not be addressed using normal operations and maintenance funds.

As of September 1, 2004, there were 67 projects in the MMS database with an asset code denoting “historic structure.” Several of these structures are scheduled to receive funding in their allotted fiscal year. Geographic distribution does not impact maintenance and projects receive funds based on their priority ranking and needs within one of the Service’s geographic regions. Because it can take several years to receive MMS funds, Service regions report that many historic structures move closer to a “poor condition” rating as they wait for maintenance. There are a number of success stories to report as illustrated in the project examples included in this report.



*Aerial view of the Russian River site at the confluence of the Russian and Kenai Rivers.*

### Data on Archaeological Resources

Service regions maintain information on archaeological resources identified on field stations. This information is regularly shared with the appropriate State Historic Preservation Officer. An annual summary of information on the numbers, distribution, and importance of archaeological resources is reported to the National Park Service for use in the Secretary of the Interior's Report to Congress on the Federal Archaeology Program required by the Archaeological Resources Protection Act of 1979. In FY 2003, the Service surveyed approximately 18,000 acres of land to identify new archaeological resources. Archaeological surveys are completed primarily to meet the Section 106 review process for proposed projects that may result in adverse effects to important sites.

Most Service archaeological resources are avoided or protected in place if they are likely to be adversely affected by an approved project. An undetermined number of archaeological resources are in poor or unstable condition due primarily to erosion and other natural impacts. In some instances, sites are associated with an historic structure and are awaiting MMS funding for stabilization. Others are monitored by field station staff or partnering organizations to document potential threats.

The Service also employs the Refuge Comprehensive Accomplishment Reports (RCAR) system to track information and work on historic properties and archaeological resources. The RCAR is used to record information about the number of archaeological and historic sites and their condition in order to respond to the Department of the Interior's Strategic Plan. The Strategic Plan includes a number of resources objectives and performance measures on historic properties. A step-down version of the Department's Strategic Plan is under development for tracking information about National Wildlife Refuge System programs.



*Historic wagon at Sod House Ranch on Malheur NWR in Oregon*

### Data on Museum Property

Museum property data is collected and maintained by the Service's Regional Museum Property Coordinators. The care of museum property is funded from the Service's "Arts and Artifacts" budget and other sources of funding. Like other Departmental bureaus, all Service museum property data is tracked as part of the Federal Accounting Standards Advisory Board (FASAB) Supplemental Federal Financial Accounting Standard (SFFAS) Number 8, Supplementary Stewardship Reporting.

Table 2 is an excerpt from the Service's FY 2003 museum property report. Collections are also tracked to respond to the GPRA (Government Performance and Results Act) and the Department's Strategic Plan, which requires information about collections and their condition. As with archaeological resources, RCAR reports also capture information related to museum property.

Museum property condition is based on the level of rehabilitation and/or stabilization needed to adequately maintain the material. Currently, most museum property



Midway National Wildlife Refuge

requires maintenance and improved care and documentation. Although most objects are being curated in some manner, many of the Service's collections require greater attention, especially important document and photographic collections. The Service currently has two trained archivists and document/object conservators on staff to assist field stations in assessing the condition of documents and photographic collections and prescribing necessary treatments.

Additions and losses to the Service's museum property holdings are reported in the annual museum property report that is submitted to the Department each year.

**Table 2. 2003 Museum Property Data as reported to the Department of Interior, Museum Property Office**

Discipline	Number of Objects in Fws Facilities	Number of Objects in Other Institutions	Total Number of Fws Objects
Total Number	786,592	3,207,055	3,993,647

## Reliability and Review

Data collected as part of the Service Cultural Resources program is subject to regular review at prescribed intervals. For RPI information, the data is regularly reviewed and updated through its online web interface available to Service offices. Information is reviewed by regional RPI managers, the Service RPI manager, and other professional staff. The MMS data is regularly reviewed, updated, and ranked in terms of priorities as well. The MMS data is continually reviewed for accuracy and priority rankings for Congressional inquiries, briefings and other requests result in more in-depth analysis.

Professional staff stationed in Service Regional Offices track and evaluate information on archaeological resources identified on field stations within their geographic regions. Though information on identified archaeological resources is generally considered to be reliable, we estimate that many additional sites have yet to be identified given the small percentage of Refuge System lands surveyed to date. Most archaeological resources are identified only as a result of survey completed in anticipation of potential impacts from Service ground-disturbing projects. Also, sites not immediately affected by a particular project may not be fully recorded and evaluated to determine significance. The Service also uses its refuge comprehensive conservation planning process to identify data gaps and management deficiencies for important sites.

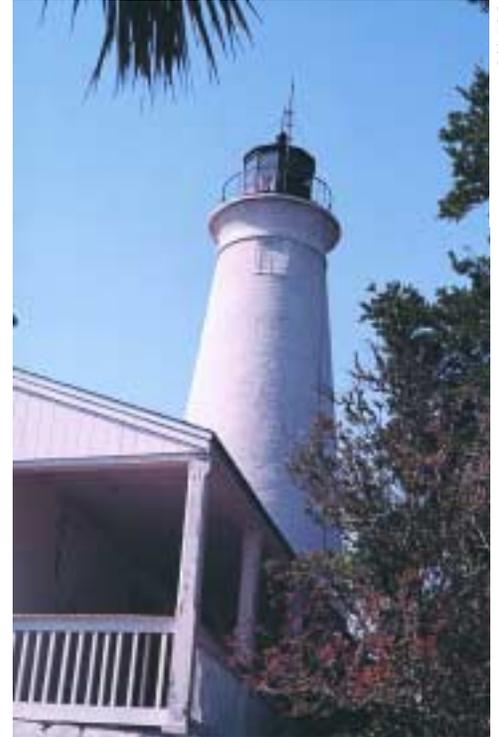
For museum property, each coordinator monitors additions and losses from the museum property inventory through regular communication with the Federal and non-Federal repositories holding Service collections. The Service has recently initiated national overview studies to identify and verify information on the location and condition of many of its museum collections. These reviews are a vital first step in managing important collections and developing reliable baseline information to identify management and accountability weaknesses that need to be addressed.

# Program Summary

## *Reporting and Management Considerations*

### Structures

Reporting on structures, including historic structures, occurs regularly through both MMS and RPI. MMS data is available for all RPI assets; it is reviewed and reports are constantly produced for use in daily planning and management of Service lands. Funding is the chief consideration for managing historic properties entered in the RPI. Structures are listed based on need, which is determined through the use of maintenance reports prepared at the field station level. In most instances, improvements to historic properties must wait for available MMS funds; in other cases, the professional staff, the Refuge Manager and other partners have been successful in initiating work on certain properties that require immediate attention (see Preservation Program: Regional Examples for more information). Available funding remains a chief concern, but additional outside sources are sometimes identified to help supplement Service funds. Reporting on the management of historic structures is required under the Department's Strategic Plan.



*St. Mark's Lighthouse on St. Mark's NWR*

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### Archaeological Resources

As noted above, the NHPA review process is funded through the respective Service program initiating a proposed project. All archaeological resources identified through these projects are recorded and reported to State Historic Preservation Programs and annually through the Secretary of the Interior's Report to Congress required by the Archaeological Resources Protection Act of 1979. Reporting information about archaeological resources is required by the Department's Strategic Plan.

### Museum Property

Data on museum property is prepared annually and compiled into the Service's Annual Financial Assets Report that is submitted to the Department. Data in this report is used to satisfy GPRA and the FASAB (SFFAS Number 8) reporting requirements on the management of heritage assets. The Department's Strategic Plan also requires that data on museum property be maintained and reported.

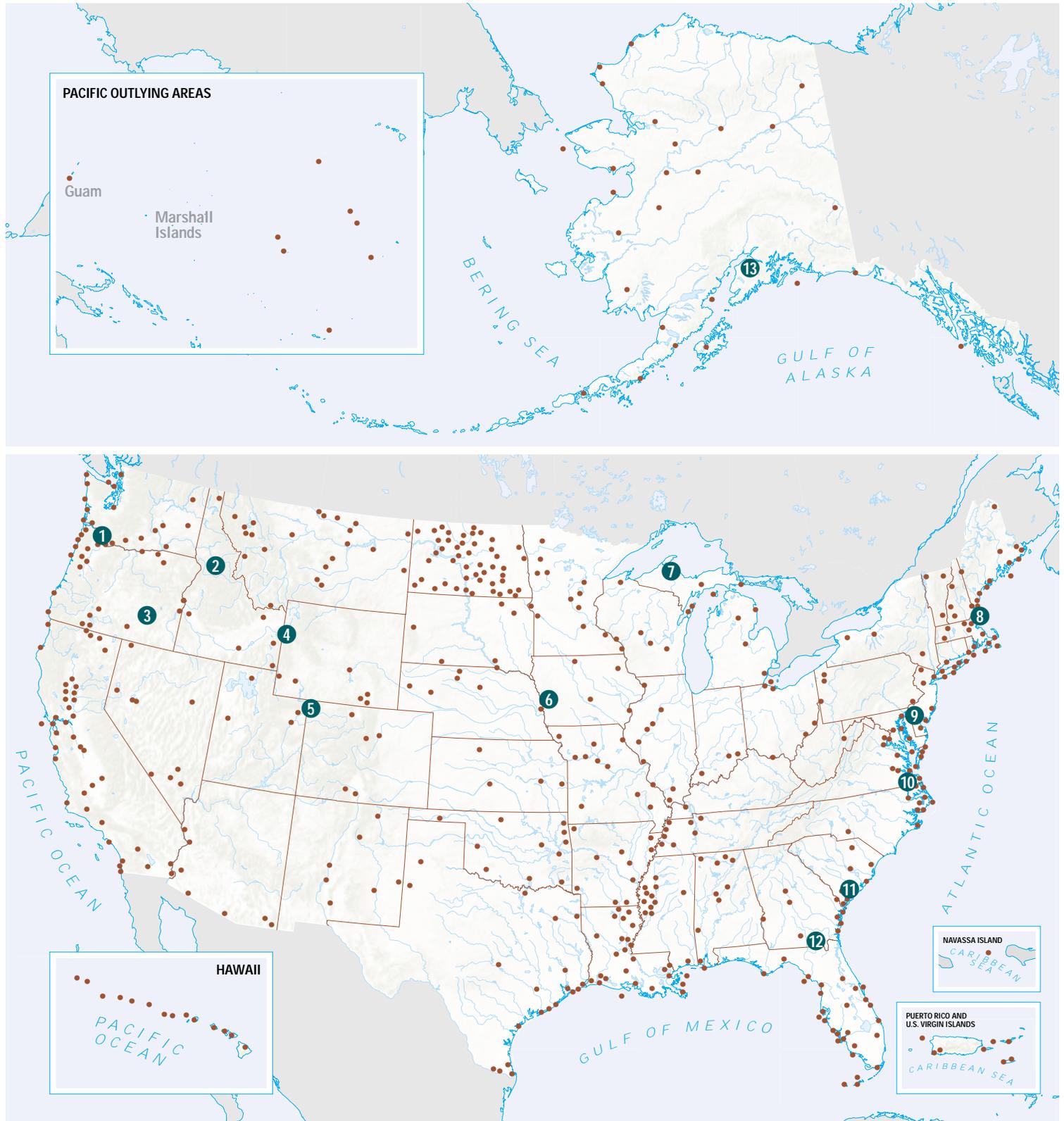
The Service's annual "Art and Artifact" funding provides limited support for managing museum property collections. Other funding is also available through general appropriations or partnerships.

# Examples of Successful Heritage Partnerships and Management Programs

*This section contains examples from each Service geographic region illustrating the types of projects that meet the Executive Order's objectives. When viewed collectively, these projects underscore the benefits to the Service of managing historic properties for educational and interpretive programs and partnerships with communities and non-traditional organizations.*

**Table 3. Map illustrating USFWS Refuges, larger dots represent those Refuges noted in the second part of this report.**

- |  |  |   |
|--|--|---|
| ① Ridgefield National Wildlife Refuge  | ⑥ DeSoto National Wildlife Refuge          | ⑩ Great Dismal Swamp National Wildlife Refuge |
| ② Kooskia National Fish Hatchery       | ⑦ Huron National Wildlife Refuge           | ⑪ ACE Basin National Wildlife Refuge          |
| ③ Malheur National Wildlife Refuge     | ⑧ Thacher Island National Wildlife Refuges | ⑫ Okefenokee National Wildlife Refuge         |
| ④ National Elk Refuge                  | ⑨ Bombay Hook National Wildlife Refuge     | ⑬ Kenai National Wildlife Refuge              |
| ⑤ Browns Park National Wildlife Refuge |  |   |



Midway Atoll, Matagorda Island, DC Booth National Fish Hatchery are included in the report but not illustrated on the map.

## Pacific Region (1)

### **Cathlapotle Archaeological Program**

*Ridgefield National Wildlife  
Refuge/Washington*

Cathlapotle is significant because it is one of the largest Chinookan villages on the Lower Columbia River to remain untouched by dam construction and modern development in the region. The site has been the focus of archaeological research and public education for more than 10 years. These efforts have created a greater understanding of the landscape and culture of the Cathlapotle people, who lived on the river for generations before Lewis and Clark first observed the “Quathlapotle Nation” during their down river journey in 1805.



Noel Johnson

*Traditional Chinook post-raising ceremony at Cathlapotle, located at Ridgefield NWR, in Washington*

The project has been showcased in Discover Cathlapotle an environmental and heritage education kit. It has received funding from the Service Challenge Cost Share program, National Park service grants, and community organizations. Many individuals and organizations support Cathlapotle, including Portland State University, the Chinook Tribe, the Lewis and Clark Bicentennial Committee of Vancouver/ Clark County, City of Vancouver, the Friends of Ridgefield NWR, Meyer Memorial Trust, M.J. Murdock Charitable Trust, Ferguson Foundation, Clark Public Utilities, and the Clark County Historical Society.

### **Looking Glass Village Site**

*Kooskia National Fish Hatchery/Idaho*

The Looking Glass Village is an archaeological site of both prehistoric and historic significance at Kooskia National Fish Hatchery. The area’s natural resources made the site an important camping place for the Looking Glass Band of Nez Perce during their seasonal food gathering cycle. In the summer of 1877, the band retreated permanently to this seasonal village, which they called Kam’-nak-ka, to demonstrate neutrality and avoid becoming involved in the conflict escalating between non-treaty Nez Perce bands and the U.S. Government. On the morning of July 1, 1877, military troops and volunteers ambushed the waking village. Enraged by the unprovoked attack, Chief Looking Glass and his people joined Chief Joseph and other non-treaty bands on a fateful journey to find freedom that lasted four months and covered 1,300 miles.

On July 1, 2000, the FWS and Nez Perce Tribe dedicated an interpretive wildlife-viewing trail that is located on the site of the historic Chief Looking Glass Village. Descendants of Chief Looking Glass, other Nez Perce Tribe members, the Service, and the public were on hand to participate in a ceremony that occurred 123 years to the day after the unprovoked attack by U.S. troops on the Looking

Glass Band. Three years later at another well-attended ceremony, the hatchery and its partners unveiled a bronze replica of a tribute marker found at the hatchery.

It was one of six that had originally been placed at Nez Perce battle sites in Oregon, Idaho, and Montana. The Service curated the original marker and found partners to help fund replicas for each site.

The National Park Service and Nez Perce Indian Tribe have been partners in this project. They have provided funding to support it, along with the Clearwater National Forest and the Nez Perce National Historic Trail. This rich village site offers numerous opportunities for heritage education and Native American partnerships.

### Historic Sod House Ranch

*Malheur National Wildlife Refuge/Oregon*

Sod House Ranch is an intact 1880s era cattle ranch constructed and managed by cattle baron Peter French. At the peak of its operation, it was the largest cattle ranch on private property in the United States. Today, this historical legacy is preserved at Malheur National Wildlife Refuge, where it serves showcases the cattle ranching heritage of southeastern Oregon.

The ranch, particularly its unique long barn, has been the focus of restoration efforts for the past five years. Despite its location more than 160 miles from the nearest urban center, this spectacular barn has drawn the interest and support of many diverse partners, including the University of Oregon Architectural Field School, AmeriCorps, Oregon State Parks and Recreation Department, Harney County Historical Society, Malheur Wildlife Associates, the Oregon State Historic Preservation Office; National Park Service, Architectural Division Youth

Conservation Corps, and the High Desert Museum Teen Volunteers. Recently, the refuge hosted a Ranching Heritage Day at the site to celebrate completion of the barn restoration, as well as repairs to nine other buildings and construction of a Centennial Trail to facilitate visitation.

The ranch has been the site of historical re-creations and has spurred a teaching



*The bunkhouse and a century-old cottonwood standing on Sod House Ranch, at Malheur NWR, in Oregon.*

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Visitors read interpretive panels on the trail barn that sits in the background at Sod House Ranch on Malheur NWR in Oregon.

curriculum and heritage education. It has received grant funding from the Service Challenge Cost Share program, Service Centennial Challenge Cost Share program, Preserving Oregon for Historic Properties, and the National Fish and Wildlife Foundation.

## Midway Atoll

*Midway National Wildlife Refuge/  
Remote Hawaiian Islands*

Midway is located at the northern end of the Hawaiian chain, approximately 1,250 miles from Honolulu. The first recorded landing occurred in 1859 and Midway became a U.S. possession in 1869. Midway contains many structures that are associated with the 1904 Commercial Pacific Cable Company, World War II, and the Battle of Midway. Some offer potential for re-use.

In 1997, the Navy transferred the Naval Station at Midway Atoll to the U.S. Fish and Wildlife Service to manage as a national wildlife refuge. Successful stabilization of the many historic buildings has been achieved thanks to volunteers and the support of the National Park Service. The public can visit this remote island, where they can enjoy a history tour and refuge education programs that feature the important connection between the Atoll's history and preservation efforts.



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*Storage bunker at  
Midway National  
Wildlife Refuge*

*Historic Building  
at Midway  
National Wildlife  
Refuge*



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Even on this remote atoll, numerous partners have offered assistance, including the Oceanic Society's Elderhostel Program, Glenn Mason Architects, 6th Defense Battalion, U.S.M.C./Midway Association, Friends of Midway, State of Hawaii's Historic Preservation Division, and Midway Phoenix Corporation. Funding has been provided by a Save America's Treasures grant.

## Southwest Region (2)

### Matagorda Island Lighthouse

*Matagorda/Arkansas Complex/Texas*

Matagorda Island Lighthouse was built in 1852 and served as an historical navigational aid allowing maritime transportation to Matagorda Bay and its ports. The 55-foot cast iron tower was originally erected on the northeast end of Matagorda Island at the entrance to Pass Cavallo and was painted with red, white, and black horizontal stripes to make it visible. The lighthouse was expanded by 24 feet in 1857. During the Civil War, the light remained dark. Confederate soldiers attempted to destroy the light so that it would not fall into Union hands. They broke several of the cast iron plates and buried the lens in sand to prevent it from falling into Union hands.

After the war, the tower was disassembled and moved inland to higher ground. A new foundation was poured, the tower was erected, and the damage was repaired. With a new fresnel lens and fresh coat of black paint, the lighthouse was put back in service on September 1, 1873. Light keepers operated the light until 1956, when electricity reached the island. The Coast Guard decommissioned the lighthouse in 1995 and transferred it to the Service. The lens was removed about six years ago and is now on display at the museum in Port Lavaca. The lighthouse is on the National Register of Historic Places and has been recognized by the Texas Historical Commission.

The Service, Texas Parks and Wildlife, and the Texas General Land Office have signed a Memorandum of Understanding to jointly manage Matagorda Island. The Service has made subsequent agreements with Calhoun County and the Matagorda Island Foundation to assist with stabilization, restoration, and management of the lighthouse. The Service is also working with Calhoun County and Texas Parks and Wildlife to provide historical and natural history interpretation to lighthouse visitors. Funding for some of the work has been provided by the Texas Department of Statewide Transportation Enhancement Program and the Matagorda Island Foundation.

## *Great Lakes-Big Rivers Region (3)*

### **Huron Island Lighthouse/Michigan**

*Huron National Wildlife Refuge*

The Huron Island Lighthouse, built on West Huron Island in 1868, is located three miles off of the Michigan coast in Lake Superior. The island is one of several that make up Huron National Wildlife Refuge. The refuge was established by President Theodore Roosevelt in 1905 and is the oldest refuge in the Great Lakes-Big Rivers Region.

This distinctive structure is built in the “schoolhouse” style with local granite quarried from the Huron Islands. It is listed in the National Register of Historic Places. It offers excellent educational and heritage tourism opportunities and has drawn funding and support from the Lighthouse Preservation Association.

## Southeast Region (4)



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### The Grove

*ACE Basin National Wildlife  
Refuge/South Carolina*

The heritage of the area in and around ACE Basin National Wildlife Refuge is deeply rooted in the rice farming that dominated the region in the 19th century. The 1828 Grove Plantation house is one of the last antebellum mansions in the ACE Basin area and is listed on the National Register for Historic Places. In the late 1990s, the refuge had the building restored and it is now used as the refuge headquarters.

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*The remains of a brick structure found  
on the Grove Plantation at ACE Basin  
NWR in South Carolina*

This former mansion offers excellent opportunities for education and heritage tourism. It has drawn the interest of many partners, including the South Carolina Department of Natural Resources, Ducks Unlimited, The Nature Conservancy, The Low Country Open Land Trust, Westvaco, and many private landowners in the ACE Basin.

**Floyds Island/Hebard Cabin and  
Chesser Island Homestead**

*Okefenokee National Wildlife  
Refuge/Florida*

Okefenokee National Wildlife Refuge manages 395,080 acres of the 438,000-acre Okefenokee black-peat swamp located on the Georgia-Florida state line. In the early 20th century, the swamp hosted a cypress logging industry; today, many remnants of logging are still visible, such as old railroad lines that bisect the swamp and structures common in that era, including the Hebard Cabin. This structure is listed in the National Register for Historic Preservation.

The Chesser Island Homestead is also deemed eligible for National Register listing. This 19th to early 20th century farmhouse is located deep in the swamp and was home to a family that lived in the swamp for several generations. Its ability to survive the wet swamp conditions serves as a reminder of the swampers who once lived there. These structures and this world-famous swamp offer many opportunities for education and heritage tourism.s

*The early-  
nineteenth century  
Chesser Island  
Homestead is  
located on  
Okefenokee NWR  
in Georgia.*



USFWS

## Northeast Region (5)

*View of Allee House*



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### **Allee House**

*Bombay Hook National Wildlife  
Refuge/Delaware*

This mid-18th century brick farmhouse and outbuildings are located on a tract of land that was originally purchased by John Allee, an upper middle class farmer of French Huguenot ancestry. His son, Abraham, built the house in 1753. Abraham was a prominent figure in the political life of Kent County, where the house is located. The house's brickwork pattern is laid in Flemish bond; its alternating short and long faces of brick serve as a prime example of early Delaware plantation architecture.

The House was restored in the 1960s. Those working on the project found much of the early wrought ironwork during restoration. They discovered the original colors of the house through paint analysis. Even the porcelain and furnishings placed throughout the house today are based on a 1775 inventory of the estate and the discovery of artifacts found in and around the house during excavation. Restoration was completed in 1966 and the house was placed on the National Register of Historic Places in 1971. It offers interesting opportunities for education and heritage tourism.

### **Cape Ann (Thacher Island) Light Station**

*Thacher Island National Wildlife Refuge,  
Massachusetts*

In 1771 a wooden light station was built on Thacher Island, becoming the last lighthouse constructed under British rule. In 1861, the old structures were replaced with two identical 124-foot granite towers. This is the Northeast Region's sole National Historic Landmark and also the only operating twin light in the United States. These granite sentinels overlook a 50-acre island just offshore from the town of Rockport. Clustered beneath the towers are keepers' houses, oil houses, granite storage buildings, and trails.

The island is crisscrossed by railroad tracks and trestles once used to carry supplies across the island. Portions of the old railway are still visible and the foghorn, once operated by steam, has been automated and is still in use. The town of Rockport owns most of the island; however the Service owns the North Tower and the foundation of the north keeper's house. The Service partners with the Thacher Island Association and the Rockport Town Committee to manage the historical buildings. Together, these partners have restored and relighted the North Tower.

## Great Dismal Swamp

*Great Dismal Swamp National Wildlife  
Refuge Virginia*

In the 18th and early 19th centuries, enslaved African Americans worked as excavation crews on several substantial (but unsuccessful) efforts to drain the swamp; they also served on logging crews for a booming forest products industry. Some of them were able to purchase their freedom through such work, while many others escaped into the swamp and established "maroon" settlements of fugitive slaves or used the swamp as a temporary refuge before heading northward.

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*Portion of the  
Great Dismal  
Swamp*

Through current archaeological investigations, the Service is attempting to identify the locations of work camps and maroon villages. On February 13, 2004, Great Dismal Swamp National Wildlife Refuge was recognized as part of the National Park Service's Underground Railroad Network to Freedom, underscoring the significance of the swamp in the struggle to eradicate slavery. The refuge is the first U.S. Fish and Wildlife Service facility, and the first natural landscape, added to this network.

This project encourages heritage tourism, as well as preservation and education efforts that integrate local historical places, museums, and interpretive programs associated with the Underground Railroad into a mosaic of community, regional, and national stories. The swamp has motivated support from other Federal partners, including the U.S. Army Corps of Engineers and the National Park Service.

## Mountain-Prairie Region (6)

### **D.C. Booth National Historic Fish Hatchery**

*D.C. Booth National Historic Fish Hatchery/South Dakota*

D.C. Booth Historic National Fish Hatchery is listed on the National Register of Historic Places. The hatchery is one of the oldest in the county and is the home of the National Fisheries Archives facility, Von Bayer Museum of Fish Culture, and Fish Culture Hall of Fame — all located in rehabilitated historical structures being used for these new purposes.

The buildings and fisheries archives have spurred educational interest and partnership, with support provided by Booth Society, Inc., City of Spearfish, American Fisheries Society-Fish Culture Section, and the South Dakota Department of Game, Fish, and Parks. The hatchery has received funding from a Save America's Treasures grant.

### **Goetz Archaeological Site**

*National Elk Refuge/Wyoming*

*Excavation conducted at the Goetz Archaeological Site. National Elk Refuge, Wyoming*



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In 1972, evidence of a bison kill and several pre-European contact Native American weapons and tools were found on National Elk Refuge. Through excavation, archaeologists have discovered that at least four bison were killed at this site about 800 years ago and found extensive site history spanning 9,000 years.

These types of finds facilitate ongoing work to understand the relationship between prehistoric groups and the environment. The site is eligible for nomination to the National Register of Historic Places. Earthwatch International is a partner in this effort and the Service has provided a Challenge Cost Share grant for some of the work. The site is a logical draw for heritage tourism and educational activities.

*The Lodore School Building located on Browns Park National Wildlife Refuge, Colorado*



### **The Lodore School Building**

*Browns Park National Wildlife Refuge/Colorado*

The Lodore School building was built in 1911. It served as the educational and social center for a sparsely populated, geographically isolated area in northwestern Colorado. Although the school closed in 1947, it has remained a setting for community and educational activities, with support for the site offered by the Browns Hole Homemakers Club. The Lodore School was listed on the National Register of Historic Places in 1975.

### **Steamboat Bertrand**

*DeSoto National Wildlife Refuge/Iowa*

The Steamboat Bertrand Collection housed at the DeSoto National Wildlife Refuge is the only public collection in the country that features the excavated cargo from a sunken steamboat. The steamboat Bertrand was traveling to the goldfields of Montana carrying an estimated 250 to 450 tons of cargo when it hit a snag and sank in the Missouri River on April 1, 1865, north of Omaha, Nebraska. In 1968, the steamboat was located and excavated over the next two years in a collaborative venture by entrepreneurs Sam Corbino and Jesse Pursell, archaeologists with the National Park Service and the Bureau of Sports Fisheries and Wildlife (now called the U.S. Fish and Wildlife Service).

The cargo removed from the steamboat's hold includes in excess of 200,000 objects that have been conserved and cared for since their discovery and excavation. Unlike most public or private collections, the items from the Bertrand are unused, mostly intact, and securely-dated 19th century artifacts. The collection is a time capsule of artifacts used on the western frontier at a momentous time in the nation's history: the Civil War would end less than two weeks after the accident and the westward expansion was evolving from

transitory wealth seekers to people more set on establishing more permanent towns and settlements. A significant aspect of the collection remains its research value; it included food containers, shipping crates, fish and pig bones, tools, hardware, armaments and clothing — the type of specimens that can help determine the chronology of other historic archaeological finds.

This fascinating collection offers numerous educational opportunities and has engendered several partners, including the Loess Hills Alliance, Department of Tourism/State of Nebraska, and Department of Tourism/State of Iowa.



*Items recovered and curated from the Bertrand wreckage at DeSoto NWR in Iowa.*

## Alaska Region (7)

### **Sqilantnu Archaeological District and Mining Cabins**

*Kenai National Wildlife Refuge/Alaska*

The Kenai Peninsula has been inhabited for around 8,000 years. The Sqilantnu Archaeological District, located at the confluence of the Russian and Kenai rivers on Kenai National Wildlife Refuge, offers clues to the peninsula's early inhabitants. Gold miners and trappers, like Andrew Berg, came to the area in search of a fortune during the late 19th and early 20th centuries. Berg originally came to Alaska in search of gold and fur, but in 1897 began a new career as a hunting guide for big game hunters. He later served as a game warden and stream guard. The miners and trappers are now gone but many, including Berg, left behind cabins that serve as testimony to the mining and trapping heritage of the area.

The Andrew Berg Homestead Cabin was relocated in 2000 from the shore of Tustumena Lake to the refuge visitor center so it could be better preserved and interpreted for visitors. Before the cabin was dismantled, Service archaeologists took measurements, and then marked and catalogued all of the logs for proper placement upon reconstruction. Refuge staff, the Youth Conservation Corps, and volunteers from the local community participated in the relocation effort. Several partners have supported this project, including the U.S. Forest Service, Cook Inlet Region Inc., and the Kenaitze Indian Tribe. The refuge is working on restoration of other historic cabins for public use, through a permit and fee system. The opportunities for heritage tourism and education abound.

# Partnerships, Visitor Programs and Economic Benefits

## Partnerships

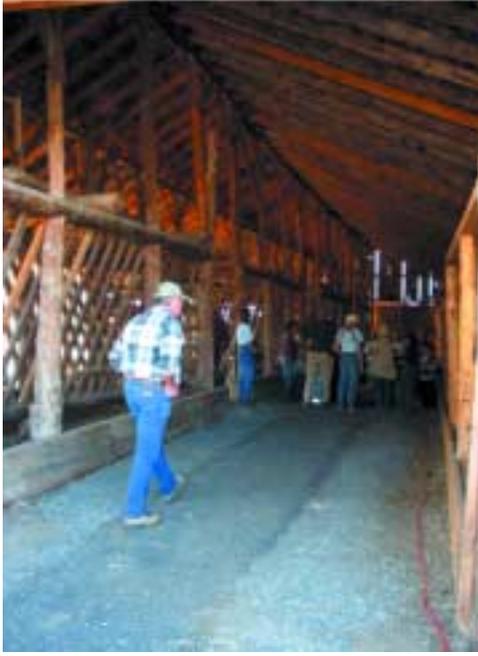
In FY 2003, national wildlife refuges were involved with thousands of partnerships with national, state and local governments and organizations. The Service enters into partnership arrangements with a wide range of entities to protect resources, conduct research, improve wildlife habitat, and offer visitor programs, including environmental education and interpretation. Partnerships contribute substantially to the Service's mission.

During the same year, approximately 44,000 volunteers contributed over 1.6 million hours of work to the Service on a variety of projects, including work on historic properties.

The Service also relies on the support of over 230 nonprofit community organizations, or "Friends" groups. These groups contribute substantially to a variety of projects and programs, including habitat restoration, interpretive programs, and the monitoring and control of invasive species. Many of these organizations are community stakeholders with a deep and vested interest in their local national wildlife refuge and its programs.

These community support groups are becoming increasingly interested in documenting history and protecting historic properties that reflect local community traditions and values. Projects include the preservation of valuable museum collections, where many volunteers spend countless hours cataloging and curating archival documents and objects at field stations such as the D.C. Booth Historic National Fish Hatchery in South Dakota and the DeSoto National Wildlife Refuge in Iowa, where the entire cargo of the Steamship Bertrand is stored and on display.

# Visitor Programs and Community Economic Benefits



*Visitors follow Centennial path through the restored long barn located on Sod House Ranch, at Malheur NWR, in Oregon*

Over 400 national wildlife refuges and national fish hatcheries are open to the public. Many of these field stations offer interpretive and educational programs that include information about their local history and prehistory. Additionally, the Service operates hundreds of visitor facilities that share information through exhibits and public programs.

The Service completed a study in 2002 on the economic benefits of national wildlife refuges and their programs to local communities (Banking on Nature: The Economic Benefits to Local Communities of National Wildlife Refuge Visitation, Division of Economics U.S. Fish and Wildlife Service, Washington D.C., 2002). The study clearly validates that communities near national wildlife refuges benefit economically from tourism and other refuge programs. The study found visitors to national wildlife refuges spent \$802 million on goods and services and contributed over \$300 million toward employment income in local communities in FY 2002. The study is in the process of being updated and expanded for release in 2005. While the study did not provide an analysis of the economic benefits derived specifically from heritage tourism, there is a possibility of including a section in future reports devoted to the topic.

National trends indicate that Americans are interested in many outdoor activities and visiting historic and cultural sites. Historic properties are playing more prominent roles in the economic well-being of communities. For example, travelers along the country's national scenic byways may stop at national wildlife refuges to enjoy natural splendors and historic sites. Over 21 national scenic byways and four All-American Roads cross or are adjacent to 46 national wildlife refuges. Funding available through the Service's Refuge Roads Program allows for improvements on roads that are near or adjacent to designated scenic byways. In fact, to qualify for funding, some Refuge Roads projects have focused on making historical sites more accessible to national scenic byway travelers and other refuge visitors. A number of national wildlife refuges have received transportation funding through State Departments of Transportation for projects that improve access and interpretation of historic sites, such as along the Lewis and Clark National Historical Trail. Currently, segments of eight national historic trails cross national wildlife refuges.

Many refuges also have hiking, water, or auto trails that interpret historic properties along their routes, allowing visitors to maximize their outdoor recreational experiences. This is especially important in remote areas, where visitors who have traveled a distance enjoy getting the most "mileage" out of their visit. The refuge "wins" because people enjoy and gain a deeper appreciation and understanding of the refuge's programs and the area's history and traditions. The local community "wins" because visitors pay for lodging, food, and other goods and services. Often, these "wins" are accomplished through partnerships.



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