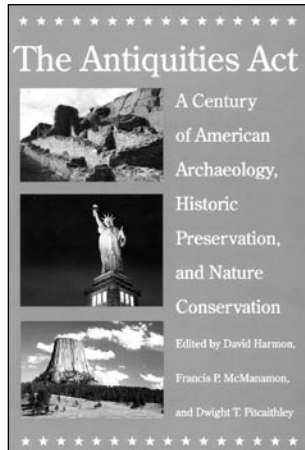


Book Reviews



David Harmon, Francis P. McManamon, and Dwight T. Pitcaithley, eds. *The Antiquities Act: A Century of American Archaeology, Historic Preservation, and Nature Conservation*. Tucson: University of Arizona Press, 2006, 264 pp., 10 photographs, 20 illustrations, 4 maps, cloth, \$45, ISBN 0-8165-2560-9; paper, \$19.95, ISBN 0-8165-2561-7.

Published to mark its centennial, *The Antiquities Act: A Century of American Archaeology, Historic Preservation and Nature Conservation* admirably addresses the continued importance of the 1906 Antiquities Act. The act grants the president the power to designate certain resources on federally controlled lands as national monuments and thus secure their preservation. These resources include not only cultural sites, such as Chaco Canyon, New Mexico, but also significant landscapes, such as Devils Tower, Wyoming. The management of these sites is seen as controversial—not only as a matter of protecting resources from destruction, but of potentially restricting access, mining and timber extractions, grazing practices, and even hunting and fishing rights. Equally controversial is the fact that a president can wield power opportunistically by declaring land to be of historic and scientific interest without the input of Congress, state and local officials,

and the public. The question is thus raised: how to evaluate the historic and scientific criteria used to define a national monument?

The first section of the book is built around an abridged 1970 essay by the late Ronald Lee. Lee follows the development of early federal preservation measures that led to the 1906 act. Contributions by Raymond Thompson and Rebecca Conrad focus on archaeologist Edgar Hewett, who drafted the act, and on congressman John Lacey, the conservationist who championed it. The authors demonstrate that proponents of the act had to negotiate the concerns of multiple constituencies. The section concludes with Char Miller's essay, which explores how the act meshed with Progressive ideas, particularly those of Theodore Roosevelt, who was the first of thirteen presidents to create or redefine national monuments under its provisions. Roosevelt was not timid in interpreting the boundary of a national monument; for example, he declared over 800,000 acres as the Grand Canyon National Monument.

Authors in the second section examine how three subsequent presidents invoked the act more aggressively. Hal Rothman documents the resistance to the 1943 creation of the 220,000-acre Jackson Hole National Monument. Opposition by local land owners, Wyoming politicians, and actor Wallace Beery led to protests by armed ranchers and the eventual involvement of a federal court. Although the National Park Service won the case, compromises were reached, and federal enthusiasm for new monuments waned. Cecil Andrus (Jimmy Carter's Secretary of the Interior) and John Freemuth defend Carter's 1978 use of the act to set aside 56 million acres in Alaska, bypassing those in Congress who had opposed similar earlier proposals. Andrus takes a gently partisan approach, essentially arguing that the ends justify the means. Mark Squillace examines Bill Clinton's extensive use of the act to create new or augment existing national monuments. Squillace notes that Clinton's

designations had much to do with election-year politics and creating a presidential legacy. Clinton's Secretary of the Interior, Bruce Babbitt, skillfully labored to improve agency management and to define an *ad hoc* public process by which further set-asides would be considered. The section closes with James Rasband's short, tonic essay critiquing the process—do the laudable ends of preservation justify the means of presidential declarations? In a good complement to the previous chapters, Rasband argues that the act fails to require local and state involvement, frequently leading to questions of fairness.

The third section's contributors review the broader implications of the Antiquities Act. Francis McManamon credits it with shaping a national policy that treats archaeological sites as public educational resources. He focuses on the act's connections with the Historic Sites Act of 1935 and the National Historic Preservation Act of 1966. In separate but complementary essays, Jerry Rogers and David Harmon discuss the evolution of historic preservation and nature conservation. Rogers traces how the act led to the creation of the National Park Service, the Historic American Buildings Survey, and the National Register of Historic Places. Harmon sees the act as the beginning of a national system that preserves diverse natural environments, where success is measured not in the number of people who visit a monument but rather by its ecological integrity. Joe Watkins provides a counterpoint, viewing the act as part of the Native American struggle against federal attempts at assimilation. He credits the act with protecting archaeological sites from destruction but sees its provisions as privileging professional anthropologists over Native Americans.

The final essays embrace the contemporary challenges of the Antiquities Act. Elena Daly and Geoffrey Middaugh consider how the intended use of public lands, particularly those administered by the Bureau of Land Management, has changed. The BLM employs a multiple-use strategy for the lands it manages, which now include some national monuments created during the Clinton administration. Darla Sidles and Dennis Curtis document the complexities of the co-management of the Grand Canyon-Parashant National Monument by the NPS and BLM, including developing

an agency-integrated staff funded by two budgets and creating a joint management plan that addresses very different ideas about ATV access. Brad Barr and Katrina Van Dine discuss the problems of administering national monuments that contain marine environments, where ecosystems and sovereignty issues can be more complicated. The editors offer a closing summary and an appendix of important statistics on each national monument, including those that are no longer in existence.

The essays in this book are well integrated and thought provoking. My only qualm is that while the chapters reflect the dual nature of the act, focusing on cultural impacts or natural impacts, they rarely engage both. Nevertheless, *The Antiquities Act* is an excellent resource for anyone who works with or teaches about federal preservation policies.

JEFF YELTON

*University of Central Missouri
Warrensburg, Missouri*