

**Bureau of Land Management
Preservation Board Report
June 7-10, 2021
Virtual Meeting**

Preservation Board Members

Federal Preservation Officer/Chair (FPO) (HQ-420)''

Nate Thomas (Acting)

Deputy Preservation Officers (DPO):

Robert King (Alaska)

Matt Basham (Arizona)

Tony Overly (California)

Natalie Clark (Colorado)

John Sullivan (Eastern States)

Kirk Halford (Idaho)

Gary Smith (Montana)

Bryan Hockett (Nevada)

Cynthia Herhahn (New Mexico)

Heather Ulrich (Oregon/Washington)

Jared Lundell (Utah, acting)

Kathy Boden (Wyoming)

Manager Representatives:

Greg Larson, Manager Rep Colorado Rivers, CO

Lance Porter (Utah)

Nick Pay (Nevada)

Mary D'Aversa (Idaho)

Specialist:

Jamie Palmer, Arch Rep OK

Natasha Keierleber, Field Arch WY

Field Committee Liaison:

Marci Todd

Other Participants

Mark Lambrecht, Associate Director, National Conservation Lands and Community Partnerships

Tim Fisher, Deputy Assistant Director, National Conservation Lands and Community Partnerships

Scott Foss, Division Chief, Education, Cultural and Paleontological Resources

Kristen Martine, Deputy Division Chief, Education, Cultural and Paleontological Resources

Susan Lee, Deputy Division Chief, Aquatics, Air & Environmental Protection

Madeline Van der Voort, Associate State Archaeologist Nevada

Aaron Whaley, Carlsbad Field Office, New Mexico

Terrance Christian, Archaeologist, Abandoned Mine Lands Unit, BLM ORWA

Brian C Hadley, Geospatial Imaging Chief, BLM National Operations Center

Bill Marzella, Advisory Council on Historic Preservation, BLM Liaison

Erik Hein, National Council of State Historic Preservation Officers (NCSHPO)

June 7

Updates from Board Working Groups

The Board provided updates from the Working Group responsible for reviewing and updating (if necessary) the Board's Operating Rules, Business Meeting Rules, Field Trip Protocols, and the Board's overall responsibilities. The Operating Rules were updated to state that all June meetings will rotate between Deputy Preservation Officers' (DPO's) home states as the need or opportunity arises. The December meetings will be held in Washington D.C., BLM Headquarters, or in another location that facilitates face-to-face interactions with BLM's partners. The Operating Rules were also updated to provide guidance on the requirements from the Hosting Office and guidelines for developing meeting agendas. The Field Trip Protocols were reviewed and approved by the Board. Ground Rules were drafted stating the meetings will be conducted in a respectful manner. The draft document on Preservation Board Responsibilities is under review, but it is anticipated to not require many changes. The document discusses the Board's function, role, and processes.

Updated Board Charter

The Board reviewed the updated Charter, which was signed into effect by the Assistant Director for National Conservation Lands and Community Partnerships on April 28, 2021. The new Charter contains a line for the Field Committee Representative, a line discussing term limits for rotating members, and information on delegations. Additionally, the new charter clarifies the roles and responsibilities of the Board in accordance with the National Programmatic Agreement (nPA).

Discussion on Energy Project Workloads – Part 2

The BLM is seeing an increasing number of applications for energy projects, and the workload for these types of undertakings is expected to increase. The BLM needs to assess the capabilities of its cultural program to address the anticipated increase in solar, wind, and transmission projects. Some of the main concerns for these types of undertakings are related to visual impacts to historic properties and adequate and meaningful Tribal consultation that results in a benefit to Tribes. Further, the board discussed the need for adequate funding to support staff to meet workload requirements. An assessment of how long such undertakings take to complete, total cost, and what constitutes adequate staff is necessary. Field staff are already experiencing heavy workloads, so the agency needs to ensure the increase in energy projects will not over tax them. One solution is to develop strike teams that focus on these types of projects. Programmatic planning and the use of 36 CFR 800.8 could facilitate faster reviews. Board agreed to stand up a working group that will look at these issues and provide recommendations on how to move forward.

PE Codes

BLM HQ-420 approached the board about developing a Program Element (PE) Code to track work completed as part of Section 106 compliance. The goal is to track how program funds are spent, ensure appropriate expenditure of funds, and better track the extent of the cultural programs' workload. Additionally, the use of a Section 106 PE Code would highlight the amount of program support Cultural provides and could help with future budget planning. The

use of a WBS code was suggested; however, these codes are problematic in that they are not required when coding time, and so may not be used.

LiDAR Site Recording

Terrance Christian, Susan Lee, and Brian Hadley presented on the use of Light Detection and Ranging (LiDAR) and Simultaneous Localization and Mapping – Mobile Mapping system (SLAM-MMS) in recording and assessing historic mines during the Abandon Mine Lands (AML) evaluation process. LiDAR and SLAM-MMS allow for detailed recordation and 3D mapping of historic features and structures with only a few staff, helping to address the issue of large workloads and inadequate staffing. SLAM-MMS creates highly detailed and accurate maps and models in significantly less time than it would take to map with traditional methods. Both LiDAR and SLAM-MMS can aid in the locating features and structures identified in literature reviews, as well as identifying new features on the landscape. LiDAR and SLAM-MMS have been very successful in identifying, recording, and interpreting historic AML features, but the capabilities extend much further. These technologies could be applied to a variety of projects and undertakings for the cultural program.

June 8

Fiscal Year 2022 Budget

The Deputy Division Chief for Headquarters (HQ) 420 provided a brief overview of the budget for Fiscal Years (FY) 2021, 2022, and 2021. FY21 Third Quarter ends a week after these meetings, so states should do a status check on their State level budgets. HQ will anticipate a status report. Procurement deadlines for FY21 are fast approaching. Program Target Allocation (PTA) for FY22 is starting soon. The cultural program can expect a budget similar to what was received in FY21. There were additional funds in FY22 directed for data management and modeling, and additional funds are available for projects that address the priorities of the Civilian Climate Corp (CCC). Planning for FY23 is happening now and HQ is continuing to work on budget justifications for that year. It is likely that HQ will continue to rely on the BPSS process to fund special projects.

Presentation from ACHP's Liaison

The Advisory Council for Historic Preservation's (ACHP) BLM Liaison, Bill Marzella, provided an overview of recent news, guidance, and an update on personnel changes. ACHP completed their Section 3 report in February of this year. The report can be found on their website (<https://online.flippingbook.com/view/826765/>). The report demonstrates how historic properties are being used to their fullest extent and the BLM was prominently featured in the 2021 report. The ACHP also released their Traditional Knowledge Information Paper in May of this year. This paper provides guidance on incorporating Traditional Knowledge in the Section 106 process. This paper can also be found on the ACHP website (<https://www.achp.gov/sites/default/files/2021-05/TraditionalKnowledgePaper5-3-21.pdf>). ACHP continues to recommend agencies remain flexible in their consultations with State Historic Preservation Offices (SHPOS), Tribal Historic Preservation Offices (THPOs), and Tribes as they continue to experience challenges due to the Covid-19 pandemic. ACHP is continuing to provide virtual training and is working on the development of new webinars, which will be available later this year. Finally, a brief overview was provided for undertakings in which ACHP is involved.

Updates from NCSHPO's Executive Director

The Executive Director of the National Council of State Historic Preservation Officers (NCSHPO), Erik Hein, provided updates on the Committee and its members. Many SHPOs are beginning to develop plans to return to their offices. While some SHPOs will continue to provide for digital submissions, others still do not have a process in place and will continue to require hard copy submissions. A list of SHPO operating statuses can be found on the NCSHPO website (<https://ncshpo.org/>). The NCSHPO Committee has a new slate of officers. Information on Committee members can be found on the NCSHPO webpage. A new committee, National Historic Designation Advisory Committee, is being developed in an effort to look at the processes of the National Register system and other systems globally that recognize important sites. This committee will be looking for solutions to challenges within the current National Register system related to inclusion, equity, complex resources such as cultural landscapes, and intangible heritage. A white paper on this subject is forth coming. NCSHPO expressed there are currently no major concerns from their members, and members continue to be appreciative of BLM funds for updating their data systems.

nPA Amendment Process

After the Deputy Preservation Officer from Alaska, Bob King, provided a brief history of the National Programmatic Agreement (nPA), the Board discussed the processes for extending and amending the nPA. Since the nPA is set to expire February 2022, the BLM, NCSHPO, and ACHP proposed to extend the nPA for two years to allow for additional time to consult on possibly amending the agreement. The BLM provided a listening session on the proposed extension and possible amendment for the SHPOs on May 24, 2022. The SHPOs did not voice any concerns. Additional listening sessions will be provided for THPOs and Tribal partners (Note: THPO listening session was held on June 29, 2022. The Preservation Board identified four options for moving forward with the nPA after the extension is approved:

- Option 1: Amend to extend 'as-is' for + years
- Option 2: Amendment to make minor revisions
- Option 3: Amendments to make major revisions
- Option 4: Revise the agreements

Options 1 and 2 were most favored by the board; however, further consultation with Tribes, consulting parties, and the public will guide the Signatories in choosing the most appropriate option.

June 9

Discussions and Decisions for a 5-Year Training Plan

The Board discussed the need for a 5-year training plan for the cultural program. The discussion began with an overview of the National Training Center's Cultural Trainings Sharepoint site and Knowledge Resource Center, where access to various cultural training programs can be found. A review of Fiscal Year (FY) 2011 training plan was conducted to help provided a foundation for an updated 5-year plan. The Board will work to compile a list of training needs for their individual states and bring forward suggestions on how these needs fit into a 5-year plan. A few

known training needs include: cultural resources for managers, understanding the cultural budget, GIS, and tribal relations.

8100-11 Managing the Cultural Heritage Program: The Foundations The cultural program plans to offer Managing the Cultural Heritage Program: The Foundations course on November 1-5, 2021. The course will provide an overview and introduction to the responsibilities of archaeologists working in field offices. Topics include: the Section 106 process, creating a proactive program, Archaeological Resources Protection Act, Native American Graves Protection and Repatriation Act, National Environmental Policy Act, and tribal relations. A teaching cadre has been assembled and they are working on updating and preparing course material.

National Cultural Resources Information Management System (NCRIMS)

Kirk Halford, Deputy Preservation Officer (DPO) for Idaho and National Cultural Resources Information Management System (NCRIMS) manager, provided an update to the Board on the current state of NCRIMS. A contractor is currently working to clean-up legacy data from across BLM states for incorporation into NCRIMS. The contractor is working with BLM data representatives and State Historic Preservation Officers (SHPOs) to make sure the data base is as complete as possible. Once data has been cleaned, it is pushed back to the states for incorporation into their local systems. The Board discussed data management and data access needs for the BLM and how to best meet those needs. One suggestion was the use of Enterprise Geodatabases (eGDB), which would allow the BLM to upload data to the NCRIMS in real-time.

Project Archaeology

The Board discussed the current state of Project Archaeology and possible directions in which the program can move in the future. Project Archaeology has been developing several new curricula, in addition to the variety of classroom materials already available. The Board is interested in seeing how existing curricula can be best utilized for education and outreach. Additionally, Project Archaeology practitioners will be interviewed through CADR to identify what is working well with the Program, and what changes can be made to make the program most affective.

Recruitment, Retention, and Recognition

Challenges related to retention include heavy workloads dominated Section 106 compliance, and adequate support and staffing at the field office level. Providing funding and support for more Section 110 activities could help prevent burnout. Additionally, providing opportunities for growth, fostering stronger relationships throughout the program, and developing a mentorship program may help. The Board also agreed it is important to work with management to create more balance between Section 106 compliance and other aspects of the cultural program. Recognizing staff could also help with retention. Recognition could be accomplished through peer awards, Star awards, or even through weekly emails by leadership.

June 10

PJ CX S. 106 Efficiencies for Fuels Projects

The Pinyon-Juniper (PJ) Categorical Exclusion (CX) was issued in September to identify efficiencies in fuels reductions projects, including thinning, mastication, and other activities to

enhance habitat. The CX will help field offices develop appropriate identification efforts based on the types of activities occurring. For example, mastication projects will likely require full Class III inventory while lop and scatter projects may only require more targeted identification efforts. The Board also stressed the importance of Tribal consultation and discussed the incorporation of Traditional Ecological Knowledge for these undertakings.

Climate Change

Climate change is an increasing challenge for the cultural program. The Board discussed how archaeology can speak to climate change and inform policy decisions. Projects that look at paleoenvironments and environmental variation and change can help document and quantify the human landscape. Cultural work supported by the Civilian Climate Corp (CCC) can help the agency better understand Tribal perspectives and address environmental justice issues, while also informing land use plans and impacts of specific undertakings.

Restarting 8100 Manuals

The Board discussed restarting the revisions to the 8100 Manual Series. One suggestion for moving forward is to focus on the development of shorter policy manuals and longer procedural handbooks. Updating the manuals and development of handbooks might also result in new sections to address GIS/data standards, permitting, collections management, and ethnographic work. There are several options for moving forward: 1. Development of work groups to focus on specific manuals and handbooks; 2. The Board chooses one manual and handbook at a time to address as a team; 3. Assigning a project manager to oversee the revisions. The Board will continue these discussions at the next meeting.

Next In Person Meeting: December 7-9, 2021, Lake Havasu, Arizona.