

**Bureau of Land Management
Preservation Board Report
December 1-3 2015
20 M Street SE, Washington, DC**

Preservation Board Members

Ranel Capron, Federal Preservation Officer/Chair (FPO)(Washington Office 240); Jerry Cordova, Tribal Liaison Officer (TLO)(WO240); Deputy Preservation Officers (DPO): Robert King (Alaska), Tony Overly (California), Daniel Haas (Colorado), Kirk Halford (Idaho), Gary Smith (Montana), Bryan Hockett (Nevada), Cynthia Herhahn (New Mexico), Angel Dawson (Acting, Oregon), Nathan Thomas (Utah), Kathy Boden (Acting, Wyoming); Manager Representatives: E. Lynn Burkett (DM, Lakeview, OR), Mark Spencer (DM, Anchorage, AK), John MacDonald (FM, Yuma, AZ), George MacDonell (FM, Carlsbad, NM); Specialists: Ashley Blythe (Ridgecrest FO, CA), and Robin Mills (Eastern Interior FO, AK)(by phone); Field Committee Liaison, Deborah Rawhouser (ASD, Arizona).

Other Participants

Byron Loosle (Division Chief, WO240), Kate Winthrop (Senior Archaeologist, WO240), Michael Thomas (Historian, WO240), Scott Foss (Senior Paleontologist, WO240), Dan Martin (GIS/Fire archaeologist, WO240/National Operations Center; by phone), Bill Hedman (Cultural Resource Data Partnership Coordinator, WO240/AK; by phone), Emily Palus (Acting Canyons of the Ancients National Monument Manager and Anasazi Heritage Center Director; WO240 Program Lead, by phone); Tracy Murphy (Acting National Curator, WO240, by phone); Kevin Oliver, Acting Deputy Assistant Director, WO200); Anna Rago (Training Coordinator, Cultural Heritage, Paleontology and Indian Trust Programs, National Training Center)(by phone); Reid Nelson (Director, Office of Federal Agency Programs)(by phone) and Nancy Brown (Liaison to the BLM), Advisory Council on Historic Preservation; and Erik Hein (Executive Director), National Conference of State Historic Preservation Officers.

Welcome and Congratulations

Byron Loosle and Ranel Capron welcomed the Preservation Board to Washington, reviewed the agenda and provided logistical information. Ranel thanked outgoing members E.Lynn Burkett, Mark Spencer, Ashley Blythe and Robin Mills for their participation and support of the cultural heritage program the past several years. She indicated that the outgoing members would receive plaques this spring before their last day on the board, May 31, 2016. A memorandum will come out this spring soliciting replacement board members.

WO Updates

Byron opened by announcing that WO240 was pleased that Ranel was on board as the FPO. He also announced that Emily was on detail in Colorado as the manager of the Anasazi Heritage Center and monument manager at Canyons of the Ancients. She will be returning in mid-December and then going back to Colorado for the month of January. Tracy Murphy continues as the interim national curator through the month of January. We are working on the curator's vacancy announcement and it should come out later this month. Sheila Wells will be retiring at the end of January and Kate Winthrop is planning to retire in 2016.

As far as the Director's priorities, tribal consultation is currently the only item on his list from our Division. Be aware there will be a flurry of activity as this administration winds down and we would like to see the manual updates finalized in 2016. Two things that the field may become involved in regarding Secretarial Order 3336 include the tribal seed warehouses for native plant materials and the traditional ecological knowledge outreach that is occurring in the Great Basin.

As discussed on our last program call, we have assembled three writing teams to create appendices for Planning 2.0, Travel Management and Mitigation. We look forward to working with the field and DPOs on these topics. Kate Winthrop briefed the board that there had been an extension of the deadline for tribal coordination on the 1780 manual, but comments would be appreciated as soon as the field can get them submitted. Regarding the manual updates, the WO240 review has been completed on the 8100 and we will be sending that one to a technical editing team. The board should see the series package in early spring. We do want to note a paradigm shift from Section 106 to Section 110 in our outlook. We want to think about the historic and cultural values in a holistic management-oriented way.

Respect and Protect

Nate Thomas discussed how BLM-Utah is currently developing a public awareness campaign titled "Respect and Protect" with the goal of eliminating the looting and vandalism of archaeological and paleontological resources in Utah. In January 2016, BLM-Utah and Tread Lightly! will begin actively engaging with numerous tribal, federal, state, and private sector stakeholders to build the Respect and Protect campaign into an interagency partnership. BLM-Utah and Tread Lightly! are also finalizing a Communications Plan for the public awareness campaign, as well as campaign graphics and messages, and hope for an interagency campaign launch in 2016.

The board expressed interest in this program being a national effort. They encouraged Utah to reach out to the Bureau's Deputy State Directors, the Field Committee and the Executive Leadership Team in order to elevate this campaign to a national level. The Utah team is currently working with Patti Klein to build a strategy. The points of contact for this effort are Aaron Curtis, BLM Utah State Office Branch Chief for Outdoor and Heritage Resources, (801) 539-4225 or acurtis@blm.gov; Ashley Losey, BLM Utah State Office Archaeologist, (801) 539-4079 or alosey@blm.gov; and Lori McCullough, Tread Lightly! Executive Director, (972) 850-9959 or lori@treadlightly.org.

Revisions to the Board Charter

Ranel Capron reviewed the Preservation Board charter and operating rules and provided suggestions for changes. The charter does not reference the current national Programmatic Agreement and is out of date.

Action Item: Ranel will send out the draft charter and rules reviewed at this meeting and the board will have until the end of February to provide comments or suggested language changes. A conference call in March will review the changes with the anticipated document to be complete by the June 2016 board meeting.

Field Trip

The Board adjourned for lunch and travel to the National Building Museum (NBM). The group was given a short tour of the NBM by Nancy Brown, prior to convening the afternoon session with the Advisory Council on Historic Preservation (ACHP) and the National Conference of State Historic Preservation Officers (NCSHPO).

ACHP Update

Nancy Brown introduced Brandy Carrier, the new Assistant Director, Office of Federal Agency Programs. Reid Nelson, speaking by telephone, commented that the partnership with BLM was more successful than anticipated and the ACHP is committed to working on a number of levels with BLM. The ACHP is a signatory to a number of national programmatic agreements, but BLM's is the only one that has gone the extra step with an entity like the Preservation Board that assesses progress on projects and has a commitment to historic preservation. It is a very good model that ACHP has advanced (unsuccessfully) with other federal agencies. The Council encouraged BLM to continue its efforts to place a greater emphasis on tribal consultation.

Reid also addressed the implications of the Badger Two Medicine project in Montana. ACHP is pleased that the Secretary of Interior cancelled that lease and all other leases in the B2M. The ACHP believes that agencies should initiate Section 106 at the leasing stage and not at the application for permit to drill (APD) stage. In our comment letter, applicable to both US Forest Service (USFS) and BLM, the agencies were encouraged to initiate tribal consultation at the leasing phase.

Nancy briefed the board on the various projects she has been involved with over the past year as the liaison to the BLM. She mentioned that there is a BLM page on the ACHP's website. She also conducted 4 webinars over the year for approximately 175 participants. She encouraged the states to send in their annual reports, if they have not already done so. BLM must be diligent about the reporting accomplishments, to comport with the national PA.

The E106 template was discussed. It meets the thresholds in the national PA as a notification of adverse effect. There are three ways to fulfill 800.11e now, by email to Nancy; the E106 process; or by snail mail. Nancy also encouraged offices to be aware of the ACHP's new address.

Action Item: Ranel will work with Nancy to create an Instruction Memorandum to the Field regarding the use of the E106 template and other ways to contact the ACHP. This memo will include the ACHP's new address and remind the field regarding the Council thresholds in the national PA. The memo will be sent out before the June Preservation Board meeting.

NCSHPO Update

Erik Hein indicated that he had contacted applicable SHPOs regarding any BLM issues and was glad to say that there seemed to be no concerns. He spoke to the fact that the existence of the Board showed BLM's serious commitment to historic preservation and he was happy to have Ranel on board as FPO. They are currently dealing with trying to get a reauthorization of the Historic Preservation Fund (HPF), which expired on 9/30/2015. They do have an appropriation

in FY16, but not authorization. Funding for the HPF comes through Outer Continental Shelf monies.

He briefed the board on a Technology and Survey Strategy Committee that is working on minimum core data standards. He also mentioned that many SHPOs are dealing with repercussions from widespread retirements. Finding replacements has been difficult and training is necessary, since many people “learned by doing” and many SHPOs are working on mentoring programs. Finally, Erik announced that the Preservation Advocacy Week and their annual meeting will be March 8-10 this year in DC.

State Round Robin

The group mentioned DPO vacancies in AZ, OR and WY; new SHPO personnel in several states are working well with BLM; the Utah Respect & Protect program was highlighted, as well as the work on Preservation50 activities across BLM; the Owyhee land exchange model was discussed; the Permian Basin programmatic agreement is being renewed for another ten years; the sacred Tosawihi Quarries and ongoing consultation occurring on projects was discussed by Nevada, as well as a concern with pinon-juniper treatments proposed for sagegrouse habitat; Colorado mentioned that five structures at Animas Forks were stabilized; a large bill was received from Arizona State Museum and DOI is following up on that; Alaska discussed several topics including climate change, price of oil and office vacancies. Several states are working on travel management policies, as is WO. California brought up some ARPA cases they are following up on. Montana discussed the Badger Two Medicine project, the Keystone pipeline, as well as a project they are working on with Wyoming and the Office of Collaborative Action and Dispute Resolution (CADR).

Use of Cultural Resource Data in Resource Management

Bryan Hockett gave a powerpoint presentation regarding research he has conducted in Nevada. Aboriginal trap structures across the Great Basin landscape suggest that conifer encroachment is highly variable and, in some cases, there is insufficient evidence for any appreciable encroachment over the past 200 years. This presentation provided scientific information to connect trap locations, conifer encroachment and fire history. It also introduced the factor that the juniper eradication proposed by BLM in sagebrush ecosystem treatments may be extremely detrimental for tribal populations.

Tribal Consultation Update

Jerry Cordova highlighted that traditional ecological knowledge needs to be a part of planning discussions with tribal entities across the board. There is a universal view of wildlife and plants and managing the ecosystem as a whole is a basic tribal interest. He mentioned there has been no change on the sacred sites policy and his workgroup on confidentiality has not received a response to their 2014 draft. The discussion about pinon-juniper eradication is a very important topic and tribal consultation will be absolutely necessary. The 1780 Manual, handbook and training should be expected in 2016.

NAGPRA/Collections

Several states reviewed discussions they are having with multiple tribes regarding items that might fall under the Native American Graves Protection and Repatriation Act. No human

remains are a part of the discussions, but items of concern include atl-atl dart shafts, projectile points and other artifacts considered unassociated funerary artifacts. Some discussion occurred regarding delegation of authority and it was brought forth that a NAGPRA decision on repatriation of NAGPRA items from collections cannot be delegated below the State Director level, though negotiations for transfers of custody of new discoveries may occur at a field level.

Cultural Resource Data Partnership (CRDP) Charter

Bill Hedman called in from Alaska to brief the board on the work of the data partnership group. He continues to work on a mobile data collection tool and to get iPads to the field for collection purposes. He discussed the role of the Deputy Preservation Officers and asked them to create relationships with their IT specialists. Questions about workmonths for the state data representatives, time frames for service, budget for meetings and travel costs, as well as performance evaluations were discussed.

Colorado Plateau Pilot Project

Kirk Halford, Cynthia Herhahn and Dan Martin reported on the progress of the Colorado Plateau Pilot Project (CPPP). The CPPP focuses on migrating SHPO data from the four Colorado Plateau REA states (Arizona, Colorado, New Mexico and Utah) into a standardized Cultural Geodatabase developed by the CPPP team. The core CPPP Team includes archaeologists Dan Martin, Cynthia Herhahn, Laurel Glidden, Kirk Halford and GIS and data modelers from the NOC, Amy Fehringer-Tschopp, Adrian Truex and Peter Curry and Eric Ingbar, Gnomon, Inc., as facilitator.

The need for a national level cultural resources database(s) has long been recognized to facilitate standardization of common attributes for analytical applications. Large scale planning efforts and interstate undertakings have brought to the forefront the need for a comprehensive, Bureau, if not federal government wide GIS of cultural resource locations and investigations. Overall goals and objectives for the Colorado Plateau Pilot Project are to find solutions and address agency needs by creating a multistate standardized cultural geodatabase for resource and investigation data.

The CPPP team met at the NOC in September 2014 and through the course of six months created a Data Standard Report and Data Standard Domains documentation as a set of core data standards for resources and investigations. The effort was informed by past initiatives to create standardization through the CRDP and Federal Geographic Data Committee (FGDC). Data was acquired from the four SHPOs and migrated into the geodatabase (GDB) and finalized in September 2015. The data is now usable for planning purposes within the Rapid Ecoregional Assessment (REA). However, in some cases, SHPO datasets lacked core fields such as "Resource Primary Category" (site typologies), "Eligibility Criteria" and "Resource Special Status" for Resources and "Authority" and "Investigation Class" for Investigations. The CPPP will work with the SHPOs to try and rectify missing data.

Finally, to test the GDB model and its effectiveness in application to high level planning and resource assessments, it is proposed to apply the standard to the Utah Solar Regional Mitigation Strategies where a cultural landscape assessment will be conducted by Argonne National Laboratory. Coordination has occurred between Argonne and the CPPP Team and it is proposed

that this is the next step to determine if the CPPP data standard is applicable for state and national applications.

Desert Renewable Energy Conservation Plan (DRECP)

Tony Overly provided an update on the DRECP, which is a regional scale land use plan for about 10 million acres of public land in southeastern California. The plan combines renewable energy planning with biological, cultural, scientific, and recreation conservation. The presentation provided an update on the status of the DRECP National Environmental Policy Act (NEPA) Environmental Impact Statement (EIS) and the National Historic Preservation Act (NHPA) Programmatic Agreement (PA). Main topics of discussion were the ongoing PA consultation and the development of cultural resources sensitivity modeling and a regional mitigation fee.

Climate Change Discussion

Kate Winthrop provided a brief introduction to the topic and sketched a five-step framework for addressing climate change and heritage resources:

- Step 1: Identify climate-driven trends in your region/state/area
- Step 2: Identify the types of resources in that area
- Step 3: Vulnerability Assessment: Identify which resources would be most vulnerable to various types of environmental impacts (e.g. fire, drought, erosion)
- Step 4: Risk assessment: Identify the intersection of the highest priority sites/ areas with the most likely and severe impacts
- Step 5: Develop strategies for stewardship

Tony Overly provided a summary of California efforts addressing climate change impacts to cultural resources using the California coast as a case example. Sonoma State University and the Society for California Archaeology have provided leadership through a pilot project involving both volunteer field surveys and preparation of a general work-plan that can be used by other institutions for research grant proposals. BLM CA manages the California Coastal National Monument (CCNM) and is well suited to engage on this topic. The CCNM has a small land base, but since it extends the entire length of the state, BLM CA has made several proposals to evaluate climate change and cultural resource impacts on the coast and there are good opportunities to partner with other land managing agencies to address impacts from predicted sea level rise.

Robin Mills provided a summary of the upcoming, summer 2016 coastline archaeology survey of the National Petroleum Reserve–Alaska (NPR-A). Both he and Bill Hedman of the Fairbanks District Office will conduct the helicopter-based survey of known sites along the NPR-A coast to determine the extent of erosion impact upon the sites, or even whether the sites still exist. A summary of the differential baseline erosion rates all along the Arctic coast of the NPR-A, obtained from the US Geological Survey (USGS), was reviewed.

70/40 History Celebration

Michael Thomas briefed the board that IM 2016-021 was released on November 23, 2015, with upcoming due dates of December 31, 2015 and April 30, 2016. This memo, “Request for State Directors to Compile Historical Data for Anniversary Events in 2016,” focuses on the 70th Anniversary of the formation of the BLM and the 40th Anniversary of the passage of the Federal

Land Policy and Management Act (FLPMA). If there are any questions about this memo, please contact him.

Michael also discussed his work with WO public affairs on internal and external events in support of these anniversaries, as well as the oral interviews that he has been working on. Of particular interest is a national student congress supported by the Public Lands Foundation which will be held in September 2016 in New Mexico. This forum will focus on FLPMA and examine how BLM has evolved.

Oil and Gas Discussion

Dan Haas presented issues encountered while conducting Section 106 compliance for an oil and gas lease sale involving USFS parcels in the Pawnee National Grasslands. BLM Colorado and USFS-Region 2 are currently discussing processes to better conduct tribal and SHPO consultation. Gary Smith described the PA developed for oil and gas leasing and production for the Custer National Forest.

Cynthia Herhahn reported on BLM's responsibilities for fluid minerals on tribal trust and allotted lands under the 2013 Onshore Energy and Mineral Lease Management Interagency Standard Operating Procedures. These procedures were provided in a recent training session presented by Bureau of Indian Affairs, BLM, Office of Natural Resources Review, and Office of Special Trustee. The discussion focused on BLM's NEPA and Section 106 compliance responsibilities for APDs.

Nate Thomas summarized recent Section 106 identification and consultation strategies conducted by Utah-BLM. The board discussed the appropriate procedures for evaluating direct and indirect effects during the lease stage. Nate also discussed the importance of using the correct terminology to describe adverse effects in SHPO consultation letters.

Travel Management Plan Programmatic Agreements

Nate Thomas and Ashley Blythe provided information on two travel management plan efforts they have worked on.

Ashley discussed the West Mojave Plan route network project (WEMO) and PA. This very large project, 9.3 million acres (3.1million BLM administered), had over 15,000 existing routes covering multiple environmental zones and four field offices (Barstow, Needles, Ridgecrest and Palm Springs). There were 64 consulting parties in the negotiation; in the end there were 27 entities, including 6 tribes, who signed as concurring parties along with the BLM, ACHP, and CA SHPO. The consultation issues included cultural landscapes as historic properties, curation of artifacts at tribal facilities, reburial of cultural materials and paid compensation to tribes. BLM is looking to create consistency across this project and the DRECP project. Some of the outcomes include the literature review being updated every five years, continue to seek additional information from the consulting parties, completion of a GIS-based sensitive area map, an inventory strategy for routes, a viewshed analysis for indirect area of potential effect, a Class III inventory for ground disturbance and an historic properties management plan development beginning in January 2016.

Nate indicated that the Utah work is a statewide process for future travel planning efforts, incorporating the interests of 22 consulting parties. The group is currently working on the fifth draft of the PA. They have defined the width of the area of potential effect and the amount and intensity of survey needed for both open areas as well as route-based special recreation permits. Survey percentages of miles of inventory are not included, but there will be a Class I with a planning/predictive model, site revisits, phased Class II and Class III inventory for high cultural resource potential and routes with concentrated off-highway vehicle use. In addition, the group will work on survey exemptions and commitments to public outreach will be identified.

EEA Northern Cheyenne Presentation

This project was introduced by Marcia Pablo, BLM Montana Tribal Coordinator. It incorporates a tribal perspective into the biologically-focused Middle Rockies and Northwestern Plains Rapid Ecoregional Assessments and covers portions of the states of Montana, Wyoming, Idaho, North Dakota and South Dakota. The project is a cooperative effort among the BLM, the Northern Cheyenne Tribe, Chief Dull Knife College (a tribal college), and the Montana State Historic Preservation Office. The Montana State Office has the lead for the BLM.

This project recognizes that landscapes and the natural and cultural resources they contain are integral to American Indian culture, traditions, religion, and belief systems; that native plants and animals are important for diet, medicinal uses, and in ceremonial life; that tribally important resources and areas are often landscape in scale; and that climate change and other landscape-scale impacts may disproportionately affect American Indian peoples who are tied to place through their traditions, history, and the reservation policies of the nineteenth and twentieth centuries.

This multi-year project was further described by Alicia Littlewolf, Database Developer, and Fred Chapman, Project Manager. It has established an administrative support structure with regular oversight and reporting requirements; delineated Cultural Resource Property Types (conservation elements) important to the Northern Cheyenne; delineated and mapped areas of cultural interest within the REA; and compiled cultural resource data from three states (SHPOs).

Project results include development of an interactive, integrated database that holds the following data for a five state region: culturally significant plant and animal data with photos and audio recordings from informant interviews; cultural site data including site forms categorized according to site type; audio/video/ transcripts of elder interviews; and GIS files for plants, animals and sites. The application is easy to view and search so that non-technical users are able to access information. The application will also generate shape files as needed for federal users. There are three security levels for access: tribal, federal, and general public. This database tool is transferable and may be used by others. It was developed by faculty and students at the Chief Dull Knife College through the project agreement.

CCAT Education Committee Report

Bob King and Anna Rago, Training Coordinator for Heritage Resources, Paleontology and Indian Trust Programs, discussed the upcoming week-long 8100-01 Fundamentals of the Cultural Heritage Program Class to be held at the National Training Center February 22-26, 2016. Over 40 BLM managers and field archaeologists are scheduled to attend.

The results of the recent training needs assessments were discussed in detail and how NTC will address these needs. Anna indicated that they had received a proposal to partner with Federal Law Enforcement Training Center for a week-long ARPA course; no firm details yet. They are also working on an ArcGIS course for archaeologists, the Managing Historic Mining Resources distance learning course, and a new series of videos on paleontology. Anna also mentioned that the advanced seminar on Section 106 offered by the ACHP is available to the BLM at no cost. Discussion ensued on how to encourage managers to take the distance-learning courses that we offer.

Paleo Briefing

Scott Foss, BLM national paleontologist, provided a briefing on several ongoing projects, including the PRPA rulemaking and the science permit application and tracking system.

Miscellaneous

Mark Spencer and ELynn Burkett, both managers leaving the board in May, spoke to the fact that they felt that the Board needed to engage future Board management representation more, that there should be additional team identification with manager involvement; and to further task them with issues, problems, etc. to better use their talents and perspective with Board recommendations.

Next Meeting

The Board will hold the June 7-9, 2016 meeting in Wyoming (specific city to be determined), and the December 6-8, 2016 meeting in Washington, D.C. Future rotations for the June meeting are Oregon (2017) and Utah (2018).