

#3119



Tommy Jones/Atlanta/NPS  
11/25/2009 10:22 AM

To Michael Evans/Omaha/NPS@NPS  
cc Allison Pena/JELA/NPS@NPS, Doug Stover/CAHA/NPS@NPS, JASON WAANDERS/HQ/SOL/DOI@SOL, Mike  
bcc  
Subject Re: TCP background

Mike, et.al.:

In re-reading these paragraphs, it strikes me that the last sentence in the second paragraph semi-contradicts the last sentence in the third paragraph, or at least muddies the SHPO response. See suggested changes below highlighted in yellow. Just a thought.

Tommy H. Jones  
Cultural Resources Specialist  
Regional 106 Coordinator  
404-507-5783

Michael Evans/Omaha/NPS



Michael Evans/Omaha/NPS  
11/25/2009 12:03 PM

To Mike Murray/CAHA/NPS@NPS, Sandra Hamilton/DENVER/NPS@NPS, Doug Stover/CAHA/NPS@NPS  
cc JASON WAANDERS/HQ/SOL/DOI@SOL, Allison Pena/JELA/NPS@NPS, Tommy Jones/Atlanta/NPS@NPS  
Subject Re: TCP background

Mike, Sandra, Doug,

As we discussed this morning on the phone, here are my suggestions for the DEIS text. The changes to the first paragraph are key, as is the first sentence in the second paragraph (just trying to make sure that we separate internal NPS policy from the Section 106 compliance). I don't know the citation format you are using in the DEIS, so my suggested format may have to be modified. Chapter 5 of Management Policies addresses cultural resource management and "traditionally associated peoples" is a concept scattered throughout the chapter.

An ethnographic study for the Seashore was completed in late 2005 (Impact Assessment, Inc. 2005). The study looked at the eight villages in the Seashore that reflect the nearly 300-year history and culture of the Outer Banks to support the Seashore in interpretation of its cultural resources, stewardship of ethnographic resources, and community relations with the villages. Archival/documentary research and ethnographic fieldwork was completed as part of the study to further socio-cultural understanding of the villages adjoining the Seashore. The villages contain a mix of populations that have evolved from the original British settlers, European seafarers, farmers, and other more recent migrants to the Outer Banks. No discrete, continuous ethnic groups or ~~ethnographic populations~~ **traditionally associated peoples (Management Policies 2006, Chapter 5)** are documented ~~at~~ **for** the Seashore; therefore, no ethnographic ~~populations~~ **resources (Management Policies 2006: 257, 260)** would be impacted by the

implementation of an ORV management plan.

~~In addition to ethnographic resources,~~ **In 2008**, the Cape Hatteras Preservation Alliance submitted a request to the North Carolina Department of Cultural Resources (NCDCCR) for Bodie Island Spit and adjoining beaches, Cape Point and adjoining beaches, Hatteras Inlet and adjoining beaches, and South Point Ocracoke and adjoining beaches to be recognized as Traditional Cultural Properties (TCPs), **eligible for inclusion on the National Register of Historic Places**. The NCDCCR responded to this request in a letter dated June 2, 2009, stating that **adequate information was not provided for the National Register Advisory Committee to determine if the sites should be placed on the Study List as properties that appear to be potentially eligible for listing in the National Register of Historic Places as TCPs.** [no paragraph break]

The letter further stated that a significance ascribed to a property in only the last 50 years cannot be considered traditional, and that the application focused on the past 50 years. The NCDCCR also stated that in order to make the case that the sites qualify as TCPs worthy of preservation, documentation must be presented to substantiate the community's historically rooted beliefs, customs, and practices as they relate to recreational fishing and identify the "living community of people" who have established a pattern of land use reflected in the cultural traditions valued by its long-term residents. Further, documentation must show that the four sites are the specific places that played a significant role in the community's historically rooted beliefs, customs, and practices and that those beliefs, customs, and practices are integral to the community's cultural identity. The letter pointed out that most of the application's text appeared to focus on the past fifty years when recreational fishing at the sites has almost completely supplanted commercial fishing, a long-established practice (although not necessarily a traditional cultural practice as interpreted by the National Park Service) and the application provided no historical documentation to establish that recreational fishing practices of the past fifty years have a direct relationship and continuity with the traditional beliefs, customs, or practices associated with historical commercial fishing patterns on the Outer Banks. The NCDCCR concluded that, based on the limited information in the application, there appears to be little if any justification that the properties qualify as TCPs.

Mike Evans

/s/ Michael J. Evans, Ph.D.  
Chief, Ethnography Program and  
Senior Cultural Anthropologist  
Midwest Region, National Park Service  
612-345-0019

Mike Murray/CAHA/NPS



Mike Murray/CAHA/NPS  
11/24/2009 06:12 AM

To Doug Stover/CAHA/NPS@NPS  
cc Michael Evans/Omaha/NPS@NPS, Tommy



Jones/Atlanta/NPS@NPS, Allison Pena/JELA/NPS@NPS  
Subject Re: TCP background 

Doug,

If we need to do some further evaluation of the TCP issue, I may be able to come up with some immediate funding in the \$10-20k range.

Rather than start a new information gathering process, would it make sense to hire Impact Assessment to write up an analysis of whether there appears to be a "community" and a TCP, based on their research for the "eight villages" ethnography? (I'm thinking along the lines of what was done for the Cape Cod dune shacks: NPS had Dr. Wolfe, who had done the ethnography, prepare an assessment of whether the dune shacks met the criteria for a TCP. See his report attached below.) From what I tell about the methodology for the Cape Hatteras "eight villages" report, it sounds like the ethnographer talked with many people in the villages about a variety of traditions, locations, cultural activities, etc.. Would there have been sufficient information gathering for Impact Assessment to formulate a written analysis of the TCP issue now?

Please consult with the cultural resource advisors to see if this approach would be viable. If it is not, please work with the advisors to come up with a 2-part recommendation for the following:

1. How to address "ethnographic resources" in the DEIS, which we need to figure out in a matter of a few weeks at the most (see current draft language below)? Is there a way to articulate the status of the TCP issue in the DEIS that would leave it "open" for determination before the final EIS is published (or that would allow for public comment on the issue during the DEIS comment period in a way that would suffice for civic engagement on the TCP issue? and
2. How to reach a definitive decision on the TCP issue in the long run? The issue is unlikely to go away unless there is a clear definitive NPS decision (by the Keeper?) that the sites are or are not eligible.

Here is the current draft language for dismissing "Ethnographic Resources" as an impact topic in the ORV DEIS. Any advice on what it should say (based on the latest understanding of the situation):

### **Ethnographic Resources:**

An ethnographic study for the Seashore was completed in late 2005 (Impact Assessment, Inc. 2005). The study looked at the eight villages in the Seashore that reflect the nearly 300-year history and culture of the Outer Banks to support the Seashore in interpretation of its cultural resources, stewardship of ethnographic resources, and community relations with the villages. Archival/documentary research and ethnographic fieldwork was completed as part of the study to further socio-cultural understanding of the villages adjoining the Seashore. The villages contain a mix of populations that have evolved from the original British settlers, European seafarers, farmers, and other more recent migrants to the Outer Banks. No discrete, continuous ethnic groups or ethnographic populations are documented at the Seashore; therefore, no ethnographic populations would be impacted by the implementation of an ORV management plan.

In addition to ethnographic resources, the Cape Hatteras Preservation Alliance submitted a request to the North Carolina Department of Cultural Resources (NCDCCR) for Bodie Island

Spit and adjoining beaches, Cape Point and adjoining beaches, Hatteras Inlet and adjoining beaches, and South Point Ocracoke and adjoining beaches to be recognized as Traditional Cultural Properties (TCPs). The NCDCCR responded to this request in a letter dated June 2, 2009, stating that adequate information was not provided for the National Register Advisory Committee to determine if the sites should be placed on the Study List as properties that appear to be potentially eligible for listing in the National Register of Historic Places at TCPs.

The letter further stated that a significance ascribed to a property in only the last 50 years cannot be considered traditional, and that the application focused on the past 50 years. The NCDCCR also stated that in order to make the case that the sites qualify as TCPs worthy of preservation, documentation must be presented to substantiate the community's historically rooted beliefs, customs, and practices as they relate to recreational fishing and identify the "living community of people" who have established a pattern of land use reflected in the cultural traditions valued by its long-term residents. Further, documentation must show that the four sites are the specific places that played a significant role in the community's historically rooted beliefs, customs, and practices and that those beliefs, customs, and practices are integral to the community's cultural identity. The letter pointed out that most of the application's text appeared to focus on the past fifty years when recreational fishing at the sites has almost completely supplanted commercial fishing, a long-established practice (although not necessarily a traditional cultural practice as interpreted by the National Park Service) and the application provided no historical documentation to establish that recreational fishing practices of the past fifty years have a direct relationship and continuity with the traditional beliefs, customs, or practices associated with historical commercial fishing patterns on the Outer Banks. The NCDCCR concluded that, based on the limited information in the application, there appears to be little if any justification that the properties qualify as TCPs.

The NPS concurs with this analysis, and has not found or been presented either with sufficient evidence that Outer Banks communities have cultural practices and beliefs associated with specific beaches or with a sufficient demonstration of an association with cultural practices and beliefs that are integral to the continuing cultural identity of any community. On October 21, 2009 the NPS further replied to this request stating that there is not sufficient evidence as to whether there are Outer Banks communities that have cultural practices and beliefs associated with specific beaches or sufficient information demonstrating an association between any community's cultural practices and beliefs that are integral to the continuing cultural identity of that community. Because no TCPs were found to exist at the Seashore, this topic was not carried forward for analysis.



Cape\_Cod\_Dune\_Shack\_TCP\_Assessment\_Final[1].pdf

Thanks,

Mike Murray  
Superintendent  
Cape Hatteras NS/ Wright Brothers NMem/ Ft. Raleigh NHS  
(w) 252-473-2111, ext. 148

(c) 252-216-5520  
fax 252-473-2595

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Doug Stover/CAHA/NPS



Doug Stover/CAHA/NPS

11/23/2009 03:37 PM

To Mike Murray/CAHA/NPS@NPS

cc

Subject Fw: TCP background

FYI

Doug Stover  
Historian/Cultural Resource Program Manager  
Cape Hatteras NS/Fort Raleigh NHS/Wright Brothers NMEM  
1401 National Park Drive  
Manteo, NC 27954  
Tel: 252-473-2111x153  
Fax: 252-473-2595

----- Forwarded by Doug Stover/CAHA/NPS on 11/23/2009 03:37 PM -----



Tommy Jones/Atlanta/NPS

11/23/2009 03:09 PM

To Doug Stover/CAHA/NPS@NPS

cc

Subject Fw: TCP background

Doug---

Hmmmm-----he may be right. What do you think?

Tommy H. Jones  
Cultural Resources Specialist  
Regional 106 Coordinator  
404-507-5783

----- Forwarded by Tommy Jones/Atlanta/NPS on 11/23/2009 03:04 PM -----



Michael Evans/Omaha/NPS

11/23/2009 12:00 PM

To Allison Pena/JELA/NPS@NPS, Tommy Jones/Atlanta/NPS@NPS

cc

Subject Re: TCP background

Allison, Tommy,

I think the emails that the superintendent sent us do confirm that the issue of TCPs was raised some time ago. It appears from the park responses and the meeting notes that the issue was not considered because the Solicitor's office did not think the NHPA applied to what they were doing with regard to the ORV plan. They might have missed the point that a federal action, which this is, in my view, requires Section 106 compliance. And, since someone brought up the possibility of TCPs, I feel they were obligated to check it out. It doesn't appear that they did so, at least not in the manner and within the guidance the NPS provides for this type of information collecting. So, I still think the park is vulnerable on procedural grounds. That said, I don't think there are any TCPs there, but, until someone actually looks into it specifically, then the park really doesn't know one way or the other.

We have ways to find out, but they all involve some time and some cost. Some research methods are more expensive and time-consuming than others. There is usually an inverse correlation between time and cost--i.e. if you want something done quickly, you have to throw money at it.

Mike Evans

/s/ Michael J. Evans, Ph.D.  
 Chief, Ethnography Program and  
 Senior Cultural Anthropologist  
 Midwest Region, National Park Service  
 612-345-0019

Mike Murray/CAHA/NPS



Mike Murray/CAHA/NPS  
 11/23/2009 07:07 AM

To Doug Stover/CAHA/NPS@NPS, Michael  
 Evans/Omaha/NPS@NPS, Allison Pena/JELA/NPS@NPS,  
 Tommy Jones/Atlanta/NPS@NPS  
 cc Sandra Hamilton/DENVER/NPS@NPS,  
 jason.waanders@sol.doi.gov, mike.stevens@sol.doi.gov  
 Subject TCP background

As background: See attached emails, etc. regarding when ORV groups first raised the TCP issue. In other words, this confirms the issue was raised during the ORV negotiated rulemaking advisory committee process.

[attachment "Keene email ref TCP.10.09.08.pdf" deleted by Michael Evans/Omaha/NPS] [attachment "Keene email.10.27.08.pdf" deleted by Michael Evans/Omaha/NPS] [attachment "Keene response.11-03-08.pdf" deleted by Michael Evans/Omaha/NPS] [attachment "Routes-Areas Mtg Notes\_102308\_d1.pdf" deleted by Michael Evans/Omaha/NPS]

Mike Murray  
 Superintendent  
 Cape Hatteras NS/ Wright Brothers NMem/ Ft. Raleigh NHS  
 (w) 252-473-2111, ext. 148  
 (c) 252-216-5520  
 fax 252-473-2595