



## CHAPTER 4

# Cultural Resources

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The earliest TVA-related archaeological surveys began in 1933 with the building of the first TVA dam at Norris, Tenn. As dam construction spread to sites across the region, archaeological surveys were conducted at various reservoir basins, including Wheeler, Pickwick, Guntersville, Chickamauga and Kentucky. Surveys conducted on TVA-managed lands from 1940 through 1960 were sporadic until the National Historic Preservation Act was passed in 1966. It requires federal agencies to consider the potential effects of a proposed action on historic properties and outlines an approach for agencies to consider in preserving cultural resources. Since the act was passed, TVA has conducted archaeological surveys on 30 reservoirs.

Over the last few decades, scientific and technological advancements have resulted in improved archaeological survey techniques. Because some investigations were conducted prior to the development of modern survey methods, archaeological survey coverage and site documentation on TVA-managed lands varies from site to site. To date, TVA has documented an estimated 11,500 archaeological sites on and adjacent to its reservoir and power properties. Approximately 5,320 historic structures have been identified on or near TVA-managed public lands. Of these, about 235 are considered either eligible or potentially eligible for listing in the National Register of Historic Places, 85 historic structures are listed in the register, and nine registered historic districts exist on TVA-managed lands. Authorized by the National Historic Preservation Act and administered by the National Park Service,

the National Register of Historic Places helps identify, evaluate and protect America's historic and archaeological resources.

The majority of the historic structure data has come from individual county surveys on file with the state historic preservation officers and from past TVA surveys, primarily associated with TVA's reservoir lands planning. Comprehensive work at South Holston, Douglas, Chatuge, Normandy and Tims Ford reservoirs and partial coverage at Boone, Fort Patrick Henry and Norris reservoirs supplemented these surveys.

TVA manages a number of significant archaeological sites that have made important contributions to the understanding of prehistory in the southeastern U.S. These resources include the Seven Mile Island Archaeological District (listed on the National

Register), Dust Cave in Alabama, the Hiwassee Island and Ledbetter sites in Tennessee, the Jonathan Creek site in Kentucky, and Yellow Creek in Mississippi, as well as hundreds of other sites that have been studied since the inception of TVA.

## 4.1 Goal

TVA will meet its stewardship responsibilities in the Tennessee Valley region through the sound management and protection of cultural resources. TVA is committed to maintaining its public lands in good environmental health to support multiple uses in meeting diverse stakeholder expectations.

## 4.2 Benefits

Through management efforts in this resource area, TVA expects to realize the following benefits:

- Effective and sustained protection of sensitive, nonrenewable cultural resources and their archaeological context under TVA's management
- Improved relationships with stakeholders that attach cultural value to TVA-managed lands
- Identification and management of historic properties pursuant to Section 110 of the National Historic Preservation Act in a manner that benefits both the resource and the public
- Increased education and awareness of the importance of protecting cultural resources through public outreach efforts
- Compliance with all relevant laws and regulations concerning cultural resources

## 4.3 Implementation Strategy

Cultural resources management is unique in that the majority of activities performed by TVA and other agencies are required under legal or regulatory statutes. TVA's management of cultural resources historically has been focused on complying with these requirements. As part of the NRP, TVA will strengthen the integration of cultural resources with other resource areas, helping to gain efficiencies in enforcement, identification and protection efforts.

Within cultural resources, TVA has structured its implementation strategy based on the following characteristics:

- Enforcement
- Protection
- Data management
- Public outreach and awareness





## Enforcement

TVA has a responsibility to both protect and enhance the broad array of resources found on the lands it manages across the Tennessee Valley region. As it relates to cultural resources, TVA currently utilizes two Archaeological Resources Protection Act (ARPA) officers on staff as well as coordinated enforcement efforts (both partnerships and public outreach campaigns) to monitor the approximately 293,000 acres of reservoir properties, as well as inundated lands that are periodically exposed in TVA reservoir

drawdowns. This level of effort meets legal and regulatory requirements, but it is difficult to efficiently and effectively monitor all archaeological sites on TVA properties. To this end, TVA will continue the use of the ARPA officers and will use the Thousand Eyes archaeological outreach program to enhance enforcement efforts. The Thousand Eyes program promotes public awareness of the resources in TVA's care and of the need for public involvement in this protection. As TVA hosts public events, it will promote the protection of these resources and ask the public to help TVA discourage looting.

## Protection

As a strategic priority, TVA will enhance its efforts to monitor and protect archaeological resources to prevent looting and shoreline erosion. The primary tool for doing so is the archaeological monitoring and protection program. Protection is a critical element in preserving these nonrenewable sites for future generations. TVA can also improve its preservation program to ensure a more

complete inventory of these resources for better overall cultural resource management. This program will provide the public with more information about TVA's nonrenewable cultural resources and, along with the Thousand Eyes program, will provide more information about the importance of protecting these resources. TVA's preservation program will also evaluate and nominate sites for protection on the National Register of Historic Places.



## Data Management

TVA currently maintains a historical and archaeological sites database. However, this information has been limited and is not regularly maintained. Data management needs to be a collaborative effort, both internally and externally. TVA will continue to collect data through its preservation program to support the identification and protection of historic sites. In addition, TVA has the opportunity to better leverage other internal information gathering processes to improve collection of data on cultural resources. For example, assessment of cultural resources can be integrated into the

existing lands condition assessment. Although this is an effective tool for habitat assessments, it currently does not evaluate cultural, water or recreation needs on these lands. In the future, TVA will align and integrate field level data collection efforts to cover all resource areas. All of the information gathered will be directly incorporated into the proposed cultural resources database. Additionally, TVA will seek opportunities to coordinate compatible data with tribes and state and other federal agencies in the region. This will strengthen the data sharing efforts and improve collaborative enforcement and protection activities across the Tennessee Valley.



## Public Outreach and Awareness

As mentioned above, public outreach is an essential part of TVA's cultural resources management program. Through the archaeological outreach program (Thousand Eyes), TVA will continue efforts to increase educational outreach to provide the best long-term protection of these resources by encouraging the public to take an interest

in resource protection. In addition, TVA will actively publicize and communicate its rich history to promote the importance of maintaining the historic resources (e.g., lands and cultural artifacts) in its care. These efforts will be accomplished in coordination with TVA's public engagement programs, supporting the development of partnerships, educational materials, and volunteer opportunities.



## 4.4 Measures of Success

Implementation efforts in this resource area will be regularly evaluated to track progress using the following measures of success:

Resource Area	Measures of Success	Time Frame
Cultural Resources	Protect 30-40% of critically eroding sites	20 years
	Evaluate for affiliation 70-90% of NAGPRA items on TVA land	20 years
	Conduct archaeological surveys on 60,000-100,000 acres of TVA land	20 years

## 4.5 Resource Area Programs

When developing the NRP, TVA identified programs and activities to support the goals of each resource area. The following

sections discuss each program in more detail, highlighting current activities, NRP activities, and expected implementation benefits. In addition, relationships between resource areas and other programs are discussed to help show linkages throughout the NRP.



### 4.5.1 Archaeological Monitoring and Protection

The archaeological monitoring and protection program ensures that TVA is protecting the archaeological resources located on its managed lands, pursuant to Section 110 of the National Historic Preservation Act and the Archaeological Resources Protection Act.

Within the NRP, this program aligns with the following programs from other resource areas:

- Reservoir Shoreline Stabilization/Riparian Management (Water)
- Threatened and Endangered Species Program (Biological)
- Natural Areas Program (Biological)
- Dewatering Projects Management (Biological)
- Forest Resource Management (Biological)
- Nonnative Invasive Plant Management (Biological)
- Nuisance Animal Control (Biological)
- Boundary Maintenance (Biological)
- Land Conditions Assessment and Land Stewardship Maintenance (Biological)
- Dispersed Recreation (Biological)
- Leave No Trace (Biological)

**Scope:** All TVA reservoir lands and power property are included for archaeological monitoring and protection.

**TVA Span of Control:** Direct control pursuant to relevant laws and regulations

#### Current Activities

TVA has historically taken measures to protect approximately 0.2 mile of shoreline containing archaeological resources each year. This primarily involves reducing shoreline erosion by using different biological and physical methods such as riprap and vegetative plantings. However, the level of effort



associated with this activity has decreased in recent years. TVA is required to protect archaeological resources under Section 110 of the National Historic Preservation Act and the Archaeological Resources Protection Act, but it has discretion in how to do this. Most recently, the majority of archaeological sites monitored and protected have been in conjunction with other TVA resource protection projects.

#### NRP Activities

- Protect archaeological sites of up to 0.6 tributary reservoir shoreline miles or up to 1.1 main stem reservoir shoreline miles per year
- Monitor archaeological sites on 150 to 250 miles of reservoir shoreline per year

### Expected Benefits

Assigning an economic benefit to archaeological sites is not always possible due to the sensitive nature of these resources and the meaning they share with the ancestral groups that place a cultural value on them. However, under the Archaeological Resources Protection Act, archaeologists are mandated to determine an “archaeological value” in the prosecution of criminal penalties under the act. In addition, a commercial value is often placed on the artifacts that are removed as a result of illegal activity. While placing a dollar amount on archaeological sites and artifacts can be controversial and must be handled in a sensitive manner, it is possible to estimate the amount of information lost each year due to looting and erosion.

In this perspective, key benefits of this program are:

- Preservation of several million dollars of scientific data annually
- Increased management knowledge and prioritization of resources in need of protection to help guide future management decisions
- Increased generation of accurate data on the annual loss of resources in order to better evaluate the need for protection of these resources
- Preservation of these nonrenewable resources for future generations
- Increased information gathered from these sites, providing a better understanding of the history of the nation and Tennessee Valley and providing enjoyment to the approximately 1.3 million people in the TVA region who visit archaeological sites



## 4.5.2 Archaeological Resources Protection Act

The Archaeological Resources Protection Act program ensures that archaeological resources and sites on TVA-managed lands are preserved and protected in accordance with the law.

The act provides civil and criminal penalties for violations of its provisions. A violation occurs when an individual excavates, removes, damages, or otherwise alters or defaces, or attempts to excavate, remove, damage, or otherwise alter or deface any archaeological resource located on public lands without a permit under the act.

**Scope:** All TVA-managed lands are included in the Archaeological Resources Protection Act program.

**TVA Span of Control:** Direct control pursuant to relevant laws and regulations

### Current Activities

The TVA Police have dedicated officers for the enforcement of the Archaeological Resources Protection Act criminal provisions. These officers typically conduct inspections with approximately 1,000 security checks per year. Four or five cases are brought to the U.S. Attorney's office each year for proposed criminal prosecutions. In addition, TVA manages and protects archaeological site information and provides permits for approved archaeological studies on TVA-managed lands.

### NRP Activities

- Conduct Archaeological Resources Protection Act inspections with 1,000 security checks per year

### Expected Benefits

Key benefits of this program are:

- Decreased incidences of looting through public awareness of the enforcement process
- Greater appreciation for cultural resources
- Recaptured costs through prosecutions of these crimes with fines of up to \$250,000 per incident.

### 4.5.3 Native American Consultation

The Native American consultation program involves consultations with federally recognized tribes to meet the objectives of the Native American Graves Protection and Repatriation Act, the National Historic Preservation Act, the American Indian Religious Freedom Act, Executive Order 13007 (Indian Sacred Sites, 1996), Executive Order 13175 (Consultation and Coordination With Indian Tribal Governments, 2000), the 1994 executive memorandum regarding government-to-government relationships with tribal governments, and the 2009 presidential memorandum regarding tribal consultation.

**Scope:** TVA consults as appropriate with the following federally recognized tribes who have a cultural interest in the Tennessee Valley region:

- Absentee Shawnee Tribe of Oklahoma
- Alabama-Coushatta Tribe of Texas
- Alabama Quassarte Tribal Town
- Cherokee Nation
- Chickasaw Nation
- Choctaw Nation of Oklahoma
- Eastern Band of Cherokee Indians
- Eastern Shawnee Tribe of Oklahoma
- Jena Band of Choctaw Indians
- Kialegee Tribal Town
- Mississippi Band of Choctaw Indians
- Muscogee (Creek) Nation of Oklahoma
- Poarch Band of Creek Indians
- Seminole Tribe of Florida
- Seminole Nation of Oklahoma
- Shawnee Tribe
- Thlopthlocco Tribal Town
- United Keetoowah Band of Cherokee Indians in Oklahoma

**TVA Span of Control:** Direct control pursuant to relevant laws and regulations

#### Current Activities

TVA conducts formal consultation with federally recognized tribes to meet the objectives of the laws and executive orders mentioned above. To facilitate such consultation, TVA has established a tribal liaison as the agency's point-of-contact. TVA conducts formal consultation workshops with federally recognized Native American tribes once every five years.

#### NRP Activities

- Coordinate and conduct consultation with federally recognized Indian tribes
- Conduct formal consultation workshops with federally recognized tribes every five years

#### Expected Benefits

Key benefits of this program are:

- Increased knowledge of cultural resources for TVA
- Development of possible partnerships with these tribes and their population of approximately 450,000 to educate the public about the importance of preserving nonrenewable resources, possible joint cultural preservation opportunities, and an improved understanding and application of diverse, cultural perspectives

#### 4.5.4 Native American Graves Protection and Repatriation Act

The Native American Graves Protection and Repatriation Act program ensures that the requirements of the act are being met. This provides for the protection of Native American human remains, funerary objects, sacred objects, and objects vital to Native American cultural identity.

**Scope:** All Native American human remains, funerary objects, sacred objects, and objects of cultural patrimony found on TVA-managed lands or otherwise under the control of the agency are included in this program.

**TVA Span of Control:** Direct control for compliance with this act and its associated regulations

##### Current Activities

TVA participates in a number of activities related to the Native American Graves Protection and Repatriation Act, including:

- Consultation with federally recognized tribes concerning those remains in TVA's control that may be culturally affiliated and assisting tribes in their repatriation
- Consultation with federally recognized tribes concerning disposition of remains in TVA's custody that are culturally unidentifiable
- Consultation with federally recognized tribes when NAGPRA items are inadvertently discovered or intentionally excavated

- Determination of disposition of NAGPRA items excavated or discovered after 1990
- Maintenance of NAGPRA inventory
- Preparation of NAGPRA notices of inventory completions

##### NRP Activities

- Comply with the Native American Graves Protection and Repatriation Act

##### Expected Benefits

Key benefits of this program are:

- Improved relations with federally recognized Native Americans
- Provision of equal treatment of the dead across ethnic affiliations
- Increased knowledge of cultural resources

### 4.5.5 National Historic Preservation Act Section 106

The National Historic Preservation Act Section 106 program manages compliance with the requirements of section 106 of the law, under which TVA must consider the effect of its actions on historic properties and allow the Advisory Council on Historic Preservation an opportunity to comment on the action.

Within the NRP, this program aligns with the following resource areas and programs:

- Dispersed Recreation Program (Biological)
- Campground Management (Recreation)
- Day-Use Area Management (Recreation)
- Camp-Right (Recreation)
- Reservoir Lands Planning (General)

**Scope:** Consultation is conducted for any TVA undertaking as defined by Section 106 of the National Historic Preservation Act.

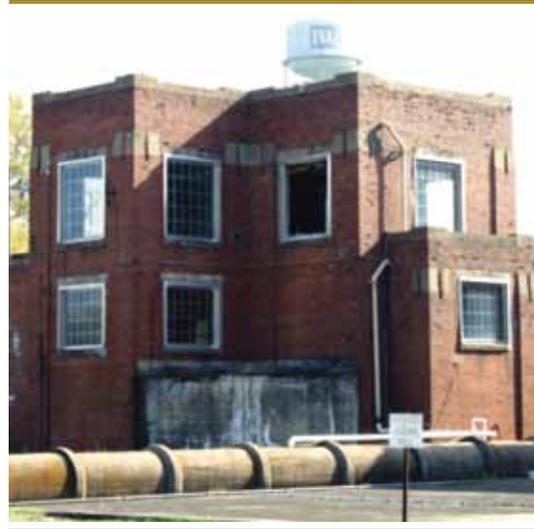
**TVA Span of Control:** Direct control to consider the effects that its undertakings may have on historic properties

#### Current Activities

TVA reviews approximately 1,500 projects each year to determine effects on historic properties and manages existing mitigation obligations.

#### NRP Activities

- Conduct reviews required by the National Historic Preservation Act Section 106
- Establish database for managing mitigation obligations



#### Expected Benefits

Key benefits of this program are:

- Meeting future compliance obligations in the review of federal undertakings by following regulations and statutes
- Increased protection of cultural resources and knowledge
- Increased public enjoyment of these resources by the people in the TVA region who visit historic sites
- Decreased compliance costs and decreased staff time requirements

## 4.5.6 Preservation Program

The preservation program manages historic properties under TVA's purview in accordance with Section 110 of the National Historic Preservation Act. Federal agencies are responsible for identifying and protecting historic properties in a manner that benefits both the resource and the public.

Within the NRP, this program aligns with the following resource area and program:

- Environmental Education  
(Public Engagement)

**Scope:** The preservation program manages historic properties located on TVA-managed land.

**TVA Span of Control:** Direct control for the management and protection of the historic properties located on these lands

### Current Activities

Consistent with Section 110 of the National Historic Preservation Act and the Archaeological Resources Protection Act, TVA currently surveys approximately 2,000 acres annually to identify archaeological sites within areas under its management.

TVA receives hundreds of questions each year about its history. The agency maintains resource information through various means, including a collection of historic photographs, which document the history of the agency beginning in 1933. This collection has more than 17,000 photographic negatives, which are being scanned for preservation purposes. TVA also maintains a database on cemeteries that were relocated as a result of TVA projects and uses these data to respond to inquiries from the public. In addition, the agency maintains a

collection of historic artifacts in coordination with the corporate history program.

### NRP Activities

- Conduct archaeological surveys of 1,000 to 3,000 acres of TVA-managed lands per year
- Maintain historic photo collection, cemetery database, and TVA's historic agency information
- Maintain the current database or develop a comprehensive database to unify TVA's cultural resource data sources in one location for improved resource management
- Improve curation and management of the TVA Historic Collection
- Conduct identification surveys of historic structures on TVA-managed lands
- Annually evaluate and nominate two to four sites to the National Register of Historic Places
- Improve the preservation program through the development of implementation procedures

### Expected Benefits

Key benefits of this program are:

- Establishment of long-term goals for completion of TVA inventory obligations under Section 110 of the National Historic Preservation Act
- Increased management knowledge and prioritization of management actions
- Increased protection of sites, resulting in increased enjoyment for the people in the TVA region who visit historic sites
- Decreased costs through savings in staff time and field work due to retrieval of data
- Improved decision-making capabilities from increased resource knowledge of site locations
- Potential to join and contribute to an inter-agency working group on cultural resources data management

### 4.5.7 Preserve America

The Preserve America program is a program that develops a plan for the potential use of historic properties suitable for heritage tourism. This program improves TVA's knowledge about historic resources under its care and its leadership in preserving these resources, as required by Executive Order 13287 (Preserve America, 2003).

Within the NRP, this program aligns with the following resource area:

- Public Engagement (General)

**Scope:** The preserve America program concerns resources located on all TVA managed lands.

**TVA Span of Control:** Direct control for the management and protection of the historic properties located on these lands in a manner that benefits both the resource and the public

#### Current Activities

TVA is evaluating the adaptive reuse of historic buildings located on a portion of the Muscle Shoals Reservation.

#### NRP Activities

- Conduct adaptive reuse studies of TVA historic buildings
- Submit National Historic Preservation Act Section 3 report on Section 110 progress every three years
- Develop and implement a plan for TVA-owned historic properties suitable for heritage tourism

#### Expected Benefits

Key benefits of this program are:

- Preservation and increased use of historic buildings through adaptive reuse studies
- Compliance with Section 110 of the National Historic Preservation Act
- Increased public access to historic properties that can provide educational opportunities to benefit both the resources and the public





### 4.5.8 Archaeological Outreach (Thousand Eyes)

The Thousand Eyes archaeological outreach program increases public awareness of the need to protect archaeological sites located on public lands.

Within the NRP, this program aligns with the following resource areas and programs:

- Environmental Education (Public Engagement)
- Volunteer Program (Public Engagement)
- Dispersed Recreation (Biological)
- Recreation Management (General)

**Scope:** The Thousand Eyes archaeological outreach program concerns resources located on all TVA-managed lands.

**TVA Span of Control:** Direct control pursuant to relevant laws and regulations

#### Current Activities

TVA has established an outreach program to promote the protection of archaeological sites on all TVA-managed lands. Approximately two to three outreach activities are sponsored annually. TVA has recently installed signs along its managed lands informing the public of penalties under the Archaeological Resources Protection Act.

#### NRP Activities

- Conduct up to 10 events involving up to five partners each year

#### Expected Benefits

Key benefits of this program are:

- Reduced looting, which may involve the permanent destruction of nonrenewable archaeological resources
- Increased enjoyment to participants in the program
- Increased educational outreach to provide the best long-term protection of these resources by encouraging the public to take an interest in resource protection

### 4.5.9 Corporate History Program

The corporate history program maintains a record of TVA's rich history and provides educational and outreach opportunities to promote TVA's historical significance to the region, the nation, and the world. In addition, TVA will develop an oral history program, which involves interviewing individuals about their past and learning about important TVA or national events.

Within the NRP, this program aligns with the following resource area and program:

- Environmental Education  
(Public Engagement)

**Scope:** TVA corporate history concerns all TVA managed lands.

**TVA Span of Control:** Direct control

#### Current Activities

TVA maintains its historic photograph collection, and TVA's Corporate Historian participates in outreach opportunities as available. The Corporate Historian also collects data regarding current TVA history and provides requested information regarding TVA's past to the public.

#### NRP Activities

- Develop a formal TVA corporate history program and provide regular updates to the TVA Timeline
- Develop an oral history program
- Develop an annual history public outreach component and associated website

#### Expected Benefits

The key benefit of this program is:

- Increased education for the public about TVA's historical significance to the region, nation, and world

