

Organization of the Federal Archeology Program

The Federal archeology program is based on laws and executive orders enacted by Congress and the president and regulations, guidelines, and standards to carry them out. Compliance with these directives is effected through Federal agency cultural resource and archeological experts in coordination with the historic preservation officer in each state and the Advisory Council on Historic Preservation. The 1974 amendments to the Reservoir Salvage Act and the Archaeological Resources Protection Act of 1979 assigned the Secretary of the Interior a special role in providing guidance, coordination, and oversight for the Federal archeology program, a role that has evolved over the last century.

Archeology became a government concern in the late 1800s. In 1879, Congress authorized the Bureau of Ethnology, later the Bureau of American Ethnology, within the Smithsonian Institution. Archeology was one of the Bureau's areas of focus.

Over the next 25 years, warnings from individuals and professional organizations such as the American Association for the Advancement of Science, the Anthropological Society of Washington, and the Archaeological Institute of America increased public awareness of the destruction of archeological ruins, especially in the Southwest, leading to the passage of the Antiquities Act in 1906. The law authorized the president to protect significant resources on Federal lands, an authority several chief executives used to establish national monuments.

That legislation, along with the 1935 Historic Sites Act, fostered the growth of Federal archeology to serve the public works projects of the 1930s. Following World War II, the program grew along with the country itself, as a massive program of dam and reservoir construction was planned and carried out. The National Park Service and the Smithsonian, along with professional and scholarly groups, assisted the U.S. Army Corps of Engineers and the Bureau of Reclamation—sponsors of the construction—to mitigate damage to archeological sites through the River Basin Archeological Salvage program.

The Federal program evolved further with the National Historic Preservation Act of 1966, which brought together archeologists and those concerned with preserving historic structures in a broader-based national historic preservation program. Additional important laws were passed during the 1970s, including the Archeological and Historic Preservation Act and the Archaeological Resources Protection Act. Today, with the 1990 Native American Graves Protection and Repatriation Act establishing a new relationship between the Federal government and Native Americans, the program is poised once again to meet the demands of a changing nation.

Role of the Secretary of the Interior and the National Park Service

The laws mentioned above give the Secretary of the Interior broad responsibilities and duties relating to archeology and historic preservation conducted by the Federal government. These laws encompass responsibilities for administering and/or promulgating regulations for a variety of archeological and historic preservation activities. They include maintaining the National Register of Historic Places, managing grants-in-aid programs for state and tribal historic preservation, developing standards for state historic preservation programs and archeological permitting and collections management, and providing technical advice, to name a few.

The secretary, in turn, has delegated general responsibilities for Federal archeology to the director of the

National Park Service. The associate director for cultural resources administers the program through the departmental consulting archeologist, who is also chief of the archeological assistance division—the DCA's staff for carrying out these functions. The DCA fulfills the secretary's responsibilities for providing technical guidance, leadership, coordination, and oversight of the Federal archeology program.

Role of Departments and Agencies

Each department and agency is responsible for ensuring that its actions, or those it permits, licenses, or funds, do not destroy significant archeological properties without mitigation of the adverse impacts. The specific means various agencies employ to meet this responsibility are detailed in the section on the role of Federal agencies.

Role of the Advisory Council on Historic Preservation

The National Historic Preservation Act of 1966 directed the Advisory Council on Historic Preservation to provide advice to the president and Congress on historic preservation matters, and to review Federal and Federally assisted activities that affect historic properties. Section 106 of the Act requires that Federal agencies take into account the effect of their projects on properties that may be eligible for the National Register of Historic Places and to allow the Council to comment on those activities. Section 110 of the Act requires that Federal agencies identify, evaluate, and nominate to the National Register all significant archeological resources under agency control or jurisdiction. The Council's regulations (36 CFR 800) outline the process for Federal agencies to comply with Section 106.

Role of Federal, Tribal, and State Historic Preservation Officers

Each Federal agency, state, territory, and freely associated government has an official designated as the historic preservation officer in compliance with the National Historic Preservation Act. Similarly, tribes that choose to manage the NHPA-authorized program on their land have preservation officers. As part of administering historic preservation programs, these officers perform archeological management. The officer plays a key role in consultation between the Advisory Council and Federal agencies and assists in determining National Register eligibility and the effects of agency actions on eligible properties.

Role of the Council on Environmental Quality

The National Environmental Protection Act of 1969 calls for improved Federal planning to discourage environmental damage and to "assure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings." The interdisciplinary Council on Environmental Quality recommends policies to the president for improving the environment, which—under regulations implementing the Act—includes archeological resources. The president, through the Council, reports annually to Congress on the environmental state of the nation.

The Act's impact assessment process supplements other legislation designed to protect archeological resources, chiefly the National Historic

Preservation Act, and supports archeological management in the broader context of biological, earthen, atmospheric, and social resource conservation.

Role of Federal Research Organizations

A few Federal agencies have primary research missions that directly or indirectly include archeology but have minimal land management responsibilities. The National Science Foundation, Smithsonian Institution, and the National Endowment for the Humanities directly fund archeological research throughout the United States and overseas.

Staff at the U. S. Geological Survey, National Aeronautics and Space Administration, and Smithsonian Institution also do research with archeological materials and sites. The National Oceanic and Atmospheric Administration supports research on submerged archeological resources in addition to managing marine sanctuaries. Agencies that support archeological research, but which are less well known for it, include the U. S. Public Health Service, National Institutes of Health, and National Institute of Standards and Technology.

Role of Private Archeological and Preservation Organizations

Private archeological and historic preservation organizations offer Federal agencies an opportunity to expand programs, provide public education, and activate large numbers of citizens. These private groups make their memberships available as active constituents in areas such as public participation, lobbying efforts, resource conservation, and professional communications.

American Anthropological Association

The AAA is a professional organization of anthropologists, educators, students, and others interested in the discipline of anthropology. AAA has an external affairs department that includes government affairs, education, minority affairs, a congressional fellowship program, and outreach. The department of information services administers the placement service, newsletter, speakers bureau, surveys, and other programs. The association, which includes physical anthropology and archeology divisions, organizes scholarly meetings and conferences, publishes journals and other publications, and administers grants.

American Society for Conservation Archaeology

ASCA is a group of professional archeologists committed to advancing the conservation ethic and ensuring proper treatment of archeological sites and collections. The society also serves as a forum to keep members informed about legislative and regulatory developments or issues.

Archaeological Conservancy

The conservancy is an organization of citizens concerned with the preservation of prehistoric and historic sites for interpretive or research purposes. The conservancy, through donation or purchase, acquires sites throughout the country for permanent preservation. The organization has a quarterly newsletter and sponsors tours of archeological sites.

Archaeological Institute of America

The AIA, consisting of 85 societies throughout the United States and Canada, promotes a general interest in archeology. Local societies sponsor the AIA lecture program, which brings professional archeologists to the community to lecture on recent discoveries and research.

National Association of State Archaeologists

NASA was established to facilitate communication among state archeologists and thereby contribute to the conservation of cultural resources and the solution of professional archeological problems. NASA develops consensus views on archeological issues and communicates these to government agencies and other organizations involved in the management of cultural resources.

National Trust

The National Trust for Historic Preservation is a private, non-profit organization chartered by Congress. It has a wide range of responsibilities including encouraging public participation in the preservation of sites, buildings, and culturally and historically significant objects as well as advocating preservation policies in legislative, judicial, administrative, and private forums. The trust owns a number of historical properties throughout the United States.

Preservation Action

Preservation Action is a national grassroots organization of state and local preservation organizations and individuals. The group lobbies for a range of historic preservation issues, from obtaining appropriations for the historic preservation fund to developing tax policies that promote preservation of his-

toric properties. The annual meeting in Washington, DC, is in the spring.

Society for American Archaeology

The SAA is an international scholarly and professional association of both professional and avocational archeologists concerned about the discovery, interpretation, and protection of the archeological heritage of America. The SAA office of government relations represents the society in public affairs, focusing on congressional and Federal agency issues. The "Save the Past for the Future" project shows the SAA's commitment to public education and participation.

Society for Archaeological Sciences

The SAS is an organization of archeologists and physical scientists concerned about applications of natural science techniques in archeology to both prehistoric and historic resources. The SAS publishes a quarterly bulletin and holds annual meetings, usually in conjunction with the SAA annual meeting.

Society for Historical Archaeology

The SHA was established to bring archeologists, anthropologists, ethnohistorians, historians, and other interested institutions and individuals together in order to study the period beginning with European contact of non-European areas and the Western Hemisphere in general. The society offers a broad range of publications to its members and the public.

Society for Industrial Archaeology

The SIA is dedicated to creating an awareness of the need to preserve industrial heritage including the study, preservation, and adaptive re-use of industrial sites. Quarterly newsletters, a semi-annual journal, occasional publications, and a yearly conference enable members to pursue this interest.

Society of Professional Archaeologists

SOPA is an organization of professional archeologists whose goal is to build and define professionalism among archeologists; provide a measure against which to evaluate archeological actions and research; establish certification standards; and demonstrate to other archeologists and the public the nature of professional archeology.

The International Role

The Federal government participates in worldwide archeology efforts as a member of the United Nations Educational, Scientific, and Cultural Organization. UNESCO was a chief

sponsor of the 1970 World Heritage Convention, which called for greater international support of significant sites and structures. Following the conference, the National Historic Preservation Act of 1966 was amended to add nominating properties for the World Heritage List to the Secretary of Interior's responsibilities, and to make available training opportunities and information concerning professional conservation methods.

Carrying out the Secretary's responsibilities, the National Park Service, in conjunction with the Advisory Council on Historic Preservation, nominates sites of international importance to the World Heritage List. Examples include Mesa Verde in Arizona and the remains of the 12th-16th century fortress and associated city of Nan Madol, located on the island of Pohnpei, part of the Freely Associated States of Micronesia.

Since 1971, the United States has actively participated as a member of the International Centre for the Study of Preservation and Restoration of Cultural Property; it also encourages professional training in cultural resources management through the International Center for Conservation in Rome. The National Park Service office of international affairs fields over 200 requests annually from foreign countries for assistance in planning, interpretation, training, historic preservation, tourism, and natural and cultural resource management.

The Park Service has also conducted an archeological survey of sites in India. Since 1989, planning teams have prepared development concept plans for the Taj Mahal, Agra Fort, and Fatehpur Sikri as well as for four significant religious sites. Other recent projects have included conservation assistance for former republics of the Soviet Union.

In response to the depletion of artifacts by the lucrative international art market, UNESCO called for adoption of the International Institute for the Unification of Private Law at its 1970 Convention on the Protection of Cultural Property, banning the export or import of stolen archeological goods, and mandating the return of items to the country of origin. Approved by President Nixon in 1970, Congress adopted a watered-down version of the stipulations in 1983. Since then, the law has been utilized in at least six situations with varied success. Cooperation with the FBI and customs officials has led to the return of stolen goods, contributing to the reduction of the value of artifacts as a commodity in the international art market.

Departments and Agencies

The complex workings of the Federal government are reflected in the diversity of departments and agencies and their multitude of individual missions, from managing natural resources to defense. Dozens of departments and agencies carry out their jobs with various types of organizations, funding, and personnel levels.

Archeology is one of the few Federal activities that truly cuts across departmental boundaries and agency missions. Legislation and regulations apply equally. Yet each department and agency meets these mandates in a manner adapted to its own mission. The examples presented here illustrate the diversity and commonality of programs.

Air Force

A. L. Clark

As part of its worldwide historic preservation program, the Air Force currently has surveys in progress at several installations to discover and inventory archeological sites and other historic properties. The Air Force has seven national historic landmarks, two landmark nominations being considered by the Secretary of the Interior, and 17 other National Register properties.

The Air Force gives full consideration to the effects of its activities on historic properties in accordance with the National Historic Preservation Act and the Advisory Council on Historic Preservation's implementing regulations. Archaeological Resources Protection Act permits are issued by headquarters in accordance with the Act's requirements. The Secretary of the Interior's standards for the treatment of historic properties and the advice of State Historic Preservation Officers and the Advisory Council are also frequently used in protecting Air Force historic properties.

Each base and each major command has a designated historic preservation officer. An aggressive training program—including an annual week-long historic preservation workshop, an accredited two-week summer course in historic preservation at Northern Arizona University, a two-week archeological law enforcement course, and the Advisory Council's two-day course on historic preservation law—is provided for these personnel.

Army

Constance Werner Ramirez

Nearly the entire spectrum of cultural history can be found on the 12 million acres occupied by U.S. Army installations. And since many bases are in isolated areas, archeological sites are often well preserved.

To take advantage of these conditions, the Army has developed an archeological management program to preserve and interpret the cultural history of the sites. In the short term, archeological

activities are dictated by the intensity of the Army's impact on sites and the need for site data to evaluate and interpret the archeological record being impacted.

On each installation, the archeological program must ensure that historic places are protected to the extent possible without jeopardizing military missions. In cases involving either historic buildings or archeological sites, the proper preservation treatment must reflect prudent use of public funds and be feasible within the constraints of the military.

The Army's program has been evolving since the early 1970s to achieve several goals including preservation of places associated with the history of the Army and the United States and integration of plans for historic and archeological resources with long-term management. To make good management decisions, Army installations have had to undertake extensive archeological research programs and impact studies. The research has included overviews of roughly seven million acres, field surveys of approximately three million acres, and extensive analytical work, including the use of geographical information systems combined with multivariate statistical analysis programs on more than 10,000 sites.

The Army tries to limit excavation to those sites with a high probability of finding important data and/or data that will increase the knowledge of other sites. The Army encourages installations to provide information to the public in leaflets, exhibits, and technical reports.

As a consequence of the Army's program, the history and prehistory of large parts of several states have been rewritten, making an important contribution to the preservation plans for each state.

Army Corps of Engineers

Larry Banks

Less than 20 years ago, the Corps of Engineers had an archeological staff of one. The formal archeological program began in 1970 as an outgrowth of the National Environmental Policy Act of 1969. As a direct result of the 1974