

RELEASED

RESTRICTED - Not to be released outside the General Accounting Office except on the basis of specific approval by the Office of Congressional Relations.

BY THE U.S. GENERAL ACCOUNTING OFFICE

Report To The Chairman, Committee
On Interior And Insular Affairs,
House Of Representatives

122755

Archeological Studies At
New Melones Dam In California

In December 1979, the Corps of Engineers transferred the operation of the New Melones Dam to Interior along with a \$2.2 million contract for archeological work and \$560,000 in unspent funds. Interior's Park Service reallocated some of its funds and increased the contract to \$2.8 million, but the Service's funds ran out before all the needed work was done to complete a final report. The Service terminated the contract in March 1980.

The Park Service, in May 1981, funded a \$1.3 million study to complete archeological and cultural resource work at New Melones using a new research design.

Reviewers of 3 completed volumes disagree on whether the study satisfactorily answers important archeological and cultural resource questions at New Melones. GAO's consulting archeologist and Interior's Departmental Consulting Archeologist are satisfied with the contractor's work. Interior plans no new studies at New Melones. If no new studies are done, it will have taken 18 studies over a 36-year period costing \$4.7 million to meet changing Federal requirements for archeological preservation at New Melones Dam.



122755

GAO/RCED-84-4
OCTOBER 25, 1983

526995
122392

Request for copies of GAO reports should be sent to:

**U.S. General Accounting Office
Document Handling and Information
Services Facility
P.O. Box 6015
Gaithersburg, Md. 20760**

Telephone (202) 275-6241

The first five copies of individual reports are free of charge. Additional copies of bound audit reports are \$3.25 each. Additional copies of unbound report (i.e., letter reports) and most other publications are \$1.00 each. There will be a 25% discount on all orders for 100 or more copies mailed to a single address. Sales orders must be prepaid on a cash, check, or money order basis. Check should be made out to the "Superintendent of Documents".



UNITED STATES GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548

RESOURCES COMMUNITY
AND ECONOMIC DEVELOPMENT
DIVISION

B-207909

The Honorable Morris K. Udall
Chairman, Committee on Interior and
Insular Affairs
House of Representatives

Dear Mr. Chairman:

This is our first report in response to your committee's request that we followup our prior reports on Federal archeology activities. It describes efforts that Federal agencies have made to recover and protect archeological and historical cultural resources at the New Melones Dam in California.

As arranged with your office, unless you publicly announce its contents earlier, we plan no further distribution of this report until 10 days from its release date. At that time we will send copies to the Director, Office of Management and Budget; the Secretaries of the Interior, Defense, and the Army; the Director, National Park Service; and other interested parties. We will also make copies available to others upon request.

Sincerely yours,

A handwritten signature in black ink, appearing to read "J. Dexter Peach".

J. Dexter Peach
Director

C o n t e n t s

	<u>Page</u>
DIGEST	i
CHAPTER	
I INTRODUCTION	1
New Melones project area	1
Federal archeological requirements	2
Objectives, scope, and methodology	4
II STATUS OF NEW MELONES	
ARCHEOLOGICAL STUDIES	5
Corps contract	5
Interagency task force	6
Interior studies	7
Comments on the adequacy of the Park Service's study	9
New Melones archeological and cultural resources manage- ment plan	10
Views of agency officials	11
APPENDIX	
I New Melones cultural resource projects and costs from 1948 to 1984	12

ABBREVIATIONS

GAO	General Accounting Office
NPS	National Park Service



D I G E S T

GAO reported¹ in December 1979 that Federal agencies had funded 15 archeological studies at New Melones over a 30-year period costing \$2.4 million. GAO concluded that Federal archeological and cultural resource work at New Melones had been clouded by the lack of Federal guidance on the adequacy of archeological preservation and who should direct the program. The Chairman, House Committee on Interior and Insular Affairs, requested GAO to bring him up to date on the status of Federal archeological and cultural (history, crafts, arts, skills, folklife, sites, buildings, structures, historic districts, and objects) resource studies at New Melones Dam. (See p. 1.)

In 1944 the Congress authorized the Army's Corps of Engineers to build the New Melones Dam to enlarge and replace the existing smaller Melones Dam. Construction which started in 1966 was completed in 1978. During the history of the New Melones Dam construction project, the Congress enacted several laws increasing the extent of archeological and cultural resource work required on Federal construction projects. (See p. 2.)

Since GAO's 1979 report, the operation of New Melones Dam had been transferred to Interior's Bureau of Reclamation and the archeological preservation work to the Park Service along with a \$2.2 million Corps contract and \$560,000 in unexpended funds. The Service re-allocated some of its funds and increased the Corps' contract to \$2.8 million to complete the archeological work, but the funds available ran out before completion of a final

¹"Uncertainties Over Federal Requirements for Archeological Preservation at New Melones Dam in California" (December 21, 1979, CED-80-29).

report. In March 1980, the Service terminated the contract. (See p. 5.)

In May 1981, the Park Service awarded a contract for a \$1.3 million study using a new research design to finally complete the archeological and cultural resource work at New Melones. Four volumes of a 10 volume report have been completed with the final volume scheduled for issuance in March 1984. (See p. 8.)

Three volumes were reviewed by Federal and non-Federal archeologists and historians, the Advisory Council on Historic Preservation, and the California Office of Historic Preservation. There was no consensus among the reviewers on whether the three volumes adequately answered the subjects addressed. (See p. 9.)

GAO's consulting archeologist and Interior's Departmental Consulting Archeologist are satisfied with the contractor's work. GAO's consultant said that the three volumes adequately covered the subject addressed but that it was not possible to fully evaluate the contractor's total effect until all 10 volumes had been reviewed. Interior's Departmental Consulting Archeologist said that at this time Interior plans no more archeological and cultural resource studies at New Melones Dam. If no new studies are done, it will have taken 18 studies over a 36-year period costing \$4.7 million to meet changing Federal requirements for archeological preservation at New Melones Dam. (See pp. 9 and 10.)

Federal law requires Federal agencies to develop a program to preserve and manage archeological and cultural resources located on Federal lands under their jurisdiction. Interior's Bureau of Reclamation completed a draft of a plan in June 1983 on how it expects to preserve and manage archeological and cultural resources at the dam. (See p. 10.)

VIEWS OF AGENCY OFFICIALS

Interior's Departmental Consulting Archeologist, after reviewing a draft of this report, said that generally the information presented was correct. Corps of Engineers and major contractor officials' comments were also considered in preparing the final report.

CHAPTER 1

INTRODUCTION

Our December 21, 1979, report entitled "Uncertainties Over Federal Requirements for Archeological Preservation at New Melones Dam in California" (CED-80-29), stated that Federal efforts to preserve archeological resources at the Dam have been clouded by the lack of Federal guidance on the adequacy of archeological preservation and who should direct the program. The Chairman, House Committee on Interior and Insular Affairs, requested us to follow up on our 1979 report on the status of New Melones archeological and cultural resource studies.

The New Melones Dam project has generated intense controversy over many years. Numerous special interest groups have expressed varying views on the uses that should be made of the New Melones natural resources. These groups included archeologists, white water rafters, environmentalists, historians, and agricultural interests. Some of these groups advocated the construction of the new dam and subsequent flooding of the area and others, like white water rafters, strongly opposed such actions. These conflicting interests, coupled with the extremely long time between the project's authorization in 1944 to its completion in 1978, along with new Federal environmental and natural resource laws increased the conflict and controversy over the project.

NEW MELONES PROJECT AREA

The New Melones Dam is located in the sparsely populated middle Stanislaus River basin in central California's Sierra Nevada foothills. The approximately 39-square-mile project area encompasses lands in both Calaveras and Tuolumne Counties. The topography, in the 500-to 2,500-foot elevation range, varies from rolling hills with little vegetation, other than oak trees and annual grasses, to steep, rugged, densely vegetated mountain canyons. Accessibility to much of the project is extremely difficult, especially in the rainy, snowy winter season. The summers are arid and hot with little or no rain.

This area has been described by archeologists and historians as being rich in cultural resources derived from Indian occupation, gold rush activities, water development, and ranching.

For many years it was apparent that building the New Melones Dam and filling its reservoir would affect numerous historic and archeological properties. Accordingly, the Federal Government sponsored a series of investigations to inventory and evaluate the significant archeological and cultural resources of the project area, to assess impacts of the project upon those

resources, and to mitigate¹ the adverse effects by various means of preservation and data recovery. Studies of the resources began as early as 1948, and in response to new Federal requirements, intensified between 1968 and 1983. (See app. I.)

Construction of the earth/rock-filled New Melones Dam began in 1966 and was completed in 1978. This dam replaces and inundates the smaller, 186-foot, concrete Melones Dam and its reservoir built in 1926. The 625-foot New Melones Dam is the second highest dam of its type in the United States. The dam began filling in 1979 and has been operational for almost 3 years. The reservoir has a 2.4 million acre-foot capacity and yields 210,000 acre-feet of water annually for irrigation. The hydroelectric powerplant is capable of generating 400 million kilowatt hours of electricity annually.

The lands in the vicinity of the project are now used for summer and winter recreation, cattle ranching, and forestry-related industries.

In December 1979, the Corps of Engineers, Department of Army, which built the dam, transferred responsibility to operate and maintain it to the Bureau of Reclamation, Department of the Interior.

FEDERAL ARCHEOLOGICAL REQUIREMENTS

The Federal role in preserving archeological and cultural resources began with the passage of the Act of June 8, 1906 (Public Law 59-209, Antiquities Act). This act gave the President authority to withdraw public lands from use for purposes of protecting prehistoric and historic ruins, monuments, and objects located on Federal property. A national policy of preserving historic resources of national significance for public use and inspiration was established by the Act of August 12, 1935 (Public Law 74-292, Historic Sites Act). The Secretary of the Interior, acting through the National Park Service, was given the authority to survey, document, evaluate, acquire, and preserve archeological and historical sites, buildings and objects throughout the country.

Later, the Act of June 27, 1960 (Public Law 86-523, Reservoir Salvage Act) gave the Secretary of the Interior responsibility for preserving archeological data that might be lost through federal or federally licensed dam construction. The Act of May 24, 1974 (Public Law 93-291, Archeological and Historic Preservation Act) significantly expanded the scope of the Reservoir Salvage Act of 1960 by requiring preservation of significant historical and archeological data affected as a result of

¹Mitigation as used in this report is defined as the process of reducing the adverse impacts on archeological and other cultural resources caused by construction or other projects which would destroy or otherwise harm these assets.

any Federal or federally related land modification activity. The act gave the Secretary of the Interior the responsibility for coordinating and administering a nationwide program for the recovery, protection, and preservation of scientific, prehistoric, historic, and archeological data which would otherwise be damaged or destroyed. This act, referred to as the Moss-Bennett Act, for the first time authorized agencies to expend up to 1 percent of the project's cost for archeological survey and recovery of data at sites impacted by Federal construction projects.

In the period between enactment of the 1960 act and its expansion in 1966, the National Historic Preservation Act (Public Law 89-665) was passed. This act established the Advisory Council on Historic Preservation and provided partial Federal funding for State historic preservation offices. In addition, Section 106 of the act requires Federal agencies to "take into account" the effect of their projects on any district, site, building, structure, or object that is included in or eligible for the National Register and to provide the Advisory Council a "reasonable opportunity" to comment on the undertaking.

In the Archeological Resources Protection Act of 1979, the Congress found that archeological resources on public and Indian lands were increasingly being endangered because of their commercial attractiveness. The act provided for protection of the resources and established penalties for violations.

The National Historic Preservation Act Amendments of 1980 clarified the responsibilities of the Secretary of the Interior, the Advisory Council on Historic Preservation, and the heads of Federal agencies to provide better guidance for the national historic preservation program at the Federal, State, and local levels. The duties of the Secretary of the Interior under the 1980 amendments were both reinforced and expanded.

In addition to these mandates, Federal agencies must also consider the National Environmental Policy Act of 1969 (Public Law 91-190) which requires them to assess environmental aspects of major Federal actions significantly affecting the human environment, including their effect on cultural resources. Executive Order 11593 is designed to ensure that Federal agencies record, preserve, and maintain archeological, historical, or cultural resources.

Until 1978, the Park Service was the Federal focal point for identifying and preserving archeological and historical sites. In January 1978 the Secretary of the Interior transferred most of these responsibilities to the Heritage Conservation and Recreation Service. It retained these responsibilities from 1978 until 1981 when it was abolished by the Secretary and the responsibilities and employees were reassigned to the National Park Service. When the Corps transferred the New Melones Dam to

the Bureau of Reclamation in 1979, the Park Service² assumed responsibility for meeting Federal archeological and cultural resource requirements.

OBJECTIVES, SCOPE, AND METHODOLOGY

This review was conducted to provide a status report on the progress Federal agencies have made since our 1979 report to preserve and protect the New Melones archeological and cultural resources. The final report synthesizing over 30 years of study will not be completed until March 1984.

We interviewed Federal officials and reviewed records and correspondence in the Department of the Interior, including the Park Service and the Bureau of Reclamation; the Advisory Council on Historic Preservation; the Small Business Administration; and the Corps of Engineers. Information was also obtained from the Corps' contractor and its former principal investigator who was conducting the archeology program when we reviewed it in 1979.

We also obtained information from the principal investigator of the Park Service's current archeological contractor who is responsible for completing all previously started efforts and preparing in-depth reports on the progress made and the information developed by these efforts. We also contacted or reviewed reports by those groups and individuals having special interests in the project. These included the California Office of Historic Preservation, Society for California Archeology, and archeologists and historians in California academia.

We were assisted by a consultant, Dr. Charles R. McGimsey III, Director, Arkansas Archeological Survey, University of Arkansas, who is a nationally known and respected archeologist.

Although we did not obtain official comments from Interior, the Corps or their contractors, officials of these organizations commented on the information presented in our draft. These comments were considered in the final report. Except as noted above we made our review in accordance with generally accepted governmental auditing standards.

²Although the Heritage Conservation and Recreation Service actually assumed the Federal responsibility for meeting archeological and cultural resource requirements at New Melones in 1979, we have substituted Park Service here and throughout the report, because The Heritage Conservation and Recreation Service had such a short existence and its assumption of Corps archeological contracts was subsequently assumed by the Park Service.

CHAPTER 2

STATUS OF NEW MELONES

ARCHEOLOGICAL STUDIES

During the period between the 1944 authorization to enlarge and replace the "old" 1926 Melones Dam and the 1979 completion of the New Melones Dam, the Congress enacted several new laws increasing the extent of archeological and cultural resource work required on Federal construction projects. Contracts awarded during this period by the Smithsonian Institution, the National Park Service and the Corps of Engineers, produced 15 archeological and cultural resource studies of the area costing about \$3.3 million. The most significant contract was awarded in August 1978 by the Corps to Science Applications, Inc., totaling \$2.8 million.

In late 1979, the National Park Service assumed responsibility for archeological and cultural resource work at New Melones including the Corps' contract with Science Applications, Inc. The Service provided additional funding to the contractor to complete the work, but the funds ran out before the report was completed and the contract was terminated in March 1980.

To complete the archeological program at New Melones, the Service in May 1981 awarded a \$1.3 million contract to Infotec Development Incorporated, Huntington Beach, California. Infotec is in the process of preparing a 10 volume final report, the last volume scheduled for completion in March 1984. The Service also funded four small specific archeological studies totaling \$110,500.

Archeologists and historians who reviewed three completed volumes had mixed opinions on their adequacy in answering archeological and historical questions. Interior, however, is satisfied with the work and plans no more archeological and cultural resource studies at New Melones at this time.

The Bureau of Reclamation in 1979 assumed responsibility for operating and maintaining the Dam. In June 1983 Reclamation completed a draft plan on how it expects to preserve and manage archeological and cultural resources at New Melones Dam.

CORPS CONTRACT

When the Dam became operational in December 1979, the Corps of Engineers transferred the operation to Interior along with a \$2.2 million contract for archeological work and \$560,000 in unspent funds. Interior's Park Service reallocated some of its funds and increased the contract to \$2.8 million. However, funding ran out before a final report was completed and the Park Service gave official notice of contract termination on March 13, 1980. A contract closedown plan was put into effect, and by April 11, 1980, all the contractor's employees had left the New Melones site.

On April 21, 1983, Interior negotiated a final contract cost of \$2,806,364. While work at the site by the former Corps' contractor was terminated more than three years ago, actual cost of the contract will not be known until an audit of the contractor's records is made. The Interior Contracting Officer and Departmental Consulting Archeologist said that Interior requested the audit in order to be assured that costs charged to the contract were allowable. This audit is to be done by the Defense Contract Audit Agency in response to Interior's May 3, 1983, request.

INTERAGENCY TASK FORCE

The National Park Service upon assuming responsibility for the archeological and cultural resource work at New Melones established a task force to assess the work done by the Corps' contractor, determine whether additional work would be required, and estimate the cost of doing such work. The task force, composed of archeologists from Interior's Interagency Archeological Services, the Bureau of Reclamation, and a consultant, visited the New Melones site in December 1979 and issued a report on July 7, 1980.

The report stated that documentation of field excavation work was less than adequate and that the contractor's draft report would require more work before it could be finalized. A corporate official of Science Application, Inc. said that the field of archeology, especially determining sites for excavation, is highly judgemental and subjective. He also said that the Corporation followed the direction of the Corps in performing the field excavation and documentation work. According to Interior's Departmental Consulting Archeologist, the Park Service worked with the contractor to better document the field work and complete the report, but funding ran out and the contract was terminated.

The task force report recommended ways to complete the archeology program at New Melones. In the area of research design, the task force report recommended that, for adequate mitigation, the direction of any future study must provide for a good definition of the existing information and that the design should be evaluated in terms of its potential for answering questions important to both history and archeology based on what makes the resources significant. Interior's Departmental Consulting Archeologist said that significance should be based on the priorities of State historic preservation plans. He said that this would lead to an explicit research design and would provide the basis for an adequate definition of time and funding requirements. The task force said that the planned mitigation effort should also be coordinated with the State, the responsible Federal agency, and the Advisory Council on Historic Preservation.

In the area of project management, the task force recommended close monitoring of future contractors' ongoing work focusing on the technical progress and efficiency of the study.

The task force concluded that this area would require one or more experienced technical project officers to evaluate and guide a contractor's work to successful completion.

INTERIOR STUDIES

To complete the archeological and cultural resource work at New Melones, the Park Service awarded five contracts to three contractors totaling about \$1.4 million. Two contracts totaling about \$90,000 to one contractor were for surveying recreation sites and caves, two contracts totaling \$20,700 were for reports on Native Americans, and the other contract totaling \$1.3 million was to complete the major part of the archeological and cultural resource work at New Melones.

Downstream recreational sites and cave studies

In March 1981 Interior awarded a \$48,735 cultural resource contract to Professional Analysts under section 8 (a)³ for the completion of archeological surveys, subsurface testing, and evaluation of site significance in the recreation areas downstream from the dam. A report was issued in August 1982 covering 16 proposed recreation areas along the lower Stanislaus River between the New Melones Dam and the San Joaquin River.

The contractor recorded 31 cultural resource sites in the 16 recreational areas and recommended 25 sites for determination of eligibility for inclusion in the National Register of Historic Places. The report also noted that the planned development of recreation areas could affect 23 sites and recommended re-evaluation of the development to minimize or avoid such effects. According to the report, the sites have already yielded, or potentially could yield, information that is important to understanding developmental processes that transformed this region. These sites had a history of change ranging from a sparse population in the prehistoric period, to a dense population during the gold mining period, and finally to the present agriculturally oriented population.

In September 1981 Interior awarded a second contract to Professional Analysts under section 8 (a) totaling \$41,118 to investigate the archeological significance of a New Melones cave. Site work was completed in November 1981 and the final report was issued in January 1983. The report described geological, biological, and archeological research conducted at the cave and concluded that the archeological record provides additional information on prehistoric use of caves in the region.

³Section 8 (a) of the Small Business Act, as amended, gives the Small Business Administration the authority to enter into procurement contracts with Federal agencies for the purpose of subcontracting to small businesses. The authority is intended to help socially and economically disadvantaged small businesses achieve a competitive position in the financial marketplace.

However, the report also noted that the cultural data that was hoped to be present to integrate with geologic and faunal data was almost entirely missing. The lack of data was attributed to disturbed deposits resulting from a century or more of artifact pilfering. No recommendations were made for further study of the site.

Indian observer program and burial policy studies

In February 1981 Theodoratus Cultural Research was awarded two contracts totaling \$20,688. These provided for developing reports covering Native American participation in the archeological studies and concerns over Native American burial policies. The two reports prepared were entitled "Native American Consultation, New Melones Archeological Research Program," dated April 15, 1981, and "Native American Observer Program, New Melones Dam and Reservoir, California," dated June 1982.

Major study

In May 1981 Interior awarded a \$1 million contract to Infotec Development, Incorporated, under section 8 (a) to complete the major part of the archeological and cultural resource field work at New Melones based on the task force recommended research design. Contract modifications and amendments increased the contract to about \$1.3 million and converted it from a cost type contract to a fixed-price contract. As of June 30, 1983, all the field work had been completed and the contractor was in the process of completing a 10 volume report. The Park Service had a full time project officer monitoring the progress of the contracting work. According to Interior's Departmental Consulting Archeologist, the contractor is on time and meeting contract requirements.

The contractor completed major excavations at 3 sites and performed limited field work at 10 other sites to implement and refine Interior's research design. This work included excavations by mechanical trenching to bedrock, studying deposits exposed during trenching, and followup manual excavation where justified to further explore deposits. Additionally, the contractor cleaned, labeled, and stored artifacts and samples and conducted appropriate analyses.

The contractor had as many as 70 employees and 10 consultants at the project between April 1981 and June 1982. As of June 30, 1983, only four employees remained on the New Melones project. These employees were working on final analyses and writing reports.

As of August 30, 1983, 4 of the 10 volumes of the report had been completed and the contractor advised us that the final volume will be delivered in March 1984. The contractor is providing Interior with camera-ready volumes of the report. The following table identifies the report volumes and the estimated completion dates.

<u>Volume number</u>	<u>Contents</u>	<u>Actual or Estimated completion date</u>
1	Natural History	9-15-82
2	Cultural Background of Project Area	3-84
3	Research Design and Methods	2-28-82
4	Report on 1981 Archeological Work at Three Sites	7-18-83
5	Report on 1981 Work at 10 Historical Sites	6-30-82
6	Report on Pre 1981 Excavations and Data Analysis at Prehistoric Sites	9-30-83
7	Review and Synthesis of Research at Historic Sites	8-31-83
8	History of Town of Melones	9-30-83
9	Theoretical Synthesis (summary report)	3-84
10	Computer Data on Archeological Work	8-17-83

According to its Departmental Consulting Archeologist, at this time Interior plans on making the reports on the New Melones Dam project available to the public through the National Technical Information Service. The reports are to be stored on microfiche until requested and reproduced for a nominal fee.

COMMENTS ON THE ADEQUACY OF THE PARK SERVICE'S STUDY

At the completion of our field work in June 1983, all four of the reports under the smaller contracts had been completed. Additionally, three volumes of the major contractor's final report had been finalized--Natural History, Research Design and Methods, and Report on 1981 Work at 10 Historical Sites. The Park Service received comments about the adequacy of these volumes from Federal and non-Federal archeologists and historians, the Advisory Council on Historic Preservation, and the California Office of Historic Preservation. Our consulting archeologist also commented on the three volumes prepared by the major contractor.

There was no consensus among the reviewers on whether the report volumes satisfactorily addressed archeological and cultural resource questions at New Melones. Some reviewers indicated that the information seemed to be adequate to meet contract requirements, while others stated that the contractor's work had not produced new information and that the work was inadequate. Several historians, the Advisory Council, and the California Office of Historic Preservation said that the research design did not make adequate provisions for historical investigation and that qualified historians were not included in the project. There was also a belief that the program was oriented too much to archeological excavation and not enough to history.

Our consultant said that he felt that the three volumes adequately covered the subjects addressed, but that it was

impossible to evaluate the scientific adequacy, completeness or appropriateness of the total research effort at New Melones until all 10 volumes could be reviewed. He believes that there is some validity to the concern about the research design as expressed by the historians for, while it is true that the archival records can be studied later and the results integrated with the current research, maximum information can be obtained only when all aspects relevant to the research design are fully integrated from the beginning. The consultant's major criticism of Interior's research design is that it does not clearly establish the rationale for determining which sites were selected for investigation and does not make explicit the basis for eliminating the remaining sites from consideration. He said that, nevertheless, a great deal of valuable data has been recovered which is being analyzed and that the final report should make a significant contribution to our knowledge of the area.

Interior's Departmental Consulting Archeologist agreed that the reports looked at by our consultant perhaps did not clearly provide the rationale for the selection of sites for investigation under the program implemented by Interior. However, he stated that the rationale and the process by which the Department's program was developed are adequately described in the task force documents.

Interior's Departmental Consulting Archeologist pointed out that professional historians were involved and that their findings and recommendations were considered in developing the mitigation program for the New Melones Project. He further pointed out that Park Service's program was developed through a lengthy process of consultation and public meetings, out of which a memorandum of agreement was developed and signed by Interior, the California State Historic Preservation Officer (a historian), and the Advisory Council on Historic Preservation, which included stipulations that specified the research objectives and properties to be investigated. He said that the Park Service has complied with these stipulations to the fullest extent possible and any failure to meet the goals of the stipulations has been due largely to factors beyond Park Service's control and relates primarily to what was actually recovered from the investigation as opposed to what the Park Service hoped to recover. He also said that he is satisfied with the Park Service's work and that there are no plans to do more archeological and cultural resource studies at New Melones at this time.

If no new studies are done, it will have taken 18 studies over a 36-year period costing \$4.7 million to meet changing Federal requirements for archeological preservation at New Melones Dam.

NEW MELONES ARCHEOLOGICAL AND
CULTURAL RESOURCES MANAGEMENT PLAN

Federal law requires Federal agencies to develop a program to preserve and manage archeological and cultural resources

located on Federal lands under their jurisdiction. Federal law also stipulates that artifacts, objects and materials resulting from archeological investigations be permanently preserved in the public interest.

The Bureau of Reclamation in June 1983 completed a draft on a New Melones Cultural Resources Management Plan. The plan, scheduled for September 1983 completion, includes provisions for

- monitoring historic and cultural properties to protect them from vandalism;
- protecting significant caves;
- reviewing subsequent land use and management activities that might adversely affect historic and cultural properties;
- curating artifacts, objects, and materials; and
- establishing a cultural resource loan program.

Additionally, the proposed management plan provides for the development of

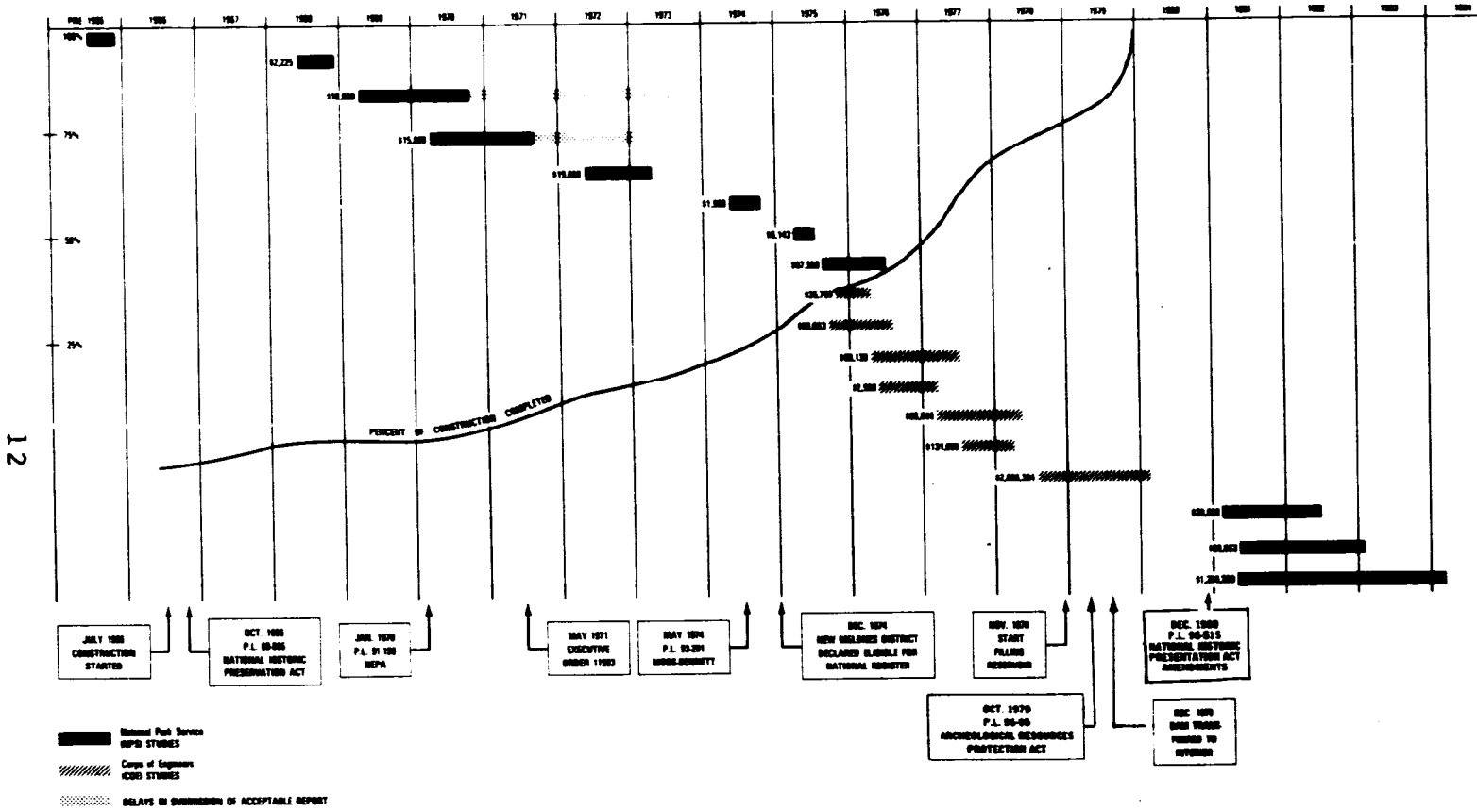
- guidelines for archeological research activities,
- an interpretive program for visitors to the project area,
- standard operating procedures to protect and enhance cultural values, and
- information-sharing systems and coordination programs with other Federal agencies and Indian tribes which have responsibilities within or adjacent to the dam area.

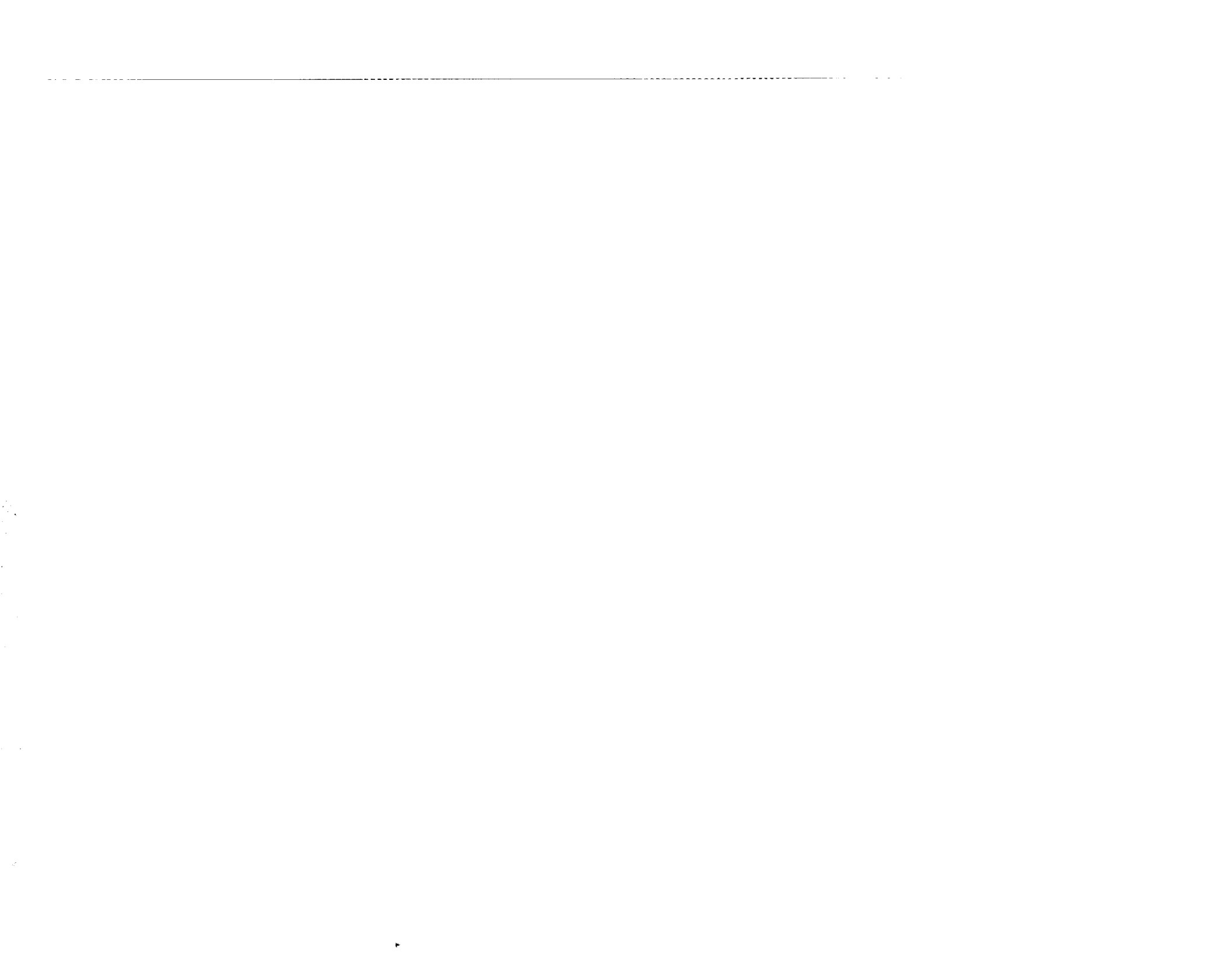
Artifacts, objects, and materials collected at the New Melones project ranged from soil samples from prehistoric sites to early twentieth century farming equipment. The Bureau budgeted \$75,000 in fiscal year 1983 to curate these items at New Melones. An administrative complex, including a display area, and informational booklets were planned at a cost of about \$255,000.

VIEWS OF AGENCY OFFICIALS

Interior's Departmental Consulting Archeologist, after reviewing a draft of this report, said that generally the information presented was correct. Corps of Engineers and major contractor officials' comments were also considered in preparing the final report.

NEW MELONES CULTURAL RESOURCE PROJECTS





26586

AN EQUAL OPPORTUNITY EMPLOYER

**UNITED STATES
GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548**

**OFFICIAL BUSINESS
PENALTY FOR PRIVATE USE \$300**

**POSTAGE AND FEES PAID
U. S. GENERAL ACCOUNTING OFFICE**



THIRD CLASS