



UPAC NEWS

NEWSLETTER FOR THE UTAH PROFESSIONAL ARCHAEOLOGICAL COUNCIL

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SUBMISSIONS: UPAC News welcomes all submissions by Utah archaeologists and others working in Utah in archaeology or related fields. Issues of relevance to UPAC News readers include ongoing research, education and preservation efforts, ARPA investigations, new hires, conferences and symposia, etc. Please submit to Jerry D. Spangler, 6400 E. Emigration Canyon Road, Salt Lake City, Utah, 84108 (801-582-2900). Whenever possible, please submit in Word Perfect 5.1 format. The deadline for the Spring issue is April 30, 1997.

PRESIDENT'S MESSAGE:

As archaeologists, we all understand the need to have the public's support for archaeological research and conservation efforts. That support stems in large part from the public's interaction with archaeological knowledge and archaeological sites. Utah Prehistory Week provides a unique opportunity for public access to the knowledge of Utah's human history through interaction with research, management and avocational archaeologists. During this one week, the public can learn about technological innovations in food storage, irrigation, housing construction and weaponry; adaptations to montane and desert environments, social stress and population increase; and physiological responses to disease. Field trips to sites, demonstrations, exhibits and lectures are all media by which the science of archaeology can be conveyed to a wider public.

The members of UPAC are well equipped to tell these stories and to share with the public how scientific archaeology is done and why this precious resource is worth saving. At the fall meeting, UPAC pledged a small monetary sum to support this year's Prehistory Week. This is good, but archaeologists from UPAC, USAS and others will dedicate far more in time and effort as a demonstration of our dedication to the conservation of Utah's archaeological heritage during Prehistory Week.

If you have been involved in Prehistory Week in the past, continue to stay involved. If you haven't, consider starting an event in your local area. Do those things with which you are comfortable. Consider summarizing one aspect of recent research in a popular article for your local newspaper. Stage an open house at your firm's laboratory where the public can see how their tax dollars go to study and

preserve the past. If you take just five people on a field trip or do a demonstration for five first-graders, that's five more people that have been reached by a positive encounter with archaeology than would have been reached otherwise. And they will tell others.

In the late-Carl Sagan's last major piece of work, The Demon Haunted World, he wrote: "Popularizing science -- trying to make its methods and findings accessible to non-scientists --- follows naturally and immediately. Not explaining science seems to me perverse. Science is more than a body of knowledge; it's a way of thinking. I have a foreboding of an America in my children's or grandchildren's time -- when the United States is a service and information economy; when nearly all the key manufacturing industries have slipped away to other countries; when awesome technological powers are in the hands of a very few; and no one representing the public interest can even grasp the issues; when the people have lost the ability to set their own agendas or knowledgeably question those in authority; when clutching our crystals and nervously consulting our horoscopes, our critical faculties in decline, unable to distinguish between what feels good and what's true, we slide, almost without noticing, back into superstition and darkness."

I firmly believe that Prehistory Week is an essential ingredient to the future success of maintaining public support for archaeological studies and archaeological management programs. As we elect legislators with little background in science and/or knowledge of archaeology, and as the demand to reduce federal and state budgets grows louder, who will be the voice for archaeology?

Stan McDonald, UPAC President

USAS VOLUNTEERS

Do you have fieldwork, laboratory or research opportunities for USAS volunteers? If you do, please send USAS President Jeff Roberts a message providing a brief description of the project, expertise needed, location of the project, times and duration of the project, and other pertinent background information. USAS can and will publish your request in the USAS newsletter. Jeff can be reached at 75 N. 300 East, Annabella, Utah, 84711-9999.

UPAC ELECTIONS

Enclosed in this issue of the UPAC newsletter is a ballot for two UPAC positions. Nominees for vice-president of governmental affairs and research include: Shane Baker, Museum of Peoples and Cultures, BYU; Signa Larralde, Bureau of Reclamation; and John Senulius, Senco-Phenix Archaeological Consultants. Nominees for secretary include Kathy Callister, Dugway Proving Grounds; Brooke Arkush, Weber State University; and Marian Jacklin, Dixie National Forest. Lee Kreutzer, Capitol Reef National Park, was nominated for secretary, but was unable to accept the nomination. Using the enclosed ballot, please vote for one person for vice-president and one person for secretary. Ballots must be returned to UPAC secretary Diana Christensen post-marked no later than April 15. If a ballot was not included in your copy of the newsletter, you indicate your selection on your own ballot and return it to Diana.

UPAC SPRING MEETINGS

The Spring UPAC meeting has been scheduled for Friday, May 30, and Saturday, May 31, in the Uinta Basin. Members of USAS have also been invited to attend. As with past spring meetings, the event will be a camp-out, and arrangements are currently being made toward that end. Additional information of the meeting location, accommodations and field trips will be sent to UPAC and USAS members in a separate mailing. Mark these dates on your calendar and plan to attend. If you have suggestions, please contact UPAC President Stan McDonald.

ROCKY MOUNTAIN CONFERENCE

The third biennial Rocky Mountain Anthropological Conference will be held September 18-21, 1997, at the Holiday Inn in Bozeman, Montana. Interested individuals are encouraged to organize a forum as an alternative to a symposium in order to provoke more-focused discussion of delineated themes and topics. Contact conference organizers about organizing a forum, or visit the RMAC web page at <http://www.montana.edu/wwwrmac>. Individual contributed paper abstracts (150 words maximum) are due by March 31, 1997. If the number of papers submitted exceeds the space available, a selection process will be implemented to accommodate the widest range of topics and participants. For more information, contact Kenneth Cannon, NPS Midwest Archaeological Center, Federal Building Room 474, 100 Centennial Mall North, Lincoln, Nebraska, 68508-3873.

WANTED: New UPAC Members!!

UPAC was founded on a shared vision of its members, that regardless of our institutional affiliations or sometimes differing opinions, we share common goals and objectives for the preservation of Utah's archaeological heritage and the practice of professional archaeology in Utah. The success of UPAC in presenting a strong, unified voice for archaeological resources preservation and professionalism depends upon a strong, diverse and active membership. While there are many actions which contribute to the success of UPAC, maintaining and expanding our membership roles is crucial to the future of UPAC. We need your help in identifying potential new members. These may include students exploring careers in archaeology, employees of your consulting firm, colleagues whose memberships in UPAC have lapsed or retired individuals. If you know of individuals who may be interested in joining UPAC, please fill out the enclosed form and return it to vice-president for membership Nancy Coulam.

JOB OPENINGS

The Utah Department of Transportation is seeking a seasonal archaeologist (AJ position/9 months maximum work) for UDOT Region 4 in southern Utah. The position pays \$11.58 to \$17.39 an hour, plus per diem and travel; however, the successful applicant is not eligible for state benefits. Responsibilities include state file and records searches, conducting a Class II survey and limited testing, compiling site and isolated find documentation, preparing survey reports and documents, and conducting native American consultation. For more information, contact the UDOT Human Resources Section at 801-965-4249, or UDOT preservation officer Susan Miller at 801-896-9501, ext. 753.

JBR Environmental Consultants is seeking an archaeologist with a master's degree and at least seven years experience in the Great Basin region (Nevada preferred) conducting inventories and site mitigation. Experience with technical writing and editing research reports is essential. Prehistoric artifact analysis skills with a lithics background is advantageous. Also required are strong interpersonal and communications skills and a strong team orientation. Job location could be in Utah or Nevada. Qualified applicants should send a resume to Human Resources Manager, JBR Environmental Consultants Inc., 8160 S. Highland Drive, Suite A-4, Sandy, Utah 84093 (801-942-1852). The position offers a competitive salary and benefits.

PECOS AT CHACO

The Pecos Conference is returning to Chaco Canyon after a 50-year hiatus. To celebrate, the Pecos Committee is planning a somewhat different program than in recent years, one that reflects the spirit and atmosphere of early conferences, while still providing a setting for discussion of significant topics in southwestern archaeology. Time for traditional archaeology-related papers will be reduced to 8-10 minutes each, and should be limited to a review of the work and possible methodological and theoretical implications (detailed artifact descriptions are discouraged). A short ethnology session will be added, as will a session on individuals significant to Chaco Canyon's past. Requests for program information or to be included on the program should be directed to Tom Windes (Pecos 97), Chaco Collections, c/o Anthropology Department, University of New Mexico, Albuquerque, New Mexico, 87131, or at Tom's E-mail address (tom_windes@nps.gov). A formal notice of the meeting, solicitation of papers and registration information will be mailed in March. To be placed on the Pecos mailing list, contact Alan Shalette, 5294 Mesa del Oso Rd NE, Albuquerque, New Mexico, 87111 (505-291-9653 or E-mail at AlShal@aol.com).

Awards Nominations

Utah's centennial generated worthwhile contributions to Utah history as many citizens got involved in preservation and interpretation efforts. The Utah State Historical Society will recognize outstanding 1996 contributions at its annual meeting on July 22. Nominations are being accepted for the following awards: **Antiquities Award** for outstanding archaeological research and preservation; **Historic Preservation Award** for outstanding service to the cause of historic preservation in Utah; **Service Award** for outstanding service to the Utah State Historical Society; **Richard D. and Emogene Poll Teacher Award** for outstanding service to Utah history in the field of education; **Utah Heritage Award** for outstanding work that contributes to an appreciation of Utah's heritage; **Utah Military History Award** for a book, article or museum exhibit that significantly contributes to an understanding of U.S. military history as it relates to Utah; and the **Utah History Media Award** for work in the media of film, video, theater, music or visual arts that generated understanding of Utah history. Nominations must be received by Mary Peach at 533-3545 by May 9.

BLM'S PROGRAMMATIC AGREEMENT

Since 1979, the Advisory Council on Historic Preservation's regulations for implementing Section 106 of the National Historic Preservation Act have invited federal agencies to develop counterpart regulations that would substitute for the standard 36 CFR 800 process. The Council recognized that a one-size-fits-all process such as the one described in 36 CFR 800 would not likely be the most efficient way for all federal agencies to carry out their historic preservation responsibilities. This is particularly true when the federal agencies have authorities, procedures and missions as diverse as, for example, HUD, FAA and BLM. During the last 10 years, BLM made an effort to draft counterpart regulations tailored to its land management programs and responsibilities. For various reasons, such as moratoriums placed on new rules, these counterpart regulations never became final. As an alternative, BLM offices in six states, including Arizona, developed statewide programmatic agreements (PA) to streamline the Section 106 process. The statewide PAs have reduced unnecessary paperwork, delays and costs for all parties involved in the consultation process, including the publics who pay for compliance work.

The statewide PAs have improved the process, but they fall short in three important ways: (1) They fail to provide a consistent, bureau-wide approach to compliance, which creates nonsensical requirements for land users operating in more than one state; (2) They don't give BLM a level of independence in decision-making commensurate with the comprehensive cultural resource management program it has in place and the professional expertise it has on staff; and (3) They perpetuate a process that is driven by external oversight -- with the threat of project delays and more red tape -- rather than by internal ownership. The 36 CFR 800 regulations are a stick without a carrot in sight. The process does not make federal officials want to do the right thing. It makes them do the right thing because they don't want to suffer the consequences of not doing so. This is not a healthy way to run a program.

For the past year, BLM has been working with the Council and the National Conference of State Historic Preservation Officers to develop a bureau-wide PA as a substitute for the standard consultation process described in 36 CFR 800. The primary thrust of the PA is to give BLM's line managers the responsibility to manage the cultural resources under their jurisdiction in accordance with procedures developed by BLM with the participation of the SHPOs and Council. The PA envisions a more meaningful partnership with the SHPOs, seeking their assistance earlier in the process -- at the broad land-use planning level when input can be more effectively used, rather than at the level of individual projects

when changes are more difficult to accommodate.

Under the PA, BLM would create an internal board consisting of its 13 senior cultural heritage specialists and three line managers to oversee the agency's preservation program, including proactive efforts such as public outreach. The board would confer regularly with the NCSHPO, individual SHPOs and the Council to promote consistency with state and national practice, identify problems or concerns, and advise field managers on implementing agency policies and procedures. The board would also provide oversight to ensure that individual field offices maintained professional staff or had arrangements to acquire professional expertise necessary to carry out BLM's preservation responsibilities. In consultation with the appropriate SHPO and the Council, the board would certify BLM offices in each state to begin operating under the PA after they (1) trained all of their managers and cultural heritage staffs on the new process, (2) demonstrated the availability of professional expertise or arrangements to acquire it, (3) delineated and assigned cultural heritage duties to appropriately qualified staff, and (4) developed a protocol between the BLM state director and the SHPO outlining how BLM and the SHPO would interact.

If for some reason an individual BLM field office became unable to maintain the standards of professional work described in BLM's procedures, it would lose the privilege of operating under the PA and would instead be required to comply with Section 106 by following the procedures of 36 CFR 800. Obviously, field managers would have considerable incentive to maintain the high level of consideration for cultural resources called for in the BLM's manuals so that they could retain control of their programs without external oversight. If they failed to do so, however, the safety net of 36 CFR 800 would still be there to provide the same level of protection that exists now.

BLM would not consult with the SHPO or Council on most of its undertakings under the PA. However, it would still involve the SHPO, and in some cases the Council, on unusually large or complex undertakings, interstate or interagency undertakings, highly controversial undertakings, undertakings affecting National Historic Landmarks, and some other unusual situations. We feel the SHPOs, in particular, can play a very valuable role in such cases and their assistance would be sought. We have no intention of reducing our consultation with Indian tribes; our existing policy would remain in effect.

Notice of the draft programmatic agreement was published in the Federal Register on December 16, 1996, as required by regulations. SHPOs and Indian Tribes, other agencies, private industry and interested parties were give

additional opportunities to comment. At this time, BLM is moving forward to incorporate comments into the final draft of the agreement, and will then present the document for signature. The BLM Preservation Board is being formed, and is planning the effort to revise internal procedures under the agreement should it be approved. SHPOs, Indian tribes and interested parties will again be given opportunity to provide input as these procedures are developed. If tentative schedules are met, the new BLM procedures would be completed before summer, followed immediately by training and certification efforts in each of the BLM states.

Gary Stumpf
BLM Arizona State Office

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BLM Utah State Office
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More News on Grand Staircase-Escalante NM

-- The Utah Geological Survey has released "Preliminary Assessment of the Archaeological Resources Within the Grand Staircase-Escalante National Monument." The report contains no new research, but is an overview of previous research in the region.

-- Gov. Mike Leavitt and Department of Interior Secretary Bruce Babbitt have announced the nominations of 10 individuals to the BLM's management team that will develop a comprehensive management plan for the national monument. The five state nominees include:

(1) Ken Sizemore, community planner-socioeconomics nominee. Sizemore is the director of planning for the Five County Association of Governments in southwestern Utah. (2) Robert Blackett, geologist nominee. Blackett currently works for the Utah Geological Survey as a specialist in hydrology, hydrothermal systems and quaternary studies. (3) Alden Hamblin, paleontologist nominee. Hamblin is currently the paleontologist with the Utah Field House of Natural History in Vernal. (4) Kathleen Truman, anthropology-history-sustainable development nominee. Truman is a University of Nevada-Las Vegas professor of environmental studies. (5) Clair Jensen, wildlife biologist nominee. Jensen is currently the manager of the Division of Wildlife Resources resource advisory council program.

Federal nominees to the management team include: (1) Pete Wilkins, planning coordinator. Wilkins was the Nonrenewable Resource Advisor for the BLM's Cedar City District with responsibilities over wilderness, recreation, minerals and water. (2) Kezia Nielsen-Snyder, writer-editor. Nielsen-Snyder was a natural resource specialist in the BLM's Utah State Office, and worked previously for the U.S. Forest

Service in recreation and vegetation management. (3) Barbara Sharrow, outdoor recreation planner. Sharrow is currently the recreation planner for the BLM's Colorado State Office. (4) Dennis Pope, range ecologist-biological sciences team leader. Pope is currently a rangeland manager for the U.S. Forest Service in the Modoc National Forest in California. (5) Marietta Davenport, archaeology team leader. Davenport is currently a zone archaeologist on the Sedona, Beaver Creek and Mormon Lake Districts of the Coconino National Forest in Arizona.

The BLM will appoint five additional members of the planning team, including an additional outdoor recreation planner, a botanist, a computer technician, a lands realty expert, a geographic information systems technician and a secretary.

MINUTES OF FALL UPAC MEETING

The following are unapproved minutes of the UPAC Business Meeting held in Salt Lake City, Utah, on November 8, 1996. Corrections or additions to the minutes will be accepted at the Spring business meeting scheduled for Friday, May 30, 1997. If you cannot attend, please send corrections to UPAC Secretary Diana Christensen.

President Stan McDonald called the meeting to order at 1:08 p.m. Thirty-five members were present at the beginning of the meeting and more than 50 by the end of the meeting. Motion for approval of minutes from Spring meeting was made. Corrections to the minutes included: In minutes discussed in the October newsletter, it was reported that Steve Simms had expressed interest in assuming the editorship of Utah Archaeology upon the completion of Kevin Jones' editorship. Although Kevin's retirement as editor was discussed, Steve Simms did not discuss his interest as a future editor during the meeting. We regret any misunderstanding this may have caused. Minutes approved after correction.

Treasurer's Report: Kenny Wintch reported we have a little less than last year at this time (\$4,914.58). Newsletters will no longer be sent to anyone who has not sent in dues since 1994. New dues are due in January, but you can start paying now. Motion made and passed for treasurer to change banks so long as there is no loss of revenue in account. Currently only one signature is required on checks. Treasurer and President are signatories. Recommendation made to put part of the money into a term deposit account to earn higher interest.

President's Report: Stan McDonald wants to focus the role of the President and look at what the objectives, purposes and goals of UPAC should be. The goals are very

