



# ON THE EVE OF THE 50TH ANNIVERSARY OF THE NATIONAL HISTORIC PRESERVATION ACT: FEDERAL ARCHEOLOGY REPORT 2008-2011

## THE SECRETARY'S REPORT TO CONGRESS

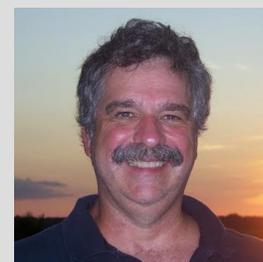
Jesse Nusbaum, the first Departmental Archeologist, reported in 1928 to Congress about Federal agency programs to monitor archeological projects and protect resources. The Archeological and Historic Preservation Act of 1974 (AHPA) was the first Federal law to require Federal agencies, through the Secretary of the Interior, to report to Congress about archeological stewardship and preservation activities. Reporting requirements in the Archaeological Resources Protection Act of 1979 (ARPA) prompted the development of a questionnaire to systematically collect information from Federal agencies with archeological responsibilities. This questionnaire has been administered annually since 1986. As of 2011, the NPS had collected 25 years of information about Federal archeology, and has made this information available to the public on the NPS Archeology Program website.

## WHO WE ARE

The Federal Archeology Program is a network of Federal agency archeologists who work on public lands, and in regional offices, research centers, and agency headquarters to care for archeological resources on behalf of the American people.

The Departmental Consulting Archeologist provides information to Congress and to the American people about archeological stewardship activities required by the National Historic Preservation Act Sections 106 and 110 carried out by:

- Agencies that manage archeological resources on Federal lands.
- Agencies that fund projects that have potential to impact archeological resources, including projects on state and private lands.
- Agencies that regulate or issue permits for activities that have potential to impact archeological resources, including activities on state or private lands.



Since 1928, the Departmental Consulting Archeologist has been an archeologist in the National Park Service who works on behalf of all Federal agencies to protect resources and promote archeology.

*“Our Federal agencies have been entrusted by the American people with the stewardship and interpretation of our shared cultural heritage. Through archeology we can tell everyone’s story. This report highlights a handful of the many accomplishments of the 2008-2011 time period. Today we continue our responsibility to protect cultural resources for future generations and expand our understanding of the human condition.”*

- Stanley Bond, Ph.D.  
Interior Departmental Consulting Archeologist

**TOP LEFT:** ARCHEOLOGICAL EXCAVATION AT HARPER FERRY NATIONAL HISTORICAL PARK. **TOP RIGHT:** AZTEC RUINS NATIONAL MONUMENT.

## PARTNERSHIPS, VOLUNTEERS, AND OUTREACH

The American public is our strongest link in the chain to protect and care for our archeological resources. Federal agencies strengthen that link through partnerships with nonfederal organizations, volunteer programs, and outreach. Partnerships with site stewardship programs and other local organizations connect communities with archeological heritage and promote personal investment in numerous ways, from educational programs to heritage tourism. Volunteer programs, like the U.S. Forest Service

PIT Program, help individuals gain experience in archeological field and laboratory work. Youth volunteer and internship programs, one of the biggest “growth” areas, engage students early in public service. Outreach programs such as BLM’s Project Archaeology train teachers to use archeology in the classroom.

Archeologists also work with colleagues to tell a diverse public about research results and the importance of archeological resources. The NPS Archeology Program has developed a series of four distance learning modules to encourage archeologists

and interpreters to work together to interpret archeological resources to the public. Between 2008 and 2011, these modules trained over 143 archeologists and interpreters for communicating archeological information in ways that appeal to diverse audiences.

*The American public is our strongest link in the chain to protect and care for our archeological resources.*

## 2008-2011 At A Glance

### INVENTORY AND STEWARDSHIP

- 149,554 archeological inventories and 2,244 data recovery projects carried out under NHPA Sections 106 and 110, resulting in 127,339 archeological reports.
- At least 16,889,502 acres inventoried to identify and document archeological resources.
- 120,936 new archeological sites on Federal lands documented.
- 32,119 archeological sites and districts evaluated for listing on the National Register of Historic Places.

### ARCHEOLOGICAL COLLECTIONS AND SUPPORT OF SCIENCE

- Over 63 million archeological objects and 738,000 cubic feet of archeological material preserved and cared for.
- Archeological collections utilized 523,720 times for research and exhibit.

### SITE PROTECTION

- 5,586 permits issued for archeological research on Federal land.
- 2,212 documented instances of looting and vandalism of archeological resources.

### PARTNERSHIPS AND VOLUNTEERS

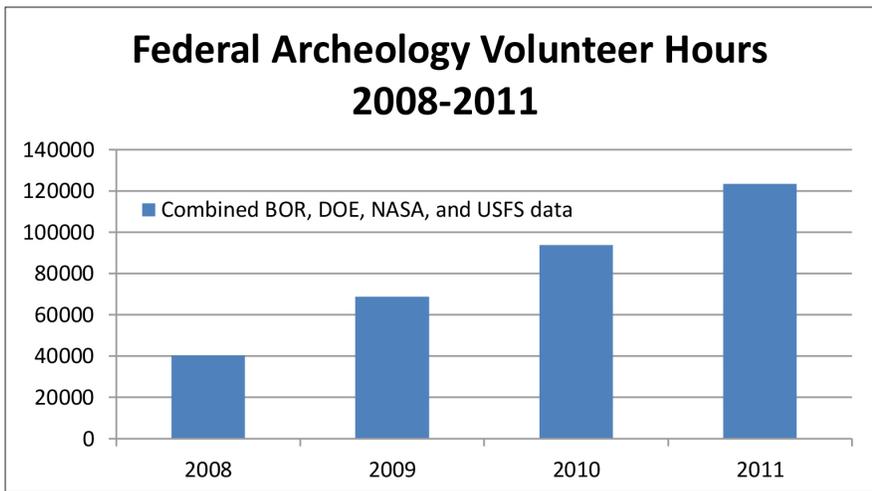
- 670,075 volunteer hours for archeology, valued at over 14 million dollars.
- 1,439 partnerships contributing over 2.6 million dollars for archeology.

### INVENTORY AND STEWARDSHIP

The National Historic Preservation Act promotes and supports good archeological stewardship. NHPA Section 106 prompts Federal agencies to take archeological resources into account before initiating Federal undertakings on or off Federal lands with potential to affect the resource. Section 110 compels Federal agencies to establish programs to systematically inventory archeological resources on Federal lands. The NHPA authorizes the National Register of Historic Places, an official list of the Nation’s historic places, including archeological sites, that are worthy of preservation.

Learn more about the National Register at <http://www.nps.gov/nr/>.

Learn more about the National Historic Preservation Act at <http://www.nps.gov/archeology/tools/laws/NHPA.htm>.



**VOLUNTEER HOURS FOR FOUR FEDERAL AGENCIES THAT REPORTED DATA ALL YEARS OF REPORTING PERIOD.**

## CONSULTATION, COOPERATION, AND COORDINATION ADVANCES ARCHEOLOGICAL KNOWLEDGE

Lake Iliamna, connected to Bristol Bay by the Kvichak River, is one of the richest salmon fisheries in the world. A unique partnership between a private landowner, the Bureau of Indian Affairs, Alaska state government, the University of Alaska-Southeast, and Alaska Native villages is helping archeologists and Alaska Natives to learn more about the history of this important resource.

A landowner found artifacts eroding out of the bank of the river on his Native allotment, and brought them to the attention of archeologists. The diagnostic projectile points in the assemblage indicate that the site may be 10,000 years.

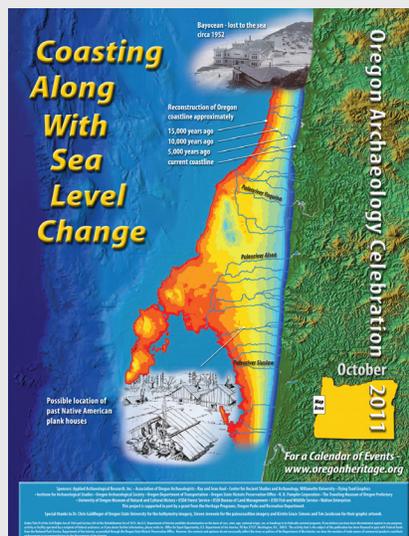
Over the past two years, consultations have been underway to plan and coordinate an archeological field school to explore the Moose Hill site. The field school has the support of the land owner, whose interest in archeology has inspired efforts to work with the local school systems and tribal governments in the region to support the project. The project is bringing a wide range of people together, from local school teachers to tephra chronologists, in a collaborative effort to re-write the ancient history of the region.

## OREGON ARCHAEOLOGY CELEBRATION MONTH

October is Oregon Archaeology Celebration month. Each year a committee of archeologists from Federal, state and private agencies creates a theme for a poster to educate the public about Oregon archeology. A calendar of events showcases the public celebrations focused on Oregon's history and heritage. The Salem District Bureau of Land Management creates and produces the Oregon Archaeology Celebration poster and calendar and distributes them. Over 2,500 posters and 5,000 calendars are distributed to schools, museums, Federal and state agencies, tribes, libraries and other venues.

The 2011 poster theme "Coasting Along with Sea Level Change" was selected because changing sea levels pose a threat to many archeological sites along the Oregon coast. The poster shows that rising sea levels have changed the shape of the coastline and submerged archeological sites. Knowing what the coast looked like in the

past when sea levels were lower helps identify archeological sites that are now underwater. It also enables us to understand ways we can protect the archeological record from sea level rise.



THE 2011 OREGON ARCHAEOLOGY CELEBRATION MONTH POSTER WAS AWARDED 2ND PLACE IN THE SOCIETY FOR AMERICAN ARCHAEOLOGY WEEK/MONTH POSTER COMPETITION.

[http://www.nps.gov/archeology/SRC/ORARCH\\_Posters\\_web\\_2011.pdf](http://www.nps.gov/archeology/SRC/ORARCH_Posters_web_2011.pdf)

## SECTION 106 COMPLIANCE PROJECT YIELDS OUTSTANDING RESULTS

The U.S. Customs and Border Protection completed data recovery archeology projects at three sites on the northern U.S. border as part of the American Recovery and Reinvestment Act (ARRA) Port Modernization project. Archeological sites at Boundary, Washington; Bridge-water, Maine; and Forest City, Maine ports of entry were determined eligible for listing on the National Register of Historic Places. The U.S. Customs and Border Protection agency con-

ducted archeological investigations as part of the mitigation for construction at the sites. Excavations at Boundary, for example, revealed the limits of the town and shed light on life in this late nineteenth/early twentieth century frontier town. Unusually complete archeological findings led to increased knowledge of rare Paleoin-dian (circa 11,000-10,400 B.P.) and Early Archaic (circa 7,000 B.P.) period Native American sites.

At each location Customs and Border Protection personnel conducted numerous public outreach events to engage the community and inform them of the significance of the finds. Public outreach included permanent kiosks at the ports of entry, brochures, and public presentations in nearby communities.

# PRESERVING HISTORY at BOUNDARY

RIGHT: Crane valve on the pipe distribution system. Manufacture of this particular valve began in 1902.



BELOW: Chinese brown glaze stone-ware pot or jug fragments recovered from archaeological investigations on right.

BELOW RIGHT: Complete example, likely used to contain soy sauce, or black vinegar.

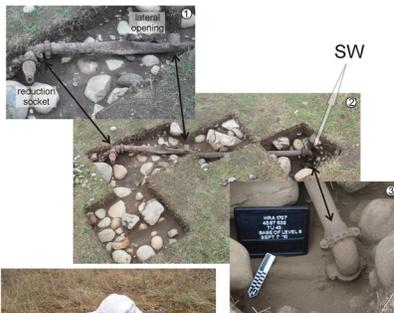


LEFT: Swedish newspaper fragments from one of several Swedish language periodicals available at the turn of the century.

LEFT: HATTIE nameplate thought to have belonged to Hattie McAllister, possibly the mother or mother-in-law of a local merchant.

In 2009, planning began for construction of the new Boundary Land Port of Entry (LPOE). To comply with the National Historic Preservation Act, U.S. Customs and Border Protection (CBP) completed archaeological excavations at the historic Boundary townsite. The site was first identified in 2004, when archaeological investigations revealed the late-19th and early-20th century townsite of Old Boundary and the associated cemetery. Following geophysical investigations in 2009, the site was recommended eligible for inclusion in the National Register of Historic Places. Additional investigations (shown at right) were conducted in 2009 and 2010 to better define the boundaries of the townsite and to determine if it extended into the construction limits of the new LPOE.

Excavations shed light on life at this frontier town. Work uncovered post pier foundations and other remnants of domestic and commercial buildings. Over 25,000 artifacts were collected and are housed at Wash-



ABOVE RIGHT: Archaeologists document and collect information from the excavated features.

ABOVE: A network of what is presumed to be water piping was discovered throughout the site.

LEFT: An archaeologist carefully analyzing and documenting discovered artifacts.



ington State University Museum of Anthropology. The artifacts represent everyday American life at the turn of the century, including bottle fragments (patent medicines, alcohol and beverage, and food storage); ceramic plates and bowls; nails; various metal items; tin can fragments; tools, and personal items like buttons, toys, and pins. Scraps of a Swedish newspaper and a brass pin spelling "HATTIE" were among the artifacts recovered during the archaeological investigations. In-ground features discovered include building foundations and a spiral-welded steel pipe distribution system. The pipe distribution system most likely served as a main supply conduit for water-driven machinery associated with the townsite's logging and pole mill operation.

CBP is dedicated to preserving the townsite and associated cemetery as part of its commitment to preserving and documenting America's past for present and future.



ABOVE: Potential rock fall from what may have been a foundation.

## ARCHEOLOGICAL COLLECTIONS STEWARDSHIP

Archeological research does not end with excavation. Federal agencies are required by law to care for the materials that are excavated from archeological sites on Federal lands. Currently, the Departmental Consulting Archeologist is coordinating with Federal agencies to update Curation of Federally Owned and Administered Archeological Collections (36 CFR 79), regulations concerning the care of archeological collections. A new section will be added to permit the removal of materials that are of insufficient archeological value from collections.

*Well-curated archeological collections, along with excavation records, are a valuable research source for future generations of archeologists.*

For more information about Curation of Federally Owned and Administered Archeological Collections, go to <http://www.nps.gov/archeology/tools/laws/36CFR79.htm>.



STAFF, VETERANS CURATION PROGRAMS, ALEXANDRIA, VA, FACILITY.

## ARCHEOLOGICAL COLLECTIONS AND THE VETERANS CURATION PROGRAM

Recently, archeology has provided ways for veterans to re-enter the work force. In 2009, the U.S. Army Corps of Engineers MCX-CMAC in the St. Louis District began the Veterans Curation Program (VCP). This unique program provides veterans with employment and training through the rehabilitation and preservation of archeological collections. The VCP in 2008-2011 employed 124 veterans and 5 active duty volunteers to curate approximately

804 cubic feet of artifacts and 101.5 linear feet of records. Ten thousand digital assets, including photographs and scans, provide greater accessibility to archeological collections.

The VCP provides veterans with tangible work skills, including software proficiency, database management, records processing, object inventory and tracking, photography and scanning, report writing and critical thinking. The veterans

have a supportive environment in which to transition from a military to civilian workplace. The three VCP laboratories are located in Augusta, Georgia; St. Louis, Missouri; and Alexandria, Virginia. As of August 1, 2013, there were 106 graduates from the program and 84% have found employment or are continuing their education.



## FEDERAL SUPPORT OF SCIENCE AND HISTORY

Archeological research is often the only way to learn about human societies and communities that left no written record. Documents are written by the literate for the literate. Archeology can yield information about powerless and invisible people, including enslaved persons, the poor, and children. In some cases, archeology is the only source of information about events that left no witnesses, such as the shipwrecks cared for by the Bureau of Energy and Ocean Management.

Scientific archeology, with its emphasis on past human behavior, is uniquely poised to contribute to our knowledge about climate change and other environmental issues. Past settlement locations can provide benchmarks to measure changing shorelines; the array of plant and animal remains found in sites can help reconstruct past environments; and study of community resilience in the ancient past can help us to construct our own responses to climate change. Many important archeological resources for studying climate change are found on Federal lands, as these lands have been protected from development and contain undisturbed archeological deposits.

*Historical archeology provides a perspective on the past that is independent of a period's written records.*

## THE WORLD WAR II BATTLE OF THE ATLANTIC EXPEDITION

The Bureau of Ocean Energy Management (BOEM) manages the development of the nation's offshore energy and mineral resources on the outer Continental Shelf (OCS), encompassing 1.76 billion acres. Under NHPA Sections 110 and 106, and to assist with future offshore energy and mineral resource planning activities, BOEM's Environmental Studies Program and partnerships have funded and participated in multiple archeological studies. These studies aim to understand historic properties located on the OCS and develop the science to protect these unique, non-renewable resources.

Since 2008, the BOEM, NOAA Monitor National Marine Sanctuary, the NPS Submerged Resources Center, East Caro-

lina University's Program in Maritime Studies, University of North Carolina's Coastal Studies Institute, North Carolina Department of Cultural Resources, and North Carolina Aquarium on Roanoke Island have been conducting archeological investigations on Axis and Allied casualties off the North Carolina coastline. The project has documented the World War II Battle of the Atlantic, which was the closest theater of war to the continental United States. From 1939 through the end of the war with Germany, hundreds of vessels were lost. Many of them are now located on the seafloor and recognized as non-renewable archeological resources that are being investigated by the project.



DIVERS DOCUMENTING THE U-701, A WWII GERMAN SUBMARINE 2008. NOAA PHOTO BY STEVE SELLERS

## ICE PATCH ARCHEOLOGY

One growing science that is related to climate change is ice patch archeology, where archeologists monitor melting snowfields to locate cultural items. The snowfields, which are located at high altitudes or high latitudes, were places for past people and animals to escape heat and insects. They may also have been on routes traveled by ancient people. Artifacts preserved in snow and ice offer new insights into ancient life, because they frequently include the organic components of artifacts that are usually not preserved.

A number of National Park Service projects have focused on retrieving these fragile artifacts, which decay rapidly after thawing. Projects at Denali National Park and Preserve, Wrangell-St. Elias National Park and Preserve, and Glacier National Park are elucidating new dimensions to our understanding of climate change and adaptation.



ICE PATCH ARCHEOLOGY TEAM MEMBER DISCOVERS A WOOD FRAGMENT IN AN ICE PATCH IN GLACIER NP.

## PROTECTING ARCHEOLOGICAL SITES FROM LOOTERS AND VANDALS

Unlike living populations of plants and animals, archeological sites are nonrenewable resources. Archeologists carefully consider whether it is necessary to excavate a site, and leave a portion unexcavated for future scientists. Federal agencies monitor archeological projects on Federal lands by issuing permits for research. Law enforcement officers and archeologists also protect resources by monitoring sites, apprehending looters and vandals, and educating the public about the value of archeological resources. Over time, looting has taken a terrible toll, prompting the passage of the Antiquities Act in 1906, and later the 1979 Archaeological Resources Protection Act (ARPA). The wanton theft and unlawful destruction of artifacts and their contexts tragically prevent us from learning about the cultures that made and used the looted objects.

## OPERATION CERBERUS ACTION

Twelve indictments charging 24 defendants with violations of the Archaeological Resources Protection Act (ARPA) and the Native American Graves Protection and Repatriation Act (NAGPRA) were issued in 2009 for artifact collecting on Federal lands in Utah. Many of the defendants lived in southeastern Utah, and had collected artifacts for generations in open violation of Federal cultural resource protection laws.

Utah's ancient inhabitants left behind a striking record of clothing, pottery, rock art and tools. The dry climate and lack of land development helped preserve the artifacts of the

Ancestral Puebloans and the Fremont people, two distinct cultures that populated the Colorado Plateau from A.D. 700 to 1300. Among the artifacts unearthed or trafficked by the suspects were woven sandals and baskets, a turkey feather blanket, a shell necklace, effigies, carved prayer sticks and the signature black-on-white and polychrome orange pottery of the Ancestral Puebloans.

The Operation Cerberus Action investigation, carried out by FBI and BLM agents resulted in 28 Federal convictions on 105 felony counts, and the recovery of hundreds of thousands of archeological artifacts.

## SUPPORTING YOUTH AND DIVERSITY INITIATIVES

Archeology field schools on Federal lands get students outdoors and build workforce diversity through a common interest in archeology. Students from a wide variety of backgrounds learn archeological data collection methods, including excavation, documentation, and geophysical prospecting. They also learned practical skills such as camping and hiking and become comfortable in an outdoor setting. For some, it may be the first time that they have spent time in a National Forest or park away from an urban environment. For others, like Crow and Northern Cheyenne students who attended an archeological field school at Bighorn Canyon National Recreation Area, it was an opportunity to be in their ancestral homelands. These experiences create a different kind of connection to a place and shape our future Federal archeologists.

### ACKNOWLEDGEMENTS

Karen Mudar developed and wrote the report. Amber Dumler was responsible for layout design.

The NPS appreciates the effort of Federal agency staff members who provided data and case studies for this report.

Information about Federal Archeology Reports, including numerical data and previous reports, is available on the NPS Archeology Program website at <http://www.nps.gov/archeology/SRC/INDEX.HTM>

Contact: Stanley Bond, Departmental Consulting Archeologist, Department of Interior, [dca@nps.gov](mailto:dca@nps.gov).

## BIGHORN CANYON NRA SUPPORTS STUDENT LEARNING

Since 2005, NPS archeologist Chris Finley has trained hundreds of students in archeological methods at Bighorn Canyon National Recreation Area. His field schools have brought students from all over the world. In 2009-2010, with funding through an "America's Best Idea" National Park Foundation grant, Finley carried out an archeological field school for Northern Cheyenne and Crow graduating high school students through the Little Bighorn College of Science, Technology, Engineering, and Math (STEM) Program. Each summer, 17 students were given the opportunity to witness their history through hands-on experience in documenting tipi rings on ancestral lands in the park. The field schools helped the park, too. Finley estimates that

about \$100,000 (made up of student fees, grants, and park funds) went into running the field schools for seven years, but that the volunteer hours that the students donated during the field work were the equivalent of \$513,000, a return of more than 4 to 1 on the park's investment. They carried out archeological survey and excavation, conducted oral histories, and assisted in other cultural resource projects that benefited the park.

"It made me realize how amazing it is to be a Crow."

- Crow Indian student, archeology field school, Bighorn Canyon NRA



STUDENTS SURVEYING TИPI RINGS AT BIGHORN CANYON NATIONAL RECREATION AREA