

Preservation Board Report
December 2-4, 2014
Washington, DC

Preservation Board Members

Bureau of Land Management (BLM) Acting Federal Preservation Officer, Kate Winthrop (WO240); BLM Tribal Liaison Officer, Jerry Cordova (WO240); Deputy Preservation Officers (DPO): Robert King (Alaska), Tony Overly (California), Daniel Haas (Colorado), John Sullivan (Eastern States), Kirk Halford (Idaho), Gary Smith (Montana), Bryan Hockett (Nevada), Larry Moore (New Mexico), Stan McDonald (Oregon), Nathan Thomas (Utah), Ranel Capron (Wyoming); Field Managers: Victoria Barr (Farmington, NM), E. Lynn Burkett (Lakeview, OR), Rick Miller (Newcastle, WY), Mark Spencer (Red Rock/Sloan, NV); Specialists: Ashley Blythe (Ridgecrest FO, CA), and Robin Mills (Eastern Interior FO, AK).

Non-Preservation Board Attendees

From Washington Office: Ed Roberson, Byron Loosle, Emily Palus, Michael Thomas, Scott Foss, Dan Martin and Duane Dippon; National Transmission Support Team archaeologists: Jenna Gaston, Signa Larralde and Jane Childress; Tiffany Arend (California Desert District), Mark Boatwright (Red Rock/Sloan FO, NV), Anna Rago (National Training Center), Richard Hanes and Stephen Fosberg, Applied EarthWorks Inc., Nancy Brown, BLM Liaison, Advisory Council on Historic Preservation (ACHP), and Eric Hein, Executive Director, National Council of State Historic Preservation Officers (NCSHPO).

Welcome

Ed Roberson, WO200 Director, welcomed the Preservation Board to Washington and mentioned that BLM was very lucky to have the Board as the backbone of the cultural program. He mentioned some highlights for the year as the paleontology exhibit at DOI and the Preserve America report. He further encouraged the group to focus on program goals other than Section 106 compliance. He suggested a Healthy Lands-type approach, directing budget to sites and significant cultural areas in need of protection or stabilization.

Congratulations

Kate Winthrop thanked outgoing members Victoria Barr and Rick Miller for their 2-year participation and provided appreciation plaques for their service. She also noted that DPO Susanne Rowe (Arizona) would be retiring at the end of the year and that Acting DPO Larry Moore (New Mexico) was leaving BLM for a job at the Bureau of Reclamation.

WO Updates

Byron Loosle and Emily Palus thanked the group for coming and encouraged everyone to look in their ranks for detailers to assist WO240 over the next few months; consideration for a detail of 30-120 days would be appropriate, depending on the project to be completed. They announced that Ranel Capron was coming in as acting FPO for 120 day detail beginning in January. Bill Hedman is doing a short-term detail in February to help with a data strategy for the program. WO240 will also need a detailer for the curator/NAGPRA position and for the Deputy position to back Emily from mid-April through July.

The Bureau is instituting a landscape approach and there are several opportunities to leverage funding for cultural projects. A new system to replace BPS is in the works; however, the 1050 budget is expected to be austere for the next few years. Byron mentioned the landscape symposium that he and Kate sponsored at the Great Basin Archaeological Conference in Idaho. There was a lot of interest and the symposium filled up quickly with 11 participants. Thank you to those who participated. The symposium highlighted the field's eagerness to understand this topic and obtain additional guidance.

Guidelines for Improving and Sustaining BLM-Tribal Relations

Richard Hanes and Stephen Fosberg discussed the proposed timeline for the review of the H-1780-1 handbook, Guidelines for Improving and Sustaining BLM-Tribal Relations, as well as the chapter by chapter outline and what programs are currently involved. The coverage for this handbook is quite broad and it has been recognized that tribal consultation spans many programs. A draft of the handbook should be coming out for internal BLM review in December.

GIS Transformation

Duane Dippon, WO-210, briefed the board on GIS Transformation, a process initiated by the Executive Leadership Team last year. The Director has mandated that BLM needs one GIS that consistently supports every office and program, with the ability to deliver to any device. In the current EGIS (Enterprise GIS) landscape, our states have invested in GIS in different ways and at different levels. There has been no single source of funding to implement this program, but crosscut funding received from the WO-200 directorate programs has been instrumental for providing support and coordination nationally. Recent improvements are seen with the field and states supplying landscape data, including the Bureau National Standard data, the Rapid Eco-Regional Assessment (REA) data and the Greater Sage Grouse (GRSG) planning data. The EGIS Portal serves as an internal geospatial gateway that functions as a gallery to share maps for defined groups or for the entire Bureau. EGIS provides an electronic infrastructure that supports the management and use of centralized geospatial landscape data; aggregated from data collected in the field and then used to analyze geospatial data at multiple scales. The same system supports land use planning, use authorization; collaborative decision-making; and reaching DOI and BLM strategic priorities; including Planning 2.0, landscape approaches, climate change, regional mitigation, renewable energy and sage grouse plan implementation.

Colorado Plateau Pilot Project

Kirk Halford indicated the Colorado Plateau Pilot Project is a micro-project covering resources in Colorado, Utah, New Mexico and Arizona. The CPPP team is creating data standards and domains following Bureau documentation procedures. Once the standard is completed and vetted, the team will review the cultural data from the four CPPP states and, if necessary, identify translation routines to populate the core fields for resources and investigations feature classes that are being identified in the data modeling/documentation effort. The CPPP effort will provide a strategy for creation and maintenance of a national cultural resources geodatabase and tested as a pilot project with the Colorado Plateau REA. This project will help BLM identify how national level, interstate data can be standardized and managed within a national level database or GIS geodatabase environment and will facilitate landscape level analyses that cross-cut political and administrative boundaries.

ACHP Update

Nancy Brown reminded the group that the Advisory Council on Historic Preservation had moved to a new office; if there is no response from the ACHP on a 15-day notification, please call Nancy to confirm its receipt. She mentioned the ACHP recently released Guidance on Section 106 Agreement Documents which will be a living document, updated frequently. The national Preserve America report mentioned BLM's survey accomplishments, infrastructure projects, landscape scale mitigation and partnerships. Nancy conducted several training classes for BLM this past year; in 2015, there will be training in New Mexico, Arizona, South Dakota and Washington. The group was encouraged to take advantage of the ACHP's online training through webinars, provided at no cost.

NCSHPO Update

Erik Hein spoke on the expiration of the Historic Preservation Fund on 9/30/2015 and the need for reauthorization. The HPF is the primary means of financial support for SHPOs and THPOs. This funding must be matched up to 40% by the individual state. Erik also noted that record digitization is a big workload for SHPOs and the inability to have adequate data can hamper project reviews. His data shows 55% of surveyed sites are digitized. More work is needed. At recently held regional meetings, a clear message on the need for data standards was raised, as well as issues regarding mid-century modern artifacts and buildings. NCSHPO would like to be kept informed regarding creative landscape mitigation.

Lessons Learned and Best Practices for Compliance on Major Infrastructure Projects

Jenna Gaston, Signa Larralde and Tiffany Arend presented a PowerPoint presentation to the board which included a brief overview of guidance useful for MIPs, including the ACHP Agreement Document Q&A and BLM IMs on Landscape Scale and Regional Mitigation, plus Manual 6280 on National and Scenic Historic Trails. Tiffany suggested holding a pre-ROW application meeting with certain parties; Jenna continued the discussion on the programmatic agreement process and development of the Historic Properties Treatment Plan; Signa concluded with lessons learned from the project implementation, including having a good construction inspector contractor.

Red Rock Canyon National Conservation Area Cultural Survey and Predictive Model Development

Mark Spencer opened the discussion, introducing where Red Rock was and Mark Boatwright, archaeologist, gave a PowerPoint presentation on the Class II and III archaeological survey prepared as a Southern Nevada Public Lands Management Act (SNPLMA) Conservation Initiative Project. The inventory was carried out by the BLM and about 2,680 acres were intensively inventoried at the Class III level. The Class II was then designed to test a predictive model derived from previously recorded sites, in order to facilitate identification of archaeologically sensitive areas. In all, 92 new sites were recorded and 20 were re-recorded. Cultural values were mapped as gradients to provide an environmental suitability outcome. The model performed well and demonstrated a high statistical probability in terms of successfully identifying sites across all environmental contexts within the RRCNCA.

Historic Period Resources Dilemma

Byron Loosle opened a discussion regarding some states' requirements to record anything that is over 50 years old. Research conducted in Utah showed that historic sites are increasing at high levels and will continue that way. In addition, over \$2 million was spent recording featureless sites; nearly 90% of those were not eligible to the National Register of Historic Places. We need to determine a systematic way to control this issue.

Action Item: This topic will be the focus of a future program call.

BLM History

Michael Thomas briefed the board that Director Kornze has expressed interest in establishing a history program. He has met with historians from other agencies and expects to be conducting oral interviews of long-time BLM employees, retirees, and the like.

Action Item: Send Michael Thomas ideas on people to interview and what should be done with any collections amassed.

Respected and Open Access

Nate Thomas emphasized some recent highly publicized acts of vandalism that have occurred on BLM Utah lands. BLM has an agreement with the Tread Lightly, Ride On Campaign, where the message is: Respected Access is Open Access. This message asks the public to be good stewards of the public land cultural resources. BLM Utah has contracted with this group to conduct a survey of stakeholders and consulting parties to determine the largest threats to cultural resources. The campaign will produce a report that will be shared with the other states.

Action Item: Nate Thomas will distribute the report to the Preservation Board when completed.

Training Committee Report

Bob King discussed the success of the week-long 8100-01 Fundamentals of the Cultural Heritage Program Class held at the National Training Center in late August 2014. Over 40 BLM managers and field archaeologists attended, with high ratings received afterwards for the value of the class. Bob also handed out a training report summary prepared by Anna Rago, Training Coordinator for Heritage Resources, Paleontology and Indian Trust Program, indicating that several ARPA courses have been provided by a contractor at NTC, and that the various distance learning segments of the 8100-01 course are nearing completion. Most have been filmed and are already posted on the Knowledge Resource Center. The managers' course has been taught by Shelley Smith, BLM Utah, and will also soon be available through DOI Learn. Discussion ensued on what future courses might be needed and suggestions included the new manuals, the 1780 manual and handbook and GIS.

Action Item: Send suggestions for future training courses to Kirk Halford, Stan McDonald and Bob King.

Revisions to the Board Charter

Kate Winthrop mentioned that the Preservation Board charter must be revised as it references the 1997 national Programmatic Agreement. Kate asked the Board to consider whether there were

any other items to add or change. Discussion concluded that the Board may want to look at expanding its business to be more inclusive of and integrated with all the 1050 program elements and to strengthen the roles and responsibilities of the manager members.

Action Item: Ranel Capron will send out a Doodle poll to schedule a conference call with the plan to have a new draft Charter by the June Board meeting.

State Round Robin

The DPOs from states that have completed their protocol revisions summarized their lessons learned and the DPOs from states still involved in the revision process summarized their status and any issues. All states still working through the process were positive they would meet the February deadline. The Board then discussed an alternative mitigation procedure developed in Colorado. When denied access to private lands for inventory purposes, CO BLM is requiring that an equivalent number of acres be banked for future inventory. With SHPO concurrence, BLM then selects high priority BLM acres for proactive inventory. This method may be one that the other states could share with their SHPOs.

Update: All states completed consultation work and issued new protocols by the February deadline.

Tribal Consultation Update

Jerry Cordova highlighted a meeting that President Obama had with representatives from 550 recognized tribes this week in DC. The President is emphasizing an ambitious workload and focusing on tribal youth, calling it Generation Indigenous or Gen I. President Obama is encouraging the cabinet secretaries to promote projects involving tribal youth and plans are beginning for a youth conference this summer. In addition, the Department is working to craft a government-wide sacred sites policy. Once that is in place, training will be a large part of the rollout. The DOI Tribal Consultation Policy is slowly being implemented.

Draft IM on Data-Sharing

Stan McDonald briefed the Board on the final draft of this document. It was decided that supplemental guidance such as a Q&A document would be useful. After discussion, the Board identified a few final items for inclusion and recommended that the WO complete an internal review prior to sending forward for signature.

Action Item: Stan McDonald agreed to reach out to several other states, including obtaining information regarding non-BLM lands, questions about Alaska Native Corporations, and an example of an Memorandum of Understanding. Once this is done, Stan will send the draft to WO240 to coordinate for an internal WO review, as needed.

Viewshed Assessment

Ranel Capron and Signa Larralde presented a proposal for a viewshed assessment methodology that could be used for determining whether an undertaking would have a visual adverse effect to sites within the area of potential effects (APE). This methodology is recommended for use on several infrastructure projects. A report on its efficacy will be provided at a future meeting.

Action Item: The Board will review the document and provide feedback at the June meeting.

Creative Regional Mitigation Proposal: Project Archaeology

Ranel Capron presented a PowerPoint presentation showing how Project Archaeology could be used as a regional mitigation tool for education. Several infrastructure projects will have adverse effects on National Historic Trails, as well as other types of linear features. Jeanne Moe and the partners at Montana State University have put together a proposal for a new curriculum, Investigating Migration. This unit would be similar to the Investigating Shelter curriculum, but would focus on junior high or senior high students and utilize GIS for much of the data.

Action Item: Ranel Capron will forward the PowerPoint presentation to the Board for dissemination to field offices. Contact Jeanne Moe for more information.

California Compliance Issues

Tony Overly presented some items of interest from California that could have larger effects on federal agencies, including issues with datasharing, human remains on state lands and state compliance laws. He will keep the Board informed if precedent-setting matters arise.

Next Meeting

The Board decided to hold the June 2-4, 2015 meeting in Grand Junction, Colorado, and the December 1-3, 2015 meeting in Washington, D.C. Future rotations for the June meeting are Wyoming (2016) and Oregon (2017).

Field Trip

With assistance on arrangements by Scott Foss, BLM National Paleontologist, the Board took a field trip to the National Museum of Natural History (NMNH) to view the paleontological collections and to have a dialogue with Smithsonian staff regarding curation issues, 3D printing of objects and to discuss areas of common interest. The group was hosted at NMNH by curator Hans Dieter Sues and collections manager Holly Little.