



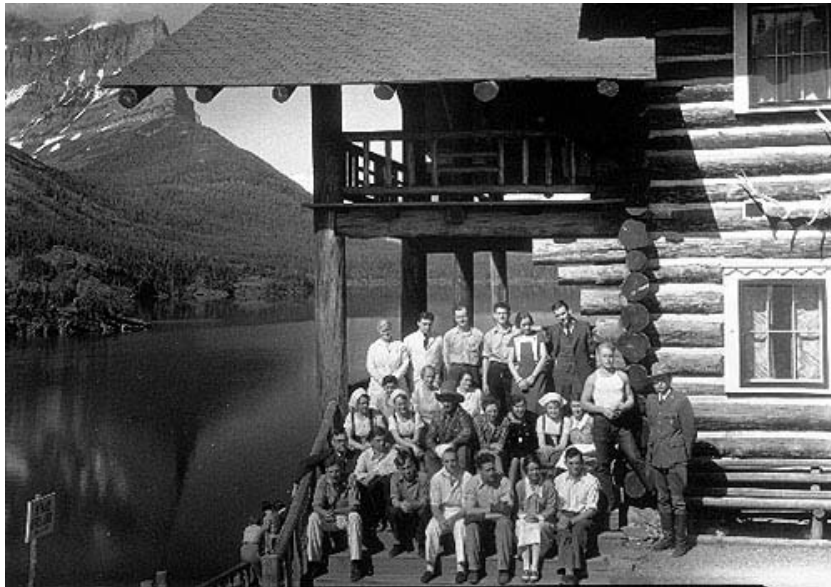
National Parks Conservation Association®
Protecting Our National Parks for Future Generations®

Cultural Resources Assessment Methodology

August 2006

“The spirit of the nation is reflected in its cultural heritage.”

-Douglas Schwartz, President Emeritus
School of American Research, Santa Fe, NM



Employees at Going-to-the-Sun Chalet in Glacier National Park, 1933: NPS Photo

Table Of Contents

Cultural Resource Methodology	3
Methodology Definitions And Tools.....	4
Workshop.....	5
Metrics	5
Index	5
Performance Indicators	5
Rating.....	5
Recommendations.....	5
NPS Management Checklist.....	5
Data Sources	6
The Assessment Process	6
Phase 1: Research, NPS Standards, Regional Staff.....	6
Phase 2: Workshop & Performance Indicators.....	6
Phase 3: Initial Information to CSOTP.....	7
Phase 4: Writing the Report & Performance Indicator Answers.....	7
Ratings	7
General Research Questions	8
Integrated Resource Management	8
Indices.....	9
Index One: History	9
History Performance Indicators and Ratings.....	10
Index Two: Archaeological Resources.....	10
Archaeological Resource Performance Indicators and Ratings.....	11
Index Three: Cultural Landscapes	13
Cultural Landscape Performance Indicators and Ratings.....	14
Index Four: Historic Structures	16
Historic Structures Performance Indicators and Ratings.....	16
Index Five: Museum and Archival Collections	17
Museum and Archival Collections Performance Indicators and Ratings.....	18
Index Six: Ethnography	20
Ethnography Program Performance Indicators and Ratings	20
Conclusion	22

Cultural Resource Methodology

On average, less than 10 percent of the National Park Service's annual budget is earmarked for management of cultural resources and just 20 percent is targeted for natural resources. In most years, only about 7 percent of permanent park employees work in jobs directly related to preservation of park resources.

The National Parks Conservation Association initiated the Center for State of the Parks[®] Program in 2000 to assess the condition of cultural and natural resources in national parks and determine how well equipped the National Park Service is to protect the parks. The goal is to provide information that will help policy-makers and the National Park Service improve conditions in national parks and ensure a lasting natural, historical, and cultural legacy for future generations.

For purposes of the Center for State of the Parks (CSOTP) assessment, cultural resources are material evidence of past human activity that exist in our national parks. Cultural resources are not solely material culture; the Center for State of the Parks attempts to include ideals, social habits, manual skills, aesthetic standards, etc., which inspire the physical manifestations of culture in our assessments. The physical manifestations of human culture include historic structures, ruins, museum collections, and archaeological artifacts. The study of both human influences and physical remains serve to teach us about past and contemporary cultures and people.

Cultural resources are the backbone of our nation's heritage, and despite the National Park Service's mandate to protect them, there is limited funding and staffing to do so. Sixty percent of the National Park System's units are cultural resource dominant parks. Even parks considered primarily "natural" contain material culture and spiritually meaningful places of traditional cultural importance to a variety of ethnic groups. Regrettably, the funds for needed ethnographic research to systematically identify these resources and the people traditionally associated with them are practically non-existent. Moreover, the National Park Service (NPS) has over 96 million objects under its management, a number second only to the Smithsonian Institution. Our cultural and natural treasures could stand to benefit from NPCA's third party assessment.

This cultural resource assessment methodology strives to answer numerous questions. How well are national parks caring for irreplaceable cultural assets? Are national parks equipped to provide the care necessary to ensure the future enjoyment and educational benefits of the parks? Are national parks meeting their own standards when it comes to cultural resource management? Are national park staff members aware of the ethnographically significant resources at their park? What are the conditions of the resources according to the NPS? Because the Center for State of the Parks does not have the organizational capacity to conduct first-hand condition assessments of resources, we will rely on park records to provide the answers to these questions and more. CSOTP staff and researchers use this methodology to guide investigations into the overall state of cultural resources in our national parks.

The National Park Service is the leading Federal authority on managing cultural resources. Examples of NPS leadership include the creation of the National Trust for Historic Preservation in 1949 (once supported in part by NPS funds) and the National Historic Preservation Act of 1966, which authorized the Secretary of the Interior to expand and maintain a National Register of Historic Places for protection of sites with local, state, or national significance. Consequently, much of this assessment methodology is based on the National Park Service's own standards, *Director's Order #28: Cultural Resource Management* and its companion *Cultural Resource Management Guideline (CRM Guideline)*. *Director's Order #28* and the *CRM Guideline* can be found online at the following website: <http://data2.itc.nps.gov/npspolicy/DOrders.cfm>. The *CRM Guideline* is built on more than 100 years of cultural resource management expertise that began with the Antiquities Act of 1906, which required the protection of historic and prehistoric remains on Federal lands. By using the National Parks' *CRM Guideline*, Chapter 5 of the *NPS Management Policies*, ideas from the *Government Performance and Results Act (GPRA)*, and the Park Service's 1997 draft of the *Cultural Resource Challenge*, the Center for State of the

Parks will help focus the Park Service's efforts to protect, preserve, and interpret our nation's most valuable cultural resources.

The NPS cultural resource management standards and legislative mandates for resource protection have set a high bar of achievement for park staff. That said, even though Center for State of the Parks scores are set on the familiar 100 point scale, they should be considered on a curve. For example, out of the twenty-seven assessments conducted to date, 74 was the highest score and the average score across all twenty-seven parks was 58. Keep this in mind when reading the performance indicator questions toward the end of this document.

The investigative goals of this program are to measure the following:

- ◆ Resource condition
- ◆ Resource knowledge/base information
- ◆ Resource management as it directly relates to resource condition
- ◆ How well the human, cultural, and social aspects of the resources are being interpreted to park employees and the public.

Using the Park Service's *Director's Order #28, CRM Guideline, NPS Management Policies*, the 1997 *Cultural Resource Challenge*, and the *Government Performance and Results Act (GPRA)* as an investigative framework lends credibility to the Center for State of the Parks cultural resource assessment. This strategy also offers the benefits of measuring the parks against NPS's own high standards, providing common language between researchers and park employees, and facilitating NPS, NPCA, and partner implementation of recommendations.

In addition to using the NPS *CRM Guideline*, the Center for State of the Parks will evaluate cultural resource types holistically, as parts of a larger system, highlighting their relationships to one another. These assessments will also consider, when appropriate, how cultural resources intersect with natural resource management practices. This inclusive approach to resource assessment will help uncover the complexities of managing cultural resources and add a level of depth to the report that would be otherwise absent. The Advisory Council for Historic Preservation's policy statement: *Balancing Cultural and Natural Values on Federal Lands* was used to identify natural and cultural resource management integration and conflicts at the parks. See <http://www.achp.gov/achpcultnatpolicy.html> for a copy of the policy. The "Integrated Management" section of this document will highlight the resource integration related CSOTP assessment questions.

The CSOTP program reports on the condition of natural and cultural resources to try to increase the parks' ability to protect, preserve, and interpret resources. The natural resource assessment methodology focuses on the physical condition of the resources, whereas the cultural resource assessment methodology focuses on both resource management and resource condition. As previously stated, the Center for State of the Parks currently does not have the organizational capacity to conduct first-hand condition assessments of resources. Consequently, the Center for State of the Parks researcher must draw conclusions about resource conditions based on management practices and documentation. The assessment process should in no way reflect negatively on efforts at the park. If resource management falls short of NPS standards, chances are the shortcomings are the result of conscious management decisions due to limited resources and time. *Any management deficiencies reported in a Center for State of the Parks assessment are described solely to illuminate resource protection needs.*

Methodology Definitions And Tools

Below are definitions of terms used throughout this document and during the assessment process.

Workshop

Each assessment begins with a resource-focused workshop. Center for State of the Parks staff and researchers, park superintendents, and representatives from a park's maintenance, cultural and natural resources, rangers, and interpretation staff will be invited to participate. Other participants may include NPS and NPCA regional staff as well as Tribal Historic Preservation Office (THPO) and State Historic Preservation Office (SHPO) staff. This workshop, designed to cover all of the performance indicator issues, also provides a chance for park staff to systematically focus on park resources for a day. Testimony has proven this a beneficial exercise for park staff.

Metrics

For the purpose of CSOTP cultural resources assessment, metrics are numerical or fact driven data that, when coupled with contextual information, are fundamental to understanding a park's resources. Metrics are not given ratings; instead, they contribute to answering the performance indicator questions, which do receive ratings.

Index

An index is a group of related performance indicators used to assess the condition, management, and interpretation of cultural resources. Monitoring of the index performance indicator will reveal changes overtime. The cultural resource indices are history, historic structures, cultural landscapes, archaeological resources, museum and archival collections, and ethnography.

Performance Indicators

Performance indicators are questions that ask for information used to measure aspects of the indices. They are qualitative or quantitative variables that can be measured or described and, when monitored over time, can demonstrate change.

Rating

Performance indicator scores are represented as a percentage to provide the index rating, and the cumulative average of index ratings will provide an overall score for cultural resources within the park unit. A high score reflects better cultural resource stewardship. Final index and overall cultural resource scores represent the following benchmarks:

Benchmarks:

- 91% to 100% = excellent condition
- 81% to 90% = good condition
- 61% to 80% = fair condition
- 36% to 60% = poor condition
- 0% to 35% = critical condition

Recommendations

At the end of the assessment, there are a series of suggested actions for improving resource protection and conditions. These recommendations stem from the evaluation of performance indicators and are the result of a completed workshop and researcher dialog with NPS and NPCA regional and support center staff.

NPS Management Checklist

The *CRM Guideline* contains a management checklist at the end of each resource chapter. The level of compliance for each of these checklists is part of the final resource rating of a performance indicator question. This indicator will measure how actual management of resources compares to NPS management standards.

Data Sources

Researchers will use a variety of sources to compile the reports. Park unit plans and documents, the National Register of Historic Places/National Historic Landmarks, NPS servicewide databases, websites, and NPS regional and support/technical center staff, and park level staff will be among the most useful sources for data collection. Collaborating organizations (e.g. SHPOs and THPOs) and involved university faculty may also contribute valuable perspective to the assessment.

It is important that the researcher and the public understand how the organizational structure of the NPS affects cultural resource management. According to a Regional Cultural Resource Manager, "...having a resource inventory in place and utilization of the inventory in major planning efforts does not necessarily mean that the information is applied to daily management activities to ensure protection of the resource." In the absence of a dedicated park level expert for each cultural resource discipline, there is often a shared regional or support center staff person who provides basic services and support for specific resources types at multiple parks. Regional level cultural resource management works well for some parks, but the result can be devastating to the parks and resources that fall off the list of priorities. Regional cultural resource managers do the best they can with limited staff; they certainly do not have time to influence park level decision-making, which is sometimes detrimental to resources. Regional involvement is required in each Center for State of the Parks assessment.

The Assessment Process

Application of this methodology requires knowledge of NPS cultural resource management standards, the ability to solicit and include expert opinions, mastery of research techniques, and graduate work in at least one of the following disciplines: archaeology, history, landscape architecture, cultural anthropology, applied anthropology, museum studies, archival management, or historic preservation. Center for State of the Parks cultural resource staff currently consists of one public historian. Ideally, CSOTP will someday have expertise representing each cultural resource discipline previously mentioned. Until then, Center for State of the Parks staff and researchers will use expertise from various institutions and organizations in the assessment review process. The Center for State of the Parks cultural resource assessment process has four phases.

Phase 1: Research, NPS Standards, Regional Staff

Before an assessment begins, the Center for State of the Parks office will inform and get approval from the Regional NPS office and the park superintendent. The Center for State of the Parks researcher will understand NPS resource management standards through reading an overview of the *Government Performance and Results Act (GPRA)*, Chapter 5 of the *NPS Management Policies*, the *Cultural Resource Challenge*, *Director's Order #28*, and the *CRM Guideline*. These documents, particularly *Director's Order #28* and the *CRM Guideline*, will remain an important reference for the researcher until the report is complete. Phase 1 of the assessment focuses on the *CRM Guideline* and highlights additional investigative materials.

At this time, the researcher will also start collecting and reviewing source materials such as park plans, resource reports, maps, and GPRA goals. The required metrics are listed at the beginning of each performance indicator section. A metric is a basic building block of information that will help reinforce answers to performance indicator questions. See methodology definitions for more information.

Phase 2: Workshop & Performance Indicators

Working with park staff, the CSOTP office will schedule and conduct a workshop that will focus on cultural resource issues. This workshop also provides a chance for park staff to systematically focus on cultural resources for several hours.

Before and/or after the workshop, the researcher and CSOTP staff will tour the park. Photography is encouraged throughout this process. Exceptional photos may end up in final publications with credits.

Phase 3: Initial Information to CSOTP

The researcher will conduct follow-up interviews of regional NPS staff and park staff to discuss issues not touched upon in the workshop or that deserved more depth of discussion. Results of research, interviews, and the workshop are folded into performance indicator (PI) questions and answers. Initial ratings, recommendations, and an outline of all non-performance indicator related issues that are important to the park's cultural resources are due to the CSOTP's office at this time.

After completing Phase 3 and before turning in the initial content to CSOTP, the researcher will compare the information to the NPS resource management checklist located at the end of each resource chapter in the *CRM Guideline*. If necessary, the researcher will ask additional questions to clarify whether the park is meeting stated requirements of the checklist.

The CSOTP's office will review the researcher's report within two weeks unless otherwise arranged. Direction for completion of the report is provided to the researcher at this time.

Phase 4: Writing the Report & Performance Indicator Answers

The content from performance indicator answers will provide the focus for the assessment. Written answers with justifications to all of the performance indicator questions and scores are required for completion of the assessment. In addition, some of the research question(s), from the list below, will correspond with the investigation's focus. These two bodies of information coupled with identified park needs will ultimately direct the content of the report. An extensive review and revision process, including input from NPS regional and park staff, takes place during this final phase.

Ratings

Each assessment will have a section dedicated to performance indicator questions, written answers and ratings with written justification. All applicable performance indicators will be graded and assigned a score. The written performance indicator answer will provide support for the assigned score.

A point-based system is used to rate performance indicators. Each performance indicator has ten points possible. Questions may earn any number of points from zero to ten, and researchers will do the initial grading. With a contextual understanding of all previous cultural resource scores, the Center for State of the Parks cultural resource manager will review the ratings and make small justifiable changes as necessary. Down the road, we hope to have a panel of experts review ratings.

If resource indices and/or specific performance indicator questions do not apply to a park, the researcher will choose a "not-applicable" option by indicating "n/a" next to an unknown indicator or metric. Questions designated "n/a" will not count in the overall rating.

The park's overall scores and/or individual cultural resource scores will become potential measures for inter-park comparisons. In the future, potential inter-park comparisons may also link to research, planning, and stewardship programs.

Benchmarks:

91% to 100% = excellent condition

81% to 90%	=	good condition
61% to 80%	=	fair condition
36% to 60%	=	poor condition
0% to 35%	=	critical condition

General Research Questions

The general (or non-resource specific) questions below should be answered in collaboration with consultation from subject matter experts. These questions are not scored.

Required Metrics

- ◆ Year of last Resource Management Plan (RMP) or Resource Stewardship Plan, Comprehensive Interpretation Plan (CIP) and General Management Plan (GMP) update; copy of latest version, if possible
 - ◆ Amount of funding from the Saving America's Treasures (SAT) program and other similar programs collected in the past two years (funding matches achieved?)
 - ◆ Copy of latest annual performance plan and its corresponding report
1. Has the significance and condition of the park's resources been professionally documented? Describe the condition of the resource or program.
 2. What percent of the overall park budget goes to cultural resource management for each resource type (archaeology, cultural landscapes, ethnography, historic structures, history, and museum and archival collections)?
 3. Describe unfunded projects and effects on resource condition (e.g., maintenance backlog on historic structures).
 4. Identify high profile resources and describe conditions and perceptions of resource conditions.
 5. Do resource managers feel like they are gaining or losing ground in overall management of cultural resources? For example, has the ability to manage, protect, and interpret resources been reduced, stayed the same, or been enhanced in the last five years?
 6. What natural features (land forms, geological formations, plant communities, landscapes, etc.) are valued as culturally important resources by the traditional resource users? How are the intersections and conflicts between cultural and natural resource management handled at the park?
 7. What outstanding areas, external conflicts, or threats warrant discussion with regard to resource protection and conditions?
 8. What should the park focus on to improve the condition of cultural resources?

Integrated Resource Management

Consider the following questions throughout the process of the park assessment. These questions are based on the Advisory Council for Historic Preservation's draft policy statement: *Balancing Cultural and Natural Values*

on Federal Lands. The *Advisory Council on Historic Preservation* asserts that many cultural and natural resource value conflicts can be addressed through awareness of the conflicts early in planning processes.

1. Have personnel from all disciplines been asked to identify potential natural and cultural resource conflicts to inform future planning?
2. Is adequate scientific research used to convey the factual basis for implementing ecological protections that could limit the use of historic properties or cultural landscapes?
3. Does the park have an ongoing dialog with constituency groups concerned with park values (both cultural and natural) to enhance the range of sensibilities toward different resource types (natural areas, traditional use of areas, and personal or family connection with parkland, etc.)?
4. Does the park's interpretive program include the history of natural processes represented and the interrelationship between humans and the natural world over time?
5. Where cultural and natural values are in conflict, does resource management planning take place in concert?
6. Are National Environmental Policy Act (NEPA) and Section 106 processes integrated to increase mutual understanding and quality of decision-making?
7. Is a portion of the park's educational program focused on the integration of natural and historical study and enrichment?
8. Do interpretive programs perpetuate false dividing lines between natural and cultural subject matter?
9. In light of an increased awareness of the nature of park resource values (cultural and natural), have existing management plans or other frameworks for decision-making been reexamined to ensure outdated assumptions do not continue to govern?
10. Are there alternatives that include limiting access, services, and other park amenities so that historic properties may exist in harmony with the natural values of their setting?
11. Is the park exploring landscape approaches that may differ from historically accurate restoration but would help eliminate unwanted exotics from sensitive areas? Does the park use interpretation to educate the public on changes in the landscape and why they were implemented?
12. Is the park using regulatory processes (Section 106, etc.) as tools for decision making before charting a specific course of action?
13. Do all scoping processes for planning include all related authorities that might have a bearing on future management of the resources in question?
14. Does the park solicit input from associated ethnic groups early in planning processes for both natural and cultural resources?

Indices

Index One: History

The objective of this index is two-fold: 1) to consider cultural resource management history as a context for current resource conditions and management; and 2) to discuss cultural resource managers' access to historical information that will help them make appropriate resource management decisions. The researcher does not need to write a complete legislative or administrative history, but the researcher should consider the historical currents that have influenced major park decisions regarding resource management. The researcher should take a realistic look at the assessment timeline and do what they can to understand and summarize the effects that the enabling legislation, park compendiums, federal legislation, and NPS administrative actions have had on cultural resources.

Required Metrics

- ◆ Collect, read, and incorporate a discussion of the establishing legislation
- ◆ Collect and read the administrative history; year of last update
- ◆ Date and subject of last historical research done by park or regional NPS staff on the park or its cultural resources
- ◆ List any future historical research planned
- ◆ Describe the scope of historical research used by the park in decision making and interpretation
- ◆ List the historical themes that the park interprets
- ◆ Brief summary (not to exceed one page) of the park's cultural resource management history and cultural resource condition histories

History Performance Indicators and Ratings

1. List Historic Resource Study (HRS) topics and completion dates. Are the HRS's consistent with current professional standards? Specify which resource types are covered in a HRS and which studies are needed. (Zero to ten points for historical context and use of latest scholarship)
2. Do cultural resource managers have access to a historian or someone experienced in or trained to do historical research? Is this person on staff or at the regional level? If a historian exists, what percentage of time do they have to work on resource specific research at the park? (Zero to ten points for adequate staffing and expertise)
3. Do park managers use *available* historical research to inform management and planning activities? (Zero to ten points for using history)
4. Does the park have an administrative history and when was it completed? In the case of no administrative history, are the park's resource management papers cataloged and accessible through a finding aide, and are there plans to do an administrative history? (Zero to ten points for understanding resource management history)
5. What research, not yet done, would enhance or update the history of the park and the park's resources? (Zero to ten points for freshness of message)
6. Are cultural resource managers, historians, and interpretation staff working together to create resource-focused messages to promote stewardship? (Zero to ten points for championing the resources)

60 points possible for history

Index Two: Archaeological Resources

According to the National Park Service, prehistoric and historic archaeological resources are the remains of past human activity, the environments where these activities occurred, how these environments were used, and the

records documenting the scientific analyses of these places and remains. Though typically buried, archaeological features may extend above ground; they are commonly associated with ancient peoples but may also be products of more recent lives.

What matters most about an archaeological resource is its potential to describe and explain human behavior, the life of a people, and how life of these peoples may have changed over time. Archaeological sites often have contemporary cultural meanings to the descendants of those whose ancestors produced the site, which means such sites also have ethnographic value. Archaeological resources have shed light on family organization and dietary patterns, and they have helped us gain an understanding of the spread of ideas over time and the development and spread of settlements from place to place. The condition and management of archaeological artifacts are discussed in the museum and archival collection section of this methodology.

Archaeological sites exist in various stages of management; they include planning and consultation, identification, recording, evaluation, and excavation. Understanding these terms is important to the understanding of archaeological site resource management. Definitions are located in the glossary of the *CRM Guideline*.

The NPS Vanishing Treasures (VT) program began in 1993, and it is one of the few proactive efforts to save the archaeological resources found in parks today. According to the Park Service, there are thousands of ruins threatened with deterioration and collapse throughout 44 park units in the Southwest. Former Park Service Director Roger Kennedy calls the situation “an undeniable crisis in care.” For identified program targets, the Park Service is 1) documenting deterioration, 2) repairing the most desperate structures, and 3) training a new generation of people in the art of preserving these sites. For the purpose of the Center for State of the Parks assessment, our researchers will find out if the park is part of the Vanishing Treasures program and explain the benefits or drawbacks that being a VT target brings to the resource. The assessment will also document the status of the park’s treasures within the context of the overall Vanishing Treasures program.

Outside of the Vanishing Treasure’s program, funding for archaeological projects can be more difficult to secure. A long time employee of the NPS Southeast Archaeology Center stated that a project he saw started in 1978 received funding in 2001, twenty-three years later. There are numerous other cases where twenty-year-old project requests are not yet funded. Unfortunately, this problem goes beyond archaeological resources and is endemic to the NPS resource program at large. It is also important to note that the Federal archaeology program budget has been static for over ten years.

The following performance indicators will be used to evaluate the state of archaeological resources against the National Park Service’s own standards:

Required Metrics

- ◆ Number of identified, recorded, and evaluated sites
- ◆ Number of sites listed in the Archaeological Sites Management Information System (ASMIS)
- ◆ Condition breakdown of sites from ASMIS or another cited source
- ◆ Description and significance of park’s premier archaeological sites
- ◆ Percentage of park surveyed for archaeological resources
- ◆ Describe parts of park that need to be surveyed due to substantial levels of traffic

Archaeological Resource Performance Indicators and Ratings

1. Does the resource management plan (RMP) or resource stewardship plan help guide protection activities for archaeological sites? Please cite examples. According to the resource managers, does the park’s planning contribute to the protection of the sites? (Zero to ten points to measure plan effectiveness)

2. What are the Government Performance and Results Act (GPRA) goals that affect archaeology in the park? Have the goals been met and/or are the goals going to be met, why or why not? (Zero to ten points for meeting, and for the ability to meet, GPRA goals)
3. Does funding exist for permanent archaeology staff (park or regional level)? Please explain the park's internal NPS resources, including support/technical center and regional level staff, and describe external partnerships that provide research, planning, or site stewardship. (Zero to ten points for resource management ability)
4. From the Archaeological Sites Management Information System (ASMIS), what is the condition breakdown of known archaeological sites within the park? Is ASMIS data accurate and up-to-date (explain)? If ASMIS is outdated, what are the recent condition breakdown figures and sources? (Zero to ten points condition levels)
5. Discuss the state of site documentation by providing the number of good, fair, and poor documentation levels from the ASMIS. In addition, according to the resource manager, what is the quality of documentation efforts today and in the past (e.g. were they systematic)? (Zero to ten points for quality of site documentation)
6. Has an archaeological overview and assessment been completed? Is it up-to-date? Please explain. (Zero to ten points for completed baseline report)
7. How many and what types (e.g. single rock art motif, surface scatter, architectural in nature) of archaeological sites are in the park and what percent of these have been evaluated for the National Register of Historic Places? How many archaeological sites are eligible for the National Register of Historic Places? Please explain. (Zero to ten points for NRHP activity)
8. National Environmental Policy Act (NEPA) and National Historic Preservation Act (NHPA) Section 106 compliance projects take up what percent of a full time archaeologist's time? What are the high profile archaeological compliance studies at the park? Is the park compliant with regard to Section 106 and Section 110 of NHPA? Please explain in light of the Section 106 checklist in the *CRM Guideline*. (Zero to ten points for a balance between meeting compliance and proactive approaches to archaeological stewardship)
9. Is the park unit actively participating in a System-Wide Archaeological Inventory Program (SAIP) or the Vanishing Treasures program? Please explain the pros and cons of the program(s) with respect to resource protection and the status of the resource in the context of the program(s). (Zero to ten points for additional management through NPS programs)
10. Are there potentially significant archaeological resources in the park that need evaluation? Where are the gaps in archaeological resource stewardship at the park? Please explain. (Zero to ten points for understanding management needs)
11. Does the park make the sites with the highest research value and the most vulnerability or visitation a management priority? Using specific examples, how does prioritization protect the park's most valuable archaeological resources to yield information for interpretation? (Zero to ten points for successful prioritization of resources)
12. Are there any plans and/or budget needs not currently in the works that are needed to further the protection of archaeological sites? (Zero to ten points for prioritization of resource needs)
13. What type of training focuses on archaeological site protection? How often is this training offered to both seasonal and permanent staff? (Zero to ten points for site protection awareness)

14. What are the largest threats to the park’s archaeological resources? Are mitigation plans in place? Please explain. (Zero to ten points for threat abatement)
15. What tactics and tools does the park use to teach visitors about the importance of site protection, good stewardship, and the consequences of vandalism? According to park staff, why or why not is this awareness program effective? (Zero to ten points for stewardship awareness)
16. Overall, do park staff and visitors understand the history and significance behind archaeological sites and artifacts in the park unit? (Zero to ten points for resource significance awareness)
17. What archaeological sites or artifacts does the park interpret and in which interpretive theme(s) do these activities fall? What future plans are in place to interpret sites or artifacts? What research, not yet done, would enhance or update interpretative messages that include archaeological artifacts? (Zero to ten points for interpretation)
18. Explain how site records are cross-referenced with historical and ethnographical documents that can help identify the cultural meaning of the site itself as an artifact of culture. (Zero to ten points for advanced research)
19. Are there collectors acting illegally in the park or park area? If so, has the Archaeological Resources Protection Act of 1979 (ARPA) helped managers investigate and/or prosecute cases? Please explain. (Zero to ten points for enforcing the protection of archaeological sites)
20. NOTE: This question is for the researcher to answer at the end of the process. To arrive at the final score, turn one point possible for each bullet into a percentage and then apply to the final ten points possible. Include points awarded, or not, with justification for each bullet. Partial points are acceptable.

Is the park meeting the archaeological resource management checklist, located at the end of the archaeology chapter in the *CRM Guideline*? Please explain. (Zero to ten points for meeting standards from the *CRM Guideline*.)

200 points possible for archaeology

Index Three: Cultural Landscapes

According to the National Park Service’s *CRM Guideline*, cultural landscapes are settings that humans created in the natural world. They reveal fundamental ties between people and the land – ties based on our need to grow food, give form to our settlements, meet requirements for recreation, spiritual growth, and suitable places to bury our dead. The conservation and study of cultural landscapes can uncover meaning in the complex relationships that they represent.

Note: Be sensitive to how the NPS mandate to protect resources suits each resource or place. In some cases, such as American Indians’ sacred sites and funerary items, “protection” may mean protection from preservation.

The study of the relationships between historic structures and their associated landscapes is crucial to understanding the site’s history and should be integrated in the Historic Resource Study (HRS) discussion in park history assessments (Index One). There are four types of cultural landscapes to consider in a park: historic designed landscapes, historic vernacular landscapes, historic sites, and ethnographic landscapes. These

landscapes are not mutually exclusive, which may add to research and treatment complexity. In addition, cultural landscapes are the most obvious places for natural resource and cultural resource management studies and treatments to overlap, conflict, and collaborate. The identification of a cultural landscape and its components is the responsibility of the NPS regional cultural landscapes inventory coordinator and park staff. Consultation with associated peoples is an important and necessary part of the process.

The NPS cultural landscape program and its inventory database, the Cultural Landscapes Inventory (CLI), began in 1998. Regional cultural landscapes inventory coordinators and their staff collect the data for the CLI database. On the CLI, landscapes are either identified or complete. In the past, they were assigned levels of assessment: Level 0 - Park Reconnaissance Survey; Level I - Landscape Reconnaissance Survey; Level II - Landscape Analysis and Evaluation; or Level III - Feature Inventory and Assessment. The Center for State of the Parks hopes to uncover specific problems, if there are any, and work with the NPS at the park and regional levels to think through cultural landscape management challenges. The goal is not to fix cultural landscape management prescriptions, because they may not need fixing. Instead, Center for State of the Parks staff hopes to increase recognition and understanding of cultural landscapes throughout the park system. Because of the newness of the program, scores for this criterion may be relatively low.

The following performance indicators are to evaluate the state of cultural landscapes against the NPS Guideline and Standards.

Required Metrics

- ◆ Number of cultural landscapes identified and/or completed
- ◆ Describe the significance, condition, threats, and current treatment plans of the park's premier cultural landscapes
- ◆ Which landscapes are scheduled for upcoming CLI work?
- ◆ Number of cultural landscapes eligible for the NRHP according to the CLI and/or park staff
- ◆ Number of cultural landscapes listed on the National Register

Cultural Landscape Performance Indicators and Ratings

1. Does the resource management plan (RMP) or resource stewardship plan provide guidance for the protection of cultural landscapes? Please cite examples. According to the resource managers, does the park's planning contribute to the protection of the sites? (Zero to ten points to measure plan effectiveness)
2. What are the Government Performance and Results Act (GPRA) goals that affect cultural landscapes in the park? Have the goals been met and/or are the goals going to be met, why or why not? (Zero to ten points for meeting, and for the ability to meet, GPRA goals)
3. Does the park have access to a historical landscape architect, a historical architect, a cultural landscape specialist, or someone with the expertise to help research, manage, and prescribe cultural landscape treatments (please explain)? Is this person on staff or at the regional level? If expertise is located at the regional level, what percentage of the person's time is available to the park? (Zero to ten points for adequate staffing and expertise)
4. According to the Cultural Landscapes Inventory (CLI), what are the resource conditions of identified cultural landscapes? Assuming no cultural landscapes have been officially identified, what are the condition levels of landscapes that might qualify? Describe the types of cultural landscapes at the park (e.g. ethnographic etc.). (Zero to ten points for condition of resource and assessment levels)
5. To what extent is park or regional staff using the CLI to manage resource data? (Zero to ten points for use of Service-wide database)

6. Has evaluation for the National Register of Historic Places (NRHP) taken place for cultural landscapes in the park? Was the evaluation part of the CLI process or not? Please discuss the landscape eligibility status in the park. What cultural landscapes are listed in the NRHP? (Zero to ten points for NRHP activity)
7. Tell us about any plans and/or budget changes not currently in the works that would further the protection of cultural landscapes in your park? Are resource managers aware of major resource threats? What mitigation plans are in place or are in need of funding? (Zero to ten points for understanding resource needs)
8. What type of training focuses on cultural landscape protection? How often is this training offered to both seasonal and permanent staff? (Zero to ten points for site protection awareness)
9. Cultural landscape reports (CLR) are prepared to expand historical record, identify treatment opportunities, and provide direction for management to minimize loss of significant characteristics due to pending development or treatments. List the park's CLR's. Are there recent situations in which a CLR was called for but money, staff, time or other priorities made it impossible? Please explain. (Zero to ten points for landscape documentation)
10. Does staff evaluate and monitor all cultural landscapes according to a historic landscape maintenance plan? Who does the monitoring and what is their training or experiential background? Please explain. Is any photo documentation taking place to measure landscape changes over time? (Zero to ten points for maintenance and monitoring)
11. Does a historical landscape architect or other cultural landscape specialist evaluate all work that may affect cultural landscapes within the park? Are ethnographic assessments, in the case of traditionally associated peoples, taking place before ground disturbance? What kind of training do the people have who do most of the evaluation and monitoring of cultural landscape disturbances (e.g. archaeologists)? Please explain. (Zero to ten points for meeting staffing standards)
12. Do cultural landscape managers work with other disciplines, especially natural resource managers, and divisions within the Park Service, including ethnography, to ensure the health of the landscapes and that of the resources on the landscape? Please cite examples of this collaboration. (Zero to ten points for integrated management)
13. There is a correlation between interpretation and use of a cultural landscape and level of protection. Discuss the interpretation and use patterns of cultural landscapes at the park. What plans are in place to interpret landscapes in the future? What research, not yet done, would enhance or update interpretative messages for cultural landscapes? (Zero to ten points for interpretation and use)
14. Do park staff and visitors understand the significance of the cultural landscapes? Please explain cultural landscapes' significance and discuss the tools used to increase staff and visitor understanding of the cultural landscapes. (Zero to ten points for understanding resource significance)
15. NOTE: This question is for the researcher to answer at the end of the process. To arrive at the final score, turn one point possible for each bullet into a percentage and then apply to the final ten points possible. Include points awarded, or not, with justification for each bullet. Partial points are acceptable.

Is the park meeting the cultural landscape management checklist located at the end of the cultural landscapes chapter in the *CRM Guideline*? (Zero to ten points for meeting *CRM Guideline*)

150 points possible for cultural landscapes

Index Four: Historic Structures

Historic structures are constructed works consciously created to serve some human activity. Examples include buildings, roads, canals, bridges, Indian mounds, ruins, and fences. All prehistoric structures are also archaeological resources, and some are ethnographic resources. Discussions of historic structures include prehistoric structures even when not expressly stated. Mission 66 structures may be handled differently depending upon which regional office they fall under; check with regional management about Mission 66 expectations.

The following performance indicators are used to evaluate the state of historic structures against the NPS's standards.

Required Metrics

- ◆ Does the park use the List of Classified Structures (LCS)?
- ◆ Cost of deferred maintenance
- ◆ Cost of rehabilitation needs
- ◆ Number of National Historic Landmark designations
- ◆ Number of listings in the National Register of Historic Places (NRHP)
- ◆ Number of eligible structures for inclusion on the NRHP
- ◆ Number of listings in the List of Classified Structures
- ◆ Describe the significance of the park's premier historic structures. Discuss condition, threats, current treatment plans, schedules, and funding.
- ◆ Condition breakdown of structures and quality of documentation breakdown

Historic Structures Performance Indicators and Ratings

1. Does the resource management plan (RMP) or resource stewardship plan provide guidance for the protection of historic structures? Please cite examples. According to the resource managers, does the park's planning contribute to the protection of the structures? (Zero to ten points to measure plan effectiveness)
2. What are the Government Performance and Results Act (GPRA) goals that affect historic structures in the park? Have the goals been met and/or are the goals going to be met, why or why not? (Zero to ten points for meeting, and for the ability to meet, GPRA goals)
3. Are all of the park's historic structures captured in the LCS database, and is the data less than five years old? Please explain. (Zero to ten points for Service-wide database activity)
4. According to the List of Classified Structures, what are the resource conditions and condition of documentation level breakdowns? (Zero to ten points for condition of resource and documentation)
5. What is being done to improve resource conditions or to further assess resource conditions? (Zero to ten points for resource protection)
6. What tactics and tools does the park use to teach visitors about the importance of site protection, good stewardship, and the consequences of vandalism? (Zero to ten points for resource protection enforcement tactics)
7. Has evaluation for the National Register of Historic Places (NRHP) taken place for all historic structures in the park? Which structures have not been determined eligible for the NHRP, but are managed as historic structures? Please explain the significance breakdown of NRHP listed and determined eligible structures (i.e., how many National Historic Landmarks). (Zero to ten points for NRHP activity)

8. Is there an annual park inspection and monitoring program in place and does the program identify preventative maintenance needs? Does the park have access to the necessary staff and money to execute preventative treatments? Is the monitoring information being kept in the LCS? Does the maintenance crew have the information they need to care for resources appropriately? Please explain. (Zero to ten points for maintenance and monitoring)
9. Does the park have access to a historical architect to help prepare and review plans and specifications for maintenance, preservation, rehabilitation, restoration, and reconstruction work? Does a historical landscape architect get involved when appropriate? Does the park have access to a historic preservation specialist (master carpenter/craftsman) to oversee preservation work? Please explain. Are these people on staff at the park level or the regional level? If expertise is located at the regional level, how often does the park consult with these people? (Zero to ten points for adequate staffing and expertise)
10. How do historic structure managers (cultural resource specialists), work with other disciplines and divisions within the park or at the regional office to ensure the health of the structures and settings? (Zero to ten points for integrated management)
11. Are Historic Structure Reports (HSR) completed in preparation for restoration, reconstruction, or extensive rehabilitation work on historic structures? Please describe HSR activity in the park. (Zero to ten points for preservation documentation)
12. What type of training is offered to staff on historic structure protection? How often is this training offered to both seasonal and permanent staff? (Zero to ten points for site protection skills)
13. Discuss interpretation of prehistoric and historic structures at the park. Specifically when and where do interpreters, rangers, or resource managers use historic structures to communicate broad historical themes, and which themes? Describe plans to interpret historic structures in the future. What research, not yet done, would enhance or update interpretative messages related to historic structures? (Zero to ten points for interpretation)
14. Do park staff and park visitors understand the significance of the most frequently visited historic structures? (Zero to Ten points for comprehension of significance)
15. Discuss existing threats to the park's historic structures and corresponding mitigation plans. (Zero to ten points for threat mitigation)
16. The best way to preserve a historic structure is to bring utility to its existence. What percent of the park's historic structures are living quarters or otherwise used? (Zero to ten points for use)
17. NOTE: This question is for the researcher to answer at the end of the process. To arrive at the final score, turn one point possible for each bullet into a percentage and then apply to the final ten points possible. Include points awarded, or not, with justification for each bullet. Partial points are acceptable.

Is the park meeting the historic structure management checklist, located at the end of the historic structures chapter in the *CRM Guideline*? (Zero to ten points for meeting NPS' *CRM Guideline*)

170 points possible for historic structures

Index Five: Museum and Archival Collections

The *CRM Guideline* states that museum and archival collections are manifestations and records of behavior and ideas that span the breadth of human existence and depth of natural history. Museum collections include objects, archives, and specimens that document human habitation, activity, invention, and creativity from prehistoric times to present and the environment from geologic times to present. They include the walking cane of an American president, a blacksmith’s tools, and the field notes of a marine biologist. They are invaluable samples and fragments of the world through time and the multitude of life therein.

The following performance indicators will be used to evaluate the condition of museum and archival collections against NPS’ *CRM Guideline*.

Required Metrics

- ◆ Number of total museum holdings (include archives)
- ◆ Percentage of overall backlog
- ◆ Brief collection description
- ◆ Include a chart showing breakdown of museum object type (including archival items) with numbers that include backlog. For example:

	TOTAL	UNCATALOGED
Archaeology	8,010	7,172
Ethnology	45	1
History	2,074	822
Archives	712,654	12,653
Biology	18,718	10,714
Paleontology	4	0
Geology	1,655	1,441
Totals	743,160	32,803

Museum and Archival Collections Performance Indicators and Ratings

1. Does the resource management plan (RMP) or resource stewardship plan provide guidance for the management of collections and archives? Please cite examples. According to the resource managers, does the park’s planning contribute to effective management of the collections, archives, and museum exhibits? (Zero to ten points to measure plan effectiveness)
2. What are the Government Performance and Results Act (GPRA) goals that affect museum and archival collections in the park? Have the goals been met and/or are the goals going to be met, why or why not? (Zero to ten points for meeting, and for the ability to meet, GPRA goals)
3. Is a collection management plan (CMP) or museum management plan (MMP) in place, and when was it last updated? Does the park have a Collections Management Report (CMR), and what does it tell us about the collection? Does the park have an up-to-date Scope of Collection Statement and was it reviewed in the last two years? (Zero to ten points for planning)
4. Does the park have access to a curator, museum technician, or archivist? Is this person on staff at the park level or the regional level? If the expertise exists at the regional level, how often does the park rely on this person? (Zero to ten points for adequate staffing and expertise)
5. Describe the condition and accessibility (include a finding aide discussion) of the park’s archival materials. (Zero to ten points for archival management)

6. What is the breakdown of cataloged and backlogged collection items by type? Which items are most at risk and why? (Zero to ten points for resource stewardship)
7. Use the Automated National Catalog System (ANCS) to report the number of cataloged items in excellent, good, fair, and poor condition. If the information collected does not represent the entire collection, please state the park's best estimate for conditions of remaining items. (Zero to ten points condition levels)
8. Is the *Checklist for Preservation and Protection for Museum Collections* up-to-date and turned in every four years? What percentage of the standards is the park meeting and where are the deficiencies? (Zero to ten points museum standards met)
9. Are storage facilities adequate to house museum objects, archival documents, and specimens appropriately? Please describe the strengths and needs of storage facilities at the park unit. (Zero to ten points for storage facilities)
10. When did the park complete the last annual physical inventory for the entire collection, and was it done according to standard procedure? Does the park have one or more collection condition surveys (CCS) in place to detect problems with the condition of objects? What date was the last collection condition survey completed? Who did the survey(s) and what were the results? (Zero to ten points for threat abatement and monitoring)
11. What type of training helps park staff protect museum collections and archival items? How often is this training offered to both seasonal and permanent staff? (Zero to ten points for site protection skills)
12. What are the largest threats to the park's museum and archival collections? Are mitigation plans in place? (Zero to ten points for understanding resource needs)
13. Is an appropriate representation of museum collections and objects in place through exhibits and are they telling the park's history and significance? Annually, how many in-park research requests occur? How many outside research requests does the park have annually? (See Collection Management Report for research requests)? (Zero to ten points for interpretation)
14. What percent of collection items is available to external researchers? Describe accessibility via the Public Search function of ANCS+ and the Web Catalog (see <http://www.museum.nps.gov/>), supervision needs for researchers, and the availability of finding aids for archives. (Zero to ten points for study access)
15. Over half of the Park System's collections are archival and almost 66% of these remain backlogged. Please outline the condition of archival items and archival management needs at the park. (Zero to ten points for archive conditions and management)
16. Does archaeological and natural resources fieldwork that generates new objects/specimens provide funding for the resulting objects, specimens, and associated data? If not, please explain the funding process and a possible solution to the problem, if one exists, for collection and archival management. (Zero to ten points for internal processing and storage contributions) NOTE: More funding for the park is our primary aim, not taking money from one group and giving it to another. However, this question may help us identify process improvements that may ultimately enhance collection care.
17. NOTE: This question is for the researcher to answer at the end of the process. To arrive at the final score, turn one point possible for each bullet into a percentage and then apply to the final ten points possible. Include points awarded, or not, with justification for each bullet. Partial points are acceptable.

Is the park meeting the museum and archival management checklist, located at the end of the museums chapter in the *CRM Guideline*? (Zero to ten points for meeting *CRM Guideline*)

170 points possible for museum and archival collections

Index Six: Ethnography

A park's ethnography or cultural anthropology program addresses present-day people with traditional associations to certain park resources, particularly the kinds referred to as ethnographic resources. These are the places, including sites, structures, landscapes, natural resources, and objects that express and support human cultural systems. A cultural system encompasses both the tangible and the intangible. It includes traditional arts and native languages, religious beliefs and other activities. Ethnographic resources support some of these ways of life: special places in the natural world, structures closely associated with a people's ethnic history and identity, and landscapes with sacred meanings. People with traditional associations assign the level of importance to the resources. An ethnographic resource might be a topographic feature such as Devil's Tower, a sharecropper's cabin, or a schoolhouse associated with Hispanic education. Management of ethnographic resources acknowledges that culturally diverse groups have their own way of viewing the world and a right to maintain traditions.

People who qualify as "traditionally associated" with park resources, according to NPS policy, can be any group of people that have had more than two generations of associated use or attachment to the land before the park was established: these groups can be diverse "white" ethnic groups, African Americans, Asian Americans, Hispanic Americans as well as American Indians or other indigenous peoples. Federally recognized tribes have unique status with the federal government and specific legislation, which guides Park Service work with these groups. Occupational groups such as farmers, ranchers, fisherman, crafts people, and industrial workers might also have ethnographic relationships to park resources.

The following performance indicators will be used to evaluate the state of the ethnography program and ethnographic resources to promote the identification of traditionally associated people and their valued resources.

Required Metrics

- ◆ Is there an Ethnographic Overview and Assessment or a Rapid Ethnographic Assessment for the park?
- ◆ Which traditionally associated groups has the NPS identified? And when was the last time each of these groups were consulted?

Ethnography Program Performance Indicators and Ratings

1. Does the resource management plan (RMP) or resource stewardship plan provide guidance for the ethnography program? Please cite examples. According to the resource managers, does the park's planning contribute to the cultivation of ethnographic relationships and the protection of ethnographic resources? (Zero to ten points to measure plan effectiveness)
2. What are the Government Performance and Results Act (GPRA) goals that affect the ethnography program in the park? Have the goals been met and/or are the goals going to be met, why or why not? (Zero to ten points for meeting, and for the ability to meet, GPRA goals)
3. Has the park identified the tribes, communities, and other people with traditional associations to its cultural and natural resources? (Zero to ten points for identifying resources)

4. On a scale of one to ten, ten being the highest, how would the park staff person responsible for relationships with associated peoples rate his or her relationships with these peoples? In contrast, how would the traditionally associated peoples rate relationships with the park? (Zero to ten points for strong relationships)
5. Who at the park is responsible for building long-lasting relationships with traditionally associated peoples? Do they meet with traditionally associated groups on a regular basis despite a lack of issues and crises? Is there a system set up with procurement that enables the relationship manager to bring gifts, provide bagels, coffee, etc. when appropriate? Does the relationship manager feel they have adequate time to cultivate and maintain strong relationships? (Zero to ten points for long-sighted relationships)
6. Does the park have access to a cultural anthropologist? Is this person on staff at the park level or the regional level? If the expertise exists at the regional level, to what extent is this person involved? (Zero to ten points for adequate staffing and expertise)
7. In what ways has park staff consulted with culturally affiliated Indian tribes, Alaskan natives, native Hawaiians, or lineal descendants on human remains and associated funerary objects, etc.? (Zero to ten points for Native American Graves Protection Repatriation Act (NAGPRA) and other Federal legislation such as Section 106 of the NHPA)
8. Is the park fulfilling its potential with regard to cultivating ethnographic relationships and protecting important traditionally associated sites, objects, memories, and cultural information? (Zero to ten points for management activity)
9. How often does park or regional NPS staff use the Ethnographic Resource Inventory (ERI)? Who is responsible for entering the data? How has the data facilitated projects that assist in resource protection? (Zero to ten points for use and efficacy of the Service-wide database)
10. Interpretation is often not appropriate for ethnographic objects, resources, or places because they are sacred. How does the park handle interpretation (or not) of groups who have traditional associations with the park? What plans are in place to interpret these relationships and or resources when appropriate? (If there are no appropriate interpretation opportunities, skip this question.) (Zero to ten points for interpretation)
11. Does the park have an ethnographic overview and assessment in place? If so please explain. (Zero to ten points for baseline research)
12. Are there any traditional use studies in place? (Zero to ten points for research)
13. How is park staff made aware of NPS ethnographical requirements? How often is this training offered to both seasonal and permanent staff? (Zero to ten points for site protection skills)
14. Which of the following studies exist for the park: Ethnographic Landscape Study, Cultural Affiliation and Lineal Descent Studies, Ethno-history, Ethnographic Oral and Life Histories. Use the definitions for each of these studies from the *CRM Guideline* to help report on the park's use of research to protect ethnographic resources. (Zero to ten points for understanding resource)
15. NOTE: This question is for the researcher to answer at the end of the process. To arrive at the final score, turn one point possible for each bullet into a percentage and then apply to the final ten points possible. Include points awarded, or not, with justification for each bullet. Partial points are acceptable.

Is the park meeting the ethnography management checklist, located at the end of the ethnography chapter in the *CRM Guideline*? (Zero to ten points for meeting NPS' *CRM Guideline*)

150 points possible for Ethnography

Conclusion

The completion of each Center for State of the Parks cultural resource assessment will reveal high performing areas of cultural resource management within the parks, as well as resource areas that need more attention. Comparing these results against the National Park Service mission and management goals will inform final State of the Park recommendations.

According to the *CRM Guideline*, by protecting our cultural resources, the Park Service will “enhance individual lives within the framework of a culturally diverse American society. As such, cultural resources are to be treasured for the connections they provide between people and cultural traditions, between people and the world at large.” The Center for State of the Parks program hopes to help the NPS meet cultural resource protection goals and will do this with the best of its ability, with the completion of each report.

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