



U.S. Fish & Wildlife Service

August 2011

Historical Happenings

Notes on Cultural Resource Management in the U.S. Fish and Wildlife Service



Historical Happenings provides information on the USFWS Cultural Resources Management program. Information comes from sources such as the Regional Historic Preservation Officers, websites, new sources, as well as other cultural resource management professionals.

Issues are also available on the USFWS Cultural Resources website <http://historicpreservation.fws.gov>. Submissions are encouraged and can be made via email. Please contact Eugene Marino at Eugene_Marino@fws.gov for submission guidelines

Manager's Corner: Brad Knudsen

During my 30 year career with the U.S. Fish and Wildlife Service, I have had the privilege of working at six different national wildlife refuges in three different Regions. The vast majority of my exposure to cultural and archaeological resource management consisted of routine coordination with State Historic Preservation Offices and Regional Office Historic Preservation staff, ensuring cultural resources were not in the line of fire for wetland restoration activities, building site construction, clean-up of old farmsites, etc. With rare exceptions, proposed projects went forward as planned.

My exposure to cultural and archaeological resource management became anything but routine upon coming to Patuxent Research Refuge as refuge manager in August 2000. Before I left my cozy little cubicle within the Division of Refuges in Arlington, Virginia, National Historic Preservation Officer (at that time) Kevin Kilcullen said, as he bid me good luck with my new assignment, "I believe Patuxent has the most challenging cultural resource issues of any refuge in the National Wildlife Refuge System." With Kevin knowing as much about the diversity and richness of cultural resources on NWRS lands as anyone in the FWS, I took his comment to heart, while being quite curious as to why he should make such a bold statement. After eleven years as project leader here, I think I can venture a few guesses as to why he said that. Here are my guesses, not necessarily in any priority order:

1) Patuxent has a number of buildings and associated structures that have been found to be eligible for listing on the National Register of Historic Places - 59 to be exact. These include office/lab buildings constructed in the late 1930's, still being used today by the FWS' Division of Migratory Bird Management, and until

recently, the U.S. Geological Survey's Patuxent Wildlife Research Center staff. Many of these structures were also found to be "contributing" to three Historic Districts established on the refuge in 2007. These included such unusual assets as corn cribs, chicken coops, and old wellhouses, all utilized during Patuxent's early years of research on wildlife-friendly agricultural practices. In consultation with the SHPO, over half of the 59 historic-eligible assets have been identified for demolition, after proper recordation has taken place. These were, for the most part, smaller structures (the afore-mentioned corn cribs, for instance), and other assets that were no longer useable, and were in various stages of disrepair. In addition to the required recordation, we also formulated a mitigation plan with SHPO, to include developing new displays and a DVD available at our National Wildlife Visitor Center, highlighting the history of Patuxent, and how various buildings/locations contributed to the wildlife research conducted here over the years.

2) Continued occupancy and adaptive reuse of buildings such as Nelson and Merriam Labs, originally constructed 70-plus years ago, and keeping them compliant with present-day safety and health regulations is a challenge in and of itself. For those buildings we continue to actively use and/or keep in protected status, maintenance needs are so daunting and so commonly needed, we have recently signed an MOU with the MD SHPO to streamline the consultation process, hopefully allowing for timelier, cost-effective, and appropriate repairs/modifications. The MOU covers indoor and outdoor maintenance, stair treads and roofs, mortar work and painting, HVAC systems and chimney repairs. The level of consultation needed is intended to be commensurate with the complexity and/or extent of the specific maintenance work planned.

3) Not only are we concerned with the asset itself, and its proper long-term care and feeding, but we also have to take care that any new construction - or major repairs - does not impair the "historic atmosphere" of the surrounding viewshed. I think of it as each historic-eligible asset having a "sphere of influence" around it. This concept within the historic districts and near other historic-eligible assets definitely influences what we build, where we build, and HOW we build. New construction must not detract from the historic nature of the surrounding environment. Sometimes, vegetation screens may be recommended - generally not a problem where sweetgum trees grow five feet per growing season, but it is a consideration that we have to make.

4) Finally, of course, there are the archaeological resources present in the ground - some over 10,000 years old - we need to protect. There are 41 known archaeological sites registered with the Maryland Historical Trust, and several other potential sites within the refuge boundary. An archaeological assessment completed in May 2011 as part of our Comprehensive Conservation Planning process cites the "heritage surviving at the refuge includes a material culture chronicling Native American culture, initial settlement of the area by Europeans, native American response to European settlement, plantation society, military history, post-Civil war rural agriculture, and 20th century federal government research" (Richard Grubb and Associates, Inc., Cranbury, NJ). This report also states these archaeological resources contribute to our understanding of state, regional, and national prehistory and history.

Thanks to strong Congressional support, Patuxent has been fortunate to receive several million dollars in the last few years through Federal Highways High Priority Projects, American Reinvestment and Recovery Act funds, and other construction-related funding - for road repairs, connections to public sewer and water, new residences, etc. These projects all entailed ground disturbance, and therefore, required Level I Archaeological surveys - at great expense and sometimes causing delays in project implementation, which, of course, can lead to frustration.

Sometimes, to deal with this frustration, I think back to a presentation I heard at an annual meeting of the National Association of Conservation Districts, given by private landowner from southern Indiana. He was addressing the importance of wildlife habitat restoration projects on private lands. He said not long after completing a wetland restoration on his farm, some swamp rattlesnakes - a federally listed endangered species - moved onto his property to this newfound wetland habitat. He went on to say he considered it a "badge of honor" that his farm now provided habitat for an endangered species. As refuge managers and biologists, it is easy for our passions to be ignited when we are helping an endangered species, even though

sometimes it may add cost and time to a project - just as some cultural resource consultations/protection measures do. I know I am not always as "forgiving" when time delays or increased costs occur as a result of our clear mandates to protect, preserve, and interpret our cultural resources on refuges. But I do think back to that farmer, and I try my best to make the leap that caring for and preserving historic and cultural resources from this Nation's past, is, indeed, a "badge of honor" as well.

And Kevin - I think you may have been right!!!

FWS Regional News:

Washington

The poster paper submitted by Virginia Parks from Region 1 (Pacific Northwest) for the Conserving the Future conference in Madison WI was a huge success! The paper focused on archaeology and cultural resources and their contribution to science within the National Wildlife Refuge System. The paper was presented by Tim Binzen, archaeologist from Region 5 (Northeast Region) who noted that many positive comments were noted for the work and for the contributions of the cultural resources program to the Refuge system. To see the paper please go here <http://americaswildlife.org/conference/science/>

Thanks to Virginia and Tim for the great work on our behalf!

Other Agency News

ACHP—The Advisory Council on Historic Preservation (ACHP) is just released its Native Hawaiian Consultation handbook. The text can be viewed here <http://www.achp.gov/NativeHawaiianConsultationHandbook2011.pdf>

The Office of Native American Affairs and the Office of Federal Agency Programs are pleased to announce the publication of new guidance, *Limitations on the Delegation of Authority by Federal Agencies to Initiate Tribal Consultation Under Section 106 of the National Historic Preservation Act*. The guidance clarifies that "the authorization to applicants to initiate Section 106 consultation does not apply to the initiation of consultation with Indian tribes unless expressly authorized by the Indian tribe to do so." A copy of the guidance is attached and is also available on the ACHP's website at http://www.achp.gov/delegationmemo-final_7-1-11.pdf

NPS—Archeology Program Updates Distance Learning Courses on Interpreting Archeology

Does your park have archeological resources? Are you wondering what they all mean, and how they hang together with the interpretive themes of your park? Do site reports and collections seem like impenetrable obstacles to get at the real story behind them? Are you looking to enrich your knowledge with another perspective, and encourage your audiences in the same? If you answered yes to even one of these questions, check out the four courses that support Effective Interpretation of Archeological Resources: The Archeology-Interpretation Shared Competency Course of Study (Module 440). The courses were created by the NPS to encourage archeologists and interpreters to work together to interpret archeological resources to the public. The courses are particularly useful to volunteers in parks, interns, archeologists, interpreters and educators, and cultural resource managers who wish to hone their public interpretation skills. All four courses are available for credit through DOI Learn – just search by the course name in italics below.

Archeology for Interpreters is aimed at interpreters and educators. It outlines the art and science of archeology, its purposes, methods, and approaches, then puts it all together in a case study. Learn in the process about sensitive interpretations of cultural heritage, resources for more information, and more. Online: www.nps.gov/archeology/AforI/index.htm .

Interpretation for Archeologists helps archeologists looking for effective methods to present their findings in ways that grab attention and cultivate stewardship. The course explains the Interpretive Equation, methods of interpretation, and includes case studies and resources. Archeologists will learn how to weave a story out of archeological resources in engaging ways. www.nps.gov/archeology/lforA/index.htm

Study Tour of Archeological Interpretation investigates the interdisciplinary issues faced by archeologists and interpreters while working together to provide effective and accurate interpretation of archeological resources to the public. Each section introduces choices and strategies for interpreting archeology in parks and historic sites. Take a self-guided tour in person or on-line with the course in hand to evaluate the interpretive techniques applied to an archeological resources. Online: www.nps.gov/archeology/studytour/index.htm .

Assessment of Archeological Interpretation draws from the earlier courses to create an evaluative framework for your interpretive program. It's a handy way to identify the strengths and weaknesses of the program, and develop ways to improve and polish it.

www.nps.gov/archeology/aiassess/index.htm

For more information, contact Teresa Moyer (202)354-2124

Legislative News

The House Rules Committee took up consideration of the FY'12 Interior spending (HR 2584) bill late on Thursday. One amendment to defund the Antiquities Act, additional spending cuts proposed to public lands programs and land-holding agencies such as the Bureau of Land Management (BLM), as well as an amendment to defund the National Conservation Landscape System (NLCS). The preservation community is still reeling from the Appropriations Committee markup of the bill which saw major cuts and spending reductions across-the-board, including a 9% cut in the Historic Preservation Fund (HPF) from from \$54.5 million to \$49.5 million. The committee bill also approved a 37% cut for national monuments in the National Landscape Conservation System (NLCS) to \$20 million, a 47% cut (\$8.251 million) in national heritage areas to \$8.933 million, a 100% cut in battlefield protection grants (-\$1.360 million), a 6.5% cut in the Advisory Council on Historic Preservation to \$5.498 million, and a 17.6% cut in the National Park Service (NPS) construction budget to \$151.1 million from FY'11 enacted levels. The Land and Water Conservation Fund (LWCF) was cut by 80% (\$-238.701 million) from FY'11 and was funded at just \$61.833 million. Funding for National Endowment for the Arts (NEA) and National Endowment for the Humanities (NEH), which providing funding for historic sites and museums, was cut by 13% (-\$20 million each) with each agency receiving \$135 million. It is unclear just how far the House may cut the Interior Bill for FY'12 but lawmakers seem to be taking their cues from the ongoing debt-ceiling negotiations between the White and the congressional leadership.

Training, Upcoming Events, Education, and Volunteers and Friends News

Archeological Resources Protection Training Program

The Federal Law Enforcement Training Center (FLETC) presents this thirty-seven hour class which provides training in all aspects of an archeological investigation and subsequent prosecution of the crimes. This premier class is taught by accomplished instructors that are nationally recognized subject matter experts in the fields of law enforcement, archeology and law. The class cumulates in a twelve-hour archeological crime scene practical exercise where law

enforcement officers and archeologist work as a team to investigate and document a crime scene. Attendees will gather and process physical evidence, write incident reports, executive summaries, search warrants, damage assessments, and provide testimony in a courtroom scenario.

This 37-hour course is taught by accomplished instructors who are nationally-recognized subject matter experts in the fields of law enforcement, archeology and law. Enrollment is limited to federal or state law enforcement officers, archeologists and prosecutors. For registration information, please contact FLETC at 912-280-5188 or email charles.louke@dhs.gov

Next class: August 22-26, 2011 in Fayetteville, North Carolina

Friends Group News

There are a number of activities at the Cathlapotle plankhouse.

For information on these events take a look at www.plankhouse.org