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July 14, 2013

Ken Hogan, Project Supervisor
Federal Energy Regulatory Commission
Office of Energy Projects
Division of Hydropower Licensing
Washington, DC 20426

RE: Wilder Dam Project No. 1855-026
Bellows Falls Project No. 1855-045
Vernon Project No. 1904-073
Turners Falls Project No. 1889-081
Northfield Pump Storage Project No. 2485-063

Dear Mr. Hogan,

The Nolumbeka Project Inc. would like to request a Traditional Cultural Properties Study for the above listed projects.

Study Request. Traditional Cultural Properties Study

During the June 12, 2013 study plan meeting discussing proposed study plan (PSP) studies 3.7.1 Phase 1A Archaeological Survey and 3.7.2 Reconnaissance-Level Historic Structures Survey, our group raised the question about whether a sacred ceremonial landscape would be considered a “structure” in the Historical Structures Survey. The answer was that these are typically covered in a Traditional Cultural Properties (TCPs) Study Plan, which is not currently in the PSP. We are therefore submitting a request for one.

TCPs are locations associated with cultural practices or beliefs of a living community that are: 1) rooted in that community’s history; or 2) important in maintaining the continuing cultural identity of a community. (National Register Bulletin 38, 1998:1). Parker and King (1998) defines a TCP as:

- Locations associated with traditional beliefs of an aboriginal/indigenous group about its origins, its cultural history, or the nature of the world and cultural landscapes.
- A rural community whose organization, buildings and structures, or patterns of land use reflect the cultural traditions valued by its long-term residents.
- An urban neighborhood that is the traditional home for a particular cultural group, and that reflects its beliefs and practices.
- Locations where Native American religious practitioners have historically gone and are known or thought to go today, to perform ceremonial cultural rules of practice.
- Locations where a community has traditionally carried out economic, artistic or other cultural practices important in maintaining its historic identity.

Goals and Objectives

The goal of the study is to assist the Federal Energy Regulatory Commission (FERC) in meeting its compliance requirements under Section 106 of the National Historic Preservation Act (NHPA), as amended, by determining if licensing the Project will have an adverse effect on National Register of Historic Places (NRHP)-eligible TCPs, ethnographic resources, or other cultural resources of tribal significance.

The objective of this study is to identify TCPs and other cultural resources of tribal importance that may potentially be affected by Project operations, evaluate their eligibility to the NRHP, and identify Project-related activities that may affect TCPs, other tribal interests, or traditional interests of other groups within the Area of Potential Effect (APE).

Relevant Resource Management Goals

The Nolumbeka Project in cooperation with the Narragansett Indian Tribal Historic Office (NITHIPO), the Town of Montague, the Town of Gill and other interested tribes and organizations, and as a conservator of one of the largest and oldest village and cultural gathering places on the whole of the Connecticut River, would like to elevate the awareness of the cultural, and ceremonial history of the Great Falls and Ceremonial Hill locus and beyond, including the historical events surrounding the Great Falls Massacre of May 19, 1676, to reflect the importance of the Native American cultural life ways that are so uniquely concentrated in this area for the purpose of preservation and education. Nolumbeka seeks to stimulate one of the newest recreational activities catching on all over the world, Recreational Historical Tourism. Our goal is to bring awareness to Native culture and history and with the success of that, tourist dollars into the area to help ensure the continued protection and preservation of ancient sacred sites, the 12,000 year old trail systems and fishing stations, the expanded ceremonial stone landscapes, burial grounds and battle grounds sites and other cultural resources in this area and further up north on the Connecticut River including Vermont's petroglyph's and ceremonial stone calendar sites. One of the first steps is to identify and acknowledge as many of the cultural assets eligible for listing on the National Register of Historic Places as possible.

An important statistic to take into consideration on this subject is that Massachusetts, Vermont and New Hampshire seem to be lagging behind many other states in the country on their preservation efforts around Native American Cultural Resources. The chance of a Native American site being listed on the National Register of Historic Places in Massachusetts is 1 out of 300, in Vermont, it is 1 out of 147.2, In New Hampshire it is 1 out of 105 while in places like Maine it is 1 out of 12.7.

If this is going to be a 50- year license issue, it will reflect a 50 year lock in on the States and Licensee's attitude around the their responsibility to preservation efforts of our Native American cultural assets and resources here in the Connecticut River Valley. Nolumbeka Feels it is time for Massachusetts, Vermont and New Hampshire to elevate our collective Native American cultural preservation responsibilities to that of other states like Maine. Nolumbeka feels that a comprehensive TCP is an important first step.

Public Interest Consideration If Requester Is Not A Resource Agency

Section 106 of the National Historic Preservation Act (1966) requires that federal agencies, licensees, and those receiving federal assistance take into account the effects of proposed undertakings on any resource that is listed on or is eligible for the NRHP. The Nolumbeka Project considers our organization a limited resource agency. The Nolumbeka Project represents the following public interests: historic cultural tourism, preservation of sacred sites and ceremonial stone landscapes, a wider public interest in educational and artistic Native American events such as an annual Narragansett and Town of Montague proposed tribal canoe race on the Connecticut River to coincide with a popular Peoples Harvest Native American art music and history event, and the desire for the Town of Gill and Montague to create a Native American cultural educational park.

Existing Information and Need for Additional Information

Sections 4.10.2.3 and 4.10.2.4 of the Pre-application Document (PAD) described the Woodland Period (1000BC-AD1600) and the Contact Period (AD1500-AD1620) generally. This should include Paleo-Indian (12,000-BC-AD1676) Contact Period.

The Gill Riverside Historic District is listed as eligible for The National Register of Historic Places as well as the Turners Falls Ceremonial Hill, which is listed as a district with a 20-mile radius around the Turners Falls Airport.

There is the historic May 19,1676 Great Falls, Peskemoskut massacre site to take into consideration, including an intact parcel of that site at the top of the hill in Gill known as the Conway Site. That property had a ground penetrating radar (GPR) survey done several years ago, that produced the indication of nearly 300 unmarked burials including a very rare Spokes Burial commonly associated with the Andean culture, as well as the recent discovery of an additional Spokes Burial located not far from the one discovered in the late 1890's on the Conway site.

There is the 12,000-year-old Wissatinnewag Village site that Nolumbeka holds the deed to, located at the foot of the Great Falls, which includes a built earthworks traversing trail system going down to fishing and canoe launching stations on what was the shore line of ancient Lake Hitchcock and later in time on down to the rivers edge that accesses what is now known as the By-Pass Reach section of the river. That access point proved to be a

highly productive fishing area. The Wissatinnewag trail system also supports a number of ceremonial stone structures that directly relate to the line of sight and ceremonial connection to the Ceremonial Stone Hill at the Turners Falls Airport, as well as a large number of burials up higher on the village site. All the sections of the village site are still used today by the tribes for ceremony and other traditional practices associated with their past cultural life ways. Wissatinnewag today is a live and vibrant historical piece of property made fully accessible to the tribes and is used for the growing of Native heritage crops and seed preservation as well as education.

There is the rare 12,000-year-old Hannaman Paleo-Indian Hunting and Kill site located at the foot of the Ceremonial Stone Hill.

There are islands below the falls that were used for seasonal fishing and village sites where there are ancient shell middens on the islands north ends that could reveal a great deal about the aquatic resources that were used by the inhabitants for thousands of years. By investigating these shell middens researchers could discover what was being harvested from the river for food and utility and what the environmental health of the river was during the time of these middens. This investigation might reveal new information about the shellfish population as well as the sturgeon populations that existed at that time. There are shell middens in the Rock Dam area that should be investigated as well. Also in the Rock Dam area there were burials eroding out of the rivers edge that are well documented.

Under the waters of Barton's Cove there is an extension of the Great Falls village that was for years kept in preservation as pastureland but was later flooded by the raising of waters associated with the rising level of the dams to produce hydropower. This village was part of the 1676 Turner attack on the village of Peskeomskut. Somewhere under the waters of Barton Cove is the mouth of Heal All Brook where forges, muskets and pigs of lead were thrown into the fast flowing waters on the morning of May 19, 1676 during that predawn attack.

In the project area is the Kells Farm Site just south of the By-Pass Reach that has proven to be a very important Paleo-Indian to Contact Period village site. Some of the artifacts in known collections from that site have revealed a high concentration of ceremonial burial items. On the Kells Site there are also a large number of ceremonial stone markers that indicate part of the site was used for sacred practices and ceremony. Some of the stones have very interesting markings on them that might prove to be useful to expand the level of knowledge surrounding ceremonial stone sites.

There is an extension of the Wissatinnewag Village that connects with that part of the Wissatinnewag Village that The Nolumbeka Project owns. That site is has had less impact than some parts of our section of the village and should be taken into consideration in a TCP study.

To date, there has been no comprehensive professional cultural properties inventory of the Project APE to identify such resources. The Nolumbeka project feels this is a necessary part of the re-licensing regulatory process. Also Nolumbeka feels that recognition of historical structures should be applied to ceremonial built stone structures and the built earthworks of the engineered steep slop Indigenous trail systems and fishing stations.

Nexus to Project Operations and Effects.

First Light's continued operation and maintenance of the Turners Falls Dam and Northfield Mountain Pumped Storage Projects has a potential to affect TCPs especially due to erosion and under monitoring of cultural properties from looting and limited knowledge of ceremonial practices and recognition of sacred cultural resources.

Under Section 106 of the National Historic Preservation Act (NHPA) of 1966, as amended, federal agencies must take into account the effects of their undertakings on historic properties and afford the Advisory Council on Historic Preservation (ACHP) a reasonable opportunity to comment on such undertakings. As defined under 36 CFR 800.16(l), historic properties are prehistoric or historic sites, buildings, structures, objects, districts, or locations of traditional use or beliefs (i.e., TCPs) that are included in, or eligible for inclusion in, the National Register of Historic Places (NRHP). Historic properties are identified through a process of evaluation against specific criteria. For most cultural resources evaluated for listing on the NRHP, these criteria are found at 36 CFR 60.4. However, to be considered a historic property, a TCP must meet other significance criteria identified in amendments made to the NHPA in 1992. These criteria are found at §101(d)(6)(A)

Proposed Methodology

Task 1: Establish study area

The study area should be the same APE determined by the State Historic Preservation Offices (SHPOs) and Narragansett Indian Tribal Historic Preservation Office (NITHPO), after consultation with knowledgeable local contacts and organizations including The Nolumbeka Project.

Task 2: Research archives

The Nolumbeka Project archives are available for use in this process, also the University of Massachusetts (U-Mass) Archaeological Services Archives can be tapped, but with the caveat that they often list research locations and studies under a number of different names for the same locus. This has in the past, allowed for a disconnect of access to the full body of knowledge on a given site if it was listed at one time or another under a different name. There are local highly knowledgeable researchers at The Nolumbeka Project, and the Narragansett (NITHPO) have access to cultural practices and information that could expand on the body on knowledge of this area, as well as other local researchers. The research library at the Pocumtuck Valley Memorial Association Library (PVMA), (the Memorial libraries) in Historic Deerfield library up stairs collection, U-Mass library, is an expanded body of knowledge. The Historic Commissions in the surrounding towns and the Historical Society in Northfield and Gill, Carnegie Public Library in Turners falls has land improvement maps that show what was done in the Gill Riverside and Turners area. The records of the Massachusetts, Vermont and New

Hampshire SHPO'S should be reviewed. . Look for private and public manuscript collections, pictorial resources and maps, including local newspaper archives, articles and the Kells Farm Family Private Artifacts Collection.

Task 3: Tribal Consultation and Identification of Resources

Following the ethnographic literature review suggested in step 2, the next step in identifying potential TCPs will involve extensive tribal and local researchers consultation. Consultation and the necessary fieldwork and potential TCPs documentation shall be in accordance with Section 106 of the NHPA, as amended, and shall be consistent with the National Register Bulletin No. 38, Guidelines for Evaluating and Documenting Identification of Traditional Cultural Properties (Parker and King 1998).

In order to facilitate tribal consultations, the Licensee's are requested to retain a qualified, professional ethnographer who meets the standards for ethnography as defined in Appendix II of National Register Bulletin No. 38. The Licensee's will coordinate its selection of the ethnographer with the assistance of affected tribes and other interested cultural/tribal stakeholders including the Nolumbeka Project anthropologist

The ethnographer, in consultation with tribal representatives including the NITHPO and other tribes and stakeholders will determine the scope and breath of interviews. It will be the responsibility of the ethnographer to contact the appropriate tribe(s) and interested tribal and cultural stakeholders to arrange for interviews at a time and location acceptable to those tribal Interviewees. The ethnographer and tribal interviewees may need to visit the APE together to accurately define potential TCPs or other ethnographic and non-TCP cultural resources of importance to the tribes. It may be necessary for the Licensee's to arrange for an initial introductory meeting bringing together the Licensee's, tribal representatives, and the ethnographer.

Interviews will often need to be conducted on a one on one basis with the ethnographer. The oral traditions and information collected during interviews will be used to help define the potential TCPs, or other cultural resources of tribal significance in the APE, and assist in making sound judgments and resource management and other decisions in the Projects planning. If during tribal interviews the ethnographer and interviewees determine it appropriate, the Licensee's ethnographer will coordinate with tribal interviewees to obtain Traditional Ecological Knowledge. The sole purpose of addressing Traditional Ecological Knowledge (TEK) will be to identify important tribal locations and cultural resources within the APE.

If participating tribes do not wish to disclose the locations of any potential TCPs or other cultural resources, the Licensee's will instead work with the tribes to identify the general issues and concerns that the tribes(s) may have regarding potential impacts of the Project upon resources known to the tribe(s) and further work with the tribes and appropriate land management agencies to develop agreeable measures to address these concerns.

Step 4-Site Visits

Capable tribal representatives, and stakeholders including The Nolumbeka Project researchers and the Licensee's ethnographer may wish to visit archaeological sites including (Wissatinnewag and the Kells Farm as well as the islands and shell middens and the petroglyphs locos containing artifacts, features, scared artwork or other physical remains from past human activities) identified during the study or during the Licensee's Historic Properties Study. The purpose of the visit would be to provide tribal representatives the opportunity to exam any archaeological sites of interest to the tribes that were encountered during the Historic Properties Study fieldwork, and to enable the ethnographer to obtain additional information on the potential TCPs that may be associated with the sites. The licensee's or their enthrpgrapher will make a reasonable effort to reach out to the participating tribes to invite participation in archaeological site visits by calling, sending letters or through electronic mail.

Step5-National Register of Historic Places Evaluation

Following the completion of step 4, the Licensee's ethnographer will evaluate the eligibility of identified TCPs and other cultural resources of tribal importance for listing on the NRHP using the data collected from the field studies described above. This will be done in consultation with participating tribes. The amendments in 36CFR 60.4 to the NHPA in 1992 (ss101(d)(6)9A0) specify that properties of traditional religious and cultural importance to a tribe may be determined eligible for inclusion in the NRHP because of their "association with cultural practices or beliefs of a living community that are: 1) rooted in that community's history; and 2) are important in maintaining the continuing cultural identity for the community." Nolumbeka believes that both criteria exist in the Great Falls area for a number of tribes.

All TCP that are evaluated at this phase will be done with the affected tribes, the appropriate federal agencies and the SHIPOs. Those evaluations will be submitted to the appropriate agencies and tribes for review and comment prior to final submission to the SHIPOs for concurrence. The Licensee's will work with the tribes regarding resources of tribal importance that may not qualify for the NRHP, or resources the tribes may have regarding potential impacts of the project upon resources known to the tribes. The Licensees will work with the tribes and land management agencies to develop agreeable measures to address these concerns.

Step 6-Identify and assess Potential Project Effects on National Register Eligible Properties

As required under 36 CFR ss 800.5 the Licensees will identify and assess any adverse affects on TCPs resulting from Project O&M. Adverse effects are defined as follows:

An adverse effect is found when an undertaking may alter, directly or indirectly any of the charteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the properties location,

design setting, materials, workmanship, feeling, or association. Consideration shall be given to all qualifying characteristics of a historic property, including those that may have been identified subsequent to the original evaluation of the property's eligibility for the National Register. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be further removed in distance or be cumulative (36 CFR ss 800.5 (a) (1)).

Step 7-Reporting

The Licensees will prepare a report at the conclusion of the study that includes the following sections; 1) Study Goals and Objectives; 2) Methods; 3) Results; 4) Discussion, and; 5) Description of Variances from the FERC-approved study proposal, if any.

Copies of this report will be provided to the affected Indian tribes including but not limited to the Narragansett NITHPO, interested stake holders including but not limited to the Nolumbeka Project research staff, and other interested parties. Interested parties will be provided the opportunity to review the TCP report before it is sent to the SHIPOs for concurrence.

Step 8-Consistency of Methodology with Generally Accepted Scientific Practices

The proposed study methods listed above should be consistent with ACHP's guidelines for compliance with the requirement of Section 106 of the NHPA found at 36 CFR 800 and with the related guidance set forth in National Register Bulletin 38.

Level of Effort and Cost

We estimate that this study will cost \$50,000 - \$100,000

References

Parker, Patricia L., and Thomas F King, 1998. Guidelines for Evaluating and Documenting Traditional Cultural Properties. National Register Bulletin 38. U.S. Department of the Interior, National Parks Service, Washington, D.C.

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