

**ANNUAL REPORT TO CONGRESS
ON THE FEDERAL ARCHEOLOGICAL PROGRAM
FY83 AND FY84**



ARCHEOLOGICAL ASSISTANCE DIVISION

NATIONAL PARK SERVICE

DEPARTMENT OF THE INTERIOR

WASHINGTON, D.C.

As the Nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to insure the wise use of all these resources. The Department also has major responsibilities for American Indian reservation communities and for people who live in island territories under U.S. administration.

This report is required to be submitted to the United States Congress by section 5(c) of the Archeological and Historic Preservation Act of 1974 (Public Law 93-291) and by section 13 of the Archaeological Resources Protection Act of 1979 (Public Law 96-95). The National Park Service prepared the report on behalf of the Secretary of the Interior. Copies are available in limited quantity for general distribution.

U.S. Department of the Interior

Donald Paul Hodel, Secretary

William P. Horn, Assistant Secretary for Fish and Wildlife and Parks

William Penn Mott, Jr., Director, National Park Service

This report was prepared by staff in the Archeological Assistance Division, National Park Service, under the general direction of Dr. Victor A. Carbone, Chief, Archeological Assistance Division, and Dr. Bennie C. Keel, Departmental Consulting Archeologist. This report is dedicated to the memory of Dr. Carbone.



THE SECRETARY OF THE INTERIOR
WASHINGTON

JUN 9 1986

Honorable James A. McClure
Chairman, Committee on Energy
and Natural Resources
United States Senate
Washington, D.C. 20510

Dear Mr. Chairman:

It is my pleasure to provide you with a copy of the combined annual report to the Congress for activities carried out under the Federal archeological program during fiscal years 1983 and 1984. The report was prepared to fulfill my reporting responsibilities under the Archeological and Historic Preservation Act of 1974 and the Archaeological Resources Protection Act of 1979.

This report differs from reports prepared in previous years in that it describes the status of archeological activities carried out only by the National Park Service. From fiscal years 1975 through 1982, the National Park Service attempted to collect data from other Federal agencies on their archeological activities. The information collected was largely incomplete and inaccurate. In addition, several agencies maintained that they were not required to report to the Department because they conducted archeological studies under other authorities. Thus, the reports submitted to the Congress for those fiscal years were not able to reliably assess the scope and effectiveness of the Federal archeological program.

To rectify this problem, the National Park Service currently is (1) implementing a computerized nationwide archeological database on Federal activities, and (2) drafting regulations which will, insofar as the legal authorities allow, require Federal agencies to provide me with the information needed to prepare the reports to Congress. Once the database is operational and the regulations are promulgated, my reports to the Congress will be able to fully satisfy the intent of the legislation by containing reliable information on activities carried out by other Federal agencies.

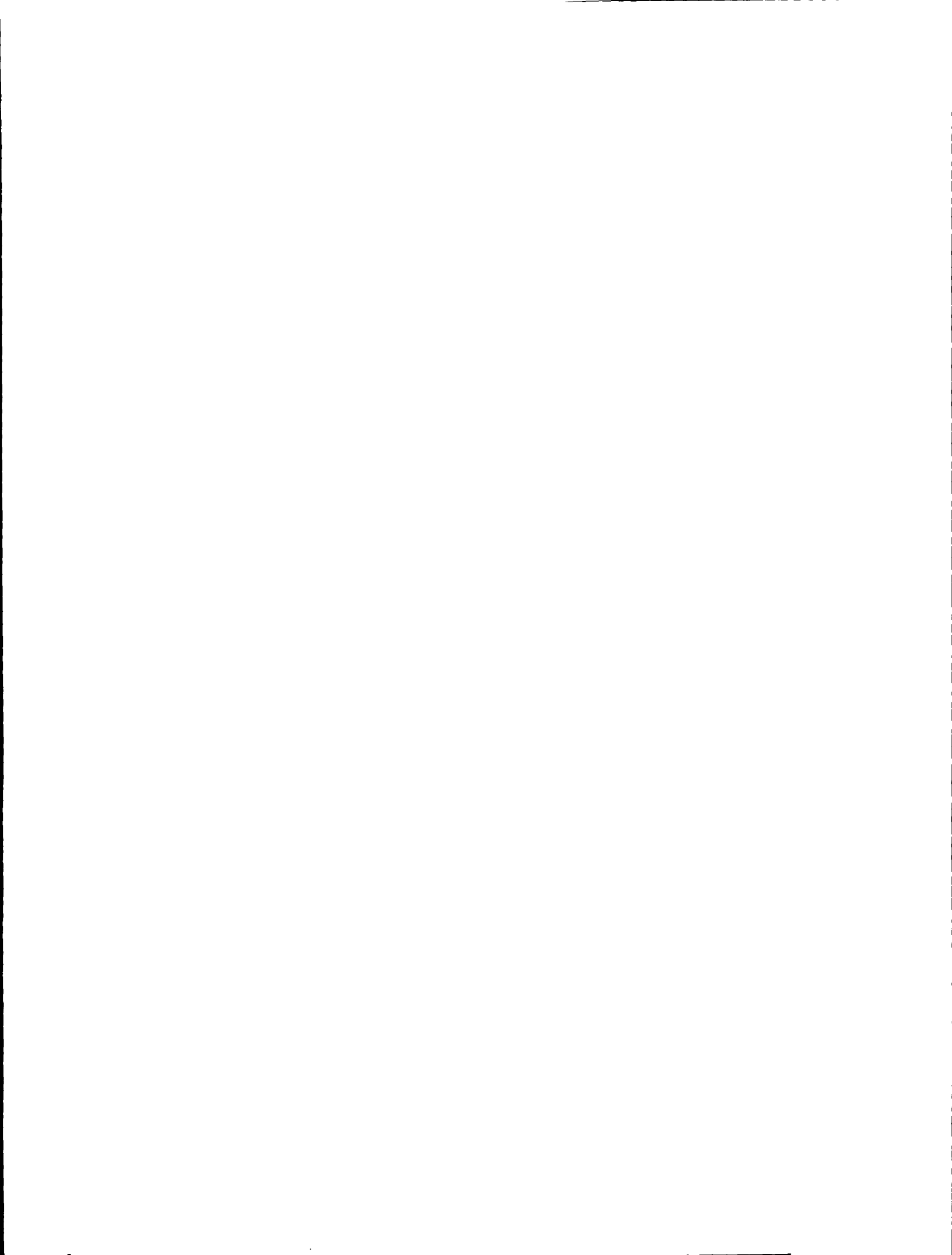
A similar letter is being sent to Honorable Morris K. Udall, Chairman of the Committee on Interior and Insular Affairs, House of Representatives.

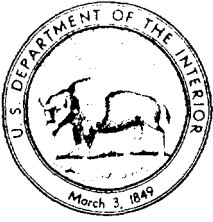
Thank you for your continued support of the Federal archeological and historic preservation programs.

Sincerely,

DONALD PAUL HODEL

Enclosure





THE SECRETARY OF THE INTERIOR
WASHINGTON

JUN 9 1986

Honorable Morris K. Udall
Chairman, Committee on Interior
and Insular Affairs
House of Representatives
Washington, D.C. 20515

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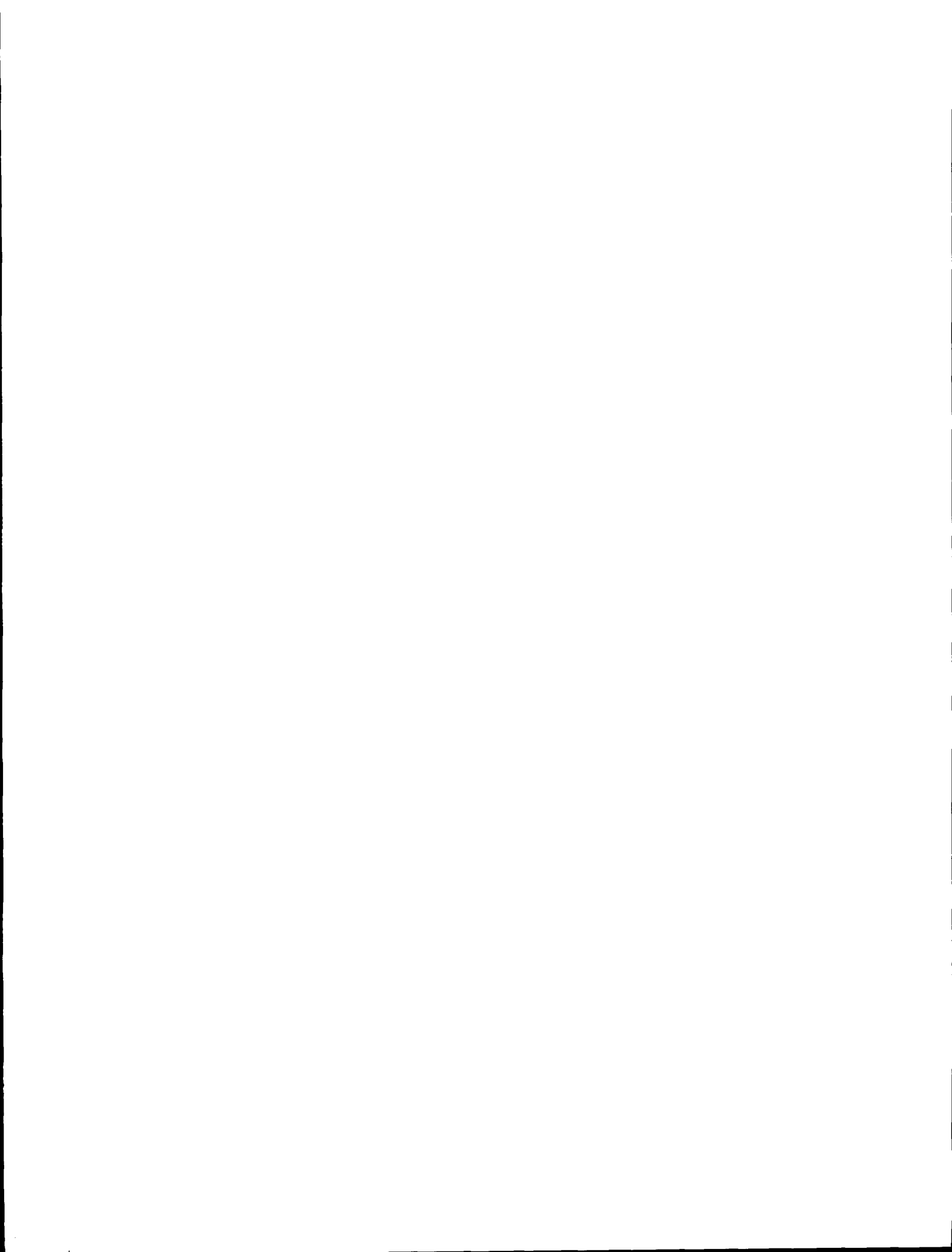
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Thank you for your continued support of the Federal archeological and historic preservation programs.

Sincerely,

DONALD PAUL HODEL

Enclosure



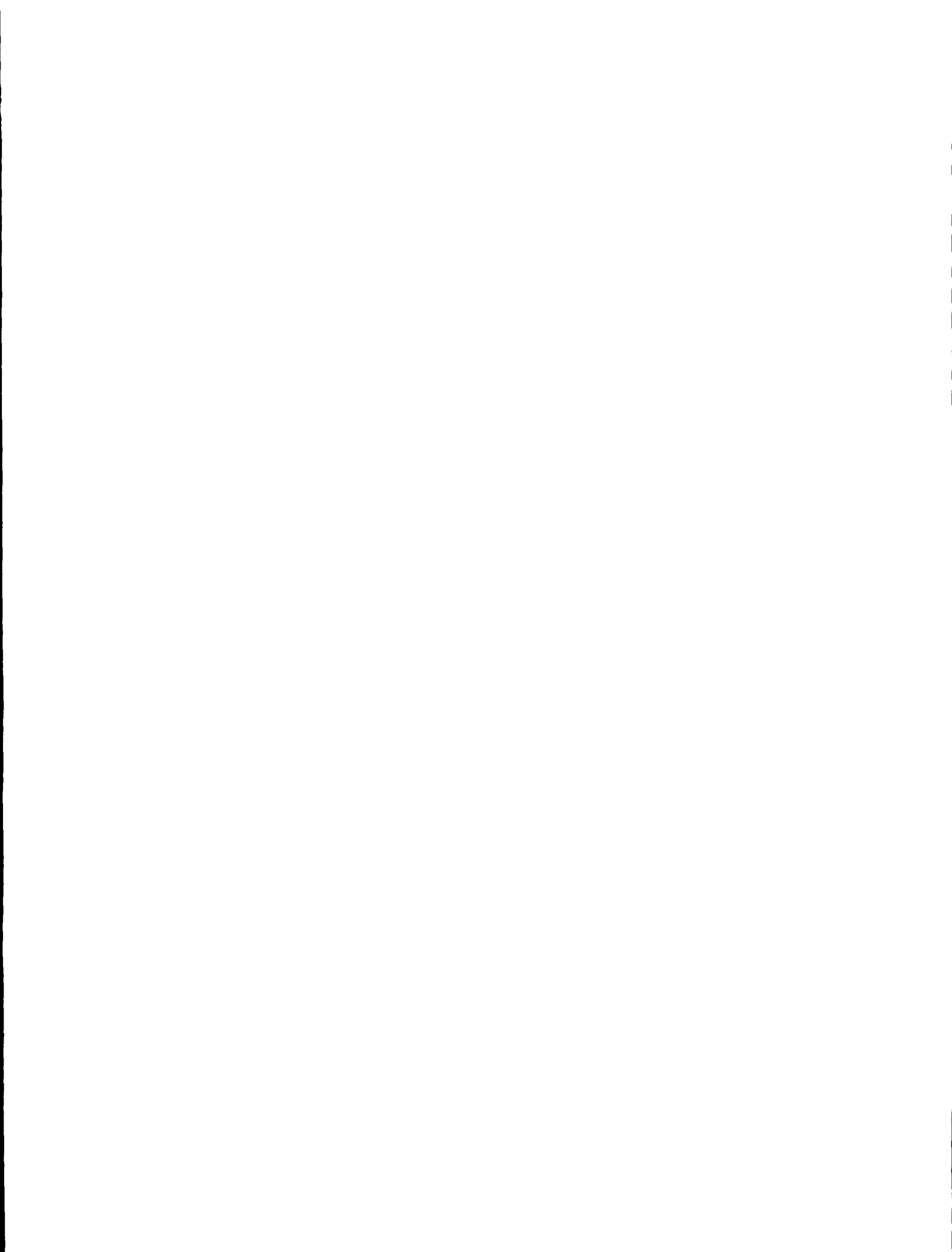
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**ANNUAL REPORT TO CONGRESS
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FY83 AND FY84**

I. INTRODUCTION

A. Preparation of the Combined FY83 and FY84 Report

This report was prepared for the Senate Energy and Natural Resources Committee and the House Interior and Insular Affairs Committee of the United States Congress. It was prepared pursuant to section 5(c) of the Archeological and Historic Preservation Act of 1974 (Public Law 93-291; 74 Stat. 220; 16 U.S.C. 469-469c) and section 13 of the Archaeological Resources Protection Act of 1979 (Public Law 96-95; 93 Stat. 721; 16 U.S.C. 470aa). Under these Acts, the Secretary of the Interior is directed to submit an annual report on the Federal archeological program and on activities carried out under the provisions of the 1979 Act to the United States Congress. As a part of this report the Secretary is to indicate the scope and effectiveness of the program, the specific projects surveyed and the results produced, and the associated costs. In addition, the Secretary is to make appropriate recommendations as to changes or improvements needed in the provisions of the 1979 Act.

This report describes the status of archeological activities carried out by the National Park Service (NPS) during FY83 and FY84 and on the Service's efforts to streamline the annual reporting requirements. The body of the report is divided into five sections. The first section reports on the status of efforts by NPS to establish a nationwide computerized data base of Federal archeological activities. The second section reports on activities relating to the Archaeological Resources Protection Act, including development of two sets of regulations, decentralization of the permitting program, and preparation of an informational pamphlet for the public. The third section reports on activities relating to the Archeological and Historic Preservation Act, including development of two sets of regulations, withdrawal of a third set of regulations, preparation of NPS procedures for responding to notifications to the Secretary that important archeological properties have been discovered during construction of a Federal undertaking, and analysis of past such notifications. The fourth section reports on activities relating to the archeological component of the National Register of Historic Places, including responsibility for reviewing archeological nominations and requests for determinations of eligibility, preparation of technical materials, and preparation of archeological theme studies and nomination forms for designation of archeological properties as National Historic Landmarks. The fifth section reports on NPS's archeological technical assistance program, including preparation of the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation, availability of training for Federal agencies on the Federal archeological program, and issuance of new Archeology Series qualification standards for Federal employment. In addition, Appendix I of this report contains a revised thematic structure for the National Historic Landmarks' Original Inhabitants theme. Appendix II of this report contains information on archeological contracts administered by NPS archeological technical assistance offices during FY83-84. Appendix II is arranged by State, and identifies the Federal agency being assisted, the NPS office providing the assistance, the dollar amount of the contract, the fiscal year when the contract began, and the contract's current status. Appendix III of this report cites the archeological reports accepted during FY83-84 under NPS administered contracts. Appendix IV lists memoranda of agreement between NPS

and other Federal agencies to provide technical assistance. Appendix V is a list of acronyms used in the report.

The report was prepared by staff in the NPS's Archeological Assistance Division (AAD), under the general direction of the Departmental Consulting Archeologist. The AAD serves as liaison with other Federal agencies in matters dealing with archeological resources; develops standards, guidelines and other documents for the management of archeological resources; and coordinates the collection of information from other agencies for inclusion in the annual report to Congress on the Federal archeological program. The AAD also is responsible for coordinating policy on the issuance of permits for archeological and paleontological investigations on public and Indian lands, and provides archeological contracting technical assistance. The Departmental Consulting Archeologist, who also is the NPS's Assistant Director for Archeology, is responsible for the archeological and anthropological programs of the NPS, and oversees the archeological programs of the Department of the Interior.

B. Past and Future Methods for Reporting

From FY75 through FY78, reports to Congress on the Federal archeological program consisted primarily of information on archeological investigations conducted by NPS's Interagency Archeological Services program. These investigations were funded either with monies appropriated to the Service under the 1974 Act or with monies transferred to the Service from other Federal agencies. In order to collect information on Federally-authorized archeological projects that were not conducted by the Service, the Service requested that all Federal agencies provide information concerning archeological projects conducted during FY76, FY77 and FY78. Because the information provided was largely incomplete, the reports were not able to reliably assess the scope and effectiveness of the Federal archeological program.

Since FY79, NPS has used a questionnaire to collect information from Federal agencies on their archeological activities. Initially the questionnaire was designed to collect information on individual projects conducted. However, because many agencies were not able to provide the level of detail requested on individual projects, the questionnaire was revised to collect information in a grouped format. Nevertheless, use of the questionnaire does not result in the collection of accurate information because some agencies are not able to extract the requested information from their records management systems. For example, archeological expenditures frequently may be included within general planning or construction budgets rather than be listed separately. Also, expenditures incurred by agency staff conducting projects in-house rather than by contracting ordinarily are not reported.

Because of these problems and others connected with use of a questionnaire, NPS will in subsequent years report on information on Federal archeological activities contained in the new computerized data base, in notifications to the Secretary of the Interior under section 4(a) of the 1974 Act, and in antiquities permit, prosecution and conviction statistics reported from Federal land managing agencies.

II. STATUS REPORTS ON ARCHEOLOGICAL ACTIVITIES CONDUCTED BY THE NATIONAL PARK SERVICE

A. Computerized Archeological Data Base

During FY84 the Archeological Assistance Division, NPS, developed and established a nationwide computerized data base of Federal archeological activities. This effort was in response to criticisms raised by the General Accounting Office in its evaluation of the Federal archeology program, and to efforts by the Society for American Archaeology encouraging the Department of the Interior to establish an archeological data base. In reports issued in 1979 and 1984, the General Accounting Office stated that the Federal archeological program was inefficient and redundant because of inadequate oversight and coordination by the Department of the Interior. The Congress responded to these criticisms and recommendations by providing funds to the NPS for the specific purpose of establishing a data base of Federal archeological activities. NPS has used these funds to design, develop and implement a nationwide computerized archeological data base. To date, the data base management system has been designed, the necessary software and hardware have been acquired, and the system has been implemented beginning with a demonstration project in the Washington, D.C., office (WASO), and a pilot project in the Southeast Regional Office (SERO) and the States of Georgia and Arkansas. Implementation of a national system involving all the regions, States, and Federal agencies is scheduled for the Summer of 1985.

As a first step toward developing a computerized data base, NPS conducted a nationwide survey of existing data bases being used by the States, Federal agencies and institutions. A number of systems are in place in both the Government and private sectors, but these are all woefully inadequate in preventing redundancy in the Federal archeological program. For example, on a nationwide scale, the National Technical Information Service (NTIS) in the Department of Commerce functions as a Federal repository of all reports generated by Federal agencies. Although NPS submits to NTIS reports on its archeological activities, not all Federal agencies do so. In addition, there are severe technical limitations to the NTIS system for archeological users. Since it is basically a cataloging system, it is not possible to conduct searches and sorts by geographic location. Location of projects by State and county are key data elements to know if an archeologist is searching for reports on previous archeological studies conducted in an area of a proposed Federal undertaking.

Also on a nationwide scale, four years ago a small group of professional archeologists in the private sector created a bibliographic and abstract service by establishing the journal American Archeology (formerly known as CRM Abstracts). The objective of the service is to compile an ongoing bibliography of archeological contract reports based on information voluntarily provided by professional archeologists.

One type of historic preservation activity information collection system that is required by law and regulation is operated by State Historic Preservation offices. Most State offices routinely collect information on preservation activities occurring within their respective States. Some Federal agencies also collect information on preservation activities occurring within areas under their control or jurisdiction. Unfortunately, most of this information routinely is not disseminated beyond the State or Federal agency.

The data base management system developed by the NPS does not duplicate these existing systems but does capitalize on them by capturing certain kinds of information. The failure of data management systems such as NTIS and American Archeology, which

