

R.P. 21

**RECONNAISSANCE & SALVAGE
OF ARCHAEOLOGICAL SITES
ON IDAHO HIGHWAYS**

JULY 1, 1962 - DECEMBER 31, 1963



STATE OF IDAHO DEPARTMENT OF HIGHWAYS

ARCHAEOLOGICAL RECONNAISSANCE AND SALVAGE
FOR THE PERIOD JULY 1, 1962 TO DECEMBER 31, 1963

SYNOPSIS

State and Federal Laws have provisions to protect historical or prehistoric ruins or any object of antiquity. The Department of Highways contracted with Idaho State University Museum to make a reconnaissance beginning July 1, 1962 of all rights of way, borrow and aggregate deposits during the preliminary engineering phase of highway design and construction of highway projects.

The first 18 months work resulted in reconnaissance of 559 miles of right of way and 246 borrow and aggregate deposits. Reconnaissance operations cost \$28,823.55. The salary of the Highway Archaeologist is shared equally by Idaho State University and the Department of Highways with the Department paying all other expenses involved within the provisions of Bureau of Public Roads Policy and Procedure Memorandum 20-7.

Salvage was required on two projects: F-3112(11) Midvale to Cambridge and I-15-3(11)187, Pleasant Valley to 3 Miles South of Monida. Salvage of six sites on these projects cost the Department a total of \$13,412.99. Separate agreements are written with Idaho State University for salvage. These salvage costs are in addition to the reconnaissance expenditures.

Pending at this time is a salvage operation on Interstate 15 near the Malad Summit and 10 sites between Slate Creek and Whitebird. It appears the highway alignment cannot miss the Malad Summit site. However, several adjustments in alignment are possible between Slate Creek and Whitebird and some of the 10 sites may be avoided at a more economical cost than salvaging.

Procedures and methods of administration have been developed which appear to satisfy Idaho State University, the Department and the Bureau of Public Roads. Since operations are now routine, the Location Section of the Surveys and Plans Division are undertaking administrative control.

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Introduction

The Idaho Department of Highways during the spring of 1962 recognized the necessity of initiating reconnaissance work for archaeological and paleontological sites within the boundaries of highway right of way and materials or borrow deposits. This work was begun to prevent any inadvertent destruction of such sites. Federal and State Laws (Idaho Code Section 67-4114 to and including 67-4122 and 16 U.S. Code 431, 433 and 34 Statute 225) have provisions protecting prehistoric ruins or objects of antiquity on public lands. Idaho statutes provide that anyone excavating such sites must have a permit under regulations of the Idaho State Historical Society.

The Department of Highways entered into an agreement with Idaho State University to perform a reconnaissance of all our highway locations, borrow and aggregate deposits during the preliminary engineering phase of the highway design and construction of our highway projects commencing July 1, 1962.

This project was assigned to the Research Engineer so that methods, procedures, reports and administrative controls could be developed and set up before assignment as a routine operation. Several agreements for research have been pursued successfully with the University and it was believed that these would provide a format for the agreements for the reconnaissance and any salvage necessary on highway projects.

Reconnaissance and Salvage Performed

Since this program has been in existence, 559 miles of right of way and 246 borrow and aggregate sources have had an archaeological reconnaissance. Two projects have had archaeological sites requiring salvage. These were the Midvale Project F-3112(11) in Washington County and Project I-15-3(11)187, Pleasant Valley - 3 Miles South of Monida. The cost for salvaging seven different sites on these two projects was \$13,412.99.

Project F-4113(20), Whitebird Summit - Grangeville has a site that must be salvaged during the spring of 1964. This project will be contracted for construction during the spring of 1964 and salvage will be performed after the contract has been awarded. Special provisions in this instance will restrict the operations of the Contractor to one-half of the right of way width to permit salvage to be performed on the archaeological site occupying the remainder of the right of way.

Other projects having archaeological sites on their right of way involve Project I-15-1(4)17, Deep Creek Interchange - Marsh Creek Junction in District One and Project F-4113(29), Slate Creek Section in District Four between Slate Creek to a point just north of Whitebird.

The Interstate Project in District One passes through a large site on the north side of the Malad - Downey Summit. The location of the Interstate is not known exactly at this time or with reference to the

archaeological site, however, it is reported that the site cannot be avoided as it is extensive. Materials in this area are wet and sticky and it is probable that salvage costs will be fairly high.

The Slate Creek - Whitebird Section in District Four involves approximately 10 different sites. The highway alignment is not firm and it is entirely possible that many of these sites may be avoided if more economical to adjust the highway alignment. There are two sites that are rather large and will, in all probability, have to be salvaged regardless of alignment. One of two sites involves approximately 600 man days for salvage. Reports on each of these sites are to be forthcoming from Idaho State University shortly.

No other salvage is known at the present time.

Table I shows the miles of right of way given reconnaissance for Interstate, Primary, Secondary and County Secondary as well as the number of materials deposits and borrow sources for each of the six districts. A review of the 1964 Construction Program, Chapter I indicates that of 69 projects listed, 10 have need of some further reconnaissance work. The other 59 have been given a reconnaissance during the past 18 months or are projects such as railroad signals that do not require reconnaissance surveys.

The cost of reconnaissance performed to September 30, 1963, is \$26,840.35. It is estimated that \$1,983.00 has been spent from October 1, 1963, to December 31, 1963, giving an estimated cost of \$28,823.35 for the 18 month period. Salvage costs for the two projects F-3112(11) and I-15-3(11)187 cost the Department \$13,412.99.

TABLE I
 ARCHAEOLOGICAL RECONNAISSANCE PERFORMED
 July 1, 1962 - December 31, 1963

District	Right of Way Miles of Reconnaissance Performed				Borrow and Matls. Deposits No.
	Interstate	Primary	Secondary	Co. Secondary	
1	48.9	25.9	16.4	0.5	27
2	68.4	40.3	13.5	3.0	72
3	18.5	36.4	59.6	3.1	32
4	-	28.4	25.3	0.5	24
5	26.2	25.8	0.4	31.7	21
6	<u>37.0</u>	<u>24.8</u>	<u>1.6</u>	<u>23.1</u>	<u>70</u>
Total	199.0	181.6	116.8	61.9	246

Total Miles of Right of Way Reconnoitered - 559.3

Administration and Procedures

The agreement with Idaho State University provides for reconnaissance survey work only. Separate agreements are written for any salvage work to be performed. This permits complete cost control of the operations. All reconnaissance work is charged to preliminary engineering for each project and salvage is charged to construction engineering. These agreements are submitted to the Bureau of Public Roads for approval prior to execution.

The Department of Highways notifies the Idaho State University Museum of the projects and materials deposits on which reconnaissance is desired. Any project having a firm alignment is given a complete reconnaissance and reports are made covering the findings. Projects on which alignment studies are being made are also given a reconnaissance and locations of any sites noted on maps for use by the Locating Engineer in selecting the most economical routing considering estimated cost of salvage, if necessary, versus added construction costs if avoiding the site is possible.

Each of the Districts are required to furnish a Contact Man or guide for archaeological reconnaissance work. The archaeologists from Idaho State University do not know the location of the projects or of the materials sources and would waste considerable time in endeavoring to find the highway alignment or materials sources. Generally, the District Geologists have been given this assignment, as they are well aware of all locations from having performed soil surveys and also are well aware of where all materials deposits are located.

It has been their instruction to show the archaeologists the alignment and the location of the source and source boundaries. They have

in some instances assisted them in making the reconnaissance, but generally leave this to the archaeologists to perform. The District Geologist is then in the position to check the reports of the archaeologists as they are forwarded to the District.

Idaho State University Museum is given full responsibility for the reconnaissance work. They hire the archaeologists, provide transportation, lodging and subsistence and furnish all tools and incidentals necessary to the performance of the reconnaissance, issuance of reports and estimates of cost of salvage if required.

Idaho State University has been furnished a report for each project on which they have made archaeological reconnaissance. If no archaeological salvage is required, they have reported the reconnaissance was made and nothing was found required salvage. If salvage is required, they have given us a detailed report stating where the site is located, giving us an estimate of cost, and man hours necessary to perform the salvage. This detailed report has been the basis on which the agreement has been prepared for actual performance of salvage.

Idaho State University presents a voucher to the Department of Highways quarterly for actual expenditures in behalf of this project. One half of the Highway Archaeologist's salary is charged to the Department of Highways, the other half being carried by Idaho State University. The Department pays all other expenses involved. Idaho State University has been paying employees other than the Highway Archaeologist, on an hourly rate. Rental of the vehicles has been on a monthly rate, with gas and oil etc., charged to the project. These vehicles are supposed to be kept in operable condition by the lessor.

Per diem has been allowed the field crews in accordance with Idaho State University policies, i.e., when lodging is furnished by a motel or a hotel, they have been given the regular standard Idaho State University allowance for lodging and meals. However, there have been times when field crews have been living in field camps and then have been allowed \$3.50 per day for food with no allowance for lodging.

When the project first began operating, the archaeologists were instructed to distribute personnel man hours, lodging and subsistence, automobile mileage, gas, oil, and other incidentals to each project by project number and authority number. This procedure was satisfactory for personnel man hours and car mileage. Lodging, subsistence, gas, oil, and incidentals proved to be nearly impossible to distribute between projects. When living in field camps, groceries are purchased from any nearby country grocer as well as gas, oil, or other incidentals. These purchases would normally last several days and in the meantime reconnaissance work would be performed perhaps on several projects. The accounting procedures became so involved that accounting for these items could be more costly than the reconnaissance work.

The Department of Highways' Accounting Section have obtained approval to simplify procedures. They have assigned an authority number for all archaeological reconnaissance work. This authority serves as a holding account for all expenditures necessary and periodically these costs are distributed to all projects on which reconnaissance work was performed. Personnel wages, subsistence, and lodging are pro-rated to projects in proportion to the man hours worked on the project to the total worked during the period. Similarly, all vehicle and incidental costs are pro-rated in proportion to the mileage distributed to the project in

proportion to the total mileage driven. The Highway Archaeologist assigns his salary to overhead and it is distributed to all projects in proportion to the man hours worked by the reconnaissance crews on each project. Time distribution sheets for personnel are furnished by the Department of Highways and are also used to distribute vehicle mileage.

Idaho State University Museum has been presenting an estimate of expenditures monthly in addition to reporting progress on their activities, i.e., projects and sources reconnoitered and any problems they may be having.

A monthly progress report has been distributed within the Department showing the status of every project on the program. Priority is given projects on the current construction program. Projects listed for preliminary engineering and Right of Way and also Reconnaissance are also listed. Every effort is made to have this reconnaissance work performed well ahead of programming for construction. Any changes occurring prior to final plans and checking materials sources, require records to be kept permitting the status of each project to be determined readily.

Salvage Operations

When salvage has been indicated, a separate contract is written with Idaho State University to perform the salvage on the project. These salvage contracts have set forth an estimate of cost, the number of sites to be investigated and their descriptions. As a rule, Idaho State University has provided one or two archaeologists to supervise the actual salvage operations. Local labor from the vicinity of the site has been hired when possible. At the Pleasant Valley Site, this was not possible and they did bring students from Idaho State University to the area to perform the salvage. A camp was provided and an allowance made for food

so that they might stay at the site and conduct their work with a minimum of travel time.

The Salvage agreements have provided that such incidentals as tools, film, bags for retaining the artifacts and other similar materials as well as equipment rental would be paid by the State. The State Archaeologist's time has not been charged directly to each salvage operation, but his time has been distributed by our Accounting Section to all of the projects on a pro-rata basis so that each salvage agreement has also been given its share of the cost of his services.

These agreements have been forwarded to the Bureau of Public Roads for approval prior to execution as is done for our reconnaissance agreements. Since Federal aid is involved, the Bureau of Public Roads requires that they give prior approval to the actual signing of the agreement. In preparation of the agreement, reference has been made to Bureau Policy and Procedure Memorandums and other memorandums for guidance of Idaho State University as well as the Department and are attached to the agreements.

Cooperation With Idaho State University

Cooperation with Idaho State University people has been excellent. The Highway Archaeologist has cooperated excellently to any request made for reconnaissance of projects. In one instance, sites located on the Pagari-Tikura Project north of Richfield involved two very rich archaeological sites. After a review of the sketches for these sources and the area indicated as having the archaeological site, it was believed sufficient materials might be available if the archaeological site were eliminated from our borrow source. The Highway Archaeologist had his assistants check the site carefully and approved

our elimination of the archaeological site from the borrow source, thereby saving an expensive salvage operation.

In one other instance, three or four sites were located on the Three Creeks Project in Owyhee County. Since this was a highway district project and it was believed that the highway district could not afford to pay for salvage and yet have funds sufficient to build the project, these sites were checked for the possibility of eliminating all of the archaeological site outside of the slope stakes from salvage. After reviewing these sites, two were completely eliminated from salvage and test pits were placed in a strip approximately 10' wide alongside of the existing road on the remaining two and clearance of this project was given. This work cost very little in comparison with the \$18,000 estimate originally submitted.

In the Salmon River Canyon, there are approximately 10 sites. Maps have been given to the District showing the exact limits of these sites so that they may endeavor to adjust their highway alignment with least damage to the site. The Locating Engineer can study the economics of salvaging the site or readjusting alignment to avoid all or part of the site.

Several times, hurried calls have been given to Idaho State for them to check sites or rights of way within a minimum time. Of particular note was the site on the north slope of the Whitebird Hill. The right of way was obtained on a Thursday, and Saturday morning archaeologists were on the site prospecting to determine if salvage was necessary. In this instance, salvage is necessary and will be performed late in the spring of 1964 during the construction of the project. The plans show the limits of the archaeological site so that the Contractor

may use the remaining right of way for passage of his equipment within the rights of way giving access to both ends of the project.

An endeavor has been made to keep Idaho State University advised as to priority of projects. Assignment of several projects in a District for reconnaissance permits them to check everything then ready. This permits them to keep their travel to a minimum. During winter months it is difficult to arrange for any extended periods of work within any District. Personnel are not always available and often it is necessary to check aggregate and borrow sources as well as adjustments in right of way that are needed immediately for projects to be advertised. The three or four summer months provide a period when the greatest accomplishments are possible in reconnoitering our highway locations as well as borrow and aggregate sources. During the past season three crews actually were working in the field. It appears from the progress made during this past summer that no more than two crews will be needed on reconnaissance during the summer of 1964. Other crews may be required to perform salvage on sites such as that on the Malad Summit or in the Salmon River Canyon.

Assignment for Administration to Surveys and Plans Division, Location Section

The procedures and methods used for reconnaissance and salvage developed during the period July 1, 1962 to December 31, 1963 appear to be satisfactory.

No changes are contemplated in the methods and procedures for reconnaissance or administrative procedures for this project. The Locating Engineer has an intimate knowledge of all highway alignments under study and the highway construction program. The administrative control of this project is therefore assigned to the Location Section.