The Importance of NAGPRA

By Joe Sarcinella, Senior Advisor & Liaison for Native American Affairs, Office of the Secretary of Defense

The Native American Graves Protection and Repatriation Act (NAGPRA) affords the Department of Defense (DoD) an opportunity to create longstanding, mutually beneficial, working partnerships with the indigenous communities of the United States. NAGPRA compliance at times can prove to be difficult at the installation level because of growing budget cuts and personnel shortages, but it is the goal of DoD to work creatively in these difficult fiscal times and continue to build strong lasting relationships with tribal governments and Native Hawaiians. The entire Federal government is still diligently working to fulfill all of its obligations outlined under the 1990 law, and while there is vast room for improvement, DoD continues to make strides in fulfilling its statutory obligations. At the end of the day, NAGPRA is a way for the Federal government to respect a basic human right of our first inhabitants, the recognition of their familial and cultural ties to their deceased ancestors.

The Success of NAGPRA and the National NAGPRA Program

By Melanie O’Brien, Program Manager, National NAGPRA, NPS

The Native American Graves Protection and Repatriation Act (NAGPRA, 25 U.S.C. §3001, et seq.) was signed into law on November 16, 1990, to address the rights of lineal descendants, Indian tribes, and Native Hawaiian organizations to Native American cultural items, including human remains, funerary objects, sacred objects, and objects of cultural patrimony. NAGPRA is an important milestone in human rights legislation, offering recognition of tribal customs, beliefs, and traditions. Many NAGPRA practitioners – including Indian tribes, Native Hawaiian organizations, museums, and Federal agencies – have reported respectful and productive relationships resulting from NAGPRA work.

The National NAGPRA Program, a program within the National Park Service (NPS), assists the Secretary of the Interior in implementing NAGPRA. NPS has compliance obligations for parks separate from the National NAGPRA Program. National NAGPRA is the omnibus program, the constituent groups of which are all Federal agencies, museums that receive Federal funds, tribes and Native Hawaiian organizations, and the public. Through fiscal year (FY) 2015, the National NAGPRA Program has:

- Published over 2,500 Federal Register notices for over 52,000 individual sets of human remains and 1.5 million cultural items;
- Administered over $43 million in grants to Indian tribes, Native Hawaiian organizations, and museums;
- Supported a Federal Advisory Review Committee during 56 meetings since 1992; and
- Provided regular in-person and online trainings, including through videos on YouTube.

The Native American Graves Protection and Repatriation Review Committee was established to monitor and review the implementation process and repatriation activities under the Act, with members appointed by the Secretary of the Interior. The Review Committee meets in person twice a year and reports annually to Congress. The 59th meeting of the Review Committee was held in Missoula, MT on July 13-15, 2016.
Section 3 of NAGPRA (25 U.S.C. §3002) requires Federal agencies to take certain actions related to the ownership or control of Native American cultural items which are excavated or discovered on Federal or tribal lands after November 16, 1990. The National NAGPRA Program regularly provides technical assistance to Federal agencies related to excavations and discoveries of cultural items on Federal and Indian lands.

After more than 25 years, many key issues still confront and challenge NAGPRA implementation, including the lack of adequate lands for reburial of cultural items and limited resources for all NAGPRA constituents. One potential solution that addresses both of these issues is the formation of regional coalitions. For example, the Colorado Lands Repatriation and Reinternment Workgroup has developed cooperative agreements between Indian tribes, museums, state agencies, and Federal agencies to identify appropriate and secure lands for reburial of cultural items. These agreements foster ongoing consultation among constituent groups and encourage increased efficiencies for sharing limited resources and implementing the NAGPRA process. In addition, these regional coalitions can serve as valuable resources for other constituents faced with similar challenges. NAGPRA compliance and implementation continues to be a challenging but rewarding part of cultural resources management.

NAGPRA Training Courses Available from NPS

Adapted from the NPS National NAGPRA website

The NPS National NAGPRA program has developed a series of training opportunities, both in-person and online. The following is a summary of these opportunities. Please visit their website for the complete list of training opportunities available.

In-Person Training

In-person training, offered in partnership with the National Preservation Institute (NPI), provides participants with the practical knowledge and tools needed to support their NAGPRA efforts. Scholarships and travel grants are available through NPI, as long as funds are available, for the training seminars listed below.

- NAGPRA and ARPA
- NAGPRA Essentials
- NAGPRA: Preparing for and Writing Grant Proposals

Online Training

The NPS National NAGPRA program has developed free online training to guide stakeholders through NAGPRA requirements and policies. Below is a selection of trainings offered. Visit the NAGPRA training website for a complete listing of training courses and webinars available online.

- NAGPRA Basics Training: part 1/2 and part 2/2 (FREE).
- NAGPRA Webinars: Some webinars have been recorded and are available to view. Recorded live, these 60 to 90 minute presentations allow viewers to experience the original sessions. These free webinars include:
  - The Ingredients of a Successful NAGPRA Grant Application
  - Determining Aboriginal Lands Under NAGPRA
  - State Protocols and NAGPRA
  - A Demonstration of the National NAGPRA Program Databases
  - Facilitating Consultation on, and the Repatriation/Disposition of, Native American Human Remains
National Public Lands Day Funds Available

Adapted from the National Public Lands Day website

National Public Lands Day (NPLD) is the largest, single-day volunteer effort for public lands. Seven Federal agencies, including the Department of Defense (DoD), as well as nonprofit organizations and state, regional and local governments participate in the annual day of caring for public lands. In 2015, the 22nd annual National Public Lands Day occurred on Saturday, September 26 with approximately 200,000 volunteers working at over 2,520 public land sites in all 50 states, the District of Columbia and Puerto Rico. NPLD 2016 will take place on Saturday, September 24, 2016.

Funding for projects on DoD lands is awarded via the DoD Legacy Resource Management Program to implement natural and cultural resources restoration and enhancement projects. Since 1999, the National Environmental Education Foundation (NEEF) has managed the competitive application process for NPLD Legacy Awards.

A NPLD Legacy project may involve regional ecosystem management initiatives, habitat preservation efforts, archaeological investigations, cemetery maintenance, or other cultural and natural resources protection and restoration activities. The NPLD DoD Legacy Award offers up to $6,500 in funding for installation-level volunteer work projects on DoD properties. Eligibility requirements and application information can be found here or contact TaKeisha Bobbitt at legacy@neefusa.org or 202-261-6462. In 2015, 30 DoD Legacy Award recipients hosted events on Army, Air Force, Marine Corps and Navy facilities.

Examples of past cultural resources projects completed using NPLD funds include:

- Halealoha Haleamau Burial Platform Enhancement, Joint Base Pearl Harbor-Hickam, (JBPHH) Hawaii: Volunteers enhanced the Halealoha Haleamau Burial Platform, a site that contains the remains of ancient Hawaiians by cutting the surrounding Naupaka hedge and planting Ti Leaf along the perimeter. JBPHH’s Archaeologist and Cultural Resources Specialist gave an educational brief on the surrounding area and the significance of the burial platform and the Navy’s responsibility to maintain it.

- Cemetery Enhancements, Camp McCain Training Center, Mississippi: Volunteers were involved in a cemetery clean up and marker dedication to help restore two historical cemeteries. Participants also improved fencing and removed 50 pounds of trash. The Camp McCain Training Center Environmental Officer gave a briefing that explained the mission of Camp McCain and the history of the cemeteries. The local newspaper published an article about Camp McCain's NPLD project, which generated interest in the community for future projects.

- Bethel Park Restoration Project, Langley Air Force Base, Virginia: 108 volunteers from Langley Air Force Base and the local community participated in a series of work days as part of the Legacy Award included the creation of a nature trail at the Battle of Big Bethel Civil War Monument. The project raised awareness of the cultural resources at Bethel Park Outdoor Recreation and Family Campground by offering an opportunity for park visitors to learn about the historic Battle of Big Bethel while traversing through a scenic woodland.

Additional examples of cultural resources projects can be viewed here.
Each year since 1962, the Department of Defense (DoD) has honored individuals, teams, and installations for their outstanding achievements and innovative work protecting the environment while sustaining mission readiness. The 2016 Secretary of Defense Environmental Awards recognize accomplishments from October 1, 2013 to September 30, 2015. A diverse panel of judges with relevant expertise representing Federal and state agencies, academia, and the private sector evaluated all nominees to select one winner for each of the nine categories that cover six subject areas: natural resources conservation; environmental quality; sustainability; environmental restoration; cultural resources management; and environmental excellence in weapon system acquisition.

Cultural Resources Management, Large Installation Award

The Cultural Resources Management, Large Installation award recognizes efforts to promote cultural resources stewardship in DoD through effective examples of cultural resources management. The award is designed to showcase DoD’s stewardship of its extensive cultural resources, including archaeological sites, the historic built environment, and cultural landscapes. Desired initiatives include partnering with external stakeholders such as Native Americans, State Historic Preservation Officers, local communities, and those working with internal installation stakeholders such as master planning, public works, and range management. Through cultural resources management programs, DoD identifies areas likely to contain cultural resources and works to protect these assets for future generations. The 2016 winner of the Cultural Resources Management, Large Installation award is White Sands Missile Range, New Mexico.

White Sands Missile Range, New Mexico

White Sands Missile Range (WSMR) was established in 1945 and is the birthplace of America’s missile program. WSMR encompasses over 3,200 square miles, making it the largest overland test facility in the United States. The installation supports the U.S. Army’s Test and Evaluation Command in addition to the Navy, Air Force, National Aeronautics and Space Administration, and the Defense Threat Reduction Agency. WSMR houses two national historic landmarks (NHL). One of these NHLs is Trinity Site - the location of the first atomic explosion. Another NHL is the V-2 Launch Complex, which is the site of the first generation of rocket testing in the US. WSMR also encompasses 8,300 other resources, including prehistoric archaeological sites dating from Paleo-Indian to historic, historic military landscapes, historic ranches, mines, and several Cold War-era sites.

(continued on page 5)
WSMR’s major accomplishments in FY14-FY15 include:

- WSMR completed survey and site evaluations of 92,000 acres, which supported the Network Integration Evaluation test events. These events involve more than 5,000 troops and rely on access to large areas for maneuver and operational testing.
- The Cultural Resources Management (CRM) Team digitized 40 years (1950-1990) of the historic Wind and Sand base newspaper. The project created a public website where issues are available both for download and as a realistic “flip view” newspaper. All issues are searchable by publication date/keyword.
- The team coordinated the first WSMR archaeological field school in FY 2014. The field school was coordinated through New Mexico State University (NMSU) and performed at the Cottonwood Spring Pueblo site. The field school produced a wealth of data that can be used to address questions about climate and environmental changes and demonstrates how these changes may affect the Pueblo community.
- The team provided facilities reduction support by developing a memorandum of agreement with the city of Green River to mitigate the potential adverse effects of demolishing the Green River Test Site. The Test site was once an active WSMR annex in Utah and was evaluated and determined to be eligible for inclusion in the National Register of Historic Places as a military landscape. This Cold War facility is slated for demolition in FY 2016. Mitigation measures include an interactive e-book for educational use, restoration of a scale model Athena missile in a local park, and development of interpretive signage to accompany the model Athena missile.
- The CRM team used archiving software to create a searchable platform for informational resources like historic drawings, photographs, newspaper articles, videos, and State Historic Preservation Officers’ consultations. They partnered with NMSU’s Public History Program to populate a database with 2,552 separate entries, providing a streamlined and cost-effective evaluation process.
- Partnering with the Mescalero Apache tribe, the team executed a project to teach Mescalero youth about traditional use of plants at WSMR in Apache culture. The project resulted in the publication of an informational field brochure about traditional plant use.

**National Center for Preservation Technology and Training Stone Building Database**

*Article adapted from National Center for Preservation Technology and Training (NCPTT) Press Release.*

The National Park Service launched a [website](#) with information about the stones that built America. Stone is an important building material used in many of the Nation’s most significant historic places. The National Register of Historic Places, contains over 35,000 buildings, monuments, and sites where stone was used. The website, named the National Building Stone Database, is part of an ongoing effort to document important quarries and the stone they produce. “The database is intended as a tool for the historic preservation community to use in identifying matches for stone used to repair historic buildings and monuments,” said Kirk Cordell, Executive Director of the National Center for Preservation Technology and Training (NCPTT), where physical samples are housed. “Many quarries, like those that supplied the brownstone used in landmark buildings in New York City, Boston, and Chicago, have closed. It is increasingly difficult to find suitable matches for repair work.”

Conceived and built by former NCPTT Architectural Conservator Ed FitzGerald, the database currently contains over a hundred types of stone. It remains a work in progress, and researchers will continue to document and add new stones into the future. “Right now we are focusing on collecting stone that is available from active quarries,” said Cordell. “As the project grows, we hope to add examples of stone from historic sites and document buildings and monuments where we know specific types of stone were used.” The National Park Service is looking to continue to expand the database and physical collection and is accepting donations of stone from quarries and private individuals. Details about donating stone can be found on the [website](#).
Joint Base Lewis-McChord (JBLM) initiated a program to celebrate its 100th anniversary, including the identification of significant features from its construction in 1917. One of the most significant camp objects was the world’s tallest flagpole and largest flag. While the flagpole is no longer there, JBLM personnel believed the 50-ton concrete block that held the flagpole could be located. Photographic evidence suggested that the massive block would be located in the backyard area of the senior officer homes on flag circle. Before the Cultural Resources Program could develop a strategy to locate the flagpole base, it was found during the widening of a roundabout at JBLM headquarters and the senior officer homes. In order to complete the road construction, the flagpole base had to be either destroyed or relocated. To preserve the history, it was moved a short distance to a new site so it could be interpreted.

The recently-discovered massive flagpole base recalls a remarkable story. In early September 1917 as draftees arrived at Camp Lewis, a Tacoma newspaper launched a fund raising drive to purchase the world’s largest flag to fly at Camp Lewis. During the fund raising effort Camp Jackson, South Carolina erected a 135-foot tall steel flag pole and claimed it was the tallest in the United States. Washington citizens proud of their donation of land for Camp Lewis decided to fund the world’s largest flag on the tallest flagpole. Quickly money was collected to purchase the largest flag, a 60-foot by 90-foot flag, weighing 257 pounds. However, locating a straight tall fir tree pole took several months. In Western Washington, loggers found a 346-foot fir tree and shaped it into a 314-foot flagpole. To strengthen it, two steel plates were spliced into the flagpole. A steam-powered winch was used to erect the world’s tallest flagpole in a 9-ton concrete block. On October 12, 1918 the massive flag was raised and as it unfurled a loud cracking was heard. The flagpole broke into three pieces; its status as the tallest and largest flag was short lived. From the three broken pieces, a 214-foot flagpole was created to be stronger. The second pole was placed in a 50-ton concrete block with a five dollar gold piece under the pole to thwart hoodoo. This flag was dedicated on November 12, 1918. Major General Joseph Leitch, the Camp Lewis commander, spoke as the flag unfurled and continued to speak as the sound of it ripping apart could be heard. After the second failure, a smaller flag was flown. When a new Fort Lewis headquarters building (now JBLM headquarters) was built in 1934, the 214-foot flagpole was abandoned and a 75-foot steel pole was erected in front of the new building. The original flag and flagpole disappeared.

On April 29, 2015 while widening the roundabout by the JBLM headquarters, the massive concrete block of the 214-foot flagpole was uncovered. It turned out to be 65-tons instead of the 50-tons as was originally reported. To preserve the concrete block, a heavy duty crane was brought to the site and moved it a short distance away to its new location. The five dollar gold coin remained buried deep in the block. The top portion of the base will be exposed and a ten-foot tall pole will be placed in the base. An interpretative sign will tell the story. JBLM Cultural Resources Manager, Donna Turnipseed, and Public Affairs Officer, Joe Piek, have drafted signage that will include a graphic showing that this ten-foot pole is only 1/30th of the size of the first and tallest pole.
Sacred Sites Guidance

In 2012, the Departments of Defense, Interior, Agriculture, and Energy and the Advisory Council on Historic Preservation entered into the “Memorandum of Understanding Regarding Interagency Coordination and Collaboration for the Protection of Indian Sacred Sites.” The agreement commits the signatories to interagency coordination and collaboration for the protection of Indian sacred sites. The memorandum of understanding also requires agencies to inform the public about the importance of maintaining the integrity of Indian sacred sites and the need for public stewardship in the protection and preservation of such sites.

In July 2015, the signatories published two new documents. The first is a policy statement addressing the need for federal agencies to be sensitive to tribal concerns about the confidentiality of certain information. The second is an information paper aimed at the general public and state and local agencies to help them understand the importance of protecting Indian sacred sites.

The documents and other information on this effort can be found on the ACHP’s website.

Hill Air Force Base Native American Consultation

By Anya Kitterman Archaeologist and Cultural Resource Manager, Hill AFB

Hill Air Force Base (AFB) and its associated Utah Test and Training Range (UTTR) encompass nearly 950,000 acres, and is the second largest installation in the US Air Force (USAF). This land borders the Great Salt Lake and houses hundreds of prehistoric and historic sites on the base and throughout the Utah West Desert. Due to the area’s dynamic history, currently 21 tribes, located in eight states from the Canadian to the Mexican borders, have identified ancestral land on Hill AFB property and are consulted with on a regular basis. This diverse population has led to unique tribal consultation challenges. One way in which Hill AFB has worked to tackle this is through an Annual American Indian Meeting for which all consulting tribes are invited to attend.

The meeting started in 2005 and has since grown to include a partnership with the Army’s Dugway Proving Ground who joined in 2008 and the Utah National Guard who joined in 2012. The annual meeting had its first tribal co-host in 2014 with the Confederated Tribes of the Goshute Reservation. The meeting has continued to expand and enhance the Hill AFB consultation model for the last 10 years. Hill is proud and excited to have celebrated the 10th anniversary of the American Indian Meeting in August 2015. This year’s meeting was hosted by 75th Air Base Wing Vice Commander, Colonel R. Wade Lawrence, and co-hosted by Chairwoman Corrina Bow of the Paiute Tribe of Utah, headquartered in Cedar City, Utah. Through two days of meetings, cultural presentations, and local site visits, Hill AFB continued to build on its relationships with consulting tribes, and worked together towards further improving communication in the future. This year’s agenda featured presentations by the cultural resource managers from each military partner; an eagle study presentation by Hill AFB’s natural resource manager; a tribal leader forum; a site visit to Parowan Gap; and Paiute traditional activities such as Que Pauk (a traditional Paiute version of field hockey), basket making, and a Paiute language demonstration. Hill AFB and the USAF look forward to this year’s meeting and continuing to build these valuable tribal relationships.
A Department of Defense’s (DoD) American Indian Cultural Communications and Consultation Course (AICCCC) will be held October 25-27, 2016, at the Olympic Lodge, Bremerton, Washington. This training session will be specifically targeted to Navy Region Northwest and their registration requests will be given first priority. Classes will be conducted from 0800-1700 hours. One evening program is also part of the course instruction. American Indian specialists in history, culture, and intercultural communication, and DoD legal staff will teach this acclaimed training.

This FREE introductory course provides valuable information for DoD employees whose work could affect Indian tribes and for those already working with tribes and tribal members. The training will include:

- History of Indian laws and the legal basis for DoD American Indian and Alaska Native Policy
- Federal law and policies that impact DoD relationships with Indian tribes
- Explanation of DoD’s Instruction 4710.02, “DoD Interactions with Federally Recognized Tribes”
- Introduction to tribal concepts and cultures
- Intercultural communication practices
- Strategies and steps for consulting with tribes

If you would like to REGISTER, please email the following information to Chris Allen, no later than October 1, 2016: 1) your first and last name; 2) military rank, if applicable; or status as a DoD employee or contractor 3) job title; 4) military branch; 5) installation location and mailing address; 6) your email address; 7) your direct telephone number; and 8) briefly, your reasons for wanting to take the course and whether you have any experience working with tribes.

We will confirm your approved registration via email and provide you with more detailed information about transportation, course location, lodging options, and other logistics. For more information, contact Mr. Allen at william.callen.240.ctr@mail.mil or at (571) 372-6894 (EST).

Safeguarding Military Information in Historical Studies Handbook


The Safeguarding Military Information in Historical Studies handbook aids Department of Defense (DoD) cultural resources managers (CRM) and their contractors in understanding the potential for the unauthorized disclosure of national security information in historical reports. This information should be protected from public release and the handbook provides guidance on how to avoid such disclosure for cultural resources projects. The content of cultural resources reports may appear to contain information that should be protected from public release (other than protected archaeological information), but sometimes cultural resources reports can aggregate and inadvertently release protected information. Without training in protecting national security information, it can be difficult to recognize military information that should be safeguarded in cultural resources reports. It is possible that a piece of information, which seems minor to the cultural resource professional, may in fact be a critical piece of information that needs to be protected from public release.

Examples of types of information that may be sensitive include:

- providing specific details about military materiel or missions that are still considered operationally critical;
- putting together a history using disparate unclassified sources that actually results in a document that should be classified or otherwise protected;
- using information that you thought had been properly released, but was actually an unauthorized disclosure; and
- using data that is not actually classified, but is considered controlled and should not be released.

Using the handbook, DoD CRMs and their contractors can learn about the requirements for safeguarding information, how it can affect their project schedules and budgets, how best to plan and execute their projects to incorporate security and public affairs requirements, working with the contracting officer, and handling information that should be protected. It integrates multiple DoD documents to provide one resource for CRMs to understand the world of security and policy reviews.

Please click here to read the handbook. For additional previous Legacy projects, please see the Cultural Resources Program website.
The Department of Defense (DoD) maintains thousands of historic and cultural resources that form an integral part of mission support and readiness. The Department’s cultural resources are the Nation’s heritage and the Department holds these assets in trust for all Americans. As stewards of the Nation’s largest inventory of Federally owned historic properties, DoD strives to maintain and interpret those resources it manages to support the defense mission and to preserve military and cultural heritage for future generations. Cultural resources are mission enhancing assets, connecting our fighting men and women with their proud history and traditions. The Department continues to use and maintain some of the Nation’s most treasured cultural resources as an integral part of mission support and readiness.

The DoD historic property portfolio includes approximately 70 National Historic Landmarks, nearly 700 entries on the National Register of Historic Places, and over 19,000 individual historic properties, including over 16,700 known archaeological sites and 3,200 historic buildings. The majority of these resources are managed at the installation level by the Military Services, working closely with various stakeholders, including Indian tribes, State Historic Preservation Officers, and the Advisory Council on Historic Preservation. This ensures DoD’s compliance with applicable Federal laws, Executive Orders, and regulations, while simultaneously supporting the Department’s national defense mission.