

THE MONTANA DEPARTMENT OF MILITARY AFFAIRS BIENNIAL REPORT ON HERITAGE PROPERTIES

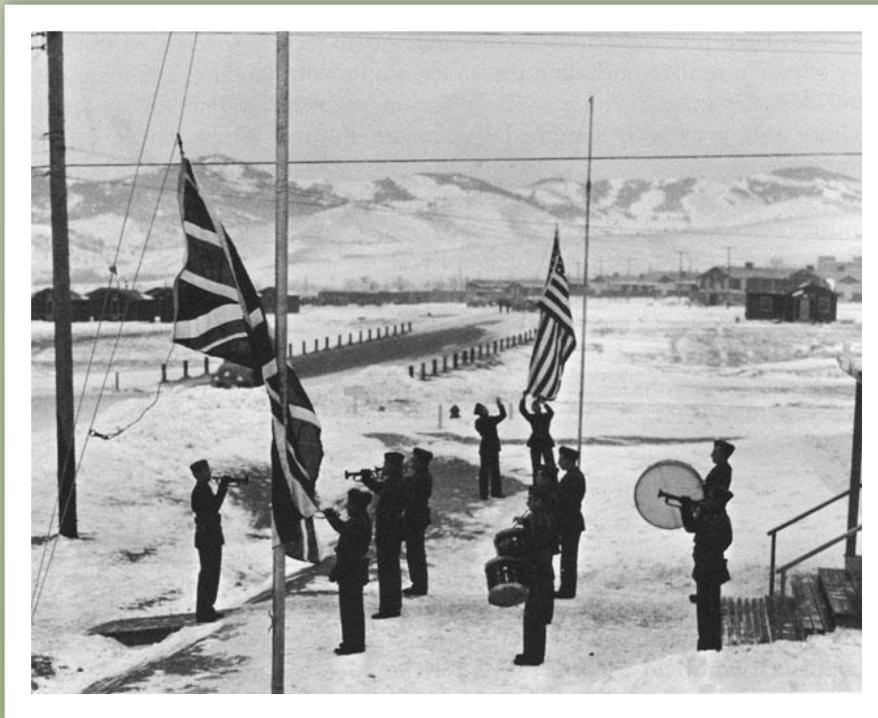
REPORT TO THE MONTANA PRESERVATION REVIEW BOARD FOR 2010-2011

SUBMITTED BY

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Environmental Division
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LIST OF ACRONYMS

CRM	Cultural Resource Manager
DMA	Department of Military Affairs
DNRC	Department of Natural Resources and Conservation
ICRMP	Integrated Cultural Resource Management Plan
LHTA	Limestone Hills Training Area
NGB	National Guard Bureau
NRHP	National Register of Historic Places
MTARNG	Montana Army National Guard
SHPO	State Historic Preservation Office
SOP	Standard Operating Procedure
VA	Veteran's Affairs

A. HERITAGE PROPERTIES MANAGED BY THE DEPARTMENT OF MILITARY AFFAIRS

A Broader Vision

The Department of Military Affairs, which oversees the operations of the Montana Army National Guard, is proud to report success in properly managing all areas of activity that have the potential to affect their cultural resources. Despite the Department of Military Affairs (DMA) finding itself saddled with an increasing workload, fewer staff to handle it and decreased funding, the agency has succeeded this past biennium in conducting several cultural resource inventories and in evaluating all new construction projects from a cultural perspective. Within the last two years the DMA has improved its inventory and management of cultural resources by focusing on integration and communication between departments, and by creating long-term contractual agreements with consultants that aid the DMA in meeting their cultural resource responsibilities. No heritage properties have been lost or have had to be mitigated within the past two years.

The Number and Type of Heritage Properties

Statewide, the Montana Army National Guard (MTARNG) manages over two hundred and twenty five buildings and structures and approximately 28,000 acres within 25 sites. These sites include Fort Harrison, located in Lewis and Clark County, the Limestone Hills Training Area (LHTA), located in Broadwater County, the Waco training area in Yellowstone County, lands at Fort Missoula and National Guard Readiness Centers (armories) located throughout the state.

The Department of Military Affairs is a steward of various resources that are eligible for listing in the National Register of Historic Places (NRHP) through a consensus determination of eligibility with the Montana State Historic Preservation Office. However, nearly all of these resources, which include buildings, sites and districts, are located on lands that are leased from the Bureau of Land Management (BLM), US Forest Service, the US Army Corps of Engineers and private individuals. Additionally, the DMA leases a relatively small amount of land from the Department of Natural Resources and Conservation (DNRC).

The DMA leases state lands that contain a total of one heritage property. The Pilgrim Tipi Ring Site (24BW0675) is an archaeological property that has been determined to be eligible for listing in the NRHP by the National Park Service Keeper.

Based on the 2011 SB3 amendments to the State Antiquities Act and communications with the State Historic Preservation Office, the DMA is not required to report on any of the heritage properties that they manage on leased lands, including those on state leased lands. However, in consultation with the DNRC Archaeologist, the DMA has agreed to report on the only known heritage property that is located on the state lands it leases from the DNRC. Additionally, the State Historic Preservation Office (SHPO) has requested that the DMA explain why several DMA managed sites that the SHPO has listed as “State-Owned Heritage Properties” will not be fully addressed in this report.

According to the State Historic Preservation Office, the DMA manages a total of five heritage properties, which include four historic properties and one archaeological site. In comprising this biennial report, the DMA has determined that three of the five properties do not trigger the reporting requirements of SB3 because they are located on federally leased lands, and one property is not included because the legal location and land ownership information on the property record appears to be incorrect. The three properties managed by the DMA that are

located on federally leased lands include McCormick's Sign (24BW296/688) and Green's Sign (24BW0876), located in Broadwater County, Montana, and several buildings that are located within the Fort Missoula Historic District, in Missoula County, Montana. The two historic signs, one of which is listed in the NRHP (24BW296/688), are located on lands administered by the Bureau of Land Management, and the buildings that are managed by the DMA at Fort Missoula are located on lands that are leased from the US Army Corps of Engineers. The data entry mistake involves the Missoula Irrigation Historic District (24MO0225) located in Missoula County. There was nothing found in the Department of Military Affairs records that indicate that any part of the district is located on state lands that are owned or leased by the DMA.

The Fort Harrison cantonment area, which is made up of numerous training and administrative buildings as well as a National Register district that is currently being discussed between the SHPO and the DMA, does not appear on the updated list of state-owned heritage properties (November 10, 2011). Because the cantonment area has appeared on previous lists, it should be noted that the proposed district, which represents the state's principal training facility for Montana's National Guard units as early as 1925, is not located on state lands and therefore does not fall under SB3 reporting guidelines. A majority of the cantonment at Fort Harrison is located on lands that are leased from the US Army Corps of Engineers.

Location and Description of the Pilgrim Tipi Ring Site

The Pilgrim Tipi Ring Site is an archaeological site that is located on state land within the Limestone Hills Training Area, in Broadwater County, Montana. Specifically, it is located in Section 16 in Township 6N, Range 1E. The site encompasses over 30 acres and is the most prominent archaeological site that the DMA manages. The property is a large multi-component habitation site that was repeatedly occupied, and is made up of 70 stone circles (indicating a domestic housing function), two hearths and a cairn. It is believed to have been occupied seasonally from the late Middle Prehistoric period (Pelican Lake phase) into the Late Prehistoric period (Avonlea and Late Plains) or from 3350-500 years Before Present. The site appears to have been an appealing location based on the accessibility of plant materials, wild game, large stones for holding down tipis and lithics for stone tool production (Herbel, 2006:155).

B. THE STATUS AND CONDITION OF THE PILGRIM TIPI RING SITE

The status of the Pilgrim Tipi Ring Site is "Endangered" because it has experienced ground disturbances due to the excavation of numerous features. The site was recorded in 1979 after the DMA contracted for an archaeological survey to be conducted throughout the LHTA. The Pilgrim Site was largely intact at the time of its discovery, but because of anticipated damage it was mitigated through data recovery. The site boundary overlaps with the MTARNG's high explosive impact area. The training area is essential to the Army National Guard's mission and absolute avoidance of the site was not possible. Data recovery at the site was chosen only for undisturbed features, which were excavated in 1982 by Leslie Davis and were therefore damaged in the process (Davis, 1982).

Professional archaeologists revisited the site a few years ago to assess the impact of military training activities since the site was mitigated. Several intact stone rings were noted and the locations of the excavated rings were readily visible. Although ordnance debris was observed on the surface in the vicinity of the rings, there was little in the way of impact craters (Herbel, 2006:157).

Measures Needed to Address Negative Impacts

Maintaining and improving the status of heritage properties is a priority of the DMA and site avoidance is the preferred measure of protection. The Pilgrim Site is located west of Old Women's Grave Road in the LHTA, and this portion of the training area is closed to the public and restricted by fencing. The site is within the active military training area but is not currently subject to ground disturbing activities. Measures to ensure site avoidance have not been discussed, and no additional avoidance measures have been taken in the past biennium. At this time the DMA does not believe that measures are needed to address impacts, in part because further impacts to the site are not expected. Although the site lies within a high explosive impact area, it is to the north and east of the main target area. Mortar rounds missing their target and impacting the site are possible, but are not expected. If further avoidance of the site is not a viable option during future training missions, data recovery or a more comprehensive cataloging of artifacts could serve as an additional mitigative measure.

C. STEWARDSHIP EFFORTS AND COSTS

Greater Awareness and Ability

Coordination and staffing procedures are critical for cultural resources stewardship and compliance. In the past, the DMA has not always actively pursued stewardship issues with respect to cultural resource management, but in the past two years the DMA has actively pursued stewardship, initiated consultation with the SHPO on all cultural resource projects, and has focused on educating the various departments within the DMA of actions that trigger internal coordination and compliance.

Stewardship Efforts

Although the DMA has improved their management of cultural resources, they have not undertaken any efforts to improve the status or condition of the Pilgrim Tipi Ring Site, and there have been no stewardship efforts conducted by either the DMA or the DNRC in regard to the site in the past two years. This lack of effort is due to the site's location within a restricted area and because potential impacts to the site were mitigated by excavation.

The DMA has been successful in this last biennium in accomplishing the documentation of a historic district; conducting numerous visual impact studies for new construction and upgrades to existing buildings; completing Class III surveys of Unexploded Ordnance sites; and have now begun to assess buildings that are reaching 50 years of age, which include various Cold War era buildings located at the Fort Harrison cantonment. Although the DMA is the proponent of these projects, none of these undertakings have occurred on state owned or leased lands.

The DMA realizes the benefits of public involvement, but outreach to the community in regard to heritage properties has been minimal due to the complication of property ownership. The various agreements that permit the DMA use of lands are often vague when it comes to describing which entity is responsible for taking the lead in cultural resource issues. Furthermore, a majority of the historic and archaeological properties that the DMA holds in stewardship are located on training grounds that are restricted to the public.

The DMA has made a recent effort to improve consultation with other agencies in regard to heritage properties. For instance, in the past the DMA has not worked directly with the Veteran's Administration (VA) at Fort Harrison regarding cultural issues, but has consulted with them in the last biennium regarding new construction and visual impacts to the VA managed heritage properties that are adjacent to the Fort Harrison cantonment area.

The Costs of Stewardship

No costs were incurred from the stewardship of the Pilgrim Tipi Ring Site during this past biennium. In the past the DMA paid for the survey and excavation costs of the site and for fencing and other measures that restrict public access to the training area. Since 1982, neither the DMA or the DNRC has invested any money into the development, protection or additional research of the Pilgrim Site. Due to its restricted access, which eliminates potential tourist dollars, as well as a lack of investment in the site, there has been no estimated increase in value resulting from stewardship efforts.

Nearly all of the costs for the DMA's stewardship of cultural resources this past biennium have been for renovations and upgrades to historic buildings, visual impact assessments, cultural inventories and pursuing the creation of a historic district, all of which occurred on federally leased land.

D. MAINTENANCE NEEDS FOR HERITAGE PROPERTIES

Neglect caused by lack of adequate financial support can erode the physical and historical attributes of heritage properties, but at this time the DMA does not believe that financial support or any further maintenance of the Pilgrim Site is necessary to carry out their stewardship responsibilities. The DMA has been, and continues to be a proponent of site avoidance in order to maintain the Pilgrim Site.

E. RECORD OF COMPLIANCE WITH THE MONTANA STATE ANTIQUITIES ACT

Preservation Policy and Practice

The purpose of the DMA cultural resources program is to support the DMA mission, achieve regulatory compliance, and ensure that DMA stewardship responsibilities are met. For the past biennium these responsibilities have fallen to the Environmental Manager, who also serves as the Cultural Resource Manager (CRM). The Environmental Manager and the Facility Management Office staff work with consultants who aid the DMA in meeting their cultural resource responsibilities.

To support the goals of the cultural resources program, the DMA has established measurable objectives to accomplish over a five-year period. These objectives are covered by the 2008-2012 Integrated Cultural Resource Management Plan (ICRMP) for MTARNG Sites and Training Installations. The ICRMPs are required by internal military statutes and regulations and are designed to support the military mission and assist individual installations in meeting the legal compliance requirements of state and federal historic preservation laws and regulations in a manner consistent with the sound principles of cultural resources stewardship.

The DMA has been managing cultural resources for several years under a previously developed ICRMP (2002). The 2008-2012 revised draft was never finalized and is currently being re-drafted to focus on a plan for 2012-2016. Because the 2008-2012 plan was never finalized, in part due to

a lack of timeliness during the review process by the National Guard Bureau, the DMA does not technically have an up-to-date “approved” plan for implementing the Montana State Antiquities Act. The 2012-2016 ICRMP will build upon the previously drafted ICRMP in terms of including those elements identified as significant issues by internal and external stakeholders during the review process. Internal and external stakeholders who participated in both the original and the revised ICRMP (2008-2012) include the DMA and National Guard Bureau personnel, the Montana SHPO and representatives of American Indian tribes with ancestral lands that overlap DMA sites and training installations.

The ICRMP establishes priorities for the identification and standards for the evaluation of cultural resources within the MTARNG installation, and provides a schedule to accomplish program objectives. The ICRMP also provides a brief description of the MTARNG installation, an overview of known cultural resources across all DMA sites, the status of inventory and evaluation of resources at each site and training installation, and appropriate compliance and management activities for the established period. The CRM is responsible for maintaining the cultural resources program and is also responsible for reporting annually on the status and progress of the implementation of the ICRMP.

Standard Operating Procedures (SOPs) have been streamlined for use by the DMA personnel and they provide the basic guidance for the most common situations that have the potential to impact cultural resources. The SOPs are one of several tools distributed to personnel to identify actions that can impact heritage properties.

Compliance actions are completed by the DMA prior to any ground disturbance activities or construction projects. Each DMA staff member involved with planning, construction, building repair or maintenance, or management of training or other mission activities coordinates with the CRM in the planning process. For example, typical compliance actions triggered by the Montana State Antiquities Act would be to conduct a cultural survey on a newly acquired state lease land parcel or to determine if the viewshed from historic properties would be affected by the construction of a new structure or building. Fundamental to the DMA’s cultural resources program is the identification of cultural resources and the evaluation of their eligibility for listing in the National Register of Historic Places. A successful cultural resource management program requires projects to identify and evaluate resources, implement protection and compliance actions, and collaborate with internal and external stakeholders to advance awareness and preservation.

The DMA maintains renewable leases for state-owned lands within the LHFA and a right-of-way easement for state-owned lands within the Fort Harrison Training Area. The Montana Antiquities Act (and the Montana Human Skeletal Remains and Burial Sites Protection Act) applies on these state-owned lands. Although the Department of Defense maintains its sovereign immunity status on federal lands, such status does not carry over to non-federally owned lands used by the DMA by permit, lease, easement, or other use agreement. State regulations must be complied with, independent of federal requirements (ICRMP, 2008: H-7). Undertakings involving state owned properties, which include projects that involve MTARNG Readiness Centers, follow procedures stated in the Montana Antiquities Act.

Consultation and Heritage Property Identification Efforts

The DMA has not consulted with the SHPO in regard to any state owned heritage properties this past biennium. The DMA has successfully consulted with the SHPO on more than 15 projects located on federally administered lands within the last biennium, and the SHPO has concurred with the DMA's findings on all but one project. None of the consultations have ended with an adverse effect finding and only one of the consultations remains "unresolved."

The DMA manages approximately 25 buildings that are turning or will soon be turning 50 years old, but these resources are not located on state lands. The buildings are located at the Fort Harrison cantonment and are associated with the Cold War era. The DMA conducted a statewide survey of their modern readiness centers in 2009 (Krigbaum, 2009), many of which had turned 50 years old and are located on state land. The readiness centers have relatively good integrity but fail to meet the National Register criteria for significance. Although the properties do not convey their significance as stand-alone resources, they are not necessarily disqualified from being considered eligible under a wider range of criteria.

Training Opportunities

Training for the DMA staff is a prerequisite for properly implementing the ICRMP and for good stewardship of cultural resources. Many training opportunities are available for environmental staff as well as non-environmental staff. It is preferable that the cultural resource manager shall have a basic knowledge of cultural resources management and education in a related field. Training for cultural resource management personnel include laws and regulation overview, section 106, maintenance of historic properties, preservation of cultural landscapes, Native American Graves and Repatriation Act, agreement documents, tribal consultation, and curation. Cultural resource management training courses usually range from 3 to 5 days.

For the CRM, training recommendations include:

- Primary Training – Section 106, American Indian consultation workshop, National Guard Bureau (NGB) CRM 101 class (offered every 2 years), and ICRMP workshop if available (offered every 4 or 5 years)
- Secondary Training – Agreement documents, Native American Graves Protection and Repatriation Act, and ICRMP workshop.
- Tertiary Training – Integrating GIS and cultural resources, and advanced section 106.

For environmental staff and the CRM, training opportunities include:

- NGB annual workshop (topics vary) – gko/ngb.army.mil, and regional consultation workshops (two per year)
- Department of Defense Conservation Workshop (every 2 years)
- Advisory Council on Historic Preservation – www.achp.gov
- U.S. Army Corps of Engineers, Seattle District – www.nws.usace.army.mil
- National Preservation Institute – www.npi.org
- Civil Engineer Corps Officers School – www.cecos.navy.mil (ICRMP, 2008: I-7).

For non-environmental DMA personnel, training is crucial to ensure compliance with environmental laws and policies and protection of cultural resources. By interfacing with field commanders, project planners, facility managers, and the Adjutant General staff, the CRM can develop solutions and programs that blend with existing training opportunities and the MTARNG mission (ICRMP, 20008: I-7).

Challenges and Successes in Identification, Evaluation and Protection

The DMA has been successful in meeting their compliance responsibilities but continues to face challenges in identifying, evaluating and protecting heritage properties. One challenge is that although the DMA is capable of implementing the ICRMP, there is no guarantee that funds will be available from the NGB, which is the federal entity responsible for the administration of the National Guard. An additional complicating factor for the DMA in meeting their cultural inventory responsibilities is that a majority of the lands used by the DMA are leased from other state and federal agencies and from private parties. As previously stated, the various agreements that permit the DMA use of these lands are often vague when it comes to describing which entity is responsible for taking the lead in cultural resource issues.

The DMA has generally been successful in their mission to protect the agencies cultural resources but some properties (especially archaeological sites), which include the Pilgrim Tipi Ring Site, offer a special challenge for site protection. The need to protect site locations has long been seen as a hindrance to training or Master Planning on installations, because it represents a competing land use requirement. Completion of archaeological predictive models and surveys help reduce the footprint of parcels where training or development is restricted, but any restriction on land use within the installation is seen as counterproductive to the mission.

One of the primary focuses of stewardship within the DMA is the concept of sustainability, which applies to design, construction, operations, and resource conservation. Sustainability is responsible stewardship of DMA managed buildings and is an investment in the future. However, meeting common historic building preservation standards can be challenging to the DMA in that the military mission of sustainability requires that the agencies assets be mission critical, with safety and security being top priority. Because windows and doors are required to be blast resistant, there is sometimes little flexibility in the type of materials that can be utilized (Bailey, 2010).

With more than 3,000 personnel working throughout the MTARNG and the DMA in both military and civilian jobs, integration and coordination among offices can be very challenging. Installation program managers manage multiple programs and it can be difficult to communicate with other offices on a regular basis. To effectively manage a cultural resources program, coordination is absolutely essential. The CRM makes sure other offices are aware of the cultural resource program's responsibilities and offices communicate with the CRM, so that the CRM is aware of activities that could potentially impact cultural resources.

A focus on effective communication and coordination among the DMA personnel over the next biennium will allow the agency to efficiently meet their obligation of compliance with cultural resource legislation, while supporting the vital military mission at each of its sites and training installations. The DMA has set goals to go beyond minimal compliance, and to accept the leadership role that the State Antiquities Act envisions for state agencies to manage cultural resources in a spirit of stewardship for the inspiration and benefit of present and future generations.

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MONTANA STATE-OWNED HERITAGE PROPERTY REPORTING FORM

Property Number (e.g 24YL0001): _____ (# obtained from SHPO upon receipt of site form)

Property Name: _____

Property Town/Vicinity of: _____

Property Date (Year of Origin/Construction or "Precontact") _____

State Agency (Choose One):

Reporting Cycle Year: _____ (e.g. 2011; 2013; 2015, etc)

Property Type (Choose One):

Property Count (#): ___ District ___ Building(s) ___ Structure(s) ___ Site(s) ___ Object(s)

Status (Choose one):

Comment:

Condition/Integrity (Choose One):

Comment:

Stewardship Effort and Cost (Enter all that apply in past 2 years)

\$___ Heritage Restoration/Rehabilitation/Preservation project activity (SOI standards)

\$___ Heritage Research/Documentation project activity

\$___ Heritage Interpretation/Education/Awareness project activity

\$___ Heritage Promotion/Tourism/Marketing project activity

\$___ Heritage Preservation/Conservation Plan Development

\$___ Regular/routine maintenance

\$___ Monitoring (reported upon)

\$___ Project designed/redesigned to avoid adverse effect to property's heritage values

\$___ Other heritage stewardship effort/activity (Explain)

Comment:

Prioritized Preservation Maintenance Needs (to correct deficiencies identified above under Condition/Integrity)

Rank property need among all agency heritage properties:

Highest (1 = top 20%) to Lowest (5 = bottom 20%) = _____ (1-5)

Comment: List prioritized property-specific preservation maintenance needs -

Other Comment:

.
. .
. .
. .

Reported by (Name): _____ **Date (MM/DD/YYYY):** _____

Optional: Send photo(s) labeled with Property Number

Save file as Property Number_Property Name (eg: 24YL0001_Pictograph Cave)

Heritage Property

“Heritage property” means any district, site, building, structure, or object located upon or beneath the earth or under water that is significant in American history, architecture, archaeology, or culture (MCA 22-3-421). Eligibility established through consultation with the State Historic Preservation Office.

Property Count (Adapted from National Register of Historic Places)

District: A group, concentration, linkage or continuity of sites, buildings, structures or objects.

Building: Shelter for human activity (including functionally related unit, such as house/garage)

Structure: Functional construction for purpose other than shelter

Site: Location of significant historical event; historic or prehistoric archaeological resource

Object: Non-building or structure, primarily artistic in nature, relatively small and simple

Status (Adapted from NPS NHL report)

Endangered: serious negative impacts to property historic integrity occurring, or have occurred, and resource condition is worsening.

Threatened: serious negative impacts to property historic integrity have not occurred, but are impending

Watch: negative impacts to historic integrity have the potential to occur

Satisfactory: negative impacts to property historic integrity are unlikely to occur; or potential/impending loss of integrity has been addressed and mitigated in consultation with State Historic Preservation Office.

Unknown: No or inadequate current information

Condition/Integrity

Excellent: Well preserved; routinely maintained and monitored. If building or structure: meets current codes and use needs, while preserving historic integrity.

Good: Stable; generally maintained and/or monitored. If building or structure: minimally meets current codes and use needs, while preserving historic integrity.

Fair: Stable, but largely unmaintained; needs or will soon need preservation treatment. If building or structure: does not meet all current codes or use needs.

Poor: Unstable; unmaintained; in need of preservation treatment. If building or structure: does not meet current codes, health or safety standards or does not meet use needs.

Failed: Demolished; destroyed; resource is gone or lost its heritage values/eligibility

Unknown: No data

Stewardship Effort/Cost

Enter cost for all activities that apply in period of reporting (2 years). If activity, but no calculated/estimated cost available, enter “1”. If no activity, enter “0” or leave blank.