

PROGRESS REPORT NUMBER 9 ON THE HOPI TRIBE'S INVOLVEMENT AS A  
COOPERATING AGENCY IN THE GLEN CANYON DAM ENVIRONMENTAL IMPACT  
STATEMENT

Prepared and Submitted by

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Tribal Archaeologist  
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Reviewed and Approved by

Leigh Jenkins, Director  
Cultural Preservation Office  
The Hopi Tribe

Submitted to

Mr. Dave Wegner, Program Manager  
Glen Canyon Environmental Studies  
Bureau of Reclamation  
P.O. Box 22459  
Flagstaff, Arizona 86002-2459

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November 10, 1993

## Introduction

According to the objectives outlined in the cooperative agreement, this report will address the progress and action that has been accomplished for the period beginning July 1, 1993 until September 30, 1993, the end of the fiscal year, towards fulfillment of those objectives. This report fulfills the September 30, 1993 deliverable requirement of the cooperative agreement between the Bureau of Reclamation and the Hopi Tribe.

### Progress Completed Towards Fulfillment of Objectives

The first objective is to identify sensitive cultural resource concerns to ensure that they are included in the planning phase of the Glen Canyon Dam Environmental Impact Statement.

Within the 1993 Fiscal Year, Dr. Ferguson completed the direction and review for the literature search of ethnographic references and Spanish and 19th century American military documents as they relate to Hopi use of the Grand Canyon. Gail Lotenberg, Research Assitant for Dr. Ferguson, finished a 55 page draft historical report entitled *Hopi and the History of the Grand Canyon Exploration*. The purpose of this report is to summarize the history of Spanish and American exploration in the Hopi region to document what knowledge the Hopis had of the Grand Canyon region. It will be included as a chapter in the final ethnohistorical document of the project's report.

Dr. Ferguson also collated 68 annotated citations of historical and anthropological publications and submitted them to the Cultural Preservation Office for review.

There continues to be a considerable amount of archival and library research that Dr. Ferguson needs to complete. To date, Dr. Ferguson has concentrated his library research at the Museum of Northern Arizona; Special Collections, Cline Library, Northern Arizona University; the Smoki Museum, Prescott, Arizona; and the Museum of New Mexico Library, Santa Fe. Ms. Gail Lotenberg conducted library research at the Univesity of Washington Library, the University of British Columbia Library, and the Museum of Northern Arizona.

Dr. Ferguson will continue to concentrate his research at the

Special Collections of the University of Arizona, and then initiate research at the Arizona State Museum, and the Arizona State University libraries. When this research is completed, Dr. Ferguson will then begin research at the archives of the University of Utah (Doris Duke Oral Histories from Hopi); Brigham Young University (John Boyden, Sr. papers from the Hopi Land Claims Case); Arnold and Porter Law Offices, Denver ( documents pertaining to the 1934 Land Claims Case); the H.R. Voth archives in Bethal, Kansas; and the National Anthropological Archives housed in the Smithsonian Institution, Washington DC. Additional research will be conducted at the superior library and archives that exist at the Bancroft Library (U.C., Berkeley), the Huntington Library in California, and the Harvard and Yale Libraries.

To date, Dr. Ferguson has interviewed sixty-three (63) Hopi individuals, representing twenty-two (22) clans and eleven villages. These ethnographic interviews have substantially concentrated more on the village of Shungopavi than the other eleven villages. Dr. Ferguson has begun to organize the ethnohistoric data collected to date into a narrative form organized by topic. The organization of this data will take several more weeks of work before this document will be complete enough to be useful in determining what gaps exist in the ethnographic data. One of the readily apparent gaps is the need to acquire statistical ethnographic representation of the perspective of the Tewa people, who reside in the village of Hano on First Mesa, through ethnographic interviews. Additionally, ethnographic information concerning the Hopi perspective of the Little Colorado River drainage and especially the portion from Grand Falls to the confluence need to be accumulated. Furthermore, additional interviews need to be performed for a statistically equal village representation.

Dr. Ferguson will begin working closely with the Hopi/GCES Archaeologist, Mr. Michael Yeatts, on gleaning traditional Hopi interpretations of archaeological features and sites located within the Glen and Grand Canyon as comparative data to the way sites are traditionally interpreted by professional archaeological community. This will necessitate various river trips in which Dr. Ferguson and Mr. Yeatts will work with and interview Hopi elders and priests on a one-to-one basis in order to focus the interviews and solicit a greater amount of pertinent data. A significant amount of time was expended during this quarter by Dr. Ferguson and Mr. Yeatts organizing and coordinating a river trip for Hopi elders. This river trip was coordinated to accompany a Grand Canyon National Park Service's cultural resource monitoring trip which departed on September 29, 1993. Mr. Yeatts coordinated the trip with the Hopi elders, informing them of the purpose of the trip and what each elder could expect during the course of the trip. The results of this trip will be available for the December 30, 1993 Hopi/GCES quarterly report.

The second objective concerns assisting the GCD-EIS writing team in assessing the relative sensitivity of various cultural resource types. The ongoing process of fulfilling this objective is primarily facilitated by Dr. Steven W. Carothers, of SWCA, Inc.

On July 15, 1993, Mr. Vernon Masayesva, Chairman of the Hopi Tribe, sent a letter to Mr. Bruce Babbitt, Secretary of the Interior, concerning the Glen Canyon Dam EIS Adaptive Management Process. In this letter the Hopi Tribe expressed concern over recent events that called into question the commitment of the federal government to continue the active participation and real involvement of Indian Tribes in decisions involving future management of Colorado River discharges through the Glen Canyon Dam. The Hopi Tribe further stated, that since the dam was closed in 1963, the United States Bureau of Reclamation has operated Glen Canyon Dam to the proven detriment of downstream natural and cultural resources. Further destruction of resources downstream of Glen Canyon Dam was unacceptable to the Hopi Tribe.

Moreover, the Hopi Tribe expressed a concern that the concept of Adaptive Management and the organization of the administrative portion of the Adaptive Management Work Group was being structured by Interior agencies to exclude significant involvement of the Native American Tribes in the protection and preservation of Grand Canyon. Through this letter, the Hopi Tribe requested the Secretary of the Interior's intercession in the Adaptive Management issue and to instruct the Bureau of Reclamation and the National Park Service to include Native American Tribes as integral components in the Adaptive Management Work Group and in the Adaptive Management Process.

Each of the other GCES participating Native American Tribes (except Zuni) sent a similar letter to the Secretary of the Interior; at the suggestion of the Hopi Tribe.

To date, the Hopi Tribe has received no formal response from the Secretary of the Interior's office.

On August 24 and 25, 1993, Dr. Carothers and Ms. Mercer attended the EIS Team meeting in Denver, Colorado. During this meeting the Hopi Tribe's representatives were provided copies of "Errata for Advance Draft EIS". The Hopi Tribe formally responded to this "Errata" in a letter, dated September 27, 1993, from Mr. Vernon Masayesva, Chairman of the Hopi Tribe, to Mr. Roland Robison, Regional Director, Upper Colorado Regional Office, Bureau of Reclamation. In this letter the Hopi Tribe expressed dismay over the nature of the "Errata" and that it constituted a new preferred alternative which had never been reviewed or discussed by the Cooperating Agencies. That the "Errata" superseded the intent of the Cooperating Agencies process and the concept of Adaptive Management by establishing a 10-year endangered fish research project and implementing dam releases that have been solely

developed and discussed by the Bureau of Reclamation and the United States Fish and Wildlife Service.

Moreover, in this letter, the Hopi Tribe expressed their position that the Bureau of Reclamation had unnecessarily adopted the extremely conservative position advocated by the United States Fish and Wildlife Service. That the Seasonally Adjusted Steady Flow Alternative had always been one of the alternatives in the development of the EIS and as such had been the subject of scientific scrutiny and Cooperating Agencies debate. Because no evidence existed that the steady flow alternative would benefit the Grand Canyon ecosystem and the humpback chub to a greater degree than the low fluctuating flow alternative, it was not selected as the preferred alternative by virtually all of the Cooperating Agencies. The Hopi Tribe questioned the Bureau of Reclamation's compromise of a science-based document (the GCD EIS) and the disregard for the Cooperating Agency process. The Hopi Tribe further stated their opposition to the selection of the Reasonable and Prudent Alternative, proposed by the United States Fish and Wildlife Service, as a preferred alternative and the closed method in which it was adopted by the Bureau of Reclamation.

On August 26 and 27, 1993, Mr. Leigh Jenkins, Director, Cultural Preservation Office and Mr. Kurt Dongoske, Tribal Archaeologist, represented the Hopi Tribe at the Cooperating Agencies meeting held at the YWCA, in Phoenix, Arizona. At this meeting the proposed deviations from the Interim operations; Habitat Maintenance/Building Experimental Release recommended for the spring of 1994; status of the Draft Biological Opinion; Draft EIS status; and Adaptive Management (in response to the Native American Tribes' letters to the Secretary of the Interior) were discussed.

On September 21, 1993, a letter was sent from Mr. Vernon Masayesva, Chairman of the Hopi Tribe, to Mr. Roland Robison, Regional Director, Upper Colorado Regional Office, Bureau of Reclamation, expressing the Hopi Tribe's support of the proposed changes to the Interim flow criteria.

On September 27, 1993, a letter was sent from Mr. Vernon Masayesva, Chairman of the Hopi Tribe, to Mr. Roland Robison, Regional Director, Upper Colorado Regional Office, Bureau of Reclamation, expressing the Hopi Tribe's support of the proposed high discharge Habitat Maintenance/Building Experimental Release from Glen Canyon Dam.

Dr. Carothers, representing the Hopi Tribe on the EIS Writing Team, has been commenting on the video tape of the GCD EIS process that the Bureau of Reclamation is producing for their public information meetings.

Additionally, Dr. Carothers is preparing an indepth analysis

of the United States Fish and Wildlife Service's Draft Biological Opinion and the associated Reasonable and Prudent Alternative. Currently, the Draft Biological Opinion is replete with the United States Fish and Wildlife Service's bias toward justifying the Seasonally Adjusted Steady Flows. Biological documentation presented in alleged support of steady flows emphasizes positive benefits to native fish, but discounts the same benefits for non-native fish. The Biological Opinion does not reveal the very real situation which may result from steady flows wherein the non-native fishery proliferates at the expense of the native fishery. The Biological Opinion fails to present evidence that steady flow will not enhance conditions resulting in increases in non-native species. Understanding the future relationship between non-native and native fish is fundamental to selecting fluctuations vs. steady flow discharge patterns. Hence, the Cooperating Agencies reliance on Adaptive Management. If the United States Fish and Wildlife Service is wrong about the impact of steady flows below the dam, the extreme consequence could be to actually lose what remains of the native fishery in Grand Canyon, including the humpback chub. Because this uncertainty exists, Dr. Carothers, representing the Hopi Tribe, has been strongly advocating against the Seasonally Adjusted Steady Flows; and advocating for the implementation of experimental flows which are closely monitored in such a way that if the non-native fish begin to significantly benefit to the detriment of the native fish, such flows could be terminated.

The continuing involvement of the Cultural Preservation Office, representing the Hopi Tribe, in the GCES and GCD EIS process throughout fiscal year 1993 continued through the attendance and active involvement in the EIS writing team meetings and the Cooperative Agency meetings. In addition, the Hopi Cultural Preservation Office continued to review each new report released by the GCES for relevant information and areas of concern for comment. The Hopi Cultural Preservation Office continued working with other members of the EIS writing team to progressively refine the Draft EIS and work towards the democratic selection of a preferred alternative. Moreover, the Hopi Cultural Preservation Office continued to monitor the Bureau of Reclamation's compliance with the other relevant Federal legislations.

The third objective concerns assisting the Glen Canyon Environmental Studies in the identification and interpretation of sacred Hopi sites and other sensitive aspects that are related to the archaeological sites.

Towards the completion of this objective, Mr. Michael Yeatts, Hopi/GCES Archaeologist, organized and conducted a cultural resources inventory of the lower Little Colorado River Gorge, from Blue Springs to the confluence with the Colorado River. Currently, Mr. Yeatts is compiling the results of this inventory into a report format. As apart of this compilation Mr. Yeatts is working closely with Mr. Ferguson to gather traditional Hopi information concerning

traditional cultural properties and sacred areas within the survey corridor.

During the survey of the Little Colorado River Gorge, Mr. Yeatts was assisted by two Hopi men, both of whom were not initiated individuals and lacked the traditional knowledge that Mr. Yeatts required to fully assess and identify those areas of importance to the Hopi. Thus, this traditional information must now be acquired and to this end, Mr. Yeatts is organizing among the Hopi elders and priests a field excursion to follow the Salt Trail into the Canyon and to the Salt Mines at which time this information can be acquired.

Additionally, Mr. Yeatts has been spending a great deal of time at Hopi discussing with the Hopi Cultural Resources Advisory Task Team various recommendations concerning the management and protection of linear traditional cultural properties (i.e., the Salt Trail) and other natural and cultural properties of concern.

Mr. Yeatts, who is stationed at the GCES offices in Flagstaff, is the Hopi Cultural Preservation Office's representative at numerous meetings regarding all aspects of the Glen Canyon Environmental Studies. These include meetings on economics, fish studies, EIS writing team meetings, non-use value economics, and GCES staff meetings.

Mr. Yeatts will continue to monitor the Section 106 consultation process, between the Bureau of Reclamation, the National Park Service, the Arizona State Historic Preservation Office, the Advisory Council on Historic Preservation, and the concerned Native American Tribes.

From September 1 to 10, 1993, Mr. Dongoske participated in a river trip organized by the National Park Service and the Bureau of Reclamation to assess the proposed Monitoring Plan. Also in attendance, were representatives from the Bureau of Reclamation, the National Park Service, the Arizona State Historic Preservation Office, the Hualapai Tribe, the Pueblo of Zuni, the United States Justice Department, and the Navajo Nation.

During this trip the participants were asked to evaluate the current NPS archaeological site monitoring form. After evaluating these forms, Mr. Dongoske suggested that the site plan maps needed to incorporate an accurate scale, contours intervals need to be indicated, and clearly defined site datums needed to be established.

Utilization of the actual site monitoring form proved to be an equally difficult task for assessing new impacts, because a good base line of data in which to construct comparisons did not exist. Moreover, the monitoring form asked for qualitative assessments of impacts at each site that were then represented and evaluated on

the form as if they reflected actual quantifiable data. What is needed is a defined set of quantifiable data, for each site, acquired through the utilization of electronic mapping equipment and scientific sampling procedures that indicated changes in such areas as artifact distribution, artifact loss, and changes in the morphology of side channel washes.

During the course of the river trip, it also became evident that while the National Park Service was monitoring the erosion of archaeological sites; they were doing nothing to mitigate the effects of that erosion. Thus, it was suggested during the trip that the National Park Service implement an effective Remedial Action Program designed to actively slow down the process of erosion at each appropriate sites, or data recovery, to preserve the archaeological information, at those site where the erosion is too great.

In tandem with the development of a NPS Remedial Action Program for sites along the river corridor, Mr. Kurt Dongoske is initiating discussions with the Hopi Cultural Resources Advisory Task Team to identify the traditionally appropriate types of remedial action for preserving these archaeological and Hopi ancestral sites.

Furthermore, it became apparent that the Grand Canyon National Park Service urgently needs to develop an agreement document with the participating Native American Tribes concerning the treatment and disposition of human remains that are encountered within the Grand Canyon National Park in accordance with the Native American Graves Protection and Repatriation Act.

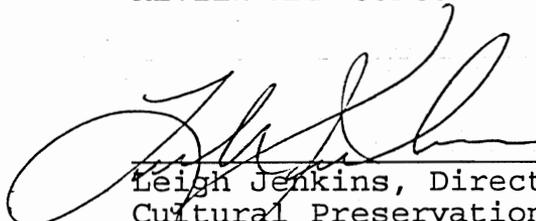
On September 29, 1993, the Hopi Tribe, represented by Mr. Michael Yeatts and Mr. Kurt Dongoske, met with the Bureau of Reclamation, the National Park Service, the Navajo Nation, the Pueblo of Zuni, and the Hualapai Tribe to discuss the third draft of the National Park Service's Monitoring Plan. The Hopi Tribe stated their dissatisfaction with the most recent draft of the Monitoring Plan. Moreover, it was apparent that the Hopi Tribe's comments regarding the previous draft had not been seriously considered by the National Park Service or the Bureau of Reclamation because most of those comments still applied to the current draft. The meeting ended with the scheduling of another meeting for October 19, 1993 at which the Hopi Tribe would assist in the rewriting of the Monitoring Plan.

The fourth objective of the Hopi Tribe's involvement in the Glen Canyon Dam Environmental Impact Statement addresses Hopi assistance to the GCD-EIS writing team in the development, writing, and review of the environmental documents. This objective has been previously addressed by outlining the Cultural Preservation Office's actions and continuing involvement with the GCD-EIS and the GCES process under objective #2 and the involvement of Mr.

Yeatts and Mr. Ferguson in the compilation and preparation of various documents that are submitted to the GCD-EIS writing team.

The above summarizes the Hopi Tribe's involvement as a Cooperating Agency in the development of the Glen Canyon Dam Environmental Impact Statement as of September 30, 1993. If you should have any questions concerning this progress report or if you need additional information please contact Mr. Leigh Jenkins, Director, or Mr. Kurt Dongoske, Tribal Archaeologist, at 602/734-2441, extension 202, or 602/734-6636.

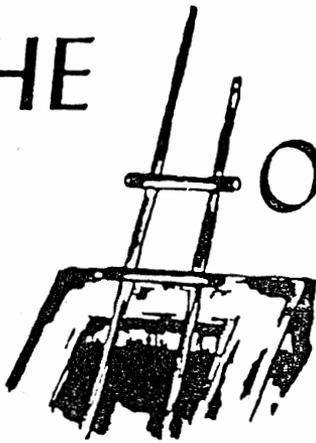
REVIEW AND CONCURRENCE



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Leigh Jenkins, Director  
Cultural Preservation Office  
The Hopi Tribe

THE



HOPI TRIBE

RECEIVED BUREAU OF RECLAMATION
OFFICIAL FILE COPY
NOV 17 '93
RESPONSE
DATE
Vernon Masayesva CHAIRMAN
PLS #
DATE
Patrick C. Dallas VICE-CHAIRMAN

November 16, 1993

Mr. Dave Wegner, Program Manager  
 Bureau of Reclamation  
 Glen Canyon Environmental Studies  
 P.O. Box 22459  
 121 E. Birch Street  
 Flagstaff, Arizona 86002-2459

RE: Glen Canyon Environmental Studies  
 Cooperative Agreement No. 1-FC-40-10560

Dear Mr. Wegner:

Enclosed is the required September 30, 1993 Progress Report for the Glen Canyon Environmental Studies Cooperative Agreement between the Bureau of Reclamation and the Hopi Tribe

The attached progress report brings the Hopi Cultural Preservation Office current on its progress report deliverables to the Bureau of Reclamation as defined by the cooperative Agreement.

If you have any questions regarding the report, please contact Kurt Dongoske, Tribal Archaeologist, Cultural Preservation Office, at 734-2441, extension 202.

Sincerely,

Ernest Sakeva  
 Acting Contract Specialist V  
 Office of Contracts/Procurement

ES/la

Enclosure

xc: Kurt Dongoske, Cultural Preservation Office, w/enclosure  
 Arnold Taylor, Manger, Dept. of Natural Resources, w/enclosure  
 Office of Contracts and Procurement  
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