

SECTION 3.0 PUBLIC INVOLVEMENT

Following Advisory Council on Historic Preservation (ACHP) guidance, public participation was a vital component of the archaeological effort at Hickory Bluff. The public outreach program reflected both the strong history of public participation programs and events sponsored by Delaware Department of Transportation (DelDOT), as well as the guidance of the ACHP regarding preservation planning. At Hickory Bluff, between March and September 1998, DelDOT and Parsons promoted the site excavations to the public. Through a range of advertisement mechanisms, various sectors of the public were attracted to the archaeological investigations where they learned about archaeology and Delaware's Native American history. Among the major benefits of the outreach effort was increased interaction with the local Native American community. This section describes the public outreach effort carried out at Hickory Bluff and how the direction of the archaeology was reoriented as a consequence. The information provided here might be potentially useful for future planning efforts.

The Society for Historical Archaeology, Society for American Archaeology (SAA) and the Archaeological Institute of America now have committees dedicated to introducing archaeology into educational curricula, and produce germane publications. Publications such as *Presenting Archaeology to the Public* (Jameson 1997) contain numerous examples of public programming at archaeological sites. Over the past several years, articles about archaeology and the public have appeared in various publications, such as special publications of the National Park Service (e.g., *CRM*, technical briefs of the Archeological Assistance Program), the *SAA Bulletin*, the Smithsonian's *AnthroNotes*, and the *Federal Archaeology Report*. The focuses of these articles span the gamut of public archaeology issues and provide helpful reference for cultural resources professionals.

While there has been much written about specific archaeological sites and public involvement programs conducted at them, little has been written in a national context that synthesizes public opinion. Frank McManamon, Chief Archeologist of the National Park Service, in the new journal *Public Archaeology* stated:

Archaeologists' knowledge about the kinds of archaeological subjects that are of most interest to the public, how well the public understands archaeological interpretations and most other aspects of the public's understanding of archaeology, is practically non-existent (McManamon 2000:11).

Several public surveys have been conducted, revealing that the public does not have a clear understanding of archaeological facts (e.g., Feder 1984, 1998; Pokotylo and Guppy 1999; Pokotylo and Mason 1991).

COMPLIANCE

The ACHP clearly stipulates the necessity of including public outreach in the Section 106 process. 36 CFR Part 800.2 (d)(1) states, "The views of the public are essential to informed Federal decision-making in the Section 106 process. The agency official shall seek and consider the views of the public in a manner that reflects the nature and complexity of the undertaking and its effects on historic properties." The June 1999 and December 2000 modifications of the

Section 106 regulations increase the emphasis on public outreach and Native American coordination components (ACHP 1999, 2000).

The ACHP issued a publication, *Public Participation in Section 106 Review* (1998), citing the following principles:

- Public participation in Section 106 review should support historic preservation objectives and help the Federal agency meet its program responsibilities. Both Federal agencies and members of the public have responsibilities in a public participation program.
- Public participation objectives should be approached with flexibility.
- The level and type of public participation should be appropriate to the scale and type of undertaking and to the likelihood that historic properties may be present and subject to effect.

The ACHP also advises that large projects anticipated to generate a great degree of public interest, be planned for accordingly, citing media notification as one way to deliver information to the public and solicit potential interested persons. Projects that surround resources important to the public or groups therein should receive special consideration and early planning (ACHP 1998).

Without mandates directing agencies to perform specific activities, often the vehicle for fulfilling the public outreach component of the regulations is left up to the agency sponsoring the project. Since regulatory public outreach initiatives do not receive specific means by which to implement them, agencies often struggle with issues surrounding how to direct their contractors to assist in fulfilling these mandates as they are associated with cultural resource identification and investigation efforts.

HISTORY OF PUBLIC OUTREACH CONCERNS

When the public became aware of the rate at which significant historic resources were being destroyed and looted, preservation concerns came into vernacular public discussion. The passage of the National Historic Preservation Act of 1966 (NHPA) marked the beginning of cultural resources investigations, or archaeology as environmental compliance. Cultural Resources Management (CRM) became a clever mix; many Principal Investigators of archaeological sites were academically trained and attracted by the enticing lure of the burgeoning industry. Along with their new consulting positions, archaeologists applied the current theoretical constructs of the science. Many of the theories and teachings strongly advocated categorized and compartmentalized approaches of the processual paradigm, emphasizing the maintenance of archaeology as a “science.” Few CRM technical studies mentioned much less emphasized the nature of public involvement. While the historic foundations of CRM were built on public policy, the public rarely was included to share in the investigation. This dichotomy led to and reinforced the covert nature of the performance of CRM over the last 25 years or so.

The nature of the venues in which most CRM projects are performed have contributed to minimal public involvement. Project areas subject to future development typically involve projects that are short in duration. Other impediments to public outreach include an emphasis on completing fieldwork expeditiously because of cost considerations and issues of insurance liability. Compliance-related archaeology revolves closely around the contract between the sponsor and consultant, reinforcing the bureaucratic emphasis to examine an archaeological site. A bureaucratic emphasis does not typically foster a climate amenable to taking time to reach out to the public, and may instead downplay regulatory guidance regarding public outreach as it pertains to cultural resources examinations and the environmental process. Sites subject to long-term research have unfortunately been subject to looting and vandalism when advertising and outreach have occurred, thus, visits to these types of sites have been limited to carefully coordinated arrangements, de-emphasizing interaction with multiple public voices.

Despite the general lack of outreach in CRM, some entities have successfully fostered the importance of history, archaeology, and public interpretation. These entities include statewide programs such as Arizona's Public Archaeology Program and the Crow Canyon Archaeological Center in Colorado local public programs such as Alexandria Archaeology and Fairfax Heritage Resources in Virginia; and the many national and private organizations that commemorate heritage partially through archaeology, such as the Jamestown National Historic Site, Colonial Williamsburg, Mount Vernon, and Monticello in Virginia; historic St. Mary's City in Maryland; Moundville State Monument in Alabama; Serpent Mound State Memorial in Ohio; and Cahokia Mounds State Historic Site in Illinois.

However, when archaeology and heritage resources receive widespread media attention, it is typically associated with the visibility of the most prominent national and regional sites, as opposed to the "standard" data recovery of significant sites associated with construction of a new highway. This has contributed to the popular distinction between the types of archaeology conducted at highly publicized "tourist" sites versus that conducted for public works compliance efforts. At destinations of historical or cultural interest that include archaeology in some way (i.e., museums), the public sees something that is a product of archaeology. They often do not see archaeology in action, nor do they get a thorough explanation of what this science is and how it contributes to the discovery of history and culture. Without proper context and introduction, the public has not learned about the full context of archaeology. They have learned about the site they are visiting, and they have learned that it would be interesting to be an archaeologist, but much knowledge and information that contributes to understanding archaeology and anthropology has not been emphasized.

The distinction between recreational and tourist places of interest with history and culture components, and archaeology related to compliance, has contributed to a general lack of public comprehension that archaeology occurs locally on a daily basis. This miscomprehension has contributed to the dearth of large-scale public involvement at compliance-related archaeological projects in the Mid-Atlantic. Without knowing that archaeology occurs on a regular basis, and that the public is an important component of the discovery of history and culture, the public cannot make the informed decision to pursue their interests. Without the overt public pursuance of these interests, planners and agencies cannot act in a proactive fashion; planners are rendered helpless without the ability to gauge public opinion regarding archaeology and environmental

compliance, and they must simply react when information that reaches the public causes interest or concern.

REACHING OUT TO NATIVE AMERICANS

The Section 106 regulations stipulate inclusion of both public and Native American views within the process. Regulatory language clearly delineates methods of coordination between agencies and federally recognized tribes for execution of cultural resource investigations. Native Americans are a critical component of “the public”, who require the extension of tailored outreach initiatives. As such, the following discussion uses the term “the public” with the understanding that it includes Native Americans, as it includes all ethnicities and nationalities. However, when the term “Native American” is used, it is termed to specifically apply to the federally recognized segment of the population. The revised Section 106 regulations provide clarified guidance regarding Native American coordination and consultation, as well as clarified definitions of, and an emphasized need for, public participation (ACHP 2000).

The Mid-Atlantic, as a unique geographic and cultural entity, has factors that perpetuate the lack of Native American involvement in archaeology. The number of federally recognized Native American tribes in Mid-Atlantic states is less than in states further north, west, and south (Figure 3.1). Federal recognition of a Native American tribe is directly related to land ownership and demonstration of historic land ties. Thus, a scenario in which only federally recognized tribes were consulted, as the letter of the federal law states, persisted long into recent decades. Recent interpretation of historic preservation regulatory guidance has reemphasized the orientation of the law to focus on the “spirit” or the “intent” of the law versus the letter of the law. This point is critical to introduce early in this discussion, as the participation of two non-federally recognized Native American groups was a critical component of the Hickory Bluff public outreach effort. The significance and preservation of Hickory Bluff, combined with its visibility in the media, sparked the interests of Native American groups who attribute thousands of years of history to Delaware. This important Native American component will be discussed later in the section. This component ultimately contributed to the adoption of agency procedures regarding coordination with non-federally, but “otherwise-recognized” Native American groups.

The context of Native American interaction with archaeologists in the Mid-Atlantic and Delaware is critical to understand because levels of interaction directly influence public exposure to culture and history. In many states with archaeological projects occurring on lands associated with federally recognized tribes, tribal histories, interpretation and information appear in popular works and technical reports available as public documents. Public documents serve to augment the venue in which information pertaining to history and land use is disseminated. Dissemination of historical information in this way directly influences public interpreters when they choose topics to convey to the public in museums and other interpretive facilities.

THE DELDOT PROGRAM

For several decades, DelDOT has been incorporating the interests of the public-- schoolchildren, retirees, scouts, historical societies, nature organizations, church groups, ethnic communities, and other professionals-- into transportation projects. Including the public in archaeology and historic preservation is a requirement of the national environmental review process, and many federal and state agencies are constantly challenging themselves to include the public in new ways. DelDOT has a long-standing history of incorporating public involvement strategies in archaeological discoveries and historic preservation, having continuously advertised archaeological and historical projects for the past two decades.

In addition to involving the public and getting their ideas and input about the history being recovered in their community, public participation in archaeological projects offers people a unique personal experience, simultaneously providing an ideal venue to educate people about transportation needs, environmental consequences, and decision-making processes associated with archaeology and environmental analysis. Often, despite the best efforts of public officials and legislators, the public is unaware that cultural resource investigations--in the form of archaeological or architectural documentation--take place prior to road construction, much less that they have the opportunity to get involved in local decision-making and have their voices heard.

Information dissemination has always been an important component of DelDOT's archaeology and historic preservation program. Considering that the archaeology is supported by taxpayer's dollars and that archaeological knowledge should be shared, DelDOT's position has been that the information from excavations must reach a wide audience, including professionals, avocational archaeologists and historians, and the interested public. For this reason, DelDOT has published the results of major projects in its archaeology series, *Delaware Department of Transportation Archaeology Series*. This report series is available in many universities, historical societies, museums, public libraries, senior centers, schools, repositories, and archives throughout Delaware and the country. DelDOT has challenged its consultants to reach audiences in new and different ways, realizing that report formats should be flexible, allowing the maximum number of people to absorb the information. As an example of DelDOT's report dissemination, 1,000 copies of the Lums Pond excavations (Petraglia et al. 1998b) were distributed to libraries, professionals, and the interested public. In the case of Lums Pond, a 2-volume set was produced, with Volume I written for the interested public and avocational archaeologists. To provide all details of the excavations, Volume II of the report provided all data in support of the conclusions. Currently, DelDOT, in coordination with its consultants, is also producing and considering other venues for information dissemination, including public reports, brochures, posters, slide show presentations, and internet site development, where much more information will be available for public review and enjoyment.

For nearly every transportation project where archaeology and historic preservation are involved, DelDOT maintains active public involvement as part of the process. The approach taken by DelDOT may be described as "multi-pronged," incorporating multiple strategies to reach diverse segments of the public. As recognized years ago, "the public" is inherently composed of many different sectors and interests, groups with access to different types of media,

and groups to whom certain information appeals in varying degrees. Thus, often times to reach these diverse audiences, a broad array of methods of information transmission needs to be developed. Over the course of the past two decades, DelDOT's public outreach program has reached over 20,000 individuals directly, resulted in the publication of over 130 newspaper and magazine articles, generated dozens of radio and television spots, and led to the preparation of over 100 publications and professional papers delivered at local, regional and national symposia (Figure 3.2). Through the combined activities of the public outreach effort conducted over the last 20 years, a large number of people have been exposed to archaeology and the environmental process. Positive results of the public outreach efforts include the development of grass-root interests in historic preservation and the inclusion of divergent and under-represented socioeconomic classes and ethnic groups that have traditionally been marginalized from history-building enterprises.

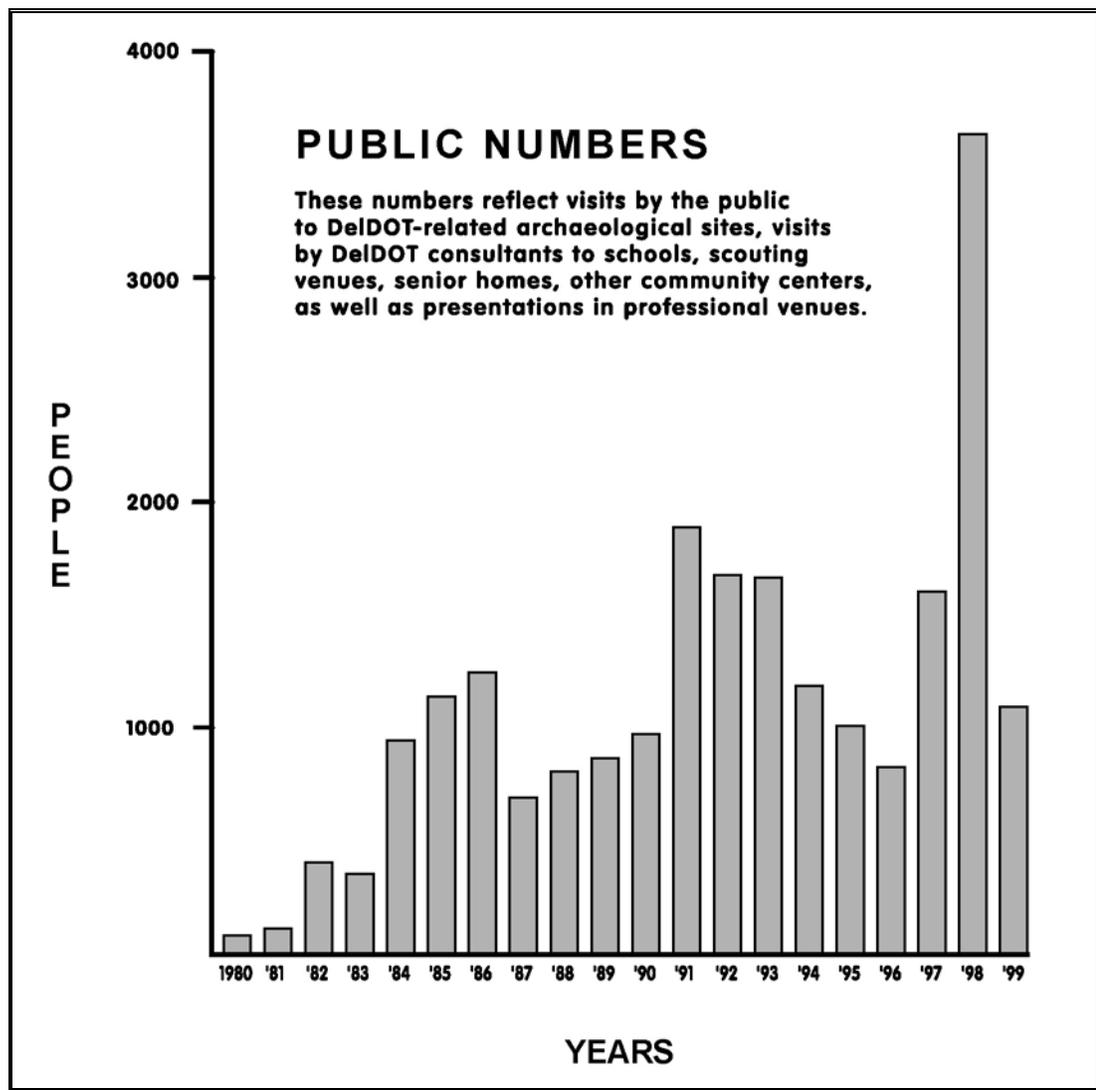


Figure 3.2 DelDOT Public Visitation Numbers, 1980-1999

DelDOT has captured the interests of the public and the media, and in doing so, some popular misconceptions about archaeology, the environment, and the road building process have been overcome. By promoting reciprocal access between the public and the agencies that build their roads and manage their cultural resources, the public becomes stewards of the resources. By supporting and promoting public education, the public has rapidly learned that protection of these resources is as much their responsibility as it is the jurisdiction of archaeologists and other professionals.

HICKORY BLUFF

DelDOT knew the Hickory Bluff project would be lengthy and complex, requiring many block excavation units, and that the artifact assemblages would be diverse, spanning many subperiods of Native American history. This was considered an opportunity for more systematic and extensive public outreach. The goal was to implement all of the facets of DelDOT's multi-pronged program concurrent with the excavations, and in a complementary manner. The public outreach fit neatly into the stipulation of the State Route 1 (SR1) Memorandum of Agreement (MOA) to include the public.

Hickory Bluff represented a large and important data recovery project, one that attracted the interests of Native American groups, the general public, professionals, and many other sectors of the public. Cultural resource professionals are aware that archaeological sites are an ideal venue to host public outreach activities, simultaneously offering positive press to the agency sponsor, and fulfilling public involvement as stipulated by Section 106 of the NHPA. Over the course of eleven months in 1998-1999, the public was involved and participated in the excavations. During the course of the Hickory Bluff project, strong support was lent by the agency (DelDOT), the Federal Highway Administration (FHWA), and state and local entities and programs (Delaware State Historic Preservation Office [SHPO]), local preservation groups, education and community based organizations). The Delaware SHPO has strongly supported agency activities, as well as all other activities involving the public in cultural resources investigations (Delaware Comprehensive Plan 1996). Through the course of the public involvement and fieldwork, some new approaches to public involvement in Delaware were actualized.

Hickory Bluff Setting

When planning a public involvement effort at an archaeological site, many factors need to be taken into consideration. Important for every public outreach practitioner to know is whether or not corporate insurance policies provide coverage for visitors to job sites. Coordination with DelDOT's administrative policy and legal department, and Parsons' corporate human resources and legal representatives revealed that insurance concerns were not a stumbling block.

Without exception, important factors revolve around accessibility. Successful public archaeology programs continually cite accessibility as being the key factor in guaranteeing success (Smardz 1997). At Hickory Bluff, the DelDOT project sponsor was committed to doing everything possible to promote accessibility. Multiple discussions were held, promoting a dialogue that provided Parsons with the information they needed regarding DelDOT's

expectations in terms of public programming. Continual communication between outreach personnel and the DeIDOT project sponsor was a key factor in ensuring the outreach effort operated without any major glitches.

The Hickory Bluff project location was a setting amenable to public visitation. Located on the DeIDOT campus, the site was situated within walking distance from the DeIDOT administrative building, and was accessible from Delaware Route 113 by car, foot and bicycle along a pre-existing access road improved by DeIDOT to facilitate public visitation. There was adequate parking and restroom facilities for visitors, and designated field personnel greeted people as they arrived (Figure 3.3). There was an interactive display station located in the southwest corner of the parking area, with a sign-in sheet, artifact displays, posters, and a variety of printed take-away materials (Figure 3.4). Due to its location along a wooded riverfront, site temperature was generally comfortable, an important factor particularly as the height of the public program occurred in the summer months.

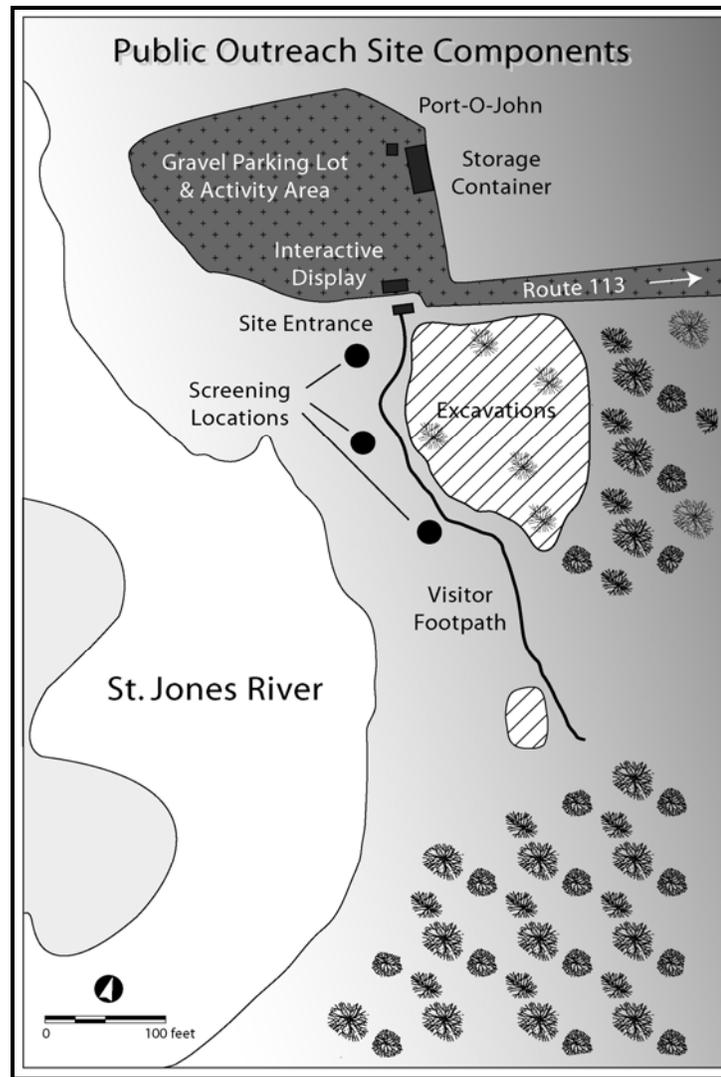


Figure 3.3 Public Outreach Site Components at Hickory Bluff

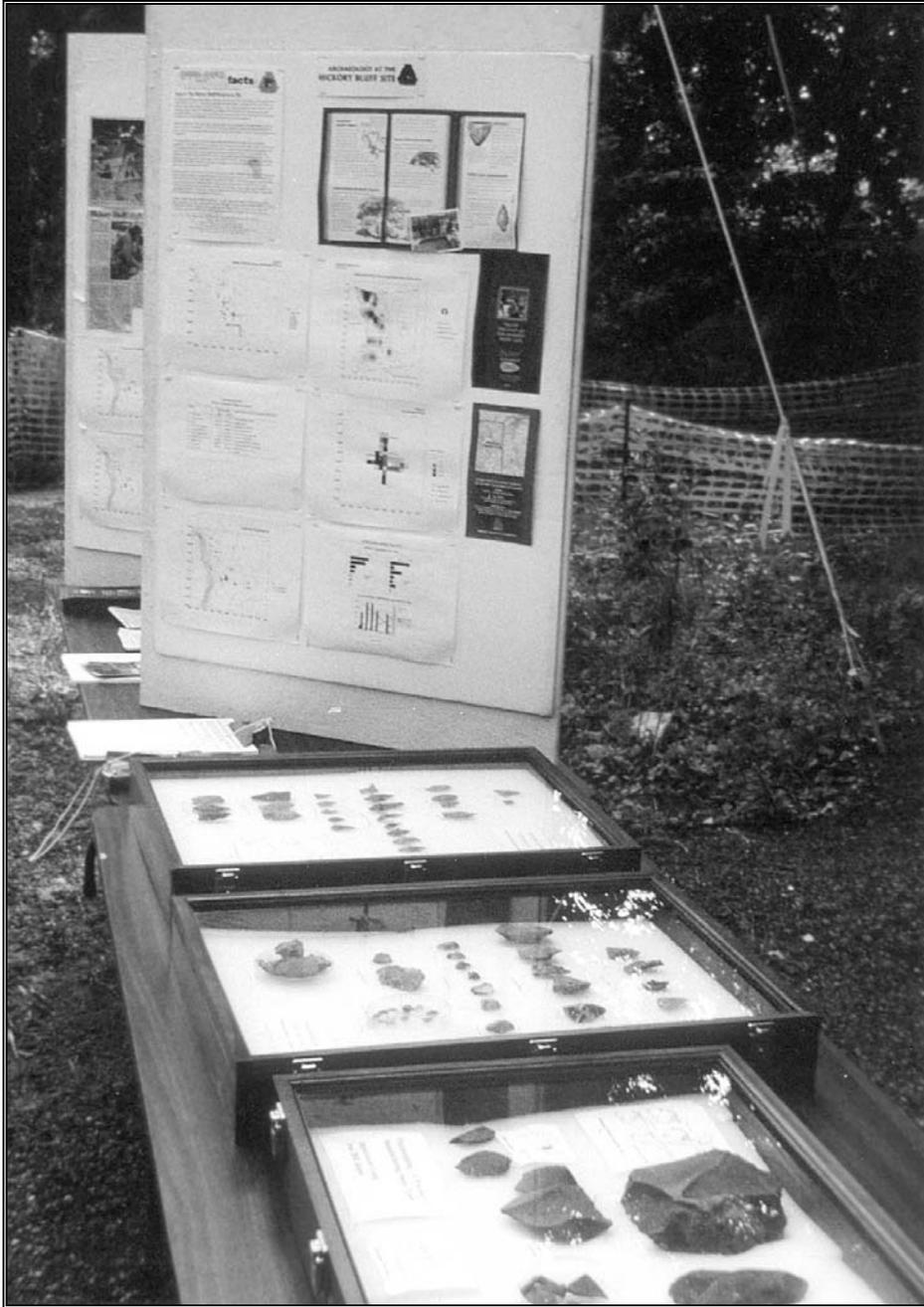


Figure 3.4 Display Station at Hickory Bluff

At Hickory Bluff, field activities were conducted to the south of the parking area, accessible by a clearly defined footpath, lined with brightly colored, temporary snow fencing. The path continued in an arc around the site, ambling along the St. Jones River bluff, providing the public the maximum view possible of both the archaeological unit work occurring in the interior of the site, and the screening occurring on the bluff, as well as an unobstructed view of the river. This view enabled the guide to revolve tour discussions both around the performance of the archaeology as well as the importance of natural resources to Native American and historical site occupants.

Approach To The Hickory Bluff Program

Hickory Bluff provided the professionals involved an opportunity to maximize the public involvement potential inherent at archaeological sites, particularly large data recovery projects. The types and levels of outreach efforts were diverse, all with the primary emphasis on accommodating the public, and providing them with access to not only the science of archaeology, but to the entire planning process that surrounds road building, and observation of their tax dollars being spent. Much that has been written about public archaeology in the East has primarily focused on historic sites associated with parks, museums, and other private ventures dedicated to incorporating the public in archaeology. Thus, the decision to expand upon DelDOT's public programming at Hickory Bluff broadened the currently available knowledge of archaeology and Native American sites. This approach emphasized the critical role of the public as being both receivers and givers of knowledge and information.

The concept of the important role the public plays in historic preservation was introduced to all visitors, regardless of age or ability level. The notion that they were central to the environmental and planning process empowered them to feel they had a right not only to participate, but also to contribute. Emphasizing this concept further ensured effective two-way communication, and contributed to the building of successful community relations. Providing the public with a place to interface with tangible reminders of the past was critical in reinforcing these concepts.

All aspects of the approach at Hickory Bluff were consistent with basic principles of the Transportation Planning Process: effective communication, recognizing the diverse nature of the public, which predicated a program based on flexibility and public involvement in the decision making process. As part of the outreach initiative, a variety of age-and ability-appropriate analogies were employed to distill the science into a format that non-archaeologists could comprehend regardless of their age or background. Critical to any successful public outreach approach is to ensure that every effort is made not to inundate visitors with technical jargon or extraneous information. When people are overwhelmed with too much information, they tend to absorb very little of what is being communicated, contributing to a negative learning experience.

Without exception, explanation and discussion was tailored to the individual or group, based on their unique abilities. Visitors to Hickory Bluff ranged in interest and education levels, scenarios not uncommon in public archaeology. The goal at Hickory Bluff was to provide people with an understanding of the past and an explanation of history and prehistory. This explanation included conveying that the ground beneath our feet preserves the data and evidence that help anthropologists and archaeologists piece together the stories of the many lives and cultures that make up our past. Archaeology was conveyed as the mechanism that helps us discover, or reveal, this meaning buried in the past. The process of archaeology generally was depicted as a tool used to retrieve the data, or the evidence, left in the ground. During this explanation, the careful nature of excavation and documentation was emphasized. The importance of all the delicate nuances of artifacts and features was stressed. This instilled an appreciation and respect for the work in which visitors and field personnel were mutually engaged. We further conveyed that prior to public works projects, cultural resources are investigated in order to preserve information important to our understanding of history and

prehistory. The approach did not glorify the road building process; however, it was communicated that while data recovery destroys an archaeological site, it is the environmental process resulting from road building activities that enables the public to discover and record important cultural resources before they are gone forever.

The program continually modified techniques and activities based on feedback from various people and lessons learned from working with certain groups (Figure 3.5). The program rarely deviated from a critical set of questions:

- Why are we doing this?
- Who is our audience?
- How do we communicate history?
- How do we communicate site interpretation?
- Are we sensitive to people's views?
- Are we open-minded?
- Is our program convenient and accessible?

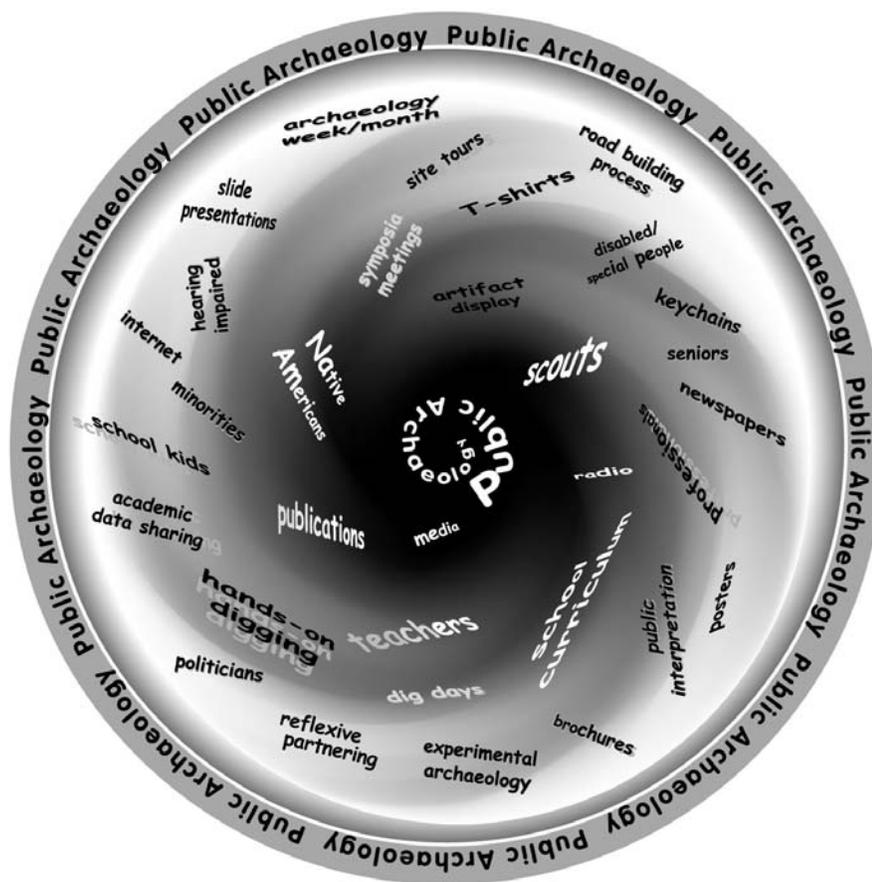


Figure 3.5 Public Archaeology Considerations

The placement of the public at the top of the priority list directly contributed to the success of the outreach effort at Hickory Bluff. Public visibility of archaeological projects directly contribute to coverage in the news and on television. Publications in various media comprise elements of popular culture. The public only knows there is something interesting going on if it is advertised, and only then do they have the chance to participate and interact. Part of the approach included saturating the media with tantalizing information about Hickory Bluff. By inviting the public to the Hickory Bluff archaeological site, the offer to physically experience archaeology was extended, emphasizing the personal experience. Media advertising was implemented after the press release in June of 1998 (Figure 3.6). An early press release, coordinated through the DelDOT External Affairs office, assisted in garnering newspaper, television and radio reporters, and attracting them to the site for footage and interviews (Figure 3.7). Colorful pictures in the media of children digging succeeded in augmenting family recreation and education opportunities by providing a unique activity. The press release gave general information about the site, as well as specific directions about how to get to the site and the hours it was open to the general public. The press release immediately garnered the interests of state and local journalistic entities. Subsequent media coverage included television and radio spots, and newspaper and magazine articles (Figure 3.8). Advertisement was also conducted during outreach visits to other forums. Presentations included informative segments about the public program at Hickory Bluff, and detailed information regarding location and hours. Without exception, these strategies encouraged audiences to come as a group, with a family, or individually. Critical in public involvement planning is making it easy for the public to visit, this includes clear directions, specific location, and open hours. The approach at Hickory Bluff was enacted in three main ways; visits to the public, visits by the public, and reaching out to professionals.

Visiting the Public

Outreach formed the basis for the public program. Outreach included reaching out to groups of people not traditionally on the archaeological circuit, yet equally deserving of the benefits of cultural heritage. Many times, groups of interested people were unable to come to Hickory Bluff, or simply preferred that a visit to their designated venue be arranged. A variety of venues in Delaware were visited, including public and private schools, career fairs, community centers and activities, DelDOT events, and scouting events. Children and the other audiences spoken with were given an age and understanding level-appropriate explanation of archaeology, tailored to the particular audience. Each presentation was somewhat unique, building on successful approaches taken earlier.

The professional(s) tasked with conducting the scheduled visits was responsible for preparing a presentation geared to the particular audience, taking into account age, ability, and interest. The majority of the presentations given were conducted in schools and community interest group settings, such as libraries and recreation centers. Many groups were chiefly interested in Hickory Bluff, while an equal number were simply interested in presentations surrounding how archaeology is conducted. Presentations typically involved an oral and slide presentation, followed by hands-on activities and artifact displays. For younger children, activities included coloring sheets, and the conduct of hands-on artifact exploration. To do this, the presenter's personal "collection" was transported for use into the classroom. The collection

NEWS RELEASE

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June 18, 1998

For Immediate Release

ARCHAEOLOGISTS DISCOVER SIGNIFICANT NATIVE AMERICAN CAMP

DOVER - Archeologists working for the Delaware Department of Transportation (DelDOT) have uncovered a major Native American campsite — dating from 1,000 to 5,000 years ago — along the banks of the St. Jones River in Dover.

Known as “Hickory Bluff,” the site has become one of the largest archaeological excavations on the East Coast. Over 50,000 artifacts have been unearthed so far. These include pottery, stone tools, cooking implements, ancient outdoor fire hearths, and remains of what are believed to have been temporary homes.

Because the site is on a bluff overlooking the river, it is one of the few areas in Delaware that has never been cultivated.

Dr. Michael Petraglia, Excavation Director, stated, “The Hickory Bluff site is almost Pompeii-like in its preservation,” allowing study and conservation of what was, in essence, a series of campsites. The site also reveals much about expanding lifestyle information that had only been theory until now. Carbon dating, plant studies and chemical analysis from decayed organic matter are among the sophisticated state-of-the-art scientific techniques being used to understand native activities.

Schools, clubs and other interested individuals or groups are encouraged to tour the Hickory Bluff site and even take part in the dig. Site hours are 8:00 am to 3:00 pm, Monday to Friday. To learn more about the dig, call Michael Petraglia at (703) 218-1084 or Kevin Cunningham at (302) 760-2125. To arrange for a tour, call Diane Halsall at (302) 760-2129.

Figure 3.6 News Release by DelDOT Office of External Affairs on Hickory Bluff



Figure 3.7 Television Interview

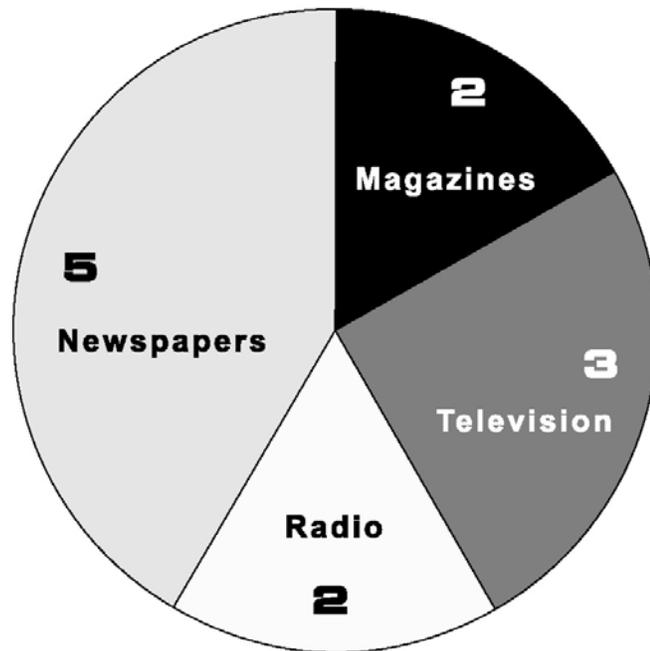


Figure 3.8 Media Coverage During Hickory Bluff Project

consisted of items such as broken dishes, and simulated Native American artifacts made by an associate who specializes in stone tool reduction. For more advanced audiences, previously catalogued artifacts from Hickory Bluff were organized into wood and glass display cases, with

labels and helpful interpretive/descriptive information. The technique of taking artifact displays into presentation settings was extremely successful, generating much discussion regarding Native American life ways. Often, replications that demonstrate the tool manufacturing process were used so that correlations between behavior and material could be drawn.

Conveying information about archaeology in a classroom setting was a task replete with challenges, more than simply giving a presentation, the presenter was tasked with communicating effectively with the composition of each unique group. The prominent academic backgrounds of many professional archaeologists do not often prepare them for effective communication with the public, especially children, and this requires careful examination of successful techniques.

Equally inherent in the approach of the program was to communicate with the entire workforce at DelDOT, offering presentations and field tours to employees not typically associated with the archaeological/environmental tasks associated with the road building enterprise. It was discerned in the case of the Hickory Bluff project that a large contingent of DelDOT employees were unaware that their agency required, and with the help of consultants, performed archaeology, much less that there was public involvement during these efforts. The people involved in the Hickory Bluff outreach effort termed this type of outreach “inreach,” as the target audience is contained within the agency actually sponsoring the cultural resources investigation. Often, divisions within large agencies such as DelDOT are unable to communicate as closely as they might like about aspects peculiar to their job to others. In this case, Parsons worked closely with representatives from the Planning Department and the External Affairs office to prepare a slide and artifact presentation to deliver to DelDOT employees in a conference room within their building during a weekly lunch hour. Over 100 people attended the event. To ensure the audience had the opportunity to fully grasp the scope of information conveyed, packets containing information sheets, graphic illustrations, and a variety of other informational materials were handed out to the audience as they arrived prior to the presentation. Again, the distribution of printed materials maximized the opportunity the cultural resource professionals had to engage the public. Delivering information in a variety of formats reinforces successful communication.

As part of all school and interest group presentations, printed materials were left behind, with two primary purposes: to advertise the site and promote visitation; and to hopefully transcend the recipient, in other words, people were encouraged to share all of this information with their friends, families, and anybody else who may be interested in archaeology. Some printed materials were designed to target specific age and ability levels, however, most were designed to appeal to many different age and ability levels at one time (Appendix B). There were three main types of printed materials distributed during visits, as well as at the site, including informational handouts, “StrataFacts,” and activity sheets. Informational handouts included bookmarks, postcards, advertisement flyers, a brochure specifically prepared for Hickory Bluff (Figure 3.9), and copies of germane newspaper and magazine articles. “StrataFacts” were one-page, colorful information sheets targeted toward an audience moderately versed in archaeology (Figure 3.10). StrataFacts were produced in color, each with one or more attractive photographs, so that their appeal would also extend to those outside the

target audience. Each StrataFact had a different topic regarding archaeology and Hickory Bluff, including the following:

- The Hickory Bluff Prehistoric Site
- Chronology – How Old is Old?
- So, What’s With All These Rocks?
- Hickory at Hickory Bluff
- Home is Where the Hearth Was?
- Hearth Stones or Pot Boilers?
- Why do Archaeologists Dig Square Holes?
- Making Stone Tools

Five different activity sheets were designed for the various grade levels visited in the schools. The age spans covered by the activity sheets included kindergarten through first grade, second through third, fourth through sixth, seventh through ninth, and tenth through twelfth. Each activity sheet included an age appropriate explanation of archaeology, including what it is, why, how, and where it is done, and who does it. Various illustrations were included in each, and for the younger grades, coloring sheets were included. Also included in the activity sheets were bibliographic listings for age-appropriate student research.

Including public and private schools, career fairs, community centers and activities, DelDOT events, and scouting events school groups, 37 groups were visited during the course of the Hickory Bluff project (Figure 3.11).

Visitors to Hickory Bluff

A press release and media campaign were conducted in coordination with the External Affairs office at DelDOT. The press release succeeded in piquing the interest of local television, radio, and newspaper sources, resulting in the advertisement of the Hickory Bluff excavations in popular news, and drawing visitors to the site. Signage was installed along the road to attract people passing by to come for a tour or visit. The sign was large enough to be clearly visible to drivers on Route 113, a busy, four-lane highway. Verbiage on the sign was simple, large, dark letters were situated against a light background, directing visitors with a large arrow toward the parking area.

The site was open to the public during the workweek, from 9:00 am until 3:00 pm daily. Tours and events were conducted on both a pre-arranged and spontaneous basis. This enabled the archaeologists to complete set-up and start their day during the early morning hours, so that they were well underway by the time visitors began to arrive. By closing to the public a half hour earlier than the end of the workday, the archaeologists were able to break down on schedule. Strict adherence to health and safety standards was observed at all times, and pre-arranged visitors were instructed to dress accordingly. A variety of groups was hosted at the site, ranging from small families and individuals to school and professional groups as large as 150.

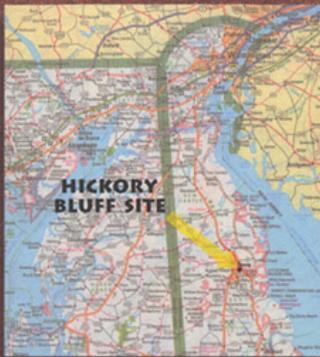
PRESERVING THE PAST, AS DELDOT MEETS THE DEMANDS OF THE FUTURE.

Archaeologists are like detectives. They follow a trail of clues that help them reconstruct what happened in the past. When that past occurred hundreds, or even thousands of years ago, the mystery of who lived in a particular place and how they led their lives is exciting and fascinating. The Delaware Department of Transportation (DelDOT) plays an important role in uncovering the past in Delaware.

Before construction begins on roads and bridges, DelDOT has archaeologists examine an area to make sure nothing of prehistoric or historic importance is destroyed. If a site has a significant finding, a more extensive dig is launched and artifacts are removed for future generations.

Individuals, schools and clubs are invited to visit and take part in these archaeological "digs." (See back cover for tour times and contact numbers.)





HICKORY BLUFF SITE

COME VISIT HICKORY BLUFF & HAVE FUN LEARNING & DIGGING!

HOURS:
8:00 am - 3:00 pm, Monday-Friday.

SITE TOURS:
To arrange a tour or to participate call Diane Halsall at (703) 934-2339.

INFORMATION:
For more information on the dig, call Mike Petraglia, Parsons Engineering Science (703) 591-7575 or Kevin Cunningham, DelDOT (302) 739-3826.



Delaware Department of Transportation

FIELD JOURNAL



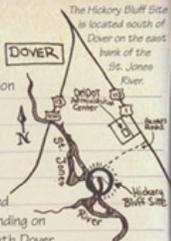
DIG UP THE PAST AT THE HICKORY BLUFF SITE



Archaeological Explorations
In Advance of Transportation
Construction Projects

HICKORY BLUFF TODAY

The Hickory Bluff Site is located south of Dover on the east bank of the St. Jones River.



Hickory Bluff is the location of the future Punchoon Run Connector, which will connect SR 1 and US 13, relieving congestion on local roads. The site is situated along a protected bluff, close to a natural landing on the St. Jones River in South Dover. Beneath this environment rich in game and plants, DelDOT archaeologists are uncovering ancient house and food pits, fire hearths, stone tools, implements and pottery from prehistoric times. By the time the project is over, we expect to uncover 50,000 artifacts.

PREHISTORIC HICKORY BLUFF

Between 5,000-1,000 years ago, Native Americans camped all along the St. Jones River, fishing, hunting, and living off the land. It is believed these people lived in "pit houses" (at right) made with a framework of bent saplings and covered with bark and branches. Everything they needed, they found from

nature. Food, medicine, tools and implements were made from the land in which they lived. Sometimes they traded with other peoples to get things that were not native to their areas.

WHAT WEVE UNCOVERED...

Because archaeologists cannot "guess" at what happened, we must depend on evidence and science. At Hickory Bluff, there are remains of many possible shallow, oval-shaped pit houses, along with evidence of cooking and hunting. There are also pits that may have been used to store food. We've excavated many fire hearths. These are excellent evidence that residential activities, such as cooking, occurred here.



Archaeologists contend that pit houses were oval-shaped, partially dug out dwellings.



POTTERY

Pieces from many different types of pottery have been found at Hickory Bluff. During the excavations, a small pit was found filled with clay and crushed bits of pottery. This was located next to a stack of pottery pieces. This suggests that pots and bowls were made on-site by recycling old vessels.



The style, shape, and decorations on pottery often provide the identity of the peoples who made it and the time period it was made.

TOOLS AND IMPLEMENTS

Many projectile points have been found such as tips for arrows and spears, and others that were probably used as knives and scrapers. We have also recovered hammerstones for making stone tools.

Most of the tools and implements that have been found are made of local stone, but some are from stone that is found farther away. This might mean the groups traveled long distances or traded from as far away as New Jersey, Pennsylvania and, possibly, the Midwest.



This projectile point, found at Hickory Bluff, was probably used as a spear head.

Left: Students examine an ancient fire hearth.

Figure 3.9 Hickory Bluff Brochure



STRAATA facts



Come Explore Your Heritage. Dive Into The Past With Us.

Issue 7: Why Do Archaeologists Dig Square Holes?

Take a quick look across the Hickory Bluff site and you'll see lots of little orange flags marking spots on the ground, and a series of square holes with string around the edges. It looks like an archaeological site. So, why do archaeologists always dig square-sided holes? Well, it's mainly so that they'll know where they are.

Space is a key idea in archaeology. Where something is found is as important as what it is or how old it is. The location of an artifact within a site tells us its **association**, what it was related to, what it goes with. It's like a puzzle, we have to figure out what pieces go together before we can start to assemble them. For example, if we find charcoal from a campfire or hearth that has a radiocarbon date of 1000 B.C., we want to know whether other artifacts found near the fire were from the same period or whether they were left by people who used the site much later. Or we may find pottery fragments and stone tools in another part of the site. If we know from the style of the pottery that it was made 700 years ago, we can determine that the stone tools are of the same age if we can tell from their locations that they were associated with the pottery.

So, knowing where you are on the site is very important. Sometimes small distances can be critical, and thus, exact and accurate measurements are made of every significant find. In that way, we can reconstruct the site later in the lab, on paper at the least. To make measuring like this practical at a site as large as Hickory Bluff, we create landmarks within the site. The corners of the excavation squares are the landmarks that we use for measurement. They are often called **datum points**, since they are the points from which locational data are collected.

The squares or excavation units are laid out precisely on a grid using surveying equipment such as a transit. The corners of each unit then have a unique identification based on their location relative to a central, or **datum** point. The horizontal positions of artifacts from the corners of the squares are noted, as well as the depths below the surface of the square, giving us exact information about where each artifact was found in relation to all the other artifacts at the site.

Figure 3.10 Example of a Stratafacts Sheet

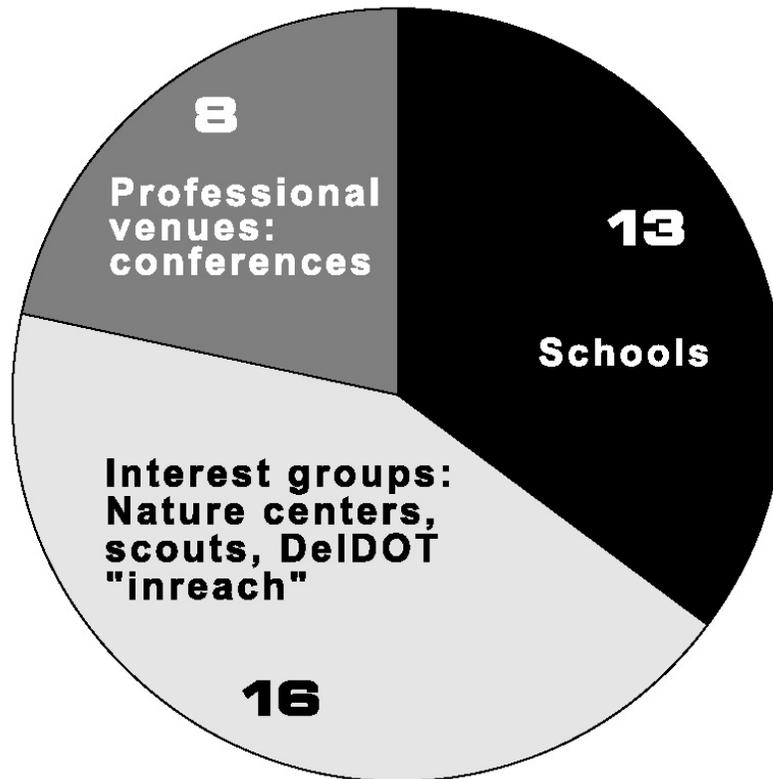


Figure 3.11 Public Groups Visited during the Hickory Bluff Project

Once visitors arrived, ample parking was provided. Visitors were automatically drawn to a display area that was erected as part of daily set-up procedures at the site every morning. As a visitor(s) arrived at the display area, the designated greeter would meet them (Figure 3.12). Greeters were previously designated field personnel who had expressed an interest in assisting with the public involvement effort in addition to their archaeological responsibilities. A brief informational speech was delivered to visitors, including general information about archaeology and Hickory Bluff, as well as health and safety concerns and requirements. The display area comprised a sign-in sheet, handouts including site brochures and other printed materials, as well as several cases of artifacts and examples of the types of materials that visitors could expect to find during their visit if they chose to dig. Handling artifacts served both to intrigue visitors, as well as familiarize them with the cultural materials they might encounter during their digging and screening experience.

Once the orientation was completed at the display station, visitors were led to the field path entrance, located on the northern side of the site. At this point, a brief health and safety talk was given, emphasizing site dangers such as deep holes, tree roots, poison ivy, ticks, and how to avoid them. A small, colorful health and safety reminder was handed out to each visitor, reinforcing the importance of safety (Appendix B). Upon completion of the health and safety talk, visitors were led down the snow fence-lined path, stopping at designated stations to view unit and/or feature excavation, screening, and experimental projects being conducted on site (Figure 3.13).



Figure 3.12 Orientation at Display Station

During the course of the tour, visitors were introduced to the basic principles of archaeology and where it fits in the discipline of anthropology; basic field excavation techniques; and the importance of cultural resource management in environmental tasks associated with road building. Groups that came for tours ranged in size from 1 to 150, including school children, casual passersby, nature center groups, after school and summer camp programs, DelDOT employees, seniors, neighborhood children, people on their way to and from vacation or other recreation destinations that happened to see the roadside sign, and archaeologists from a neighboring archaeological project being conducted by Louis Berger and Associates, another DelDOT consultant (Figure 3.14).

In terms of tour information, content and language varied based on the specifics of group composition. If the group was versed in archaeology, a more direct approach was taken. For visitors not previously exposed to archaeology, and particularly younger visitors, information delivered during the tours was distilled into analogies, giving simple explanations of what archaeology is, and why and how it is performed. It is not prudent to try to convey too much information to people who may be experiencing archaeology for the first time, there is only so much that a person unfamiliar with archaeology and cultural resources can absorb in a short time.



Figure 3.13 Visitors Observing General Excavation Techniques

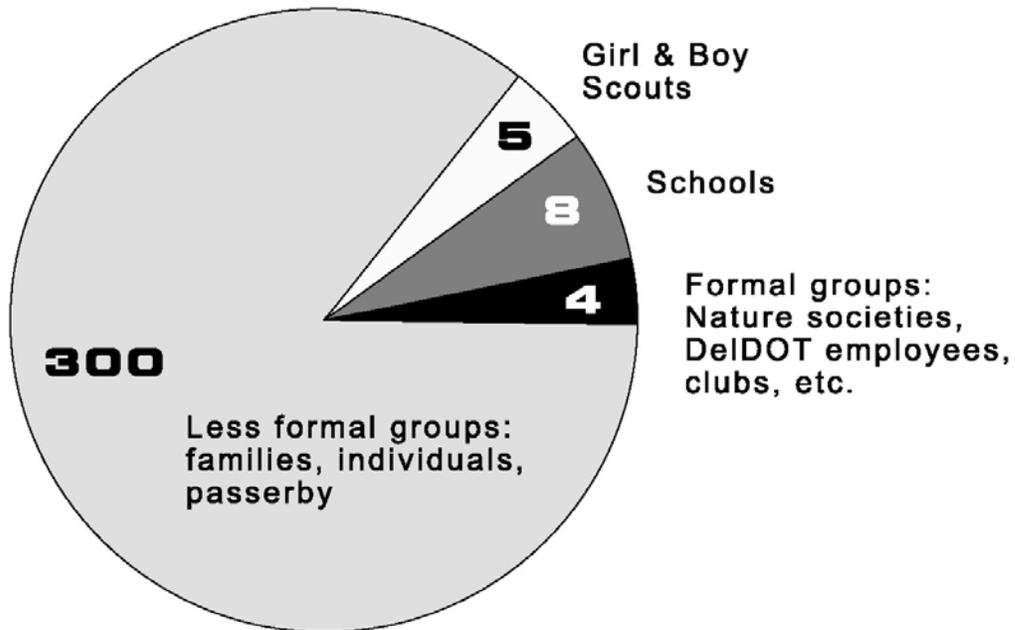


Figure 3.14 Public Groups that Visited Hickory Bluff

Depending on the size of the group, and whether or not they requested the opportunity to dig, after completion of the orientation tour, digging and screening opportunities were given. Equal opportunity was offered to all visitors. During the site tour, visitors were instructed to observe the archaeologists and the manner in which they excavated (Figure 3.15). While they observed, archaeological techniques were explained. When it came time for some visitors to actually dig themselves, they were aware of excavation techniques, having had an opportunity to watch the equipment being used. Digging opportunities were orchestrated according to group size and composition. Previously designated units were peopled with two archaeologists to assist 2-4 “junior archaeologists”. Typically, the unit visitors would be divided in half, with a team digging while another team screened nearby, interchanging halfway through the experience (Figure 3.16). At any given time, there were 5-8 units being simultaneously worked on by visitors and archaeologists, with the average digging experience lasting one hour. If groups were larger than the site could accommodate at one time (over 30-40), groups were systematically divided, with activities conducted in the unused portions of the paved parking area. Groups would rotate in and out of the excavation area, depending on the duration of the visit. Activities conducted with the groups waiting to excavate included drawing exercises, hands on artifact exploration, and group discussion. Often groups that stayed the entire day ate with the field crew at lunchtime, offering a chance to get to know the archaeologists as people in addition to scientists. In general, visitors were equally interested in the archaeologists and the archaeology. Several common questions were posed at Hickory Bluff, including “What do you have to do to become an archaeologist?” and “What is the most fascinating site you have ever dug?”

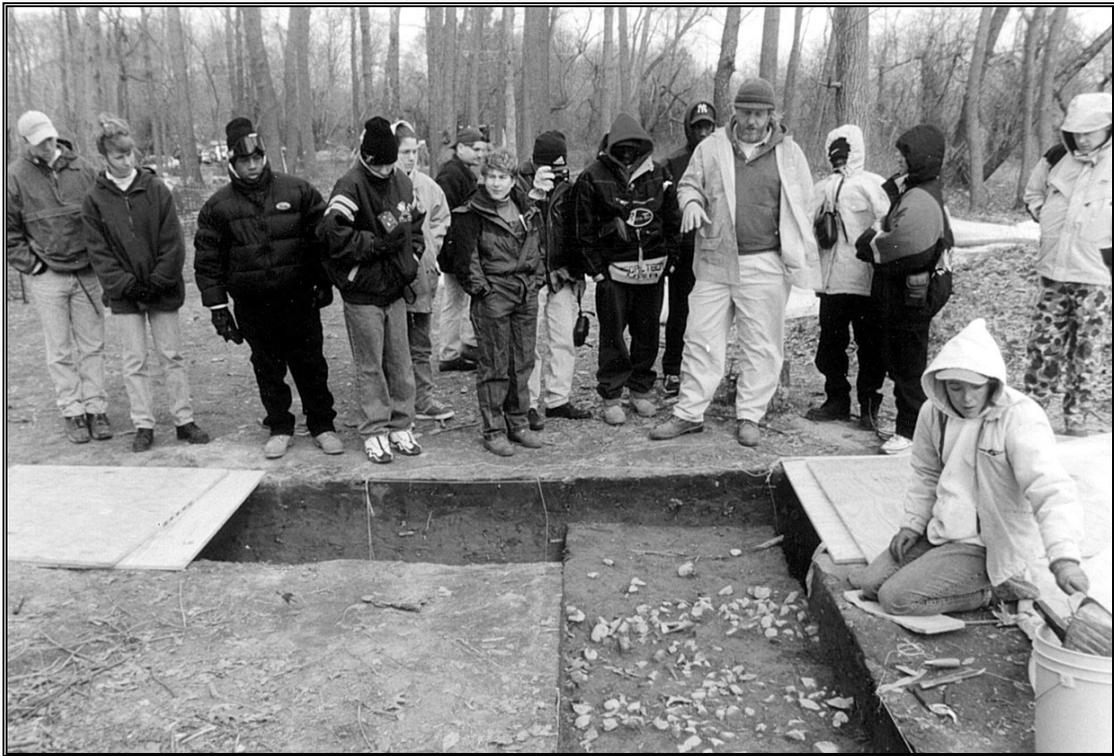


Figure 3.15 Visitors Learning about Careful Feature Excavation Techniques



Figure 3.16 Visitors Screening Hickory Bluff Deposits to Retrieve Artifacts

Several of the visiting groups to the site included scout organizations, and three separate Girl Scout troops earned badges pertaining to environmental and cultural resources issues as part of their archaeology experience. In special cases such as this, programs were more carefully tailored to meet badge requirements, with the program organizer working closely with the troop leader to tailor activities according to meet the requirements of the badge.

Many visitors came repeatedly to the site to tour and dig, several coming almost on a daily basis. An archaeological site yields new information daily, and repeat visitors were able to apply knowledge they had learned in a previous visit to subsequent visits. In addition to repeat visitors, many teachers and other education professionals continually contacted DeIDOT and Parsons to inquire about further opportunities to involve their groups in public archaeology. School visits and subsequent discussions with teachers yielded that their archaeological experience(s) had directly influenced their yearly curricula.

An internship program was conducted at Hickory Bluff. The intern program was designed to offer opportunities to people who may have otherwise been constrained from learning archaeology. The two summer interns at Hickory Bluff had the chance to learn archaeology in a hands-on fashion, under the careful mentoring of experienced and patient archaeologists. Interns received additional explanation and the careful mentoring from the other archaeologists, however, they were subject to the same terms of employment as the other field technicians.

Between school children, casual passersby, nature centers, after school and summer camp programs, DeIDOT employees, seniors, neighborhood children, people on their way to vacation

or other recreation destinations who happened to see the roadside sign, and other professionals, over 300 groups visited Hickory Bluff.

PROFESSIONAL OUTREACH AND INTERACTION

The professional goals of the public outreach program at Hickory Bluff sought to dissolve frequent barriers that separate archaeologists, and stimulate a dialogue to maximize site interpretation efforts. Barriers can include professional differences regarding paradigm ascription, opinions regarding interpretation, or simply isolation from projects performed by other companies due to geographic or time constraints. It was felt that the complex nature of Hickory Bluff made the involvement of other archaeologists and cultural resource professionals a critical component. To promote fruitful dialogue, through the course of the field effort, every attempt possible was made to disseminate information in professional forums, including participation in national, regional and local symposia, and the organization of an on-site field information exchange event, called the “Hickory Bluff Open House.”

The two-day Open House event was conducted to engage professionals in current Delaware archaeological undertakings, as well as to promote dialogue regarding interpretation of features, artifacts, and other archaeological data observable on-site. The two-day event, supported by DelDOT and hosted jointly with Louis Berger and Associates, Inc., included a range of presentations and activities (Figure 3.17). A variety of archaeologists, specialists, and State representatives presented informative talks on issues and studies including the following:



Figure 3.17 Professional Outreach at Hickory Bluff

- Role of the SHPO
- Delaware Research Designs
- Excavation Overviews
- Lithics and Mineralogy
- The Public Program
- Geoarchaeology
- Tree Excavations
- Geology
- Ethnography
- Feature and Soil Anomalies
- Geographic Information System (GIS)

The invitation list exceeded 1,000 people, and over 150 archaeologists and other cultural resource professionals responded in the affirmative and attended the two-day event (Appendix B contains examples of the agenda and invitation strategy). This forum provided the opportunity for dynamic on-site exploration of interpretations. Dialogue persisted for the duration, and presentations and activities were conducted at both the Parsons and the Louis Berger sites, respectively situated on the east and west banks of the St. Jones River, across from one another.

Interim presentations about the Hickory Bluff investigations were made at professional venues, including the Society for American Archaeology (Appendix B), Association of Transportation Archaeologists, Middle Atlantic Archaeological Conference, and the Transportation Research Board annual conferences (Table 3.1). Ongoing discoveries during the course of the public outreach and archaeological efforts at Hickory Bluff made intriguing fodder for presentation topics, both during and after the field efforts. It was felt that the dynamic nature of the Hickory Bluff project deserved professional awareness, so that other cultural resources and historic preservation professionals could benefit immediately from information.

Table 3.1 Professional Venues for Presentations about Hickory Bluff

Professional Venue	Date	Location	Type of Presentation
Transportation Research Board	July 1998	San Diego, CA	3 Papers, Public Outreach, Traditional Cultural Properties, and DelDOT research goals
Transportation Research Board	January 1999	Washington, DC	Poster Session, Public Outreach at Hickory Bluff
Middle Atlantic Archaeological Conference	March 1999	Harrisburg, PA	Paper, Public Outreach and Hickory Bluff
Society for American Archaeology	April 1999	Chicago, IL	Poster Session, Public Outreach at Hickory Bluff
American Planning Association	May 1999	Easton, MD	Paper, Public Outreach at Hickory Bluff and Tourism Opportunities
Society for American Archaeology	April 2000	Philadelphia, PA	Symposium, Hickory Bluff, 13 papers, 2 discussants

NATIVE AMERICAN INVOLVEMENT AT HICKORY BLUFF

Native American involvement during the Hickory Bluff project ultimately resulted in a modified approach to Delaware archaeology. In Delaware, there are no tribes with federal recognition. Two tribes that associate themselves historically with Delaware are the Lenape Indian Tribe, Inc. (Lenape) and the Nanticoke Indian Association, Inc. (Nanticoke). As media coverage continued and information dissemination at national conferences began, the word continued to spread that the Hickory Bluff project comprised a distinctly public campaign. As the public continued to visit the site, newspaper articles and television advertisements appeared, it was only a matter of time before tribal members and representatives heard about Hickory Bluff.

As a result of the Hickory Bluff project coverage, and the nature of the discoveries, a dialogue was initiated between archaeologists, Native Americans, and State Agencies. Tribal representatives from both the Lenape and the Nanticoke approached DelDOT and Parsons, and expressed interest in Hickory Bluff and archaeological investigations in Delaware.

The Lenape Indian Tribe, Inc. and Nanticoke Indian Association, Inc. expressed their interest in different ways, with Nanticoke representatives voicing their desire to immediately be a part of site investigations. The project sponsor and project archaeologists, with the involvement of the Delaware SHPO, immediately began a dialogue with Nanticoke representatives.

When the formal expression on the part of the Nanticoke Indians was recognized, a variety of activities was arranged to include them in the archaeological and Section 106 efforts underway at Hickory Bluff. The first of these activities included field meetings, and Nanticoke representatives met in the field with consulting archaeologists, as well as the ACHP and Delaware SHPO, to discuss topics such as field methodology and practices as well as archaeological interpretations. After several field meetings, a three-day workshop was held at DelDOT. Nanticoke, Parsons, and DelDOT representatives attended the workshop, and discussions and activities surrounded Section 106, archaeology, laboratory methods, and Hickory Bluff. The three-day event succeeded in transferring a great amount of information between those involved, paving the way for subsequent relationships, including implementation of procedural changes at DelDOT regarding coordination with Native American groups as it pertains to cultural resources planning efforts. Culmination of the three-day workshop was the decision to honor the Nanticoke request to hold a sweat lodge and ceremony at Hickory Bluff prior to the beginning of road construction (Figure 3.18).

Through the course of these meetings and information sharing sessions, the Nanticoke belief that Hickory Bluff was a significant ancestral site grew. The road building schedule was discussed, and when the Nanticoke were informed that Hickory Bluff would be destroyed in the early fall, they requested a series of two ceremonies take place at the site prior to its demolition. In October 1998, a Sweat Lodge and Blessing ceremony were held. The Sweat Lodge ceremony comprised a small group of invited participants and the Blessing ceremony was open to the public, with members of DelDOT, Parsons, Louis Berger and Associates, the Lenape Indian Tribe, Inc. and members of the public present. After the field investigation portion of the Hickory Bluff project was over, the parties involved continued dialogue in order to ensure the

Nanticoke coordination continued through the analysis and report writing effort. Since this time, agency officials and Native Americans have maintained contact at each of the critical steps associated with archaeology and the Section 106 process in Delaware.



Figure 3.18 Nanticoke Public Blessing Ceremony

SUMMARY

The public outreach effort at Hickory Bluff reached over 2,000 individuals directly through a variety of means (Figure 3.19). Public opinion and interpretation have been integrated into materials produced as a result of fieldwork. This information has been used to guide efforts associated with data analysis and report preparation. Critical to the success of the effort was the continual maximization of the opportunities awarded us by the introduction of public and Native American opinion and interpretation. This ongoing analysis insured proper accommodation of the various interests and sectors of the public.

The critical nature of this continual analysis cannot be overstressed; just as the artifact and feature data dictate investigative strategies, results of public involvement activities dictate planning efforts associated with public involvement. As archaeologists do not know exactly what lies beneath the ground, cultural resources and public involvement specialists rarely know exactly how to gauge public interest, response, and reaction. The unanticipated successes of the effort revolved around the feedback that the project contributors received from the public. New ways of looking at artifacts, features, and site structure were realized directly from public prompting.

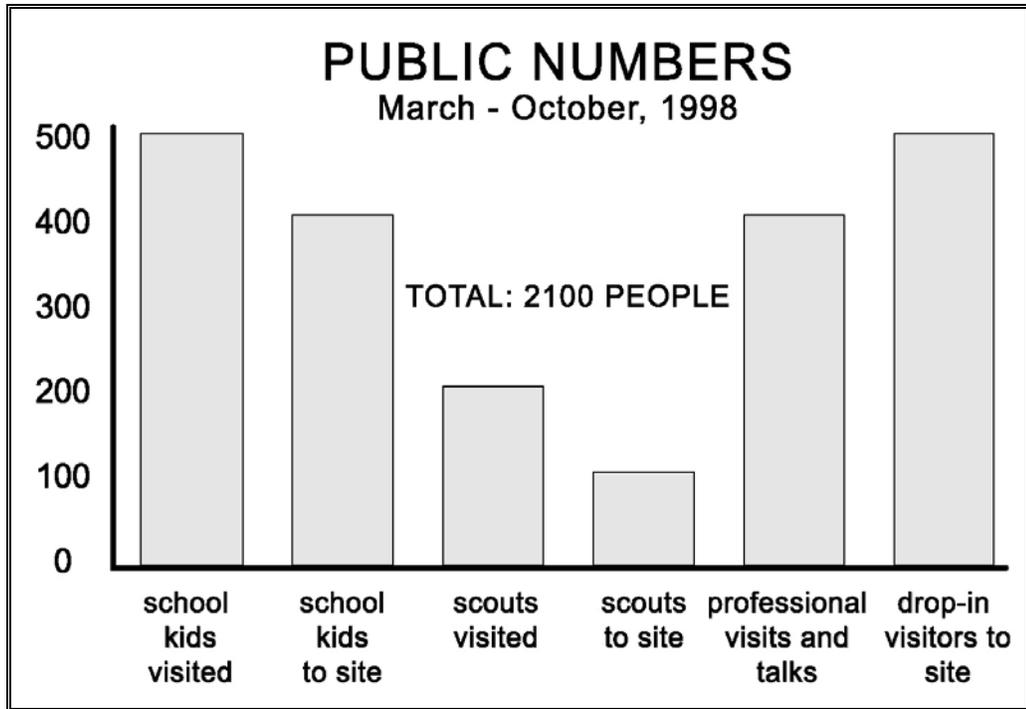


Figure 3.19 Total Public Participation for the Hickory Bluff Project

Public outreach efforts must make a commitment to incorporating public interest. Public outreach is not just reaching out and delivering information to the public. Certainly, there are performance elements integral in delivering an enjoyable program to the public, but it is critical to simultaneously foster two-way communication. Public outreach includes addressing the multiple perspectives that comprise public opinion. Often, archaeologists and educators are diametrically opposed, a situation that has a negative effect on the public; the interpretation or illustration of the past given at the archaeological site is exclusive, and based on the perspective(s) of those delivering the presentation.

The program succeeded in proving that large-scale public involvement goals can be simultaneously achieved with fieldwork and archaeological goals. Further, the public effort at Hickory Bluff succeeded in challenging the popular myths that indicate “there is no interesting archaeology in the Mid-Atlantic,” or only a certain type of person can “be” an archaeologist. Indeed the Hickory Bluff public effort succeeded in proving that not only are the public invited, they are welcome to be involved in state-sponsored cultural resource projects, and their involvement directly influences the success of cultural resource investigations.