ARCHEOLOGICAL ASSISTANCE PROGRAM: ALASKA REGIONAL OFFICE

THE ARCHAEOLOGICAL RESOURCES PROTECTION ACT and ALASKA

This issue of the REPORT is devoted to the Federal archeology program in Alaska. The objective is to provide a regional perspective on program activities, particularly to demonstrate how they interrelate. Archeological resource protection is the main topic, however some articles detail project undertakings or the special conditions confronting archeological work in Alaska. While personnel shortages present stark realities in that vast space, it is also clear that interagency cooperation and coordination are fundamental to achieving goals. Each of the articles was prepared by staff of that specific agency who may be contacted for further information.

Editors

Archeological resource crime and the Archaeological Resources Protection Act (ARPA) have received much attention in the "lower 48 states" for the last ten or fifteen years, and, as is often the case, we in Alaska have only recently become closely involved in this work. Several factors work to complicate the enforcement of ARPA in Alaska, including vast unsurveyed Federal lands (only 3% of the State has been surveyed), complex patterns of land ownership and management, the usual shortage of staff, and a well established international trade in valuable ivory artifacts and other items about which we know very little.

In the few last years, there have been several ARPA investigations on NPS land in Northwest Alaska, and the U.S. Forest Service apprehended an individual digging a site in the southeastern part of the State last year, although he was not charged with an ARPA violation. Based on our present knowledge, most of the

NPS: PROTECTION and RANGER ACTIVITIES ALASKA REGIONAL OFFICE

ARCHEOLOGICAL PROTECTION TRAINING

Recently, I had an interesting and enlightening experience: I went to school with a group of archeologists.

I work in the Alaska Region of the National Park Service as the Regional Law Enforcement Specialist. The class I attended was a one-week course on the Archaeological Resources Protection Act (ARPA), presented by a team of instructors from the Federal Law Enforcement Training Center in Georgia. The class was attended by archeologists and law enforcement investigators from State and Federal agencies in Alaska. It was facilitated by Susan Morton of the National Park Service Archeological Assistance Program.

The course provided benefits that were somewhat predictable and some that were surprising. A partial list follows:

1. The archeologists and the investigators found that their respective disciplines overlapped well. The transition to teamwork during the course practical exercise in the field took place easily and the requirements of documentation, notetaking, and systematic collection came naturally. To a person who manages criminal investigators, it was important that the practical exercise and the course in general, emphasize onsite archeological expertise, as necessary to ARPA crime scene investigations.

2. We found that by taking the course together, archeologists and law enforcement people began to develop a common language. They relied less on the esoteric language of their individual professions and shared common ground in criteria for making cases and for understanding case law.

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current looting in the State is directed toward coastal Eskimo sites containing ivory. Sites on the Northwest coast, St. Lawrence Island, the Pacific coast of Katmai National Park, Kodiak Island, and the Bristol Bay area are particularly at risk. The sites are being looted largely by commercial fisherman and Native people, who themselves engage in "subsistence mining" of sites on their own lands.

While Native lands in Alaska are not covered under the law, the market demand for ivory artifacts has contributed to the systematic mining of such important sites as the ones at Gambell on St. Lawrence Island, which have been destroyed by this activity and just recently lost their status as a National Historic Landmark. Wales National Historic Landmark on the Bering Strait and one or two other large ivory bearing coastal sites are headed the same way. They will be completely destroyed in several years at the current rate of looting.

Given the logistical problems, the sheer expanse of the land, and our dearth of knowledge, we have an incredible job of catch-up to even approach the accomplishments of other areas of the country in public education and ARPA enforcement.

The problem has been addressed by holding two Archeological Resource Protection Training Programs in Anchorage in the last nine months. The Archeological Assistance Program of the National Park Service (the Alaska Region and Washington Office) in cooperation with the Federal Law Enforcement Training Center held the 40-hour class last October which was attended by 31 archeologists and law enforcement officers from six different Federal agencies, the State, and a Native regional corporation. This year, we held the 12-hour class in February in cooperation with the Alaska Region's Division of Protection and Ranger Activities as part of a week-long law enforcement refresher for NPS rangers.

One of the great benefits of both courses is the insight they give archeologists as to the role of law enforcement personnel and vice versa. As a result we have developed a close working relationship with the law enforcement people in our region and are developing a regional action plan. The elements of this plan include cooperative public education efforts between archeologists and law enforcement officers, contact on a weekly basis to share information, and the development of a statewide intelligence file on looting and trafficking patterns.

For further information, contact Susan D. Morton, Archeological Assistance Program, National Park Service, 2525 Gambell Street, Anchorage, AK 99503; telephone (907) 257-2559.

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3. A system was instituted among the participants to share information on site looters and illicit artifact dealers. Under this system, information cards will be available at participating offices. When an archeologist or agent becomes aware of a person dealing illegally in items of archeological value, he or she will fill out a card and mail it to the central file. (See illustration below) The file will be kept alphabetically. When an agent involved in a future case is curious about an illegal operator, he or she can query the file to see if that person has been observed or prosecuted elsewhere in the State. If so, the investigating agent will be directed to the agency holding the case file. This is important, since a second ARPA conviction constitutes a felony.

4. It was established during the course that in ARPA cases, pre-emptive law enforcement is the goal. Investigating a site that has already been looted is like locking the barn door after the horse is gone. The general means to that goal include
education, deterrence, and legal alternatives that offer the public the benefits of archeology.

Some of the specifics we intend to pursue in the Alaska Region of the National Park Service include:

- **Education** to create appreciation and awareness about archeological resources through park interpretive presentations, a poster series, and TV and radio public service spots.

- **Improved deterrence** through public programs for groups that have been identified as participants in site looting. The presentations would make audiences aware of ARPA and its criminal and civil penalties. They would serve as friendly, but clear warnings that NPS has focused on site looters in Alaska.

This will be followed up with felony level casemaking, targeting high dollar forfeitures of aircraft and commercial oceangoing vessels. The outcome of these cases will be shared with the public to increase the deterrence value.

- **Programs** to market for commercial sale traditional style works produced by contemporary artisans. It is understood that sometimes impoverished villagers living in remote areas will sell artifacts to supplement meager incomes. It makes sense, therefore, to promote a rekindling of contemporary artistic production to satisfy both a growing public demand for collectable native work and an economic need for the artisan.

The course germinated many more ideas, a few of which I have listed. It was worthwhile, and I recommend it to land management agencies everywhere. Finally, I believe the idea of training archeologists and investigators together creates a synergism that would otherwise be missing.

Questions about the Alaska Region's ARPA enforcement program or suggestions to make it more effective may be directed to Steve Shackelton, Regional Law Enforcement Specialist, National Park Service, 2525 Gambell Street, Anchorage, AK 99503; telephone (907) 257-2641.

**EXXON OIL SPILL RESPONSE**

In the Spring of 1988 the National Park Service (NPS) Alaska Regional Office participated in the joint USSR-US oil and hazardous waste spill response drill sponsored by the U.S. Coast Guard (USCG) in the Chukchi Sea. The purpose was to simulate the effects of a major hazardous waste spill along the Alaskan coast. In the scenario, a coastal freighter struck a container barge off Cape Prince of Wales in the Bering Strait just south of Bering Land Bridge National Preserve, spilling oil and hazardous waste materials.

As a result of the exercise, we identified several interesting problems concerning cultural resources:

1. The USCG plan did not adequately address cultural resources, neither as a part of the spill nor as part of the cleanup.

2. Participants did not know they should notify the State Historic Preservation Office (SHPO) as well as NPS about all of the cultural resources involved and to obtain sufficient information to protect these resources.

3. The major impact to historic properties on remote beaches would not result so much from the waterborne contaminants as from the resulting recovery, cleanup, and stabilization activities.

The simulation experience began paying dividends in late March 1989, when the supertanker *Exxon Valdez* ran aground in Prince William Sound. As a result of what we learned from the simulation, we were able to provide guidance to the archeologist for Chugach National Forest, the major Federal land management agency along Prince William Sound, on planning his immediate response.

It became apparent that Exxon could not contain the spill in Prince William Sound and that the current would carry oil to the shores of four National Parks (Kenai Fjords, Lake Clark, Katmai, and Aniakchak National Parks). The NPS responded to the oil threat by bringing in an Incident Command Team (ICT) to collect pre-oil spill intelligence for park coastlines. Cultural resources were integrated into the natural resource pre-oil spill intelligence gathering. The compliance program produced cultural resources information packets and short assessments for each park coastline.

Areas determined to be high priorities for biological resources were felt to be high priorities for cultural resources as well since they were the most likely to have

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been used repeatedly by people through time. This approach resulted in assigning an archeologist to the teams who went onshore to gather information on vegetation and intertidal areas. Archeological information will help structure the cultural resource clearance needs for beach cleanup.

The potential adverse effects of the oil itself on cultural resources are unknown. Oil could cover and obscure the visibility of shoreline archeological and historic sites. Storm surges could throw the oil well beyond the immediate beach berm. Oil in and around a site could cause erosion, contaminate radiocarbon dating samples, penetrate the soil, and affect archeological stratigraphy and organic material. Indirect impacts may include the spoiling of sacred and traditional sites by the oil. There may be increased looting as the density of site locations becomes better known to the general public.

The protection of resources through the Section 106 process during cleanup activities and post-oil spill assessment seems to be working in Alaska. The NPS has worked closely with the SHPO to develop cleanup plans. A Memorandum of Agreement is being prepared by the SHPO and the U.S. Forest Service with review comments being taken from Exxon, Federal and State agencies, Native corporations, and the general public. The unknowns are whether damage to archeological sites and other historic properties, such as shipwrecks can be assessed and whether funds will be made available to restore the properties. In lieu of other guidelines, the restoration process under the Archeological Resources Protection Act (ARPA) may set the direction. Resolution of the effects of the Exxon Valdez spill on cultural resources may well set a precedent for the mitigation of oil spill and hazardous waste damages to historic properties elsewhere in the U.S.

For further information, contact Paul Gleeson, Alaska Regional Office, National Park Service, 2525 Gambell Street, Anchorage, AK 99503; telephone (907) 257-2665.

FISH AND WILDLIFE SERVICE REGION 7 (ALASKA)

At the most recent meeting of the Alaska Anthropological Association, the Fish and Wildlife Service (FWS) Regional Archeologist for Region 7 (Alaska) presented a paper titled "Going Solo: Cultural Resource Management in an Austere Environment." The paper had two main thrusts: (1) with a single archeologist responsible for some 77,000,000 acres of largely uninvetoried National Wildlife Refuge lands, it is still (barely) possible to attain -- at least -- spiritual compliance with Section 106 of the National Historic Preservation Act (NHPA), largely through the existence of a variety of informal cooperative networks among Federal, State, and private archeologists; (2) compliance with Section 110 of NHPA, or with recent amendments to the Archaeological Resources Protection Act (ARPA), in regard to planning and implementing comprehensive inventories remains a distant dream.

It should be pointed out that the size of the land base in question is larger than all but five of the states. But in addition to the physical scale, a problem is presented by the chronological and cultural scope of the historic resources on FWS lands in Alaska. While State Historic Preservation Offices are required to employ, at a minimum, a full time professional in history, archeology, and architectural history, the Regional Archeologist (a prehistorian by training) is also the Regional Historic Preservation Officer, and is responsible for everything from "early man" sites to World War II remains. Even though he receives some assistance (perhaps principally moral support) from the State Office of History and Archaeology and from the National Park Service Alaska Regional Office, the task remains daunting.

Currently the FWS has under review (in addition to any compliance matters) three applications for permits under ARPA for substantial prehistoric investigations and two for removal of military aircraft under FWS policies. This is a typical situation. Another major program responsibility is the review of reports prepared by the Bureau of Indian Affairs (BIA), which evaluates the eligibility of sites selected under Section 14(h)(1) of the Alaska Native Claims Settlement Act for conveyance as Native historic and cemetery sites. There were 239 such reports received in Fiscal Year 1988, and the pace has not slackened.

Regional policy calls for field review of the BIA archeological teams and ARPA permits. Coupled with efforts for project compliance, for management planning purposes (such as public use planning for high-use recreational rivers), for monitoring archeological efforts
related to the recent Exxon Valdez oil spill, and for monitoring the condition of known sites in high-risk locations, the Regional Archeologist typically has a very busy season.

A further aspect of the job, and one regarded as critical, is the continuing commitment to cultural resource education. This begins with training provided for FWS personnel (including Youth Conservation Corps enrollees), and this year included training for Forest Service personnel. The Regional Archeologist is routinely involved with the local school district's "Scientist in the Schools" and "Outdoor Week" programs, and served this year as a mentor for a high school student's independent study program in archeology.

For further information, contact Charles E. Diters, U.S. Fish and Wildlife Service, 1011 E Tudor Road, Anchorage, AK 99503; telephone (907) 786-3386.

ARCHEOLOGICAL RESEARCH ON THE ANCSA 14(h)(1) PROJECT

The Alaska Native Claims Settlement Act (ANCSA) of 1971 granted Alaska Natives fee simple title to 40 million acres of land in Alaska and extinguished aboriginal title to any additional lands. One small part of this legislation, Section 14(h)(1), allowed ANCSA-created Alaska Native corporations to receive a portion of their acreage entitlements in the form of historical and cemetery sites. The ANCSA Office of the Bureau of Indian Affairs (BIA ANCSA) was established in 1978 for the purpose of directing the required 14(h)(1) site investigations. These investigations have been performed annually since 1979 and are continuous. The 14(h)(1) project has become one of the largest employers of archeologists in Alaska. A total of 23 professional archeologists were employed by the BIA ANCSA Office in 1988.

Although anthropological and archeological data are used, the BIA ANCSA Office was not created to conduct "pure" research. Rather, BIA ANCSA site investigations are conducted so that investigative reports can be prepared. Individual reports are used by a BIA "Claims Examiner" to determine if selected sites are eligible for conveyance to a Native regional corporation as a 14(h)(1) site. The eligibility criteria applied to ANCSA 14(h)(1) sites are modeled after those established for the National Register of Historic Places. However, the definition of "historical place" contained in the ANCSA regulations (43 CFR Subpart 2653.0-5) includes restrictive language pertaining to customary subsistence use of a site, which frequently has a negative bearing on eligibility determinations.

The BIA ANCSA investigative methodology is prescribed to facilitate the determination of site eligibility. Emphasis is placed on surface indications of cultural activity, thus, relatively detailed site maps are prepared. No site excavation is performed. Subsurface tests are conducted only on a very limited scale. A literature search is made for data pertinent to the site or general area. Additionally, the gathering of oral history data is emphasized. This is done because of the relatively recent age of many of the sites and because many project areas are poorly represented in the literature.

The BIA ANCSA Office has no control over the sites it examines since it played no part in the 14(h)(1) site selection process. The selections were made prior to the formation of the Office and were based largely on information gathered from local elders in the villages of the Native regions defined by ANCSA. The use of village elders in this process biased the selections toward late prehistoric and historic sites. This has the benefit of focusing our attention on an archeological resource that is much neglected in Alaska. The disadvantage of this approach, however, is that older sites are poorly represented in the selections.

The ANCSA 14(h)(1) project has generated an extensive and diverse body of data relevant to archeologists, cultural anthropologists, linguists, and historians, among others. The project to date has completed over 1,900 site investigations. Several hundred non-14(h)(1) sites

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OFFSHORE ARCHEOLOGY: THE MMS IN ALASKA

The Minerals Management Service (MMS) of the Department of the Interior oversees a program to lease tracts of submerged Federal lands on the Outer Continental Shelf (OCS) for exploration and development of oil, gas and other minerals. National policy recognizes the OCS as a vital national resource reserve which should be made available for expeditious and orderly development, subject to environmental safeguards. The protection and preservation of cultural resources is included under these environmental safeguards. As a result, MMS has established a program to inventory and protect archeological resources.

Legislative Authority. A variety of laws, regulations, and policies govern MMS’s Archeological Resource Protection Program. While MMS does have jurisdiction to protect archeological resources offshore, Interior’s Office of the Solicitor (MMS.ER.0227, August 17, 1987) has found that MMS does not have responsibility for onshore activities under the National Historic Preservation Act (NHPA). The formal opinion states, "MMS does not have jurisdiction over permitting for construction of onshore pipelines and facilities. Under the NHPA these are separate undertakings, not part of undertakings authorized by MMS. Hence, the effects of these activities are neither direct nor indirect effects of undertakings authorized by MMS."

The Archeological Resources Protection Act (ARPA), while providing an additional measure of protection for archeological resources, specifically exempts "lands on the Outer Continental Shelf." Therefore, MMS is not bound by the requirements of ARPA.

Archeology on the OCS. The MMS Archeological Resource Protection Program refers to all cultural resources as "archeological resources" and further breaks their evaluation and assessment into prehistoric and historic resources. While underwater archeology is a comparatively new science, prehistoric underwater archeology is even newer. MMS has provided studies support and funding in this area for over 13 years.

In Alaska, a series of offshore prehistoric baseline studies were done under contract (to BLM, now MMS) by Dr. James Dixon and others at the University of Alaska Museum, Fairbanks, from 1976 to 1978. These studies evaluated the Bering, Chukchi, and Gulf of Alaska OCS in terms of high, medium, and low probability of the occurrence and preservation of prehistoric archeological resources. These studies were eventually synthesized and updated into one volume entitled Cultural Resource Compendium (MMS Technical Report #119, Alaska OCS Region, Anchorage, 1986).

Historic resources, primarily shipwrecks, have been the focus of increased archeological interest on the Alaska OCS. Traditionally, exploration for shipwrecks has been more popular in warmer waters, but there seems to be an emerging interest in both science and recreation for gaining greater understanding of Alaska’s submerged cultural resources. Last season for instance, a private group explored the Chukchi Sea in an attempt to locate ships associated with late 19th century whaling fleets. In March of this year, questions from Federal managers on the implementation of the new Abandoned Shipwreck Act prompted the National Park Service, in conjunction with the Alaska Historical Society, to sponsor a 1-day Maritime Preservation Workshop in Anchorage.

For further information about the MMS archeological program, contact Michele L. Hope, Alaska OCS Region, Minerals Management Service, 949 E 36th Avenue, Room 110, Anchorage, AK 99508-4302; telephone (907) 261-4424.
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have also been minimally recorded. The largest body of useful data is found in the oral history collection, which contains over 1,400 taped interviews with Alaskan Native elders. Approximately one-third of these taped interviews have been professionally transcribed and translated by linguists at the Alaska Native Language Center of the University of Alaska-Fairbanks. The major reason for conducting ethnographic interviews is the collection of site specific data on 14(h)(1) selections. But these interviews have yielded data on a wide range of related subjects, including site types, land patterns, social organization, mythology, language, culture change, and ethnogeography. Many of these subjects are poorly represented in the literature, if they are represented at all.

The body of data compiled on the 14(h)(1) project should be used for the development of local cultural heritage programs as well as academic research. At present, access to these data is limited due to unresolved, controversial issues concerning land and data ownership. Like the project itself, attempts at resolving these issues are continuing.

For further information, contact Kenneth L. Pratt or Dale C. Slaughter, Bureau of Indian Affairs, 1675 C Street, Suite 235, Anchorage, AK 99501; telephone (907) 271-3695.


U.S. ARMY CORPS OF ENGINEERS

Since 1984, the Corps of Engineers has been involved in the Defense Environmental Restoration Program (DERP) to clean up former Department of Defense military sites in Alaska from World War II and, in a few cases, the Cold War. This program has presented numerous challenges to the consideration of cultural resources.

Consider, for example, the size of Alaska and the isolation and remoteness of most of the State. Also, consider the fact that World War II facilities were so quickly constructed that site plans painstakingly recorded did not accurately reflect the number of buildings and structures on the ground. At Dutch Harbor, for example, armed with vintage maps of Fort Mears and the Naval Base, we walked to the end of a secluded valley littered with quonset huts and wood frame

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The Archeological Assistance Division announces the completion of a computer software program designed to assist data collection and retrieval for the Reports portion of the National Archeological Database (NADB-REPORTS). The NADB-REPORTS, Version 2.01, runs on an IBM or any IBM compatible personal computer and has been compiled using CLIPPER with DBASE III PLUS compatible database files.

The NADB-REPORTS software and manual are now being shipped to State Historic Preservation Officers and Federal Historic Preservation Officers for their review.

While this computer program will assist the creation of the Reports portion of this nationwide database, the National Archeological Database is independent of any hardware or software requirements. The National Archeological Database consists of a standard set of data that are being collected, computerized, and shared to more effectively manage and preserve our nation's archeological heritage. To achieve this goal, the National Park Service and the National Conference of State Historic Preservation Officers signed a Memorandum of Understanding in January 1989 to promote the development and use of the National Archeological Database.

The Archeological Assistance Program staff, the SHPOs, and the Federal agencies which enter into the NADB-REPORTS partnership will work together to enter, maintain, and update information about archeological reports nationwide. The establishment of this partnership is the first step that must be taken in order to meet user needs.

Readers should be aware that records in the NADB-REPORTS database will not be widely available to general users at the present time; but general distribution systems are being developed and will be phased in over the next few years. Also, please note that the NADB-REPORTS records contain information about where copies of reports can be found, but not the detailed information contained in each report. Archeologists and others will need to consult the reports archived in the offices of the SHPOs and various Federal agencies, following the guidelines and access policies in effect at these offices.

Further updates about the National Archeological Database will appear in this column. For information about the National Archeological Database, contact Veletta Canouts, Archeological Assistance Division, National Park Service, P.O. Box 37127, Washington, DC 20013-7127; telephone (202) 343-4103.

U.S. ARMY CORPS OF ENGINEERS

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buildings to what we thought would be the limit of construction. Rounding the bend, we found yet another valley of quonset huts, more remote than the preceding one. World War II sites ranged in size from entire abandoned military bases to 55-gallon barrel dumps. In all, 640 different locations were identified, and we may not yet know the complete roster of all World War II locales.

The DERP program was designed to rid an area of hazardous materials and buildings that had long since fallen into decrepitude. In the late 1970s, the National Park Service began a National Historic Landmark (NHL) Theme Study of World War II in the Pacific with the intention to include nominations of properties in Alaska and the Pacific Rim as NHLs. Six World War II sites in Alaska became NHLs in 1985. Knowing that this preservation effort was underway, the Alaska District negotiated a Programmatic Agreement (PA). It was signed by the District Engineer, the State Historic Preservation Officer, and the National Park Service, and ratified by the Advisory Council on Historic Preservation in July 1985. The PA called for funding of a comprehensive plan for dealing with World War II sites. Specific stipulations included provisions for handling downed aircraft and discovery of archeological sites in the vicinity of buildings and structures scheduled for demolition.

Efforts to document World War II in Alaska resulted in a major project to record such places as Dutch Harbor, which was bombed by Japanese, according to standards of the Historic American Buildings Survey. The National Park Service recently produced a summary document of the project's measured drawings and archival photographs. The Corps has produced monographs on Dutch Harbor and on Cold Bay (Fort Randall). Because the DERP program also affected Cold War era properties considered eligible for listing on the National Register, monographs on the White Alice Communications System and the Nike missile system have also been written.

For further information on the archeological program of the Alaska District, contact Georgeanne L. Reynolds, CE-NPAEN-PL-EN, Pouch 898, Anchorage, AK 99506-0898; telephone (907) 753-2617.
ARCHEOLOGICAL PROTECTION EFFORTS

FOREST SERVICE and STATE of UTAH: UTAH INTERAGENCY GIS PROJECT

A major surge of archeological looting in San Juan County, Utah, in 1984 prompted Federal and State agencies to seek answers to questions about site vulnerability. A coordinated, regional approach to measure vulnerability characteristics based upon accurate information was needed. The solution, initiated in 1987, was a geographic information system (GIS) with sophisticated capabilities (Arc/Info software) which could integrate large amounts of existing archeological data with maps and other geographic information. The GIS includes data from about 13,000 sites and 1,000 project surveys in San Juan County (Figure 1). A smaller area was selected near the communities of Blanding and Monticello to test a model of site vulnerability as developed from the system. Most of the preliminary results presented here are from this "test window." Prior to field verification this summer, the analysis will be run for the entire county.

Figure 1. San Juan County, Utah and test area

THE MODEL

Site information. Site locations were digitized directly from USGS quadrangle maps. All other site information was obtained from the Intermountain Antiquities Computer System (IMACS) and has not been verified by field inspection. The site database represents about 75% of the archeological sites in the county.

The incidence of looting is based on 12% (674) of the 5,452 sites in the test area reported to have been vandalized. The conditions of the remaining sites were recorded as "unknown" or "undisturbed." Parameters for describing site condition were developed based upon a sample of 1,884 looted sites throughout the county.

Modeling factors. The two principal factors in this model are access and attractiveness. Numerical values were assigned to each factor. The more accessible and attractive sites received more points, and the factor sums were considered to be the measure of overall vulnerability. The theoretical maximum for each site is 60 points, based on the following:

Access:
- Air distance to nearest town (1 to 3)
- Driving distance from paved road (1 to 4)
- Walking distance from paved road (1 to 5)
- Road type (-1 to 3)

Site type:
- Multiroom structures (15)
- Rockshelter/cave (15)
- Other architecture (12)
- Storage features (9)
- Midden (6)

Access was weighed by the assumption that proximity to paved roads is undesirable from a looter's perspective (points subtracted) and proximity to remote jeep trails is desirable (points added). Site type was thought to be a more important factor and accordingly given three times the weight of access. Architectural sites were thought more attractive than non-architectural sites, and sheltered sites (rockshelters or caves) were thought more attractive than open, surface sites. All of these assumptions will be tested this summer.

PRELIMINARY RESULTS FROM THE TEST AREA

Looting varies by jurisdiction. Figure 2 shows the distribution of sites and looting in the test area. This is unverified data as obtained from site forms. Comparing
Figure 2. All sites and looted sites by land ownership

Figure 4. Site access and looting

Looting and site access. Figure 4 is a chart of sites' access values. An assigned value of 15 is considered the most accessible site (or area) and the most desirable for looting. Dark shading represents known looted sites, while the conditions of the remainder (cross-hatched) are unknown and presumed intact. Overall, most sites are very accessible due to the large number of roads and proximity of local communities, however, there may also be a survey bias.

Site looting is shown to increase with accessibility, and at first glance this appears related to increase in total number of sites. As a percentage of sites at different access values, however, looting remains relatively constant between 7% to 9% through value 12 though the number of total sites soars. Between access values 13 to 15, the percentage of looted sites doubles, then triples while the number of total sites levels off and falls. This appears to confirm the correlation between looting and access.

Looting and site attractiveness. Figure 5 is a chart of site attractiveness. Assigned values are based on the presence of architectural, storage or midden features and location in a rockshelter or cave. Higher assigned values indicate sites more attractive to looters. Most sites available for looting are in the lower half of the
Figure 6. Attractiveness of looted sites

Attractiveness scale, with a dramatic decrease at values below 24. This decline is reflected in Figure 6 as well, which correlates attractiveness with looting.

Site looting, illustrated in two different ways in Figure 6, increases with site attractiveness, but the increase is most dramatic where large numbers of sites are available (assigned values 0 through 21). The lower line shows the percentages of all looted sites in the area. The upper line shows the percentages of sites looted at different attractiveness values. Value 33, for example, has only 2% of all looted sites, but 38% of all such sites are looted. The lack of sites available is clearly demonstrated for values at 24 and above. The relatively high level of looting at value 0 is spurious, caused by a large number of "unknown" value sites with incomplete site data.

These data are useful for identifying specific types of sites most likely to be looted regardless of location (values 21 and 27-45) and areas which contain the majority of looted sites (values 12-21).

Looting and site vulnerability. Figure 7 charts vulnerability for all sites as the combination of access and attractiveness values. It is assumed that at higher values, sites are more likely to be looted. The peak between values 11 and 15 probably represents inaccessible, non-architectural sites. The average value for all sites appears to be around 23, with few sites assigned values above 37. Only 1% of the sites were assigned values above 50.

The distribution of known looted sites is much different (Figure 8), suggesting that vulnerability influences looting behavior. The mean value jumps to about 32, and 4% of the sites have assigned values above 50.

This indicates looters are targeting more attractive and accessible sites. The peak between values 32 and 36 and the steady upward trend between values 16 and 36 indicate a preference to high value sites, as long as they are plentiful (optimal foraging?).

Figure 9 clearly shows the effect of vulnerability by the percentages of looted sites at each value. Generally, an individual site is more likely to be looted if it has a high vulnerability value: 7-16=3%, 16-37=16%, 37-47=33%, and 47-60=49%. As with site attractiveness, evaluation of vulnerability can be used in two ways; first, to identify areas containing sites likely to be looted (values 25-36, Figure 8), and second, to identify the kinds of sites likely to be looted (values 36, 43, and 47-60, Figure 9).

(Over)
FIELD VERIFICATION

The San Juan 100. The primary purpose of this summer’s field test will be to verify the data, assumptions, and predictions of the looting model through relocation and re-recording a sample of 100 known sites. These sites can serve as a baseline to measure the longterm effects of looting. Each site will be mapped, photographed, and evaluated regarding the degree of looting using the uniform criteria. Road types and conditions will be checked and used to update the GIS transportation layer. Travel time will be recorded and compared with the model predictions about site accessibility.

Site selection. With the assistance of Ken Kvamme, Arizona State Museum, we are developing a system to select field test sites using the GIS. As illustrated in simplified form (Figure 10), selection will be based on a vulnerability matrix, allowing each variable to be independently examined.

The combination of access and site type values defines relative vulnerability in each cell, the lowest in the lower right and the highest in the upper right. Five sites from each cell will provide the sample of 100 sites.

Using the GIS, sites will be randomly selected for each category and plotted with site numbers on a county map. Back-up sites will be selected in case the primary sites cannot be relocated. It is expected that approximately 20% of the primary sites will not be relocated.

A Common yardstick for measuring looting. A combination of quantifiable characteristics for observed and inferred disturbance will be used to measure looting (Figure 11). Observed disturbance will be based upon the percentage of digging, which may refer to the number of rooms, surface area, or volume as appropriate to the specific sites. Inferred disturbance will be based upon such factors as vandalism (graffiti, vehicle tracks, target practice, and campfires), things out of place (collectors’ piles, disarticulated human bone, displaced architectural elements, mixed diagnostic artifacts, sorted backdirt), and the discard of collectibles onsite.

<table>
<thead>
<tr>
<th>LEVEL OF IMPACT</th>
<th>% DUG</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>75-100%</td>
</tr>
<tr>
<td>Major</td>
<td>50-75%</td>
</tr>
<tr>
<td>Moderate</td>
<td>25-50%</td>
</tr>
<tr>
<td>Minor</td>
<td>&lt;25%</td>
</tr>
<tr>
<td>None</td>
<td>0%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>OBSERVED DISTURBANCE</th>
<th>INFERRRED DISTURBANCE</th>
</tr>
</thead>
<tbody>
<tr>
<td>TRASH, GRAFFITI, ORV TRACKS, TARGET PRACTICE, CAMPFIRE, AND OTHER RECENT DAMAGE</td>
<td>THINGS OUT OF PLACE</td>
</tr>
<tr>
<td>Little or no digging apparent or extent difficult to determine—but less than 25%</td>
<td>Many, some major</td>
</tr>
<tr>
<td>Some severe</td>
<td>Few and little variety</td>
</tr>
<tr>
<td>Severe examples, none severe</td>
<td>Several</td>
</tr>
<tr>
<td>Few examples, all minor</td>
<td>Few</td>
</tr>
<tr>
<td>None</td>
<td>None</td>
</tr>
</tbody>
</table>

Figure 11. Proposed factors for quantifying looting

The project developers, Bob Nagel of the State of Utah and Jerry Wylie of the U.S. Forest Service are seeking comments about the GIS project, particularly in regard to the field test, the modeling factors, and quantification of looting and vandalism. Comments and questions can be directed to Jerry Wylie, USDA Forest Service, Region 4, 324 25th Street, Ogden, UT 84401; telephone (801) 625-5172. (Figures by Jerry Wylie)
CIVIL AIR PATROL and the BLM

Efforts to step up law enforcement activities by ground and air on the Arizona Strip will be aided by a cooperative agreement between the Civil Air Patrol (CAP) and the Bureau of Land Management (BLM). The agreement calls for CAP to support BLM law enforcement activities with reconnaissance flights. The commander of the CAP Utah Wing noted the impetus for the agreement came from a local CAP officer and a BLM archeologist. A primary goal of the agreement is to provide CAP assistance in protecting archeological and wilderness sites, in addition to keeping track of wood and Christmas tree cutters and any other suspicious activities.

CORPS of ENGINEERS

The Corps of Engineers Waterways Experiment Station (COE/WES) is investigating signing of cultural resources as a means to provide protection from intentional and unintentional deprecative behavior. This research is part of the ongoing work on field preservation of sites, and its objective is to accumulate information on past and current signing activities. Analysis will address the "psychology of signing," including message formats, placement, visitor types and numbers, signing strategies, and the use of signs combined with other protection strategies. Research results will be presented in a technical report which reviews available data and offers guidance on signing benefits and monitoring.

Some of the data for signing research will be collected through a questionnaire. Respondents are sought who have opinions about signing and who have employed signing. For a copy of the questionnaire or other information about COE/WES archeological site protection research and publications, contact Paul Nickens, CEWES-EE-R, P.O. Box 631, Vicksburg, MS 39181-0631; telephone (601) 634-2380.

COLORADO ANTI-VANDALISM TASK FORCE

The education subcommittee of the Colorado Anti-Vandalism Task Force approached the National Association of State Archaeologists (NASA) about developing a clearinghouse of educational materials. The association agreed, and Colorado has been appointed to undertake the clearinghouse for curricular materials for schools. Materials for the clearinghouse or questions should be directed to Susan M. Collins, Office of Archeology and Historic Preservation, Colorado Historical Society, 1300 Broadway, Denver, CO 80203-2137; telephone (303) 866-3395.

UTAH ANTI-VANDALISM EFFORTS

An oversight committee for anti-vandalism efforts has been organized for Utah and consists of both State and regional Federal agency officials. It has four subcommittees concerned with (1) public involvement, (2) archeological site protection, (3) public education, and (4) law enforcement. Each member agency reports on efforts in the four areas, identifying what is being done with no special funding and what could be done with special funds. For further information contact David Madsen, Utah State Historical Society, 300 Rio Grande, Salt Lake City, UT 84101; telephone (801) 533-7039.

Bolivian textile motif symbolizing the sun

CULTURAL PROPERTIES PROTECTION

As of March 14, 1989, the U.S. will deny the importation of antique textiles from Coroma, Bolivia, unless they are accompanied by proof that their export was approved by the Government of Bolivia. The emergency restriction is in response to the request by Bolivia and based upon the U.S. Cultural Property Act. The review of the request, conducted by the U.S. Information Agency, involved anthropologists expert in Andean cultures and in assessing U.S. and international markets for textiles. The restrictions is enforced by the U.S. Customs Service.

The antique textiles of Coroma are the product of the Aymara culture that predates the arrival of the Incas. Coroma’s textiles are garments resembling tunics, ponchos, capes, shawls, and kerchiefs woven from the naturally-dyed hair of alpaca, vicuna and other animals. Soft in texture and simple in design, the textiles contain woven messages and codes recording community events and concerns. As heirlooms, some dating from the 15th century, the garments are owned communally and revered as symbols of humanity.

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CULTURAL PROPERTIES PROTECTION
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The major market of Coroma’s textiles is the U.S., which has absorbed nearly half of them. Dealers and collectors have been travelling to Coroma during the past decade to acquire and illegally export the textiles. They have been prosecuted by Bolivian authorities, and Coroma community elders have made pleas to U.S. dealers, collectors, and museums not to purchase their ancestral textiles and to return those already acquired.

The Bolivian import restrictions is the second to be imposed by the U.S. under the 1970 UNESCO Convention on illicit trade in cultural property. The first restrictions were imposed in 1987 on pre-Columbian artifacts from El Salvador’s Cara Sucia region.

For more information, contact the Cultural Property Staff (E/B), U.S. Information Agency, 301 4th Street, S.W., Room 247, Washington, DC 20547; telephone (202) 485-6612.

NATIONAL CLEARINGHOUSE FOR SITE STABILIZATION

The Center for Archaeological Research at the University of Mississippi was formalized in 1978 based upon an existing program in contract archeology. While contractual agreements were being met successfully, it became clear that a key element in archeological resources management, archeological site stabilization, was not being addressed. In 1983, the Center entered into an experimental program with the Tennessee Valley Authority (TVA).

The National Clearinghouse for Archaeological Site Stabilization was developed as an outgrowth of the experimental program and formed through a cooperative agreement between the University of Mississippi, TVA, and NPS. Primary goals of the Clearinghouse are to gather pertinent technical data that will support site stabilization efforts and to collect case histories that detail in-place site protection efforts. The information is made available upon request. A 37-page bibliography, continually updated, has been prepared and is also available. Further, a series of site stabilization technical briefs prepared through the Clearinghouse is currently published by NPS Archeological Assistance Program.

The key to continued success of the Clearinghouse rests with the archeological community, which must assist by reporting stabilization and protection efforts. As additional case histories are made available, the factual basis for site stabilization will become better understood and site preservation will become a primary means of relieving stress on our cultural resources.

For further information about the Clearinghouse, contact Robert M. Thorne, Director, Center for Archaeological Research, University of Mississippi, University, MS 38677; telephone (601) 232-7129.

PRESERVATION GRANT AWARDS

The first year grant awards from the Virginia Preservation Fund have been announced. These grants come from $500,000 appropriated by the Virginia General Assembly for the preservation of threatened landmark resources. Archeological sites receiving assistance include the Washington Iron Works Furnace ($6,000 for stabilization of the granite furnace), where ironmaking was taking place as early as 1770, and the Thunderbird Archaeological District ($50,000 for acquisition). Thunderbird is a complex of sites which exhibits the only known stratigraphy and cultural continuity between the beginning Paleo-Indian and terminal Early Archaic periods in North America, as well as the discovery of the earliest reported evidence of structures in the New World. More information about this program is available from the Division of Historic Landmarks, Virginia Department of Conservation and Historic Resources, Morson’s Row, 221 Governor Street, Richmond, VA 23219.
REQUEST FOR REFERENCES ON THE BEHAVIORAL ASPECTS OF LOOTING AND TRAFFICKING

The NPS Alaska Regional Office is attempting to compile an annotated bibliography of articles on the motivations of looters of archeological sites, and individuals who traffic in these materials, and would like to ask for your cooperation in tracking down this information. References and copies of any articles dealing with this topic are being solicited. Please send any information you may have to Susan D. Morton, Archeological Assistance Program, National Park Service, 2525 Gambell Street, Anchorage, AK 99503.

CONFERENCES

To celebrate the 25th anniversary of the National Wilderness Preservation System, a conference titled "Managing America's Enduring Wilderness Resource," will be held in Minneapolis and the Superior National Forest, MN, from September 11-17, 1989. It is sponsored by the University of Minnesota, the USDA Forest Service, the Bureau of Land Management, the National Park Service, and the U.S. Fish and Wildlife Service. The conference objectives are to discuss current management issues (including archeological resources), assess resource management on lands adjacent to wilderness, encourage communication, and explore marketing and tourism strategies. For further information, contact Charles R. Joy, USDA Forest Service (RRWL), 310 W Wisconsin Avenue, Milwaukee, WI 53203; telephone (414) 291-3610.

The Third Annual Conference titled "Presenting the Past to the Public," will be held in Minneapolis, MN, from October 18-20, 1989. This year's conference is focused on "History and Archaeology in Schools and Museums." It is an interdisciplinary meeting for professional educators in schools, museums, and historical sites who develop programs in history, archeology, anthropology, and cultural diversity. In conjunction with the conference is a public symposium titled "Confronting Columbus: Contact and Cultural Diversity in America," to be held from October 20-21. It is for elementary and secondary school teachers and administrators, museum professionals, and the public interested in the presentation of the past. The conference and symposium are conducted by the University of Minnesota with sponsorship by the National Park Service and the Soil Conservation Service. For further information and registration, contact Peter S. Wells, Director, Center for Ancient Studies, 206 Folwell Hall, University of Minnesota, Minneapolis, MN 55455; telephone (612) 625-2503.

The National Conference on Museum Security, focusing on Basic Museum Protection, will be held in Chicago, IL, from March 13-16, 1990. It is sponsored by the Smithsonian Institution and the Art Institute of Chicago. In addition to information exchange, the conference emphasizes training in problem-solving techniques and specialized technologies. An exposition of new products and services will be hosted by the

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CONFERENCES
(Continued from page 15)

International committee on Museum Security. For general information about the conference, contact David Liston, Smithsonian Institution, 1000 Jefferson Drive, S.W., Washington, DC 20560; telephone (202) 357-3375. For information about the exposition, contact Roger Wulf, Museum Services International, 1716 17th Street NW, Washington, DC 20009; telephone (202) 462-2380.

The 6th International Conference on Hunting and Gathering Societies will be held in Fairbanks, AK, from May 28 to June 1, 1990. It is hosted by the Department of Anthropology at the University of Alaska-Fairbanks. Four full-day sessions are planned to include symposia on (1) past and present health and nutrition patterns; (2) economic, political and ideological dimensions of gender; (3) land use and rights; and (4) reproductive strategies, work effort, and resource utilization. Two half-day sessions are planned to include symposia on (5) education and language policy and (6) ethnoarcheology. Abstracts for papers are due by August 15, 1989. For further information, contact Linda Ellanna, Department of Anthropology, University of Alaska-Fairbanks, Fairbanks, AK 99775; telephone (907) 474-6751.

The 7th Inuit Studies Conference will be held in Fairbanks, AK, from August 19-23, 1990. It is hosted by the Department of Anthropology at the University of Alaska-Fairbanks and is under the aegis of the Association Inuksiutit Katamajit, Inc. of Canada. The conference is a biannual interdisciplinary forum for representatives from Inuit communities and international researchers. Topics to be covered in plenary sessions include economic development, cultural rebirth, and the role of arts and artists. Planned symposia will focus on language and linguistics, land use, health, self-determination, iconography and symbolism, archeology, literature, and education. For further information, contact Lydia Black, Department of Anthropology, University of Alaska-Fairbanks, Fairbanks, AK 99775; telephone (907) 474-6760.

The 6th International Conference on the Conservation of Earthen Architecture will be held in Las Cruces, NM, from October 14-19, 1990. It is organized by the Getty Conservation Institute and New Mexico State Monuments and is under the aegis of the United States/International Council on Monuments and Sites (US/ICOMOS). The conference objective is to promote exchange of ideas and research by bringing together specialists from the many countries where a tradition exists for the use of earth as a building material. Topics include history and traditions, field studies, moisture, stabilization and restoration, consolidation, seismic mitigation, clay chemistry, and adobe microstructure. Planned tours will be made to Chihuahua, Mexico, and northern New Mexico. Official languages of the conference are English, Spanish, and French. Abstracts for papers may be submitted before December 1, 1989. For further information, contact Michael Taylor, New Mexico State Monuments, P.O. Box 2087, Santa Fe, NM 87504; telephone (505) 827-8940.
**TRAINING OPPORTUNITIES**

**LITHIC STUDIES**

Three 1-week classes in lithic technology will be offered between July 30 and August 19 by The Cultural Heritage Foundation at the Malheur Field Station in Princeton, OR. The topics include "Introduction to Stone Tool Technologies," "Introduction to Stone Tool Use and Debitage Analysis," and "Experimental Archaeology and Lithic Analysis." Each class will have a focus on identification, evaluation, and interpretation of archeological sites. The classes are designed for Federal archeologists, cultural resources specialists, land managers, students, and interested individuals. More information is available from John L. Fagan, The Cultural Heritage Foundation, 300 NE 104th Avenue, Portland, OR 97220; telephone (503) 252-7757; or Malheur Field Station, HC 72, Box 260, Princeton, OR 97721; telephone (503) 493-2629.

**ARCHEOLOGICAL CONSERVATION**

A 1-week course titled "On-site Archaeological Conservation Techniques," will be offered by the Smithsonian Institution Conservation Analytical Laboratory (CAL) in coordination with the Institute of Archaeology, London, England. The course will be held from October 23-27, 1989, at CAL in Suitland, MD. Through lectures, laboratory demonstrations, and an all-day site visit, the course will cover conservation treatments and techniques in the field under damp and dry conditions as well as underwater excavation. The course is offered to conservators, conservation educators, curators, and archeologists. Applications and tuition fee ($300) must be received by September 22. Tuition is payable by check, purchase order, or Federal Training Form. For further information, contact Eleanor McMillan, CA/MSC, Smithsonian Institution, Washington, DC 20560; telephone (202) 238-3727.

**ASSISTANCE NEEDED**

The Soil Conservation Service is developing 8 videotapes and accompanying study guide to train non-archeologists in identification and evaluation of cultural resources. Assistance is needed from those interested in contributing to "lessons" on regional cultural resources in California, Southeast, Plains, Pacific Northwest, Arctic, Hawaii/Pacific, or Midwest. To volunteer or for information on availability of services, contact Michael J. Kaczor, Soil Conservation Service, Room 6137-S, Economics and Social Sciences Division, P.O. Box 2890, Washington, DC 20013; telephone (202) 447-6360.

**IN THE NEXT ISSUE...**

The REPORT will print a calendar of training opportunities. If you, your agency, or institution have a course, workshop or other training to be offered in Fiscal Year 1990, please send the announcement to the editors.
EDITIORIAL POLICY and STYLE GUIDE for
THE FEDERAL ARCHEOLOGY REPORT
PUBLISHED BY the
ARCHEOLOGICAL ASSISTANCE DIVISION of
THE NATIONAL PARK SERVICE

Statement of Purpose

The Federal Archeology REPORT (REPORT) is a quarterly publication which publishes information on the Federal Archeology Program and addresses issues of archeological concern to both Federal and non-Federal archeologists. It includes announcements of activities, meetings, and training opportunities that pertain to archeology and related disciplines.

Each issue of the REPORT is topic oriented. Editors decide on the lead topic and approach individuals for submission of articles. The format is as follows: two lead articles, one by the Archeological Assistance Division (AAD), a second from another Federal agency, appear on the front page. Additional articles on other topics follow. Training announcements and miscellaneous "Notes" appear at the end of the REPORT. There are no length requirements--the REPORT is meant to be substantive.

Individuals are encouraged to submit articles and other materials, particularly those which have regional or national interest. The AAD provides assistance with editing, drawing or mounting of illustrations, or other services. See the subsections below about the submission of manuscripts and art work or photograph and tabular material.

Submissions

Contributors should submit their material to Richard C. Waldbauer or Juliette G. Tahar, address: Federal Archeology REPORT, Archeological Assistance Division, National Park Service, P.O. Box 37127, Washington, D.C. 20013-7127. Photographs or figures should be placed between two pieces of strong cardboard for maximum protection. Articles and materials are acknowledged upon receipt, although it does not imply acceptance.

Review

Decisions to include articles in the REPORT are made by the editors, and some materials may be reserved for a future issue. Authors are notified as soon as a decision has been reached to publish their material. Editors reserve the right to edit material to comply to standard Federal editorial guidelines and to reject or return any material submitted as inappropriate.

Authors' Responsibilities

Authors are responsible for the content of their articles, for the accuracy of quotations and references and their correct attribution, and for submitting articles in time and in proper form for publication. The authors bear the responsibility for securing written permission, when necessary, for figures, tabular materials, photos, or any other material protected by U.S. or international copyright laws. Attribution for figures or other materials should be given with the article.
Article Preparation and Form

The article should be double-spaced and typed on one side only of white bond paper, 8.5 x 11 inches. Do not use proportional spacing; do not use right justification. The best reproduction is obtained from an IBM Selectric, Courier typeface. Do not send articles on dot matrix printers. Include references, quotations, figure captions, and tables.

Photographs

Send sharp, clear black-and-white photographs, at least 3 inches x 5 inches. Send caption(s) for each photo, specifying credit line if applicable. All copyrighted photograph and/or illustration must be furnished with a permission to be used in the REPORT.

Figures, Graphs, and Charts

Photographic reproductions of figures, graphs, and/or charts, 8 inches x 10 inches or smaller format are preferred. Figures, graphs, and/or charts produced by pen plotters used with microcomputer software are acceptable; reproduction on glossy paper is preferred. Send caption(s) for each illustration, with appropriate permission for use.

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Textual Elements

It is the policy of the REPORT’s editors to comply with the guidelines of the United States Government Style Manual and of American Antiquity for the stylization of headings, numbers, metric measurements, mathematical and statistical copy, dates, quotations, italics, capitalization, hyphenation, abbreviations, and accents as well as references cited in text.

Finally, the editors also conform with American Antiquity for the stylization of gender in language. Specifically, it "discourages the employment of male third person pronouns and the use of generic "man" in reference to non-sex-specific semantic categories. More comprehensive terms (e.g., "one," "people," "humans," "they") are employed in grammatically correct constructions, as a matter of equity." (Editorial Policy and Style Guide for American Antiquity. American Antiquity 48[2]:429)
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