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HABS TEAM IN CALIFORNIA

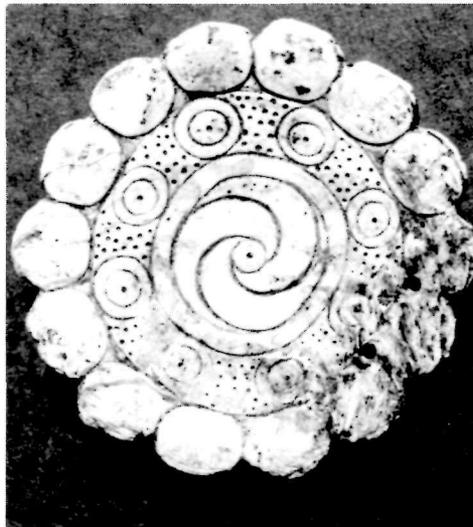
by **Robert Brueggemann**
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Summer 1978 did not seem to be an auspicious time for a HABS recording project in Santa Clara County, California.

First, there was Proposition 13. As the team arrived for the second year of a projected three-year project, it seemed clear that California voters would approve the controversial Jaris-Ganns initiative. Although funding for the summer survey was assured, the drastic cutbacks were scheduled for July, and it was impossible to predict what difficulties passage of the proposition might cause. It was possible that the Historical Heritage Commission, which had worked diligently to bring HABS to Santa Clara County, might be abolished or have its budget reduced severely.

Dr. Arthur Ogilvie, of the county's planning department, served as part-time staff for the commission.

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Averbush Site. Further study of artifacts such as this medallion may shed light on lingering questions about relationships and status differences between villagers. See inside for story. Photo: Walter Smalling, Jr. Courtesy IAS.

PRESERVATION AND COASTAL ZONE MANAGEMENT

by **Lawrence Finfer**
Michigan History Division
State Historic Preservation Office

Most preservationists agree that the future success of the preservation movement depends largely on integrating its concerns into other resource conservation and development programs. Coastal management is one such area because conflicting land uses on the ocean and the Great Lakes shorelines impact both natural and man-made resources and clearly require comprehensive management strategies.

In 1972 Congress passed the Coastal Zone Management Act (Public Law 92-583), noting the threat to shoreline areas by "increasing and competing

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COMPETING FOR IAS CONTRACTS

by **William B. Butler**
Interagency Archeological Services, Denver Office

Many experienced and competent archeologists who submit proposals to IAS for the first time may find their proposals disallowed as nonresponsive to the project's scope of work. These archeologists may be accustomed to the policies of other federal, state, and local agencies who often award contracts to proposals that offer firm, fixed prices, and often to those that offer the lowest cost. The policies at IAS, however, frequently contradict this practice. IAS believes that contracts for archeological work based only on lowest cost are likely to produce unsatisfactory results. IAS procurement procedures provide for advising prospective contractors of each project's available range of funds, and for separating the budget from the research proposal at the time of evaluation. In this way, IAS seeks to insure that the best possible archeological work is conducted for the available time and money, consonant with Federal Procurement Regulations (41 CFR 1) for cost-reimbursement contracts.

Basic Government Requirements

The following guidelines are intended to acquaint prospective archeological bidders with IAS contracting procedures and to help them compete successfully. According to Federal Procurement Regulations, an attempt must be made to insure the greatest possible competition for government contracts among qualified individuals and organizations. The project's scope of work presents what qualifications are necessary to conduct research in an IAS project. The con-

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demands," (section 302(c)) and specifically expressing concern for the damage or loss of "cultural, historic, and esthetic values . . . which are essential to the well-being of all citizens" (section 302(e)). With this legislation the coastal states were eligible for federal grants:

- to develop programs that regulate and set land use priorities,
- to construct coordinating mechanisms at the state and local levels, and
- to inventory and designate "areas of particular concern" for special management attention.

After completing the program development phase the states could then receive administrative grants (section 306) to implement their goals. Throughout their development and implementation phases, the Office of Coastal Zone Management under the National Oceanic and Atmospheric Administration within the Department of Commerce coordinated with the federal agencies having activities or interests within the Coastal Zone.

Michigan continually displays an intensive interest in coastal planning because its approximately 3,200 miles of Great Lakes shoreline represent a major state resource. At the same time, management of an extensive coastline with widely divergent uses ranging from intensive urban/industrial development to sand dunes and wetlands represents a major challenge. Longstanding development practices have resulted in both primary and secondary adverse effects on cultural as well as natural resources. For example, sand mining operations have destroyed archeological sites, and historic, commercial, and industrial areas have been abandoned or underutilized.

The state's coastal planning effort received a major boost in 1974 when Governor William G. Milliken authorized a Department of Natural Resources (DNR) to participate in the federal Coastal Zone Management program. DNR's mandate was to work with state and local units of government

throughout the program development phase, to solicit citizen input, to review existing programs that affect shorelands, and to identify areas of particular concern.

Shorelands Management and Preservation Linked

The Michigan History Division later became involved in the program through its membership on an interagency shorelands advisory committee. In 1976 the history division received a coastal program grant to prepare reports on known historic and archeological sites within the coastal area and to suggest potential areas of particular concern.

The reports' management recommendations illustrated the close relationship of historic preservation concerns to sound coastal management practices such as erosion control and the reuse of older commercial and industrial properties as an economic development alternative to further shoreline encroachment. The recommendations also demonstrated that preservation, previously regarded as relevant only to the acquisition of selected landmarks for interpretive purposes, actually had significantly wider applications.

Last year the Michigan History Division published *Archaeological, Architectural, and Historic Preservation in the Coastal Zone: A Guide for Local, Regional, and State Decision-Makers*, a report that outlines potential program strategies and discusses environmental review and compliance requirements. Because the report received such favorable response from state and local governments, there are plans to revise it later this year and distribute it widely.

The DNR is now awaiting authorization for section 306 funding to implement a variety of projects such as technical assistance for local units in planning and zoning, land use data integration, and site design. The Department of Commerce has also designated Michigan as a demonstration state, which allows section 306 funding of low-cost construction projects to preserve

and restore unique coastal features. As a result, a number of historic preservation projects proposed by state and local agencies are likely to begin during FY 79, and additional projects may develop in the near future. The history division will also monitor preservation-related undertakings to provide technical assistance and to insure compliance with section 106 of the National Historic Preservation Act.

Coastal management presents a unique opportunity to combine cultural and natural resource preservation strategies. There are few programs that better demonstrate the validity of a total "conservation ethic" approach to planning and development. SHPOs and local preservationists should contribute to the Coastal Zone Management program development and participate actively throughout the program's implementation phase.

IAS Contracts from page 1

tractor must provide statements of goals, requirements, and methods for both the contracted work and the evaluation of the final product. The government must receive a product which, in the case of an archeological project, is usually a final technical report.

IAS Contracting Procedures

The broadest possible competition for IAS contracts is encouraged. Shortly after a project is identified and funded, the *Commerce Business Daily* publishes a "Notice of Intent" to request proposals. This notice is then circulated among qualified individuals, organizations, and institutions on the IAS mailing list. Everyone who expresses an interest in the project is sent a request for proposals, which incorporates the scope of work specifically designed for the project. Proposals to conduct the research or data recovery described in the scope of work are then formally submitted to the IAS office specified in the announcement.

The request for proposals states the project's general range of available funds. This gives prospective contractors an idea of how to budget their research. Contractors are requested to submit their proposals in two parts—one for re-

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FSA HISTORICAL PHOTOGRAPHS

Among its many collections of historical photographs, the Library of Congress in Washington, D.C., has on file 150,000 photographs and negatives taken for the Farm Security Administration's "Historical Section."

Established in 1935 as part of the Department of Agriculture, the Farm Security Administration (FSA) produced a great wealth of modern photo documents. As part of an 8-year FSA program, 11 photographers recorded the people, customs, environment, and landscape of America during the 30s and early War years. Assigned to capture on films such subjects as "Home in the Evening," "Attending Church," "People on the Job," and "Looking Down My Street," photographers such as Walker Evans, Dorothea Lange, and Ben Shahn created one of the finest and most extensive photographic collections in the world. In the process, both the images and the photographers became famous. Walker Evans' photographs of Deep South rural gas stations and urban graveyards, and Lange's weathered and work-worn faces of dust croppers are familiar images to many. They have been published and exhibited extensively.

Books including FSA photographs:

This Proud Land by Roy Stryker;
Portrait of a Decade by Jack Hurley;
A Portrait Shared by Hank O'Neal.

Courthouse, Harrison County, Marshall, Texas. There are hundreds of courthouses, city halls, and state capitols in the FSA Collection, as well as banks, stores, schools, churches, and gas stations. This courthouse, listed in the National Register of Historic Places, is now a library and museum.

Photo: Russell Lee, FSA, 1939

Rain, Pittsburgh, Pennsylvania. Although the name of the street was not recorded, someone with knowledge of Pittsburgh might be able to identify this street and block. The details both in the foreground and across the street could aid in replacing lost architectural elements.

Photo: John Vachon, FSA, 1941



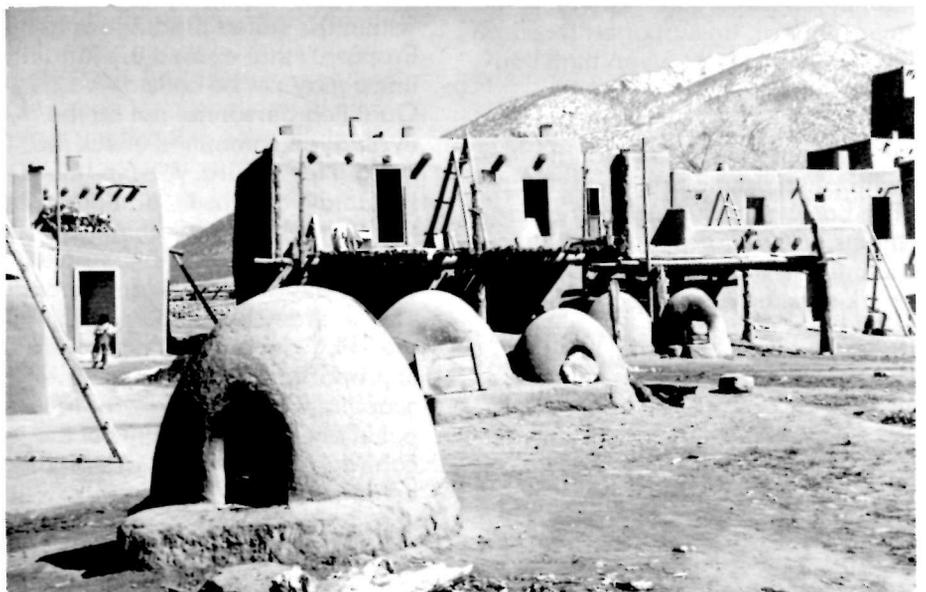
Farmhouse, 1856, Ottawa, Illinois. Although this house no longer exists, this photograph is important in the comparative study of the octagon house type and its regional variations.

Photo: Russell Lee, FSA, 1937



Ovens at Taos Pueblo, New Mexico. The FSA Collection has many photographs of adobes. Some, like this one, show relationships of buildings to their functional elements. Others show construction of adobe buildings from the mixing of mud and straw, the forming and sun-drying of bricks, the laying of bricks in a wall with adobe mud, to plastering the walls and building the roofs.

Photo: Arthur Rothstein, FSA, 1936



search design, and another for budget. Because budget and research design are separate when the proposal is evaluated, the budget does not enter into the selection process unless the research designs of several proposals are found to be equal in all other aspects. The contract that is awarded is based on the best submitted research design that 1) addresses the requirements of the project's scope of work and 2) is within the stated financial constraints.

Responding to an IAS Scope of Work

In the project's scope of work, IAS asks general research questions that may be answered in the investigations covered by the contract. In some instances IAS may require investigations of specific problems or data known to exist at a site.

Prospective contractors should therefore address *all* requirements, special considerations, and research topics specified in the scope of work. If a contractor disagrees with an investigation topic, he may still win the contract by substantiating his reasons and presenting justifiable options in his proposal. If he fails to address all pertinent topics, his proposal may be determined nonresponsive to the scope of work and given no further consideration.

Contractors should demonstrate a command of pertinent regional literature as well as general, theoretical, and substantive archeological knowledge. "Boilerplates" intended to cover all possible contingencies are not well received and general, unsupported research statements are not given high consideration.

The formulation of a proposal should include careful thought, organization, and attention to detail. The basic data description requirements and general research topics outlined in a project's scope of work must be addressed in the proposal and in the final report. However, professional research designs must exceed minimal requirements to be considered favorably. A proposal that does nothing more than reiterate the information contained in the scope of work is considered nonresponsive.

Proposals with general "can do" statements rarely win a contract.

Carefully prepared "will do" statements that skillfully integrate fieldwork, laboratory analysis, and research orientation constitute the most successful proposals. Proposal evaluators look for a solid, well conceived, and supported research design that focuses on the problems and the areas considered in the scope of work and one that will represent a significant contribution to American archeology.

Evaluating and Awarding A Contract

Responses to a scope of work are evaluated by the IAS Technical Proposal Evaluation Committee (TPEC). The committee consists of professional archeologists at IAS, all of whom hold advanced degrees in anthropology with specializations in North American archeology. All have engaged in contract work and other archeological research before joining IAS. In special cases, nonfederal professional archeologists are retained as review consultants.

Each committee member evaluates proposals separately, without consulting other committee members. After all the proposals are evaluated, the members meet to discuss the proposals. The project's Contracting Officer then selects a contractor, based on the committee's recommendations.

The evaluation committee does not see the budget until after a contractor has been selected on the merits of the research design. If two proposals are equal in all respects, then the budget is considered in awarding the contract.

Budgets should be detailed and within the stated funding range. Proposals that exceed the funding limits may not be considered. Qualified personnel not on the evaluation committee check the budget for accuracy, scheduling, legitimate expenses, and other factors. Once the research design is selected, the budget is reviewed to assure the two are in agreement. The contractor is then notified of the TPEC decision, and a contract is prepared for signatures. The scope of work and the winning proposal are made elements of the contract and, as such, are binding on all parties.

In some cases, before formally awarding a contract, the TPEC may recommend negotiation with

the winning contractor (or occasionally, with several contractors who have submitted responsive proposals) in order to clarify any misunderstood or insufficiently detailed points in the proposal. When the request for proposals is sent out, however, bidders are cautioned that a contract may be awarded without further discussion of proposals. Therefore, all proposals should be submitted on the contractor's most favorable terms, from technical, pricing, or other standpoints.

Contract Monitoring

Under Federal Procurement Regulations, cost-reimbursement contracts require frequent monitoring. The IAS staff archeologist (the Contracting Officer's authorized representative) will visit the contractor in the field and in the lab. These visits aid the contractor in successfully completing the contract, and they insure that the work is conducted according to the research proposal.

Final Report

The final report is expected to meet current standards required for monographs published in professional journals. The IAS office must review and comment on the final report. Only after the draft report receives written acceptance from IAS, should the contractor prepare and submit the final report as specified in the contract.

Payments

Partial payments under IAS contracts are generally restricted to 75 percent. Partial payment requests must be substantiated with appropriate accounting documents of incurred costs. The remaining 25 percent is payable only after the final report is received and accepted. An invoice for final payment, accompanied by a release of claims, must be submitted before payment is made.

IAS welcomes comments.

Please send your suggestions to: Departmental Consulting Archeologist, Interagency Archeological Services, Heritage Conservation and Recreation Service, Washington, DC 20243.



Welch-Hurst. This photocopy, made for the HABS collection, reproduces an old panoramic view of the house as it appeared in the late 1920s. Surprisingly little is known about this building. It appears to have been built in several stages, but the names of the architect or designers are not known.

Dr. Ogilvie feared massive cuts in his department. The Parks Department, which had lent us Welch-Hurst—our magnificent if somewhat deteriorated working and living space—contemplated closing its parks, including the one in which we were living. Among most of the public agencies we dealt with, a grim feeling persisted in the face of major budget cuts and retrenchments. Certainly, a third summer of HABS seemed remote.

Second, there was the politics of land use in Santa Clara County. Dominated by sprawling San Jose, the Santa Clara Valley is one of the country's fastest growing areas. Its growth is signalled by endless sprawls of strip developments, ribbons of superhighways, pollution haze, and billboards announcing hundreds of new tract homes. The struggle between the "growth" and "anti-growth" factions deadlocked the city government. Even to document a single barn or farm complex when such buildings were falling by the dozens appeared futile.

Finally, the San Andreas Fault ran right through the property where we stayed. Ominous reports about tremors and the next major California earthquake pervaded.

While there wasn't much we could do about the earthquakes, we could confront the other problems head-on. Besides performing normal work—making measured drawings, compiling history and architectural reports, and preparing National Register forms—we engaged in a major publicity campaign. Various county and local staff members and public officials were invited to a reception held at the Saratoga Foothill Club, one of the structures being recorded.

Fortunately, we had some good arguments. We cited our work at

Woodhills Ranch, the Fremont and Cora Baggerly Older house near Cupertino, which we had recorded the first summer. The building was slated for demolition when we started recording. The Mid-Peninsula Open Space District owned the house and was interested primarily in the land. They had little use for a historic house or for spending a large chunk of their money to repair it. The house was virtually unknown, although it had been the home of crusading editor Fremont Older and his famous wife, and was of extraordinary architectural design. Due largely to the publicity we had generated, a private citizen offered to restore the house in return for a long-term lease. The obviously costly renovation was well underway by the time of the reception.

By then we were also at work on another of the district's properties, the old Pichetti Winery in the Cupertino foothills. The district had not welcomed us the first year, but now they appreciated our help in documenting their properties. The owners of our own headquarters, Welch-Hurst in Sanborn-Skyline County Park, had likewise readied the building for demolition. It may prove too difficult to save Welch-Hurst, but at least our recording efforts last year (as well as our efforts to keep the plumbing in at least minimal working order) have earned it a "stay of execution" while the county seeks alternatives to save it.

We stressed the role HABS could play as a planning tool. Our work was the appropriate conclusion to local surveys and documentations commissioned by municipalities like Campbell, Mountain View, or San Jose, and by the county itself.

In San Jose, for example, the architectural interest of the Hanchett

Residence Park had already been indicated in a study conducted for the city by the San Jose Historical Museum. We documented the area in more detail. Our research and drawings were publically exhibited at the San Jose Library through the courtesy of librarian George Kobayashi. By the presence of a HABS team measuring bungalow porches and palm trunks in the neighborhood, many people became aware for the first time that theirs was an extraordinary subdivision. We suggested that if the citizens organized, they could probably persuade the city to have trees replaced, circular parks in the intersections rebuilt, and other original amenities restored. This kind of project has tremendous implications for San Jose, where many of its middle-class citizens have moved from the town's center to its periphery.

Santa Clara County is extremely large and diverse, and its structures raise various issues. At the David Greenawalt farm south of San Jose, we documented the main house and the outbuildings as a well-preserved example of a 19th-century farm. Once common, these farms have been demolished at an alarming rate. The owners told us they would like to see the buildings saved, but that they were unwilling to take major losses on their investment in the land. Our job was to record the buildings and to show that this complex was of one of the best examples of its kind in the county. Now we hope the owners, the county's preservation groups, and the various public agencies can work out a scheme to keep and use these marvelous buildings.

Perhaps our greatest challenge was cited by the James Lick Mill. Situated in a small piece of unincorporated land between the cities

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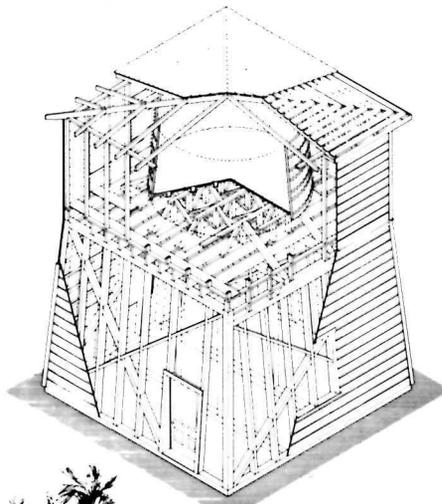
of San Jose and Santa Clara, this is undoubtedly one of California's most important historic sites. The mill is associated with the wealthy eccentric, James Lick, who donated the famous mountain observatory east of San Jose and the conservatory in San Francisco's Golden Gate Park. The site contains several remarkable structures, such as the mid-1850s round brick granary, a fine Italianate main house built not long afterwards, and a collection of other buildings dating from the late 19th to the early 20th centuries. The mill was first used as a major flour center, and later used for lumber milling and paper making, and finally for manufacturing chemicals. The complex strategically sits on the Guadalupe River between San Jose and the San Francisco Bay and has a splendid potential for park and recreational use. A change of ownership has been rumored, triggering fears that

Greenawalt Farm Tankhouse. The Greenawalt farm is one of the best remaining examples of a large Santa Clara County farm complex. The tankhouse, here shown in an isometric cut-away drawing by John Murphy, consists of a large tank constructed like a wine vat, supported on a wooden scaffolding with the entire structure covered with wooden siding so that it looks almost like a house. This structure, the fine Italianate main farmhouse, and the other outbuildings are threatened by road construction and potential subdivision.

James Lick Mill. This site is associated with James Lick, a wealthy eccentric who donated the conservatory in Golden Gate Park. The mill contains several remarkable structures including a brick granary (left), an Italianate main house, and other 19th-20th-century buildings.

the buildings might not be available to the public for another generation.

After seeing the scope and practical applications of our activities, most of the audiences agreed that even in times of entrenchment, to sacrifice the planning of open spaces, recreational facilities, historic structures, or urban amenities would result in a false economy. Our efforts proved that in many cases the small cost of HABS's work was returned severalfold as a consequence of activities it set into motion. Mainly because of the public visibility we achieved, the Historical Heritage Commission was not abolished nor was their budget slashed. Although a final decision has not yet been reached, there is some optimism that HABS will even finish its third and final year in Santa Clara County, despite obstacles like earthquakes, land-use struggles, or Proposition 13.



Pichetti Winery. This evocative site section drawn by Barbara Friedman of the University of Pennsylvania shows the winery buildings in the foothills near Cupertino. From left to right are the small laundry house, the main house of 1886, the 1882 "Old House," and the main winery building with its stone foundation, brick walls, and half-hipped roof.

SUMMER SCHOOL ON PRESERVATION

A summer school on preservation is to be held at West Dean college near Chichester, England, in association with the Attingham Park Summer School from June 29 through July 29, 1979. The summer school will provide opportunities to lecture and to conduct on-site discussions for a variety of preservation and conservation topics.

Some of the topics to be covered include problems in preservation techniques and materials, and philosophical and educational concepts of preservation. A central theme of the value of historic monuments to communities and contemporary threats to their survival will unite the various sessions.

Situated in a magnificent park, West Dean College is a large, comfortable, late-18th-century house endowed as a craft college. The ground embrace one of England's few open-air museums where timber buildings from Anglo-Saxon to 17th-century times are sited. The house is near four historic houses and is within easy reach of London and the towns of Chichester and Winchester with their cathedral workshops.

—Bob Haynes

TPS PUBLICATIONS

Two new publications are now available from Technical Preservation Services. The first is *Gaslighting in America*, by Denys Peter Meyers. This elaborately illustrated study covers 19th- and early-20th-century domestic and commercial lighting fixtures in interior and exterior settings. As the first publication of its kind to cover the subject, *Gaslighting in America* is written to serve as a guide for accurate restorations. The book includes histories of major manufacturing firms and a list of charter dates for individual gas companies. Within its 248 pages are 120 illustrations, a comprehensive bibliography, and appendixes. The book is available through the Superintendent of Documents, US Government Printing Office, Washington, DC 20402. Price \$5.25.

The second publication is the fifth in the series of Preservation Briefs. This brief is entitled "Preservation of Historic Adobe Buildings," and discusses the traditional materials

and construction of adobe buildings and the causes of adobe deterioration. It also makes recommendations for preserving historic adobe buildings. The brief delves into the composition and construction of adobe and the reasons why it is inclined to deteriorate. It goes on to show that when properly maintained, adobe buildings can be made durable. This and others in the Preservation Briefs series are available at no charge from the Technical Preservation Services Division, Office of Archeology and Historic Preservation, Heritage Conservation and Recreation Service, Washington, DC 20432.

—Bob Haynes

IAS BIBLIOGRAPHY PROJECT

by Terry H. Klein
Alexandria Archeological Program

Studies prepared for the Interagency Archeological Services Division (IAS) of OAHP by Louisiana, Massachusetts, Missouri, Texas, and Nevada as part of the pilot bibliography project described in the October 1977 issue of *11593* have been received, reviewed, and accepted by IAS. The project examined the feasibility of developing an annotated bibliography of archeological reports produced between January 1, 1970, and June 30, 1977, which concerned survey work and investigations connected with federally related undertakings. Each study incorporates a set of standardized bibliographic forms and survey maps for each report, an annotated and cross-indexed bibliographic volume, and an evaluation of the project's format and results by the SHPO staff. These project evaluations and the problems encountered by the five states during the studies are discussed in this article.

Typical Problems Encountered

Compiling a complete list of archeological reports produced between 1970 and 1977 proved to be difficult. Many of the reports were reproduced in limited

quantities and were distributed haphazardly. Also, many agencies and institutions that had produced reports failed to respond to correspondence and questions from the SHPOs. No solution to these problems was found and it is apparent that a considerable amount of time must be devoted to the initial compilation of report lists, especially for states containing much federally owned land.

All of the five SHPO staffs found the standardized bibliographic forms (see figure 1) useful in organizing data for cross-indexing. However, because the forms recorded information also presented in the volumes and maps and required information often not available from the reports, not all of the SHPOs were convinced of their continuing usefulness. States planning to update their bibliographies have revised and shortened the forms or decided not to use them at all.

None of the states were satisfied with the manner in which the summary maps showed surveyed areas and the type of survey done. There were difficulties in delineating the exact boundaries of the surveyed areas, particularly since such information could not be obtained from most reports. The map format—USGS quadrangles with plastic overlays showing areas surveyed and method used—was found to be inflexible for long-term use and expansion. A less expensive and more easily updated format is required.

Project Results

All states agreed that the annotated bibliographic volume, cross-indexed by county and parish, drainage, author, and other categories, is a useful tool for the SHPO staff in performing its review and advisory roles, and in providing information to local, state, and federal agencies. It represents a first step in making a vast body of data on survey results available to planners and cultural resource managers, and would be especially useful if updated regularly. Most importantly, the studies concluded that the bibliography should be expanded to include federal and nonfederally-related reports

prepared prior to 1970. Nevada and Missouri plan to expand their volumes in this manner.

The states agreed that a computerized bibliographic system would be beneficial. However, major questions concerning the type of information to be included in a computerized system and how it would work have not been answered. With the exception of Nevada, which plans to experiment with a computerized system maintained by a local university and to share its results with IAS and any interested states; no immediate plans for instituting such a system were agreed upon.

Just how the bibliography could be used in the SHPO's planning process was not addressed in the project evaluations. At its conception, the bibliography project was developed to explore the possibilities of consolidating information important to the preservation plans of a state or agency, including qualitative information about each of the surveys. Although each state attempted to record such information on the bibliographic forms, they frequently found it was not available from the reports, or that it was presented in ways that were not directly useful. Thus, the ability to compile this qualitative information to aid SHPO decision-making and consulting activities was not clearly demonstrated by the pilot studies.

Summary

On the basis of the project results, the five participating states and IAS concluded that a state-level annotated bibliography of archeological reports can be an important aid to the SHPO staff in its review and advisory roles. To be of maximum benefit, the bibliography should contain information on all archeological reports resulting from investigations within a state, and not just those resulting from federal involvement.

Further information on the project format and results may be obtained directly from Interagency Archeological Services, Office of Archeology and Historic Preservation, Heritage Conservation and Recreation Service, US Department of the Interior, Washington, DC 20240.

ENGINEERING AND PRESERVATION

by **Geoffrey Gyrisco**
**Archeologist, Interagency
Archeological Services**

The working relationship among civil engineers, paleontologists, and historic preservationists, continues to grow. As reported in 11593 in October 1977, after 2 years of study, the 73,000-member American Society of Civil Engineers (ASCE) adopted a resolution presented by a subcommittee on social concerns, headed by Dr. Mario Salvadori, Professor Emeritus of Civil Engineering at Columbia University. This resolution invited all engineers responsible for construction projects to pledge their active participation in the preservation or salvaging of archeological and paleontological sites and requested all members of the society to support such activity.

Since then, Edward R. Lewandowski, Chairman of the Committee on Social and Environmental Concerns in Construction has developed a set of gummed peelable labels depicting a broken pot and an arrowhead, with the legend "Uncover an Artifact? Call (202) 523-5283." [This was the former IAS number in Washington; the new number is 343-7105.] Callers will be referred to their appropriate SHPO. These labels are intended to be placed on telephones, dashboards, and construction machinery. Regrettably, only a few sample copies of the labels have been prepared as the ASCE is looking for someone, such as a large manufacturer of construction equipment, to finance and distribute a larger number of them.

Communications between archeologists and engineers are being further developed by a speakers service set up by the Construction Division of ASCE. This service is intended to promote better understanding of mutual professional problems.

In April Rex Wilson and Donald Jackson of OAHF spoke at the Spring 1978 Convention of ASCE on the responsibilities of engineers in historic preservation. They acknowledged the difficulties of communication between engineers and archeologists given their respective training, but expressed hope that misunderstandings between the

two groups would be reduced. Their paper pointed out that there have been tremendous losses of archeological resources because of construction in recent decades, but that in no instance has a construction project, which was in full compliance with the laws, been delayed by archeologists without full compensation for the delay. The paper was well received and points toward a better working relationship between archeologists and engineers.

Because civil engineers play such a major role in the development and alteration of our physical environment, their increasing sensitivity to paleontological, archeological, and other historic resources is commendable.

CONTRACT ARCHEOLOGY: NEW SOURCE OF SUPPORT BRINGS NEW PROBLEMS

by **Constance Holden**
Staff Writer, Science

The following article is reprinted with permission from Science 196 (June 3, 1977), a publication of the American Association for the Advancement of Science. It has been reviewed by Rex L. Wilson, Departmental Consulting Archeologist, Interagency Archeological Services, and Judith T. Williamson, 11593 Contributing Editor. The views expressed are in keeping with the policies and guidelines of OAHF and IAS regarding contract archeology. It should be noted that IAS is now a part of HCRS.

Until recent years, American archeology has been a highly individualistic pursuit, conducted for scholarly ends rather than to serve national interests.

But federal environmental laws and new measures designed to preserve cultural resources are rapidly expanding the scope of the profession. Government agencies involved in land management and public construction projects are hiring archeologists right and left. States have been creating and expanding offices for historic preservation and archeological survey work. And academic archeologists are finding themselves, in the words of Charles Cleland of Michigan State University, in the midst of "politicizing and businessizing of what had traditionally been a real esoteric ivory tower profession."

"Contract archeology" is what it's all about. It is the fast-growing arm of what, these days, is called "cultural resource management." It in-

volves hiring archeologists to survey land destined for disruption by federal construction projects and, if the sites are thought to contain important information about human history and prehistory, to take measures to preserve the sites or excavate them.

In the past couple of years enough federal money has been available to rescue many ancient artifacts that otherwise would have been destroyed or inundated, or lost to the world of knowledge through the rapacity of looters. In New Mexico, for example, the government has put \$30,000 into the salvage of several 17th-century Navajo settlements which otherwise would have been flooded when it became necessary to raise the level of a reservoir created by the Abiquiu Dam. In Tennessee, University of Tennessee archeologists are engaged in a \$100,000 project to preserve artifacts from Cherokee villages at the site of the Tennessee Valley Authority's Tellico Dam. Even though construction has been halted because of the fuss over the threatened extinction of snail darters, preservation is required to protect artifacts from swarms of vandals.

"Salvage archeology" used to convey the image of a last-minute emergency operation where archeologists hurled themselves in front of oncoming bulldozers to rescue what they might. Now, it is increasingly becoming incorporated in the early stages of federal projects, mandated by law, and enmeshed in what is for archeologists a whole new world of budgets, bids, deadlines, and bureaucratic paperwork.

These developments have been a big subject of discussion and debate among archeologists. Last year members of the Society for American Archaeology organized a new group, the Society for Professional Archeologists (SOPA), to concern itself with the problems offered by the new opportunities and to set ethical and professional standards for archeologists involved in contract work. It also arranged procedures to investigate any contracts where there was evidence of unprofessional or unethical conduct.

SOPA's first big job came this year when the Kansas City Times published a wordy four-part series, the first of which was entitled "Ar-

chaeologists hit rich vein of federal funds." The articles implied that archeologists were having a field day with money made available for salvage in a 1974 federal law, known as the Moss-Bennett Act, which stipulates that up to 1 percent of the cost of federal construction project may be used for preservation of significant archeological data. The series specifically picked on a contract between the University of Missouri at Columbia and the state highway commission for salvage of Indian artifacts in the path of a new interstate highway. Just what was found under this \$45,000 contract has not yet been reported by the two archeologists, but reporter James Fisher uncovered what he thought were quite a few irregularities, including sloppy management of expenses and failure of the archeologists to clean up the site and fill in some holes after they left.

Although the articles contained no allegations of outright fraudulence, they created an extraordinary stir among archeologists around the country. SOPA's grievance coordinator, Edward B. Jelks of Illinois State University, was promptly dispatched to Kansas City to get to the root of the matter. Jelks told *Science* he didn't want to comment because his investigation was not complete. But so far, he indicates, it appears that the contractors were guilty of little more than some administrative sloppiness.

Nonetheless, archeologists have been bothered by the series. Unlike Medicaid doctors and highway contractors, they are unaccustomed to being accused of ripping off the federal government, and they are intensely concerned about getting this new line of endeavor off properly.

Meanwhile, the National Park Service's [now HCRS] Interagency Archeological Services Division, which has responsibility for policy guidance on contract work, is attempting to make coherent sense of the half-dozen or so laws that relate to archeological preservation and salvage in federal construction projects.

Laws to protect antiquities on federal lands date back to the beginning of this century, but funds for salvage and preservation have been pitifully scant until the last few years. In 1960 the Reservoir

Salvage Act gave the Interior Department responsibility for preserving archeological data in areas affected by dam construction. Additional mechanisms for inventorying and surveying federally owned antiquities were supplied in the National Historic Preservation Act of 1966, which created the National Register of Historic Places (in the Park Service [HCRS]) and the President's Advisory Council on Historic Preservation, and instructed each state to appoint a State Historic Preservation Officer.

In 1969, along came the National Environmental Policy Act (NEPA) which required historical as well as environmental resources to be taken into account in environmental impact statements. The next noteworthy measure was Executive Order 11593, signed by President Nixon in 1971, which detailed agency responsibilities under the prior laws and specifically ordered the Department of the Interior, through the Park Service [HCRS], to develop criteria and policies for evaluation of important properties and determination of eligibility for the National Register.

Although agencies have been required, under NEPA, to conduct archeological surveys prior to construction, there hasn't (until recently) been any money to speak of for "mitigation"—that is, for preservation or salvage of threatened sites. What there was all came from the Park Service's [HCRS] archeological program, since the Interior Department was the only agency technically authorized to spend money—about \$1.5 million a year—for this purpose.

It was not until 1974 that significant sums became available for mitigation, supplied by the Moss-Bennett Act, an amendment to the reservoir [salvage] act that is formally known as the National [sic, Archeological and] Historic Preservation Act. This was the first time that federal agencies were authorized to apply their own money for archeological mitigation.

The Moss-Bennett measure does not, as some have thought, automatically set aside money for salvage of any federally supported project. A site qualifies under this legislation only after various layers of officialdom have determined its eligibility for the National Register, and the advisory committee has

the last word on that. Even then, according to Park Service [HCRS] archeologist Rex L. Wilson, "Our present policy is to take all prudent and feasible measures to keep archeological remains threatened by federal projects in the ground—not dig them up."

Actual salvage work, then, occupies a fairly small portion of the estimated \$10 to \$25 million the federal government now spends on archeology related to federal lands and projects.

Still, the new laws are giving a new dimension to this traditionally poverty-stricken profession. Charles McGimsey of the Arkansas Archeological Survey, one of the chief lobbyists for the Moss-Bennett law, estimates that \$20 million is being spent this year on public archeology, compared to \$3 million in 1971. The Arkansas survey now has 17 archeologists and a \$500,000 program—up from about \$10,000 ten years ago. And the federal laws have stimulated the evolution of a whole new group of archeologist administrators.

Some archeologists are concerned that hauling the discipline out of its ivory tower and bending it to public service will result in pollution of the profession if proper safeguards are not instituted. Fred Kinsey of Franklin and Marshall College stated this position in a paper delivered to a conference last year. "Almost overnight archaeology has become a business," he stated. "Most of us are not equipped by experience, training, temperament and nature to do this." Kinsey expressed the fear that "excessive contract archeology will, in the long run, produce shoddy archaeology. . . . We will be diverted from creative archaeology which will result in a generation of sterile fieldwork devoid of theory and purpose. The final report will be the goal because that is when we are paid off in full."

Most archeologists aren't as worried as Kinsey, but they are concerned about quality control. There is general agreement that better ways must be found to ensure qualified people get the jobs. There are maybe 3000 professional archeologists in the country and untold numbers of amateurs. Until now there has been no particular need to set objective criteria to define an "archeologist." SOPA has ad-

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dressed itself to this matter by setting minimal standards of education and experience for professional archeologist, standards for report writing, and a code of ethics.

Contract archeology calls for a "new kind of archeologist," says Cleland, one who knows about contracts and negotiations and who is prepared to do directed research as opposed to investigating a broad theoretical problem.

"Archeologists are used to flying by the seat of their pants," says Thomas F. King. He explains that the federal laws come at a time when there has occurred a basic shift in the discipline away from "particularistic" investigations toward looking at a particular site as part of a broader settlement system. This type of research calls for a good deal more planning, and selective sampling of sites rather than wholesale excavations. In the old days, says McGimsey, an archeologist conducted a survey, then dug. Now, more selectivity is called for, decisions have to be made about what level of archeology is appropriate, whether testing or complete excavation is called for, and what the significance of a site is. The trend in archeology, as in surgery, is toward more thinking and less digging, and this, says King, is just the kind of archeology the historic preservation program needs.

Park Service [HCRS] archeologists are still trying to formulate regulations that will bring all the relevant laws in synchrony with each other, and are having a hard time getting federal construction and land management agencies to do things the way they recommend. The Soil Conservation Service, for example, doesn't think the Moss-Bennett Law applies to the SCS because "we don't own the land." SCS's Gerald Lanman complains that projects are held up because "If there's any indication an Indian has been there they [HCRS] say the site's important." The Army Corps of Engineers, on the other hand, has jumped on the bandwagon and has hired 30 archeologists over the past few years. Larry Banks of the Dallas office says the corps alone has spent \$5 million for salvage in the past 15 months.

If the government had all the money it needed to keep pace with

all the land disturbance going on, it wouldn't be able to find anywhere near-enough qualified archeologists. Even now, with the modest increments in funding, qualified professionals are in short supply. But archeologists are scrambling to shape up for the new opportunities. While some may consider that doing work on contract, on a site not of their choosing, may be tedious, unromantic, and riddled with paperwork, McGimsey finds the whole field "challenging and exciting." He predicts "the majority of archeology will be done on contract in the next 10 years if we do it right," and "most of the major advances" in the field will occur under contracts.

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'TRASH' IS VALUABLE TO HISTORY

Archeologists Also Have A Major Role In Preservation: They Leave Resources Alone And Excavate Only If It's A Last Resort

by **Rex L. Wilson**
Chief, Interagency Archeological Services

The following article first appeared in American Preservation magazine in October 1978.

If archeology perplexes people, especially historic preservationists, the reason may lie in the mystique preservationists encounter when they see an archeologist place value on things prehistoric cultures commonly left behind—debris such as broken stone tools, flint flakes, pottery fragments, and garbage bones. Things today we call trash.

But if archeology seems mysterious, archeologists must seem even more so. This is a serious problem and one that no archeologist takes pride in. It forms an attitude that impedes the full acceptance of archeology into the mainstream of historic preservation, and one that arises from the basic nature of archeology. While that nature will not change, improvements in the relationship between historic preservationists and archeologists can be advanced, especially if archeologists themselves are willing to change. I believe preservationists and those who support them would like to know more about archeology and more about what archeologists can do to further the aims of historic preservation.

Rood Creek, Georgia

Our policy in Interagency Archeological Services (IAS) has always been to take every feasible and prudent measure to protect any archeological resource threatened by construction activity. Our aim is not to dig these resources up, but to leave them in the ground undisturbed. We always explore every lawful and reasonable way to preserve them, and we excavate only when there is no alternative to losing the resource. For example, Rood Creek Mounds, situated on the Georgia side of the Walter F. George Reservoir, is built of loose sand high on the drowned bank of Rood Creek. Over the past few years, several of the prehistoric mounds have slumped into the water because of the seasonal raising and lowering of the shoreline. Moreover, being exposed and vulnerable, the mounds were easily accessible to pothunters.

The Corps of Engineers, the Mobile District Office, and the Atlanta field office of IAS agreed upon a preservation plan to stabilize the eroding shoreline. In the spring of 1977, their plan became reality. Heavy sheet-steel pilings were hammered into the lake bed just off the shoreline near the prehistoric village and its associated ceremonial mounds. Several feet of the pilings were left exposed. This was to prevent waves from speeding motorboats, as well as the seasonal changes in the water level, from reaching and further eroding the mounds. Soil was dumped behind the pilings to build a new, higher shoreline, one that sloped gently upward to each mound site. Finally, sod was laid over the sterile fill to assure effective and unobtrusive protection.

Although the undertaking was expensive, we felt to stabilize the mounds and assure their safety was preferable to letting them continually deteriorate. We preferred to have these mounds remain as part of our treasured archeological heritage to be passed down for future generations to contemplate or study, rather than to begin a premature or hasty dig.

Averbush Site, Tennessee

On the other hand, we sometimes pay for archeological investigations in project areas where there is simply no way the resource



Rood Creek Mounds. Resources at this site were threatened by continually fluctuating water level eroding the shoreline. Shown here are the heavy metal pilings placed by the Army Corps of Engineers, the Mobile District Office, and the IAS Atlanta Field Office. Photo: Walter Smaling, Jr. Courtesy IAS.

can be protected or preserved. We are often called upon by other federal agencies to conduct an unplanned and poorly funded program—one that can only be called “salvage” in every sense of the word. In these situations, we typically do not have enough time to develop a sophisticated research strategy, nor enough money to support more than a minimal program. We do, however, at all times, respect the site, and we see no reason even in such awkward cases why the archeological work cannot or should not be of the highest quality.

An exciting example of salvage archeology is under way at the Averbuch site near Nashville, Tennessee. Dr. Walter Klippel of the University of Tennessee is directing the investigations under a contract with IAS and the Department of the Interior.

The Averbuch site is situated within the Royal Subdivision and will be totally destroyed in the wave of building houses, streets, sidewalks, and utility lines. Some construction had already taken place when Dr. Klippel arrived in the spring of 1977. Portions of the site that might have yielded important information had already been badly disturbed.

At first the Averbuch site was thought to cover about six acres and to contain a prehistoric village and an associated cemetery of perhaps 150–200 stone-box graves. On that basis, Dr. Klippel calculated the village to be rather modest in size. But by the end of the first season’s work, it was clear that the cemetery was at least twice as large as first thought. The associ-

ated village might have contained as many as 300 houses, and the population may have been as high as 1,000!

Dr. Klippel reaffirms the axiom that in any archeological project the archeologist will raise more questions than he answers, no matter how well designed his research strategy. Dr. Klippel said, “After we started our excavation, one thing we noticed lacking in the cemetery was individuals from zero to two years of age. If we assume a population of 1,000, we could expect 50 people to die every year. Even if the population was only 250, we could expect 12 deaths a year. By and large we can expect half the population to die before reaching two years of age, so if we subtract half the population, we begin to realize the true magnitude of this site.”

Similar sites characterized by stone-box burials and village middens are generally found along the Cumberland River in Middle Tennessee, especially in areas favorable to simple agriculture and where fish and shellfish were abundant. But we know very little about the people who occupied these sites—how they lived, where they came from, where they went after abandoning their villages, or how they interacted with their neighbors.

Dr. Klippel believes the Averbuch site was occupied late in prehistoric times and that the people moved on under pressure from their neighbors. In 1977, archeologists at the site discovered what appeared to be wall trenches of houses aligned in a row. Klippel explained that upon further investi-

gation, “it dawned upon us that we had a wall trench stockade, which means that the residents were trying to protect the village from something.” Items found at the site suggest that neighboring Mississippian tribes pressured them late in prehistoric times, maybe around 1700. But Klippel believes (on the basis of radiocarbon dating) that the site was more likely occupied between 1300 and 1500.

We expect work this spring to shed more light on lingering questions. Klippel plans to excavate more of the cemetery and to continue study of the village area. He said, “We have a chance to look at the relationship of the stone boxes themselves and at the structures in the villages to see if we can link the accoutrements in the stone boxes—say the ceramics that may have been made by one person—with ceramics that may occur in one or more of the structures.” This may disclose status differences among the villagers and may tell about where and how their infant dead were buried.

Fortunately for scientists, the Averbuch site has remained inviolate since its abandonment. Indeed this is a rare phenomenon, almost unknown in American archeology. Klippel explained that “the gentleman who had farmed the land for over 30 years didn’t realize there was a cemetery here, or a village for that matter. In fact, nobody knew the site was there until the land was sold to a housing developer and excavations for streets began in 1977.”

Klippel is especially pleased with how well skeletal material from the Averbuch site has been preserved. Limestone slabs used for the stone boxes tended to neutralize the acid soil into a base. Klippel explained that the skeletal material from Averbuch is in much better condition for study than that at any other site in the southeastern United States.

Walter F. George Dam Site, Georgia

Yet another salvage project is being conducted under the direction of Frank Schnell of the Bradley Museum in Columbus, Georgia. Schnell has studied Georgian archeology for more than 20 years and speaks with authority about the Walter F. George Dam site on the east bank of the Chattahoochee

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River, just below the Walter F. George Dam. During the 1977 season, Schnell excavated a mound and village high on a bluff above the river.

Schnell said of the site, "I think it was a large, open village with houses scattered about, probably with garden plots among them. This mound would have been here, and it's likely a ceremonial plaza existed where major events were held. Parts of the village unprotected by the creek or river were probably palisaded. Maybe big cornfields stretched out around the edges of the village in the river bottoms." Schnell speculated that the prehistoric houses would have been small and simple, built of mud and sticks known as "wattle and daub." Ceremonial buildings probably stood on the flat tops of the several mounds scattered throughout the community. These would have been larger versions of homes in the village, and some might have been as large as 40 feet square. The tribal chieftain may have lived in one of them, and village dignitaries in the others. One mound was used solely for burials. Schnell noted, "The villagers probably had a mortuary nearby where they would lay out the dead, and later bury them in the mound."

The Corps of Engineers, Mobile District Office, and the Heritage Conservation and Recreation Service through its archeological field office in Atlanta sponsor Schnell's work under the Archeological and Historic Preservation Act of 1974. In the spring of 1977, much of the site had already slumped into the river, because of the inconsistent water level caused by the opening and closing of floodgates at the Walter F. George Dam.

Although Schnell already knows a great deal about the people who built the mounds and lived in the village, his strategy calls for more excavations this spring. But many of the questions he asks will remain unanswered until excavations and laboratory analyses of the recovered materials are complete.

Future archeologists can never return to the mound site on the Chattahoochee River to ask questions that will invariably arise as their knowledge improves. Neither can they return to the Averbuch

site, nor to thousands of other sites that no longer exist. Although some sites may never have been studied, or only partially studied and understood, they were nonetheless sacrificed.

However, future scientists can return to the village at Rood Creek. Protected through enactment of the Archeological and Historic Preservation Act of 1974, it is safe from the eroding waters of Lake Walter F. George. It will be available for study in years to come. When future archeologists with improved methods and techniques for extracting data raise a host of new questions relevant to the science of their time, they can return to the village at Rood Creek and study it.

This has always been our mission and ethic in IAS. We preserve when possible; excavate and destroy only when there is no reasonable and prudent alternative. More archeological resources can and should be preserved through the established legal planning process—a process designed to consider the current and the future needs of Americans. Only through intelligent and thoughtful planning can decisions be reached that are consistent with the law and fully sensitive to the public good.

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SCHOLARS AS MANAGERS

Although it may have once been seen as an intriguing but pastime effort, archeology is today taking on the complex character of a scholarly profession. And as professionals, its constituents are faced with the complicated and often bureaucratic tasks of planning, budgeting, and evaluating

projects. Moreover, federal financing of archeological projects for public purposes has increased. To carry out their particular legislative requirements, federal agencies often turn to contract agreements with nonfederal archeologists to conduct their work. These agreements are based on "research designs," which respond to a specific project and allow for more efficient and more accountable archeology.

As more federal contract agreements are made, more contract archeologists find themselves in the role of a manager. This means that as manager a contract archeologist must work with allotted resources such as people, time, and money toward a specified objective.

To aid contract archeologists in their management activities, the Interagency Archeological Services Division has published *Scholars As Managers*, edited by Alice W. Portnoy. This book deals with the topic of contract archeologists as managers, as covered at the "Workshop on Management Techniques Applied to Archeology." The workshop, directed by Dr. William J. Mayer-Oakes, was held May 4-6, 1978, at the Cultural Resources Institute, Department of Anthropology, Texas Tech University, and was sponsored by the National Park Service.

In the book, references are cited at the end of each topic, and a glossary of management terms and a selected bibliography of management technique materials are included as appendixes. Inquiries should be directed to Interagency Archeological Services Division, Office of Archeology and Historic Preservation, Heritage Conservation and Recreation Service, Washington, DC 20243.

—Bob Haynes

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