The Federal Columbia River Power System (FCRPS) Cultural Resource Program hosted the 2012 FCRPS Cultural Resources Conference in Spokane, Washington at Northern Quest Resort on October 23 – 25, 2012. The theme of the conference was Working Toward Partnership. The conference was attended by approximately 160 participants, representing Federal, Tribal and State agencies that participate in the FCRPS Cultural Resource Program. The conference was made possible through contributions of time and energy made by those acknowledged below, and by the Bonneville Power Administration (BPA), the Bureau of Reclamation (Reclamation), and the U.S. Army Corps of Engineers (Corps).

The conference opened with a Tribal Elder’s dinner, during which elders from various tribes across the Pacific Northwest generously shared their thoughts and memories, and emphasized the importance of traditional places. This was followed by a plenary session, and two days of breakout sessions focusing on Traditional Cultural Properties and mitigation.

These notes summarize the main points of facilitated discussions. The participants represented a variety of backgrounds and a diversity of views. The views expressed by any individual or organization should not be construed to represent a common understanding or agreement between parties on a particular view, and are not necessarily the views of the Corps, BPA or Reclamation.

Requests for additional information about topics presented and discussed at the conference should be directed to session facilitators. General inquiries about the FCRPS Cultural Resource Program should be addressed to one of the following Federal Agency Program Managers.

- Ms. Gail Celmer, Regional Archeologist, Northwestern Division, Corps of Engineers, gail.c.celmer@usace.army.mil
- Ms. Kristen Martine, FCRPS Cultural Resource Program Manager, BPA, kdmartine@bpa.gov
- Dr. Sean Hess, Regional Archeologist, Pacific Northwest Region, Bureau of Reclamation, SHess@usbr.gov

Acknowledgements

The 2012 FCRPS Systemwide Cultural Resource Conference would not have been possible without the generous commitment of time, energy and resources made by numerous individuals and organizations. We want to extend a special thank you to our gracious host tribes, the Kalispel Tribe of Indians and the Spokane Tribe of Indians, whose members and staff contributed to conference planning, facilitation, and acted as liaison with Northern Quest Resort. A special thanks goes to the Spokane Tribe Honor Guard: Brianna Morris, Raymond Matt,
Raymond Bringman, Cipi Seyler, Valencia McCrea, Dynai Peone, Jasmine Stearns, Vinny Adolph, Shawn Alderson, Mike Alderson, Steve Jo Alexie, Lauren Abrahamson, Jaime Oldhorn, and Shaniah Madison.

The Conference Planning Committee members also deserve recognition for their work to develop the conference agenda and locate a host facility. Conference planners include various Cooperating Groups participants representing tribes, and state and federal agencies from across the region.

Finally, thanks to our conference presenters and panel participants Paul Loether from the National Park Service; Tom McCulloch from the Advisory Council on Historic Preservation; Dr. Vernon Finley of the Confederated Salish and Kootenai Tribes Cultural Committee; Marcia Pablo of the Gallatin National Forest; Mitch Marken of ESA; Steve Jenevein of Warm Springs GeoVisions; Catherine Dickson with the Confederated Tribes and Bands of the Umatilla Indian Reservation; Shawn Steinmetz with the Confederated Tribes of the Umatilla Indian Reservation; Kevin Askan of the Confederated Salish and Kootenai Tribes; Loretta Stevens of the Confederated Salish and Kootenai Tribes; Pat Baird with the Nez Perce Tribe; Jill Wagner with the Coeur d’Alene Tribe; Dennis Griffin with the Oregon State Historic Preservation Office; Rob Whitlam with the Washington Department of Archaeology and Historic Preservation; Lawr Salo with the U.S. Army Corps of Engineers, Seattle District; Kara Kanaby with the U.S. Army Corps of Engineers, Seattle District; Lyz Ellis with the U.S. Army Corps of Engineers, Seattle District; Sean Hess with the Bureau of Reclamation, Pacific Northwest Regional Office; Mike Flowers with the Bureau of Reclamation, Grand Coulee Power Office; and Martin McAllister of Archaeological Damage Investigation and Assessment. We also thank the staff from the Corps, BPA, and Reclamation who volunteered their time and expertise to facilitate breakout sessions and serve as note takers.
Notes on the Identification of Participants

Conference notes are not meant to be verbatim transcription. Notetakers attempted to capture and summarize discussion content as accurately as possible. Individual speakers are identified by their general affiliation as “Tribal Speaker” or “Tribal Staff member” (TS), along with Tribal affiliation if known. Others are indicated by Agency affiliation.

Abbreviations

AAUS: American Academy of Underwater Sciences
ACHP: Advisory Council on Historic Preservation
AIRFA: American Indian Religious Freedom Act
APE: Area of Potential Effect
ARRA: American Recovery and Reinvestment Act
BPA: Bonneville Power Administration
CCT: Colville Confederated Tribes
CDA: Coeur d’Alene Tribe
COE: Corps of Engineers
CRPP: Center for Research and Public Policy
CSKT: Confederated Salish and Kootenai Tribes
CTUIR: Confederated Tribes of the Umatilla Reservation
CTWSRO: Confederated Tribes of the Warm Springs Reservation of Oregon
DAHP: Department of Archaeological and Historic Property
DOE: Determination of Eligibility
FAQ: Frequently Asked Questions
FCRPS: Federal Columbia River Power System
GCD: Grand Coulee Dam
GPS: Geographic Positioning System
GIS: Geographic Information System
HPRCSIT: historic property of religious and cultural significance to an Indian tribe
ID SHPO: Idaho State Historic Preservation Officer
KNF: Kootenai National Forest
LEO: Law Enforcement Officer
OR SHPO: Oregon State Historic Preservation Officer
MOA: Memorandum of Agreement
NAGPRA: Native American Graves Protection and Repatriation Act
NAUI: National Association of Underwater Instructors
NEPA: National Environmental Policy Act
NHPA: National Historic Preservation Act
NPS: National Park Service
NP: Nez Perce Tribe
NR: National Register
OSHA: Occupational Safety and Health Administration
PA: Programmatic Agreement
PADI: Professional Association of Diving Instructors
PEG: Polyethylene Glycol
ROV: Remotely Operated Vehicle
SWPA: FCRPS Systemwide Programmatic Agreement
TCP: Traditional Cultural Property
TPR: Total Physical Response
USACE: U.S. Army Corps of Engineers
USBR: United States Bureau of Reclamation
USFS: United States Forestry Service
YN: Yakama Nation
Proceedings of the 2012 Federal Columbia River Power System
Systemwide Cultural Resource Conference

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Archaeological Resources Protection Act, Other Federal Statutes, & Recent Court Cases (ARPA Training)

Instructor: Martin McAllister, Archaeological Damage Investigation & Assessment (ADIA), Missoula, MT
Facilitator: Gail Celmer, U.S. Army Corps of Engineers, Northwestern Division

This training session covered the Archaeological Resources Protection Act and other Federal statutes and regulations used to prosecute archaeological violation cases. Discussion included recent U.S. Army Corps of Engineers cases in which ADIA has been involved that resulted in felony prosecutions. Approximately 40 conference attendees participated in the 3-hour training session.
Emcee Welcome

Procession of the Spokane Tribe Honor Guard

Welcome:
Francis Cullooyah, Kalispel Tribe, John Matt, Spokane Tribe, and Johnson Meninick, Confederated Tribes and Bands of the Yakama Nation

The Elders Dinner was attended by over 160 Federal, State, and Tribal program participants and elders. Elders spoke about the importance of places along the river. Lorri Bodi, Vice President for Environment, Fish and Wildlife with Bonneville Power Administration; Laurie Lee, Regional Director for the Bureau of Reclamation, Pacific Northwest Regional Office; and Colonel Anthony Funkhouser, Commander, Northwestern Division, U.S. Army Corps of Engineers made remarks on behalf of their agencies.
Paul Loether, National Register Chief, National Park Service (NPS), Washington, DC, presented information on National Register Bulletin #38, which addresses identification and evaluation of Traditional Cultural Properties (TCPs). The NPS is accepting comments on Bulletin #38 in preparation for revision. The Agency has held multiple listening sessions with tribes across the U.S., and is accepting public comments through October 30, 2012 (NPS is now accepting comments through April 2, 2013). The presentation began with a discussion of how Bulletin #38 and the National Register of Historic Places define eligible TCPs, which may exist not only for Native Americans and Native Hawaiians, but all ethnic groups. Historic Properties of Religious and Cultural Significance to Indian Tribes are one type of TCP that is protected under NHPA. These properties are specific to Native American tribes. The TCP definition in Bulletin #38 also applies to non-tribal communities. NPS will produce a report summarizing comments received. Tribal concerns expressed to date include a need to address better protection for TCPs, identification and evaluation of TCPs, and the need to protect confidential/culturally sensitive information. Mr. Loether stated that every resource is different in terms of its context. For example, Medicine Mountain captured the entire vista and encompasses a huge area. On ancestral land on the east coast, such as Nantucket, the landscape is related to the tribe’s creation story, and is in a densely populated area. It is very difficult to map the vista because of concentrated contemporary development. By finding out where the tribal TCPs are, the APE was more easily mapped. The Tribes don’t see what has been built on the land, they look through all the buildings to what is underneath. Through years of experience working with TCPs, the NPS has recognized that Tribes see things in a different context than others. Comments are being taken and NPS is posting them on their web site. FAQ’s are being created as interim guidance for Bulletin #38 while it is being reviewed. NPS hopes to have a report out by the first of the year. The Cape Wind project is another example. The NEPA analysis was drafted before the 106 provisions were finished. Recommends not drafting the NEPA analysis before finishing the 106 process, but rather conduct these analyses concurrently. The mitigation for Cape Wind was done under NEPA and in his opinion impacts were not mitigatable. Certain properties were addressed in the NEPA analysis, but TCPs were not. Comments and questions on Bulletin #38 revision can be directed to nr_info@nps.gov or Alexis Abernathy at 202-354-2236.

Questions:

Q: When will this be finished?

A: January 2014 is the current target date for producing a draft revised bulletin, but this could change depending on comments received. Government to government consultation will occur on the revised Bulletin #38. An interim Q & A sheet will be available around
Q: What will be the final result?

A: The 106 process does not guarantee a specific result. The Cape Wind Project was approved to go forward despite having an adverse effect on a TCP. In another project, they decided to mitigate and not go forward.

A: There is a fundamental difference between tribal and agency approaches to TCPs. Tribal individuals that have knowledge about TCPs are sometimes the last to be consulted, and the information they provide is not always easily understood by agency staffs. Agency staffs seem to need to see effects to believe them, and are more comfortable with “scientific” approaches.

Q: Bulletin 38 currently states that you must set boundaries. Boundaries may be arbitrarily defined to conform to jurisdictional boundaries, and so may not reflect the full extent or actual location of the TCP.

A: NPS wants more input about defining boundaries for TCPs. How can current approaches for defining TCPs be improved?

Q: Have you thought about taking the TCP’s out of the National Register process entirely?

A: Yes, and this may result in a recommendation to amend NHPA. TCPs do not easily fit into the National Register evaluation process.

Q: Also, how would they adapt that to 106 since that would change the 106 process?

A: In some ways, everything is on the table for revision, although not all guidelines will be changed as part of the current revision. NPS invites people’s perspectives on any improvements that can be made to the 106 process.

Q: TCP’s are classified a “property type” in the National Register. Is this correct? May not be appropriate to classify TCPs as “property”, which implies ownership and requires physical boundaries.

A: NPS will look at that as part of the process in redefining TCPs.
Future of the Program and Funding

Facilitator: Paul Cloutier, US Army Corps of Engineers, Northwestern Division
Notetaker: Susan Tracey, Bonneville Power Administration

Dr. Sean Hess of the Bureau of Reclamation, Gail Celmer of the Corps of Engineers, and Kristen Martine of Bonneville Power Administration presented about future program direction, and factors that influence program funding. Dr. Hess explained the relationship between complying with Section 106, commitments made under the Systemwide Programmatic Agreement, and the FCRPS long term program goals and measures, annual plans, and 5 year plans created by Co-op Groups. Fiscal accountability is an important aspect of the program. The NHPA 106 undertaking in this case is the Operation and Maintenance of the 14 hydro facilities, including all authorized project purposes such as flood control, irrigation, power generation, etc. There will continue to be a large emphasis on mitigation and treating adverse effects caused by operations of the dams and reservoirs. Work includes identifying historic properties evaluating properties for significance under NHPA, assessing effects, and mitigating adverse effects. Several mitigation projects have been implemented, and more are in the planning and design phase.

Gail Celmer explained that many dams were built as long as 75 years ago, and when they were created cultural resources were not considered. Creative mitigation is implemented to mitigate for sites that have been destroyed or are not accessible for evaluation. They are also working on cultural resources training for the public, interpretive exhibits, information brochures, language perpetuation, signage and many other types of mitigation. She stated that APEs defined in 2011 totaled 550,000 acres, and that these figures will be updated as new real estate data becomes available. Inventory plans agreed upon last year will be used to prioritize future work. Recording TCPs and finding ways to respectfully evaluate them is also a part of the ongoing efforts.

Kristen Martine reviewed the program budget and how it works. The energy policy of 1992 authorized BPA to directly fund the operations and maintenance of FCRPS dams. BPA directly funds the power (generation) share of the work that is done. Congress appropriates funding to Corps and Reclamation work for other authorized purposes. The power/appropriated ratio differs for each dam and reservoir in the system. BPA’s portion (the direct funded portion) averages 88%, and the Corps and Reclamation fund the remaining 12% with Congressional appropriations. BPA and Corps/Reclamation budget cycles differ and need to be closely coordinated. The Corps is on a 2 year budget cycle and Reclamation is on a 3 year budget cycle. BPA budgets are approved through the Integrated Program Review and Rate Case, which are on a 2 year cycle. The total 5 year power budget is also approved during each 2 year Rate Case. The joint funds are used for compliance with Section 106 of NHPA. Some work under ARPA and NAGPRA may be included when there is an overlap with activities that also need to be performed under 106.

Dr. Sean Hess said that full program funding is dependent on Congressional approval and BPA’s ratepayers. We are making a transition from being a program that manages information, to a program that accomplishes more mitigation and treatment on the ground. We need to start thinking like we are construction contractors and managing construction projects, and that will
require a new skill set. We can only do as much work as we have partners to work with. It’s important that Federal agencies, Tribes, and States partner to accomplish work. While the program received a funding increase in FY12, there may not be staff available to manage the work load. We can only accomplish as much as we have people to oversee the process. The Government is looking to streamline and we are working as much as we can to maintain staff and get more work done.

Questions:

What percentage of the Operation and Maintenance (O&M) budget is the Cultural Resource program?
(Lorri Bodi, Vice President of Fish and Wildlife, answered this question) The Cultural Resource program is 2% of the overall budget and adding in Fish and Wildlife brings it up to 20%.

Where does the money BPA sets aside for the Cultural Resource Program go when the full appropriated “tail” (appropriated match) is not approved?
That money gets wrapped back into the O&M budget and then used in other areas outside the CR program. The funds can be used for any other type of O&M work.

A conference participant requested that transparency in how money is allocated between projects be improved. How are funds distributed at each project, and as funding gets tighter, how can they be re-allocated?
Cooperating Group Presentations on Mitigation & Treatment Projects

Facilitator: Shelby Day, Bonneville Power Administration  
Notetaker: Sean Hess, Bureau of Reclamation

Wana Pa Koot Koot Co-op Group  
Presentation: “Memaloose Island Stabilization and Restoration Project”  
Presenter: Steve Jenevein, Archaeologist, Confederated Tribes of the Warm Springs Reservation of Oregon (PDF of PowerPoint attached)

Steve Jenevein, of the Confederated Tribes of the Warm Springs Reservation, opened his presentation by stating that there are concerns about the increasing rate of erosion, river contaminants, and increases in looting and vandalism. An attempt was made to reduce erosion at Memaloose in 2006 by planting, the plantings didn’t take and erosion may have actually accelerated. He stated that they hired a contractor to develop a stabilization plan, and that plan involved getting lots of fill to the island. In October 2011, they implemented a stabilization project using enviro-lok bags. These bags stay in place over time; they don’t biodegrade over time and continue to work even if the plants on the surface die. Additional treatments were applied to improve soil productivity so vegetation would be reestablished quickly. A seed mix tailored to Memaloose Island was used. Materials were flown to the island by helicopter. It took one day to complete the transportation of all materials and the bags were then hand placed and locked together with pins and strapping.

They returned to review the installation eight months after installation in June of 2012. The vegetation was not coming back as hoped and the unconsolidated dunes require use of bags. There is a long-term monitoring plan in place to focus on new erosion or impacts to help structure maintenance and repair needs

Q: Were seeds put in the bags?

A: No

Q: Did you think to put in willow?

A: Previous treatments showed that willow could not be established. Some brush on the downwind side might help.

Q: Was the plastic bag weave too tight?
A: The climate was probably too dry. This was a new application for these materials, and some kind of watering throughout the life of the project may be necessary. Hand planted plugs might also work.

Q: Did you use water retention granules in the bags? This has been useful in some other areas

A: Not sure if that was considered. That may have been covered in the alternatives. Need to make sure to use natural materials at the cemetery

Payos Kuus Cuukwe Co-op Group
Presentation: “Challenges on the Way to Treatment: Evaluating a Historic Property of Religious and Cultural Significance to Four Payos Kuus Cuukwe Tribes”
Presenter: Catherine Dickson, Archaeologist, Confederated Tribes of the Umatilla Indian Reservation

Catherine Dickson presented information about the process the Payos Kuus Cuukwe group is using to complete a determination of eligibility for Paluus Village, a Traditional Cultural Property, or Historic Property of Religious and Cultural Significance to Indian Tribes for the four Payos Cooperating Group Tribes. The process began in 2008 with a goal of identifying problems that might come up in evaluating this type of property.

Each of the four Payos tribes was contracted to prepare a statement explaining the significance of the site. The Corps incorporated portions of each statement into a determination of eligibility for Paluus Village. The site was evaluated as eligible under all four National Register eligibility criteria. It is associated with tribal creation stories and events, prominent real and legendary figures in tribal history, and post-European contact historical figures. The site also contains rock images and legendary landscape features, and includes many sites within the Paluus Canyon Archaeological District.

Next steps include finalizing the TCP boundary, the Corps issuing a final determination, and consultation with the Washington State Historic Preservation Office. If the SHPO concurs with the DOE, the Payos group will proceed with a determination of effect. If not, the DOE will be sent to ACHP. The finding of effect will drive future management of the site, and may lead to mitigation.

Q: How long have people been there? Indians never needed any boundaries. Indian people look at the whole country. No boundaries between people. These things are talked about like they are possession, and they are not. Hard to define a boundary because people camped all over the place.
Hungry Horse Co-op Group  
**Presentation:** “Cultural Resource Mitigation with Tribal Communities”  
**Presenter:** Kevin Askan, Confederated Salish and Kootenai Tribes

Kevin Askan stated that Hungry Horse Dam is near Glacier Park in Northwestern Montana. He advised that since they don’t have problems at Hungry Horse with ancestral remains being affected by the erosion, that this has allowed them to progress with mitigation discussions. He said that they try to include the people’s perspective in discussions and try to make it meaningful to tribal people. The group does have some disagreements about boundaries and lines, but that’s like anyone else.

Hungry Horse is focusing on community development work and teaching at a camp called Ksanka Summer. It is a group of 4 people and they use the “Where are your keys” format for learning the language. They focus on speaking first when teaching language, rather than working on writing in order to “train your ear”. The camp is located at Elmo for 13 weeks and people can stop in daily. This program has proven successful in helping preserve Kootenai language.

They are trying to find a way to mitigate through other avenues, especially for people who are not technically or archaeologically minded. It would be good to have projects to buy into these happenings as this would directly affect the people who are most affected by the operations of the reservoirs. The Section 106 process only does so much, so these kinds of happenings are helpful and are getting results back to the people.

The Salish Institute has a Hunting Camp and the Hungry Horse Coop Group has been interested in working with them. They would like to focus on traditional practices at these camps. There are distinctive practices associated with hunting that are an important part of tradition, much of which focuses on respect to the animals. They may also want to have a plant gathering camp and incorporate both language and plant gathering.

No Questions

Libby Co-op Group  
**Presentation:** “Big Creek Pictograph Protection”  
**Presenter:** Lyz Ellis, US Army Corps of Engineers, Seattle District and Loretta Stevens, Tribal Liaison, Confederated Salish and Kootenai Tribes

Loretta Stevens stated that there is a rock image site on Kootenai National Forest (KNF) lands that has had a lot of damage done to it over the years. It has a history of ARPA
violations going back to 1995, including attempts to remove images with a chisel. They have also had chalk and crayon vandalism, due to the fact that the area is next to a road. There are also threats from fire and other natural processes. They had a surveillance camera installed by KNF Law Enforcement Officer (LEO) to try and catch the vandals, but the memory stick was pulled out of the camera. In 2010, they installed a rock barrier and there is an ARPA sign posted as well. Since that time, no one has disturbed the pictograph. Regular monitoring occurs, although some of it is informal.

Q: How close are the boulders (rock barrier) to the panel?
A: They are 15-20 feet from the panel. The road could not be closed, as it provides access to the boat ramp

Q: How high was the camera?
A: The camera was approximately 20 feet high, but LEOs kept the information. There have been some discussions of lowering the grade

Albeni Falls Dam Co-op Group
Presentation: “Hoodoo Creek Phase 3 Erosion Control: A Marathon”
Presenter: Lawr Salo and Kara Kanaby, Archeologists, US Army Corps of Engineers, Seattle District

Lawr Salo began by explaining that Hoodoo Creek, an important traditional crossing, was eroding. They did an earlier stabilization project to keep human remains from eroding out. Some of this earlier work was not successful because biologs could not withstand wave action, and rip rap was required.

Planning for the stabilization started in 2007, but there were problems with funding flow and completing environment compliance work. Other limitations include roads and accessibility, and purchase of an access easement was necessary to move this project forward. They also experienced problems with the weather. Endangered Species Act consultation was required because of an eagle nest in the area. The Reservoir draw down greatly influences and limits the construction window.

Q: (TS) How much do obsidian sourcing studies cost?
A: We used existing data, but current costs are about $50.

Q: Real estate maps and APE – how are they tied?
A: LS: Albeni Falls Project boundaries are based on a previous erosion study, which helps drive decisions about the APE.

**Grand Coulee - Spokane Arm Lake Roosevelt Co-op Group**  
**Presentation:** “Bank Stabilization at Hidden Beach”  
**Presenter:** Sean Hess, Bureau of Reclamation

Dr. Sean Hess stated that erosion was undercutting the bank. This is affecting an archaeological site, and use of a recreation site. In 2011, they implemented a temporary repair by bringing in sediment from an external source. The current proposal includes installing gabion baskets and reno mat along the bank, and fabric bags with plantings on the ground above the bank.

This is a site of importance to the Spokane Tribe and the agencies are working very closely with the Spokane Tribe on this project. The Environmental Assessment has been completed and the project had a Finding of No Significant Impact. Currently the design is 90% complete and they plan to implement in mid 2013.

There have been challenges along the way like the Architectural Barriers Act, in which they are integrating steps and stairs in the design for access to the recreation site.

*Q: Why gabion baskets?*

A: The choice was due to a number of factors.

*Q: Erosion? Undercutting of the treatment?*

A: The engineers are factoring in those issues.

*Q: Cultural deposits?*

A: Yes

*Q: Will you have it monitored?*

A: Yes

*Q: Cost?*

A: I think about $500k-$750k
Chief Joseph Dam Co-op Group
Presentation: “Progress on Stabilization of 45OK239: A 200-Meter Sprint”
Presenter: Lawr Salo, Archeologist, US Army Corps of Engineers, Seattle District

This is a large house pit site on a high bank, which is increasingly threatened by high flows out of Grand Coulee Dam (GCD). There are a total of 13 house pits. The need for the project was observed in 2007, planning started in 2008, and funding became available in fiscal year 2012. This was a one year planned project, it was difficult to get everything put together, however there was a source of rock nearby which was helpful.

They had to work through the Environmental Protection Agency to address Clean Water Act issues. Parts of the house pits are in dunes and they needed to do some data recovery to facilitate recovery of materials in areas that would be affected by the construction process. There are still a lot of little pieces that have to fall in place.

There have been high flows coming out of GCD recently, which has accelerated erosion. Prior to Third Powerhouse Peaking operations, this slope was stable, but then it started to erode more quickly. The design is based on riprap; using rock of a distinctive color to help it blend in better.

A very detailed map of the site has been completed and they have refined the APE based on the erodibility and the take lines. They are also working on a project PA for this and are trying to have alternatives available if we can’t get something done in a single year. They believe they should try to contract the entire cost in the year that you have funding available and need to address construction monitoring costs as well as emergency basis for contracting to allow time and materials contracting.

No Questions

Grand Coulee – Mainstem Lake Roosevelt Co-op Group
Presentation: “Bank Stabilization at 45FE1”
Presenter: Mike Flowers, Grand Coulee Power Office Archeologist, Bureau of Reclamation

Mike Flowers stated that he was new to Reclamation and that when he came on board the project was already well underway. The site is located on private and federal lands, which includes both NPS and USBR and CCT in the planning effort. They used reno mats, gabion baskets and soil layers. The stabilized area consists of unconsolidated glacial sediments. They staged the rock on the opposite side of the river and used a conveyor belt to load rock onto the barge. Slides showed the placement of reno mats, the filling of gabion baskets and then the soil layers on the top of the gabion baskets. The slides showed pictures of the hydroseeding and then Mike outlined the final steps.

Q: Was the conveyor belt used to fill it in?

A: No, we used the track hoe.
Q: Gabion baskets?

A: We need to address “disappearing construction”
Marcia Pablo began her discussion with the statement that communities, groups and individuals have a connection to the environment and objects as part of their heritage. It is the interaction of cultures and environment through time. Places have names and stories like the creation story, and other events, passed on from generation to generation.

Some stories may describe how the landscape features were formed (i.e., mountains, dunes, inlets) and the importance of naming to associate significance in the larger context. Landscape is not just the environment but the meaning that people assign to these places. With each visit to these places, more history is developed, and culture continues to add to the narrative of the place.

Peoples meaning derived from the landscape. It defines the past, present, future. Naming invests points on landscape; may have a story or may be private. It is an act of ritualization, returning to place is practiced ritual, making them sacred, highly charged. Place names are mapped memories. Only those deriving meaning from it hold this.

Celilo Falls is an example of a cultural landscape. Cultural values of Tribes were not considered during compensation. Loss of area was considered a commodity: how much salmon could not be fished anymore?

When a place was given a name, it relates the tangible and the intangible. It must be understood that as people lose these places, that they also lose a part of themselves. Federal Agencies and Tribes need to work more to reach a place of understanding.

Important factors for identification of landscape:

- Relationship to Landscape
- Time Depth
- Identity
- Name (cosmological maps)
- Legends, Truths, Events, Stories, Traditions

Johnson Meninick (Yakama Nation): Celilo place name has association with activity of pole in water as well. A year ago the registration of that site was considered, but Tribes pushed back because they didn’t want it part of public knowledge. It would limit tribal activities and take away meaning for Tribe. Each Tribe has a different use, different government, languages, and different practices.
Vera Sonneck (Nez Perce Tribe): Names on maps – Nez Perce do not want places on maps, but how to get the concept through to USFS that mining sites are not acceptable. The judge will want information about the Place Names or traditional importance to understand why to deny the mining sites.

Marcia (response): Confidentiality is respected at USFS. People and entities can be disciplined/prosecuted for dissemination of information. Only give as much information as is necessary to agencies.

Loretta (Nez Perce Tribe): Celilo – damage is in the past, we need to think about the future and take care of what we have. Back in the old days – houses with no running water, no electricity. Now people own mc mansions and can’t pay mortgages. Railroad right-of-way won’t be returned to Tribe. Water so polluted we can’t eat fish out of the Columbia. People used to walk from place to place – not safe to do that today. People today want immediate satisfaction – they can’t consider the consequences. Judges who rule on cases need to reflect on this as well.

Tribal Member: Tribes need to live by Tamanwit – the law of the people, made for people to follow, by the Creator, Elders have followed this law since time immemorial because it was a gift. This is your land, this is your food, this is your special water. You take care of these things and they will take care of you. This needs to be told to our children every day; encourage them to remember who we are. The spirituality side of our people is very strong. Song, dance, ritual – this is who we are
Language Documentation as Creative Mitigation

Presenter: Dr. Vernon Finley, Kootenai Culture Committee, Confederated Salish and Kootenai Tribes
Facilitator: Loretta Stevens, Tribal Liaison, Confederated Salish and Kootenai Tribes
Notetaker: Sean Hess, Bureau of Reclamation

Loretta Stevens introduced Dr. Finley by giving his biography and background. Dr. Finley has a Ph.D. in education and teaches the Kootenai language.

Dr. Finley spoke about his background. He grew up on Dayton Creek on the Flathead Reservation with his grandparents. The importance of storytelling is in his background. Salish and Kootenai were both spoken in his home, although his grandmother didn’t pass it on due to concerns about education and success. She made sure that he learned English. Dr. Finley spoke of the importance of having a proper attitude toward elders.

Dr. Finley described mitigation as a concept in the U.S. government. “Mitigation” is recovery for a disaster, where you trade one thing for another. Lots of work is focusing on use of water for making power, and the relationship to water management projects. He gave a brief history of channelization projects and described how mitigation money was used to restore the river to the original channel near Dixon.

He explained that language restoration and revitalization are a means for mitigating for cultural loss. There are other things that are good such as wetlands, etc. They are trying to make reparations to the Tribes; but if they were trying to do something that was truly valuable to the people, using funds to document the language would be a better way to do things.

So, what information is important when you are documenting a language? Lesson’s in Total Physical Response (TPR): back in the 1970s; progressing on in language acquisition has to go beyond that. He stated there is a tie between documentation and revitalization.

Need to make decisions about next steps given the context of the language and available resources. Resources tend to be limited as in people with knowledge of the language who can write things down. We need highly fluent people who can make up new words for things; put together correct words for these things. For example: coffee to “caupi” in Kootenai is a phonetic loan word. New words should generate a picture in the mind that corresponds with the new object for example: Car = “kakanatkatz” – something that goes under its own power.

The Culture Committee was established in the 1970s and at that time, they weren’t sure about what to do. So they did some simple recording of elders with all of the recordings done in
Kootenai. They did over 700 interviews this way. They had problems with the translation of the recordings; transcriptions were done; but only with loose translations. The elders were recorded conversing in real language and a linguist is working with a fluent elder to translate these recordings verbatim. The result of this is the realization of correct ways to say things. The accuracy of the documentation of the interviews is the most important thing. The Salish situation is different in that they have more speakers who are highly fluent. The situation with Kootenai is in pretty serious shape.

When revitalizing these things, the Kootenai Legends had a loose translation. Dealing with the structure of Kootenai story telling, which reflects life rather than the structured narrative of Western storytelling, was very different. The story may not have a resolution in the Western way of thinking. There was some censoring of story content after the priests came in and in Legends book, there was selection of stories that favored the Western story structure.

Highly fluent people helped to develop the Kootenai Hymns & Prayers with more of a meaning based translation, not a word for word translation of English into Kootenai.

Ksanka Conversation is real conversations that cover different topics which include conversation at the dinner table; health care, etc. and are slanted toward the needs of language teachers. In the 1970’s, memorization of the elements took place. They began the progression of language learning, in other words, what do we have to put into the students to enable them to speak? The problem is thinking in English and then trying to teach Kootenai. For example, translating I did, you did, she did (which are ideas of tense & person) is a convention from English that does not work well with Kootenai. This leads to problems when discussing the language with the elders; “that was dumb, and it got dumber”; reflection of using English grammar to structure Indian language. For example, “aspect” works better than “tense.” This book used words and phrases that would really be said.

The story transcriptions are some of the most valuable resources that we’ve got because they are in real language. His grandfather had a role as a translator for the anthropologists. The elders often spoke in metaphor. For example, “tano’ch-ha.” Anthropologists didn’t understand the metaphor, and then came to the wrong conclusions. Another example is “you have no smell” which means that it’s none of your business (idiomatic translation.). This reflects a metaphor since a literal translation does not work. The current means of teaching is endangering the language.

There are very different grammatical structures in languages. For example, there aren’t really prepositions in Kootenai. Fluent speakers sometimes carried over grammatical structures from Kootenai into English and you could then see patterns in the process related to the understanding of pronouns. Spelling accuracy is critical for the future. Highly fluent speakers will not be here
much longer. If you have a lot of speakers, then consistency in spelling was not a big deal because the speakers could correct things. We need accurate phonetic translations. Some fluent speakers really didn’t like the idea of writing things out; it seemed strange to the elders. Language learning didn’t happen in a class traditionally, and every one learned their language like babies.

We are building on the Kalispel curriculum with conversation and stories. The Salish conference information is available on a website and is a good model for emulation, however we need to consider our own context and then adapt curriculum accordingly. “How many speakers have you developed?”

In conclusion, restoring places and lands is important, but there are only so many things to be restored so how should we really go about mitigating that loss? We need to think about mitigation funding outside of the box and documentation would be a valuable thing.

Q: What is the barrier to producing more speakers? Interest, resources?

A: Yes, all of the above. One of the largest barriers is the curriculum. If you go through it, you will learn to speak. This takes a lot of motivation; it takes full time participation. At the end of a year, I will be a speaker. You can’t get there in just one or two days a week; you need to see yourself progress to maintain motivation. We need to have resources to develop a curriculum.

Q: What about the councilmen? Do they speak the language? What leaders do will inspire the Tribe. That’s where it needs to happen.

A: There are ten councilmen on the tribal council and none of them would understand statements in Salish or Kootenai. However, they understand enough to give political power to the culture committees for major development issues. It would be helpful for them to become speakers; it would say a lot

Q: What is full time? 8 hours of work + time in the language program?

A: Funding for the program helps to fund people to participate in the program; the person’s job becomes learning the language and then perpetuating it. Sometimes this means that someone needs to get a leave of absence for a year to learn the language.
Underwater Archaeology

Mitch Marken, ESA  
Facilitator: Amy Holmes, U.S. Army Corps of Engineers, Portland District  
Notetaker: Susan Tracey, Bonneville Power Administration

Amy Holmes introduced Dr. Mitch Marken and listed his credentials for the audience.

Dr. Marken began his presentation with the history of diving. Spain’s new world conquest for treasure and exploitation of the new world started treasure hunting back in the 1600 and 1700’s. Early techniques included diving machines by Halley, including his diving bell. Phipps had a secret machine, the bells and Indian divers who he would tie rocks to and hand treasure to when he was underwater and then have them send the treasure up.

Diving was constantly evolving. Early suits were hard hat divers with a surface supply of air pumping into the suits. They then transformed with Cousteau and Gagnan where the beginning of Scuba was born. Gravity was a key issue and in the hard hat suits, you couldn’t fall down or you would die. In the 1940’s, they discovered/made self contained underwater breathing apparatus. The tank on the back is a regulator that regulates the air into the lungs on demand. It is now air and mixed gases with a surface supply and it is very gear intensive. There is a lot of gear. Tanks, wet suits, dry suits, weight belts, regulators, buoyancy controls plus all the gear an archaeologist needs to have. The more experienced you are determines the effects you have on a cultural site.

Dive training today has different designations. There is PADI, NAUI (which includes numerous certificate levels – basic, open water, rescue, dive master, etc) and AAUS which is designated for scientific diving and it meets OSHA standards. AAUS is American Association of Underwater Scientists.

A question was raised about the burial sites underwater. Wanted to know if they found them underwater, wanted to know if they could use divers to find burials and what it would cost to do such a project. Mitch advised it would be determined by the scope. He stated that listening to the Elders and knowing where things are from their description is the best sort of research that can be done in order to find these sites under water.

Archaeology underwater can include Shipwrecks, Submerged Objects, Structures and Prehistoric Sites. In the early 1900s Reverend Odo Blundess went into the Scottish Crannogs. He used the hard hat suite and was looking for sites that were being inundated by the rising of the Lochs. Cousteau did early 1960’s work in France and Turkey and pioneered underwater archaeology. The recording standards proved at the time that there is no excuse not to do this, which led to new laws.

The Federal Government’s laws are mostly concerned with ownership and science versus salvage. State Governments control up to 3 miles out, and inland have different guidelines. The Oregon SHPO is in the process of developing guidelines and they are reaching out for input.
Training needed for underwater archaeology is you must be an archaeologist first, a diver second. In order to do this, a person needs to be an archaeology undergraduate. There are MA programs at Texas A & M and East Carolina. This way they preserve the archaeology mindset before the diving portion. Graduate programs are the basic building block of getting into underwater archaeology. This includes remote sensing, diver survey, site recording and site excavation.

Dr. Marken believes that it should be resource driven versus location driven. The issue is where sites are versus what they are. Qualifications should be a principal investigator who needs a specific resource which means “local”. The process should be archival/records, consultation, survey/recording, testing/evaluation and mitigation. It should be the exact same thing as on land, the same process.

Do an archives and records search in the repositories, the usual suspects, as well as the historical societies, oral histories, tribal consultation, photos, maps and stories. This is a very unique area because due to the inundation and flooding, many records exist of sites that are now submerged. They found hundreds of resources that were inundated from the small project that they did for BPA.

In order to survey, they use tools which include deployed vessel, multi-beam sonar, side scan sonar, magnetometer, sub bottom profiler, precision GPS and 100% coverage. Because of modern technology and knowing where we are through GPS, we can do more exact research and do 100% coverage of an area. Multi-beam sonar was used in the 5 Bridge Project and the amount of this type of study is the same cost as land studies, just add boat costs. Systematic visual survey is another way to verify. Divers form a swim line and go along the bottom in a systematic way, or there is the ROV inspection that allows you to remote view the area.

The challenges of the Columbia River are currents, cold, visibility and weather. One day it is perfect and the next day it can be impossible.

The bottom line is that the survey done by the divers need to be effective, adapt to the methodology that you have in hand. Conditions need to determine the methods used, which means weather, physical landscape, etc. Then you can measure what needs to be done.

Testing and excavation can be large scale by using blowers to remove sediment. Airlifts are air compressors on the surface that “vacuum” things up to see what is there. Water dredging is on a smaller scale, controlled excavation and gives you more archaeological control. Dredging methodology factors include bottom type, unit placement, unit size, unit depth, digging method, screening method and location control. The dredging can be pulled out and then sent along a hose and then through a screen so that they can see what is being removed and if there are any resources in there.

Recovery and conservation issues are storage (large artifact quantities), treatment – costly and time consuming (electro reduction, PEG, freeze drying etc) and analyses. These things take a long time to process and make sure it is stable.
What recent work has shown is that the conditions vary as the river is living. Landform and river flow determine the condition of the site.

This type of archaeology is in its early stages and Dr. Marken hopes this tool can help. He feels that there are so many uses for this science.

Questions:

Q: How deep can you go?
A: The tools I was discussing and the mixed gases make it so you can go pretty deep for a long time. And, it depends on the project. The deeper you go the more expensive and elaborate the work is.

Q: Location vs. Resource, can you explain?
A: Speaking to the Tribes, don’t let people take this away from you just because they can put a tank on. Have the people who are familiar with the area learn to scuba dive so they can use their expertise there.

Q: What about the amount of sediment that is on the bottom over or filled with resources?
A: Sedimentation is a key issue and we need to determine how deep the sediment is. Every place is different and knowing how much sediment is there is so important.

Q: If you do the sub bottom profiler can you correlate that with the GIS map coordinates?
A: Yes we can do that. If you gave us a site location we can do that.

Q: What is the 3 mile boundary about and why is it there?
A: It is 3 miles out because that is how far cannon used to shoot. If it is outside our 3 miles, then it is federal jurisdiction. Each state is different. Jurisdiction between state and tribal, there are different sets of laws there. I really don’t know.

Q: How long did the 5 mile bridge project take?
A: It took about an hour.

Q: If there is a tribal archaeological site does Federal trump State jurisdiction?
A: I do what I’m told, but I think you’re right. It is up to the State and Federal Governments to determine who takes control of the land there.

Q: Could you talk about what any projects that you have done for FCRPS and any success and what is has been?
A: We have done the 5 Mile Bridge Project and it was very successful.

Q: What other underwater archaeology have you done?

A: I don’t know any others that have been recently done. We have been told that it is not a good use of resources because of the visibility of the water in the river. (Pointing to a picture) this is how it is and it is visible. I don’t know. This is early stages. We were apparently one of the first that has done some work recently.

Q: It depends on the day as to what is found and what kind of visibility you have. Seasons tell us, when it’s medium, high or low water, the visibility changes with the fluctuation.

A: With the remote sensing gear and the tools that they have the visibility is not really an issue.

Q: Do you know how deep you need to dig?

A: No, that is one of the things that we really need to work on as far as how deep the sediment is. We are using various methods and going from project to project learning to get the right formula for each. We have to just dig and dig in different areas.

Q: Geological coring?

A: I think that would be a logical way to go depending on the results. When I say it is early stages, I mean it is early stages. The main message here are tools, lets figure out how to use them and the expertise to find these resources.

Q: You were talking about the delicacy of the item found underneath, what is the first step when you find an item?

A: Recording it in situ and making sure that it is documented. The hardest part is getting it from the water to the boat. The fragility of items found is very great and there is a risk of uncovering things. I like to do as much as possible, but if you have to treat something then there are a lot of danger areas when you are bringing it out of the ground. We bag it, tag it and process it.

Q: So, how do you handle it? It would seem hard to go from water to air.

A: We would bring it out of the water and into a tub.

Q: Conservation labs set up?

A: Yes, Texas A & M has a conservation lab and there are some here in the Northwest. It can be taught and it can be done. There is a way to teach this.
My point about underwater archaeology is that this is not just its own project, it needs to be coordinated with what is going on up on the land. There is a survey and an excavation tool available, nothing should change, it is all part of one project. People who know the resource area and know the items are the best ones to help retrieve and preserve what is there.

Q: A question that was posed to the SHPOs was: will you have land and water now as part of the APE/mitigation areas and not just land?

A: Washington stated yes and they are interested in doing both the land and water surveys to determine what is in these different areas. They have a large water archaeological component to the process now. In Washington there are so many ships, planes, vehicles that are in cold fresh water that are preserved.

Oregon states that it seems to be something that is being considered by the State as something very important now. There are basic underwater guidelines coming online so that they are in place before they really need them, both for historic and prehistoric sites.

Idaho says that they don’t have a coastline but the silting situation is part of the issue. They are operating out of ignorance and this helps.
Video Breakout Session

Facilitator: Eric Petersen, Bonneville Power Administration

Building the Grand Coulee Dam: A Tribal Perspective
This DVD was produced by the Confederated Tribes of Colville Reservation. It presented information collected through interviews with CCT elders regarding the significant contribution tribal members made in the construction of Grand Coulee Dam.

Kettle Falls Fishery This video was based on the documented recollections of CCT tribal members. It tells the story of tribal fishing at Kettle Falls, one of the largest salmon fisheries on the Columbia River. In 1939, Grand Coulee Dam blocked passage of anadromous fish up the Columbia River and the waters of Lake Roosevelt silenced Kettle Falls. Tribal members conducted a Ceremony of Tears at the passing of the fishery and an ancient way of life. The DVD was produced by Confederated Tribes of Colville Reservation.

Construction of Grand Coulee Dam: As Remembered by the Brisbois Brothers
This DVD, produced by Spokane Tribe, presents the first person recollections of the two Brisbois Brothers who worked on the construction of the Grand Coulee Dam in the early 1940’s. They also recall fishing at Kettle Falls and Celilo Falls and the effects of the dams on tribal fishing.

Return of the Wapato
This video was produced by the Bonneville Power Administration and shows how formerly farmed land was restored as wetland. A surprising result of this was the return of the native wapato plant used as a traditional food by the Yakama Nation. The video features Yakama tribal members digging wapato and individuals telling their pleasure at being able to gather this traditional food.

After the videos had been viewed several the audience asked questions about them or provided their own memories
TCP Mitigation & Treatment Alternatives: THPO/SHPO/ACHP Panel Discussion

Facilitator: Lori Morris
Notetaker: Alice Roberts, U.S. Army Corps of Engineers, Walla Walla District

Pat Baird, THPO, Officer/Archaeologist, Nez Perce Tribe
Dennis Griffin, Ph.D., SHPO, State Archaeologist, Oregon
Tom McCulloch, Ph.D., Archaeologist, Advisory Council on Historic Preservation
Guy Moura, Interim Program Manager, History/Archaeology, THPO, Confederated Tribes of the Colville Reservation
Shawn Steinmetz, Archaeologist/Ethnographer, Confederated Tribes of the Umatilla Indian Reservation
Jill Wagner, Ph.D., THPO, Coeur d’Alene Tribe
Rob Whitlam, Ph.D., State Archaeologist, Washington

Guy Moura stated that he is not sure what success would mean for mitigating TCPs. He was told that the films produced are mitigation, but stated films actually cover a broader theme.

Simple acknowledgment of the resources in a report can mitigate for years of neglect. The preservation of Tribal languages and establishing off-site mitigation lands to compensate for lands lost elsewhere for ceremonial purposes are mitigation. The CCT have done 1250 hours of oral history, a book of place names, and films sometimes the higher tier agency people have a better understanding of Tribes and their losses after watching a 20 minute film.

Dennis Griffin stated that the Oregon SHPO has little experience with TCP mitigation. There are only two TCPs listed/mitigated. He knows that a number of Tribes negotiate directly with developers. Land has been purchased that had sensitive sites, funds have been given for a museum and staff, for oral histories and for place name studies. Tribal awareness videos are very helpful, as is a video jukebox where place name was then associated with elder audio.

Rob Whitlam spoke about creative mitigation options, that there is a great interest in internet-based video and interactive platforms. Cyber tours, walking tours, museum facilities new or improved, a commitment to hire qualified archaeologist, land acquisition (camas prairie), and cultural continuity payment.

There are 39 Tribes that work with DAHP. They have had a number of TCPs reviewed. There are a number of very moving draft TCP determinations currently in review by the State. DAHP is in the preservation business – want accurate documentation to facilitate the protection of those resources.
**Question (Forest Service):** SHPO protectors of archaeological record; but maybe not so appropriate for TCP.

Shawn Steinmetz answered stating that CRPP is very focused on archaeology. When the CTUIR community asked why traditional sites, ceremonial, gathering sites not recognized, the CRPP struggled because the tools at hand are not really for these resources (TCPs don’t fit cleanly in the NHPA paradigm). They prefer HPRCSIT, which is in NHPA. CTUIR identify and evaluate those properties important to the community. Internally, it’s working, but externally it’s difficult because SHPO requires more information than Tribes are willing to divulge.

During Language as Mitigation session, the speaker told this story. Learning the language and then asking for more information from his elder was incorrect. You must wait for the information to be given to you, it is otherwise disrespectful. We as cultural resources professionals have expectations of detail and clear significance evaluation, but it doesn’t work that way in Tribal practice/culture.

Forest Service: The SHPO is presenting a buffer that seems inappropriate.

Coeur d’Alene Tribe: You should come to Tribal cultural committees.

Nez Perce Tribe: Creative mitigation should be all of those things, places, language, and knowledge to pass to the next generation. NHPA has such limitations to deal with these issues. Identification alone is difficult; one must understand the land which has a complex interactive landscape; you cannot isolate elements as they all are part of a larger system. It is hard for agencies to grasp this concept.

Pat Baird: NHPA is an archaeology law that is not good for TCPs. Mitigation is not really possible. Once places are destroyed, a museum is not going to make up for it, it is a painful cultural loss.

ID SHPO: Where there are land management agencies, Section 110 can allow planning and protection so that mitigation is not required.

Nez Perce Tribe: Asked an agency what mitigation means – “lessening impact” according to dictionary – agency gave a 2.5 page definition. Also, elder trust is eroded when things that are told are leaked or published. Let them look for an archaeological site for a boat ramp – we never found anything, why didn’t you say something?, “you never asked”. It is a matter of trust.

**EXPERIENCE IN OTHER GEOGRAPHIC AREAS:**
Tom McCulloch, ACHP: Register, regulations, driven by archaeological sites and buildings. HPRCSIT is in the regulations. TCP can be used by any culture. ACHP is still struggling with how to define significance, how to evaluate, and how to mitigate. Consensus determination is good enough, but you have to provide enough information to make the determination. It can’t be stressed enough the importance of documentation/boundaries.
Criteria for adverse effects as defined 36CFR800; consult early and often, but still may not be possible. Creative mitigation for HPRCSIT – not clear cut and must be documented in consultation.

2009 letter to USFS mitigation ideas that arrive out of consultation – would prefer mitigation focus on historic property but not possible on site.

Sense of place training required for Hale`akala telescope project staff. Also, cultural monitors for construction phase. Mauna Kea – NASA created a community working group.

USACE – mitigation plan developed through consultation with state recognized Indian tribes – curation facility, video production.

Unique ideas may be very successful when identified in a collaborative environment.

Rob Whitlam: In the milepost 131 situation, it wasn’t concrete or tangible. DAHP’s decision was not popular because it was not a standard approach.

Tom McCulloch: There is enough flexibility in the law to take unique approaches.

Nez Perce Tribe: In the case of the FCRPS, damage is already done. Must be careful that what is proposed is not worse than the existing conditions.

**SUGGESTIONS FOR FCRPS PROGRAM:**

Nez Perce Tribe: Dworshak dam backs up 63 miles. USACE has affected access. All of the village sites are completely underwater. Nez Perce have a lot of bad feelings with it. You will need two weeks to hear this and your ears will burn.

Shawn Steinmetz: Village sites all along the river. Can we just call them eligible and move on to mitigation.

Coeur d’Alene Tribe: They have a little dam but destruction, looting. Doesn’t matter what you talk about here, doesn’t matter what you come up with. We lost everything. You cannot give this back, you cannot make up for this loss. Native American ritual rights, we cannot tell you what you ask because it loses its power. Elders cry for the loss still. There are some things we can’t tell you and other things we won’t tell you. People who make decisions for my home live 3000 miles away. Calvin drove a truck for 35 years, seen places we are talking about it. You ain’t got enough time to hear my heart empty. No monuments on our lake, just a lot of memories underneath it. Looting of lake, river, of hearts.

Jill Wagner: I don’t think you can mitigate the damage – the damage is done. NR Criteria don’t really fit the Tribal way. Oldest standing building in Idaho is a structure on a TCP, on a sacred site. You cannot mitigate the loss of culture.

Spokane Tribe: Record peoples’ memories of Celilo before the dam.
CTUIR: FCRPS is backwards Sec 106. Mitigation is just as Elmer noted, the lessening of impact. Everyone agrees that there is an adverse effect, how do we get past the Sec 106 standard of identification and evaluation. How do we get to this meaningful lessening of effects that will mean something to these elders. Even if you take out the dams now, everything would be different.

Pat Baird: Problem is that there are 100s of villages exposed. Money only allows a couple of sites for mitigation/protection each year. The affected community is not the public, but the Tribes.

USACE: We are grappling with this. Stabilization is very expensive; we want to do something meaningful. We are working toward a solution.

Guy Moura: 45FE1 is a very significant site. We have been working to do this program for over 15 years and have many accomplishments. Former staff are taking the tribal perspective with them when they go to work with other agencies. TCP program actually grew because of FCRPS funds. Fish hatchery proposed – part of this was to do an ethnographic study – identified over 100 traditional place names. This information can be used to protect a number of resources – water, fish, and culture.

Tribal Member: Water is a cultural resource to all Tribes. We don’t have jobs, we pay high electricity bills, while the Feds use our water to send power to L.A. Tribes have so little.
Summary and Wrap Up Session

Facilitator:  Gail Celmer, U.S. Army Corps of Engineers  
            Sean Hess, Bureau of Reclamation  
            Kristen Martine: Bonneville Power Administration  
Notetaker:  Susan Tracey, Bonneville Power Administration  

Gail Celmer thanked everyone for being a part of the 2012 Systemwide Conference. An invocation was given. Gail emphasized the importance of the Elder’s Dinner, and hearing the concerns of the elders in an informal setting. She sees the value in Agency management staff hearing things at the Elder’s dinner that they don’t hear anywhere else.

Gail then requested that each of the breakout session facilitators come forward and speak a few words about the sessions.

Breakout Session Summaries

*Archaeological Resources Protection Act (ARPA), Other Federal Statutes, & Recent Court Cases*

Gail Celmer spoke about the training that was made available by Martin McAllister.

*Mitigation and Treatment: Highlights from 8 Co-op Groups*

Shelby Day spoke briefly about the work performed by Co-op Groups, and how each shared mitigation being implemented at the various FCRPS Projects.

*Traditional Cultural Landscapes*

Lori Morris spoke about the paper that Marcia Pablo was writing, and how well it was received by the audience. She stated that copies of the final paper would be made available to those who requested one.

*Language Documentation as Creative Mitigation*

Loretta Stevens provided an overview of Dr. Finley’s presentation, which emphasized the importance of language in cultural heritage. By restoring language, culture can also be restored.

*Underwater Archaeology*

Amy Holmes reviewed Mitch Marken’s presentation. She described the history of diving, and the types of tools and technology that are available to us today.

*Videos: Construction of Grand Coulee, Kettle Falls Fishery and Building Grand Coulee Dam: A Tribal Perspective.*
Eric Petersen provided a summary of the 4 videos which were viewed by session participants.

TCP Mitigation & Treatment Alternatives: THPO/SHPO/ACHP Panel Discussion

Lori Morris summarized discussions from the TCP Mitigation and Treatment Alternatives panel discussion. Ideas for mitigation include cyber tours, walking tours, museum facilities (new or improvements), a commitment to hire qualified archaeologists, land acquisition, cultural continuity payments, cultural monitors, and “sense of place” training for project staff. One speaker emphasized the need for consultation, and the importance of documenting creative mitigations. Several people expressed that the sensitive nature of information makes getting past the “evaluation” phase and on to “mitigation” very difficult, and that TCPs don’t necessarily fit into the NHPA mold.

Recommendations for future mitigation include alternatives to the 106 process, such as assuming sites that are not accessible because they are submerged or have been destroyed through erosion are eligible; recording people’s memories of areas before dams were built; increasing funding for mitigation/stabilization (currently impacts to only a few of the hundreds of sites along the river are mitigated annually); ethnographic studies; and building fish hatcheries. Several tribal members and staffs stated that it is not possible to mitigate effects to TCPs.

Status of Systemwide Research Design

Lawr Salo, U.S. Army Corps of Engineers, Seattle District  
Facilitator: Gail Celmer, U.S. Army Corps of Engineers, Seattle  
Notetaker: Susan Tracey, Bonneville Power Administration

A draft Systemwide Research Design was prepared in accordance with Systemwide Programmatic Agreement stipulations, and submitted to FCRPS program participants for review and comment on October 9, 2011. Comments were received from diverse sources in March 2012. Sean Hess at Bureau of Reclamation maintains the comment file.

So far the comments have been that the draft is too large, difficult to review, the focus of the draft is unclear, the purpose statement needs revision, the ethnographic information especially needs cleaning up and the research topics are not clearly stated.

Lawr plans to identify a project delivery team by January 31, 2012 with the time and skill set necessary to complete revisions. They will identify time and funding needs and will need to use a professional writer/editor in addressing comments and reorganizing/focusing the draft. The principles of the draft will focus on National Register criterion D and will apply to the whole Columbia River Basin (CRB). Detailed information will be organized by major hydrologic units that reflect pre-contact ethnic distributions. The document will not conduct an exhaustive critical review of the state of knowledge for all of the CRB, but will summarize to a reasonable extent. It is necessary to provide basic quality control/assurance tools to the program. It does not call for any excavation, if excavation has to be done for any reason, it must meet certain basic standards.
to assure that public funding is expended responsibly and effectively. Rigorous and uniform basic archaeological standards are not available, so the FCRPS program must develop them, vet them with participants, and use them carefully. The draft will emphasize using existing information (collections) to the maximum possible extent to address question of resource significance during NRHP site evaluation. It will contain a carefully selected set of research topics and questions that will serve to help keep researchers mindful of the really important matters. It will also have appendixes with important and useful resources for participants to use in developing program plans, and contract statements of work. BPA GPS/GIS standards are an example.
Appendix A
Landscape and identity

Marcia Pablo

Landscape Theory is the relationship between people and places. When people live in a place for millennia they establish a special knowing of their surroundings.

Niamh Moore states: “There are overlapping and complex relationships between identity, memory, heritage and the cultural landscape” (2007).

A European Landscape Convention in 2000 signaled the importance of landscape as expression of shared cultural and natural heritage and a foundation of identity. Senses of identity are often most forcibly tied up with senses of landscape (Stewart: 5) Nic Craith (2007) states the significance of archaeological heritage... as a source of ...collective memory... All remains and objects and any other traces of mankind from past epochs help to retrace the history of mankind and relation with the natural environment. This convention also addressed the intangible cultural heritage referred to practices, representations, expressions, knowledge skills as well as instruments, objects, artifacts and cultural space associated therewith. It states that communities, groups, and in some cases individuals recognize these as part of their heritage. Heritage then is a group of resources inherited from the past which people identify, independently of ownership, as a reflection and expression of their constantly evolving values, beliefs, knowledge and traditions. This is also extended to the environment resulting from the interaction of people and places through time.

People cannot live outside of their environment. They are a part of it. The longer a people are in a place the more they come to belong to that place. They know every hill, mountain, stream, cliff and valley. These places have names and stories. It may be a story from a legend or about an event that happened there long ago. These narratives of the landscape are passed on from one generation to the next.

The legend stories tell how certain features in the landscape came to be the way they are today. These legend stores can describe one geographical feature, a valley, or several, valleys and mountains. These stories are handed down from generation to generation and expand the whole view and perception of a place. You never look at the place in the same way you did before you knew the story. It “opens” your eyes to an ancestral world, to your heritage and identity. Christopher Tilley (1994:18) states that the naming and identification of particular topographical features, such as mountains, sand dunes, inlets, bays etc., settlements and sites is crucial for the establishment and maintenance of a people’s identity. He goes on to say that naming, and the development of human and mythological associations, invest such places with meaning and significance. In a fundamental way names create landscapes (ibid: 19). A landscape then is more than just the environment, it is the places within the environment that have been given cultural meanings, values and names. The people now interact with this place; it has personal and collective meaning to individuals and to the group. They may visit this place time after time.
in the seasonality of rounds throughout the years, generations and millennia. With each visit more history is developed and this can go on generation after generation.

Perception of land and values attached to the landscape, encode values and fix memories to places and these places become sites of historical identity (Stewart 2003:1). Identity is the notion of memory and the notion of place. Landscape can be applied to the creative and imaginative ways in which people place themselves in their environment. (ibid 2003:2) In Stewart’s view, landscape refers to the perceived settings that frame people’s senses of place and community. A place is a socially meaningful and identifiable space to which a historical dimension is attributed. Community refers to sets of people who may identify themselves with a place or places in notions of commonality, shared values, or solidarity in particular contexts. Landscape is therefore a contextual horizon of perceptions, providing a background and foreground in which people feel themselves to be living in their world. It provides continuity between the past, present and future (ibid: 4). To develop this continuity of place, a people have to live in their landscape for a very long time, generations. ..This can be called generational knowledge.

Stewart also states that persons travel with their own inner landscapes. They remember particular places throughout their lives, and what it felt like to be there; or through photographs, films or narratives from others. These are landscapes to which they have a connection. Such landscapes can travel with people giving them a sense of home when they are not at home.

Naming. Naming gives meaning to landscapes and can record the forms of human experience associated with place. Naming invests every point with meaning (Stewart:6). These names can be handed on like stories or they can remain private. It reconfirms the connection between place and people. The ceremony, the song, the story, the name and the place bonds stronger to the identity of the people.

Naming takes the intellectual and intangible and connects it to a tangible place on the landscape. Through this process people are connecting both physically through their environment, but also cosmologically, through their beliefs and worldview. The place name conjures up the memory of what happened at this place for the individual or for the community. This is depicting space that is simultaneously physical, social and ideological (Smith 2003:72). Smith goes on to state:

The act of remembering naming places where experiences have taken place is an act of ritualization. The practice of returning to a place, remembering a place, is practiced ritual and therefore in one sense makes place sacred in the shared memories of the community. Therefore these places are highly charged emotionally, socially, and politically (2003:73).

Place names are mapped memories, they register history for those who live in the named landscape. They are imbued with memory and tradition through local knowledge of events or experiences that occurred at that place. They locate where one lives linking one’s identity to belonging in the land and home (Louwe 1998). Place Names verify and validate our sense of dwelling and belonging on the landscape. Only those familiar with the story and the place would draw meaning from the name and from the meaning, a sense of their own identity and belonging and attachment to this landscape. Mountain and hilltops were/are important to the daily life and ritual life of the local community. Thus, by not including the place name on the map, the place
was made no less sacred to the people. This might even make the place more sacred if the omission of the place name is a deliberate act against a people (Stewart:80-82).

Victoria Stang states that identity and place are inseparable. The landscape provided for all seasonal resources, and was the mediator of all aspects of life from kin obligations to political power, economic rights and spiritual life (2003:110). The landscape holds identity and personal memory (Stewart p.110, 2003)

Native Americans have always had this personal and intimate relationship with their cultural landscapes. One example of a cultural landscape that was inundated by the Dalles Dam is Celilo Falls. As I read the book, the Death of Celilo Falls, it struck me how strong an example this place is as a cultural landscape. This is a site, like thousands of others that have been impacted by the construction of dams. Celilo Falls, is part of a cultural landscape and also a Sacred Landscape for many of the tribes of the Columbia River System. If we follow the points in this paper that constitute a cultural landscape we first have the relationship of Indian People to a place in the environment and that relationship has been maintained for thousands of years. We have a place name which in Wyam is “Celilo” which has several contested meanings, but two examples are “Echo of falling water” or “Sound of water upon the rocks”. I am sure there are more meanings, and if we ask the Tribes present today we will probably learn more. But the main point is that the place was given a name by the Indian People who interacted with this place. Because naming brings together the tangible and intangible we have a place that represents both the physical location, but also the cosmology of a people. This place was and is intertwined with a people’s identity. We must recognize this interconnection of people and place to begin to understand the tremendous sense of loss when Indigenous people lose such a place.

There are Coyote stories associated with the Columbia River and how Coyote set the Salmon free to inhabit the mid-Columbia River by “ironically” breaking down a dam built by two old women. So we have a legend story or as I like to say a “cultural truth” associated with this landscape. We have a memory of the place in the hearts and minds of the people who utilized the area to fish for Salmon. The Dalles Dam was built in the late 1950’s, which was not that long ago in any tribal history or history in general.

When we look at the history of the conflict surrounding the building of the Dalles Dam we see that the cultural value of Celilo Falls was never considered by the Federal Agency. The compensatory value was economic and commodity driven. There were surveys done on the pounds of and number of fish caught at the falls and this was generated into dollars. Unlike the events of the past, we can no longer ignore the cultural element and importance of these places.

Today we are challenged to look at tribal cultural and Sacred landscapes and consider these values. We are challenged to look at the existing laws and to create a niche for this type of significance. We are challenged to consider cultural and Sacred landscapes in our management strategies. Working together with tribes we can build a better approach documenting, assessing, listing, and caring for these special landscapes. Traditional landscape is the relationship of people to the environment.
Appendix B
Cooperating Group Accomplishments

2012 FCRPS WPKK Presentation
2012 FCRPS WPKK Presentation

- **Staging Supplies**
  - Treatment Area No. 6

- **Bag Placement**
  - Treatment Area No. 6

- **Setting, Pinning, Twinning and Tamping Bags**
  - Treatment Area No. 6

- **Applying Fertilizer and Seed**
  - Treatment Area No. 6

- **Finished Application**
  - Treatment Area No. 6

- **Treated Area Monitoring**
  - October 2011 / June 2012
  - Eight months after installation
2012 FCRPS WPKK Presentation
Acknowledgements and Special Thanks

All acknowledging: Tribal leaders, Cultural and Heritage Committee members, and vital stakeholders for their patience and support.

Members of the Wan-pa First Nation Co-Ownership Group
Confederated Tribes and Bands of the Yakama Nation
Confederated Tribes of the Warm Springs Reservation of Oregon

U.S. Army Corps of Engineers, Portland District
U.S. Army Corps of Engineers, Vicksburg District
Washington Department of Archaeology and Historic Preservation

Columbia River Group National Research Area (U.S. Forest Service)
Contractor, Castle Rosa, Inc., Kelso, WA
Challenges on the way to Treatment:
Evaluating a Historic Property of Religious and Cultural Significance to the Payos Kuus Cuukwe Tribes

Overview of the Project Area
- Located at the confluence of the Palouse and Spokane rivers
- Palius Village
- Areas of cultural significance:
  - Play a role in the Palius’s cultural coherence and spiritual survival
  - Oral histories, legends, monumental sites
  - Archaeological sites providing a physical connection to the tribe’s past
    - Mamam Rock Shelter (NRA)
    - Palius Canyon Archaeological District (NRA)

Palius Village Determination of Eligibility
- 2008: Group decided that Palius Village should be evaluated as a TCP
- Several discussions on how to move forward during the Fall of 2008 (in-house, contract, combination).
Payos Kuus Cuukwe
2012 Presentation

### Process Continued
- **Spring 2009**: Contracts were awarded to each Tribe to prepare a document from existing sources that could be incorporated into the DOE drafted by the Corps
- **2009-2011**: Tribes drafted documents
- **2011-2012**: Corps compiled documents into one DOE

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### Resulting Document

- **Yukon**
- **CFUR**
- **CCT**
- **Net Price**

**Determination of Eligibility for the Palouse Village Traditional Cultural Property**

- Introduction
- Cultural Context
- Boundary Justification
- Eligibility Recommendation
  - Criteria A, B, C, D
  - Integrity
  - Recommendations

### Criterion A: Events

The Palouse Village Site has associations with numerous events significant to the history of the W Timer People. It is a sacred site associated with the creation Oral Tradition of W Timer and the Palouse War. At the Site of the Palouse Village, W Timer was killed by the Warriors, and there, W Timer’s heart turned to stone (Leaf and Schamman, 1987). The site has also been used in the history during European contact. It was site of the site listed by the Corps of Discovery (1805), the Northwest Company (1823), and the Arikaras (1803).

[Steenbergen and Menzies ND-2]
Payos Kuus Cuukwe
2012 Presentation

Criterion B: People
- Individual Pelīncepu
- Ancestors
- Legendary figures
- Europeans
  - Lewis and Clark
  - David Thompson
  - Donald McKenzie, etc.

Criterion C: Distinctive Construction and Work of Masters
- Landscape
- Rock images and features

Criterion D: Ability to Answer Questions about the Past
- Numerous archaeological sites (Palouse Canyon Archaeological District)
- Sociological questions
- Ethnographic questions
Next Steps

- Finalize the TCP boundary
- Corps makes determination
- Consultation with SHPO for concurrence
  - Disagree: send to ACIP
  - Agree: finding of effect
- Finding of effect will drive future management objectives and could lead to mitigation
Albeni Falls Dam and Pend Oreille Lake Cooperating Group
2011-2012 Accomplishments

A. Mitigation at Hoodoo Creek
Phase 3 Erosion Control: A Marathon
- Started 2007; slated for construction late 2012

Challenges

1. Funding – need both internal and contract funding
2. Land – real estate acquisition requires time and a separate funding pot (small Cap)
3. Weather – hauling sensitive to load limits; requires hard freeze for lakebed conservation
4. Pool Level – need to work in dry
5. Agency Consultation – can be very complex and slow
   - ESA/Eagle Protection, State Lands issues
Albeni Falls Dam and Pend Oreille Lake Cooperating Group
2011-2012 Accomplishments

B. Other Accomplishments

- Received corrected real estate maps and revised Area of Potential Effects (APE) accordingly
- Developed inventory plan for APE segments not previously surveyed
- Revised those portions of the project’s Historic Property Management Plan
- Supported purchase of Soil Resistivity array by Kalispel Tribe and training in its use for survey

B. Other Accomplishments (continued)

- Contributed to background study of obsidian sourcing during development of research questions for the draft Systemwide Research Design
Chief Joseph Dam and Rufus Woods Lake Cooperating Group
2011-2012 Accomplishments

A. Mitigation at 45-OK-239: A Sprint

- Adverse effects from pool operations and informal private recreational use identified by 2007
- General mitigation planning started in 2008: no funding increment available until FY2012
- Project Delivery Team (PDT) stood up and funded late October 2011, with target of construction in late FY12
- Several PDT site visits, including some under adverse conditions
- Completed all design, review and environmental consultation and permitting by 26 Sep 2012, but unable to obligate FY12 construction funding
- Not sufficient time to carry out archaeological data recovery in FY12; construction now slated for late November-December 2012 using FY2013 mitigation funding amounts
Chief Joseph Dam and Rufus Woods Lake Cooperating Group
2011-2012 Accomplishments
Chief Joseph Dam and Rufus Woods Lake Cooperating Group
2011-2012 Accomplishments

Planning

Three different site visits - initial planning (Mar 2011), preliminary design (Dec 2011), and agency field review (March 2012)

B. Other Accomplishments

- Corrected real estate map projection problems and revised Area of Potential Effects (APE) accordingly
- Identified previously inventoried APE segments
- Developed inventory plan for APE segments not previously surveyed
- Revised those portions of the project’s Historic Property Management Plan
Underwater Archaeology
2012 Presentation

Underwater Archaeology

Methods and Challenges
Mitch Marken, Ph.D.
ESA

Goal:
To give an overview of underwater archaeology, qualifications needed, tools available, and to explain the methodology.

Topics
- History of Diving
- History of Underwater Archaeology
- Where we are today
- Current Methods - Details
- Questions - Throughout!
  - I need your help!
Underwater Archaeology
2012 Presentation

Diving Today
- SCUBA
  - Air, Mixed Gas
- Surface Supply
- Gear Intensive

Dive Training
- PADI
- NAUI
  - Numerous Certification Levels
    - Basic, Open Water, Rescue, Dive Master etc.
- AAUS
  - Designed for Scientific Diving
  - Meets OSHA

Lots of Gear
- Tanks
- Wet Suits - Dry
- Weight Belts
- Regulators
- BC's
- Mask/Fins/gloves
  - Add all of the archaeological gear:
    - tapes, sleds, cameras, levels, etc.
Underwater Archaeology
2012 Presentation

More Gear

Archaeology Underwater
- Shipwrecks
- Submerged Objects
- Structures
- Prehistoric Sites

Early Scientific Work
- Scottish Crannogs
- Early 1900s
- Rev. Odo Blundell
Underwater Archaeology
2012 Presentation

SCUBA meets Science

- Cousteau again
- Early 1960s work
- France and Turkey
- Bass - A & M
- Spanish Armada

- Recording Standards
- Science vs. Salvage ≠ New Laws

Laws and Requirements

- Federal and State
  - Feds mostly Concerned with Ownership and Science vs. Salvage
  - States control up to 3 miles out, and inland - different guidelines

Oregon SHPO in the process of developing guidelines - reaching out for input.

Training Needed

- Archaeologist First - Diver Second
- Archaeology Undergraduate (usually)
- MA Programs
  - Texas A&M
  - East Carolina

Issue: Where sites are vs. What They Are
Underwater Archaeology
2012 Presentation

Grad School Training
- Methods and Principles
  Remote Sensing
  Diver Survey
  Site Recording
  Site Excavation

Underwater vs. Land
- Should be Resource
  Driven vs. Location
  Driven!!!!
  - Shipwrecks
  - Structures
  - Prehistoric
- Qualifications
  - Principal Investigator
    - Needs to know
      - specific Resource
    - ANA Local
    - UW Field Director
  - partnership

The Process: Sound Familiar?
- Archival / records
- Consultation
- Survey / Recording
- Testing / Evaluation
- Mitigation
Underwater Archaeology
2012 Presentation

Archives - Records Search
- Repositories
  - The usual suspects
  - Historical Societies
- Oral Histories - Tribal Consultation
- Photos
- Maps

Due to the historic period inundation, many records exist of sites that are now submerged. Recent ESA project revealed hundreds of sites.

Survey Tools
- Remote Sensing
  - Vessel Deployed
  - Multibeam sonar
  - Side Scan Sonar
  - Magnetometer
  - Sub Bottom Profiler
  - Precision GPS
  - 100% Coverage

Multibeam Sonar
Underwater Archaeology
2012 Presentation

Visual Survey
- Systematic Diver Survey
- ROV inspection

Columbia River Challenges
- Currents
- Cold
- Visibility
- Weather

Some days are perfect

Other Days
Same Place
Next day
Bottom Line: Adaptive Methodology

- Survey by Divers needs to be effective.
- Conditions need to determine methods.

Testing and Excavation

- Large Scale
  - Blowers
- Airlifts

Recovery and Conservation

- Conservation issues
  - Storage: large artifact quantities
  - Treatment: Costly and Time Consuming (electro reduction, PEG, freeze drying etc.)
  - Analysis
Underwater Archaeology
2012 Presentation

What recent work has shown

- Conditions Vary
- Landforms and River Flow determine condition of site
- Underwater archaeology can be successfully conducted

Early Stages

Hope this tool can help.

Thank You.
## Appendix C

### Attendees

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John Matt Spokane Tribe of Indians
Martin McAllister Archaeological Damage Investigation and Assessment
Tom McCulloch Advisory Council on Historic Preservation
Laura McCullough National Park Service
Johnson Meninick Confederated Tribes and Bands of the Yakama Nation
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Aaron Naumann Colville Confederated Tribes
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Wilfred Scott Nez Perce Tribe
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Vera Sonneck Nez Perce Tribe
Ken Sonneck Nez Perce Tribe
Tommy Sorimpt Colville Confederated Tribes
Sky Sorimpt Colville Confederated Tribes
Mary Jane Souther Nez Perce Tribe
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