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# UPAC NEWS

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Steve Simms, President  
Signa Larralde, Editor

## PRESIDENT'S COLUMN

The Fall meeting of UPAC will be on October 22 and 23, as detailed by Stan McDonald in the next item of this issue of UPAC News. A few topics for the business meeting are taking shape:

The Utah State Division of Indian Affairs has formed the Native American Remains Review Committee required by the state reburial bill. This committee will form policy for treatment of newly discovered Native American remains. UPAC has contributed a lot toward the legislation and negotiation to support reburial while maintaining the legitimate interests of the scientific community. Thus, we have a deep interest in recommendations about policy. Brooke Arkush (Weber State University), a UPAC member and a member of the reburial committee, will come to the meeting to update us. UPAC will continue to track the issue as an interested party.

There will be a report on the response from the Federal Highway Administration to inquiries from the Utah SHPO, the U.S. Forest Service, and UPAC about cultural resource issues and the Utah Forest Highway 5, Wolf Creek Road. The concerns raised include archaeology outside of the right-of-way, mandated square meters of excavation as a criterion in an RFP, mandated exclusion of volunteer participants. This case should be of concern to everyone who does archaeology with federal agencies, but especially the FHA.

Other reports may include ISTEAs, the fate of the Programmatic Agreement on Section 106 procedures, Antiquities permitting rule change, and Utah Archaeology status and marketing progress. Last, but far from least, we will open nominations for the offices of President, Vice-President for Membership and Ethics, Treasurer, and UPAC News editor. Please identify people to play these roles and convince them to accept a nomination. Then come to the meeting and nominate them.

## ATTEND UPAC FALL MEETING!

UPAC's fall meeting will be held Friday, October 22 and Saturday, October 23 in the northwest conference room of the Division of State History, Old Rio Grande Train Station (300 Rio Grande), Salt Lake City (the usual place). The business meeting will begin at 1 p.m. on Friday.

Saturday's meeting will begin at 9 a.m. and end at 12 p.m. Following tradition, Saturday's session will be devoted to presentations on current archaeological research relevant to Utah archaeology. This session has, in the past, been especially useful in providing the profession with some quick and informative "snapshots" of archaeological work being undertaken within the region. Papers will be limited to 20 minutes. We have room for only eight (8) papers to be presented on Saturday morning.

Please submit a title and brief abstract to: Stan McDonald, Manti-La Sal National Forest, 599 W. Price River Drive, Price, UT 84501 (phone 801 637-2817, FAX 801 637-4940) by October 15. Since there will be a limit on the number of papers presented, the first eight people to submit paper titles will be scheduled for presentation on Saturday.

To allow all of us and especially those who will be traveling some distance to the meetings to get home in a timely fashion, we will strictly adhere to a 20 minute maximum time allocation on presentations. Please be considerate of others' schedules and review your paper prior to the meeting to ensure that it meets the 20 minute time frame.

—Stan McDonald

## INTRIGUE OF THE PAST: ANOTHER SUCCESSFUL YEAR

Utah's Intrigue of the Past Archaeology Education Program has just completed another successful year. Ten teacher workshops, co-facilitated by educators and archaeologists, were conducted this year and over 200 educators received inservice training in archaeology. Dim Dykman, Charmaine Thompson, Bill Fawcett, Everett Bassett, Signa Larralde, and Laurel Casjens co-taught Utah workshops this year.

Additional lessons are being developed for inclusion in the Intrigue program and for use in other venues. Secondary materials are nearing completion and two workshops aimed at upper level teachers have been conducted. Several teachers are currently piloting Intrigue lessons and activities in secondary settings.

The Utah Museum of Natural History is developing an interdisciplinary curriculum on the Great Salt Lake. The

Intrigue coordinators are constructing two lessons on Salt Lake Basin prehistory for inclusion in the new curriculum as well as for use with existing Intrigue materials. Kevin Jones, David Madsen, and Signa Larralde assisted with lesson development. The Great Salt Lake curriculum emphasizes conservation of the natural environment including archaeological sites and will be widely distributed to Wasatch Front school districts.

Intrigue of the Past is the basis of a national BLM program known as Project Archaeology. The new program employs the materials and delivery system through teacher workshops that was developed in Utah. Arizona, Wyoming, California, New Mexico, Alaska, Nevada, Colorado, Montana, and Oregon BLM are currently establishing Project Archaeology. Each state is writing instructional materials specific to the region and planning facilitator training. Educators and archaeologists in the Midwest and East have also expressed interest in sponsoring Project Archaeology.

The participation of Utah's professional archaeologists is critical to the program's success. Thank you for your continued support. Anyone interested in receiving training to become an Intrigue workshop facilitator should contact me at 539-4060.

--Jeanne Moe

## UDOT ISTEA UPDATE

Susan Miller of UDOT reports that 1992-93 ISTEA Enhancement funds have been allocated. None of the funds were allotted to archaeology projects, although historic projects captured approximately 15% of the \$3.4 million available. Sixteen projects were funded, including 9 pedestrian/bike trail projects totalling \$1.5 million, 4 historic projects totalling \$.5 million, and 3 scenic landscape projects totalling \$1 million. UDOT administrative and review costs took up the remainder. The historic project receiving the most funding was a project to mark and interpret the Mormon Trail. Betsy Tipps deserves UPAC's thanks for contributing long hours of service on the ISTEA enhancements application review committee.

Applications are currently being revised and will be available on October 22, 1993. Applications are due by February 4, 1994 for Fiscal Year 1994 funds. Please contact John Quick, UDOT Statewide Planning Engineer at 965-4808 for program information and application guidelines. FY 94 applications will be accepted for projects with total budgets between \$50,000 and \$500,000.

Susan Miller has offered to provide some advice about applying for ISTEA funds before the next deadline. She can be reached at 965-4157.

## STATE LANDS PROGRAM UPDATE

**New Rules Now in Effect:** Kenny Wintch reports that the State Lands cultural resources rules were advertised in August and no comments were received. The rules are now in effect, much to his relief.

**Results of the Utah Supreme Court Case between the National Parks and Conservation Association and the Board of State Lands:** An opinion filed on June 24, 1993 by the Utah Supreme Court dealt with the NPCA's position that the Division of State Lands and Forestry's decision to exchange a section of state school trust land for lands owned by Garfield County should be rescinded. The County wanted to acquire the land in question so that it could pave part of the Burr Trail to improve public access to the area.

The main issue of interest to UPAC members is the fourth issue considered by the Court: "Should the Board and Division have given priority to scenic, aesthetic, or recreational values over monetary values in approving the exchange?" (p. 3 of the opinion). The opinion of the Court on this issue was as follows:

The Division should recognize that some school lands have unique scenic, paleontological, and archeological values that would have little economic value on the open market. In some cases, it would be unconscionable not to preserve and protect those values. It may be possible for the Division to protect and preserve those values without diminishing the economic value of the land. For example, with appropriate restrictions it may be possible for livestock grazing and perhaps even mineral extraction to occur on a school section without damaging archaeological and paleontological sites. But when economic exploitation of such lands is not compatible with the noneconomic values, the state may have to consider exchanging public trust lands or other state lands for school lands. Indeed, it might be necessary for the state to buy or lease the school lands from the trust so that unique noneconomic values can be preserved and protected and the full economic value of the school trust lands still realized.

In this case, the Division did consider aesthetic and recreational values in deciding to exchange section 16 for Garfield County's lands. NPCA's argument is not that the Division totally failed to consider these values, but that the Division should have given priority to those values over the state's duty to maximize economic return. For the reasons stated above, that position is contrary to the duties imposed on the state and the Division under the school land trust. We hold that the

Board did not breach its trust duties by refusing to give priority to the scenic, aesthetic, and recreational values of section 16 over economic values when it approved the land exchange.

(pp 17 and 18 of the opinion)

Justice Durham concurred with the result, but disagreed "with the suggestion that the state must always give the economic interests of the school trust priority over all other considerations in managing trust lands" (p. 21). She went on to say:

The majority opinion acknowledges that failure to preserve scenic, paleontological, or archaeological values may occasionally be 'unconscionable,' but the alternatives it proposes are inadequate. The majority concludes that in such a situation, the state may have to consider either exchanging other state lands for school trust lands or leasing or buying the lands from the trust. Neither of these options would be satisfactory (p. 25).

She then explains why not.

This Utah Supreme Court decision will have an effect on the way land exchanges are handled in the future and the consideration (or lack of consideration) given to archaeological sites on lands slated for exchange. The file number of the opinion is No. 880022 (June 24, 1993), and the opinion was apparently published in its final form in the Pacific Reporter. Thanks to Jerry Spangler for bringing this important decision to the attention of UPAC News.

## NEW FACES, NEW POSITIONS

**Shelley Smith** is now a BLM national cultural resources program leader. Shelley will continue to work at BLM's Utah State Office, serving as a liaison between the Western states and Washington.

**Garth Portillo**, formerly the district archaeologist of BLM's California Desert District, replaces Shelley as BLM's Utah State cultural program leader. Garth holds a B.S. degree from the University of California, Riverside. He has worked extensively in California and the western Great Basin, predominantly in western Nevada and eastern California, since 1972. His main interests are the archaeology of the Great Basin and cultural resource management. He joined BLM as a temporary employee in 1975, worked on the BLM Desert Planning Staff (1975-76), in the Bakersfield District Office (1977), in the Bishop Resource Area (1982-84), in the Surprise Valley (Cedarville) Resource Area (1982-84), and in the California Desert District as program lead (1984-1993). He is married, has three children, and lives in Sandy, Utah.

**The Arizona Strip BLM** recently underwent reorganization as one of the pilot districts in the BLM. In March most of the district staff were reassigned to one of

the resource areas (Vermillion east of the Hurricane Cliffs and Shivwits west of the Hurricane Cliffs) so that more resources would be available at the field level. **Diana Christensen** became the Vermillion Resource Area archaeologist, replacing Aline LaForge, who transferred to Havasu City last fall.

**John Herron** is the Shivwits Resource Area archaeologist, replacing Rick Malcolmson, who retired last summer. Herron received a B.A. degree in anthropology (major in archaeology and minor in ecology and evolutionary biology) from the University of Arizona at Tucson in 1982. He was relocated from the BLM's San Pedro Riparian National Conservation Area in southeastern Arizona. He had worked out of BLM's Safford District Office for almost seven years as an area archaeologist. Prior to his BLM experience he worked for two years for the Museum of Northern Arizona at Flagstaff. He also previously worked for Pima Community College and the University of Arizona at Tucson. His professional interests are Southwestern prehistoric and historic archaeology.

## ROCKY MOUNTAIN ANTHROPOLOGY CONFERENCE EVENTS

The schedule for the Rocky Mountain Anthropology Conference, to take place in Jackson Hole, Wyoming on September 30-October 2, 1993, will feature symposia of interest to archaeologists throughout the Intermountain West. Symposia topics include a Friday morning plenary session entitled "Human Use of High Altitude Environments" to be chaired by David Madsen, "Geoarchaeology in the Rocky Mountains" to be chaired by William Eckerle, "Fremont in the Great In Between: Regional Context and Association" to be chaired by James Truesdale, "Bringing Rock Art into the Archaeological Mainstream" to be chaired by Clay Johnson and Mike Bies, and several other symposia of interest. The current plan is for the conference to alternate biennially with the Great Basin Conference. Call David Madsen at 533-3500 for registration information and conference details.

## NEW NATIONAL REGISTER BULLETINS AVAILABLE

National Register Bulletins 40, 41, and 42 are now available. The bulletins respectively provide guidelines for identifying, evaluating, and registering historic battlefields, cemeteries and burial places, and historic mining properties. For copies or for more information, contact the National Register of Historic Places, Interagency Resources Division, National Park Service, U.S. Department of the Interior, P.O. Box 37127, Washington, D.C. 20013-7127.

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Editor's note: Steve Simms of the faculty of Utah State University submitted the following editorial addressing the continuing debate on creative mitigation with a note that it is offered as his voice, not as a UPAC position.

### **MITIGATION: ALTERNATIVE, CREATIVE . . . AND OUR FUTURE?**

Upon becoming UPAC president, one of the first issues that came up was the proposed Programmatic Agreement (PA) to streamline section 106 review (see UPAC News for past two years). The draft PA seemed like a basis for discussion on what has come to be called "alternative," or "creative" mitigation. Signa Larralde was instrumental in opening this issue to UPAC membership and solicited viewpoints for publication in the UPAC News (Metcalf, Madsen, Schroedl and Tipps, December 1992 UPAC News; Bassett in the February 1993 issue). Discussion took place at UPAC meetings as well. Given the existence of the controversial draft PA, it was probably no surprise that much of the discussion about streamlining, alternatives, and the future was negative. However, as the draft PA was reconsidered in subsequent UPAC meetings, approval was repeatedly turned down with the recommendation to work on it and bring it back to us. Regardless of the hint of UPAC arrogance, and the failure to recognize that UPAC must be an active party of change, comment was at times passionate. This suggests the importance of the issue, either as the philosophical basis for potentially significant, but dimly perceived changes in the future, or as an immediate expression of self-interest. It was clear there was wide opinion with UPAC constituencies and that the perceived impacts of change were at once welcomed and abhorred, appreciated and feared.

My rationale for maintaining a dialogue on the issue was thus. Everyone who works in archaeology knows, as Schroedl and Tipps put it, "there is tremendous room for improvement in the assessment of site significance, the evaluation criteria applied to significant sites, the development and implementation of research designs, and critical analysis and interpretation" (UPAC News, December 1992). We also know archaeology is but one interest competing for public funds (whether those funds are routed through developers or government programs) and as archaeology has become more visible, it has become subject to greater scrutiny. Similarly, the calls over the years to "educate the public" have had impacts in a double-bladed sense. People know more about what archaeologists do and see value in it, although public and professional perceptions about archaeological values are not necessarily the same. Public recreation increasingly features a desire for educational experiences, including archaeology. On the other hand, education grants people a basis for critical analysis and an educated public is capable of scrutinizing whether archaeology is useful, wasteful, self-serving and "justified," relative to other societal needs. Given the above points, one of the worst things archaeologists can do is stay conservative, hold to the status quo, or simply react to external pressures. Such a stance nearly guarantees a negative tone to dialogues, as in the case of reaction to the draft PA. I too found flaw in the draft, but in the wake of our dismissal I still find the UPAC dialogue has failed to construct what it is we do want - other than the status quo. The only thing this stance will do is buy a little time. Since I was UPAC president and sought the dialogue on "creative mitigation," I can take the blame for not redirecting discussion along more constructive lines. As I near the end of my time as president, I can only urge that we continue to air

scenarios and desires for our future, try to organize toward such an end, and make a few observations to stir the pot a bit.

Archaeology (CRM or whatever) must be wary of cost, efficiency, and prioritization of funds. In this sense the draft PA was on target. But a tremendously conservatizing influence is the fact that any change will affect someone and any efficiency measures or reallocations will cut into someone's budget. Nevertheless, streamlining the 106 process and the broader notion of creative mitigation should be pursued if for nothing else than to improve cost-benefit ratios. The time of agency archaeologists would be better utilized and contractors would lose some work, but some of the most pointless "work" would be eliminated. One might counter as did a participant at the Spring UPAC meeting in Cedar City, "Archaeological sites do not reproduce, once we allow them to be destroyed that's it." This is a seductive comment amenable to sloganeering, but is flawed. In fact, what all archaeology does every day is eliminate sites. We collect them, we test excavate a few, we excavate a very few "completely," we always sample, and often we write them off without any investigation beyond a visit and a form-filling ritual. In other words, the practice of management guarantees that sites are destroyed. This argument misses the point that the issue is not preservation in an absolute sense, but preservation in light of knowledge gained. This leads to my second point.

Archaeology strikes me as highly vulnerable because we have developed a complex and subjective management bureaucracy to a point where we are running like rats on a treadmill "managing," but often have difficulty in perceiving just what the hell it is we are managing for. The means have become the end in much of archaeology and the public can easily perceive such behavior as self-serving. One example of this is the relegation of the word, "research" to a merely rhetorical level - a word used for effect, holding little meaning, but readily spoken. There is also the relegation of the concept of research to a place of residual afterthought in management. As a cultural resources bureaucrat (not a member of UPAC) told me just a few weeks ago, "but research is not relevant to our need to meet the management goals of cultural resources law." Of course I disagreed in a legalistic sense (given criterion d in the National Register process), but since I have heard versions of this line increasingly in recent years, or seen behavior that implies adherence to this view, I must disagree in a more fundamental sense as well. "Research" is the process of questioning, study and inquiry on virtually any level from the elementary to the cutting edge. It has no necessary association with the esoteric, although today's esoteric has traditionally proven to be tomorrow's understanding. Research then, is absolutely essential to learning about the past. Learning about the past is the original and ultimate reason for any legislation to preserve cultural resources. The most frequently cited National Register criterion for assessing significance is the value of a site for gaining knowledge, yet beyond filling files, this category seems to have little impact on management. This is dangerous because as soon as learning about the past is no longer the central concern of management, we lose all reason to support an expensive management system. I disagree with the reasoning seemingly popular among some recreation bureaucrats that only preservation per se is paramount because people want to use the past for tourism, vision questing, live-like-Indians fantasies, etc., regardless of what knowledge content there might be. I do not deny the importance of archaeology in recreation planning, but argue that a disconnection of the research process from the recreational process ultimately leaves the latter conceptually empty. Related to this point, I also disagree with the postmodern semantic boondoggle that the past constructed

by doing archaeology is relatively no more or less "real" than anyone else's past. If it is nihilism we are really going to opt for, then let's urge congress to save money by dismantling the entire management system to let the commodification of the past proceed unfettered by the special interests that pervade subcultures within the public, government agencies, small businesses, and academic circles.

A painful aspect of looking to the future is the need to critically analyze the present and then proceed to discussion of change that will surely upset some, if not most. It is easier to react against the perceived dangers of change, but this fosters rationalization of the status quo - a practice which guarantees there will be no critique, only a defense. Much of the discourse on the draft PA was in this vein. I too was opposed to parts of the draft and composed the letter UPAC sent in opposition. However, that letter stated the basic idea was sound. In retrospect what I failed to do was point out the basic idea was critical to our survival. As it is the Advisory Council reacted about the same way as UPAC - preserve the status quo, hands off, too hot to handle. No surprise here because the Advisory Council is a good example of an entity with a vested interest in the status quo.

Given the flexibility for innovative solutions and the omission of the too deterministic management protocols of earlier drafts, I could live with the PA. But I see that as only a beginning. I also advocate a transfer of some judgment (and accountable responsibility) to principal investigators as argued by Everett Bassett (UPAC News, February 1993). Perhaps we could apply some of the recommendations of the commission on "reinventing government" headed by Vice-President Gore to our situation: stop promoting bureaucrats that only play by the rules and keep their heads down. Seek some risk-takers and innovators. Cut the ratio of managers to the managed. Identify the tasks and the goals and let those who accept responsibility pursue the task whether they be employed by government or the private sector.

Nor do I have trouble in seeing much of what Dave Madsen argued for in terms of alternative mitigation (UPAC News, December 1992). We should actually conduct less compliance-type work and tolerate more site destruction - for a trade off. I see the possibility for sites to be lost and saved by public dollars being directed away from compliance and the bureaucratic costs of management and toward other areas. We only have to look back a few decades to some of the River Basin surveys where now classic examples of influential archaeology (cited again and again as keys to knowing the prehistory of regions) arose because effort and funding was focused to do a little bit right rather than try to do all of it poorly. In most of the River Basin projects hundreds of sites were sacrificed to fiscal reality. The fiscal reality is still with us, but the capacity for judgment seems to have escaped. Thus, the compliance and management system has produced a "data set" worthy of comment largely because of its unmanagability and because much of what passes as data is useless for anything beyond filling files and justifying paychecks. The compliance system has reduced research design to a joke in too many cases. For instance, Research question = Do Elko points represent Archaic times? Test = Find Elko point in dated context. We can all laugh at this kind of thing, but we should weep instead! Public dollars now going to support this self-serving system should be redirected toward more peer-reviewed competitive proposals for grants aimed not at mitigation, but at research (remember, learning about the past) and administered the way most funds are in the sciences. One thing that would happen is research would be less likely to take the shot-gun approach leading to the kind of

vacuous "research questions" identified above (I have seen literally dozens that are not as extreme as the one above, but that are not far behind). The CRM compliance and management system in its current form will never achieve the consistency of quality that we all know we want. Under this system, projects must be designed around engineering, management and political needs, even though the spirit of the laws protecting cultural resources revolve around learning. Peer review is completely unlike that acceptable for the sciences and research design is increasingly rammed down our throats by untouchable bureaucrats who write RFPs. We repeatedly try to build a horse by committee and end up each time with camels!

Consequences of goals like those only broached above may be smaller agency payrolls or at a minimum shifts in priority. There would be less action-impact-reaction CRM contracts and hence less business as usual for us contractors. I see dollars being saved from endless rounds of RFPs which sometimes choke the life from any kind of archaeological inquiry, but which surely cost a lot to produce and administer. I see competition move from the arena of business interests, profit, and accommodation to the whims of entitled bureaucrats. I see movement toward cooperation and innovation aimed at the central goal of gaining knowledge about the past and making it accessible to scientists and the public either via traditional media or via recreational experiences. I see more archaeologists whether they serve in government, business or whatever, practicing archaeology rather than flitting among workshops, attending endless meetings on guidelines, rules, client, contractor and/or agency negotiations, etc. etc.

Call this naive, or call it divisive and inflammatory. It is however, self-critical in a disciplinary sense and in a personal sense (I have participated in the system as much as most in UPAC as an academic who has done a lot of CRM, sat on endless committees, etc.). What is necessary is a change in our posture from one of reacting to change and rationalizing the status quo to creating a future in a rapidly changing national economic scene. At this stage I am ready to risk pursuit of something as minor as the PA that has been the subject of so much furor. Give credit to the government agency archaeologists who thought of this, make some changes and adopt it. At the same time, let's tell them and public servants what else we want to adopt. Better we do it than placing ourselves at the mercy of change mandated by taxpayers thirsty for cuts in government-related spending.

While merely thinking innovative thoughts does not mean they will happen, failing to do so will guarantee change will not be shaped by us. Let the archaeologists be the first ones to suggest the system as presently evolved is wasteful, self-serving, largely misdirected and needs fundamental reorganization of directive. UPAC is an advocate for archaeology, not a self-preservation society for archaeologists, although at some point in the future these two notions surely intersect.

--Steven Simms

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### ARPA NEWS

**Coping with Vandalism:** The purpose of the first International Symposium on Vandalism in North America,

held in 1988 in Seattle, was to stimulate the exchange of ideas. Now the Pacific Northwest Research Station of the Forest Service has developed Vandalism: Research, Prevention, and Social Policy, an outgrowth of the symposium that examines how vandalism is being approached through research, law enforcement, education, design, and integrated programs. The study's third section is devoted to the prevention of looting and vandalism on

archaeological and recreational sites. Essays include "National Goals for Protecting Archaeological Sites" by Richard C. Waldbauer of the National Park Service Archaeological Assistance Division and "Rock Art Vandalism: Causes and Prevention" by Howard C. Higgins. Copies of the report may be obtained by writing Paul Barlow, USDA Forest Service, Pacific Northwest Research Station, Research Information Services, P.O. Box 2890, Portland, OR 97208-3890. Phone (503) 326-7128.

--from The Federal Archaeology Report, Vol, 6, No. 2, p. 15, Summer 1993.

**Man to Pay \$10,000 to Stabilize Ruins:** An Algodones, New Mexico man who dismantled a 200-year-old ruin sacred to the Navajos has been ordered to pay \$10,000 in restitution so the ruin can be stabilized. A document used in the sentencing of Gilbert Baldonado, 29, said he "showed complete disregard to the cultural significance of the archaeological site to Native Americans of New Mexico." Baldonado was convicted in federal court in May of damaging an archaeological site on federal property in 1991. The site, the Tower Ruin, is considered sacred to the Canoncito Band of Navajos west of Albuquerque.

--The New Mexican, August 8, 1993

**Musician Fined \$510 for Taking Artifact:** A country-and-western musician has been ordered to pay a \$510 fine and make musical public service announcements for illegally taking a 950-year-old Anasazi artifact from federal land in New Mexico. Richard Pappano of Denver, a bass player in a band, will make the PSAs for six months urging people to obey the Archaeological Resources Protection Act of 1979, federal officials said. Pappano, whose archaeological find occurred during an illegal treasure hunt last year, was ordered to pay the fine and do the community service under a plea bargain approved on August 6, 1993. He was the only one of 25 Denver-area men criminally charged after an expedition promoted and led by Steve Hoskins of Littleton. Hoskins conned the businessmen out of \$5,000 each for the chance to recover as much as they could carry from a fictitious Spanish treasure supposedly in a cave at the El Malpais National Monument in New Mexico.

--The New Mexican, August 8, 1993

**Walking to the Wheel:** A short-term management plan for the Medicine Wheel Historic Landmark in Sheridan, Wyoming, seems to be working. After month of negotiating, state and federal officials, Native Americans and members of historic organizations signed a memorandum of agreement redefining how people visit the windswept ridge. It limits car traffic by making visitors walk 1 1/2 miles from a parking lot to the site in groups of 25 accompanied by Forest Service guides. Although 50% of the people leave after discovering they have to walk, daily visitation is still 200-300 people, says Forest Service spokeswoman Mary Randolph. The agreement also sets

aside 24 days when the wheel--made from rocks laid out on the grasses--is used for Indian ceremonial rites. Although the wheel won't be closed to visitors on these days, people will be asked not to walk up to it. Last year's guides were criticized for not knowing what role the wheel plays in Native American ceremonies. This year, says Randolph, local spiritual leaders are working with the guides. Recent opposition to the changes came from Cal Taggart, a former state legislator, who says he may pursue legal action against limiting public access during Native American ceremonial times.

--High Country News ("Hotline"), Sept. 6, 1993

**Vandals Hack Petroglyphs:** Vandals obliterated three Anasazi petroglyphs in Arizona's Wupatki National Monument last month. "They were just acts of senseless destruction," ranger Kim Watson told the Arizona Republic. "They weren't chipped away in a fashion where they could be collected or sold." This is the first time petroglyphs have been vandalized in the northern Arizona park since it was protected 50 years ago, but such incidents in remote Southwestern areas are increasing rapidly. The 800- to 900-year-old petroglyphs were at different sites in the monument, and depicted bighorn sheep, a bird and an unidentified figure. Present-day Hopi, some of whom descend from the Anasazi, make annual pilgrimages to the site for religious ceremonies.

--High Country News ("Hotline"), Sept. 6, 1993

## NAGPRA UPDATE

**NAGPRA Regulations:** The proposed rules for implementing NAGPRA were published in the Federal Register on May 28. A 60-day comment period was provided for interested parties. Written comments were accepted until July 27, 1993. A meeting of the Native American Graves Protection and Repatriation Review Committee was held on September 20, 22, and 22, 1993, to focus on developing final regulations for implementing the statute.

**NAGPRA Grant Funds:** The administrations's budget request for fiscal year 1994 includes \$2.75 million for the grant program authorized under Section 10 of NAGPRA. The money is to assist Indian tribes and Native Hawaiian organizations in the repatriation of cultural items as well as museums in conducting the inventories and identification required by the statute. The National Park Service requested an additional \$250,000 to administer the grant program. The administration's budget request for fiscal year 1994 also included funds for NPS and BLM to fulfill their responsibilities under that statute.

Additional information about NAGPRA can be obtained from C. Timothy McKeown, NAGPRA Program Leader, Archaeological Assistance Division, National Park Service, P.O. Box 27127, Suite 210, Washington, DC 20013-7127. Phone (202) 343-4101.



**Utah Museum Association Meetings Feature NAGPRA Panel:** The Utah Museum Association annual meetings in Price on September 17 featured a keynote presentation by Barre Toelken, author and professor of English and History at Utah State University entitled "Seeing with a Native Eye." Dr. Toelken emphasized the question of Native American/institutional Anglo dialogue, an issue of particular urgency in the aftermath of the passage of both NAGPRA and S.B. 128, the parallel Utah bill. Dr. Toelken considered the methodology of establishing a genuine exchange of ideas between people whose culturally rooted conventions and traditions of behavior are different.

Following the presentation, Dr. Toelken moderated a panel discussion on NAGPRA entitled "Repatriation: the Spirit and the Letter of the Law" to inform museum professionals, federal and state land managers, and others affected by NAGPRA about the legal and ethical requirements of the legislation. Panelists were Sara Dubberly, an information specialist for the American Association of Museums who has been responsible for interpreting NAGPRA for AAM member museums and has written all of the Association's technical bulletins about the law; Will Numkena, Director of the State Division of Indian Affairs; and Garth Portillo, State Archaeologist for BLM.

## **ANASAZI SYMPOSIUM COMING UP SOON**

The Fifth Occasional Anasazi Symposium will be held at San Juan College in Farmington NM, October 21 through 24, 1993. One theme at this year's symposium will be **The Big Project and the Big Picture: Syntheses in the Four Corner Beyond**. Symposia and individual papers will concentrate on presenting research syntheses from regionally-focused projects that contribute to our understanding of prehistoric pueblos in the context of the greater Southwest.

Symposia discussing results from at least two large projects are expected; also featured will be papers concerned with smaller projects and theoretical papers offering regional perspectives. One half day will be devoted to chaired working sessions for discussion of types of data and formats that will facilitate regional studies. Field trips to sites in the Farmington area are planned for the final day of the meeting.



## **AZ ARCHAEOLOGY COUNCIL FORMULATES PUBLICATION/AUTHORSHIP GUIDELINES**

The Arizona Archaeology Council has appointed a committee to identify the professional and ethical responsibilities of those involved in sponsoring the production of archaeological documents and those who write them. The committee will also provide professional guidelines for the parties involved.

The goal is to compile relevant information about the roles, rights, and responsibilities of each party. Use of the guidelines will remain the decision of individual sponsors, contractors, authors, and editors. The committee is made up of members who represent a wide range of interested parties.

Issues being examined include copyright laws; agreements and contracts; responsibilities of authors, editors, contractors and agencies; ethical considerations; report content/format requirements; and report distribution procedures.

UPAC will follow the progress of this AAC committee, since its concerns are shared by all those who have a hand in producing archaeological documents.

—abstracted from AAC Newsletter, June 1993

## **CONTRACTORS AND CURATION, CONTRACTORS AND MONEY**

An article from the July 14, 1993 issue of The Grapevine is included as an attachment to this issue of UPAC News. The article will be of interest to contractors as they arrange for curation of collections.

A second attachment, reprinted with permission from The Grapevine, August 16, 1993 issue (vol 3:8), details the results of a corporate questionnaire regarding data about archaeological contracting companies. Please take a look at this fascinating information, provided by Steve Simms.

## **CURRENT RESEARCH**

(Editor's Note: Attend the UPAC fall meeting Saturday morning symposium on current research for a moment-by-moment research update of what is going on in and around Utah.)

**Project Aims to Restore Rock Art Panel:** The Segoe Canyon panel north of Thompson, Utah is one of Utah's

most significant and spectacular rock art panels—a panel that continues to draw modern visitors by the thousands.

Unfortunately, many of those visitors have seen fit to add their own names and dates to the images left by prehistoric travellers. "It's perhaps the most abused site anywhere in Utah," said BLM archaeologist Julie Howard. "There are hundreds of initials, dates and designs all over the top of the rock art."

Which is why BLM has embarked upon an ambitious \$20,000 campaign to remove graffiti and restore the panel—as much as possible—to its original condition. Rock art conservator Constance Silvers has been painstakingly removing paint and chalk and filling in incisions and bullet holes that have marred the panel.

"She's one of the three best in the United States at doing this," said Grand Resource Area manager Brad Palmer, who added the BLM is hoping to make the rock art site an educational showpiece on the values of protecting America's cultural past. "We have a prime opportunity to educate people about the significance of rock art, and hopefully reduce the incidence of vandalism here and at other sites."

The BLM acquired the Sego Canyon rock art panel in 1988 through a land exchange with The Church of Jesus Christ of Latter-day Saints. The reason was simple: "We recognized the archaeological significance of the site," Palmer said. "We have three separate cultures on three different panels representing three different time periods. It is a very unusual site."

The conservation efforts involve removing the graffiti but not repainting the ancient images to make them more photographic. Visitors will be able to see the images better—including never-before-seen images that have been concealed behind generations of mud that has washed over parts of the panel. Among the graffiti to be removed are signatures and dates going back to 1914 when the area became the focus of coal development. A railroad was built through the canyon to the town of Sego, and thousands of people made the canyon their home over the years. Many left their names on the panel.

BLM recognized many years ago that extensive visitation at the site was causing irreparable damage. A protective fence was recently built around the site, and restrooms and picnic tables were also added. The site is also handicapped accessible. Interpretive signs have been erected and a brochure will be published that will discuss the geology, plants and animals of the region. Foot trails have been built to lead visitors to a historic railroad trestle and natural arch.

BLM is still trying to acquire a second rock art panel in an alcove opposite the Sego Canyon panel. That site is privately owned. If the Sego Canyon project works as

expected, BLM officials say other heavily vandalized sites may also be targeted for restoration and interpretation. "We're excited about the potential for projects down the road," Howard said. "All we need is the money."

—abstracted from an article by Jerry Spangler,  
Deseret News, August 21, 1993

**The Arizona Strip BLM** has conducted several archaeological projects this summer. The first was a continuation of a project begun last year by the Sierra Club in which four rock art sites were recorded in the Paria Canyon Wilderness Area. This project involved backpacking 7 miles up from Lee's Ferry with a mule team from Kingman, Arizona for logistical camp and water support for the fourteen people involved.

Roane State Community College under the direction of Dr. Don Miller also continued archaeological survey on the Arizona Strip. Areas surveyed included Witch's Pool (John Wesley Powell meeting place on the Strip with the Paiutes) and Johnson Spring Area of Critical Environmental Concern (east of Kanab, Utah approximately 12 miles). Over 600 acres were surveyed for cultural resources in both of these areas and more than a dozen sites recorded.

And, finally, the Southern Utah University Field School of Archaeology, under the direction of Dr. Richard Thompson and Barbara Walling Frank, completed their third season of excavation at the Colorado City Kiva Site in Colorado City, Arizona. Several pit structures were found under an extensive midden south of the pueblo. Ceramics found on the floors of these features suggest a post AD 1050 occupation date. A series of superimposed pithouses and above ground surface rooms imply a very intense, and heretofore unsuspected, complicated occupation following AD 1050 for the last 100 years or so of the habitation of the site.

**Soil Systems, Inc.** (SSI) has begun its second season of fieldwork on the Ute Mountain Ute Irrigated Lands Archaeological Project in southwest Colorado. The Ute Mountain Ute Tribe is developing over 7,000 acres of agricultural land south and west of Ute Mountain. Water is to be delivered in early 1994 from the McPhee Reservoir via the Towaoc Canal currently being constructed by the Bureau of Reclamation. SSI is under contract to the Ute Mountain Ute Farm and Ranch Enterprise to conduct archaeological testing and data recovery on 52 archaeological sites located in the field areas to be irrigated by center pivot sprinklers.

During the 1992 season (May - October) testing was performed on 24 sites and data recovery was accomplished on 12 sites. The sites within the project area include late archaic surface scatters in stabilized dunes in the western part of the project area, and small Basketmaker III and Pueblo II sites along Cowboy, Mariano, and Coyote washes

that flow south off of the southern flanks of Ute Mountain and into the San Juan River. Four historic sites representing 1920-1940s sheep herding camps were also mitigated during the 1992 season. There are no Pueblo I or Pueblo III sites in the project area. The Pueblo I time period is unrepresented at all sites in this area south of Ute Mountain, and the Pueblo III period is represented by large sites of 100+ rooms with multiple kivas outside of the project area. The Pueblo II sites are not typical unit type pueblos. Architecturally, these sites consist of 4 to 6 masonry rooms with associated pitstructures. The pitstructures appear to represent domiciliary structures often with small storage/milling rooms connected by narrow tunnels. These sites contain a higher percentage of Chuskan and Kayenta ceramic types than Mesa Verde Anasazi sites in the Montezuma Valley 10 to 15 miles to the north. Tree-ring dates from the 1992 season date the occupation of this area between A.D. 1040 and 1065.

Work during the 1993 and 1994 seasons will concentrate on data recovery of large lithic scatters and an additional 15 to 20 Pueblo II sites along Cowboy Wash. Data from the Ute Mountain Ute Irrigated Lands Archaeological Project will provide a better understanding of this southern periphery of the Mesa Verde Anasazi heartland during the Pueblo II period.

—Cory Dale Breternitz

## **NEW ANASAZI CERAMICS IDENTIFICATION GUIDE**

The Center for Indigenous Studies in the Americas (CISA) announces the publication of the first volume in its Publications in Anthropology Series entitled "Northern Anasazi Ceramic Styles: A Field Guide to Identification", by William A. Lucius and David A. Breternitz. The volume is intended to be used in the field by archaeologists conducting in-field analyses on noncollection surveys. The origin of the guide was a 1985 ceramic conference held at the Edge of the Cedars Museum in Blanding, Utah to address the need for consistency in ceramic typing and dating by archaeologists working in the Northern Anasazi region.

The Center for Indigenous Studies in the Americas is a nonprofit research organization dedicated to the promotion of the archaeology, anthropology, ethnology, and natural history of the New World. All proceeds from the sale of publications go toward supporting research programs. The publication sells for \$10.00 per copy, with a 40 percent discount offered on orders of 25 copies or more. To order copies, please contact Cory Dale Breternitz or Chris Robinson, Center for Indigenous Studies in the Americas, 1121 North Second Street, Phoenix, Arizona 85004 (602) 253-4938.

## **CALENDAR**

**September 30-October 2, 1993: 1st Biennial Rocky Mountain Anthropology Conference, Jackson Hole, WY.** Theme: Human Use of High Elevation Environments. Send symposia proposals/paper titles to: David B. Madsen, Antiquities Section, 300 Rio Grande, Salt Lake City, UT 84101, phone (801) 533-3527.

**October 10, 1993: Gallery talk by Terrence Greider in conjunction with the exhibit "Rock Art: The Art and Science,"** a collaborative venture between the Utah Museum of Natural History and the Utah Museum of Fine Arts, with rock art exhibits now open at both museums. The talk is entitled "Writing on the World: Rock Art as Communication" and will be held at the Utah Museum of Fine Arts. Call UMFA at 581-7332 for time.

**October 21-24, 1993: Anasazi Symposium, San Juan College, Farmington, NM.** Deadline for paper and symposium abstracts: September 1. Contact Meredith Matthews at San Juan College CRM Program, 4601 College Boulevard, Farmington, NM 87401-4699, phone 505 599-0344 for more information.

**OCTOBER 22-23, 1993: UPAC FALL MEETING,** Division of State History, NW Conference Room, 300 Rio Grande, Salt Lake City, Utah. Business meeting begins at 1:00 p.m. Friday. Current Research symposium begins at 9:00 a.m. Saturday. **PLEASE ATTEND!**

**October 28-30, 1993: Governor's Conference on History and Heritage.** Sessions, workshops, keynote address, exhibits, activities, and opportunities on the how-to of doing history and heritage related programs and projects. Reception Thursday evening, October 28, Conference Friday and Saturday, October 29-30, at the Red Lion Hotel, Salt Lake City, Utah. For more information about the conference and early registration discounts, call 533-3500.

**November 17-21, 1993: American Anthropological Association Annual Meeting, Washington, D. C.**

## **LIST OF ITEMS APPENDED TO THE SEPT. '93 UPAC NEWS:**

1. Article: "Contractor Know Your Curator" from The Grapevine, Vol 3:7, July 14, 1993.
2. The Grapevine Corporate Questionnaire Results, reprinted from Vol 3:8, August 16, 1993.

