



FCRPS CULTURAL RESOURCE PROGRAM

U.S. ARMY CORPS OF ENGINEERS • BUREAU OF RECLAMATION • BONNEVILLE POWER ADMINISTRATION
PROTECTING CULTURAL SITES THROUGH PARTNERSHIP



5-Year Summary of Accomplishments Fiscal Years 2015–2019

A DECADE OF MANAGING HISTORIC PROPERTIES AFFECTED
BY THE FEDERAL COLUMBIA RIVER POWER SYSTEM



Historic image of Palouse (Palus) Falls, a sacred place to several tribes of the Snake River region for its ties to legendary beings and stories, and as a natural resource gathering area. Determined eligible for listing in the National Register of Historic Places as a traditional cultural property and archaeological district, Lower Monumental Dam Project. Photo credit: Washington State Parks and Recreation Commission (83.1959.1.1)

THE COLUMBIA AND SNAKE RIVERS

cleave through thousands of years of history, shaping cultures and communities throughout the Pacific Northwest region. Traces of this history remain along the banks of our region's rivers in the form of built resources, archaeological and traditional cultural sites that continue to be important to living communities today.

Operation and maintenance of 14 federally-owned dams that are part of the Federal Columbia River Power System (FCRPS) affect the remnants of our history by causing erosion that washes away archaeological sites, and by limiting Native Americans' access to traditional village sites, legendary sites that hold stories about tribal

history, and important natural resource gathering areas. Section 106 of the National Historic Preservation Act (NHPA) requires federal agencies to consider the effects of their actions on "historic properties," which are significant traces of our Nation's history that retain their integrity despite the passage of time. When a federal action adversely affects a historic property, agencies must consult on and seek resolution to protect the property or to mitigate for those effects. In order to effectively manage historic properties, The FCRPS Cultural Resource Program (Program) was created in 1997 as a jointly-administered effort overseen by the U.S. Army Corps

of Engineers (Corps), the Bureau of Reclamation (Reclamation), and the Bonneville Power Administration (BPA) to address NHPA section 106 compliance.

A programmatic agreement for management of historic properties affected by the operation and maintenance of the FCRPS guides this work. The Program is a partnership with state, tribal, and federal technical staff that participate in cooperating groups. Together, specialists in Columbia River Basin archaeology and cultural resources share information and develop solutions for the management of cultural resources within the FCRPS.

COLLABORATION IS CRITICAL FOR SUCCESS

Fourteen Federal dams and reservoirs on the Columbia and lower Snake Rivers are recognized as having a major influence on the multi-purpose management of the Columbia River system, and for which power production is coordinated under the Pacific Northwest Coordination Agreement. Review of the multi-purpose management of the FCRPS resulted in decision to develop and implement, in full cooperation with affected Tribes and agencies, agreements, plans, and actions for management of the impacts of the system operations on cultural resources. Along with section 106 of the NHPA, the FCRPS Cultural Resource Program accomplishes compliance with other cultural resource protection laws, such as the Archaeological Resources Protection Act and the Native American Graves Protection and Repatriation Act.

Stewardship of cultural resources occurs through collaboration among three lead federal agencies: the Bureau of Reclamation, the U.S. Army Corps of Engineers, and the Bonneville

Power Administration. In addition, 10 federally-recognized tribes, four state historic preservation offices, three tribal historic preservation offices, the Advisory Council on Historic Preservation, and other federal land management agencies join with interested members of the public to participate in the protection of our region's valuable cultural resources.

Specifically, under section 106 of the NHPA, BPA, the Corps and Reclamation share cultural resource management responsibilities to address effects on historic properties from the operation and maintenance of the 14 dams and reservoirs.

The Corps and BPA are the lead federal agencies for 12 of the dam and reservoir projects. Reclamation and BPA are the lead federal agencies for the remaining two.

Stewardship of cultural resources includes identifying and protecting important archaeological sites, historic structures, artifacts and Native American traditional cultural sites.

Participants in the FCRPS Cultural Resource Program work in eight separate cooperating groups.

Group composition is determined by the location of dams and reservoirs, tribal lands, and ceded or ancestral areas. Cooperating groups help the federal agencies define long- and short-term priorities, implement actions, develop historic property management plans, five-year action plans, and annual work plans. These groups are key to the success of the Program and meet several times a year. The groups ensure that a wide range of perspectives and voices are considered in the implementation process. This has fostered relationships among agency and tribal representatives that have brought about greater understanding and cooperation in a wide range of efforts from archaeological site protection to heritage education projects.



Hungry Horse Dam, located on the South Fork of the Flathead River in northwestern Montana. For the native Pend d'Oreille, Kootenai and Salish tribes, the reservoir behind the dam floods the water and trail system their ancestors took to visit their many relatives to the west and hunt on the Plains. It is the place where tribal families have always camped, gathered traditional foods and medicines, prayed, hunted and fished. The waters continue to be important in these ways for the tribes today.

IDENTIFICATION

Historic properties are physical remains, traditional use areas, buildings, objects, and sites created by people. They are the collective evidence of past activities on the landscape.

Examples of historic properties include historic buildings, archaeological sites, rock images such as petroglyphs, pithouses, historic properties of religious and cultural significance to Native American tribes or traditional cultural properties. Traditional cultural properties are locations, sites or objects associated with cultural practices and beliefs of a living community that are rooted in the community's history, and are important in maintaining the continuing cultural identity of the community. These types of cultural resources are often associated with Native American tribes, though can be related to any distinct community.

Inventory of historic properties takes many forms. This work can include archival research to find historic maps and photographs, surveying the ground surface, or interviewing Native American tribal elders to learn about locations of legendary sites associated with tribal history.



Historic log cabin located during an inventory survey at Lake Koocanusa, Libby, MT, FY 2015.

Survey for Archaeological and Historical Sites

Approximately 172,000 acres of federal lands affected by FCRPS dam and reservoir operations have been surveyed for archaeological and historical sites, representing 47 percent of project lands under federal control. Identifying cultural resources through surveys is the preliminary step in the NHPA section 106 process, and a majority of federal lands that are not regularly inundated or otherwise inaccessible have been surveyed at this time. Over 50,000 additional acres were surveyed with FCRPS Cultural Resource Program funds in the last five years.

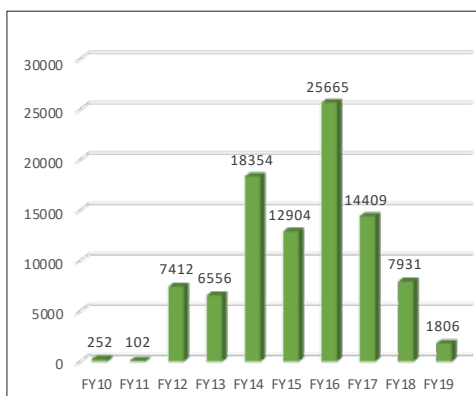
Archaeological and Historical Sites Located

The Program has documented 4,610 archaeological sites and historic

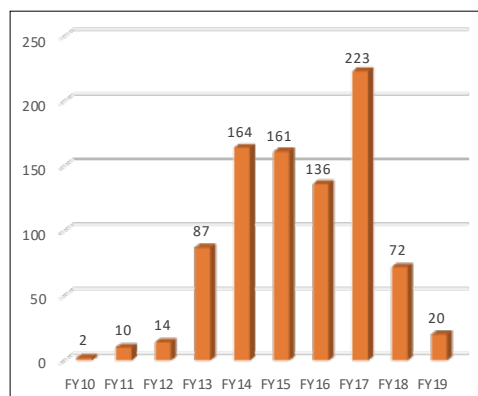
structures at the 14 FCRPS dams and reservoirs. Five hundred and forty-four of these were found as a result of survey conducted in the last five years. Sites include cooking hearths, artifact scatters where tools were made and used, rock images, historic structures and many others.

Traditional Cultural Properties

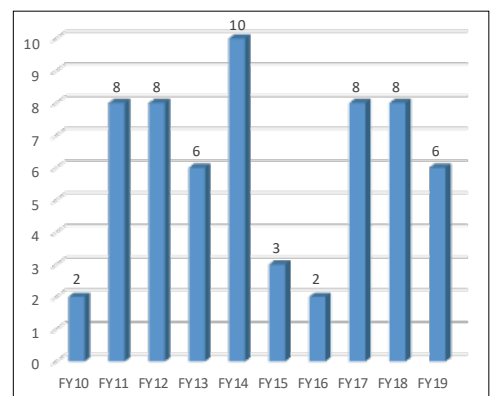
Inventory for TCPs includes archival research, interviews with tribal or community elders, and field visits to locate important places on the landscape. In the last five years, the FCRPS Cultural Resource Program funded tribal contractors to produce 27 technical studies to identify TCPs, bringing the total number of technical reports to 61 over the past decade of Program implementation.



Acres surveyed for historic properties by fiscal year.



Newly identified archaeological and historic sites by fiscal year.



TCP reports produced each fiscal year.

NATIONAL REGISTER ELIGIBILITY

Through a legally mandated consultation process involving tribes, states, and others, the Corps, Reclamation, and BPA determine whether properties contribute to our Nation's history at national, state, or local levels. Sites that make significant contributions are eligible for listing in the National Register and require consultation to assess and resolve for adverse effects. Over the past five years, 99 cultural sites have been evaluated for the National Register, bringing the total number of sites across the FCRPS that have been evaluated for National Register significance to 1,293.

ASSESSING THE EFFECTS OF THE FCRPS

The Program annually monitors the effects of FCRPS operations on historic properties. Monitoring establishes a record of erosion rates, helps track the effectiveness of bank stabilization and identifies other operations- related impacts.

Typically Agency staff and tribal contractors carry out monitoring and report to the federal agencies and participants in cooperating groups.

Monitoring frequency has generally remained stable over the past five years, ranging from 242 to 343 sites

annually. The tracking of valuable information on the condition of sites continues to be of high importance, as reflected by the steady cadence of monitoring over the past decade.

RESOLVING ADVERSE EFFECTS

Section 106 of the NHPA requires federal agencies to consult with appropriate states, tribes, and the public when considering ways to address adverse effects to historic properties. The Corps, Reclamation and BPA work closely with cooperating group participants to develop effective and appropriate treatments for cultural sites that are adversely affected by FCRPS operations. This unique partnership has resulted in a broad spectrum of approaches for resolving adverse effects.

Site Stabilization

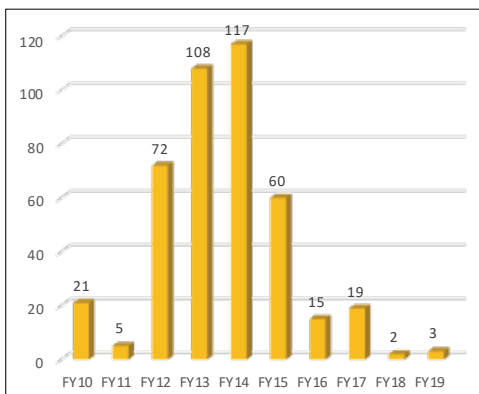
Much of the focus addressing the adverse effects of the operation and maintenance of the FCRPS projects is directed toward the physical effects of the cyclic fluctuation of the reservoirs. The most common solution for halting or slowing erosion is bank stabilization or shoreline protection. Site stabilization efforts are designed to stop the systematic destruction of historic properties from reservoir inundation and bank erosion. These efforts preserve and protect archaeological resources in place that otherwise would have been destroyed – these culturally important resources remain intact and available for future generations.

Over the lifetime of the FCRPS Cultural Resource Program, the agencies have funded numerous erosion control and shoreline stabilization projects.

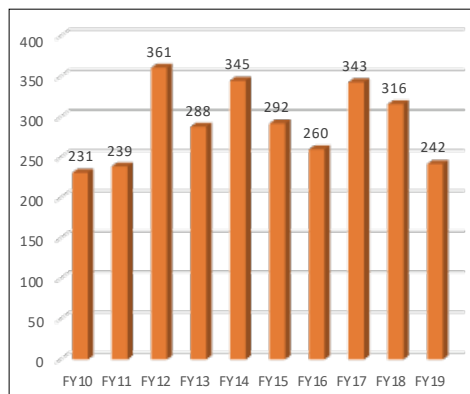
Over the last five years, Program participants developed seven major stabilization projects have across the FCRPS projects, bringing the total over the past decade to 16.



Members of the Payos Kuus Cuukwe Cooperating Group wade along the shoreline of a site, assessing an eroding cut bank during annual monitoring at the McNary Project, FY 2019.



Sites evaluated for National Register eligibility by fiscal year.



Cultural sites monitored by fiscal year.

Protection of Cultural Resources

The Program works to protect cultural resources in numerous ways, including restricting access to sensitive areas; creating in-depth management plans to monitor and protect petroglyphs located in high-traffic recreational areas from being vandalized; installing signs to inform the public of penalties for illegal activities on federal lands, including excavating an archaeological site; or creating 3-D imagery to monitor rock image panels that may be at-risk of collapse.

In the past five years, the Program restricted access to sensitive sites by formally closing an island adversely impacted by recreationists; installing waterway barriers to reduce bank erosion caused by boat wake; and placing boulders or fences in and along roads and paths to limit off-road vehicle access and foot traffic.

Protection of cultural resources often involves taking measures to prevent additional exposure of culturally significant material or human remains. In the past five years, preventative measures included seeding an exposed sandy area of a large site to deter wind erosion; the use of historic human remains detection dogs to alert Program and tribal staff of intact burial features; paving a roadway to divert run-off from a rock art panel; moving a petroglyph at-risk of collapse to



1,000-meter long bank stabilization of a large pre-contact village site at the McNary Project to protect it from erosion and recreational impacts, FY 2019.

Columbia Hills Historical State Park; and using goats to control encroaching invasive vegetation at a rock image site.

Alternative Mitigation

Working collaboratively to find creative solutions to mitigate adverse effects on historic properties is gaining popularity as a way to offset the loss of cultural resources or their integrity, including traditional cultural properties, and often benefits tribal communities.

Resolution of adverse effects stemming from the operation and maintenance of the FCRPS projects can extend beyond the reservoirs, such as the restoration and rehabilitation of Pia Mission and Skolaskin's Church, pictured below, that took place over the past decade.

Also, the Lake Roosevelt Spokane Arm cooperating group developed and partially implemented a plan to mitigate for a significant prehistoric game processing site by constructing a modern game processing center at the Spokane Tribe of Indian reservation.

Additionally, the Chief Joseph cooperating group created a Field Guide to Traditional Cultural Plants and their tribal uses within the Chief Joseph project area as off-site mitigation for a pre-contact archaeological site and traditional cultural property.

Finally, off-site mitigation contracts, including traditional plant surveys and ethnographic research, were awarded to three tribal participants of the Payos Kuus Cuukwe cooperating group for partial mitigation for the Palouse (Palus) Canyon traditional cultural property pictured on Page 2.



Skolaskin's Church rehabilitation, Grand Coulee Project, completed FY 2018.



Rock image stabilization project at Lake Roosevelt, Grand Coulee Project, FY 2017.

Public Outreach and Education

Public outreach and education is another useful method to mitigate adverse effects. The Program supports interpretive plans, curricula, displays and signage to increase local communities' awareness and appreciation for our historic heritage. Educational programs encourage the public to connect with historic sites in their communities and to watch over and protect them from vandalism. Presentations, informational and educational brochures and DVDs provided at visitor centers and other venues are important tools for informing members of the public about the presence and importance of cultural resources and the laws to protect them, such as the Archaeological Resources Protection Act.

In the past five years, six new display panels were built for the Pa-Wan-Put petroglyphs at Columbia Hills Historical State Park, two brochures were distributed, and the Confederated Tribes of the Colville Reservation produced a fish identification card, children's storybook, and curriculum for a college seminar. Tribal participants contributed each year to public outreach events, giving presentations on the values of properties with religious and cultural significance and the importance of traditional first foods at several public education venues.

Data Recovery

In some instances, the only way to resolve the adverse effects caused by the operation and maintenance of the FCRPS projects is by excavating portions of archaeological sites. Often termed "data recovery," the aim is to retrieve archaeological information that is in danger of being permanently lost.

However, this type of mitigation is typically only used as a last resort because it results in the partial destruction of the archaeological site. Collections from these important sites are housed in curation centers and are analyzed to shed new light on the thousands of years of human history.

In the past five years, the Spokane Tribe of Indians and Confederated Tribes of the Colville Reservation conducted multiple emergency data recovery excavations at sites within the Grand Coulee Project that had been severely compromised by effects from annual draw-downs of Lake Roosevelt. Modern analysis of artifact collections and reports documenting archives from pre-contact and historical cemetery and village sites excavated before the dams were built provide a comprehensive look at archaeological sites along the Snake River. Detailed reports documenting efforts such as these are also a form of mitigation.



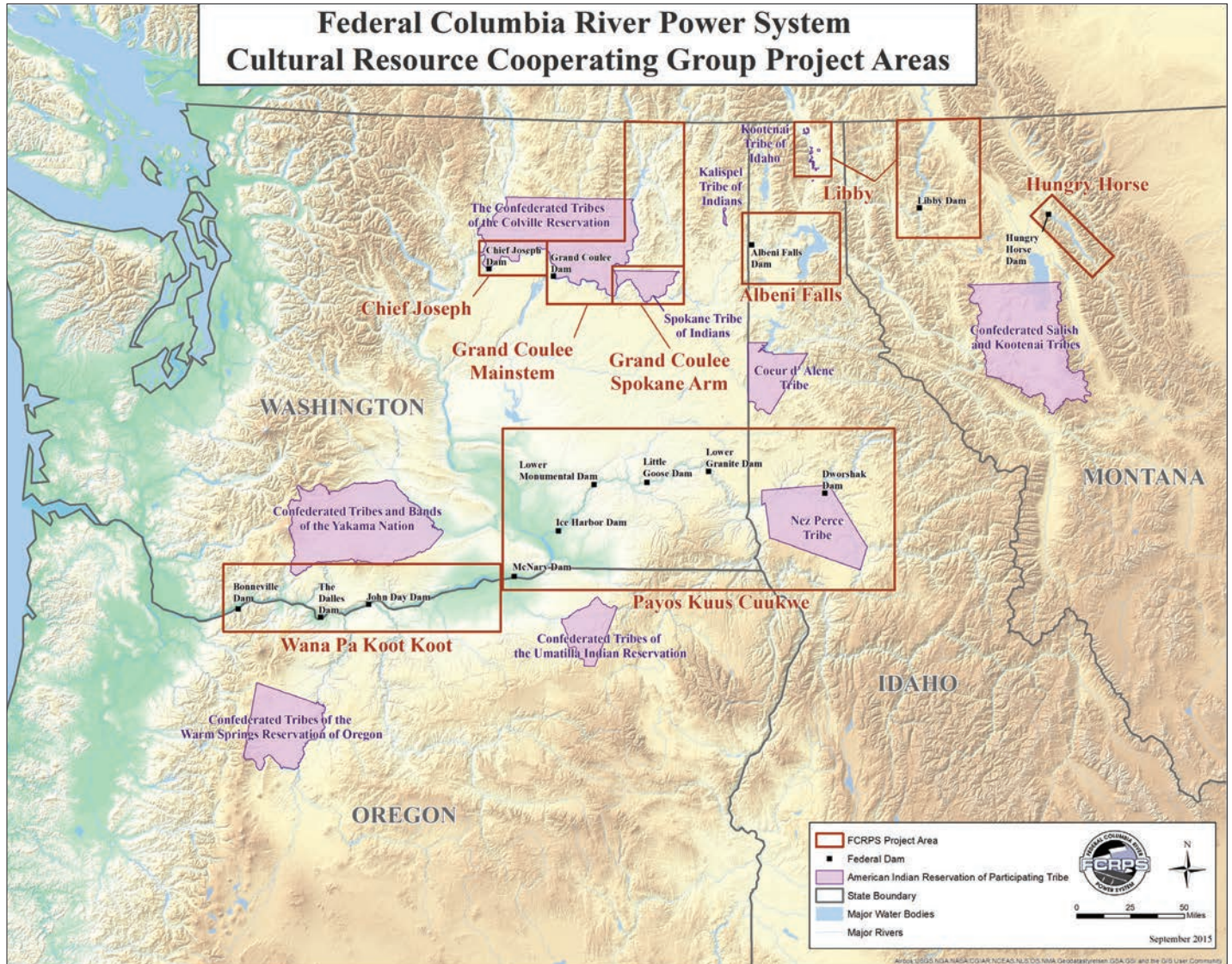
Roberta Kirk, Confederated Tribes of the Warm Springs Reservation of Oregon, and Gregg Kiona, Confederated Tribes and Bands of the Yakama Nation, stand in front of the newly relocated Maryhill petroglyph at Columbia Hills Historical State Park, FY 2018.



Brochures created by the FCRPS Cultural Resource Program for public outreach.



Spokane Tribe of Indians Preservation Program archaeologists excavating during spring drawdown at Grand Coulee Project, FY 2016.



FCRPS CULTURAL RESOURCE COOPERATING GROUPS PROJECTS AND PARTICIPANTS

Wana Pa Koot Koot (Bonneville, The Dalles, John Day Projects): Corps, BPA, U.S. Forest Service, Washington Department of Archaeology and Historic Preservation, Oregon State Historic Preservation Office, Confederated Tribes and Bands of the Yakama Nation, Confederated Tribes of the Umatilla Indian Reservation, Confederated Tribes of the Warm Springs Reservation of Oregon, Nez Perce Tribe, Bureau of Indian Affairs.

Lake Roosevelt Spokane Arm (Grand Coulee Project): Reclamation, National Park Service, BPA, Washington Department of Archaeology and Historic Preservation, Spokane Tribe of Indians.

Lake Roosevelt Mainstem (Grand Coulee Project): Reclamation, National Park Service, BPA, Washington Department of Archaeology and Historic Preservation, Confederated Tribes of the Colville Reservation.

Payos Kuus Cuukwe (McNary, Ice Harbor, Lower Monumental, Little Goose, Lower Granite, Dworshak Projects): Corps, BPA, Washington Department of Archaeology and Historic Preservation, Oregon State Historic Preservation Office, Confederated Tribes and Bands of the Yakama Nation, Confederated Tribes of the Umatilla Indian Reservation, Confederated Tribes of the Colville Reservation, Nez Perce Tribe, Wanapum Band.

Albeni Falls (Albeni Falls Project): Corps, BPA, Idaho State Historical Society, Coeur d'Alene Tribe, Confederated Salish and Kootenai Tribes, Kalispel Tribe, Kootenai Tribe of Idaho, U.S. Forest Service.

Chief Joseph (Chief Joseph Project): Corps, BPA, Washington Department of Archaeology and Historic Preservation, Confederated Tribes of the Colville Reservation.

Libby (Libby Project): Corps, BPA, Montana State Historic Preservation Office, Confederated Salish and Kootenai Tribes, U.S. Forest Service.

Hungry Horse (Hungry Horse Project): Reclamation, BPA, U.S. Forest Service, Montana State Historic Preservation Office, Confederated Salish and Kootenai Tribes.