

Attachment (a)
SCOPE OF WORK

**Cultural Affiliation Study, U.S. Navy Hampton Roads Area Installations
and Special Areas, Maryland, Southeastern Virginia, and Northeastern North Carolina**

DEPARTMENT OF THE NAVY
Naval Facilities Engineering Systems Command Mid-Atlantic
9324 Virginia Avenue Norfolk, VA 23511

06 March 2025

I. INTRODUCTION

This project task order is for a study to document the known and potential cultural affiliations of federally-recognized American Indian tribes (tribes) with Department of the Navy (Navy) installations, facilities, cultural resources and archaeological collections in/from the Hampton Roads, Virginia area of responsibility (AOR), which further includes facilities located in northeastern North Carolina and Maryland. As a federal agency, the Navy has a mandated trust obligation to consult with federally recognized American Indian tribes (tribes) that have current or ancestral connections to and resources owned, managed or potentially affected by the Navy. Federal statutes, regulations, policies and executive orders, additionally including Department of Defense (DoD) and Navy policies, mandate government-to-government consultation with tribes to ensure tribal treaty rights and interests are protected and considered in conjunction with Navy management of regional cultural resources of interest to tribes. At present, the respective Hampton Roads AOR installations do not consistently consult with the same tribes, and some tribes consulted with have no known historical, geographical, cultural or other specific ties to the AOR. This study will help streamline and better identify tribes with whom the Navy should consider consulting with regarding future Native American Graves Protection and Repatriation Act (NAGPRA) consultations, as well as consultations on undertakings or other cultural resources management actions in the Hampton Roads AOR.

The project area shall focus on Navy owned/managed properties within the Hampton Roads AOR, including facilities in southeastern Virginia, Maryland, -and northeastern North Carolina. While the study will more generally address broad trends related to past and current tribal occupations and settlement in the region, the identification of such tribes shall be connected to Navy lands and facilities only. These include the principle shore-based installations as well special areas and annexes associated with/managed by each of the principle installations, further including recreational areas, training ranges and support activity sites. Maps indicating the locations of the principle installations and their special areas is included at **Attachments B1 and B2**.

While the term “cultural affiliation” is derived from a specific statute, the results of this study will facilitate consultation and compliance with several legislative and policy requirements. In the NAGPRA, cultural affiliation is defined as “a relationship of shared group identity which can be reasonably traced historically or prehistorically between a present-day Indian tribe or Native Hawaiian organization and an identifiable earlier group” (25 U.S.C. § 3001.2(3)). Adapting this concept to the current study, the primary task order objective is to identify instances where this relationship of shared group identity may involve the Late Pre-Contact/Contact/Early Post-Contact era (circa 1500-1800) occupation or use of lands now owned, managed or otherwise used by the Navy in the specified study area. This concept can be further related to requirements under Section 106 of the National Historic Preservation Act (NHPA), which calls for consideration of the effects of federal undertakings on resources “of religious and cultural significance to” American Indian tribes (54 U.S.C. § 306108). Likewise, the American Indian Freedom

Act (AIFA) and Executive Order 13007 (Indian Sacred Sites) require federal agencies to protect and allow tribal-member access to sacred sites on federal property for religious practices. The Archeological Resources Protection Act (ARPA) further mandates that federal agencies notify and consult with tribes on the issuance of an archaeological research permit that may adversely impact a cultural site of religious or cultural importance to tribes (16 U.S.C. § 470cc.(c)).

II. BACKGROUND

Naval Facilities Engineering Systems Command (NAVFAC) Mid-Atlantic (MIDLANT) provides facility planning, construction and management support and environmental compliance services to Navy shore-based facilities located from Maine to North Carolina. Headquartered in Norfolk, Va., NAVFAC MIDLANT provides services to, among others, installations such as: Naval Station Norfolk, VA; Naval Station Newport, RI; Naval Submarine Base New London, CT; Naval Weapons Station Earle, NJ; and Portsmouth Naval Shipyard, ME. The Hampton Roads AOR includes multiple installations in southeastern Virginia and northeastern North Carolina, including: Naval Station Norfolk, Norfolk Naval Shipyard, Naval Air Station Oceana, Naval Station Annex Hampton Roads, Joint Expeditionary Base Little Creek-Fort Story, Naval Weapons Station Yorktown, and their associated annexes, special use areas and other subordinate facilities located across the AOR.

III. OBJECTIVE

The purpose of this task order is to obtain the professional services, labor, materials, and equipment necessary to complete document-based research to determine tribal histories contextually relevant to the various geographic sub-areas within the Hampton Roads AOR where Navy properties are located. Research will include compilation and analysis of several lines of evidence, including but not limited to readily available primary and secondary (peer-reviewed) sources, tribal oral histories (if available), the HUD Tribal Directory Assessment Tool (TDAT) database, published/archived technical reports (professional gray literature), professional journal articles, historic maps, graduate theses and dissertations, archaeological studies, and various publications related to the tribal histories associated over time with the specified study areas. All secondary sources utilized are expected to be professionally acceptable for the purposes of this study. It is anticipated that travel to certain key document repositories, archives, and/or institutional libraries may be required to support the study research.

Before commencing the study and preparing the study document draft, the Cooperator shall submit a well-developed Research Design and Work Plan describing the specific research, analysis and reporting methods to be employed. The Design/Plan shall be reviewed and approved by the NAVFAC MIDLANT Project Manager/Contracting Officer's Representative (COR) for this task order prior to executing the study research phase of the project. If required by the Project Manager/COR, the Cooperator shall prepare a revised draft Research Design, fully integrating all Navy reviewer comments on the draft Research Design at no additional cost to the Government. As noted above, while the entire Hampton Roads AOR will be covered at a general level, the study shall specifically focus on and include free-standing, individual installation and associated special use area/sub-area cultural affiliation studies. Study research shall cover the regional Terminal Late Woodland/Contact (circa 1500-1650) and early-mid-Post-Contact (circa 1650-1800) periods with two primary objectives: 1) to identify tribes that have known historical and geographical connections to regional Navy lands, facilities, and adjacent waters; and, 2) to provide a two-to-three page summary history of each identified tribe to assist installation-level, cultural resources managers (CRMs) with ongoing and future tribal consultation efforts. The post-1500 archaeological and documentary records for individual AOR sub-areas and/or installations shall be assessed for cultural patterns that can be most directly associated with the contextually relevant tribes. Pertinent, document-based, ethnohistorical studies shall be examined for evidence of the distribution of indigenous language groups, cultural interactions, indigenous settlement patterns, migrations, and relocations extending from the regional, early European contact period through the later Colonial and early American Republic periods, through circa 1800 (or later as contextually relevant). Tribes that settled in or occupied, either

intermittently, seasonally or in permanent residence, lands within or in close proximity to modern Navy lands will be identified. Individual village locations and other prominent cultural sites (if known) will be identified and mapped. Indigenous land claims and/or treaty rights to any specific areas owned or impacted by the Navy within the AOR will be identified.

The totality of these lines of evidence shall be assessed to determine potential and known interests of extant, federally-recognized tribes to Navy managed cultural resources and lands (and their associated waters (i.e., waters within installation boundaries) in the Hampton Roads AOR. The identities of tribes and the temporal parameters of their association with a particular area and/or with a definitive archaeological culture and period will be provided. Archaeological time frames are expected to be approximate and based on the most current, professionally accepted regional research. Again, emphasis shall be placed on connections with federally-recognized tribes. It is expected, however, that there will be limited research for the state-recognized tribes, as contextually applicable, with the primary research focused on the federally-recognized tribes historically and/or archaeologically associated with the study region and its study sub-areas.

The study information outlined above shall be presented in a well-organized Technical Report with detailed supporting maps. The report will include narrative sections describing study methods and summarizing evidence for cultural affiliations for the respective installations and their special use areas. The report will be properly formatted, with amplifying footnotes or endnotes, as appropriate, and all references will be cited in the study text (APA, SAA or similar internal citation style, typical). Tables and charts will be incorporated as appropriate. Maps at various scales will be included in the report and as separate deliverables, digital and hard copy. Hard copy maps in the printed reports shall be provided at a size that is readable and the report shall contain an AOR overview map/overview maps and detailed maps as necessary, for both the individual installations and special use areas, to enhance readability and be user-friendly.

The Cooperator will provide the GIS dataset compiled and used for the study, and any relevant documentation, to the Navy at the completion of this task. All GIS data developed by the Cooperator to assist with the completion of this task order shall conform with the most current, NAVFAC MIDLANT Environmental GIS Data Deliverables Specifications (**Attachment c**) and NAVY INSTALLATION GEOSPATIAL INFORMATION & SERVICES (IGI&S) DATA COLLECTION GUIDANCE (DCG) (provided electronically after task order award due to file size) provided for this task order. The final (Government reviewed and approved) GIS dataset will be provided electronically to the Navy COR at the completion of this task order, via DoD Safe and on CD/DVD.

IV. TASKS, TECHNICAL APPROACH, MEETINGS, AND PRIMARY DELIVERABLES

For this project, the Government requires engagement of a project Cooperator, Consultant, and/or Principal Investigator with: demonstrable historical and archaeological investigation experience in both eastern Virginia and eastern North Carolina. The Principal Investigator (PI) (or Project Director (PD), etc.) responsible for directing this project must meet the *Secretary of the Interior's Standards* to conduct these investigations, in accordance with 36 CFR Part 61, as a professional archaeologist/anthropologist and/or historian.

The investigation to be carried out under this task order consists of multiple parts, including meetings, development of a Research Design and Work Plan (draft, revised draft, final), literature/archival based research, analysis of cultural, geographical and temporal patterns and associations, creation of supporting maps and a Technical Report (draft, revised draft, final). Specific tasks are further outlined below:

A. Kickoff Meeting: Cooperator to conduct a project kickoff teleconference or MS-Teams meeting with the NAVFAC MIDLANT Project Manager/COR (and other Navy staff, as appropriate), prior to the commencement of the Research Design and Work Plan, in order to generally discuss project parameters, coordination and communications expectations, progress review and billing requirements, deliverables submittal processes, scheduling, etc. The Cooperator will produce meeting minutes and submit to the Project COR via email.

B. Research Design and Work Plan: The Cooperator shall develop a Research Design and Work Plan with the strategies proposed for collection of information (including identification of expected resources and repositories to be utilized in the research), information analysis methods, study report outline, and project schedule. The plan shall be approved by the NAVFAC MIDLANT Project Manager/COR prior to the commencement of subsequent study research.

C. Research: The Cooperator shall collect information utilizing reports, publications, maps, oral histories (if any) and other documents available through libraries (use interlibrary loan as necessary), archives, and published databases (e.g., TDAT, etc.). Most of the research will be conducted using readily available resources. Travel may be required to review or obtain copies of key source materials.

D. Maps: The Cooperator shall obtain or otherwise produce relevant maps to include in the study report. The Cooperator shall create GIS-based maps identifying culture areas, tribal interest areas, important cultural sites (if any), and Navy installation boundaries. These maps shall be incorporated into the study report and shall be included as a separate deliverable as GIS files.

E. Technical Report: -The primary deliverable will be a thorough, detailed, professionally drafted Technical Report documenting the research methods and findings. Key report elements will minimally include, but not be limited to:

- a. Executive Summary
- b. Introduction
- c. Background—project history/background; brief summaries of applicable laws, executive orders, and policies; consultation requirements and protocols with respect to identifying and listing tribes to consult in compliance with applicable laws; environmental setting; and, a general historical and archaeological context for the study region (late Precontact and Contact/early Post_contact)
- d. Broad Patterns in Settlement History—language groups, archaeological cultures, tribal settlement patterns (AOR/regional level)
- e. Traditional Tribal Areas and Navy Properties (for each principle Navy installation and associated special areas, which can be grouped where applicable to reduce duplication):
 - i. Individual Navy installation and associated special area descriptions
 - ii. Analysis of evidence for tribal ancestries/affiliations related to installation and respective special areas
 - iii. Maps (applicable historic maps and GIS generated maps)
 - iv. Summary including list of tribes with the most current points-of-contact information (Chief or Chairperson for tribe, Tribal Historic Preservation Officer, Environmental Review Coordinator, telephone numbers, email addresses and mailing addresses), and tribal website addresses
- f. Summary—include overview of all analyses conducted, and a table listing cultural affiliations with estimated temporal periods
- g. References Cited—include a bibliography consistent with either archaeology/anthropology or ethnohistory academic journal standards, e.g. *American Antiquity*, *Ethnohistory*, etc.
- h. Appendices—supporting maps, tables, tribal contacts list, etc. not included in the main report, as well as copies of supporting, important primary source documents, as directly applicable.

F. All technical reports (and GIS data submittals on DVD) shall be marked as Controlled Unclassified Information (CUI), and in accordance with CUI information provided in the task order documentation and/or by the project COR prior to draft Technical Report production (see also **Attachment d**).

V. DELIVERABLE SUBMITTALS

In addition to the Research Design and Work Plan (electronic draft, revised draft, final (typically submitted via email and/or DoD Safe, as appropriate for file size)) discussed above, the following deliverables are required to be submitted as follows:

A. Project Schedule: The Cooperator will provide, via email, a project schedule of the base task order along with the kickoff meeting minutes, and will update the schedule accordingly throughout the life of the task order.

B. Project Progress Reviews: If deemed necessary by the Project COR, project progress meetings (conference calls or MS-Teams meetings, typical) will be held after each submittal. If such meetings are scheduled and held by the COR, the Cooperator will produce detailed meeting minutes and submit to the COR via email.

C. Progress Reports: The Cooperator shall provide monthly Progress Reports to the Project COR, via email, describing the statuses project milestones/tasks/sub-tasks either underway and/or completed, any problems encountered, resolutions to any problems encountered, etc.

D. Draft Report: The Cooperator shall prepare and submit (electronic only, MS-Word format) a draft Technical Report (marked as CUI) that is 99% complete, and undergo a thorough QA-QC review by the Cooperator before the report is submitted to the Government. If a preliminary review of the draft report by the Government determines that the draft report is either incomplete (< 99% complete) or poorly edited (e.g., inconsistent descriptions or recommendations, inconsistent formatting, etc.), it will be rejected by the Government; in such an instance, the Cooperator shall adequately prepare a second draft report submittal at no additional cost to the Government. The draft report shall adhere to the highest standards acceptable in the profession (e.g., AAA, ASE, SAA, etc.). The report shall present the study methods and results of all analyses completed. Once the draft report has been reviewed by the Government (NAVFAC MIDLANT Project Manager/COR, installation CRMs, etc.), the Cooperator shall be notified of any recommended edits and changes in a timely manner by the COR. After NAVFAC MIDLANT review of the draft materials, revision requests and comments/questions will be returned to the Cooperator by comment matrix or as tracked changes in a MS-Word document. The Cooperator shall reply to the comments contained within the matrix and/or tracked changes and the NAVFAC MIDLANT Cultural Resources COR must accept the changes and comments before preparing the revised draft Technical Report. If archaeological site locations are included on any report maps, the report shall be marked appropriately as "Controlled Unclassified Information" (CUI) (see **Attachment d**).

E. Revised Draft Report: The Cooperator shall prepare and submit (electronic only, MS-Word and PDF formats) a revised draft Technical Report (marked as CUI) that is 100% complete to be reviewed by the Government and various consulting parties, typically tribes that have expressed interest in the Hampton Roads AOR, and/or tribes with potential interest newly identified by the study. The revised draft report shall fully incorporate the edits and changes requested by the Government through internal reviews of the previous draft Technical Report. At the time of the revised draft report submittal, the Cooperator should also submit the project's draft GIS dataset for review and approval by the NAVFAC MIDLANT EV GIS Coordinator (submit electronically (.zip file) to the project COR via DoDSafe). Once the revised draft report has been reviewed by the Government (and Indian tribes or other consulting parties, as applicable), the Cooperator shall be notified of any additionally required revisions. Any tribal or Government comments on the revised draft/final draft report shall be returned to the Cooperator as tracked changes in

an MS-Word document (or in a separate comment matrix) in a timely manner by the Government. The Cooperator will review and reply to the reviewer comments before preparing the final report and the final GIS dataset submittals. If archaeological site locations are included on any report maps, the report shall be marked appropriately as “Controlled Unclassified Information” (CUI) (see **Attachment d**).

F. Final Report: The cooperator shall prepare and submit a final Technical Report that fully addresses any additional Government comments on the revised draft report, as well as any external consulting party comments provided to the Cooperator by the Government. The Cooperator shall prepare and submit nine (9) electronic (eight (8) on CDs in both MS-Word and PDF formats (and one (1) sent via DoDSafe to the Project COR) and eight (8) hard copies of the final report. Two (2) hard-copy final reports, two (2) electronic copies on CDs (marked as CUI) will be submitted to the Project COR at a Navy-specified address. One (1) hard-copy and one (1) electronic copy on CD of the final report will be mailed/shipped to the CRM at each of the study area’s primary installations: Naval Station Norfolk, Norfolk Naval Shipyard, Naval Air Station Oceana, Naval Station Annex Hampton Roads, Joint Expeditionary Base Little Creek-Fort Story, and Naval Weapons Station Yorktown, and at the Navy-specified addresses for each respective CRM. If archaeological site locations are included on any report maps, the report shall be marked appropriately as “Controlled Unclassified Information” (CUI) (see **Attachment d**).

G. All GIS deliverables will be created and submitted in accordance with the most current NAVFAC MIDLANT EV GIS Data Deliverable Specifications (see **Attachment c**). All data collection, processing, and deliverables should conform to this document, as well as the most current NAVY INSTALLATION GEOSPATIAL INFORMATION & SERVICES (IGI&S) DATA COLLECTION GUIDANCE (DCG) provided for this task order. Final project GIS dataset, after review and approval of the draft GIS dataset by the NAVFAC MIDLANT EV GIS Coordinator, will be submitted electronically, with one (1) sent via DoDSafe, and two (2) sent on CDs (marked as CUI) mailed/shipped to the NAVFAC MIDLANT COR.

VI. SPECIAL INSTRUCTIONS

Professional Qualifications: The Cooperator shall meet the Secretary of the Interior’s *Professional Qualifications* appropriate for the task order, as well as the appropriate standards of the Virginia SHPO/VDHR. The Cooperator shall contact the NAVFAC MIDLANT COR when any changes in key personnel occur after the initial kickoff meeting and shall document the reason for the change. If required by the COR, the Cooperator shall submit resumes/curriculum vitae for such new personnel.

Submittals/Deliverables: Except where otherwise specified in the task order/contract/SOW documents, the Cooperator shall forward all submissions/deliverables (e.g., progress reports, draft, revised draft and final reports, etc.) directly to the NAVFAC MIDLANT task order COR at the mailing/shipping address provided at the time of the submittal.

Mapping/GIS Data: All GIS data deliverables for this project shall be created and submitted in accordance with the GIS data collection and deliverable specifications provided by the Navy for this task order. All data collection, processing, and deliverables should conform to these documents.

Original Materials: Originals of all project materials, software, texts, maps, photographs, negatives, and graphics prepared under this contract, or furnished to the Cooperator for the task order, are considered to property of the United States Government and shall be turned over to the NAVFAC MIDLANT COR upon completion of this task order. If redistributed or otherwise published, photographs, electronic data and maps of Navy property and/or operations may require review and clearance by the installation or regional Public Affairs Officer (PAO), pursuant to the most current US Navy policies.

Dissemination of Data: The Cooperator shall not disseminate information, data, reports, recommendations, or any other material of any nature pertaining to the work for which services are

performed under the terms of this task/delivery order/bid unless written permission is first obtained from the project Contracting Officer. Submit written requests for such dissemination to the NAVFAC MIDLANT COR. Media contact for the purpose of public relations and general information will be coordinated through and approved by the appropriate Navy PAO.

Security: Since the materials and data generated under this solicitation are the property of the United States Government, and since the Cooperator will be acting as an agent of the Government, the Cooperator shall continually provide for the secure safekeeping of the data, or any other related material in their custody. Due to ongoing mission operations, certain information may not be contained in project reports and will be discussed during the kickoff meeting to meet Navy Operational Security (OPSEC) requirements.

Invoicing: At a minimum, Cooperator invoice submittals will include a directly associated, monthly Progress Report to demonstrate information concerning the services and products for which the invoice is charging, and to allow the Government reviewer(s) to understand when the work occurred, the percentage of work completed thus far, and how the costs break down into basic categories, such as labor/tasks, deliverables, and/or travel. Typically, invoices are submitted electronically through the US Government's WAWF system. Supporting Progress Reports are submitted through the WAWF system, or via email, directly to the Project COR, unless otherwise directed by the COR.

VII. ADDITIONAL INFORMATION

A. See attachments as part of this scope of work to assist with this task order.

B. Upon award of task order, the Government will provide:

1. Copies of the most current Installation Cultural Resources Management Plans (ICRMPs) and any prior cultural resources reports or other studies relevant to the task order which are not available to the professional public through university libraries and/or available through the project-appropriate SHPOs;
2. Installation AutoCAD maps and/or project-relevant GIS data previously collected/compiled by the Government (e.g., installation boundary, building/structure footprint, roads and parking areas, utilities, cultural resources status, etc.);
3. Current Navy (or Marine Corps) GIS data collection and reporting standards/guidelines; and,
4. As applicable to the project, existing condition project drawings.

C. Any information requests to support this task order will be identified at the project kickoff meeting and any information requests after the kickoff meeting will be provided by email to the Project COR as a separate email and in the monthly Progress Report. The Government requests at least 21 days to respond to information requests from date of receipt.

VIII. Responsibilities

Substantial involvement is expected between the Navy and nonfederal partner when carrying out the activities specified in the scope of work and will include activities such as the Navy's involvement the development of study methodology, data gathering and analysis; review of work plans, reports and all deliverables; providing staff time to oversee and participate in the project.

A. Responsibility of the Government

1. Shall review and provide comments on the submitted data and documentation upon completion of all stated work.

B. Responsibility of the Cooperator

1. Shall participate in a kick-off teleconference within 30 days of award to discuss protocols, scheduling, and data and report format.
2. Shall conduct the study as discussed in the scope of work.
3. Shall employ appropriate Quality Assurance/Quality Control standards to ensure that data is correct, accurate and complete.