

c o m m o n Ground

ARCHEOLOGY AND ETHNOGRAPHY IN THE PUBLIC INTEREST



**the
future**
of public archeology

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**Common Ground:
Archeology and
Ethnography in
the Public
Interest**

Winter 1999

Cover: New Mexico's
Fort Union National
Monument on the head
of a microchip.

NPS Harpers Ferry
Center, George Grant
Collection/ EyeWire

FEATURES

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■ **HEADWATERS, PART 2: TRIBUTARIES**

Three legislative initiatives largely shaped the federal archeology program as it's known today. Surprisingly, archeologists were involved in developing only one of them.

BY CHARLES R. MCGIMSEY III

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■ **THE FUTURE OF PUBLIC ARCHEOLOGY**

It's been almost a decade since the Secretary of the Interior announced a new strategy for preserving the nation's most diverse legacy. With the strategy's recent revision by DOI Secretary Babbitt, it's time to take a look at the success so far—and the future that might be in store.

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■ **MINING THE BIG DIG**

Boston's Big Dig, the most complex highway project in the nation's history, yielded hundreds of thousands of artifacts and stacks of technical reports. The next question was, "Now what?" The answer was a series of exhibits tailored to sections of the city.

BY ANN-ELIZA H. LEWIS AND BRONA G. SIMON

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■ **SILENT VICTORY**

Scattered throughout the Pacific islands, ghostly reminders of WWII have become an archeological legacy.

PHOTOGRAPHS BY RICHARD MARIN, TEXT BY JOSEPH FLANAGAN

- in context -

by Francis P. McManamon

A LOOK TO THE FUTURE

W hat we sometimes call the “federal archeology program” is actually a set of programs, some large, some small, carried out by 40 different government agencies and their partners. These agencies—who manage land, construct dams, highways, and pipelines, and regulate an array of activities—spend tens of millions of dollars every year identifying, analyzing, and preserving archeological sites,

collections, records, and data. As one might expect, their archeological responsibilities are broad and diverse.

That so many agencies are responsible is a strength of the U.S. system in that more work is done and more attention focused on the resources.

However, a drawback is that in the absence of central professional control, high standards of performance might not be upheld, objectives might not be appropriately focused, and too little attention might be paid to the results.

The federal archeology program, and public archeology generally, needs an integrative mechanism to maintain standards and keep efforts focused. That’s the goal of the National Strategy for Federal Archeology, developed by federal archeologists in 1989 and issued by Secretary of the Interior Manuel Lujan in 1991. His successor, Bruce Babbitt, issued an update last year.

The strategy identifies four broad areas for action: preserving sites in situ, conserving collections and records, using and sharing research results, and promoting public education and outreach. All archeology programs should contribute to one or more of these; some already focus on all four.

The strategy encourages well-designed research in all of these areas, to be shared with professional and general audiences alike. Research is essential to all scientific disciplines. This research—in both design and execution—must take care to limit the destruction of the archeological record that inevitably accompanies excavations and, sometimes, analysis.

The national strategy also focuses attention on the infrastructure of preservation and interpretation, calling for advances in develop-

ing and sharing databases, upgrading collections care, and improving archives management. The explosive growth of archeology since the 1950s has been channeled primarily into fieldwork. Only recently have concerns about collections and data preservation come into sharp focus. More attention—in terms of funding and staffing—is needed. Without solutions to these challenges, the hard work already put into the surveys and excavations will be substantially diminished.

One challenge not explicitly addressed by the strategy looms ahead. During the 1970s and 1980s, public agencies hired substantial numbers of archeologists to care for these newly recognized resources. This national network of public archeologists is one of the remarkable achievements of the period. Over the next 20 years, however, these professionals will retire. Government downsizing has already shrunk their ranks. Replacing this corps will require

“Public agencies, the profession, private associations, and citizens must all embrace preservation as a part of what we do.”

the attention of all of us, as well as concerted action by our political supporters and the leaders of the archeological profession.

There is no quick fix to the challenges identified by the strategy, now twice updated and reissued. Public agencies, the profession, private associations, and citizens must all embrace preservation as a part of what we do. The National Park Service stands ready to cooperate in every way it can.

Francis P. McManamon is Chief, Archeology and Ethnography Program, and Departmental Consulting Archeologist, National Park Service, Department of the Interior.

-Diggings-

NEWS, VIEWS, AND RECENTLY NOTED

EXCAVATING THE PUBLIC MIND

POLL FINDS MISCONCEPTIONS, SUPPORT FOR PROTECTING SITES

Three new archeology magazines hit the streets in the last several years; archeology's star, perhaps, is on the rise. That's why the nation's top archeological organizations decided to conduct the first-ever survey of how well the public understands archeology.

According to the poll, conducted by Harris, Americans support the goals and practice of the profession, think it's important to today's society, and endorse laws protecting sites and artifacts. Still, they harbor major misconceptions about archeology and its accomplishments.

Respondents evidenced a high level of interest in the discipline; over a third had been to a site and most (88%) had visited a museum with an archeological exhibit. Their grasp was fairly accurate too—almost all believed archeologists study ancient civilizations and the human past, using words like “excavate,” “analyze,” “research,” and “document” to describe the work. But most thought of digging or bones when they heard the word “archeology,” with no mention of archeologists analyzing plant remains, settlement patterns, past environments, and the like, or using hi-tech tools such as satellites. More than 8 in 10 respondents agreed, when asked, that archeologists study dinosaurs.

Over a third (38%) mentioned Egyptian sites like the pyramids as among the most important discoveries; some mentioned sites from the Americas too (Aztec ruins, 6%; Inca remains in Peru, 6%; Mayan ruins and temples,

6%). Very few (less than 1%) mentioned sites in North America.

Television (56%) was the top source of information about archeology. A third also cited books and magazines; 25% mentioned newspapers. Only 9% said they had learned about archeology in a museum (perhaps they considered the experience recreation, not education).

When asked about how they like to learn about archeology, half said TV, followed by magazines (22%), books (21%), and newspapers (11%). Perhaps to remedy a gap in their own education—fewer than 10% learned about archeology in elementary school—most said it should be in the curriculum from the earliest years.

A clear majority (96%) believed there should be laws protecting sites, but were less certain when they are on private land. Although two-

thirds thought it should be illegal “to dig up arrowheads or pots from your own property,” respondents equivocated with the statement “individuals should have legal rights to any archaeological artifacts they find on private property”: 49% disagreed or strongly disagreed, 44% agreed or strongly agreed. Perhaps this is because, with the first question, they were thinking about someone needing the qualifications to excavate, while the second suggests a potential conflict with individual rights. Most disagreed with “The U.S. Government should own all archaeological sites and objects in the United States” (58% disagreed, 20% strongly disagreed). There was an equal split on the statement, “Museums should have legal rights to any archaeological artifacts found in the United States.”

Most agreed that public funds should be used to protect sites, and over two-thirds said that artifacts should not be taken out of another country against its wishes.

The poll—a random sample of 1,016 adults across the continental United States—was initiated by a consortium including the Society for American Archaeology, the Archaeological Conservancy, the Archaeological Institute of America, the Bureau of Land Management, the Fish and Wildlife Service, the Forest Service, the National Park Service, and the Society for Historical Archaeology. Government agencies took part because they care for some of the nation's premier archeological sites, along with an array of collections and associated records. The complete poll results are on the SAA's web site, www.saa.org.



TUNING IN PUBLIC OPINION

agree 66%

strongly agree 14%

■ PUBLIC FUNDS SHOULD BE USED FOR ARCHEOLOGY

building a house or business on the site of a prehistoric Indian village 85%

building a house or business on the site of a Revolutionary or Civil War battlefield 73%

digging up arrowheads or pottery on your own land 67%

selling any artifacts you find 69%

selling artifacts you find on someone else's property 82%

taking arrowheads from public property 57%

altering or removing rock art 84%

taking from shipwrecks 61%

importing artifacts from a country against its wishes 90%

■ THERE SHOULD BE LAWS AGAINST . . .

archeological sites 28%

artifacts against illegal sale 23%

unmarked burials 24%

shipwrecks 22%

■ THE LAW ALREADY PROTECTS . . .



television 56%

books and magazines 33%

newspapers 23%

college 23%

high school 20%

elementary school 10%

national geographic 14%

the discovery channel 6%

dig or archeological project 2%

lecture 1%

archeological or historical society 1%

historical or cultural events 1%

■ WHERE HAVE YOU LEARNED ABOUT ARCHEOLOGY?

NPS HARRIS FERRY CENTER/CLASSIC PIO

I N P R I N T

■ STEMMING DESTRUCTION

Now more than ever, there is a need to impress on the public that—without their cooperation—we are destined to lose our heritage. That's the goal of **Preventing Cultural Resources Destruction: Taking Action Through Interpretation**, a guide to using displays, handouts, live programs, and the like to reach visitors not aware of preservation law or the value of archeological remains.

Ideally, the act of interpreting a site should instill a preservation ethic. Yet visitors may collect Civil War bullets along a trail, damage rock art with oily fingers, or even strip a barn for campfire wood. This handbook, based on the experience of archeologists, law enforcement officers, educators, and land managers, offers a wealth of ideas for dealing with the problem.

Free from the NPS Archeology and Ethnography Program, 1849 C St., NW, NC210, Washington, DC 20240, (202) 343-4113, fax (202) 523-1547, e-mail richard_waldbauer@nps.gov.

-sitewatch

■ PROTECTING THE NATION'S ARCHEOLOGICAL HERITAGE

WOULD-BE BATTLEFIELD LOOTER GETS CIVIL PENALTY

FIRST CASE FOR ATTEMPT VIOLATION

A man caught hunting for Civil War artifacts is the first to be assessed a civil penalty for attempting to loot under the Archaeological Resources Protection Act. The charge, brought by the U.S. Attorney's Office for the eastern district of Virginia, stemmed from an incident at Manassas National Battlefield.

Last September, Ranger Scotty Ryan spotted Dennis Keppler searching for musket balls along the trail between Mathews Hill and the Stone House (opposite), where much of the fighting took place in July of 1861. Keppler said he knew his actions were illegal, having read recent articles about artifact hunters being prosecuted. Since there was no evidence of digging, nor any artifacts on his person or in his car, Keppler was charged with attempt.

Keppler received a civil penalty for one count of attempting to loot. Since no damage was done, there was no financial assessment. However, because the incident is now on the books, Keppler could face felony charges if he violates the act again. Assistant U.S. Attorney Dennis M. Kennedy handled the case, yet another in a series that reflects the district's aggressive enforcement of the statute.

RIGHT: The stone house at Manassas National Battlefield Park.





Firm Pays \$18,000 for Damage

Clyde-Woodward International, a contracting firm, has paid \$18,000 for damaging rare archaeological sites while excavating around a Utah dam to bid on repairs. The sites, clustered near Long Park Reservoir Dam high in Ashley National Forest, suggest that prehistoric peoples made heavier use of the mountainous area than once thought.

The Forest Service had known about three of the sites since the mid-70s; six more were found in a survey anticipating the repair work, two eligible for the National Register. Most sites at this elevation (8,600 ft.) have very few cultural materials, indicating short-term settlement. These sites boasted a high density of artifacts. Some were stratified—also uncommon—which would have allowed radiocarbon dating.

The firm's employees knew about the importance of the sites, marked off with pin flags. But as work progressed FS staffers noticed a backhoe excavating inside the protected area, which damaged hearths, tools, projectile points, and ceramics ranging from about 100 to 1,500 years old.

Clyde-Woodward agreed to pay the damage as assessed, eliminating the need for administrative proceedings.

HABS/HAER



ALL PHOTOS ARKANSAS ARCHEOLOGICAL SURVEY EXCEPT AS NOTED; ABOVE, UNIVERSITY OF ARKANSAS MUSEUM

tributaries

headwaters part

archeology goes to capitol hill, 1960-1974



HABS/HAER

LIKE RIVERS, legislative programs have complex and multiple origins. It is both interesting and informative to look upstream to the tributaries and, ultimately, to the headwaters of those tributaries. Only by so doing can we understand how the river, or the program, came to life and functions as it does.

An earlier article (*Common Ground* summer/fall 1998) looked at how, during the postwar boom, three almost inconsequential

streams became headwaters of the federal archeology program: the River Basin Surveys, corporate involvement with public archeology, and highway salvage archeology. Here, we explore three legislative tributaries that, together with these earlier events, largely shaped the program as we know it today.

by charles r. mcgimsey III

“The environmental

policy act has had as important an affect on archeology as any single piece of legislation, yet no archeologist was involved with, or probably even aware of, its progression through the congressional mill to passage.”



The National Historic Preservation Act

1966

The Historic Preservation Act of 1966, along with the National Environmental Policy Act of 1969 and the Archeological and Historic Preservation Act of 1974, provided the legislative support under which cultural resource management, as we know it, developed.

The first established the philosophical base and administrative structure, the second made archeology a required part of planning for every federal agency and project, while the third supplied the rationale for ongoing funds tied to programs and projects as they develop, rather than to a single annual estimate of what NPS—then the central funding agency for archeology—might need. Interestingly, neither of the first two had any input from archeologists, while the third was developed and passed almost exclusively by them.

Historic preservation grew rapidly in the years immediately following WWII. Activities like urban renewal and the construction of new highways were recognized as posing an ever increasing threat to our past, particularly to what came to be known as the built environment. Various societies and organizations sprang up around the country each with a goal of preserving an element (or elements) of the past before it disappeared as so much had already been lost.

In 1947 the National Council for Historic Sites and Buildings was convened at the National Gallery of Art in Washington, D.C. Archeologists J. O. Brew and Frank Roberts were present (as was NPS historian Ronald F. Lee, who had a strong interest in archeology) so the discipline was not completely overlooked. But the emphasis was on preserving buildings. Out of this meeting came the draft of the charter founding, in 1949, the National Trust for Historic Preservation. While the Trust's charge encompasses archeology, that has never been a major thrust of its efforts.

By the early 1960s the public and the federal government had become increasingly receptive to action along the preservation front. The National Endowment for the Arts and Humanities was established in 1965. About that same time, Supreme Court decisions affirmed that not only "health" and "safety" but also "public welfare" was a constitutional right. And public welfare was interpreted broadly to include the right to beauty, cleanliness, and the preservation of elements of the past.

It was in this milieu, in the fall of 1965, that a special committee on historic preservation (chaired by Rep. Claude Rains of Alabama) was formed under the auspices of the U. S. Conference of Mayors. Consultants to the committee included Ronald F. Lee, now regional director of the NPS northeast region.



■ Above: Investigators search for signs of archeological deposits at the Cedar Grove site in Arkansas.

The committee's findings and recommendations—which addressed archeology as well as the built environment—were published in the book *With Heritage So Rich*. Even more importantly, they were promptly incorporated into the legislation that became the National Historic Preservation Act of 1966.

The National Environmental Policy Act

1969

The Environmental Policy Act has had as important an affect on archeology as any single piece of legislation, yet no archeologist was involved with, or probably even aware of, its progression through the congressional mill to passage. The act was brought into being by those whose primary concern was the natural environment, yet section 101(b)(4) states "it is the continuing responsibility of the Federal Government to use all practical means consistent with other essential considerations of national policy, to improve and coordinate Federal plans, functions, programs, and resources to the end that the Nation may preserve important historic, cultural, and natural aspects of our national heritage . . ." The presence of the two words "historic" and "cultural"—the only place they occur in the entire act—became the

- Preceding pages, left to right: The author carrying out emergency excavation at an Arkansas archeological site, 1965; U.S. Capitol; archeologists examine a test trench. Left: Stripping away surface soil to expose archeological features.

basis for subsequent court decisions solidifying the incorporation of archeology into NEPA. I had long wondered how those words came to be there.

The initial ideas that developed into NEPA evidently didn't originate with some group outside of Congress, nor did any special interests shepherd it through to passage. The drafting was primarily the work of the Senate Committee on Interior and Insular Affairs under the direction of Sen. Henry Jackson of Washington, and, in the House, of Rep. John Dingell of Michigan. Their initial work concentrated on the concepts that became title II of the act; that is, the establishment of the Council on Environmental Quality.

At some point, however, Lynton K. Caldwell, a professor in forestry at Indiana University, was brought in to advise the committee. He evidently was the architect of the concepts that became title I.

During his career Caldwell had spent some time advising the government of Thailand on environmental affairs. There he became impressed with how cultural ideas and practices affect a people's attitudes and actions with regard to the environment.

Caldwell did not want NEPA to become simply another pious statement but rather sought some way to provide an "action forcing" mechanism. In response, Dan Dreyfus of Sen. Jackson's staff—who was responsible for much of the actual drafting—developed the concept of the environmental impact statement.

The EIS is not designed to be, in itself, a scientific study, but rather a gathering and review of the essential evidence relevant to a potential threat to the environment. Nor does the EIS require that any specific action be taken. It does require consideration of the relevant historic, cultural, and natural data before any final decision is made. Caldwell's experience convinced him this was essential to understanding the complexities of any natural system. Therefore, he took care that NEPA contained wording to assure that all decisions be made in complete historical and cultural context. And we all are very much in his debt.

Before leaving NEPA we must also take note of the critical role played by Larry Banks, at the time the sole archeologist with the Corps of Engineers. His leadership and determination were instrumental in bringing the Corps to initiate an early implementation process for NEPA, including on-the-ground review of

"Our legis



historical and archeological resources. This set an example that other agencies followed.

The Archeological and Historic Preservation Act

1974

The Moss-Bennett Act can trace its origin to a simple question I posed in 1968: How could the Arkansas Archeological Survey, which I then directed, best use several thousand dollars in salary money that would not carry forward into the upcoming fiscal year? I addressed my question to Hester Davis, state archeologist, with whom I shared an office.

The idea that came out of our discussion was to ask Jimmy Griffin and Phil Phillips to join us in a review of the Mississippi Valley's archeology (the two had carried out a seminal study with Jim Ford, recently passed away). Phil had other commitments but Jimmy was able and willing to participate.

That summer, Jimmy, Hester, and I toured the valley. We asked all the archeologists active in the area to meet with us at either Greenville, Mississippi, the bootheel of Missouri, or East St. Louis. Despite the short notice, some 50 of them attended. At each session, we reviewed what we thought we knew, discussed the evidence on which our "knowledge" was based, and considered what our research priorities should be in the future. This may have been the first archeological research design ever developed for a region of the United States.

However, there were other even more significant results, for the discussions crystallized in the minds of all of us that not only were sites in the valley imminently threatened (documented over several years with studies of land leveling, surface mining, etc.) but that the threats were on a national not a regional scale. We came to realize, as well, that solutions, if such there were,



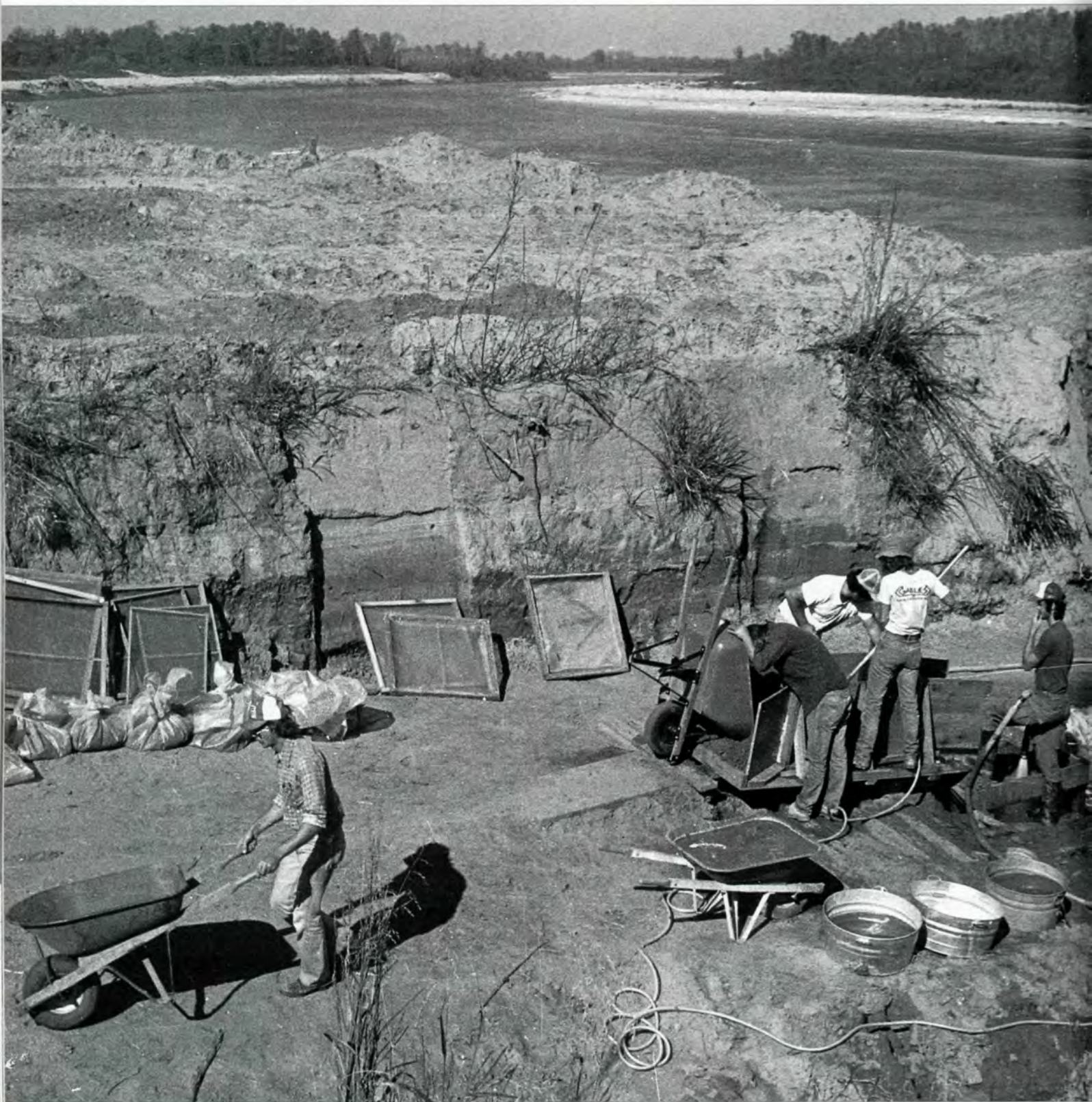
■ Above: A bulldozer carefully clears away soil to uncover a site.

would have to be sought on a national stage. It was decided that some form of legislation be explored. As a direct result, early in 1969, Carl Chapman and I made the first of what came to be many trips to Washington, D.C.

The problem with the River Basin approach was that it limited archeology to areas behind dams and demanded a lump-sum appropriation, requested and defended annually, without providing for emergencies or changes in the programs of the agencies actually causing the losses. Our legislative goal, quite simply, was to authorize every agency to use its funds to investigate the threatened resources. In short, Moss-Bennett was designed to provide a legislatively based philosophy for funding archeology on an ongoing basis, something singularly lacking in the River Basin approach and the 1960 Reservoir Salvage Act.

We met with a number of congressional staffs, including that of Sen. Fulbright. His staffers agreed that there was a problem, that our ideas were sound, and that there would be no opposition if we handled it well. We were appalled when they said it would take us five years. We ultimately settled on Senator Frank Moss of Utah and Representative Charles Bennett of Florida as sponsors and sat down with the former's staff to draft the bill. The legislation went through multiple drafts, many hearings, and three sessions of Congress before, five years later, as predicted, it became law in 1974. During that time I personally visited every congressional delegation, often on multiple occasions. Many, many others lobbied as well. One unintended consequence was to alert the profession to the need for active congressional attention; this led, ultimately, to the SAA Government Affairs Committee with its full time lobbyist.

With the advantage of hindsight, Moss-Bennett has been criticized for not having been tied more closely and overtly with the 1966 preservation act. At the time, none of us involved with Moss-Bennett thought this seemed necessary. The administrative organization provided by the 1966 act was adequate, in place, and—despite various initial organizational struggles—beginning to work reasonably well. Hester Davis and I, two of the three principle authors of the first Arkansas State Historic Preservation Plan, saw no basic problems in our state with Moss-Bennett fitting right in. We had been strongly advised by our congressional sponsors to amend rather than introduce legislation. Amending the 1966 act was one possibility, but the 1960 act codified the restriction of funding to NPS, and as Moss-Bennett was directed specifically toward broadening the funding base for archeology, the latter law was the logical one to change. Further, it was simpler (always a desirable legislative approach) for the very reason that the 1960 act did not directly involve other complex programs. To have endeavored to tie Moss-Bennett closely with the 1966 act would have opened a very complex can of worms indeed.





To be sure, problems did develop with integrating Moss-Bennett with the Historic Preservation Act, just as there were problems with other aspects of it before things got shaken down. Possibly, Moss-Bennett should have referenced the 1966 act in some way. But, viewing things retrospectively, I do not believe that attempting to integrate the two would have alleviated the problems that later arose. Had we attempted to do so, I believe that Moss-Bennett would have sunk without a trace as it moved through Congress, and cultural resource management, as we know it, would not have developed.

Conclusion

The streams of events explored in these two articles united to become the river that is the federal archeology program. One headwater I have not covered is Executive Order 11593. This is not because it was not a significant element leading to the development of the program, but simply because I haven't a clue as to what brought about its issuance. If others do know I hope they will enlighten the rest of us.

NOTES

"The National Historic Preservation Act": Mackintosh 1986, Mulloy 1976, Rains et al. 1966.

"The National Environmental Policy Act": Caldwell 1982, Ruthann Knudson, pers. comm., 1997.

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■ Far left: Archeologists using water screens sift out artifacts during federally mandated excavation.





the future of public archeology

a conversation
with interior secretary
bruce babbitt, his chief
archeologist frank mcmanamon,
and society for american
archaeology president keith kintigh

The federal archeology program aims to preserve and interpret the nation's archeological record—an estimated 6 to 7 million archeological sites, along with thousands of collections and reports. The National Strategy for Federal Archeology, which the Secretary of the Interior issued nearly a decade ago, is a blueprint for accomplishing that formidable task. This interview looks at the strategy's linchpins—preserving and protecting sites, conserving collections and records, using and sharing research results, increasing public education and participation—and the future they promise for the care of America's most diverse legacy.

The strategy, revised last year by Interior Secretary Babbitt, is rooted in the 1906 Antiquities Act, which voiced a public spirited desire to manage that heritage for the benefit of all Americans. This resonates as a new opinion poll signals the discipline's renewed effort to do just that (see page 4). The revision also brings a new face to the strategy in the form of a call for research. Kintigh explains how the two intersect: "The public relies on archeology to provide the story of the past, and they don't want any old story. They want what really happened. We can let them go on with the story from 30 or 50 years ago—which in many cases is what's in the parks and museums—but we've got a responsibility, as we do in other areas of science, to get them the best information available."

McManamon, citing new technology and the strategy's accomplishments despite slack funding, says "Congress and archeology's supporters need to recognize that, with some modest increases in terms of the overall federal budget, we could do a lot more." McManamon also discusses a looming deficit in "intellectual capital," which poses perhaps the most serious threat to the strategy's future (the full text of the strategy is on the web at www.erops.gov/aad/railstrg.htm).

COMMON GROUND: Why do we need a national strategy?

BRUCE BABBITT: The strategy intends to raise the consciousness of public agencies. Concern about archeology is not something merely to be dredged up when you're doing an environmental impact statement, or rolled out when a visiting scientist shows up in the front office. Our archeological heritage is intrinsic to all the landscapes we manage. They can only be protected, interpreted, and appreciated if we integrate this reality into all our decisions.

Our managers and leaders must make a personal commitment to do that. The best example is a personal one, whether you're writing a biological opinion, making a geologic map, running a reclamation project, or leading a campfire talk at Yosemite.

But the example starts at the top. When the hundreds of thousands of us in land management see that . . . I think it's contagious. I'm not talking about getting bigger budgets, about getting more archeologists on the payroll, as desirable as that may be. It's about a larger issue: embedding this perspective in everything we do.

KEITH KINTIGH: The strategy provides some direction from the Secretary to the people "on the ground," who make decisions about budgets and how time is spent. In public agencies, many preservation decisions are made at the lower levels, by land managers with all kinds of responsibilities to juggle. The commitment to the task varies; sometimes they get support from preservation professionals in field offices, sometimes not.

FRANK MCMANAMON: There were several reasons why we put the strategy in place: to provide better protection for sites, to enforce the laws, to promote public education, to make sure information from projects was available to the profession and the public.

Across the federal archeology program, different people tended to work on different issues. We had a potpourri of activities that weren't necessarily coherent. We felt we needed to highlight the common issues and their potential for being mutually supportive. We thought if they weren't brought together at some point, important connections wouldn't get made.

Public archeology in the United States is very diffuse. Federal agencies have responsibilities, states have responsibilities, local governments have responsibilities, tribes have responsibilities. It's much more decentralized than in some of the European countries, where you have a national museum or a ministry of culture. Our

approach is a strength in that a lot of people are doing things, but it's a weakness if it's not well coordinated.

COMMON GROUND: How does the strategy work?

MCMANAMON: Those who have seen the strategy as having the greatest utility have been at a local office or in the middle levels of agencies. For example, they can go to their supervisor—typically a biologist or a forester or a law enforcement officer now in management—and say we need public outreach because it's part of the Secretary of the Interior's strategy. Mike Kaczor used the strategy at the Natural Resources Conservation Service when he was the preservation officer. The agency, with maybe a half-dozen archeologists scattered across the country, was able to create a more comprehensive approach in the soil conservation districts, which operate at the local level.

COMMON GROUND: How do we improve?

MCMANAMON: Those of us in the public sector need to highlight the good efforts and how they could be much more widespread. Organizations like SAA need to make the same points.

KINTIGH: By having the same or more work to do with less money and fewer people, it increases the pressure to view preservation as a paper processing issue and not think about the big picture—what we should be accomplishing for the resources, archeology, and the country. But the immediate bureaucratic requirements are staring people in the face. There's simply a limit to how much you can promote the forward thinking things in the strategy given decreasing or even stable funding.

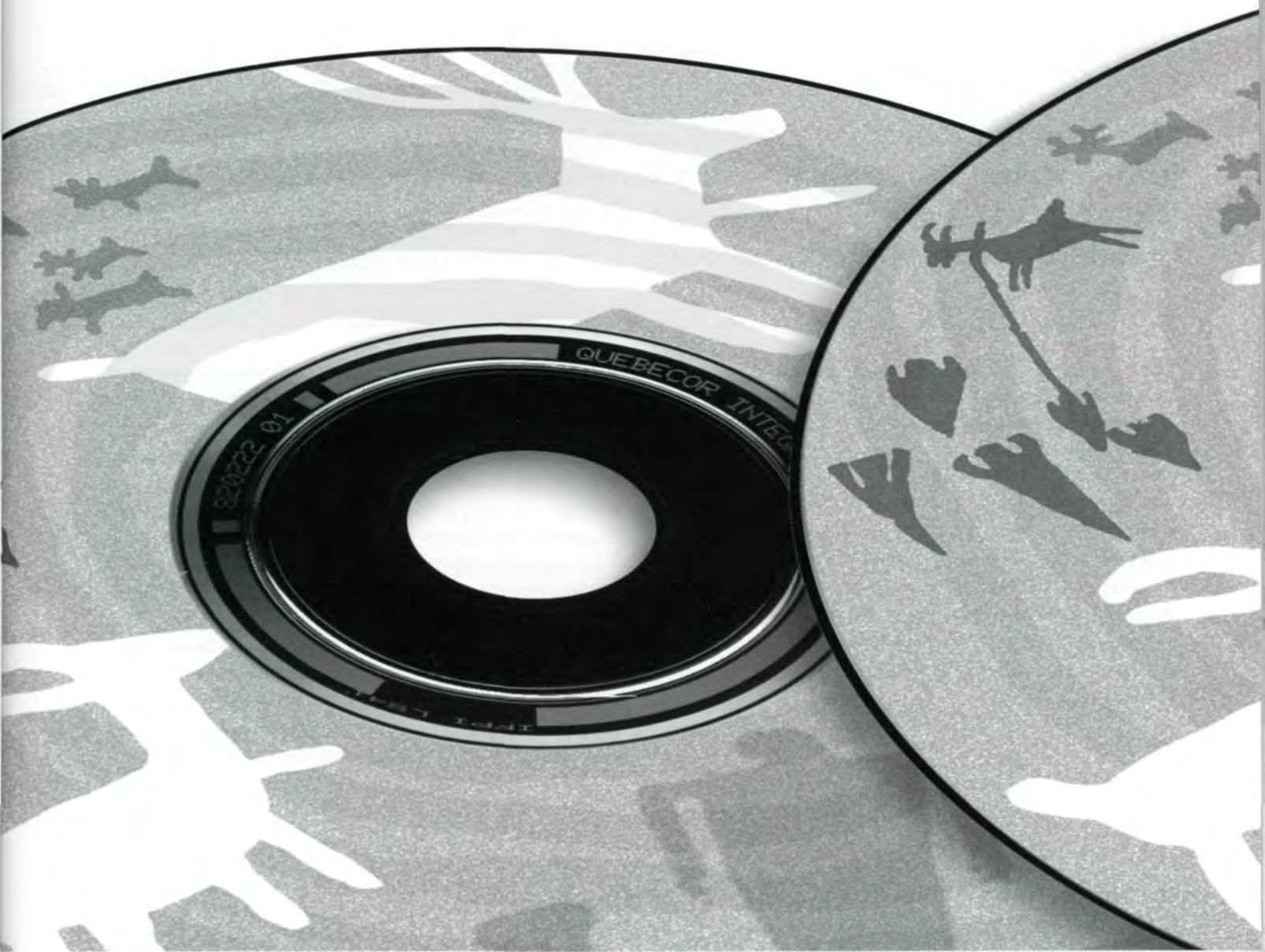
BABBITT: The archeological fraternity needs to be more aggressive in doing something we in government can't: lobby for resources. The squeaky wheel gets the grease. For example, the archeological community in Phoenix ought to be lobbying the Arizona delegation. A congressman is much more responsive to advocacy emanating from his district than he ever will be to a letter he gets from a professional society in Washington. Both are essential, but as Tip O'Neill used to say, "All politics are local."

COMMON GROUND: *The Secretary's Report on the Federal Archeology Program* is one yardstick of how well the strategy is working. What's the picture that emerges from the reports of the last decade?

MCMANAMON: There haven't been any sharp fall-offs in the funds agencies report they're putting into investigations, or in the number of them, so there appears to be a steady effort, which is important, but it's not necessarily making up for the shortfalls. The number of sites inventoried is still a tiny fraction of the estimated total on federal lands. And the amount going into law enforcement is relatively small, although we've made substantial progress heightening sensitivity and understanding among agency justice officials.

“By having the same or more work to do with less money and fewer people, it increases the pressure to view preservation as a paper processing issue and not think about the big picture—what we should be accomplishing for the resources, archeology, and the country.”

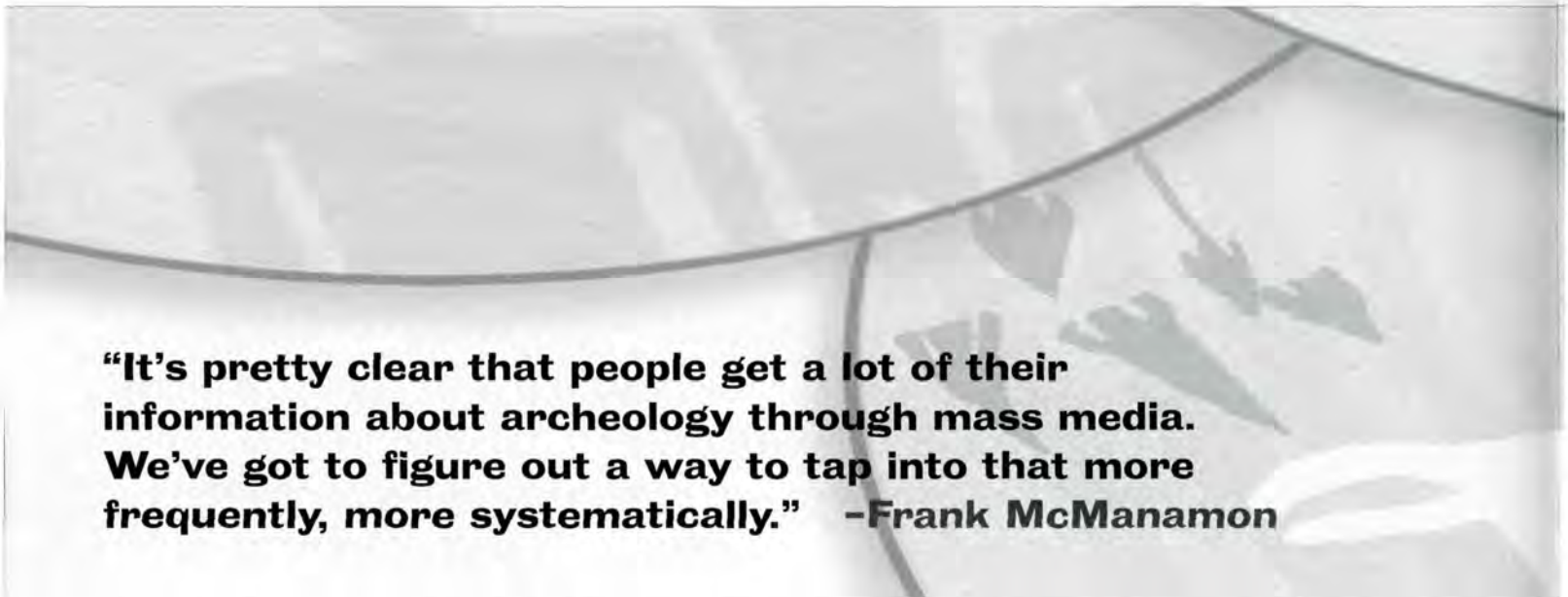
–Keith Kintigh



COMMON GROUND: Is there anything that doesn't show up in the picture given by the report's budget data?

MCMANAMON: Over the last 10 years there's been an inevitable decrease because of simple things like inflation and the increased cost of living. But what's happened that doesn't show in the numbers, as an effect of cuts in government, is that we've been living off our professional capital. Roughly 20 to 25 years ago, agencies staffed up. Archeologists became much more common at the Forest Service, the Bureau of Land Management, the Corps of Engineers, the Park Service, even at the state level. But there's been scant effort to

BABBITT: In government, there's a tendency to compartmentalize what we do. Agency archeologists should be looking across the borders of the lands they manage. You know, we started with postage stamp monuments because archeology was focused on ruins. We've evolved to a larger understanding now. We've started to see that one site's artifacts are not sufficient to comprehend the story of communities spread across entire landscapes. Today these landscapes may be managed by three or four agencies. I think that Park Service archeologists, particularly, ought to think of themselves as having a leadership role in drawing together the scientific



“It’s pretty clear that people get a lot of their information about archeology through mass media. We’ve got to figure out a way to tap into that more frequently, more systematically.” –Frank McManamon

replenish this core. Now these archeologists are reaching the end of their careers and it's very difficult to replace them. It's far more likely when someone leaves that the position simply is eliminated.

I'm afraid we haven't been grooming younger professionals to step into these jobs. They're out there, but they tend to be working in term appointments or as consultants, not as permanent employees. It's an ongoing problem. We need to solve it.

KINTIGH: I see a remarkable level of public support for quality of life issues like preservation; two new national monuments were just designated in Arizona. Unfortunately, the public will is not being translated into political action in government budgets.

COMMON GROUND: Could you talk a bit about the larger goals of the strategy?

and interpretive resources these places need—seize the opportunities where the full resources of the Interior Department should be brought to bear.

KINTIGH: Most sites in the West are held by the federal government. As a consequence, the quality of the federal archeology program has an enormous impact on not only our ability to learn from our heritage now, but to ever be able to. It's absolutely critical to the future that we maintain high quality management. We also need to cultivate the public's support of both archeology and the broader objective of preserving open space.

MCMANAMON: That's a good point. The links between understanding the environment and understanding the past are of a piece with Americans, who increasingly value the connection.

COMMON GROUND: A 1981 GAO report pointed to some inefficiencies in the program. How have they been dealt with?

MCMANAMON: GAO highlighted the problem with the “gray literature,” one of the reasons why the National Archeological Database was developed. The idea was to make it easier to put your hands on the reports of archeological investigations. The database is far from perfect, or complete. We’ve been making attempts, but it’s a big job.

KINTIGH: Arizona has major site files in three or four different institutions. Centralizing the information in a database, which is being done now, lets peoples do record searches that are faster, cheaper, and much more thorough. The technology is there to address a number of inefficiencies, but it’s going to require some

research can tell us what’s out there, what sites are threatened, what sites deserve immediate attention.

In some agencies, research, especially by outside parties, has been actively discouraged or essentially prohibited. Hopefully the fact that the Secretary is saying that research is valued will help restore the ability of archeologists outside and inside the program to do it.

MCMANAMON: Among archeologists, particularly in public agencies, the pendulum has swung very far to the conservation side. It needs to swing back a bit; research has many benefits and the health of the discipline requires it.



substantial investment. In the long run, making the results of our work available will let us learn more, and to share that with the public. As the Harris poll shows, the public really wants to know.

COMMON GROUND: The recent revision of the strategy brought a new focus on research. Why was that change made?

KINTIGH: Although there’s still a lot we don’t know, we’ve gained a lot of knowledge in the last three decades, and we need to get that disseminated much more widely. Of course the way we gain knowledge is through research.

Our heritage is disappearing. As the population grows and people use public lands more heavily, there are inevitable impacts. We have a responsibility to do ongoing studies to help mitigate these effects. I’m not saying we can even contemplate this research right now, but in some cases we’ll never have the opportunity again.

That research will provide the data we need for better management. The strategy highlights the need for better inventory. The

COMMON GROUND: Why should agencies earmark annual budgets for public education? What’s the payoff for them?

KINTIGH: The public, through Congress, has said it wants us to preserve what would otherwise be lost. And the public pays for the work. Agencies, and archeologists generally, have the responsibility to share the results. Ultimately this will come back as support.

Everybody knows NPS is there for our parks—its role has always been very public. Whereas there’s a perception that the Forest Service is there for the timber industry, BLM for the ranchers and the miners . . . the payoff to the upper managers is that by engaging the public in their archeology programs, they show the agency serving a more direct public purpose.



“On Native American issues, I think the record is mixed. An attitude that one sees occasionally . . . is this notion that it’s ‘my forest’ or ‘my district’ or ‘my sites.’ Unfortunately that doesn’t go over well with the tribes, or for that matter, with the public.”

—Keith Kintigh

Several years ago, a field school put on an open house at a national forest. A couple thousand people drove up an hour and a half from Phoenix—to the utter amazement of the forest supervisor. It puts the agency in a very good light. The managers will see that.

The Forest Service Passport in Time initiative is a perfect example. The public has not only profited from its programs, but it has also changed perceptions of the federal government.

MCMANAMON: That’s one of the reasons the Forest Service has been so supportive of Passport in Time. BLM, particularly in the Southwest, has been trying to do the same. So has Reclamation.

A corollary is that as agencies show how painstaking an archeological investigation must be, the public will see why it’s not adequate to pull pots or pretty stone tools out of the ground. In the long run, the increased understanding will make it easier for agencies to manage. Fewer people will be running around looting or trampling sites. People hiking or birding will become the eyes and ears of the agency, likely to report someone with a pick or shovel.

COMMON GROUND: What can agencies glean from the poll?

KINTIGH: The most striking thing was the number of people who had visited a site. The other was the degree to which people think it’s important to have laws against looting.

MCMANAMON: It goes straight back to the policy embedded in the Antiquities Act. These are public resources, and they ought to be treated that way. They’re not for personal gain.

It’s pretty clear that people get a lot of their information about archeology through mass media. We’ve got to figure out a way to tap into that more frequently, more systematically. A lot of our public education effort has been focused on the school system—which is extremely important in the long run—but the survey seems to argue for trying to work with the television producers.

KINTIGH: The SAA executive committee had a discussion about it just this past weekend. Going after TV is a challenge for us. As a start, we need to get archeologists in the government and academia to identify interesting projects. Then we need to set up mechanisms to help them get these stories out to the media.

COMMON GROUND: Let’s talk about some of the partners who help carry out the strategy—tribes and native groups.

BABBITT: You know, our repatriation law is a good piece of legislation. But we must engage the Native American community in the spirit of it, not just in technical compliance. We must draw Native Americans into discussions of what landscapes mean to their spiritual traditions, and how they interpret the archeological evidence. That is an enormously powerful idea.

Often we’ve been a bit grudging in our acknowledgments. I remember—even within my lifetime—when archeologists were dismissing the Hopi oral history of the incredible sites across the Colorado

Plateau. Now we've started to see oral tradition as rich in meaning and laden with the possibility for widening our perspective.

That said, conflicts will arise when deeply held spiritual beliefs come into apparent collision with the scientific tradition. What we do is not dismiss these concerns out of hand, we engage and discuss and try to make scientific decisions in a respectful context. It doesn't mean we step away from the issues, we just approach them correctly. That's what I tried to do with the recent DNA decision in the Kennewick case [see story, page 44]. And I don't expect the tribes to fully understand. What would happen if somebody wanted to dig up my ancestor in a grave marked 1660 in Massachusetts and do a DNA test? Say that I can't conclusively prove this guy's my ancestor, but I think he is. That means I'm entitled to a presumption that I'll be listened to. Maybe there'll be societal reasons to override my judgment but at least I deserve that.

KINTIGH: On Native American issues, I think the record is mixed. An attitude that one sees occasionally, which works against partnerships and cooperation, is this notion that it's "my forest" or "my district" or "my sites." Unfortunately that doesn't go over well with the tribes, or for that matter, with the public.

MCMANAMON: This is what happens when things are decentralized. It's a two-edged sword. You want people to have ownership because you want them seriously concerned about the resources. It would be nice if we always agreed with them but, of course, human beings being what we are, that doesn't always happen.

COMMON GROUND: What are the primary threats to sites?

KINTIGH: The biggest is obviously development, and that's something we have to live with. That's why we need well informed research and management, why we need public money to mitigate the effects. The second threat is looting, and the answers there are public education and law enforcement. The third is increased public land use. It's people walking over sites, not with any malice, inadvertently displacing wall stones, sometimes picking up pot shards.

BABBITT: Neglect is the number one threat, indiscriminate development is number two, vandalism is number three. Neglect feeds the other threats. If we don't have an informed and interested public, the loss to development and vandalism goes by unnoticed.

It is essential that we engage the public up front, ahead of any lawsuits to block development or criminal prosecutions, as necessary as those may sometimes be.

MCMANAMON: These effects are cumulative, so the more we know about the sites, not just where they are but what's in them—the greater the likelihood we can route a trail around them, say, as opposed to over the top. Another effect is erosion. Along the Columbia River, we've had remains just dropping into the water not because anybody dug them up, but because the current undercut where they were buried.

COMMON GROUND: What are some of the main justice issues?

KINTIGH: Once prosecutors learn something about antiquities cases, they see they're interesting. Given there's more to prosecute than they can handle, they make choices. We want them to choose going after the looters.

Lawyers like to win, and they need the perception that they can. Certainly more support for law enforcement will make for stronger cases, easier to win.

In northeastern Arizona, the Apache County attorney has found it easier to prosecute looting as theft of government property rather than as a violation of antiquities laws. He's gotten a number of felony convictions. More power to him.

MCMANAMON: We continue to have a strong partnership with the Department of Justice and to offer training for public attorneys at all levels. This has created a cadre of experts who know they can prosecute and win the cases. The U.S. Attorney's Office in Utah, for example, has become a beehive of expertise.

COMMON GROUND: In the next 10 years, what should agencies and their partners be focusing on primarily?

BABBITT: It circles back to our very first question. The answer is raising awareness: internally, at all levels of government, and externally, among the public.

KINTIGH: Gray literature is an enormous problem. I hate to think how many millions of pages of archeological reports have been produced in the last decade. The technology is there; we need a major investment of funds. Unfortunately, databases don't capture attention as much as chasing looters or launching a public education program. Still, it's critical both to good management and our credibility. We have to show that all this work is worth doing.

MCMANAMON: The most intractable problems are the least sexy. Getting a handle on access to the gray literature is one. That holds for collections too.

KINTIGH: Infrastructure is one of the easiest things for legislative and administrative bodies to ignore because you can go one year without improving it, and then another, and then pretty soon you're really in trouble. If we don't attack the problem soon, we'll lose the justification for what we're doing in the first place.

MCMANAMON: The intellectual capital is retiring. We need to ensure that there are the best possible replacements, not just at the last minute, but archeologists who have expertise and knowledge and a shared history. We need to promote that as part of a policy that defines the American approach to public archeology.



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ALL PHOTOS MASSACHUSETTS TURNPIKE AUTHORITY EXCEPT AS NOTED



MASSACHUSETTS HISTORICAL COMMISSION

TAPPING THE EDUCATION POTENTIAL OF BOSTON'S CENTRAL ARTERY PROJECT

In scale it falls somewhere between the Panama Canal and the Chunnel. Boston's Big Dig (formally known as the Central Artery/Tunnel Project) is the largest and most complex highway project in the nation's history. The plan includes replacing the aging, elevated portion of Interstate 93, which winds through downtown Boston, with an eight- to ten-lane tunnel. This is being done without demolishing the existing interstate, which is choked daily with ten- to twelve-hour traffic jams. If this weren't daunting enough, the project includes a second tunnel named for baseball legend Ted Williams, which will run under Boston Harbor to Logan International Airport. A new bridge will be built across the mouth of the Charles River.

BY ANN-ELIZA H. LEWIS AND BRONA G. SIMON



■ Preceding pages, left to right: Logan Airport access ramps under construction in East Boston (also shown above); archeologist offers up sample finding; students “mend” a four-foot wash basin as part of Big Dig exhibit.

is the largest and most complex highway project in the nation's history.

[It] has cored, dredged, graded, and dug through one of America's oldest cities.

The archeological windfall, as one may imagine, has been tremendous."

Funded by the Federal Highway Administration and the Massachusetts Highway Department, the work began in the late 70's. The project has cored, dredged, graded, and dug through one of America's oldest cities. The archeological windfall, as one may imagine, has been tremendous.

When the collections from the Big Dig were turned over to the Massachusetts Historical Commission for curation, the big question was, "Now what?" How do we take hundreds of thousands of artifacts and a couple of linear feet of very technical reports and translate them for the public? It's hardly the first time an archeologist has asked this

by MHC archeologists. The Gillette Company, headquartered in Boston, has supported the project.

Choosing the exhibit's themes was our first and most challenging task. As with any construction-driven project, we didn't choose the sites to be excavated. We faced the problem of finding common themes for sites that ranged from a Woodland period (1,000 B.C. to A.D. 1,600) shell midden, to the home of a 17th-century widow, to a tavern that burned in the Battle of Bunker Hill in 1775, to a 19th-century glass factory. Since the highway was the only unifying theme among these sites, we chose to organize the exhibit as a kind of historical tour of the neighborhoods through which the artery passes, highlighting common topics along the way. It will come as no surprise that our predominately female staff decided to spotlight the lives of women in each neighborhood. We

also chose to focus on past diets, the history of technology, and general archeological techniques.

The exhibit's organizing principle provided visitors a variety of ways to digest the large amount of information. In each neighborhood we selected a few of the most important sites and then used artifacts and pictures to tell interesting stories. This has proved successful in part because visitors are not getting caught up in the minutiae of archeological detail, but are being swept up by the tales being told. In fact, visitors frequently comment that this is what they like best about the exhibits. The wealth of stories was our greatest asset since the budget did not allow for high-tech multimedia productions or videos, which many modern audiences expect. The focus is on the artifacts, with enlarged field photos and reproduced historical records complementing the presentation.

question, but it is one that continues to challenge us. Fortunately, in the case of the Big Dig, we had the backing of the Secretary of the Commonwealth of Massachusetts William Francis Galvin, who supported establishing the commission's Archaeological Curation Center. Although the center's primary goal is caring for the state's collections, a close second is creative public education. The Big Dig provided a rare opportunity to bring an archeological project full circle, expanding MHC's public education program in the process.

We tested the waters with two small exhibits, one a small artifact display for Massachusetts Archaeology Week 1998, the other a set of traveling panels for less secure venues. Conceived as an attractive way to bring Big Dig archeology to places ill-equipped to display artifacts, the heavily illustrated panels are transported to libraries in neighborhoods where the work is taking place.

We then began work on a full-scale exhibit: *Archaeology of the Central Artery Project: Highway to the Past*. Developed with appropriations from the state, the show opened in September of last year and will remain until July 2001 at the Commonwealth Museum in the State Archives Building in Boston. The exhibit was written, designed, and produced



MASSACHUSETTS HISTORICAL COMMISSION

■ Above: Cologne bottles from South Boston's American Glass Manufactory.



JOHN MILNER ASSOCIATES

“when the collections

were turned over for curation, the big question was, “Now what?”

How do we take hundreds of thousands of artifacts and a couple of

linear feet of very technical reports and translate them for the public?

A Tour of the Neighborhoods

MASSACHUSETTS BAY We expanded the neighborhood concept to include Boston Harbor to accommodate several small Native American sites in Charlestown and a good-sized shell midden on Spectacle Island. This afforded the opportunity to study Indian life just before and during initial contact with Europeans. The midden and the floral and faunal remains it contained provided an excellent vehicle for explaining how Native Americans used coastal resources. From the different sites and artifacts, visitors can easily picture daily life and seasonal movements among the Massachusetts people.

A section on Native American women illustrates the many tasks a woman might accomplish in the course of a day. We've also used ethnographic accounts such as William Wood's report published in 1634.

The Big Dig occasioned the first major geotechnical study of the harbor that chronicles how the waning of the glacial era caused a rise in sea level, and how this, in turn, has changed the landscape over thousands of years. Visitors are always fascinated to learn that at one time many of Boston's Harbor Islands were only a half-day walk away from what is now downtown Boston.

CHARLESTOWN Charlestown, north of Boston between the Mystic and Charles Rivers, had many stories to tell. In the 17th century, it was the seat of the Squaw Sachem, a woman who was chosen leader of her tribe. Later, it was the first official seat of royal govern-

■ *Opposite: Water screening artifacts from the late 17th century privy of Katherine Nanny Naylor; below left: sorting artifact from the Naylor privy; below right: student visiting a pre-Revolutionary War site in the North End.*

ment in the Massachusetts Bay Colony. The Central Artery's terminus fell roughly on the site of Governor John Winthrop's "great house." Although archeologists found little evidence of Winthrop's brief occupancy, they did uncover nearly 150 years of history at the Three Cranes Tavern, which occupied the site later. Mary Long kept the operation going, expanding her family's holdings of prime downtown real estate. The tavern closed in 1775 when the British burned Charlestown to the ground. In the same neighborhood a generation later, Grace Parker became the owner of the first pottery to produce stoneware in New England. Her husband died just after he had put everything in place to start the operation. Grace was the one who actually got the business off the ground. In the Big Dig exhibit, visitors learn about these two widows who kept their families together by maintaining the successful businesses of their late husbands.

THE NORTH END In the North End section of the exhibit visitors meet Katherine Nanny Naylor, whose story is perhaps the most poignant. The site consists of the privy from her house. It contained a significant amount of information that confirmed the documentary history of the widow of a successful 17th century merchant. The artifacts include a collection of complete leather shoes, fragments of imported silks and lace, remarkable ceramics and glassware, and considerable botanical remains. It is evidence of a wealthy household, one with a connection to the growing global economy. Parasitologists, however, documented evidence of roundworm and whipworm. Indications of insect-infested foodstuffs further suggested the Naylor family suffered from poor sanitary conditions. Also, court records show a history of abuse by Katherine Nanny Naylor's second husband, frighteningly familiar to many modern audiences. The story does have a happy ending: She successfully sued him for divorce. On a frivolous note, in the privy was a lawn bowling ball that is currently considered the oldest in North America. Even this artifact has a story: In 17th century Boston, it was illegal to bowl in public places.



LEFT AND FAR LEFT: JOHN MILNER ASSOCIATES

■ Below: Bone points from Spectacle Island in Boston Harbor; opposite: the Storrow Drive Bridge takes shape over Boston's North Station subway platform.

SOUTH BOSTON Most recently, archeologists excavated the remains of a glass factory in South Boston, which turned out to be the first in North America to make flint glass, known today as lead crystal. This is an exciting site for glass scholars who have been scrambling to expand their knowledge of the craft in New England. The discovery revealed the transformation of glass making during the Industrial Revolution. The exhibit has been greatly enhanced by generous loans from the Sandwich Glass Museum. The complete museum pieces go a long way in helping visitors understand what all those tiny fragments represent. However, a few of our guests have been amazed at the beautiful whole examples they think we've found as well.

The Exhibit as Classroom

When we learned how expensive it is to add multimedia or video to an exhibit, we sought creative ways to add interactive content without breaking the bank. The first is a handout for kids called 'Time Detectives,' a self-guided tour with a variety of activities. Just before exiting the exhibit there is a kids' corner with a 'What Is It?' board where they answer multiple choice questions to identify artifacts. There is also an 'Archaeo-logic' wall where kids can draw an archeological profile, see how their bedrooms might look to an archeologist 100 years from now, and even interpret a few artifacts. We also printed a four-foot image of an 18th-century washbasin, mounted it on hard backing, and cut it on a jigsaw to create a pot to 'mend.'

One sign of the exhibit's success is the growing number of class trips among grades three to ten. Since October, nearly 3,000 students have visited. They begin with a quick introduction to archeology and what it has to do with the Big Dig. Since most school buses get stuck in construction-related traffic on the way, we have a perfect segue. Younger students get an activity kit with scavenger hunts, word searches, short art projects, and artifact projects that they complete as they walk through. Older stu-

dents participate in our 'Experts' program. Small groups are assigned to different sites in the exhibit and, with guidance from staff archeologists, conduct small research projects that help them become experts. Then they give their classmates a guided tour. The program can be scaled according to skills, and the archeologists are flexible about how the students interpret the site. One group, for example, chose to interpret theirs in the form of a poem.

One reason the trips are working so well is that before arriving, all teachers get a copy of *Boston's Archaeological Past*, a guide for grades five to eight. An archeologist calls each teacher ahead of time to discuss the trip's goals and assess the students' abilities. This way, archeologists can accommodate varying reading levels, attention spans, command of English, and other needs. Also, MHC staff can learn something about teachers' perceptions of archeology. This ensures that everyone is prepared. Not all choose to use the curriculum in their class, but many do. In creating it we were careful to meet the interdisciplinary goals of the state's new curriculum frameworks for social studies. Although archeology is not a required subject, teachers can use it to satisfy a number of core learning standards. Every activity begins with a list of how it accomplishes this. Our program was perfectly timed because teachers are reassessing their curricula to comply with new standards and statewide assessment tests.

At the opening of *Highway to the Past*, Secretary Galvin reminded guests that "these excavations give us a unique window into colonial life in Boston and tell the stories of the lives of many interesting people and events." It may not be a new message to archeologists, but it is one that resonates. A shocking number of exhibit-goers were surprised at the extent of the Native American presence, that there is any archeology to be done of Boston's past, and that it was a required part of the Big Dig. All are pleasantly surprised, and leave knowing a little bit more.

For more information, contact Brona Simon or Ann-Eliza Lewis, Massachusetts Historical Commission, Massachusetts Archives Building, 220 Morrissey Blvd., Boston, MA 02125, (617) 727-8470, e-mail Brona.Simon@sec.state.ma.us or Ann-Eliza.Lewis@sec.state.ma.us. Visit the exhibit online at www.state.ma.us/sec/mus/musexe/musarch/archidx.htm.

WINNING WEBSITE

The Big Dig has a large presence on the web at www.bigdig.com. The site covers all aspects of the undertaking, from construction to environmental studies to archeology, a professionally photographed and designed document of the project and its impact on the city.

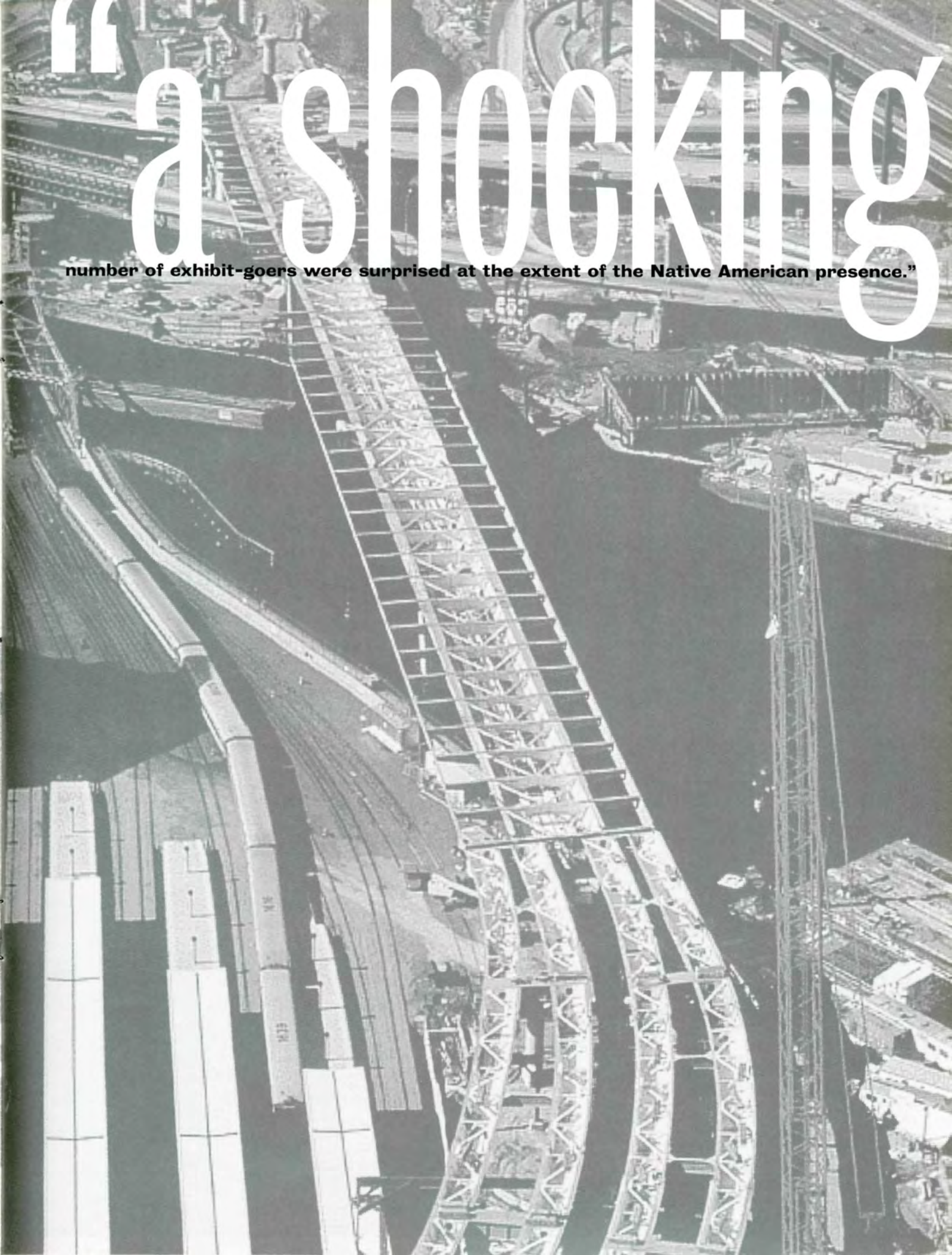
Visitors can call up the latest news, tune in to traffic updates (which use live cameras), or examine a map of the areas where construction is taking place. A section called "Engineering Marvels" explains how some of the construction feats were done, offering a glossary of building terms. Information on archeology is under the heading "Environmental."

The Massachusetts Turnpike Authority, the agency responsible for this part of the project, was fortunate to have an experienced web designer in-house, along with writers in its public affairs office. Terry Brown, one of the writers, says the agency saw the site as a convenient and cost-effective way to get information to the public. Not having to spend time on mailings and answering phone calls frees the staff to concentrate on other things, he says. "What I wasn't prepared for is how big it would get and how quickly." The site gets approximately 60,000 visitors a month.

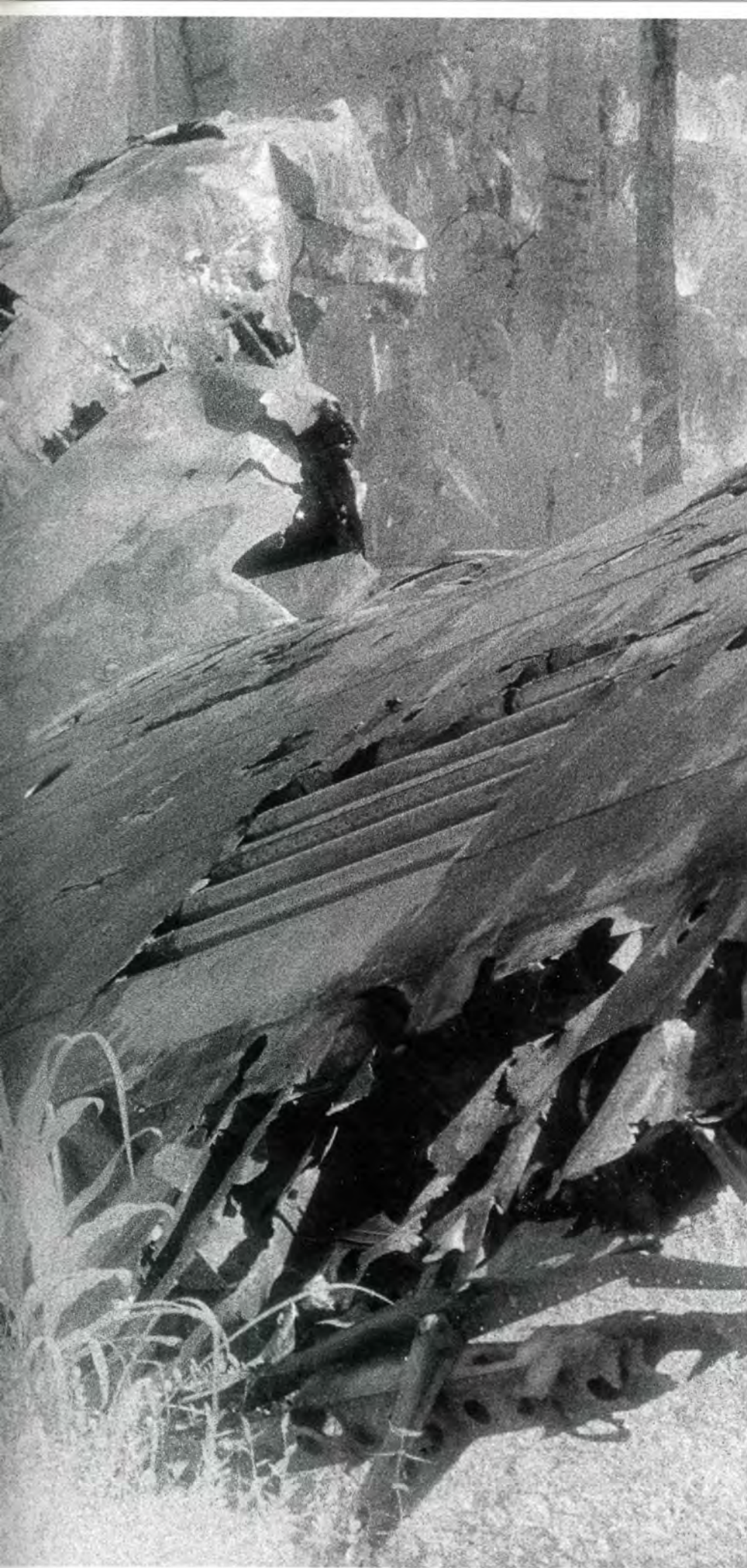
MASSACHUSETTS HISTORICAL COMMISSION

"a shocking

number of exhibit-goers were surprised at the extent of the Native American presence."







silent victory

■ Japanese light bomber, lakunai airfield, rabaul, new britain, disabled 1944

relics of the pacific war

photographs by
richard marin
text by joseph
flanagan



■ Left: Japanese coastal gun above simpson harbor, rabaul, new britain, abandoned 1944; Below left: Blast door, japanese military headquarters, peleliu, destroyed 1944; Below: Japanese artillery, piti point, guam, disabled 1944



Blasted palms and beaches strewn

with bodies and equipment, brutality and chaos amidst idyllic beauty. The newsreel camera jerks and shakes, history is written on grainy celluloid.

Today the scene is silent, and but for the recollections of aging fathers, these places are the back of beyond.

The gulf of time that separates us from the war in the Pacific has stretched to half a century. The world has moved on. The islands resume the life they knew, back to the quiet rhythm of the tides and the eternal march of vegetation, nature embracing rust and concrete.



silent victory

Photographer Richard Marin captured these images for *War of Our Fathers: Relics of the Pacific Battlefields*. Of the sacrifice by both sides he writes, "It is essential to our humanity that we accord these physical reminders of their struggle with respect."

As nature stakes its claim to what was left behind, federal archeologists have been charting sites throughout the Pacific, since the early 1980s under a DOI mandate to assist former and current trust territories in matters of preservation. Places like Truk Lagoon and Palau, where the bottom is strewn with Japanese war wreckage, are increasingly popular among sport divers, who in many cases know more about them than the island governments do. Safety is a concern; unexploded ordnance is common.

The islands are grappling with the idea of these sites as commemorative spaces, the broken forms a ghostly record of tragedy and sacrifice. Along with this comes the problem of how to preserve them, and even before that, knowing where they are and in what numbers.

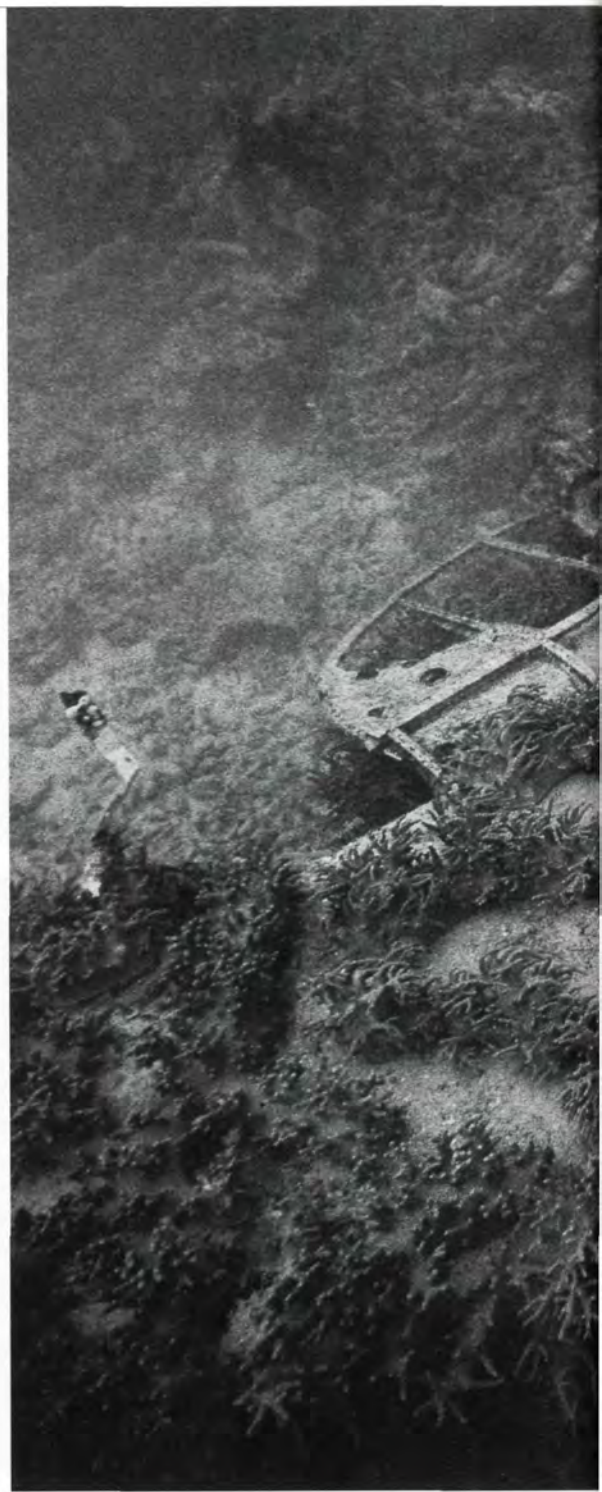
Divers from the NPS Submerged Cultural Resources Unit got a start, locating, drawing, and photographing undersea sites for local preservation officials. Funded by the NPS Cultural Resources Training Initiative, preservation staff from Guam, Truk, Palau, Kosrei, and Pohnpei took to the waters, getting instruction from the unit in surveying and monitoring the wrecks, many recorded as they went.

Much work has been done at Guam's War in the Pacific National Historical Park, which preserves several areas—on land and underwater—that contain buildings, fortifications, and equipment from the war. It was here, in Apra Harbor, that NPS and local investigators documented the Japanese armed transports *Tokai Maru* and *Kizugawa*, sunk in 1942. The Tinian airfield where the *Enola Gay* took off is now preserved as a National Historic Landmark. On Taroa, one of the Marshall Islands, archeologists have surveyed the remains of a Japanese airbase, well preserved by vegetation and virtually untouched because no one lived there for more than 30 years after the war. The report is one in a series that NPS has published on Micronesia *continued on page 41*

■ Japanese bunker, Saipan, surrendered 1944

■ Rampart of Shuri Castle, Okinawa, assaulted 1945





■ Unexploded american ordnance, rabaul, new britain, impacted 1944



■ Empennage/yokosuka d4y ("judy") dive bomber, north of eten island, truk, crashed 1944





silent victory

■ American barbed wire, bloody ridge, Guadalcanal, emplaced 1942

sites. The U.S. Navy, with numerous war relics in its Pacific holdings, is active in their preservation.

To a steadily increasing segment of the population, the war in the Pacific has taken on the character of myth, seen sometimes through a sentimental lens. These heirlooms, tangible artifacts of the time, will hopefully be preserved by the institutions we have

continued on page 43

■ Tread from sherman tank, guam, abandoned 1944





silent victory

established to enshrine our past and nurture our national memory.

War of Our Fathers: Relics of the Pacific Battlefields, photographs by Richard Marin, text by David H. Kogut, and foreword by Stephen E. Ambrose, is available from Barnes & Noble Books. Visit the website at www.WarofOurFathers.com.

INTERIOR DECIDES ON KENNEWICK MAN

REMAINS CONSIDERED NATIVE AMERICAN

The Department of Interior has determined that the 9,000-year-old human remains found in Washington in 1996 are Native American as defined by NAGPRA. The decision is based on radiocarbon dating, analysis of the stone point embedded in Kennewick Man's hip, and sediment analysis performed last year. Two small bones were extracted from the metatarsal and tibia for testing, with samples sent to three radiocarbon laboratories for independent analysis: the University of California at Riverside, Beta Analytical in Miami, and the National Science Foundation Accelerated Mass Spectrometry Facility at the University of Arizona. The tests yielded a likely age of between 9,510 and 9,320 B.P.

As defined by NAGPRA, "Native American" refers to human remains and cultural items related to tribes or cultures that resided in the area now encompassed by the United States before the historically documented arrival of European explorers. This definition holds regardless of when a particular group lived in a particular area and whether or not any of these early Americans were affiliated—culturally or biologically—with current day tribes. "We believe that these are the bones of an ancient man who lived most of his life and died in the Pacific Northwest more than 9,000 years ago," said Francis P. McManamon, chief of the NPS archeology and ethnography program and Department of the Interior consulting archeologist. "His age shows that he was here more than 8,000 years before the arrival of European exploration of our hemisphere. The sediment adhering to his bones and the shape of the Cascade point in his hip provide additional evidence consistent with the radiocarbon dates. For these reasons, Kennewick Man is considered Native American for the purposes of NAGPRA."

Interior is now addressing the issue of cultural affiliation or shared group identity between Kennewick Man and any modern day tribes that have historically inhabited the area where the remains were found. The U.S. District Court in Oregon has extended its March 24 deadline for testing; the extra time will allow input from the tribes in determining cultural affiliation. In addition to genetic data the DNA analysis may yield, Interior will use archeological, ethnographic, linguistic, biological, and historical information as well as traditional stories of the five claimant tribes.

For updates on developments in the Kennewick Man story, visit the NPS archeology and ethnography program's web site at www.cr.nps.gov/aad/kennewick.



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HOPi DISPUTE HEATS UP AT CHACO CULTURE NATIONAL PARK

REVIEW COMMITTEE CALLS FOR INDEPENDENT REVIEW

Advising on the dispute at New Mexico's Chaco Culture National Park, the NAGPRA Review Committee has recommended that "a qualified independent contractor" reassess the park's inventory of over 200 human remains and 743 funerary objects. The park says the collection has links to the Hopi, Navajo, and a host of other tribes who've lived in the area. The Hopi, with Zuni concurrence, protest the affiliation with the Navajos—who they claim lack deep ancestral ties—as well as to the way the tribes are grouped in the inventory's statement of affiliation.

The park based the inventory on "a broad range of both scientific and traditional evidence" of the region's settlement patterns, gathered over the last 10 years. The committee recommended a new study to affiliate each individual and object with a specific site and tribe. That study should be both objec-

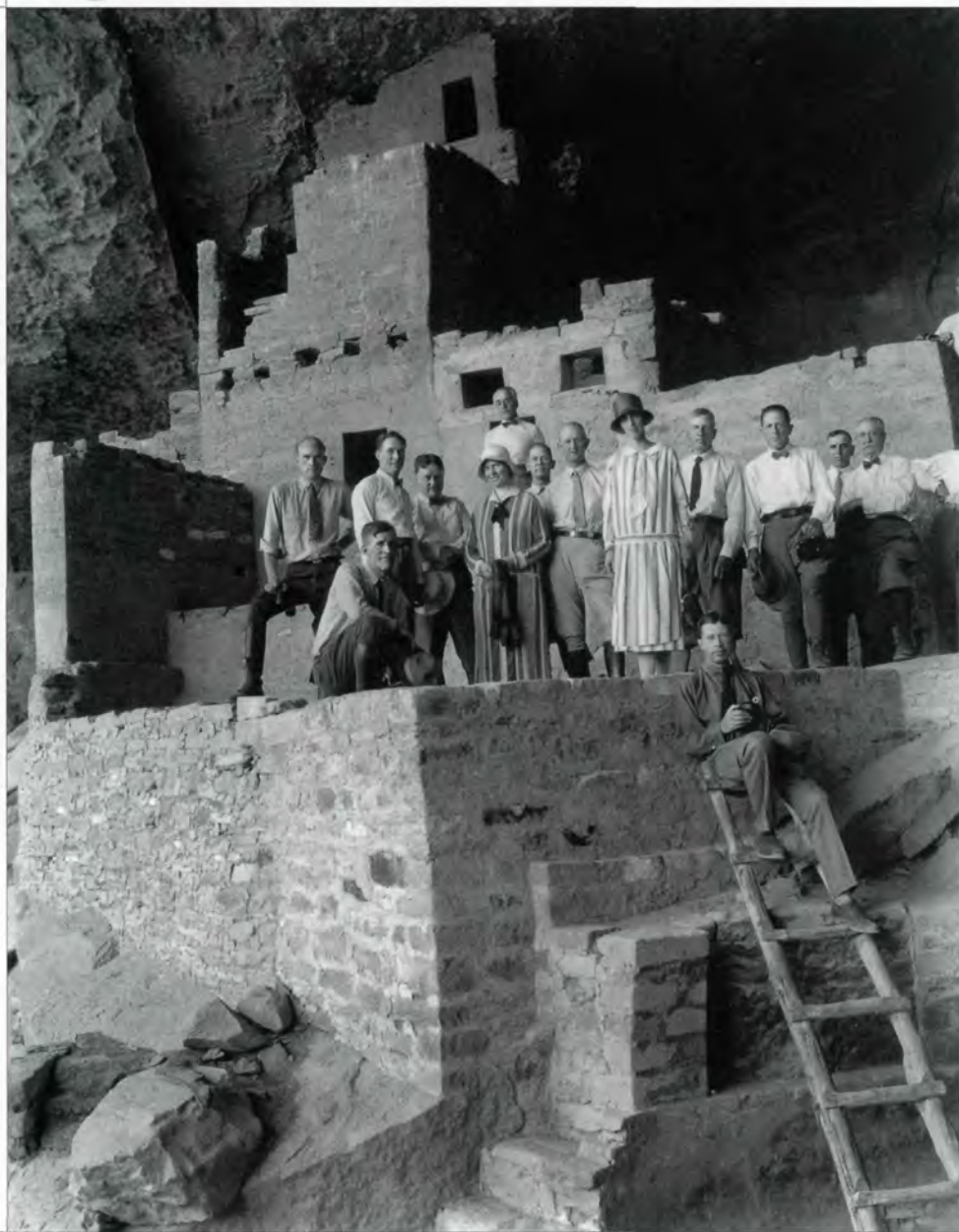
tive and perceived as such, the committee said.

Since the Hopi say they cannot air their concerns in a group setting, the committee also called for one-on-one consultation between tribes and the park. Chaco officials say they had already met with the tribes as a group—satisfying the NAGPRA requirements—as well as individually with the Hopi and others.

The park, backed by its attorneys and the NPS regional office, does not plan to follow the recommendations. Chaco officials say the process they followed is not subject to the committee's authority and that, using a software program, they did determine affiliation site by site, even though, they argue, NAGPRA does not require it. The park says the process was objective.

ABOVE: Navajo weaver.

-pastpresent-



NPS HARRIS FERRY CENTER/PHOTO BY GEORGE L. BEAM, DENVER AND RIO GRANDE WESTERN R.R.

Jesse Nusbaum—shown here (kneeling) at Colorado's Mesa Verde National Park—became DOI's first departmental consulting archeologist in 1927, shortly before this photo op with Sweden's future King Gustav (on the ladder, his wife behind him). Interior created the position to oversee the growing number of excavations on federal land. Nusbaum, appointed Mesa Verde's superintendent in 1921, was likely the first archeologist employed by either DOI or the Park Service. | **The DCA's importance** became increasingly evident as "rescue" archeology responded to the massive construction of the postwar boom. The '70s brought a suite of laws requiring all federal agencies to preserve sites threatened by their activities; the DCA's job shifted from supervising investigations to developing programs and policies. | **Today, encounters with foreign dignitaries** are more likely across a conference table, as archeologists from the DCA's office hammer out agreements to stop the illicit flow of artifacts across international borders.

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Send comments, articles, address changes, and information on conferences, training, and publications to Editor, NPS Archeology and Ethnography Program, 1849 C St. (NC 210), NW, Washington, DC 20240, (202) 343-4101, fax (202) 523-1547, e-mail david_andrews@nps.gov or joe_flanagan@nps.gov.

SECRETARY OF THE INTERIOR

Bruce Babbitt

DIRECTOR, NATIONAL PARK SERVICE

Robert G. Stanton

ASSOCIATE DIRECTOR, CULTURAL RESOURCES

Katherine H. Stevenson

**DEPARTMENTAL CONSULTING ARCHEOLOGIST
CHIEF, ARCHEOLOGY AND ETHNOGRAPHY**

Francis P. McManamon

DEPUTY CHIEF

Veletta Canouts

MANAGING EDITOR

DESIGNER

David Andrews

ASSOCIATE EDITOR

Joseph Flanagan

CONTRIBUTING EDITORS

Michelle Aubry

Audrey L. Brown

S. Terry Childs

Muriel 'Miki' Crespi

Barbara Little

C. Timothy McKeown

Mark Schoepfle

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Richard C. Waldbauer

CIRCULATION MANAGER

Lori Hawkins

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**“Conflicts will arise when deeply held
spiritual beliefs come into apparent collision
with the scientific tradition. What we do is
not dismiss these concerns out of hand,
we engage and discuss and try to make
scientific decisions in a respectful context.”**

**Bruce Babbitt, Secretary of the Interior,
on the Native American Graves Protection
and Repatriation Act, page 23**

**National Park Service
Archeology and Ethnography Program
1849 C Street, NW (NC 210)
Washington, DC 20240**

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